

City of York

LDF

Local
Development
Framework

Allocations DPD Issues and Options

January 2008

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Maps of all sites and general location maps are set out in a separate annex which should be read alongside this document:

Annex: Map document (Separate document)

- 1: Green belt and settlement limits maps
- 2: Potential housing sites
- 3: Potential employment sites
- 4: Retail – Castle Piccadilly site
- 5: Potential transport locations
- 6: Area of search for minerals

Please note:

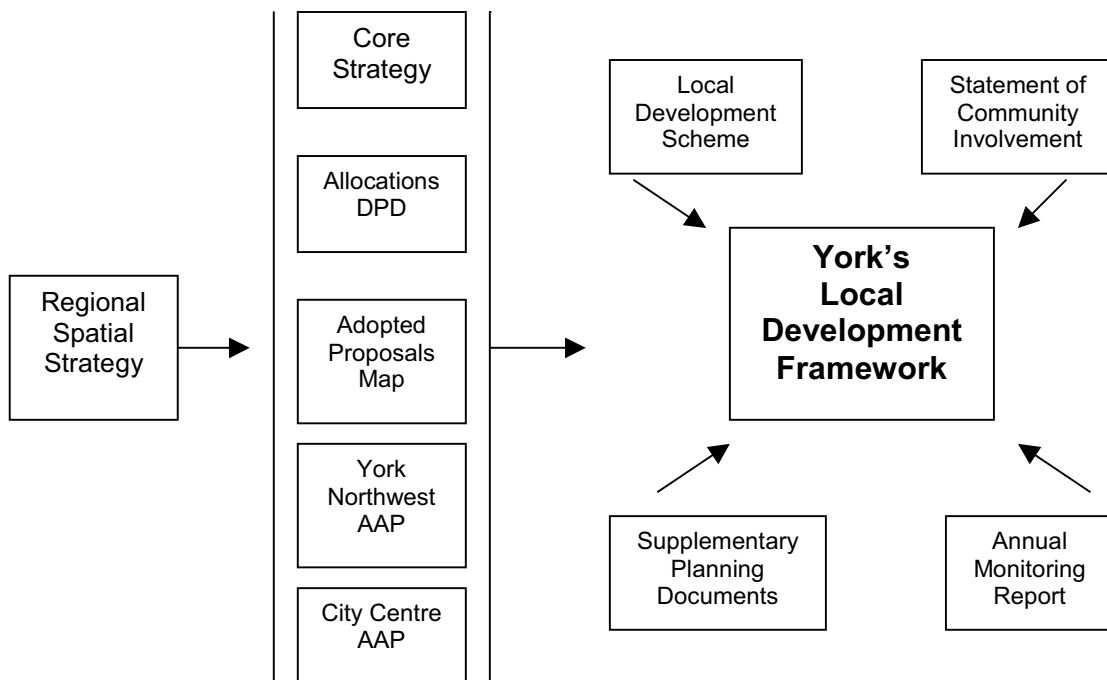
It is important to be clear that the sites put forward in this Issues and Options document are not Council approved allocations. The sites are put forward in this document as potential allocations for the purposes of consultation.

The draft Local Plan (2005) will continue to be the policy framework for the City and the basis for Development Control decisions until such time as it is superseded by the Local Development Framework. The fact that the current site options are being considered is no guarantee that they will eventually become an allocation in the Local Development Framework. Through consultation and the development of the Core Strategy we will test whether they are appropriate for development. The site options are therefore not material considerations for making decisions about planning applications.

1. Introduction

1.1 The Council has begun work on a plan called the Local Development Framework (LDF) which will set out the policies and site allocations to guide and manage development in York over the next two decades. The Council has already begun work on preparing the Core Strategy which is the first document in this ‘folder’. The Core Strategy will set out the overall planning vision and strategy for York. Figure 1 below shows how the documents in York’s LDF relate to one another.

Figure 1: The York Local Development Framework Context



1.2 Now that the Core Strategy has progressed through the issues and options stage, it is appropriate to start considering what specific sites will be required to deliver the objectives of the Core Strategy. These will be set out in the **Allocations Development Plan Document (DPD)**. This Issues and Options document is the first stage in the process. A breakdown of the complete Allocations DPD process is contained in Appendix 1. Once completed the Allocations DPD will set out all the sites which have been specifically identified for development in order to meet the Council’s vision and objectives and the strategic policies of the Core Strategy.

1.3 The whole process of producing the Allocations document will take approximately three years. Once adopted the Allocations DPD timeframe will need to be consistent with the regional approach as set out the emerging Regional Spatial Strategy (RSS). This is currently until 2029 although the RSS is not yet adopted. The sites which are eventually allocated in this DPD will be phased for development to ensure that there is not an oversupply of land at the outset and a lack of supply towards the end of the plan period. For

example, Planning Policy Statement 3 (PPS3) requires that enough land is allocated for to enable continuous delivery of housing for at least 15 years from the date of adoption, taking account of the level of housing provision set out in the RSS. The 15 year period should be broken down to ensure that enough deliverable¹ sites are identified for the first five years, and then those deliverable in the next 6-10 years, 11-15 years etc.

Core Strategy

- 1.4 The Core Strategy will provide the planning vision and strategy for the City. Through the Core Strategy we will develop our overall approach to future development in York, in a way which will reflect the City's priorities as identified through the Community Strategy. The Core Strategy will specify how much development should take place and, in general terms, where development should take place. The identification of sites through the Allocations DPD will need to reflect the approach to development adopted in the Core Strategy.
- 1.5 The Core Strategy Issues and Options document contains a Spatial Strategy section which identifies different options for the growth of York. This approach considers some broad and more detailed influences on York's future approach to growth, such as York's context within the wider Yorkshire and Humber region, settlement accessibility, past development trends and housing need. Once a preferred option has been agreed through the Core Strategy, sites identified through the Allocations DPD will be assessed against the spatial strategy.
- 1.6 Sites already submitted to the Council during the Core Strategy Issues and Options process and through general correspondence will be considered alongside those submitted during the consultation on this document.

Area Action Plans

- 1.7 The current Local Development Scheme timetables the production of two Area Action Plans (AAPs) as part of York's Local Development Framework, covering the City Centre and York Northwest. The potential boundaries for these areas will be considered at the Issues and Options stage of the AAPs and the full extent of the areas will be defined at the next stage of the plan process. Brief descriptions of the two areas are included below.

City Centre AAP

- 1.8 This will cover the central area of York including some major sites such as Castle Piccadilly. Due to the already built-up character of the city, it is anticipated that the Allocations DPD at Issues and Options stage will identify sites all over the city that could be allocated for a range of uses. This AAP is still at an early stage of production and therefore the Allocations DPD can progress with a city-wide call for sites and as the AAP evolves, it will influence

¹ To be considered **deliverable**, sites should, at the point of adoption be: **available** (the site is available now), **suitable** (the site offers a suitable location for development now and would contribute to the creation of sustainable, mixed communities), **achievable** (there is a reasonable prospect that housing will be delivered on the site within five years).

and input towards the allocation of city centre sites. In some cases, it might be more appropriate for city centre sites to be progressed through the AAP process.

York Northwest AAP

- 1.9 This area comprises two main sites: York Central, behind the station and the former British Sugar Site which lies between the York-Harrogate railway line and the A59.
- 1.10 The York Northwest Area is to be taken forward in a comprehensive way rather than by piecemeal development. Any sites in the York Northwest area which come forward through the Allocations DPD Issues and Options, will be considered through the Area Action Plan process. The York Northwest AAP Issues and Options Report was published for consultation from 5 November 2007- 14 January 2008.

Areas of change

- 1.11 A key consideration is how we approach areas of change through the LDF. One approach is to prepare Area Action Plans as identified above, but there may be other areas, perhaps on a smaller scale, which would benefit from further work to explore opportunities for improvement. Therefore, in addition to identifying specific sites for particular uses we also want to know about general areas of York which you think could be improved.

Key Issue GEN1

Are there areas which you think do not function well and offer opportunities for change or improvement, for example, to improve the quality of the area's environment, or to introduce a better mix of uses?

- 1.12 When producing this document, we are required to consider the impacts that the proposals are likely to have on sustainable development. This involves undertaking a Sustainability Appraisal at each stage of the plan's preparation and the publication of the appraisal so that those responding are aware of the implications of certain approaches.
- 1.13 In this context, a Sustainability Statement assessing this document, has been produced. This should be read alongside this Issues and Options document and can be viewed together with the Scoping Report, on the Council's website.

The Issues and Options process

- 1.14 The Core Strategy will set out the Council's approach to growth, taking in to account the levels of development apportioned by the regional spatial strategy. The first step in producing the Allocations DPD is to consult on the development potential of sites listed within this issues and options document (identified through council studies and through previous Local Plan process)

and to undertake a citywide call for sites. These potential sites are contained within schedules in the topic-specific chapters.

The status of sites identified through this process

- 1.15 It is important to be clear that the sites put forward in this Issues and Options document are not Council approved allocations. The sites are put forward in this document as potential allocations for the purposes of consultation.
- 1.16 The draft Local Plan will continue to be the policy framework for the City and the basis for Development Control decisions until such time as it is superseded by the Local Development Framework. The fact that the current site options are being considered is no guarantee that they will eventually become an allocation in the Local Development Framework. Through consultation and the development of the Core Strategy we will test whether they are appropriate for development. The site options are therefore not material considerations for making decisions about planning applications.

What specific uses can land be allocated for?

- 1.17 Sections 4-10 identify specific types of development that the Council intends to allocate sites for, these are:

Section 4:	Green Belt – specific settlement boundaries
Section 5:	Housing – including new dwellings, affordable housing, sheltered accommodation and sites for gypsies and travellers, etc.
Section 6:	Employment – including offices, light and general industry, storage and distribution, warehousing, etc.
Section 7:	Retail – shop units and retail areas
Section 8:	Transport – including interchanges, park and ride, new road links, etc.
Section 9:	Waste Facilities and Mineral search areas – including waste transfer stations, household waste treatment plants, etc.
Section 10:	Other Uses – There may be other land uses which you feel we should find sites for through the allocations DPD.

- 1.18 Allocated sites can fall into a range of categories including:

- Sites that are already developed but that could be redeveloped for example at a higher density;
- Sites where a change of use may be appropriate; and
- New sites that are not yet developed

Mixed Use

- 1.19 We are very aware that the development of mixed use sites is a practical and sustainable way to build. We are also aware that larger sites, such as a York Northwest could only be developed for a mix of uses. Some of the sites that have been identified through evidence base documents are included in this document for both housing and employment uses; these will be assessed

further for both uses. Therefore, please consider whether the sites you put forward could be allocated for more than one use, and state this on the response form.

Green Issues

- 1.20 Open and green spaces are an essential feature for any successful community. The protection of established open/green space and the designation of new spaces whether it be for nature conservation, recreation or just amenity value is regarded as being a very important issue. The Council proposes to produce a Green Infrastructure (GI) Strategy which will identify all GI assets in the City which will then be implemented through a related policy in the Core Strategy which aims to protect, maintain and create such GI. This policy will seek to protect sites of nature conservation value as well as the wider natural environment. There may be opportunities to allocate new open space sites through this allocations DPD, see section 10 for more details.

2. How to Get Involved

- 2.1 The Council is inviting comments on this Issues and Options document and particularly on the sites included within the schedules within the topic-specific chapters and in the Map Annex. This stage is also the time to submit sites that you think are suitable for development. An important feature of the new LDF system is the emphasis placed on early engagement in plan production aiming to achieve early consensus on which sites should be allocated for development. Please refer to section 3 of this document which gives some background on the types of site which would be favourable.
- 2.2 If you do wish to suggest a site for future development, please provide the following information on the response form which accompanies this document:
- a plan clearly showing the site's location;
 - the site area in hectares;
 - the landowner (if known);
 - the current use of the site;
 - what you consider to be the most suitable future use for the site;
 - a justification of why you think the site should be allocated for a particular use (referring to Figure 2); and
 - the site availability: an indication of when the site may be available for development (for example before 2011, between 2011 and 2016, or after 2016).
- 2.3 All comments and new site submissions should be received at the address below by **5pm on Friday 25th April 2008**.
- 2.4 Further copies of this document are available at Council Libraries, on line at www.york.gov.uk and from the Council offices at City Strategy, 9, St Leonard's Place or The Guildhall. Alternatively please contact the City Development Section directly who will be happy to provide copies of the documents or answer any questions or queries:

City Development
City of York Council
9, St Leonard's Place
York
YO1 7ET

Phone: (01904) 551482,
Fax: (01904) 551392 or
E-mail: citydevelopment@york.gov.uk

What's next?

- 2.5 This consultation period ends on 25th April 2008 and then the Council will collate and analyse the responses received. All submitted sites will be tested against the strategy for the location of development outlined in the Core

Strategy and assessed using a methodology based on the guidance set out in National and Regional policy and will be appraised through the sustainability process.

