



City of York

LDF | Local
Development
Framework

Core Strategy Issues and Options 2

July 2007

City of York Council

Local Development Framework
Core Strategy
Issues and Options 2

July 2007

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City of York Local Development Framework –
Issues and Options 2 July 2007

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Introduction

Introduction

This document invites your views on how the City of York Council could develop its future planning policies. The Council has begun work on a plan called the Local Development Framework (LDF) a 'folder' of documents designed to guide and manage development in York over the next two decades. One of the first documents the Council is producing as part of our LDF folder is called the Core Strategy, this will set out an overall planning vision and strategy for York.

The first step in preparing the Core Strategy is to consider the key planning issues and options facing York. An initial consultation considering this was held in June – July 2006. The views raised during this exercise are summarised in a document called '**LDF Issues and Options Consultation Summer 2006**' (Please see the further information section below which indicates where you can obtain a copy). The responses from the initial consultation in combination with new technical work, has been used to develop further options on which the Council would like your views. All comments received, both during the consultation last summer and on this document, will be used to inform the future development of the Core Strategy. The next stage in its production is called the 'preferred options' stage which we intend to publish for consultation around Easter next year. This will be followed by a final document which will again be subject to consultation and also an independent public inquiry. The final adopted Core Strategy is anticipated to be completed by late 2009 early 2010.

The Core Strategy process includes a Sustainability Appraisal at all its stages of development. It is examined against a range of different criteria and assesses its contribution to the achievement of sustainable development. This exercise has been undertaken by independent consultants and a report has been published which can be considered along side this document. (Please see the further information section below which indicates where you can obtain your copy).

Please comment on as many of the issues and options raised in this document as you choose. If there are further issues and options that the Council haven't considered please feel free to raise them.

Please submit comments by (date) to ensure that your views are taken into account.



Further Information

Copies of the documents highlighted above or 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 Team directly who will be happy to provide copies of documents or answer any questions or queries:

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Section 1: Vision

Introduction

- 1.1 This section sets out the wider national, regional and local context to the preparation of the LDF Core Strategy and considers the issues and options associated with developing a spatial vision and related objectives.

The Local Development Framework Context

- 1.2 The Local Development Framework (LDF) Core Strategy is not produced in isolation but is shaped and influenced by a number of factors. At a national level the UK sustainable development strategy – ‘**Securing the Future**’ is of particular importance. At a regional level, the context of the LDF is directly shaped by the emerging Regional Spatial Strategy (RSS) for Yorkshire and the Humber. This document was subject to an independent examination in Autumn 2006 and is expected to be finalised by the end of 2007. The emerging RSS itself is influenced by initiatives such as ‘**The Northern Way**’ which aims to bridge the output gap between the North and the rest of the UK. It is also influenced by other regional strategies relating to the economy, housing and culture and seeks to implement the agreed regional vision for Yorkshire and Humber included within ‘**Advancing Together**’.
- 1.3 In considering a spatial vision and objectives, account has to be given to the strategies mentioned above. Additionally, full consideration has to be given to existing and emerging local strategies particularly the Community Strategy - ‘**Without Walls**’. This document is currently under review and the new emergent strategy, including surrounding consultation, will be reflected in the development of the LDF Core Strategy.

A Snapshot of York

- 1.4 In addition to recognising the national, regional and local strategies, it is important that the Core Strategy acknowledges the current planning or spatial context that exists on the ground. This is reflected in Figures 1 & 2.
- 1.5 The City of York is a Unitary Authority covering approximately 105 square miles (272 square km) with a population of around 185,000. The majority of the population, around 140,000 people, resides within the urban area, the remaining being located in the surrounding villages and rural areas. Situated midway between Edinburgh and London, just 20 minutes from the M1/M62 motorway network, York offers excellent rail and road traveling options to most regions in the UK. The nearest towns are Selby (14 miles), Malton (19 miles) and Harrogate (21 miles) and the cities of Leeds (24 miles) and Hull (37 miles) (see Figure 2). The landscape of the York area is broadly characterised as relatively flat and low



Part 1: The Spatial Vision

Figure 1: A snapshot of York

- Built up area
- Statutory nature conservation sites
- Historic strays
- York's Ings
- Rivers Ouse and Foss
- Main road network
- Points of traffic congestion
- Rail network
- Railway Station
- Park and Ride sites
- Shopping centres
 - A. City Centre
 - B. Acomb district
 - C. Haxby district
 - D. Monks Cross
 - E. York Designer Outlet
 - F. Clifton Moor
- Extent of City Centre
- Key historic sites
 - A. York Minster
 - B. Clifford's Tower
- City walls
- Extent of proposed Cultural Quarter
- Further and higher education establishments
 - A. York St John University
 - B. University of York
 - C. York College of Law
 - D. York College
 - E. Askham Bryan College
- Existing household waste and recycling sites
- Existing waste management sites
- York District Hospital
- Large brownfield development opportunities
 - 1. York Northwest (York Central and British Sugar)
 - 2. Former Terry's factory
 - 3. Nestle south
 - 4. Hungate
 - 5. Castle Piccadilly
- University campus 3 extension

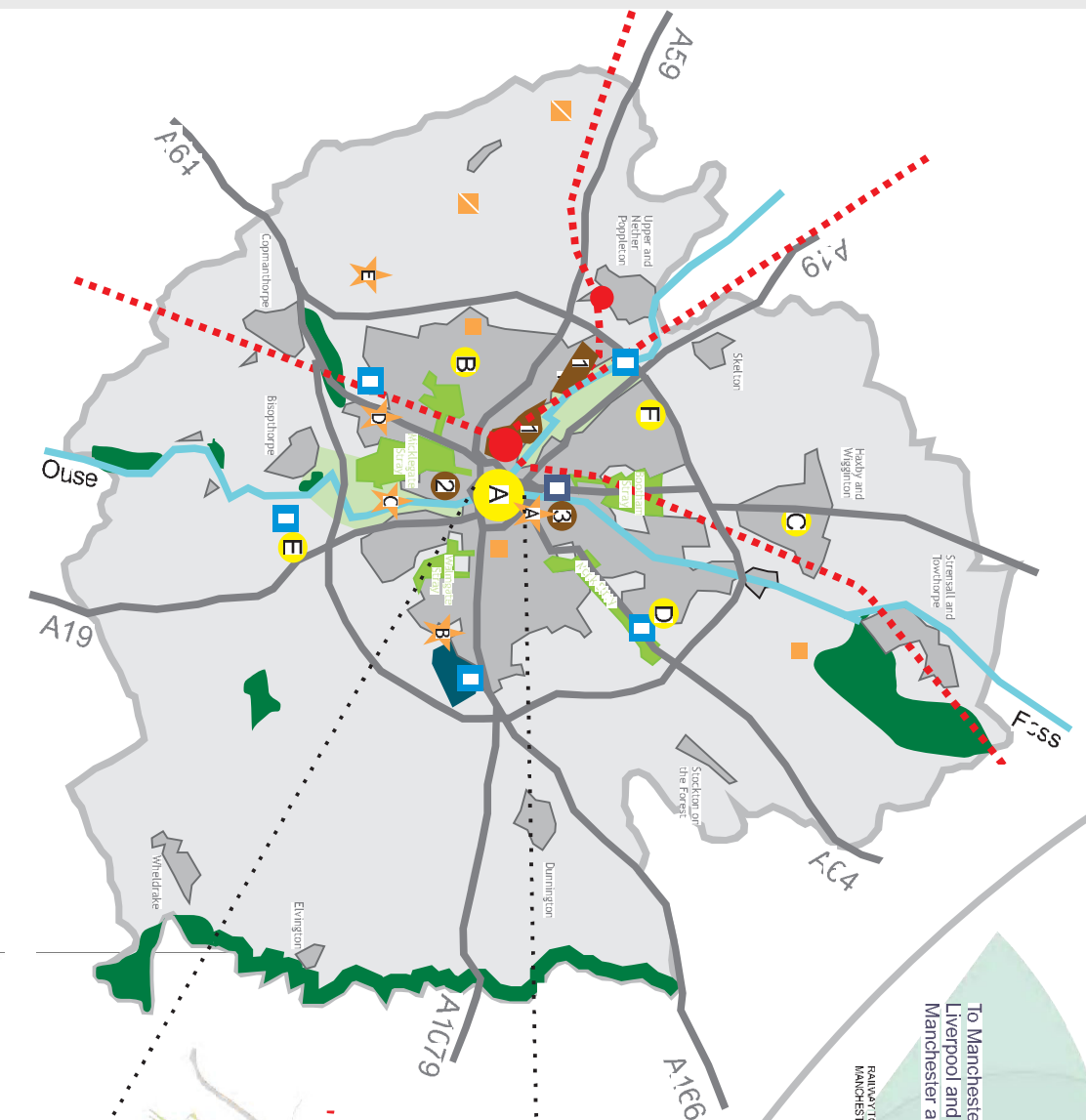


Figure 2: York in the regional context



- Main rail connections
- Main road network
- Leeds City Region area of influence
- York sub-area zone of influence

lying agricultural land dominated by the wide flood plain of the River Ouse, rising slightly to the east and surrounded by a relatively even spaced pattern of villages. Flooding is a key issue for the City, a concern that was brought sharply into focus with the events of August 2000.

- 1.6 York has a unique built and natural form. The City is one of only five historic Centres in England that has been designated as an Area of Archaeological Importance. York Minster is the most important landmark in the City, being the largest gothic cathedral in Northern Europe. The City also notably has around 1800 listed structures (of which 241 are Grade I and II*). In recognition of this historic value the Council are proposing to produce a detailed Area Action Plan for the City Centre. Outside the City's core the green wedges are a key feature of York, contributing to a unique urban character, offering large tracts of undeveloped land that extend from the countryside into the heart of the City. The green wedges comprise the land around the historic 'strays' and the Ouse 'ings'. The 'strays' are the residue of areas of common land on which the Freemen of York had the right from time immemorial to graze their cattle. The City of York has eight Sites of Special Scientific Interest (SSSI) (as highlighted in Figure 1). Two of these (Strensall Common and Derwent Ings) are also of international importance.
- 1.7 Not surprisingly given its historical assets York has an international tourism profile, with over 4 million visitors each year and rising. This is recognized in the emerging RSS which highlights York's central role in the development of tourism in the region, based on its strengths as Yorkshire's premier visitor destination and gateway. Tourists and visitors are not just drawn by York's historic heritage however but also the City's retail and leisure attractions.
- 1.8 The RSS for Yorkshire and the Humber identifies York as part of the Leeds City Region and at the centre of a wider 'York sub area' that covers the City of York and its wider hinterland or 'area of influence'. York is also identified as a regional economic driver and has a specific role as a national Science City (the only one in the region) focusing on bioscience and healthcare, IT and digital and creative technology. It is clear that the vision and spatial strategy for York should be closely aligned with the strategies of the Leeds City Region and surrounding authorities within the 'York sub area'.
- 1.9 York has two universities, the University of York and York St. John University, which accommodate some 20,000 students, both full and part time. There are also two recognised dedicated further education institutions; York College and Askham Bryan College of Agriculture and Horticulture, totaling a further 13,000 additional students. In addition, York is host to a College of Law and a number of English Language Colleges.
- 1.10 York's unique and attractive environment and the success of its economy has given rise to planning issues that need to be addressed. House prices are consistently high compared with the region and there is a recognised need for



affordable housing. The **Future York Group** identify housing issues in York as a potential barrier to economic growth. In addition, although York is one of the country's premier cycling cities, traffic congestion, and its associated air quality and safety problems, are important issues. Commuting into the city is a natural outcome of York's powerful economic role across a wide hinterland. How to properly manage this will be a key issue for the LDF.

1.11 The City of York currently has several major sites and major development projects that are of key strategic importance which will influence the way the City is shaped in the future. These include:

- York Northwest;
- Castle Piccadilly;
- Heslington East Campus;
- Hungate;
- Nestlé South; and
- Terry's.

(Each of these sites or areas are considered further in Section 2 – Spatial Strategy.)

A Spatial Vision for York

1.12 Within the 'LDF Issues and Options Consultation Summer 2006' the Council highlighted that the LDF should help to deliver the Community Strategy (Without Walls). The Community Plan's Vision is to:

- ***Build confident, creative and inclusive communities***
- ***Be a leading environmentally-friendly city***
- ***Be at the forefront of innovation and change with a prosperous and thriving economy***
- ***Be a world class centre for education and learning for all***
- ***Celebrate our historic past whilst creating a successful and thriving future***

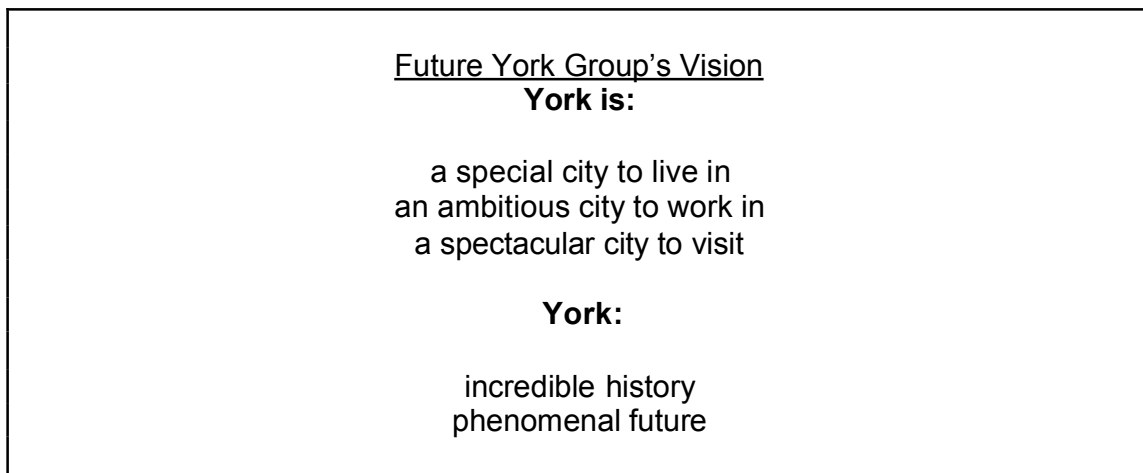
1.13 The consultation responses suggested that it might be difficult to translate the existing Community Strategy vision to a spatial planning strategy because many of the outcomes were not spatial. Further concern was also raised that primarily basing the LDF vision on the Community Strategy was insufficient and more regard must also be taken of the emerging Regional Spatial Strategy and the York planning context. Whilst acknowledging the aforementioned concerns, government guidance identifies the LDF as a key component in the delivery of the Community Strategy.