- 2.6 All the consultation responses will be taken into account in the preparation of the next stage when the Council decides which sites are its “Preferred Options” for new development.
- 2.7 The “Preferred Options” consultation report will be published in autumn 2008. This document will explain the reasoning behind the selection of the preferred sites and the rejection of others. A Sustainability Appraisal assessing the social, economic and environmental impacts of all the site options will accompany this report.
- 2.8 After the Preferred Options consultation, the Council will prepare the final draft of the Allocations and submit it the Secretary of State. The “soundness” of this document will then be assessed by an independent Inspector through a public examination and will be adopted if it is found to be “sound”. Appendix 1 sets out the full Allocations DPD process.

3. What Makes a Good Site For Development?

3.1 The general location of development will be informed by the overarching spatial strategy which will be developed as part of the Core Strategy however specific sites will be identified through the Allocations DPD. This section looks at the key issues that we will need to consider when allocating future development sites. These are based on national, regional and local guidance and should be applied to all development sites whatever the proposed use.

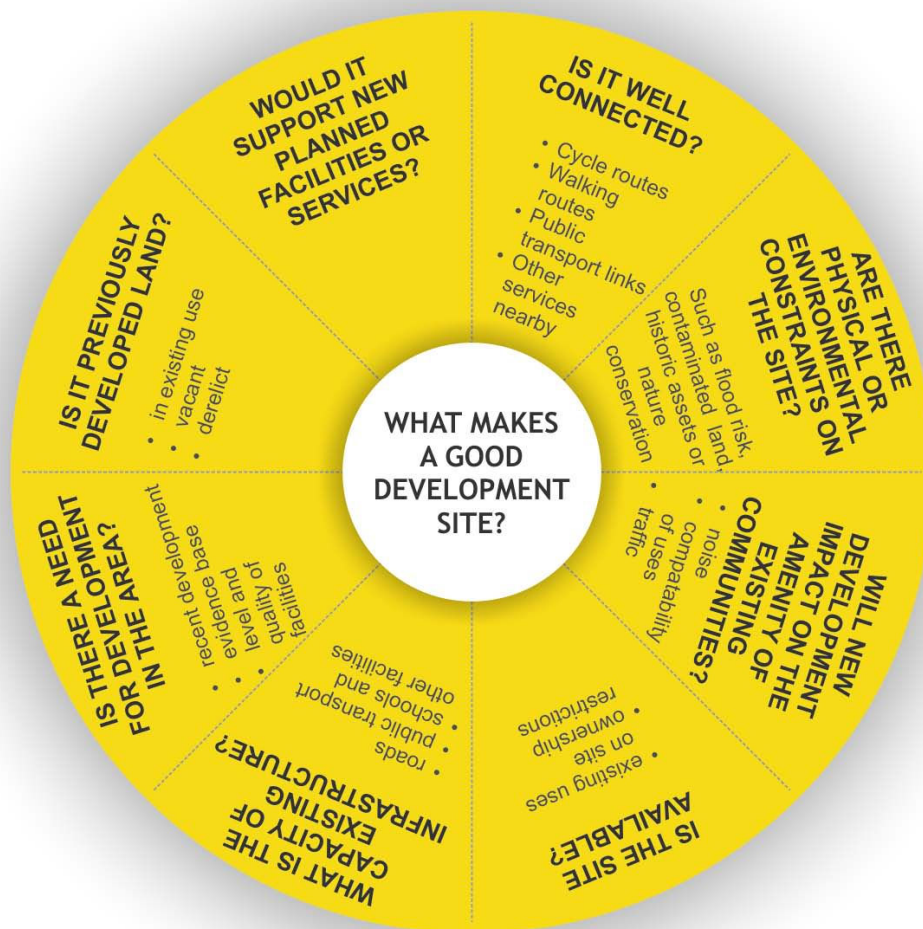


Figure 2

3.2 The factors above will be used by the Council to assess the sites submitted in response to this document. As mentioned above, these factors have derived from various other policy documents which will be used in full to assess specific land use allocations. National planning documents that are of key relevance are listed in Appendix 4.

3.3 The emerging Regional Spatial Strategy (RSS) for Yorkshire and the Humber also needs to be conformed with in terms of regional targets and

apportionments as well as the general policy content including accessibility standards for different types of development.

4. Green Belt and Settlement Limits

Introduction

- 4.1 Whilst the primary purpose of York's green belt and its lifespan will be determined through the Core Strategy, the Allocations DPD will determine the precise boundary of the green belt and define the settlement boundaries for the main urban area of York and the surrounding villages.

Current draft York green belt

- 4.2 York has had a draft green belt for over forty years. The general extent of the York green belt has been set through the North Yorkshire County Structure Plan (1995). Policy E8 of the Structure Plan defines the York green belt as: 'A belt whose outer edge is about 6 miles from York City Centre.' More recently, this general extent of York's green belt has been outlined in the emerging Regional Spatial Strategy (incorporating the Secretary of State Proposed Changes, September 2007), with a requirement that York's LDF should define the detailed boundaries.
- 4.3 Over time, much of the outer boundary of York's green belt which extends beyond the York authority boundary, has been set through adopted plans for adjacent areas, namely the neighbouring districts of Hambleton, Harrogate, Ryedale and Selby. However, the remainder of the outer boundary, the exact inner boundaries around York and individual villages and the corresponding settlement boundaries have never been formally set through an adopted plan. At the moment York uses the draft green belt and settlement boundaries set out in the draft Local Plan (2005).
- 4.4 The draft green belt and settlement limits as defined in the draft Local Plan, are shown on the map in the Annex (Section 1). For information, the map also shows the outer green belt boundaries which have been adopted by neighbouring authorities.

What is green belt?

- 4.5 The fundamental aim of green belt policy is to prevent urban sprawl by keeping land permanently open. National Government policy (Planning Policy Guidance (PPG) Note 2: Green belts) therefore seeks to strictly control development within the green belt, limiting development to:
- development related to agriculture and forestry;
 - essential facilities for outdoor sport and recreation, cemeteries and other uses which preserve the openness of the green belt;
 - limited extension, alteration or replacement of existing dwellings;
 - limited infilling in existing villages; or
 - limited infilling or redevelopment of major existing developed sites identified in adopted plans.

Policy also allows for the re-use of existing buildings with appropriate safeguards, such as requiring that it does not have a greater impact than the present use on the openness of the green belt. All other types of development are considered to be inappropriate in the green belt and should only be allowed in very special circumstances.

What factors should be considered when drawing green belt and settlement boundaries?

Purposes of including land in green belt

- 4.6 PPG2 provides guidance on how local authorities should approach drawing green belt boundaries. It states that in determining whether areas of land should be included in the green belt it is necessary to consider the purposes of including land in green belt. PPG2 identifies these as:
- to check the unrestricted sprawl of large built-up areas;
 - to prevent neighbouring towns from merging into one another;
 - to assist in safeguarding the countryside from encroachment;
 - to preserve the setting and special character of historic towns; and
 - to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.
- 4.7 The primary purpose of York's green belt will be considered in the Core Strategy and will be an important factor in considering where to draw the green belt boundary in York. In the draft Local Plan, the primary purpose was considered to be preserving the historic character and setting of York. As part of the work on the draft Local Plan, an exercise was undertaken which sought to identify areas which served this purpose (The Approach to the Green Belt Appraisal, 2003). This is available to view as part of the LDF evidence base on the Council's website.

Permanence

- 4.8 National green belt policy identifies that an essential characteristic of green belts is their permanence. Their protection must be maintained as far as can be seen ahead. It is therefore necessary when drawing up the boundaries to establish boundaries that will endure. With this in mind, they should be carefully drawn so as not to include land which it is unnecessary to keep permanently open. If boundaries are drawn excessively tightly around existing built-up areas it may not be possible to maintain the degree of permanence that green belts should have.

Clearly defined boundaries

- 4.9 A key part of the national policy on green belts is that their boundaries should be clearly defined, using readily recognisable features such as roads, streams, belts of trees or woodland edges where possible. That is, the boundaries should be determined by features on the ground rather than simply lines on a map.

Existing villages

- 4.10 As well as drawing the green belt boundary around the main urban area of York, it is necessary to determine the green belt boundaries around the outlying villages. In addition to considering where the settlement boundaries should be drawn around villages it is necessary to consider whether the village should be included or excluded from the green belt. For example in the draft Local Plan (2005), some villages are 'washed over' by green belt, whilst others are excluded from the green belt (as shown on the map in

Section 1 of the Annex). National guidance (PPG2) states that a key factor in deciding how villages should be treated in green belt terms, is the amount of development which it is planned will take place in the village during the plan period. This will be based on the development potential of each village as assessed through the Core Strategy.

Major developed sites

- 4.11 Further to drawing the boundaries around the settlements it is necessary to consider whether we should identify major developed sites in the green belt. The draft Local Plan (2005) identifies a number of major developed sites. These are listed in Table A2.1 in Appendix 2, with their preferred use and shown on the map in Section 1 of the Annex. The category of major developed sites is specified in PPG2, referring to uses such as factories, water and sewage works, military establishments, civil airfields, hospitals, and research and education establishments. These substantial sites may be in continuing use or may be redundant and they often pre-date the green belt designation. The allocation of sites in this category means that any infilling or redevelopment which meets certain criteria will not be considered as inappropriate development in the green belt. Proposals within this category should have no greater impact on the green belt than the existing development; not exceed the height of the existing buildings; and not lead to a major increase in the developed proportion of the site.
- 4.12 A key guideline for determining whether a location was allocated as a major developed site in the draft Local Plan (2005) was that the site should have a minimum 3,000sqm built footprint. PPG2 outlines other factors related to the character of sites which should influence whether they are identified as major developed sites. Namely, whether limited infilling may help secure jobs and prosperity without further prejudicing the green belt or whether the complete or partial redevelopment of sites either redundant or currently in use, may offer the opportunity for environmental improvement without increasing the impact on the green belt.

The amount and location of development

- 4.13 In addition to the factors outlined above, the other primary issues to consider in determining the settlement and green belt boundaries are the amount of new development that will be required in the future and its location. The existing draft Local Plan (2005) boundaries (outlined on the map in the Annex, Section 1) were drawn to reflect development needs to 2021, however, the LDF timescale will need to look further ahead. Therefore, the level of development required during this period needs to be considered when drawing the settlement and green belt boundaries. Furthermore, as outlined above, given the permanent nature of green belt and the requirement to establish boundaries that will endure, we must also consider the need to safeguard¹ land for future development beyond the immediate LDF timescales.

¹ Safeguarded land comprises sites or areas which have not been allocated for a specific use but which may be required to meet development needs in the longer term, i.e. beyond the LDF plan period. Safeguarded land would only be brought forward for development if required beyond the immediate LDF timescales. No development which would prejudice later development of these areas will be permitted.

- 4.14 In terms of the location of development, the green belt boundaries and settlement limits need to be informed by the overarching spatial strategy which will be developed as part of the Core Strategy. The spatial strategy will determine the general location of all new development in York.

Approach to allocations

- 4.15 As set out above, the Core Strategy will determine the primary purpose of the York green belt and set out its lifespan. It is the role of the Allocations DPD to determine the precise boundaries of the green belt and define the settlement boundaries for the main urban area of York and the surrounding villages. As part of this process we will also be considering the boundaries of major developed sites.

Key Issue GB1

As outlined in this section, a number of factors need to be considered in drawing up the boundaries for York's green belt and the boundaries of the settlements. Many of these factors will be guided by the Core Strategy, which is still at an early stage of production. However, as a starting point we want to know your views on the current draft boundaries (outlined in the Annex , Section 1*), for example, are there areas where you think the boundary should be drawn differently?

Please use the response form to outline your comments referring to particular locations, where relevant, and stating your reasons for why you agree or disagree with the draft green belt, draft settlement or draft major developed site boundaries. Please include an OS plan if possible.

* Please note that the adopted green belt boundaries shown in neighbouring districts are for information only and are not subject to consultation through York's LDF.

5. Housing

Introduction

- 5.1 A key purpose of the Allocations DPD is to provide sufficient land to meet the housing needs of the City. York's population is continuing to grow and we need to provide enough suitable homes to ensure that everyone has a decent place to live. This section of the Allocations DPD will look at the key issues that need to be considered when identifying suitable housing sites and identifies sites that have been selected through the Strategic Housing Land Availability Assessment (SHLAA) (City of York Council, 2007) for comment.

How much Housing is Required?