- 1.14 The Council undertook further work to look at this issue including the development of Spatial Planning Objectives highlighted in Figure 3. These were arrived at following the consideration of the wider context described above including higher level strategies such as the RSS.

Future York Group

- 1.15 Since the last issues and option consultation in Summer 2007 an independent strategic review of York's economy was carried out by the Future York Group. An independent group of business leaders and other key stakeholders chaired by Sir Christopher Garnett recommended that the City of York Council, together with key partners and stakeholders, should develop a comprehensive Future York Vision for the city, which is readily understood and which sets clear priorities.



- 1.16 The report talks about the need to develop, along with key stakeholders, a comprehensive vision and strategy for the future of York which embraces economic opportunity and integrates it with social and economic needs. It notes that the comprehensive vision required will need economic and business considerations to be balanced against a range of other interests and needs to be developed and agreed by a wide range of economic, social and environmental stakeholders. They suggest that if current opportunities are grasped by 2020 and beyond York will be:

- A growing and vibrant City, proud of its heritage, ambitious for all of its people and businesses, and confident of its economic future.
- A city in which all can benefit from the City's success as a result of active programmes to connect people and communities with new opportunities.
- On target so that by mid-century the step change in the city's economic growth will propel York into the upper tier of the European City Region growth league; with annual growth of at least 2.7% over the next ten years.
Therefore, we are seeking an economic growth rate of 3.7% over the next 10 years, which will be fuelled by the fruition of several proposed brownfield

developments. We heard from Yorkshire Forward that if this is achieved, York's economy will double by 2026.

- Benefiting from the quality of the City's workforce and the significance of its research infrastructure as a national asset, which are driving development opportunities, re-shaping the city's image and delivering jobs to the local community.
- A world leader in fostering successful, adaptable, competitive, and knowledge-led businesses.
- A gateway to the region; in the top league of European visitor destinations; a city with an expanded and enhanced tourism, cultural and retailing offer, where there is always something new and exciting to make the City attractive for investors, visitors and shoppers.
- A City with a shared vision about seizing the opportunities of growth, embracing innovation, and achieving a synthesis with the historic heritage and townscape.
- A major catalyst in the development of the region's economy, with a significant part to play in the economic development of the region. This is particularly evident in the contribution of York's knowledge sector.

1.17 One of the key recommendations of the '**Future York Group**' is that the LDF and its Core Strategy fully reflects the '**Future York Vision**' (highlighted above). The Council is consulting with the public and stakeholders before responding to the report in Autumn. The report recommends that the '**Future York Vision**' be developed as part of the review of the Community Strategy which will be completed by April 2008, and that this be aligned with the 'Issues & Option' stage of the LDF Core Strategy.



Figure 3: The Spatial Planning Objectives

To ensure that York fulfils its role as a key driver in the regional economy and the Leeds city-region, through supporting sustainable economic development, particularly the Science City York and the business, financial and creative technology sectors.

To support York's role as a regional and sub-regional retail centre and to ensure that major retail and leisure development is located where it will contribute to the vitality and viability of York's retail centres.

To strengthen York's international and regional role as a visitor destination and gateway to the rest of the region, and support the sustainable growth of the tourism sector.

To ensure that York's historical and archaeological wealth and setting is recognised, preserved and enhanced; in particular its historic centre, skyline, street patterns, views of the Minster, Medieval and Roman walls and valued open spaces, including the Strays and its 34 conservation areas.

To ensure the highest quality urban design and architecture in York.

To sustain an appropriate mix of uses and contribute to a safe, accessible and coherent environment.

To create a permanent Green Belt for York that preserves its special character and setting, whilst ensuring sustainable development.

To protect and enhance the biodiversity, landscape character and environmental quality of the York area, including international, national, and locally recognised areas of nature conservation value. This includes the current eight SSSI's and two Ramsar sites.

To ensure that new development is not subject to, or contributes to, inappropriate levels of flood risk from the Rivers Ouse, Foss and Derwent and other sources, taking into account the full likely future impacts of climate change.

To contribute to a reduction in York's Eco-footprint, which will include reducing energy use and exceeding the renewable energy targets as set by the Regional Spatial Strategy.

To reduce waste through supporting the innovation and improvement of current waste practices, promotion of recycling, and provision of suitable and accessible sites. This includes meeting or exceeding the requirements of the European Landfill Directive, National Waste Strategy and the Regional Spatial Strategy.

To safeguard mineral deposits and reduce the use of non-renewable resources, whilst contributing to meet the Regional Spatial Strategy requirements.

To support development in locations accessible to public transport and appropriate key services by means other than the private car, including maximising the potential of existing and potential rail stations and Park & Ride sites.

To deliver the appropriate type and mix of housing to meet York's needs, addressing the issues of affordability, 'lifetime homes', social inclusion and homelessness, housing for older people and assisted living, student housing and to meet the Regional Spatial Strategy requirements.

To improve the provision of accessible open spaces and sports facilities to meet the needs of York, including maximising the recreational and nature conservation potential of the strays, ings and green infrastructure.

To meet the educational and training needs of York, including helping to facilitate the continued success of the University of York and York St John University, and other higher and further education establishments.

To ensure that development is located to help facilitate easy access to York District Hospital and other responsive health and social care.

To develop and improve public transport interchanges to maximise service efficiency within the urban area, between the urban area and surrounding villages, and between York and the wider region.



- 1.18 To invite further discussion on this important issue, the options below have been developed to consider the development of the LDF Spatial Vision. The Council would welcome your views on these approaches.

Key Issues

Key Issue 1a - How should York's LDF Spatial Vision be developed?

- Option 1: Use the Community Strategy Vision, highlighted above, as the basis for York's Spatial Vision; or
- Option 2: Combine both the Community Strategy Vision, highlighted above, and the Spatial Planning Objectives to develop a Spatial Vision; or
- Option 3: Combine the Community Strategy vision with the views and ideas of the **Future York Group**; or
- Option 4: Use the Community Strategy Vision, highlighted above, together with other factors to create a Spatial Vision. Please explain which additional factors should be considered.

Key Issue 1b - With specific regard to the Spatial Planning Objectives that the Council propose to use to help deliver the Spatial Vision, which of the following options is most appropriate?

- Option 1: Use all of the Spatial Planning Objectives, highlighted in Figure 3, to deliver the Spatial Vision; or
- Option 2: Use only some of the Spatial Planning Objectives, highlighted in Figure 3, to deliver the Spatial Vision. Please indicate which objectives should be considered; or
- Option 3: Follow the approach in Option 1 or 2 above, but prioritise or weight objectives differently. Please indicate how this should be done; or
- Option 4: Create new Spatial Planning Objectives to those highlighted in Figure 3. These could for example reflect the views and ideas of the **Future York Group**. Please provide your suggestions on what be should included or how you think they could be developed.

Please indicate which of the following options should underpin the policy approach. If you believe that more than one option should be progressed for each key issue, please prioritise the importance of the options selected and provide any further comments where appropriate.



Section 2: Spatial Strategy

Introduction

- 2.1 A key role of the LDF Core Strategy is to create a spatial strategy that directs the location of new development in a sustainable way and helps deliver the spatial elements of the Community Strategy and other key strategies for the economy, housing and transport. This section of the document considers issues and factors that could influence the spatial strategy for York and then asks for views on a number of potential options.
- 2.2 The issues identified in this section are split into two categories. The first includes those factors which will influence the broad location of development and the second, to factors which will influence the location of development in a more detailed way. The issues are summarised under the headings below, supported by **Table 1 ‘The relationship between York and its villages’** and **Figure 4 ‘Spatial Planning Issues’**.

Broad Influences

- Regional context;
- Housing inequalities
- The relationship between York & its villages – accessibility & past market trends;

Detailed Influences

- Environmental constraints;
 - Historic character & setting of York
 - Nature conservation
 - Flood risk
- Commuting
- Congestion
- City & districts centres
- The location of major development sites and opportunities



Broad Influences

Regional context

- 2.3 The emerging Regional Spatial Strategy (RSS) provides guidance on those factors that should be used to direct the location of new development. Principally, it requires the majority of new growth and redevelopment be directed to the Region's cities and larger towns with only limited development in smaller towns and larger villages. What this means for York is that the majority of new development should be concentrated on York's main urban area with limited development in the larger villages identified in Figure 4. Those larger villages specifically identified through the emerging RSS process are termed Local Service Centres.
- 2.4 The emerging RSS also recommends a sequential approach for identifying development sites that promote the re-use of previously developed land, ahead of other infill sites and urban extensions. It also indicates that sustainable transport should be a key factor influencing the location of development.
- 2.5 In addition to considering the role of existing settlements the emerging RSS indicates that a policy of restraint should be adopted to the North and East of the Authority area. This has the effect of restricting development to addressing local needs for affordable housing and allowing some small scale commercial development to diversify local economies.

The relationship between York and its villages – accessibility and past market trends

- 2.6 In order to begin to think about how York could grow in the future, we have looked at some of the key characteristics of the City and its villages - this is summarised in Table 1 . The settlements within Table 1 include York's main urban area, the six villages identified as Local Service Centres in the emerging RSS and four other settlements, which have populations of 1,000 or above. In addition a profile of each of the villages along with the main urban area is provided in Annex B.
- 2.7 Table 1 comprises a range of criteria pertinent to considering future development including: population statistics, past development trends in relation to housing and the key sustainability characteristics. These characteristics cover the range of facilities which you would expect to find within a sustainable neighbourhood or village, and include: good public transport to and within York, and the availability of local employment and services. A sustainability ranking score has been developed based on these factors.



Figure 4: York spatial issues map

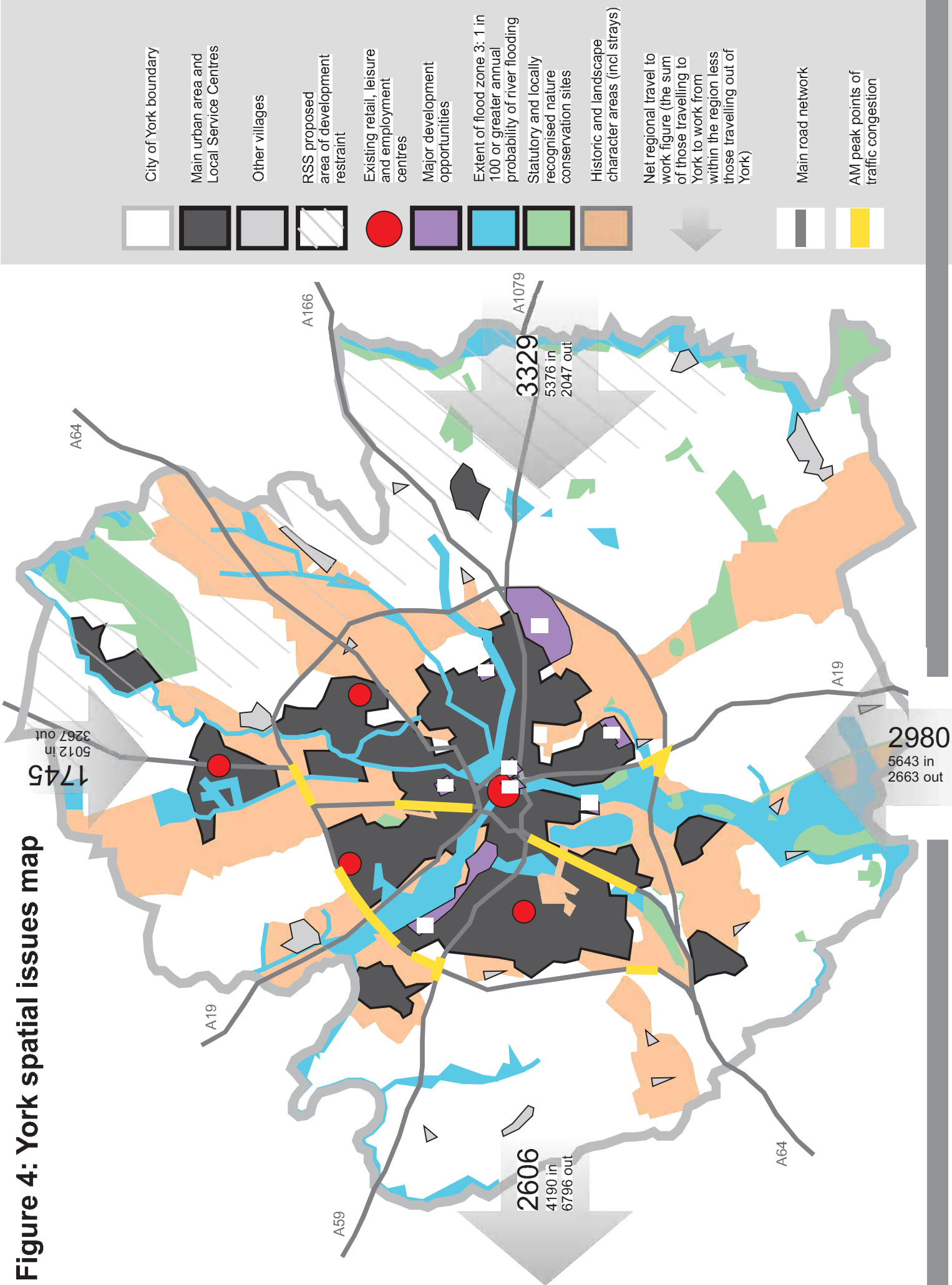
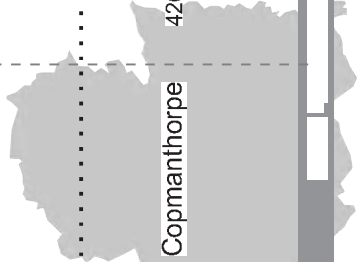


Table: 1: The relationship between York and its villages - accessibility and past market trends