- 5.2 The emerging RSS for Yorkshire and the Humber was subject to public consultation and a public examination in 2006. The proposed housing figure included in this original document (December 2005) is 640 (net) new units per annum in the period 2004-2016 and 620 (net) new units per annum in the period 2016-2021.
- 5.3 The Report of the Panel (March 2007) into emerging RSS proposed new housing figures for York of 640 (net) new units per annum in the period 2004-2011 and 850 (net) new units per annum in the period 2011-2021.
- 5.4 The Secretary of States Proposed Changes (September 2007) maintains the same housing figures however, the phasing period is altered to 640 (net) new units per annum in the period 2004-2008 and 850 (net) new units per annum in the period 2008-2026.
- 5.5 Once the RSS figures have been agreed and the Revised RSS is finalised in March 2008, the Council will be required to deliver the final housing figure applicable for York. This will be included in the Core Strategy.
- 5.6 When meeting the housing figures in RSS we need to consider the following sources:
- **Completions** (dwellings already completed within the plan period);
 - **Sites with planning permission** (this includes existing permissions with an identified number of dwellings);
 - **Windfall sites** (these are sites that have not been specifically identified as available through land use allocations. They comprise of previously developed sites that have become unexpectedly available);
 - **Allocated Sites** (these are the sites that this Allocations DPD will identify)
- 5.7 Therefore, the actual amount of land that needs to be allocated for housing will be calculated by taking the number of completions since 2004 and dwellings with planning permission from the RSS target and making an allowance for windfalls. PPS3 states that allowances for windfalls should not be included in the first 10 years of land supply unless we can provide robust evidence of genuine local circumstances that prevent specific sites being

identified. Evidence set out in the SHLAA suggests that York should continue to include an allowance for windfalls as to not include an allowance would result in a significant underestimation of the housing potential in York. Therefore, the Council will include an allowance for very small windfalls (sites under 0.2ha) and changes of use/conversions in years one to ten as these sites will not be identified through the SHLAA, which only looks at sites over 0.2ha.

- 5.8 Examples of where existing planning permissions would have a significant impact on meeting the City's housing need include Metcalfe Lane in Osbaldwick which was approved for 540 dwellings in May 2007 and Germany Beck in Fulford which was approved for 700 dwellings in May 2007. Table 5.2 at the end of this chapter sets out those sites with planning permission. This is for information purposes only and comments should not be submitted against these sites.
- 5.9 The Council will need to identify enough housing sites to accommodate the number of new houses to be built each year. As the Allocations DPD progresses through to Preferred Options, the number and size of sites and the period when they can come forward will need to meet the requirements of RSS in terms of phasing¹. Additionally, the Core Strategy raises key issues in relation to the density, mix and type of new housing developments. The decisions made through the Core Strategy will impact on the next stages of the allocations DPD as the mix, type and density of development will determine the amount of land required.

Factors to Consider when Allocating Sites for Housing

Core Strategy

- 5.10 The Spatial Options identified in Section 2 of the Core Strategy Issues and Options 2 document outlines three broad influences that will impact on the location of new development in the city, these are; the regional context; the relationship between York and its larger villages in terms of accessibility and existing market trends; and housing need. The Strategic Housing Market Assessment (SHMA) (2007) provides a framework for discussion on a range of policy choices relating to housing mix, type and affordability. Once a Preferred Option has been agreed through the Core Strategy, this will then impact on the Allocations DPD and the location of housing sites as there needs to be consistency between all the LDF documents.

Planning Policy Statement 3 (PPS3)

- 5.11 PPS3 came into force in April 2007 and sets out the Government's policies for housing. The key issues are related to achieving high quality housing, achieving a mix of housing, delivering affordable housing, assessing the appropriate level of housing, providing housing in suitable locations, and delivering a flexible supply of land for housing.

¹ Phasing is put in place to ensure that brownfield sites come forward in preference to greenfield sites in accordance with government guidance and the RSS core approach.

5.12 It is stated that Local Authorities should ensure that specific sites are deliverable in terms of being able to deliver sufficient housing over the first five years of the plan period. To be considered deliverable, sites should, at the point of adoption of the Allocations DPD, be:

- **Available** – the site is available now;
- **Suitable** – the site offers a suitable location for development now and would contribute to the creation of sustainable, mixed communities; and
- **Achievable** – there is a reasonable prospect that housing will be delivered on the site within five years.

Potential Sites Identified for Housing

5.13 The Council is currently undertaking a Strategic Housing Land Availability Assessment (SHLAA) which will identify potential sites to locate housing within the City of York Local Authority area.

5.14 The role of the SHLAA is to identify potential sites and their constraints and for the plan-making process to assess these constraints and to make a judgement as to the extent to which they are developable.

5.15 The SHLAA will take place in two phases. The first phase has been completed and involved the Council identifying sites based on sources known to them within the urban area and the Local Service Centres (based upon the Draft Regional Spatial Strategy for Yorkshire and Humber). These sites are contained in Table 5.1. The Second phase will follow this consultation on the Allocations Issues and Options and all sites submitted as part of this consultation will be assessed against the SHLAA methodology.

Approach to Allocations

5.16 The results of the first phase of the SHLAA have been fed into this document and have been included in Table 5.1 of this chapter and in the Map Annex (Section 2). Those sites with planning permission that have not yet been built out have been included in Table 5.2 for information purposes to avoid people submitting sites that already have permission. It should be noted that the sites that have been identified through the SHLAA have not yet undergone viability testing, this will be done following the stage two, call for sites process.

5.17 It should be noted that following this initial consultation work a comprehensive technical exercise will be undertaken to consider all potential sites in detail. This will include an assessment of the sites' compatibility with Core Strategy's spatial approach, viability testing and PPS3 requirements as well as assessments of factors such as the environmental and transport implications of any options.

Rural Exception Sites

5.18 National policy recognises that although new house building in the open countryside should be strictly controlled, there are exceptions where housing may be permitted. These include:

- dwellings for agricultural, forestry, stud and other rural workers, where there is an essential need to live permanently at or near to their place of work in the countryside;
- affordable housing schemes for local people, usually located within existing villages;
- gypsy caravan sites;
- conversion of rural buildings to residential use, where re-use for business is not appropriate or cannot be achieved.

5.19 The Council is aware that an estimated 15% of York residents live outside the urban area of York. Potential rural housing sites submitted through this issues and options process will be assessed against the same criteria as other sites plus their potential to contribute towards rural affordable housing will also be considered.

Key Issue H1

To help us to begin work to identify the location of future potential housing sites we would appreciate your involvement in two ways:

1. Please give us your views on the suitability for housing of the sites we currently know about as identified in Table 5.1 below and in Section 2 of the Map Annex.
2. Please tell us about any additional sites you think we should be considering for housing in the future. Careful consideration should be given to the information on site selection included in this chapter, and section 3 of this document which outline some of the key issues to consider when identifying suitable development sites. (Please use the response form provided)

Table 5.1: Sites Identified through Stage 1 of the Strategic Housing Land Availability Assessment (SHLAA) (2007)

Site Ref	Site Name	Site Size	Potential Use	How site identified
H/001	Castle Piccadilly	0.3ha (res element)	Mixed use inc residential	City of York Local Plan 4 th Set of Changes (April 2005) / SHLAA
H/002	Area North of Trinity Lane	0.23ha	Residential	City of York Local Plan 4 th Set of Changes (April 2005) / SHLAA
H/003	Peel Street / Margaret Street	0.4ha	Residential	City of York Local Plan 4 th Set of Changes (April 2005) / SHLAA
H/004	Bonding Warehouse	0.1ha	Residential	City of York Local Plan 4 th Set of Changes (April 2005) / SHLAA
H/005	Burnholme Working Men's Club	0.4ha	Residential	City of York Local Plan 4 th Set of Changes (April 2005) / SHLAA
H/006	Rosedale Building, Clifton Park	0.7ha	Residential	City of York Local Plan 4 th Set of Changes (April 2005) / SHLAA
H/007	MOD Land, Fulford	1.8ha	Residential	City of York Local Plan 4 th Set of Changes (April 2005) / SHLAA
H/008	Monk Bar Garage	0.1ha	Residential	City of York Local Plan 4 th Set of

				Changes (April 2005) / SHLAA
H/009	Reynard's Garage, Piccadilly	0.1ha	Mixed use inc. residential and/or retail	City of York Local Plan 4 th Set of Changes (April 2005) / SHLAA
H/010	15a-c Haxby Road	0.3ha	Residential	City of York Local Plan 4 th Set of Changes (April 2005) / SHLAA
H/011	10-18 Hull Road	0.4ha	Residential	City of York Local Plan 4 th Set of Changes (April 2005) / SHLAA
H/012	York Northwest (York Central site)	35-37ha	Mixed use inc residential	City of York Local Plan 4 th Set of Changes (April 2005) / SHLAA/ YNW AAP
H/013	York Northwest (British Sugar site)	39.5ha	Mixed use inc residential	SHLAA/ York Northwest AAP
H/014	Council Depot, Beckfield Lane, Acomb	0.35ha	Residential	SHLAA
H/015	Shipton Street Primary School	0.4ha	Residential	SHLAA
H/016 ²	Manor CE Secondary School	3.7ha	Residential inc open space	SHLAA
H/017	Lowfield Secondary School	5.7ha	Residential inc open space	SHLAA
H/018	1-9 St Leonard's Place	0.43ha	Residential and/or other town centre uses	SHLAA
H/019	Parkside Commercial	0.38ha	Residential	SHLAA

² This site will potentially be progressed through the York Northwest Area Action Plan

	Centre, Terry Avenue			
H/020	Land at Bootham Crescent	1.66ha	Residential	SHLAA
H/021	Yearsley Bridge Centre	1.47ha	Residential	SHLAA
H/022	Terry's Chocolate Factory	4ha	Mixed use inc residential	SHLAA
H/023	Discus Bungalows – St Anne's Court	0.75ha	Residential	SHLAA
H/024	Discus Bungalows – Regent Street	1.11ha	Residential	SHLAA
H/025	Discus Bungalows – Faber Street / Richmond Street	1.36ha	Residential	SHLAA
H/026	Land around Burdike Avenue, Sutton Way and Lilbourne Drive	0.32ha	Residential	SHLAA
H/027	Land off Water Lane, Clifton	0.3ha	Residential	SHLAA
H/028	Nestle South	5.8ha	Mixed use inc residential	SHLAA
H/029	Land adjacent to 26 and 38 Church Lane, Bishopthorpe	0.55ha	Residential	SHLAA
H/030	Land adjacent to 131 Long Ridge Lane, Poppleton	0.2ha	Residential	SHLAA
H/031	Land rear of surgery at 2a/2b Petercroft Lane, Dunnington	0.23ha	Residential	SHLAA
H/032	22 Princess Road, Strensall	0.5ha	Residential	SHLAA
H/033	Land behind Netherwoods, Strensall	0.98ha	Residential	SHLAA
H/034	Land adjacent to The Brecks /	5ha	Residential	SHLAA

	Green Lane, Strensall			
H/035	Builders Yard, Church Lane, Bishopthorpe	0.33ha	Residential	SHLAA

Table 5.2: Sites with existing planning permission or under construction (FOR INFORMATION ONLY)

Site Name	Reason For Omission from Potential Sites table 5.1	Location (Ward)	Site Size (ha)	Brownfield / Greenfield	Source of site
Metcalfe Lane, Osbaldwick	Has outline permission for 540 dwellings	Osbaldwick	14	Greenfield	Local Plan (Allocation H1.16)
Hungate	Has permission for 720 dwellings as part of mixed use scheme	Guildhall	2	Brownfield	Local Plan (Allocation H1.12)
Germany Beck	Has permission for 700 dwellings	Fulford	18	Greenfield	Local Plan (Allocation H1.24)
Heworth Green	Heworth Green North part completed comprising 172 apartments and 4-storey office with car park. Heworth Green South permission for 158 flats (awaiting S106 agreement).	Heworth	1.3	Brownfield	Local Plan (Allocation H1.35)
Minster Engineering	Permission for 57 dwellings	Guildhall	0.3	Brownfield	Local Plan (Allocation H1.44)
Birch Park, Huntington	Permission for 193 dwellings	Huntington & New Earswick	2.4	Brownfield	Local Plan (Allocation H1.47)
The Croft Campus, Heworth Green	Part Completed. Permission for 144 dwellings	Heworth	1.3	Brownfield	Local Plan (Allocation H1.48)
York College, Tadcaster Road	Permission for 360 dwellings	Dringhouses & Woodthorpe	10.3	Brownfield	Local Plan (Allocation H1.51)
St Barnabus CE Primary School, Bright Street	Reserved Matters pending for 14 apartments	Holgate	0.1	Brownfield	CYC Property
Clifton Family Centre, 107 Burton Green, Clifton	Outline permission for 8 dwellings	Clifton	0.16	Brownfield	CYC Property
Land at 31 Lea Way	Permission granted for 14 dwellings	Huntington & New Earswick	0.44	Brownfield	Alternative Sites at Changes 3 stage of the Local Plan
Derwent Playing Fields,	Permission granted for 24 dwellings	Hull Road	1.2	Greenfield	Joint Housing Inquiry

Site Name	Reason For Omission from Potential Sites table 5.1	Location (Ward)	Site Size (ha)	Brownfield / Greenfield	Source of site
Osballdwick					(Germany Beck and Derwenthorpe)
Barbican Centre, Paragon Street	Under Construction for redevelopment including 240 apartments, hotel and alterations to Barbican Centre	Fishergate	2	Brownfield	City Development
19 St Edwards Close, Tadcaster Road	Permission for two storey detached dwelling	Dringhouses & Woodthorpe	0.46	Greenfield	Map Survey
South of Monks Cross (Premier Employment Allocation E1a.3)	Existing permission for mixed use including park and ride (completed) and B1, B2 office use	Huntington & New Earswick	11.7	Greenfield	Map Survey
1 Station Cottages, Linley Avenue, Haxby	Permission for erection of 3 detached dwellings	Haxby & Wigginton	0.4	Greenfield	Map Survey
Land R/O 20a & 22 Mill Lane	Permission granted for 5 dwellings	Haxby & Wigginton	0.26	Brownfield	Map Survey
R/O The Lodge, Sandy Lane	Permission granted for 1 dwelling	Stockton-on-the-forest	0.23	Brownfield	Map Survey

6. Employment

Introduction

- 6.1 The importance of York's economy is recognised in both the emerging Regional Spatial Strategy (2005) and the Regional Economic Strategy (2006). York's economy is generally in good health with significant job growth over the last ten years, high rates of economic activity within the working age population, and low rates of unemployment.
- 6.2 The role of York's economy has also been considered recently by the Future York Group, whose task was to carry out an independent review of the York economy. Their recommendations (reported to the Council's Executive in December 2007¹) include that the value of the City's economy (Gross Value Added) should be doubled by 2026 and that the Council ensure a sufficient amount and quality of employment land is identified in the LDF to provide choice, and to support the City's economic development aspirations.