	Population 2001 census	Change in population 1991-2001 (% change)	Proportion of York's population (%)	Past windfall housing growth (1996-2006)	Windfall housing growth as a proportion of all growth (%)	retail provision	Level of employment floorspace within 800m less than 1 ha 1ha-10ha greater than 10 ha	Access to public outdoor leisure space	Access to built leisure facilities	Public transport accessibility (access to frequent - every 15 minutes - bus route)	Post office, Doctors surgery and primary school	Relative Sustainability Full access to service 2pts Some access 1 pt No access 0pts NB: Access to transport is double weighted
York's main urban area	139,237	9.5	76.9	2701	88.5							14
Dunnington	3194	10.9	1.8	13	0.4							12
Haxby and Wigginton	12,468	-3.5	6.9	135	4.4							12
Upper and Nether Poppleton	4038	24.7	2.2	21	0.7							12
Bishopthorpe	3224	4.5	1.8	7	0.2							9
Copmanthorpe	4262	6.3	2.4	51	1.7							10



	Population 2001 census	Change in population 1991-2001 (% change)	Proportion of York's population (%)	Past windfall: housing growth (1996-2006)	Windfall housing growth as a proportion of all growth (%)	retail provision	Level of employment floorspace within 800m less than 1 ha 1ha-10ha greater than 10 ha	Access to public outdoor leisure space	Access to built leisure facilities	Public transport accessibility (access to frequent - every 15 minutes - bus route)	Post office, Doctors surgery and primary school	Relative Sustainability
Elvington	1212	49.6	0.7	2	0.1							10
Strensall and Towthorpe	5782	36	3.2	48	1.6							10
Wheldrake	1780	23.4	1	9	0.3							9
Skelton	1642	8.5	0.9	0	0							8
Stockton on the Forest	1259	5.9	0.7	12	0.4							6

Full access to service 2pts
Some access 1 pt
No access 0pts
NB: Access to transport is double weighted

- 2.8 In addition to the factors highlighted in Table 1 it is also clearly important to consider the existing distribution of employment land if we are to reduce journeys to work by car and tackle congestion. There are presently approximately 400 hectares of land used for employment (B1, B2 or B8) in the York area. Over 80% of this is within or adjacent to the main urban area, with the majority of the remainder generally being located close to existing villages of Elvington, Dunnington or Wheldrake. A notable exception to this is Northminster Business Park, a 6.6ha site, which sits in open countryside near to Upper Poppleton. With regard to employment land within the urban area, approximately 33% of York's overall total can be found in three relatively large business parks on the periphery of the main built up area i.e. Monks Cross, Clifton Moor and York Business Park.

Housing inequalities

- 2.9 In order to understand the nature of housing needed in York now and in the future, we have undertaken a Housing Market Assessment (HMA), which will influence the mix, tenure and affordability of housing provided in the district over the next 20 years. The HMA provides an understanding of York's role within wider housing market areas and the Yorkshire and Humber Region. It looks at the City's different markets, distinguishing between urban, suburban and rural parts of York, and the needs of particular groups, including families, young people and first time buyers, older people, households with support needs and students. In particular, the assessment considers the options available to the Council in addressing the gap between household income and increasing house prices, with recommendations on appropriate targets, site thresholds and tenure splits for affordable housing. A detailed interpretation of the outcomes of this work and what it means for different areas can be found in Section 4 Housing Mix and Type.

Detailed Influences

Environmental Constraints

- 2.10 Through previous consultation work, three key environmental criteria have been identified and supported as having a key role when considering the location of future development. Each of these are highlighted below and shown spatially in Figure 4.



Preserving the Historic Character and Setting of York

2.11 Given the historical importance of York as a part of work on the City of York Local Plan, an exercise was undertaken which sought to identify those areas of open land outside York's built up areas that are most valuable in terms of the historic character and setting of the City (*The Approach to the Green Belt Appraisal(2003)*). The land that was identified falls within the following categories:

- *areas which retain, reinforce and extend the pattern of historic green wedges, for example, the Strays, the 'Ings', Green Wedges and extensions to the Green Wedges;*
- *areas other than the Green Wedges which provide an impression of a historic city situated within a rural setting. This relates to significant tracts of undeveloped land, which provide an open foreground to the City. For example, good views of the Minster from recognised vantage points; and*
- *areas which contribute to the setting of villages whose traditional form, character and relationship with the City and surrounding agricultural landscape is of historic value, for example Askham Richard and Askham Bryan.*

Nature Conservation

2.12 Government guidance states that plans should seek to promote sustainable development by ensuring that biological and geological diversity are conserved as an integral part of sustainable development. It is therefore considered important that such sites, along with appropriate buffers, are excluded when considering future potential development locations. This included both statutory and locally recognised sites. More information on the location of these sites can be found in the Natural Environment section of this document.

Flood Risk

2.13 As a part of the ongoing background work to the LDF, the Council working closely with the Environment Agency, has produced a Strategic Flood Risk Assessment. This work includes the latest information held by the Council and the Environment Agency on flood risk. Those areas of York that are susceptible to the highest level of flood risk (higher than 1:100 year probability) are highlighted on Figure 4 (York Spatial Issues Map). This clearly may influence views on the potential locations of development, particularly when the likely impacts of global warming are considered.



Commuting

- 2.14 The relationship between where people live and work may be a key factor when considering the location of future development. The 2001 Census provides information that can be used to assess commuting patterns. It indicates that 17,199 people commute out of York for work and 22,445 people commute into the authority area. The issue of commuting clearly could be a factor affecting the way development is distributed and this information is summarised on Figure 4, which indicates the net commute (inward commute minus the outward commute) from the North, South, East and West of the region.

Congestion

- 2.15 Spatial and transport planning are inextricably linked, with the pattern of land uses within an area having a significant impact on the number and type of journeys being made. The planning of development to reduce the demand for travel, and locate it where alternatives to car transport are readily available, is vital for the development of a sustainable city. Due to its compact nature, York has increasing problems of congestion at certain times of the day. Current areas of the road network at risk of congestion (am peak) are highlighted in Figure 4.

City & District Centres

- 2.16 National guidance requires local authorities to identify the centres within their areas where retail, leisure and office development should be focused. York's City Centre is both a regional and local retail destination and a focus for leisure and office employment. York also currently has two identified district centres: Acomb, which is located to the west of the City; and Haxby, located to the north. These centres both provide a range of shops and services including banks, post offices, food shops, supermarkets, pharmacies and doctors surgeries. In addition the City also has two key out-of-centre retail, leisure and office destinations. Firstly, Monks Cross located to the north-east of the main urban area on the Outer Ring Road, consisting of a number of high street retailers, along with two large supermarkets. Secondly, Clifton Moor, located to the north of the Outer Ring Road consisting of a large supermarket, a number of retail warehouses, a multiplex cinema, leisure club and industrial and office units. The location of these existing focal points or centres for retail, leisure and employment are shown on Figure 4.



Major development sites and opportunities

- 2.17 The City of York currently has several major sites and major development projects that are of key strategic importance. These sites are highlighted in Figure 4 and described below. The exact uses of these sites, if not already set through the planning process, will be considered at later stages of the LDF but are introduced in this section as it is acknowledged that they could have a wider influence on the future location of development.
- A. 'York Northwest is a major regeneration area which will come forward for redevelopment in the next few years. The area includes two large brownfield development sites, York Central and British Sugar, with the potential to be linked by a major public transport corridor which could radically improve sustainable access into York from the West and the wider Leeds City Region. The area is likely to be the largest development site that we will see in York in our lifetime and is likely to make a significant contribution to York's housing need, the regional economy and York's role within the Leeds City Region. An Area Action Plan is being prepared to ensure the environmental impact and infrastructure requirements are assessed comprehensively and the opportunities from the development of the sites are maximised.
 - B. Castle Piccadilly is a strategic site in the City Centre adjacent to the historic Clifford's Tower. It's redevelopment provides the opportunity to create a high quality mixed-use development, adding to the City's retail and leisure attractions. The Council has adopted a Planning Brief to guide future development.
 - C. Heslington East is a new campus for the University of York between Heslington Village and Grimston Bar Park and Ride. It is a 65ha site surrounded by substantial landscaping, reflecting the design of the original University campus. It has received outline planning consent following a 'call-in' inquiry. Development will be implemented over the next 10-15 years through a number of reserved matters applications.
 - D. Hungate is located in the City Centre next to the River Foss. The Council adopted a Planning Brief for this site and outline planning permission has been granted for a mixed-use scheme including offices, housing, shops and a focal community building.
 - E. In September 2006 Nestlé Rowntree announced that capital investment is needed to upgrade and improve facilities on the more modern northern part of the Haxby Road factory site in order to retain Nestle Rowntree's presence in the City. This will create redevelopment opportunities on the older, southern part of the site (referred to as Nestlé South). The Council has adopted a Planning Brief to achieve the mixed-use development of this site.

- F. Germany Beck & Metcalfe Lane are two sites with the potential to provide over 1,200 homes including affordable housing, located to the east and the south of the main urban area. These have both recently received outline planning consent following a joint 'call-in' inquiry.
- G. Terry's is a former factory complex which lies to the south of the main built up area adjacent to York Racecourse. Redevelopment of this site will provide a prestige mixed-use development of housing, employment, local retail and leisure. A Planning Brief has been adopted by the Council to achieve this.

Key Issues

- 2.18 The '**broad influences**' identified above have been used to develop three options as highlighted on the following option diagrams. Each of these options includes a hierarchy of growth for York's settlements and describes what this could mean in terms of the way development would be distributed. These options look at all of York villages, including those which currently have a population less than 1,000 people, although it is recognised they offer very little potential to take additional growth.
- 2.19 Issue 2.a below requests views on which of these options is most appropriate.
- 2.20 Having requested views on the broad locational strategy, Issue 2b identified below requests views on the '**detailed influences**' which will affect the location of development in a more specific way. These were supported during previous consultation as the key detailed influences on York's future growth.
- 2.21 Comments on 2a and 2b will inform the next stage in developing the Core Strategy development hierarchy, which will consider the location of growth at a more localised level, with the aim of creating sustainable neighbourhoods.

Key Issue 2.a – Which of the following options should form the basis of the Spatial Strategy for the LDF in relation to directing the future location of development?

Option 1: **Prioritising settlement accessibility** - Distribute development to the most accessible location, using the sustainability ranking from Table 1

Option 2: **Prioritising existing market trends** - Continue to distribute housing development broadly in line with past trends, reflecting market demand. Following a similar pattern for employment because of the connection with housing growth in creating



sustainable communities.

Option 3: **Prioritising housing equality** - Distribute housing development in terms of the needs of the groups and priorities identified by the HMA;

Option 4: **A combination of the above broad factors** - Please indicate which options should be combined and whether more weighting should be given to any particular option.

Please indicate which of the above options should underpin the policy approach.

Key Issue 2b – Following on from the above, which of the following Detailed Influences should be used to further refine the approach to the location of development.

- Preserving the historic character & setting of York
- Nature conservation
- Flood risk
- Commuting
- Congestion
- City & district centres
- Major development sites and opportunities

If you feel one or more of these constraints should be used please prioritise if appropriate

Key Issue 2c – Are there other key factors that you feel should be considered, when looking at the broad location of development? (Please specify)



Option 1: RSS and settlement accessibility



This settlement would accommodate the majority of York's future growth through infill/redevelopment and if necessary urban expansion. It would also be the prime focus for employment growth.



These settlements are capable of accommodating some infill/redevelopment, and expansion of a scale appropriate to their size. Some development for economic diversification would also be appropriate.



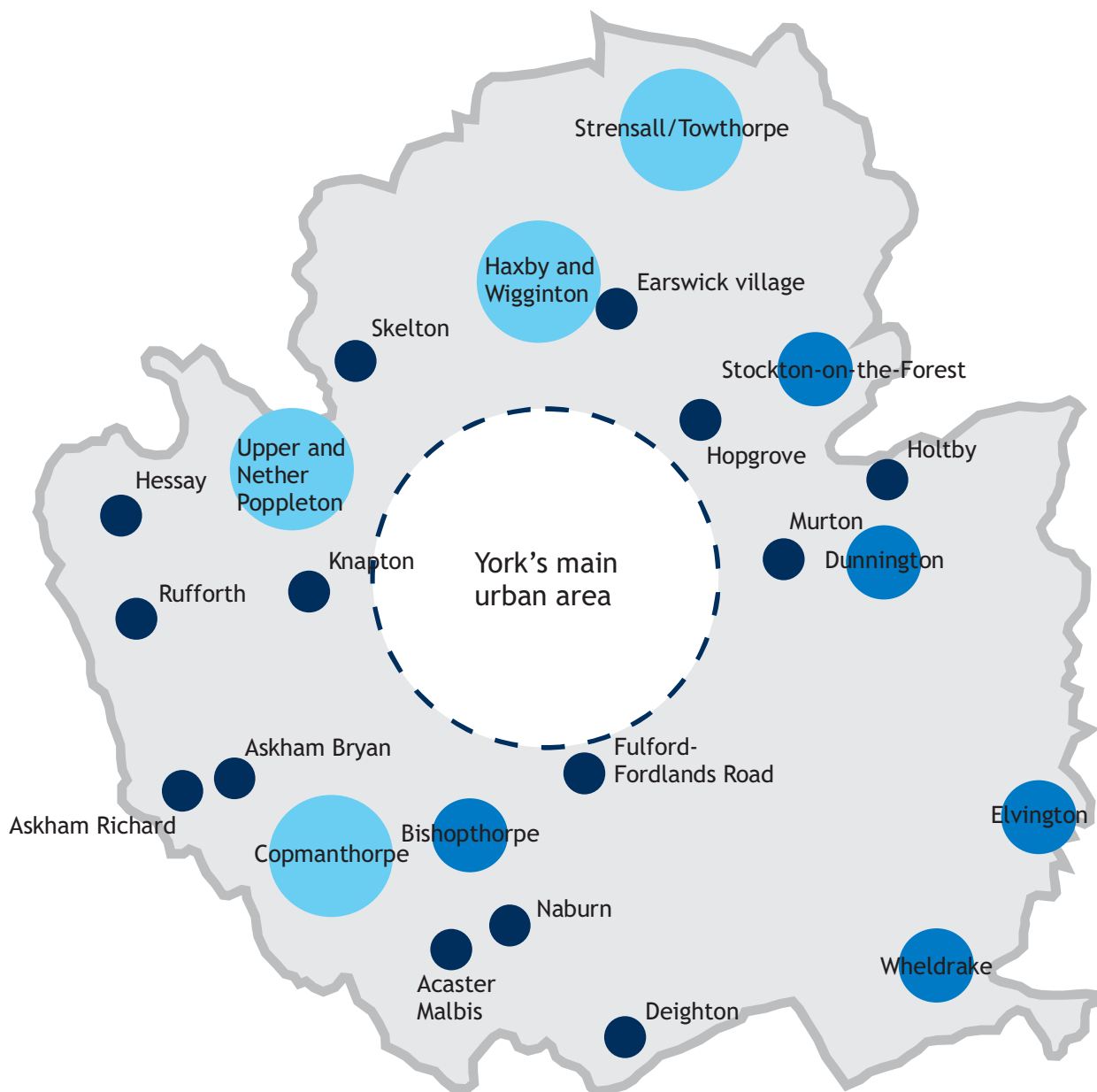
Within these settlements, development should be primarily in the form of small scale infill/redevelopment, or where justified, minor small scale expansion, which addresses specific local economic, community or social objectives, which could include affordable housing to meet local needs