How much employment land do we need?

- 6.3 We are currently considering future employment growth through the LDF Core Strategy. There are two sources of projections on how many jobs will be created in York's economy in the future. Both of these projections will in turn effect how much land we need to identify for employment during the lifetime of the LDF. These two sources and their associated projections are highlighted below.

The Regional Spatial Strategy (RSS)

- 6.4 The emerging RSS for Yorkshire and the Humber was subject to public consultation and a public examination in 2006. This original document forecasts a range in terms of the change in the number of jobs within the period 2006-2016. For York, this ranges from a reduction of 953 full time equivalent jobs to an increase of 5,447 jobs (up to 545 jobs per year). These figures are then used to predict how much additional land York will need for employment (B1, B2 & B8), ranging from -6ha to an increase of 21ha.
- 6.5 Following the examination a report was produced by the independent panel (Report of the Panel (Mar 07)) that recommends changes to be made to the emerging RSS. The Secretary of State has considered this report and published a 'proposed changes' document for consultation in September 2007. This document includes revised employment growth figures for York and indicates that the potential annual job growth in the City is around 2,130. This potential job growth is broken down into different land uses that are relevant to location as highlighted in Table 6.1 below.

¹ Following consultation on the Future York Group findings initially published in June 2007.

Table 6.1: RSS employment growth predictions (September 2007)

Potential Annual Job Growth From 2006 By Different Land Uses						
Main Town Centre Uses		Main Employment Land Uses		Public Services		Other ***
Offices (B1a)	Retail & Leisure	Industry (B1b/c B2)	Storage & Distribution	Health & Education	Other	
480	450	210	180	480	50	230

*** 'Other Uses' include primary/ utilities and some construction, transport, communications and other services

- 6.6 The document also indicates that particular account needs to be taken of the ongoing restructuring and modernisation of the manufacturing sector. More specifically for York the document indicates a potential net change in land in industrial and storage distribution uses between 2006 and 2021 of +90 hectares.
- 6.7 The Council have raised objections to the employment figures set out in the RSS Proposed Changes document (September 2007). Based on evidence from York's Employment Land Review (SQW, 2007 – see below), the Council has objected to the annual job growth figure for York of 2,130 and raised concerns about the identified need for an additional 90 hectares of land for industrial and storage distribution uses.

Employment Land Review

- 6.8 The Council considered that the figures in the original draft of the RSS (December 2005), of up to 545 jobs per year, would undermine York's economic role as a Science City, a sub regional economic centre and as a key economic area of the Leeds City Region. To consider these issues further the Council commissioned economic consultants SQW to undertake the first stage of an Employment Land Review (ELR). The review involved the preparation of forecasts for the York economy from 2006 to 2021 which were essentially trend based and reflected national economic projections adjusted to the specific profile of York's economy. These initial figures were then adjusted to reflect further potential growth in the Science City York knowledge based activities.
- 6.9 The study showed an overall job growth for the period 2006-21 from 90,418 Full Time Equivalent jobs in 2006 to 106,424 jobs in 2021, an increase of 16,006 jobs (1067 per year). It also revealed significant changes in the nature of York's economy. In summary these include:
- a decline in manufacturing;
 - a growth in distribution, hotels and catering (reflecting the importance of tourism industry to York);
 - a growth in financial and business services reflecting York's growing importance as a centre for these services and the spin off benefits of SCY growth; and

- growth in other services and in the construction, transport and other sectors.

6.10 The job growth figure and the change in the type of employment was used to predict the amount of additional land that would be needed for business, general industrial and storage and distribution uses (Use Classes B1, B2 & B8). The Employment Land Review forecasts that between 2006 and 2021, an additional 23 ha of land will be needed. This relatively small overall change disguises an expectation of significant shifts in various employment land categories. For example, Table 6.2 below reveals a need for nearly 40 hectares for high quality office and hi-technology uses, but a decline in the need for land for industry and warehousing. The Employment Land Review also states the need to allocate over and above identified 'requirement' in order to offer choice and flexibility and to take account of potential implementation problems on some sites.

Table 6.2: Employment Land Need (2006 – 2021)

	Estimated Need (hectares)	Additional
A. Offices and high technology (B1(a)/(b)) high quality, city centre	10	
B. Offices and high technology (B1(a)/(b)) high quality, out of centre	27	
C. Offices and high technology (B1(a)/(b)) standard quality, city centre	-8 ¹	
D. Offices and high technology (B1(a)/(b)) standard quality, out of centre	3	
E. Industry and warehousing (B1(c)/B2/B8) standard quality, in/out of centre	-9 ¹	
Total		23

¹ A negative demand reflects the current position, but change over the timescale identified.

6.11 In terms of the employment figures put forward above, the Council considers the job growth and employment land forecasts set out in the Employment Land Review (SQW, 2007), rather than in RSS, to be correct. The Employment Land Review figures provide a realistic and sustainable figure for York, would reflect past rates of growth, would deliver Science City York aspirations to grow at 5% per year and would allow York to fulfil its important local and regional economic role.

What factors will influence the location of future employment sites?

6.12 It is clear from both the regional perspective and the Employment Land Review (SQW, 2007) that additional land for employment purposes will be required and we therefore need to begin to identify the location of future potential employment sites. Potential employment sites will be assessed in relation to national guidance (in particular PPS6 for offices (B1) and PPG13 regarding transport), the

RSS and the overall development strategy for York as determined through the Core Strategy.

- 6.13 As part of their work on the production of the Employment Land Review for York SQW produced ten selection criteria to be used in assessing potential employment sites. These site selection criteria are a combination of ODPM Employment Land Review Guidance (Site Appraisal Criteria Annex E) (ODPM, December 2004) and ODPM Sustainability Appraisal Guidance (Economic Objectives Appendix 9 (ODPM, April 2005). They were interpreted to suit the local characteristics of the City of York.
- 6.14 The site selection criteria will be considered when assessing future potential employment sites. They are summarized in Table 6.3 overleaf and include a property based assessment, assessment of the physical potential for development and the sustainable development potential of sites.

Table 6.3: Site Selection Criteria

Site Characteristics	<ul style="list-style-type: none"> • Site location • Size & shape of site • Potential for development
Market Demand	<ul style="list-style-type: none"> • Strength of local demand in sector • Availability of pre – let occupiers • Viability of development without intervention
Environmental Quality	<ul style="list-style-type: none"> • Quality of land building and public realm • Green Belt, landscape and heritage conservation • Quality of surrounding area
Site Development Constraints	<ul style="list-style-type: none"> • Ownership and user restraints • Contamination, land stability and flooding • Utilities and services
Site Access & Accessibility	<ul style="list-style-type: none"> • Access to main road and rail network • Access by walking, cycling and public transport • Access to city centre and local facilities
Movement & Commuting	<ul style="list-style-type: none"> • Impact on area traffic congestion • Increase in local area employment • Reduction in local and wider area commuting
Local Regeneration Policy	<ul style="list-style-type: none"> • Reduce community deprivation • Assist economic regeneration programmes • Support local community development
Economic Development Policy	<ul style="list-style-type: none"> • Maintain and increase local employment • Reduce disparities in economic performance • Accommodate indigenous and inward investment
Sequential Development Test (based on PPG3, PPG 6 and RSS YH8)	<ul style="list-style-type: none"> • Urban, urban edge or outer urban location • Use of previously developed land (Brownfield) • Use of previously undeveloped land (Greenfield)
Other Policy Objectives	<ul style="list-style-type: none"> • Assist local economic diversification • Proximity to University and other institutions • Enhance area image as a business location

Sites we currently know about

- 6.15 A number of sites were allocated for employment use in the draft Local Plan (2005). These sites are highlighted in Table 6.4 at the end of this section (updated from the Local Plan to reflect land remaining at April 2007). Plans showing the location of these sites is provided in the Annex (Section 3). As a starting point, we would like your views on the suitability of these sites for employment.
- 6.16 As part of the Employment Land Review (ELR) SQW considered all the sites in Table 6.4 in the context of the 'Site Selection Criteria' highlighted above in Table 6.3. The score achieved by each site is provided in Annex D of the ELR.
- 6.17 The draft Local Plan (2005) classifies the sites into two types: 'Premier' and 'Standard', as set out in Table 6.4. Premier employment sites have been identified for companies in the Science City York sector of the economy. Science City York (SCY) essentially contains three broad components: Information and Communications Technologies, Heritage and Arts Technology and Bioscience and Healthcare.
- 6.18 Local Plan policy states that SCY uses are acceptable on all 'Premier' employment sites. Other high quality B1 uses would only be acceptable on 'Premier' employment sites identified as 'out of centre' where it can be demonstrated that no other suitable highly accessible alternatives could be found, firstly within the city centre, secondly in the York Central area and then thirdly within the rest of the urban area.
- 6.19 The Local Plan identifies 'Standard' employment sites for Business (B1), General Industrial (B2) and Storage or Distribution (B8) uses. High land values in the City make it difficult to maintain a supply of land suitable for B2/B8 uses. To correct this problem certain 'Standard' employment sites are restricted to these land-uses. Such restrictions were made with consideration to site characteristics such as proximity to residential developments and other existing uses on site.

Additional employment sites

- 6.20 In addition to the sites highlighted in Table 6.4, two further sites were identified in the Local Plan for 'Premier' employment; York Central and Heslington East. Since the Local Plan was published the position with these sites has changed considerably, they are therefore described in detail below.

University of York - Heslington East (Map Ref E/015, Annex (Section 3))

- 6.21 Since the 1960s, in line with other similar establishments, the University of York has grown from a primarily teaching institution to one placing an increasing emphasis on funded research and links to external commercial organisations. The University of York is one of the major growth sectors of the City of York's

economy and is establishing a national and international reputation in a number of key fields. More specifically along with the City Council it is a key partner in the Science City York project.

- 6.22 Expansion beyond the boundaries of the original campus has been envisaged for sometime and the draft Local Plan identified a 65 hectare site from the green belt to the south of Field Lane for a second University campus. The Local Plan also provides for up to 25 hectares of the site to be used for Science City York uses and other knowledge based clusters that can demonstrate that they need to be located on the new campus due to sharing of resources or personnel.
- 6.23 On 30 April 2004 the council received an outline planning application for the development of the additional campus for the University. The application was subject to a public inquiry and a decision was issued by the Secretary of State in 2007 which approved the application.

York Northwest (Map Ref E/016, Annex (Section 3))

- 6.24 York Northwest is a major area for regeneration which includes two major development sites, York Central (35-37 ha) and British Sugar (39.5 ha).
- 6.25 In March 2004 the Council adopted a development brief for the York Central site which indicated the potential of the site to provide York with a central office quarter. It indicated that to ensure the site's financial viability and commercial appeal a minimum of 100,000 sq m of office accommodation would need to be provided. This was then reflected in the Local Plan.
- 6.26 Following on from the announcement that British Sugar would close at the end of 2007 it was decided as part of the Local Development Framework to prepare an Area Action Plan (AAP) for the York Central (35-37 ha) and British Sugar (39.5 ha) sites together, referred to as York Northwest AAP. In Autumn 2007 consultation began on the Issues and Option stage of the AAP. The document indicated that given the location of York Northwest - close to the city centre, the railway station and a potential railway halt- and its brownfield status it provides an ideal and sustainable location for a range of employment uses as part of a mixed use development, particularly in the higher skills environment which York has nurtured through the Science City initiative.
- 6.27 The overall levels of development and the type and mix of employment on the York Northwest site will be set through the LDF Core Strategy and the Area Action Plan.