Limited infill development/redevelopment would only be permitted within these settlements where it would be appropriate to the form and character of the settlement and falls within the settlement boundary.

NB: Fulford - Fordlands Road is identified in the Local Plan as a separate settlement to the main urban area.

Option 2: Existing market trends



This settlement would accommodate the majority of York's future growth through infill/redevelopment and if necessary urban expansion. It would also be the prime focus for employment growth.



These settlements are capable of accommodating some infill/redevelopment, and expansion of a scale appropriate to their size. Some development for economic diversification would also be appropriate.

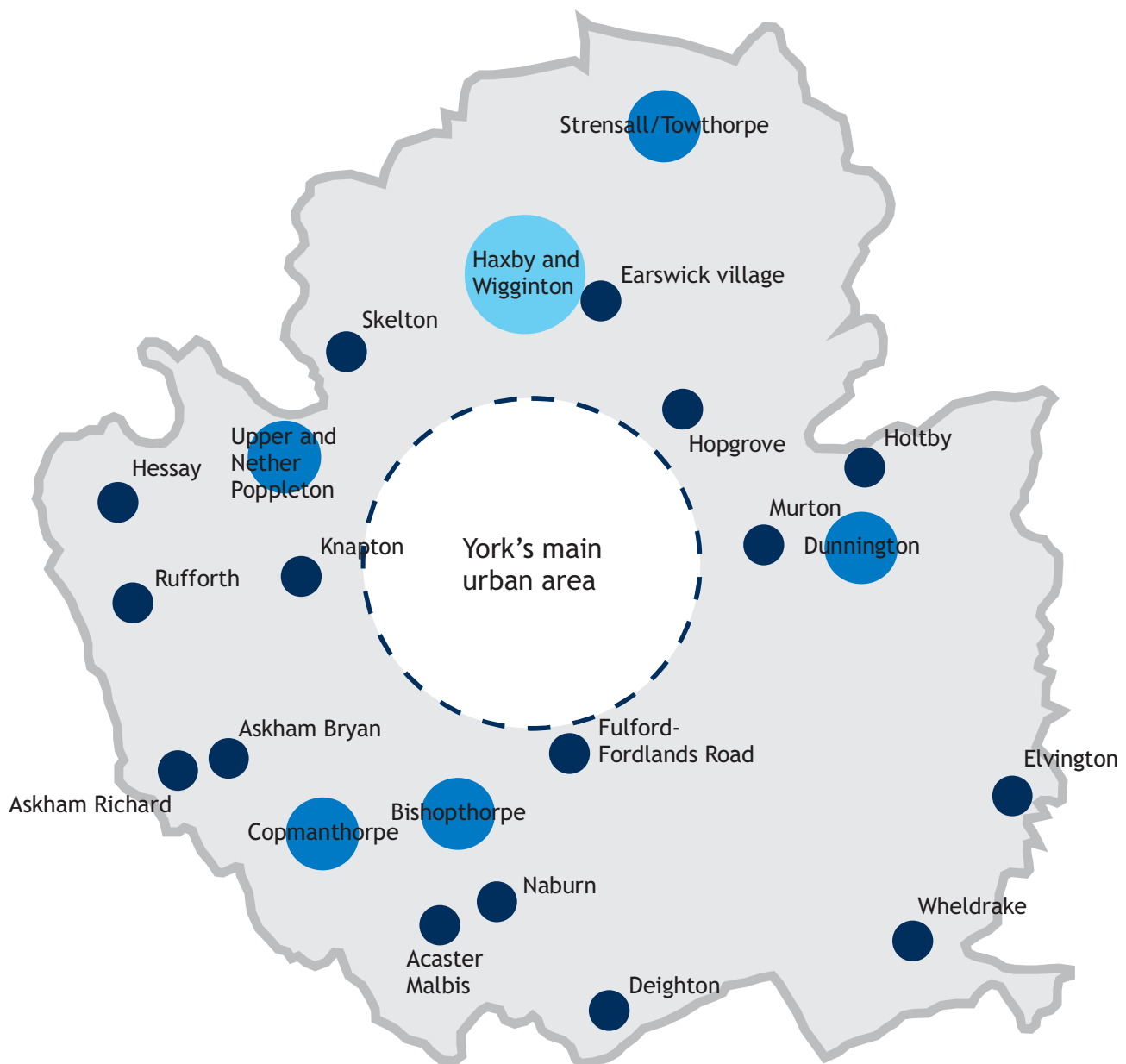


Within these settlements, development should be primarily in the form of small scale infill/redevelopment, or where justified, minor small scale expansion which addresses specific local economic, community or social objectives, which could include affordable housing to meet local needs

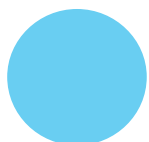


Limited infill development/redevelopment would only be permitted within these settlements where it would be appropriate to the form and character of the settlement and falls within the settlement boundary.

Option 3: Housing inequality



This settlement would accommodate the majority of York's future growth through infill/redevelopment and if necessary urban expansion. It would also be the prime focus for employment growth.



These settlements are capable of accommodating some infill/redevelopment, and expansion of a scale appropriate to their size. Some development for economic diversification would also be appropriate.



Within these settlements, development should be primarily in the form of small scale infill/redevelopment, or where justified, minor small scale expansion which addresses specific local economic, community or social objectives, which could include affordable housing to meet local needs



Limited infill development/redevelopment would only be permitted within these settlements where it would be appropriate to the form and character of the settlement and falls within the settlement boundary.

Section 3: Housing and Employment Growth

Introduction

- 3.1 The way York grows will be strongly influenced by the nature and level of housing and employment we accommodate. The section below considers the influences surrounding the issues of employment and housing growth with options presented at the end of the section reflecting the interrelationship that exists between the two.