London Bridge (Map Ref E/017, Annex (Section 3))

- 6.28 In addition to the sites set out above, the Employment Land Review (2007) produced by SQW highlights one further site that is not currently in the draft

Local Plan (2005) – an 18.8 hectare site at London Bridge adjacent to the A64. This site was identified in an earlier version of the Local Plan in May 1998 as a site for “inward investment opportunities relating to a prestige B1 or manufacturing use.” It was however de-allocated in March 1999 and the site was designated as green belt. This change was made in response to objections and the overprovision of employment land. The objections raised to the site highlighted its green belt significance and its importance as a visual entrance to the City. In the Council’s own green belt appraisal exercise (The Approach to Green Belt Appraisal, 2003), the site was highlighted as being part of an area of high green belt value, in terms of the historic character and setting of the city, that should be kept open.

Approach to allocations

- 6.29 The Issues and Options consultation seeks your views on the sites we already know about, in terms of their appropriateness for employment use. Another key part of the consultation is to find out about any further sites which you think are appropriate for employment use.
- 6.30 It should be noted that following this initial consultation work a comprehensive technical exercise will be undertaken to consider all potential sites in detail. This assessment of potential sites will consider the factors outlined in paragraphs 6.10 to 6.12 above and the criteria set out in Section 3, as well as factors such as the environmental and transport implications of any options.

Key Issue E1

To help us begin work on identifying the location of future potential employment sites we would appreciate your involvement in two ways:

1. Please give us your views on the suitability for employment of the sites we currently know about as identified in Table 6.4 and the Annex (Section 3).
2. The sites listed in Table 6.4 and the Annex (Section 3) currently focus on B1, B2 and B8² type employment uses. Do you think these sites would be appropriate for any other types of employment?
3. Please tell us about any additional sites you think we should be considering for employment in the future. Careful consideration should be given to the site selection criteria highlighted in Table 6.3. (Please use the response form provided)

² B1: Offices, research and development, light industry. B2: General industry. B8: Storage and distribution.

Table 6.4: Schedule of Employment Sites

Site Ref	Site Name	Site Size	Potential Use	Draft Local Plan Allocation	How site identified
E/001	Northminster Business Park, Poppleton	14ha	Employment	Premier Employment (Out of Centre)	Local Plan/SQW Report
E/002	Monks Cross North	18ha	Employment	Premier Employment (Out of Centre)	Local Plan/SQW Report
E/003	Vangarde site (Monks Cross South) ³	11.7ha	Employment	Premier Employment (Out of Centre)	Local Plan/SQW Report
E/004	Hungate ⁴	1ha	Employment	Premier Employment (Urban Area) – mixed use development	Local Plan/SQW Report
E/005	York Business Park ⁵	5.5ha	Employment	Standard Employment allocation (B1, B2, B8 – split to be decided following further work)	Local Plan/SQW Report
E/006	Airfield Industrial Estate, Elvington	1ha	Employment	Standard Employment allocation (B2, B8)	Local Plan/SQW Report
E/007	Wheldrake (Millfield	2.5ha	Employment	Standard	Local Plan/SQW

³ Outline permission for mixed use including B1, B2 office space

⁴ Outline permission for B1: Business

⁵ Outline permission for various industrial/business uses for whole 16.4ha site, with 5.5ha currently remaining undeveloped

	Industrial Estate)			Employment allocation (B2, B8)	Report
E/008	Holgate Park	2.2ha	This site was identified for employment in the Local Plan and subsequently considered in the SQW Report. However, its use will be determined through the YNW AAP.	Standard Employment allocation (B1, B2, B8)	Local Plan/SQW Report
E/009	Murton Industrial Estate (near Livestock Centre)	0.5ha	Employment	Standard Employment allocation (B2, B8)	Local Plan/SQW Report
E/010	Elvington Industrial Estate	1ha	Employment	Standard Employment allocation (B2, B8)	Local Plan/SQW Report
E/011	The Grainstores	7.6ha	Employment	Standard Employment allocation (B1, B2, B8)	Local Plan/SQW Report
E/012	Land of Tribune Way, Clifton Moorgate	0.4ha	Employment	Standard Employment allocation (B1, B2, B8)	Local Plan/SQW Report
E/013	Annamine Nurseries (Monks Cross Infill)	1ha	Employment	Standard Employment allocation (B2)	Local Plan/SQW Report
E/014	Reynard's Garage, Piccadilly	0.1ha	Employment	N/a	Executive Report 22/11/05

7. Retail

Introduction

- 7.1 Appropriate retail provision is an important part of planning for the future of York. City centre shops are a crucial element of York's economy and its success as a tourist destination, whilst local shops and food stores form an important facility for local communities.
- 7.2 The Core Strategy will identify the overall approach to retail provision over the LDF period, including identifying any need for additional retail provision and setting out the role of different retail locations. The Allocations DPD will need to identify sites to reflect the approach outlined in the Core Strategy. It will consider all types of retail provision, including both food and non-food retail, and different retail locations, including the city centre, local and district centres, local shops and large out-of-centre shops such as food stores and retail warehouses.

How much additional retail will be required?

- 7.3 The total amount of additional retail required during the LDF plan period will depend on the overall approach to retailing taken by the Core Strategy based on information emerging from the evidence base. As the Core Strategy is at an early stage we are still considering options in relation to how much new retail space we will need to allocate in the Allocations DPD. However, existing evidence tells us that there will be a requirement to provide some additional retail space through the LDF.
- 7.4 As outlined in the Core Strategy Issues and Options documents, a retail study was undertaken for the Council by Roger Tym and Partners in 2004 (City of York Retail Study, 2004). The study examined the health of York city centre and the future need for additional retail space. For York to remain competitive with other regional centres such as Leeds and Hull the LDF will need to consider retail growth, i.e. the amount and location of new retail floorspace. The LDF will also consider how we provide for some of the gaps in the types of retail present in York. The retail study suggests that some key omissions include a high-profile department store, a city centre format food store and other high profile fashion outlets.
- 7.5 In terms of food shopping space, the study concludes that given the significant amount of food shopping space in out-of-centre locations and planning permissions for new and extended food stores at Foss Islands and Foss Bank, the Council should take a cautious approach to new food store proposals unless they help meet the need for improved customer choice and access in the city centre.
- 7.6 In addition to looking at retail need specifically within the city centre, the study considers the need for additional retail space (both food and non-food) in York's wider catchment area. The study concludes that there is a need for additional retail space within York's catchment area but outside York city centre, and that this should be directed to district and local centres in accordance with the sequential approach (outlined in paragraph 7.8 below).

- 7.7 The Council is currently in the process of updating the retail study to take account of more recent government guidance on town centres (PPS6) and longer timescales necessary for the LDF. The emerging study will also look in more detail at retail provision in the district and local centres, and out-of-centre retail locations such as Monks Cross, Clifton Moor and McArthurglen Designer Outlet. The results of this study will be available in early 2008 and will inform the preferred approach for the Core Strategy and the sites identified in the next stage of the Allocations DPD.

Where should new retail go?

- 7.8 National planning guidance on town centre uses (PPS6), outlines the key factors which local authorities should consider in allocating sites for retail development. All of the sites suggested at the end of this initial Issues and Options consultation will be considered in light of these factors. Through the Core Strategy we will consider factors such as the amount of additional retail space required and the role of different retail locations. However, factors which you should consider when putting forward sites for retail development include, the general considerations set out in Section 3 ‘What Makes a Good Development Site?’ and the following:

- is the site in an existing centre¹?

The sequential approach requires that locations are considered in the following order: Firstly, retail development should be directed towards locations within existing centres. If this is not possible, then developments should be allocated in edge-of-centre locations, with preference for sites that are or will be well connected to the centre. Only if sites within the centre or on the edge-of-centre are not available should developments be directed to out-of-centre sites. In these cases a preference should be given to sites which are, or will be, well served by a choice of means of transport and which are close to the centre and have a high likelihood of forming links with the centre. The objective of this requirement is to ensure the protection and enhancement of existing centres by focusing development in such centres and improving accessibility by ensuring new development is accessible and well-served by a choice of means of public transport.

- will the site impact negatively on existing centres?

Where a site is in an edge-of-centre or out-of-centre location, you should consider the impact that the development of the site would have on existing centres. For example, an edge-of-centre development could increase the attraction of that centre, having a positive impact, however, this may have a negative impact on other centres in the vicinity.

- 7.9 Over and above these primary considerations, PPS6 also highlights other relevant matters which may be considered in the allocation of retail sites, including: physical regeneration through the redevelopment of previously developed sites; additional employment opportunities, particularly in deprived areas; economic growth as a result of increased investment in an area; and

¹ In York, there are currently three defined retail centres: the city centre; Acomb district centre; and Haxby district centre.

social inclusion, through increasing the accessibility of a range of services and facilities to all groups.

Approach to allocations

- 7.10 The Local Plan identified three sites to meet retail need to 2011. Land at Foss Islands and George Hudson Street have since been developed for retail use, however, the Castle Piccadilly site has not been developed. Castle Piccadilly is a strategic site in the city centre adjacent to Clifford's Tower. Its redevelopment provides the opportunity to create a high quality mixed use development including retail, civic/open space and other appropriate uses. In 2006, the Council adopted a Planning Brief for the site to guide future development. Further details on this site are provided in the Annex (Section 4).
- 7.11 City centre retail issues will also be considered through work on the City Centre Area Action Plan (AAP). The AAP will cover the central area of York including the major mixed use site at Castle Piccadilly. As set out in paragraph 1.8, the preparation of the AAP is still at an early stage and therefore the Allocations DPD can progress with a city-wide call for sites and as the AAP evolves, it will influence and input towards the allocation of city centre sites. It may be considered more appropriate for any city centre retail sites emerging through this process to be progressed through the AAP rather than the Allocations DPD.
- 7.12 As part of the LDF, the Council is also preparing an AAP for York Northwest, which comprises two significant development sites 'York Central' and 'British Sugar' (see paragraphs 1.9-1.10). The York Northwest AAP Issues and Options document (November 2007) highlighted the need to provide an element of retail within York Northwest to support the creation of a new community. The amount of new retail space will be informed by the updated retail study (see paragraph 7.7 above). Once the boundary of the AAP is determined, new retail space within this area will be progressed through the AAP rather than through the Allocations DPD.
- 7.13 As part of preparing the Allocations DPD, we want to know if there are any other sites which you consider would be appropriate for retail development. All of the sites put forward in response to this Issues and Options consultation will be considered in light of the factors outlined above and the overall approach to retail taken in the Core Strategy.

Key Issue R1

1. Castle Piccadilly is currently allocated in the draft Local Plan (2005) as a retail expansion of the city centre. Do you think that this appropriate?
2. Are there any sites that you consider would be appropriate for retail development? (Please use the response form provided)

8. Transport

Introduction

- 8.1 The location and type of new developments will depend on the transport infrastructure, access to public transport, cycle and pedestrian routes. York is well served by buses and has a good network of cycle/pedestrian routes, however, York also has a growing problem of traffic congestion.
- 8.2 The Core Strategy document identifies the key transport issues in York, and the Allocations DPD will identify sites that will lead to the implementation of projects that will address these issues. While our priority will be to direct new development to locations with good public transport access, more growth in York could increase pressure on the existing roads and therefore, this chapter of the Allocations DPD aims to identify potential new transport infrastructure in the form of new and improved park and rides, a new railway station, a new tram-train system and a multi-modal interchange. In addition to these, improvements to the existing road network, for example, the upgrading and/or dualing of the northern outer ring road, will be considered.

What New Transport Infrastructure is Needed?

- 8.3 National guidance in the form of PPG13 and regional guidance set out in the emerging RSS state that York should:
- protect sites and routes which could be critical in developing infrastructure to widen transport choices for both passenger and freight movements;
 - ensure that the allocation of new buildings is linked to the location of existing transport infrastructure and that new transport nodes are positioned in relation to existing and proposed new development; and
 - improve accessibility to and within York, particularly by improved facilities for walking and cycling, increased capacity and quality of public transport, and new park and ride facilities.
- 8.4 York's Local Transport Plan for 2006-2011 (LTP2) outlines how the Council intends to build a sustainable and safe transport network for the City of York. The key aims of LTP2 are to improve accessibility, air quality and safety and ease congestion. Improvements to public transport and to the outer ring road will result in improved accessibility and reduced inner city congestion whilst park and ride remains an essential sustainable alternative to car travel. LTP2 identifies where key improvements are needed and the timescale for delivery.
- 8.5 The LTP2 also makes reference to the "Access York" concept which is a major transport project for York in the future. This project is in response to the likely significant increase in traffic movements within the city, sub-region and Leeds City Region and refers specifically to York Central and other city centre developments. "Access York" covers transport improvement measures including the introduction of further park and rides and a multi-modal transport interchange at York Railway Station.

- 8.6 The LDF Core Strategy issues and options 2 document directly links to LTP2 and addresses the key issues related to reducing the impacts of traffic on the city of York. It looks at the different options in terms of improved public transport, the possibility of dualing the outer ring road and/or improving the junctions along it, ensuring that new development is located in close proximity to services and public transport. The outcome of the core strategy issues and options consultation and approach to the preferred options will set out the general approach to new transport facilities however, the location of allocated sites will be progressed through the Allocations DPD – of which this is the first stage.
- 8.7 The transport section of the Allocations document will aim to implement the transport infrastructure projects identified in LTP2 whilst taking forward the issues identified in the approach to transport in the Core Strategy. Table 8.1 at the end of this chapter sets out the key potential projects where allocations could be made.

Where Should New Transport Infrastructure be Located?

Park and Ride Sites

- 8.8 Currently there are five park and ride facilities operating in the city (Monks Cross, Grimston Bar, Designer Outlet, Askham Bar and Rawcliffe Bar). LTP2 identifies some of these existing sites as requiring expansion and/or relocation (Designer Outlet, Askham Bar and Grimston Bar) and also identifies the need for new facilities at Wigginton Road and on the A59 corridor.
- 8.9 Although two specific site options have been identified for the A59 park and ride, the majority of the potential allocations are just general areas and we ask that you submit potential sites to help deliver these. These potential allocations are shown on the map in Section 5 of the Annex.

Key Issue T1

Park and Ride Facilities

1. Do you agree that the areas and sites identified above, in Table 8.1 and on the map in Section 5 of the Annex, are suitable locations for enhanced or new park and ride facilities?
2. Are you aware of any specific sites that should be allocated for the facilities?

When submitting potential sites, please use the response form provided.

Haxby Railway Station

- 8.10 It has been identified through LTP2 that a new railway station at Haxby, on the York-Scarborough line would have significant local benefits of providing a

fast alternative route into York and would assist in reducing the congestion levels on the Outer Ring Road (A1237).

- 8.11 A specific site has not yet been identified although it would seem appropriate that it would be located near the site of the previous station, just off Station Road. The map in section 5 on the Annex indicates a potential general area.

Key Issue T2

Haxby Railway Station

1. Do you agree that a new station at Haxby is a good idea?
2. Where do you think that a suitable site would be?

When submitting sites, please use the response form provided.

Tram-Train Scheme

- 8.12 Proposals are currently being investigated for a light rail project, utilising the existing Leeds-Harrogate-Knaresborough-York rail line and providing links to Haxby and Copmanthorpe. The nature of tram-trains would allow for an increased number of stops over a short distance as well as allowing for stops off the railway track. Several sites have been identified on and off the line between Poppleton and York, within the British Sugar and York Central sites (York Northwest Area Action Plan area) as well as stops towards Haxby and Copmanthorpe including links to Park and Ride sites. The potential routes and railway halts are shown on the map in section 5 of the Map Annex.
- 8.13 Consultants (Arup) are currently undertaking a joint study on behalf of City of York Council, Metro, and Leeds-Bradford International Airport which will assess the feasibility of implementing a tram-train network. This should be completed by March 2008 and will feed into the preferred options stage of the Allocations DPD.

Key Issue T3

Tram-Train Scheme

1. Do you have any general comments about the proposed Tram-Train routes?
2. Are you aware of any sites that would be suitable for railway halts? These could be immediately adjacent to the track or a short distance away as tram-trains can run on tram tracks on the road.

When submitting sites, please use the response form provided.

Transport Interchanges

- 8.14 The Regional Transport Strategy (RTS) policies focus on the importance of integrating transport planning with land-use planning and other policy areas. In terms of improvements to public transport, York has been identified as a priority to develop and improve sub-regional transport interchanges. It has been identified that the strategic role of the rail network should be developed to provide better integrated and sustainable services using different rail modes and new technology as appropriate (including metro-type services, tram-train, light rail and ultra light rail) consistent with the settlement hierarchy and land use developments
- 8.15 It has been recognised through the Core Strategy that transport interchanges in the form of high quality bus stops at key intersections across the network, (specifically where orbital and radial routes cross) and a public transport (multi-modal) interchange in the vicinity of York railway station would provide an improved public transport system for the city.
- 8.16 The bus interchanges would be on highway land and would not therefore require land to be identified through this document; these will be implemented through alternative methods. The multi-modal interchange however, will require a site which will be allocated through this document. A site near the station would be preferable which could be within the York Northwest Area Action Plan area; several potential sites have been identified within the AAP issues and options document. The map in section 5 of the Annex identifies the general station area as being a potential location area for an interchange, although it is likely that this will be progressed through the York Northwest AAP.

Key Issue T4

Multi-Modal Interchange

1. Do you think that a transport interchange in the general station area would be a good idea?
2. Are you aware of any specific sites that would be suitable?

When submitting sites, please use the response form provided.

York Outer Ring Road (A1237)

- 8.17 The Outer Ring Road (ORR) is frequently congested. A study was undertaken in 2005 which identifies the extent of pressure and congestion along its length, in order to identify a programme of improvements. This study is currently being revised and will look at the feasibility of dualing the ORR and/or making junction improvements.

- 8.18 The Core Strategy Issues and Options 2 document puts forward an option of including the possible dualing and/or improvement of the ORR in the LDF's approach to addressing transport issues. This Allocations DPD will aim to identify specific land adjacent to the A1237 where these improvements could take place. The map in section 5 of the Annex shows a general indicative line to raise awareness of the general extent of potential future improvements.

Key Issue T5

York Outer Ring Road

1. Do you think that the Outer Ring Road should be upgraded to dual carriageway and/or should the Council continue to make individual junction improvements?
2. Are you aware of any land near the A1237 that could contribute to the improvement of junctions or be used for the dualing of the Outer Ring Road?

Expansion of the walking and cycle route network

- 8.19 The importance of improving and extending cycle and pedestrian routes is addressed in LTP2. LTP2 stopped short of identifying specific routes due to the process for prioritizing scheme requests being undertaken on an annual basis and the difficulty in predicting which schemes will top the list for inclusion in future capital programmes as many schemes are suggested by members of the public each year which need to be fed into the prioritization process. Existing proposals for extensions to both the cycling and walking networks, as previously adopted by the Council, will be dealt with through this Allocations document. Extensions and improvements to the pedestrian priority zones will be investigated and implemented where appropriate. Although this document will not address routes that are within the existing adopted highway network, it will allocate land or protect alignments for new cycle and pedestrian routes, especially where there are missing links in the existing network.
- 8.20 The map in section 5 of the Map Annex shows indicative locations where the Council proposes to expand the existing cycle and pedestrian networks.

Key Issue T6

Proposed Cycle Routes

1. Do you think that the map in Section 5 of the Annex identifies suitable proposed routes to expand the cycle and walking networks?
2. Are there any other potential routes which you would like to see added?
3. Are you aware of any sites which could help deliver these proposed networks, this includes sites that would be suitable for other uses but where a cycle routes could be incorporated?

Table 8.1: Potential Locations for Transport Allocations

Reference Number	Site/Area	Potential allocation	Source
T/001	Station Road, Haxby	New railway station on York-Scarborough line	LTP2
T/002	Leeds-Harrogate-York line. Between York and Haxby. Between York and Copmanthorpe.	Tram-train route and railway halts	LTP2
T/003	Wigginton Road	New Park and Ride	LTP2
T/004	Grimston Bar P&R	Expansion of existing site	LTP2
T/005	Designer Outlet	Relocation of P&R within the current vicinity	LTP2
T/006	Askam Bar Park and Ride	Relocation of P&R within the current vicinity	LTP2
T/007	A59	New Park and Ride	LTP2
T/008	York Station	Multi-modal Interchange	LTP2
T/009	Northern Outer Ring Road	Dualing and/or junction improvements	LTP2

9. Waste and Minerals

Introduction

- 9.1 The purpose of this section of the Allocations DPD is to provide a degree of certainty to local residents, the minerals and waste industry, and other interested parties, about where future minerals and waste development is likely to take place. After sites have been formally identified, site specific policies will be drafted to help mitigate any potential negative impacts that could result from the development.
- 9.2 Potential locations for future minerals workings are inevitably limited by geological factors, particularly the distribution of economically viable resources. Potential locations for waste related development are less constrained than minerals as they are not reliant on geological considerations. Many modern waste management facilities are developments of general industrial character which can potentially be sited in a range of locations where other industrial development would be appropriate.

What Needs to be Allocated for Waste Facilities?

- 9.3 The emerging Regional Spatial Strategy for Yorkshire and the Humber (RSS) states that waste planning authorities should ensure that adequate sites and facilities are available to manage the quantities of municipal, commercial and industrial, construction and demolition, agricultural, and hazardous waste shown by the benchmark figures set out in the RSS as set out in tables 9.1 and 9.2 below. It goes on to state that sites should be allocated for specific types of waste management facility to ensure that facilities are appropriately located.

Table 9.1: Municipal Solid Waste Forecasts for York (thousand tonnes per year)

Year	Tonnes to be managed	<u>Maximum</u> landfill capacity	<u>Minimum</u> treatment capacity	<u>Minimum</u> tonnage to be recycled
2005	119	87 (73%)	32 (27%)	32 (27%)
2010	127	60 (47%)	67 (53%)	51 (40%)
2015	135	45 (33%)	91 (67%)	61 (45%)
2021	146	37 (25%)	110 (75%)	73 (55%)

Table 9.2: Commercial and Industrial Waste Forecasts for York (thousands tonnes per year)

Year	Tonnes to be managed	<u>Maximum</u> landfill capacity	<u>Minimum</u> treatment capacity
2005	276	91 (33%)	185 (67%)
2010	281	93 (33%)	188 (67%)
2015	289	95 (33%)	194 (67%)
2021	299	99 (33%)	200 (67%)

- 9.4 These figures shows that we need to increase the level of alternative waste management facilities (non-landfill) between now and 2021 whilst reducing the amount of waste that goes to landfill. To meet these RSS targets, we must allocate additional land for new waste facilities. In addition, the Household Waste Recycling Centre (HWRC) at Beckfield Lane in Acomb has reached its capacity and needs to be relocated to a new site.
- 9.5 York is working jointly with North Yorkshire County Council to identify suitable sites for a large waste treatment plant (energy from waste plant/incinerator) and it has been agreed that the facility will be located within the North Yorkshire County Council area and not within York. However, the City of York Council is still required to identify suitable sites for potential Waste Transfer Stations (where waste is delivered for separation or bulking up before being removed for recycling, treatment or disposal), and HWRCs (like the one at Beckfield Lane). The different types of waste facility are set out in Table 9.3 below.
- 9.6 The specific site for the large waste treatment plant in North Yorkshire will not be decided until after December 2010 when the preferred bidder is awarded a contract. As the preferred locations of waste transfer stations in York will be dependent on the location of the large facility, we should allocate a range of alternative sites for smaller waste transfer stations through this Allocations DPD.

Table 9.3: Types of Waste Facility

Scale of Facility	Approximate size	Examples
Large-scale	>4ha	Mechanical biological treatment (MBT) facility or a facility generating energy from waste (EfW)
Mid-scale	2.5-4ha	Large materials recycling facility (MRF) or transfer station
Small-scale	0.5-2.5ha	MRF or Household Waste Recycling Centre (HWRC)

Where Should New Waste Facilities be Located?

- 9.7 Section 13 of the Core Strategy Issues and Options 2 report deals with waste management and minerals in York. Key Issue 13a asks the general question “Where to locate new waste facilities in York?” The options cover the different factors that should be used to direct York’s approach to identifying future waste sites through the LDF, these are contained in Appendix 3. It is anticipated that the responses to the Core Strategy consultation will result in general areas being identified which will feed into the Allocations DPD process in terms of identifying individual sites within these areas.

9.8 As mentioned previously, a site for a new HWRC is required to replace the one at Beckfield Lane in Acomb. The Council has identified two potential site options adjacent to Harewood Whin, an existing Landfill and Recycling site near Rufforth. These sites are shown indicatively on Maps WM/001 and WM/002 in section 5 on the Map Annex. The selection of sites were based on internal discussions and will be assessed against the PPS10 criteria set out below.

What Should be Considered when Allocating New Sites?

9.9 National government planning guidance on sustainable waste management is set out in PPS10. In accordance with the guidance, the Council will assess the suitability of sites and areas for new or enhanced waste management facilities, against each of the following criteria:

- the extent to which they support the policies in PPS10;
- the physical and environmental constraints on development, including existing and proposed neighbouring land uses;
- the cumulative effect of previous waste disposal facilities on the well-being of the local community, including any significant adverse impacts on environmental quality, social cohesion and inclusion or economic potential;
- the capacity of existing and potential transport infrastructure to support the sustainable movement of waste, and products arising from resource recovery, seeking where practicable and beneficial to use modes other than road transport; and
- to give priority to the re-use of previously developed land, and redundant agricultural and forestry buildings and their curtilages.

9.10 Annex E of PPS10 sets out locational factors that should be used alongside the criteria above to test the suitability of sites and areas for new or improved waste facilities, this criteria is summarized below.

Table 9.4: Locational factors to consider when allocating waste sites

Criteria	The Council will consider:
Protection of water resources	The proximity of vulnerable surface and groundwater and the suitability of locations subject to flooding.
Land instability	Locations liable to be affected by land instability will not normally be suitable.
Visual intrusion	The setting of the proposed location and the potential for design-led solutions to produce acceptable development
Nature conservation	Any adverse effect on a site of international or national importance for nature conservation
Historic environment and built heritage	Any adverse effect on a site of international importance or a site or

	building with a nationally recognized designation
Traffic and access	The suitability of the road network and the extent to which access would require reliance on local roads
Air emissions, including dust	The proximity of sensitive receptors and the extent to which adverse emissions can be controlled
Odours	The proximity of sensitive receptors and the extent to which adverse odours can be controlled
Vermin and birds	The proximity of sensitive receptors. Some waste management facilities can attract vermin and birds.
Noise and vibration	The proximity of sensitive receptors. The operation of large waste management facilities in particular can produce noise both inside and outside buildings.
Litter	Litter can be a concern at some facilities.
Potential land use conflict	Likely proposed development in the vicinity of the location under consideration should be taken into account.

Key Issue WM1

Based on the guidance and targets set out above;

1. Do you think that either Option A or B set out in section 5 of the Map Annex would be a suitable replacement site for the existing Household Waste Recycling Centre at Beckfield Lane in Acomb?
2. Are you aware of any alternative suitable sites for Household Waste Recycling Centres?
3. Are you aware of any sites that might be suitable for Waste Transfer Stations?
4. Are you aware of any sites that might be suitable for any other type of waste facility?

What Needs to be Allocated for Mineral Development?

- 9.11 The sub-regional apportionments set out in the RSS proposed changes document does not identify York as needing to produce aggregates in the period 2001 to 2016. Therefore, at this stage, the Council will not be identifying specific sites and areas for future working. However, national guidance on Planning and Minerals as set out in Minerals Policy Statement

1(MPS1) requires that Mineral Safeguarding Areas (MSAs) are defined in Local Development Documents to ensure that proven resources are not needlessly sterilized by non-mineral development, although there is no presumption that resources defined in MSAs will be worked.

- 9.12 The North Yorkshire County Council’s Mineral and Waste Local Plan (1995) identified a large area of land to the north of the B1224 and west of Poppleton as an “Area of Search for Minerals”. See Map WM/003 in section 5 of the Map Annex which shows the full extent of the area. The Council identified this area on the Local Plan proposals map to ensure that the land is safeguarded from sterilization as the area is intended to assist in meeting any shortfall in the availability of aggregate minerals in the future and to provide flexibility in meeting demand should any of the preferred areas (not in York) not come forward.
- 9.13 In 2001, the British Geological Survey were commissioned by Yorkshire and Humber Regional Aggregates Working Party to produce a Sand and Gravel Study to identify the broad areas of sand and gravel resources in the region and to further identify potentially suitable resources for use as concrete aggregate. Phase 1 of this study examines the broad areas of potential reserves of sand and gravel suitable for use as a concrete aggregate. The results of this study confirmed areas within York which offer potential reserves of sand and gravel. Phase 2 of the study will assess the likely social, economic and environmental impacts of extraction and will be published in the new year. Also in 2008, a building materials study will be commissioned to assess the levels and location of brick clay and other minerals in Yorkshire and the Humber. This information will be used to inform the preferred options stage of the Allocations DPD.

Key Issue WM2

How should we address minerals allocations?

1. Do you think that the existing boundaries of the Area of Search identified on Map WM/003 should be retained and allocated as a Mineral Safeguarding Area, or
2. Do you think that the Council should wait to see the outcome of the Yorkshire and Humber Regional Aggregates Working Party Study Stage 2 which might identify more specific sites/areas?

10. Other Uses

Introduction

- 10.1 In addition to the types of uses identified in the previous sections, there may be a need to identify sites for other uses such as those identified below. At this initial stage whilst the Core Strategy approach is being considered and in some cases the full evidence base is emerging, it is not possible to be specific about the requirements for the uses identified in this section and whether there is a definite need to allocate sites for these uses. In the majority of cases, the future scale and location of new housing and employment allocations will be a major factor in determining where new facilities are needed. However, we would like to know your views on our proposed approach to the following uses and whether there are any other types of development which you think we should be allocating sites for.

Education

- 10.2 The latest Authority-wide pupil level forecasts indicate that rising birth rates will begin to affect an increase in children on roll at City of York Council primary schools from academic year 2009/10. The number of children in City of York secondary schools is predicted to continue falling until around 2018/19, when the larger primary cohorts will have moved through into the secondary sector.
- 10.3 Based on current evidence it appears unlikely that we will need to find land for new schools in the immediate short term, however, figures from the Office of National Statistics show that birth rates within the City of York area are increasing so as a result of this, and dependent on the scale and location of future development, we may need to find sites for new education developments in the medium to longer term. This could be the case for the York Northwest area in particular, given the likely scale of new development. We are working with the Council's Learning, Culture and Children's Services directorate to monitor this need, and to make sure that our approach to education through the Allocations DPD and through Area Action Plans meets future needs.
- 10.4 In addition to the provision of appropriate primary and secondary education, the Council will seek through the Core Strategy to establish an approach which meets the requirements of further and higher education facilities in the city. As a result of the Core Strategy approach, there may be a need to identify sites for these uses in the Allocations DPD.
- 10.5 Land for the expansion of the University of York was allocated in the Draft Local Plan 2005. The University of York currently occupies an 85 hectare parkland campus on the south eastern edge of York. Since the 1960s, in line with other similar establishments, the University of York has grown from a primarily teaching institution to one placing an increasing emphasis on funded research and links to external commercial organisations.

- 10.6 Expansion beyond the boundaries of the current campus has been envisaged for sometime and the draft Local Plan identified a 65 hectare site from the green belt to the south of Field Lane for a second University campus. In April 2004 the council received a planning application for the development of the additional campus for the University. The proposed development includes a range of academic and research facilities, research and development jobs connected with the University, housing, transport links, and landscaping. The application was subject to a public inquiry and a decision was issued by the Secretary of State in May 2007 which approved the application. The site is scheduled to be developed over the next 20 years.

Health

- 10.7 The scale and location of future housing provision as developed through the Core Strategy will inform the approach to identifying sites for health facilities. Information available at this stage does not clearly indicate the amount and type of facilities which may be required in the future. However, we are currently working with the North Yorkshire and York Primary Care Trust to develop the LDF approach to the provision of health facilities. This will ensure that if required appropriate sites are identified to meet future health needs.

Key Issue O1

Do you agree with our proposed approach to education and health facilities? Do you think we should be allocating sites for these types of uses? If so, are there any sites which you think would be appropriate? (Please use the response form provided)

Built Sports Facilities

- 10.8 As set out in the Core Strategy Issues and Options 2 document, information on built sports facilities is available in the Sport and Active Leisure Strategy for York, which has been produced by the Active York Partnership. Chapter 4 of the Strategy, entitled Excellent Facilities identifies current gaps in provision which include a shortage of:
- indoor flexible multi sports space (equating to 24 badminton courts);
 - public swimming space (equating to 12 x 25m lanes of pool space);
 - an artificial turf competition hockey facility; and
 - a professional sports stadium catering for community sports development.
- 10.9 Depending on the approach to the provision of built sports facilities taken through the Core Strategy we may need to identify particular sites to meet the gaps in provision identified above.
- 10.10 National Planning Guidance set out in PPG17 (Planning for Open Space, Sport and Recreation) sets out the principles which should be considered when identifying where to locate new sports facilities:

- promote accessibility by walking, cycling and public transport, and ensure that facilities are accessible for people with disabilities;
- locate more intensive recreational uses in sites where they can contribute to town centre vitality and viability;
- avoid any significant loss of amenity to residents, neighbouring uses or biodiversity;
- look to provide areas of open space in commercial and industrial areas;
- meet the regeneration needs of areas, using brownfield in preference to greenfield sites; and
- consider the scope for using any surplus land for open space, sport or recreational use, weighing this against alternative uses.

Key Issue O2

Do you think we should be allocating sites for built sports facilities? Are there any sites which you consider are appropriate for the built sports facilities identified above? (Please use the response form provided)

Open Space

10.11 At present the key method for providing new open space is through provision linked to new housing and commercial developments. However, there may be opportunities to allocate specific sites through the Allocations DPD in order to address open space priorities, both in terms of the quantity and accessibility of provision. A study on open space is being carried out for the Council by consultants PMP. The study will set local standards for open space provision and identify areas which have deficiencies of the following types of open space:

- parks and gardens;
- natural and semi-natural greenspaces;
- amenity greenspaces;
- provision for children;
- provision for teenagers;
- outdoor sports provision; and
- allotments.

10.12 As a starting point we would like to know if there are any areas which you think would be appropriate for new open space provision. Should any new open space sites be identified through the Allocations DPD they will be judged against the findings of the open space study once it is complete. The Council's approach to the protection of existing open spaces is outlined in paragraph 1.17.

Key Issue O3

Do you think we should be allocating sites for new open space provision? Are there any sites which you think should be allocated for new open space? (Please use the response form provided)

Community and Leisure Facilities

- 10.13 The Core Strategy Issues and Options (June 2006) highlights the LDF's role in encouraging suitable and accessible community facilities. These facilities are seen as covering a wide range of uses, including community halls, venues for clubs and societies to meet, libraries, youth facilities and public houses. At this stage it is not anticipated that we will allocate specific sites for community facilities in the Allocations DPD. Although, they will be considered as part of large scale schemes, such as York Northwest. Instead through the LDF we will seek to ensure that existing facilities are protected and set out criteria to ensure that any proposals for new facilities are appropriate and are developed in accessible locations.
- 10.14 The Council are currently carrying out an up to date retail study which will consider both retail and leisure provision in York. This study may identify a need for further leisure provision and therefore there may be a need to identify new sites for leisure use through the Allocations DPD.

Key Issue O4

Do you think we should be allocating sites for community and leisure facilities? If so, tell us why and let us know if there are any sites which you think would be appropriate and for what use. (Please use the response form provided)

Renewable Energy

- 10.15 As highlighted in the Core Strategy Issues and Options 2 document, in order to meet the targets for renewable energy generation set out in the Regional Spatial Strategy (RSS), it may be necessary to consider large-scale renewable energy generation. These could include stand-alone renewable energy facilities, such as wind, biomass, hydro and photovoltaics. The Proposed Changes to RSS (2007), sets local targets for installed renewable energy. For York, the target is 11MW by 2010 and 31 MW by 2021.

Key Issue O5

Do you think that we should be identifying sites for large scale renewable energy installations? If you think we should identify sites, are there any sites which you think would be appropriate? (Please use the response form provided)

Key Issue O6

Are there any other types of development which you think we should be identifying sites for? If so, are there any particular sites which you consider appropriate for these types of development? (Please use the response form provided)

Glossary

Area Action Plan: Used to provide a planning framework for areas of change and areas of conservation. Area Action Plans will have the status of *Development Plan Documents*

Biomass: The shared description for the controlled release and use of the energy potential locked up in trees and plants – straw, reeds or willow - or created as a part of regularly recurring natural processes – the bi-products of the process of decomposition or the bacterial digestion of natural things i.e. sewerage, various farm wastes or decaying material such as garden clippings and/or other largely natural materials such as paper.

Core Strategy: This will set out the long-term spatial vision for the City of York authority area, the spatial objectives and strategic policies to deliver that vision. The Core Strategy will have the status of a Development Plan Document. York's Core Strategy is currently being prepared and is at the Issues and Options stage.

Development Plan Documents (DPDs): Spatial planning documents that are subject to independent examination, and together with the relevant Regional Spatial Strategy, will form the *Development Plan* for a local authority area for the purpose of the Act. They can include a *Core Strategy*, Site Specific Allocations of land, and *Area Action Plans* (where needed). Other Development Plan Documents, including generic *Development Control Policies*, can be produced. Individual Development Plan Documents or part of a document can be reviewed independently from other Development Plan Documents. Each authority must set out the programme for preparing its *Development Plan Documents* in the *Local Development Scheme*.

Development Control Policies: These will be a suite of criteria-based policies which are required to ensure that all development within the area meets the spatial vision and spatial objectives set out in the *Core Strategy*. They may be included in any *Development Plan Document* or may form a standalone document, such as a Development Control DPD.

Edge-of-Centre: For retail purposes, this is defined by PPS6 as a location that is well connected to and within easy walking distance (i.e. Up to 300 metres) of the primary shopping area. For all other main town centre uses, this is likely to be within 300 metres of a town centre boundary. As well as distance, assessments should also take account of barriers such as crossing major roads and the perceived safety of the route, in determining whether the site could be considered edge of centre.

Energy from Waste: This is the production of energy from waste. This can be in the form of burning solid waste in an incinerator or collecting gases such as methane from landfill sites. The heat produced is used to make electricity.

House Waste Recycling Centres (HWRC): A local amenity site used to dispose and recycle refuse.

Hydro: Hydroelectric power is electricity produced from the energy of falling water. The basic theory of hydroelectricity is to harness the potential energy within falling water. The potential energy is harnessed with the same principles used by a water wheel, the force of gravity makes the water fall making the wheel turn.

Infilling: The use of vacant/underused land and property within a built-up area boundary for further construction or development.

Issues and Options: Produced during the early production stage of the preparation of *Development Plan Documents* and may be issued for consultation.

Local Development Document (LDDs): The collective term in the Act for *Development Plan Documents*, *Supplementary Planning Documents* and the *Statement of Community Involvement*.

Local Development Framework (LDFs): The name for the portfolio of *Local Development Documents*. It consists of *Development Plan Documents*, *Supplementary Planning documents*, a *Statement of Community Involvement*, the *Local Development Scheme* and *Annual Monitoring Reports*. Together these documents will provide the framework for delivering the spatial planning strategy for a local authority area and may also include local development orders and simplified planning zones.

Local Development Scheme (LDS): Sets out the programme for preparing *Local Development Documents*. All authorities must submit a Local Development Scheme to the Secretary of State for approval within six months of the commencement of the Act.

Local Plan: A document which, together with the *Structure Plan*, forms part of the *Development Plan* for a specified area. The Local Plan consists of a Written Statement and a Proposals Map. It sets out detailed policies and proposals for the development and use of the land within the District. Local Plans are prepared by local planning authorities at District level, following statutory procedures, including public consultation exercises and if necessary, a Local Plan Inquiry. The Planning and Compensation Act 1991, requires that new Local Plans provide district wide coverage.

Local Transport Plan (LTP): A 5-year Strategy prepared by each local authority for the development of local, integrated transport, supported by a programme of transport improvements. It is used as a bid to Government for funding transport improvements.

Out-of-Centre: A location which is not in or on the edge of a centre but not necessarily outside the urban area.

Out of Town: An out of centre development outside the existing urban area.

Photovoltaics: Solar cells which directly convert sunlight into electricity, are made of semi conducting materials.

Planning Policy Guidance Notes and Planning Policy Statements: These are prepared by the government after public consultation to explain statutory provisions and provide guidance to local authorities and others on planning policy and the operation of the planning system. They also explain the relationship between planning policies and other policies which have an important bearing on issues of development and land use. Planning Policy Statements replace Planning Policy Guidance Notes.

Primary Shopping Area: This is a defined area (currently defined in draft in the draft Local Plan) within the city centre where retail development is concentrated.

Proposals Map: The adopted proposals map illustrates on a base map, (reproduced from, or based upon a map to a registered scale) all the policies contained in the *Development Plan Documents*, together with any saved policies. It must be revised each time a new *Development Plan Document* is adopted, and it should always reflect the up-to-date planning strategy for the area. Proposals for changes to the adopted proposals map accompany submitted *Development Plan Documents* in the form of a submission proposals map. The Proposals Map will be prepared for the first time as part of the Allocations DPD.

Regional Spatial Strategy (RSS): Sets out the region's policies in relation to the development and use of land and forms part of the development plan for local planning authorities. Planning Policy Statement 11 'Regional Spatial Strategies' provides detailed guidance on the function and preparation of Regional Spatial Strategies.

Safeguarded Land: comprises areas and sites which may be required to serve development needs in the longer term, i.e. well beyond the plan period. It should be clear that the land is not allocated for development at the present time, and it should be kept free to fulfil its purpose of meeting possible longer-term development needs. No development which would prejudice later comprehensive development should be permitted.

Statement of Community Involvement (SCI): Sets out the standards which authorities will achieve with regard to involving local communities in the preparation of local development documents and development control decisions. The Statement of Community Involvement is not a *Development Plan Document* but is subject to an independent examination. York's SCI was adopted in November 2007.

Strategic Environmental Assessment (SEA): A generic term used to describe environmental assessment as applied to policies, plans and programmes. The European ‘SEA Directive’ (2001/42/EC) requires a formal ‘environmental assessment of certain plans and programmes, including those in the field of planning and land use’.

Sustainability Appraisal (SA): Tool for appraising policies to ensure they reflect sustainable development objectives (i.e. social, environmental and economic factors) and required in the Act to be undertaken for all local development documents.

Supplementary Planning Documents (SPDs): Provide supplementary information in respect of the policies in the *Development Plan Documents*. They do not form part of the *Development Plan* and are not subject to independent examination.

Waste Transfer station: Facility at which solid waste trucks dump their loads in a pit. The garbage is then compacted and pushed into large tractor trailers for transportation to a landfill site or waste to energy plant.

Waste Treatment Plants:

Windfalls: Windfall sites, as defined by PPS3, are those, which have not been specifically identified as available in the development plan process through land use allocations. They comprise previously developed sites that have become unexpectedly available. These could include for example, large sites such as might result from a factory closure or very small changes to the built environment, such as a residential conversion or a new flat over a shop.

Wind Turbines: Convert power in the wind into electrical energy using rotating wing-like blades which drive a generator.

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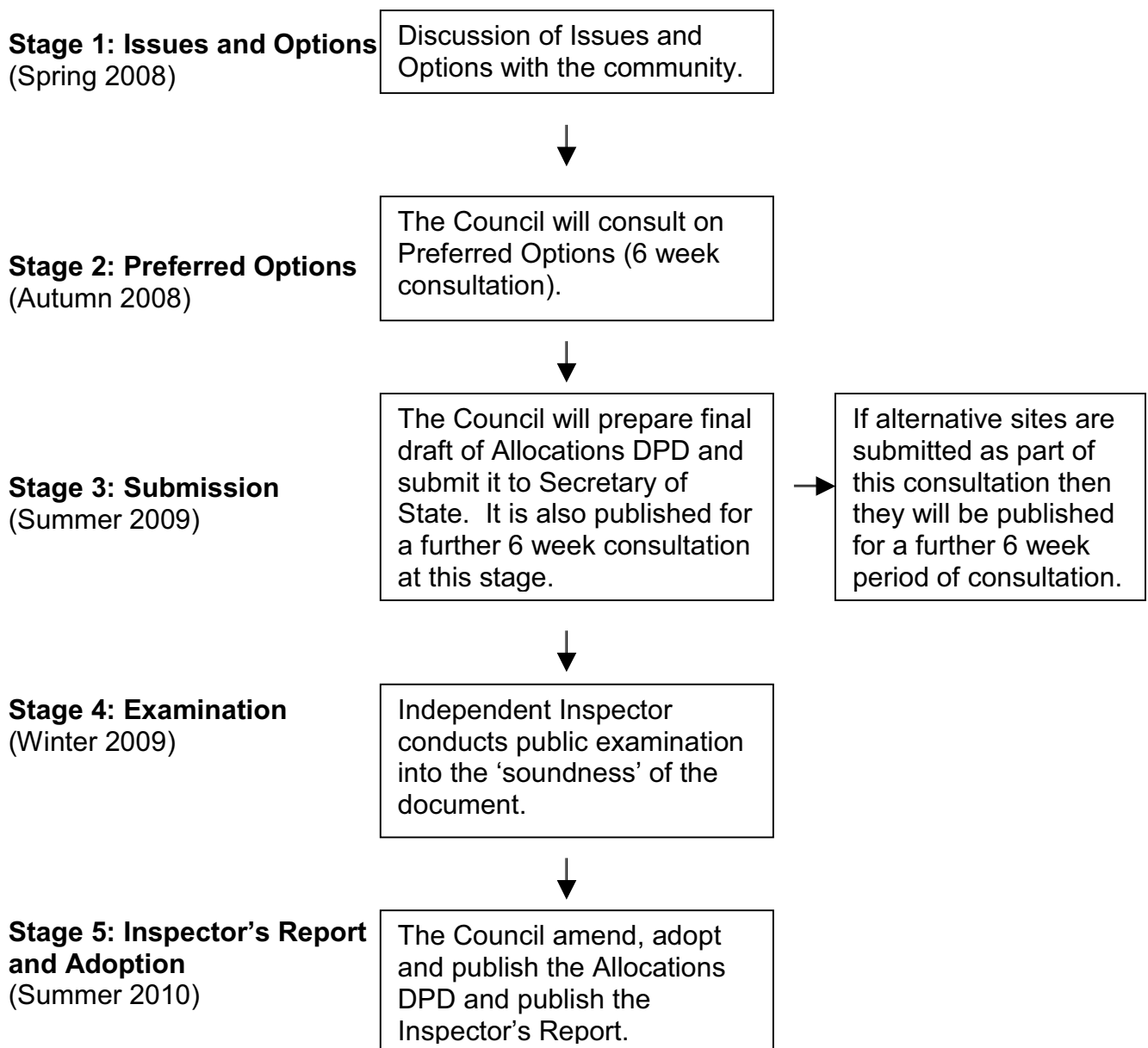
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Appendix 1 – Allocations DPD Process



Appendix 2 – Major developed sites in the green belt

Table A2.1 Major developed sites as identified in the draft Local Plan (2005)

Site	Preferred Use
Askham Bryan College	Education
Bull Commercial Centre	Employment
Clifton Hospital	Laundry Building – employment Rosedale Building – residential
Designer Outlet	Retailing/employment
Elvington Water Treatment Works	Water treatment operations
Hessay Depot	Employment
The Retreat	Health facilities
Stockton Hall Hospital	Health facilities
York Law College	Education
York Racecourse	Racecourse related uses

Appendix 3 – Where to Locate New Waste Facilities in York - Factors to Consider

The Core Strategy Issues and Options 2 document asked:

“Which of the following factors should be used to direct York’s approach to identifying future waste sites through the LDF:

Environmental Factors

1. Environmentally sensitive areas (i.e. SSSIs, residential, flood risk, historic and built heritage, nature conservation, archaeology); or
2. Environmental impacts (i.e. air emissions including dust, litter, noise, odour, land instability, protection of ground and surface water, visual intrusion and compatibility with adjacent development); or
3. Location in regard to Green Belt (inside or outside existing draft Green Belt?); or
4. Brownfield land (i.e. previously developed land); or

Operational Factors

5. The waste stream (type of waste i.e. industrial, commercial, recycled, green, hazardous, household) being dealt with; or
6. Technology and design of waste facility; or
7. Co-location with existing facilities (including industrial sites); or

Transportation Factors

8. The total distance from waste generator to new waste facility; or
9. Waste transportation modes (i.e. motor vehicular, rail, river); or
10. Access networks (i.e. Major road systems, other traffic issues).

Please prioritise or provide any further comments where appropriate”.

Appendix 4: National Planning Documents

- Planning Policy Statement 1: Delivering Sustainable Development
- Planning Policy Guidance 2: Green Belts
- Planning Policy Statement 3: Housing
- Planning Policy Guidance 4: Industrial, Commercial Development and Small Firms
- Planning Policy Guidance 5: Simplified Planning Zones
- Planning Policy Statement 6: Planning for Town Centres
- Planning Policy Statement 7: Sustainable Development in Rural Areas
- Planning Policy Guidance 8: Telecommunications
- Planning Policy Statement 9: Biodiversity and Geological Conservation
- Planning Policy Statement 10: Planning for Sustainable Waste Management
- Planning Policy Statement 11: Regional Spatial Strategies
- Planning Policy Statement 12: Local Development Frameworks
- Planning Policy Guidance 13: Transport
- Planning Policy Guidance 14: Development on Unstable Land
- Planning Policy Guidance 15: Planning and the Historic Environment
- Planning Policy Guidance 16: Archaeology and Planning
- Planning Policy Guidance 17: Planning for Open Space, Sport and Recreation
- Planning Policy Guidance 18: Enforcing Planning Control
- Planning Policy Guidance 19: Outdoor Advertisement Control
- Planning Policy Guidance 20: Coastal Planning
- Planning Policy Statement 22: Renewable Energy (includes a companion guide)
- Planning Policy Statement 23: Planning and Pollution Control
- Planning Policy Guidance 24: Planning and Noise
- Planning Policy Statement 25: Development and Flood Risk

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