The Lifespan of York's Green Belt

- 3.2 When considering the future development of housing and employment it is important to give careful consideration to the timescale over which the plan will function. In light of this, the key factor for York is the creation of permanent Green Belt boundaries. This is important in terms of housing and employment, as sufficient land must be available outside the Green Belt to meet the needs of York for whatever timescale is chosen.
- 3.3 The options regarding the timescale of York's Green Belt are found at the end of this section. Within the section, however, the year 2029 (20 years from the predicted adoption date of the Core Strategy) is used to give a broad indication of the amount of overall land that might be needed to support York's housing and employment growth.

Levels of Future Housing Growth in York

- 3.4 York's population is expected to increase by 8.2 % between 2003 and 2021 nearly double that in the region as a whole. Data produced by the Office of National Statistics indicates that the number of households in York is likely to increase by around 11,000 over the next 15 years. This equates to just over 730 annually. This increase reflects factors such as York's economic success but also changes in the character of households including more single person households resulting from people leaving the family home earlier, living alone following family breakdown and people living longer.



- 3.5 When considering future housing growth it is important that the authority accommodates the requirement set out for it at a regional level in the Regional Spatial Strategy(RSS). The emerging RSS for Yorkshire and the Humber was subject to Public Consultation and an Examination in 2006. 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 Government Office for Yorkshire and the Humber (GOYH) is presently considering this report and will publish a proposed changes document for consultation, in Summer 2007. To-date however the proposed changes in the *Report of the Panel (Mar 07)* are not confirmed thus the following information provides a comparison of the emerging RSS figures.

The emerging Regional Spatial Strategy (December 2005)

- 3.6 The proposed housing figure within the emerging RSS (Submission Draft, Dec 05) for York is 640 (net) new units per annum in the period from 2004 – 2016 and 620 (net) new units per annum in the period 2016 – 2021. This would give an annual average over the whole period of 630 houses.
- 3.7 The emerging RSS (Submission Draft, Dec 05) housing figure has been set to respond to environmental constraints and to promote a more compact and transport orientated pattern of development. Broadly, this constraint on housing supply would be likely to minimize need for less greenfield land, but could effect the amount of affordable or specialist housing and would be less than market demand.
- 3.8 The Report of the Panel (March 2007) into emerging RSS proposes new housing figures for York of 640 (net) new units per annum in the period from 2004 – 2011 and 850 (net) new units per annum in the period 2011 – 2021. This figure may allow for the provision of a greater amount of affordable or specialist housing and could provide for a larger pool of working age people, enabling more jobs to be filled by those living within York. It could however create pressure on the Council to bring forward more greenfield sites. This would give an annual average over the whole period of 791 houses.
- 3.9 The RSS housing figures run up to 2021. In the two scenarios outlined above we have simply projected forward the annual average to the end of the Plan Period. However, we have also generated a further option that takes the RSS Panel Report figure up to 2021 and then uses the lower RSS projection up to 2029 reflecting potential capacity constraints.



The Housing Market Assessment (HMA)

- 3.10 By way of comparison with the emerging RSS housing growth figures, the Council's recent HMA (June 2007) identifies an overall forecast market demand for housing (all tenures) in York of 982 dwellings per year.
- 3.11 This level of housing would allow us to provide for a greater proportion of affordable units, closer to the levels of need which have also been identified by the HMA. Such levels of growth however, would notably require a higher proportion of greenfield development and have a greater impact on York's environment. Table 2 below compares the various figures highlighted along with an average of the actual number of homes built in York Local Authority Area over the last 5 years.

Table 2: Summary of Housing Projections for York

Timescale (from 2004 base date)	Average Completions over past 5 years	Emerging RSS Submission Draft (Dec 05)	Emerging RSS Report of the Panel (Mar 07)	Housing Market Assessment (HMA)	Emerging RSS Report of the Panel (Mar 07) plus low RSS figure
Annual average	885	630	791	982	718
Dwellings To 2021	15,045	10,780	12,980	16,694	12,980
Dwellings To 2029	22,125	15,740	19,780	24,550	17,940

The Density of Housing Growth in York

- 3.12 Density is a key factor in translating an overall housing figure into an actual land requirement. To help understand its impact we have projected forward the brownfield (previously used sites) land supply to 2029 and applied different density scenarios. This is then compared to the regional housing targets previously discussed and the level of further sites that may have to be identified is calculated. To demonstrate this analysis Figure 5 illustrates how different densities can look in practice and Figure 6 the potential effect of different density options.



Figure 5: Examples of Housing Densities

Developments of 60 dwellings or more per hectare:



Britton's Dairy, Fulford Road



Tadcaster Road

Developments around 40 dwellings per hectare:



Osbalwick Link Road



Bishopthorpe Road

Developments of 30 dwellings or less per hectare:

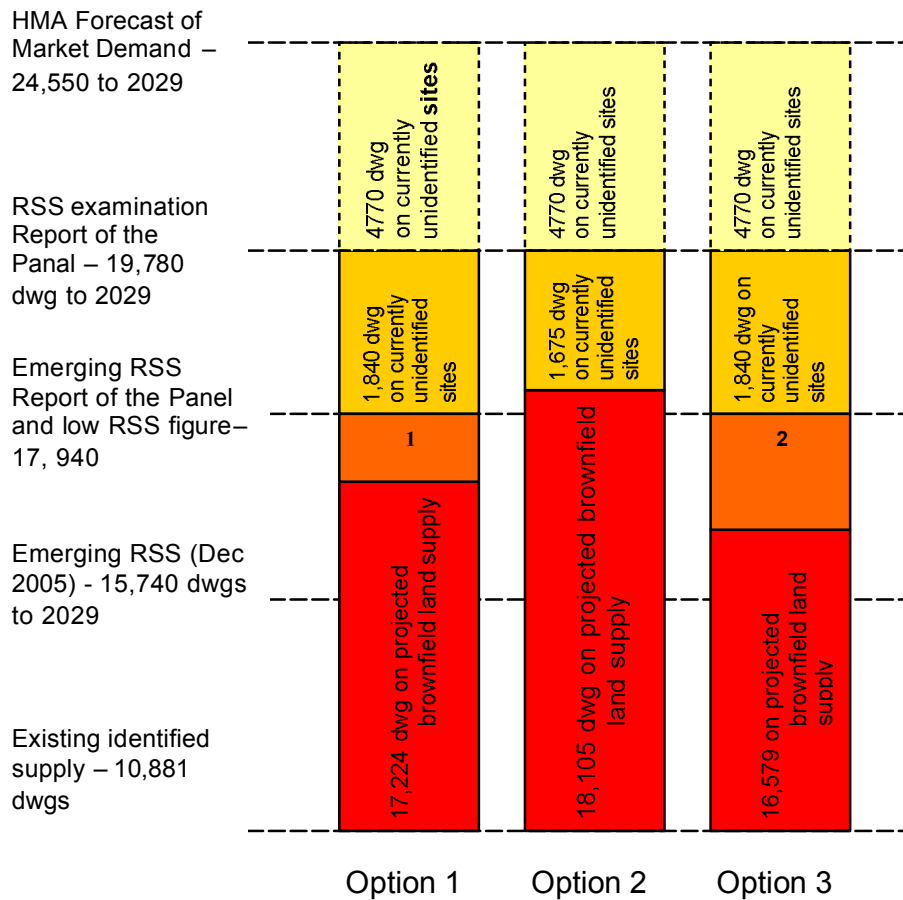


Wigginton Garage, Wigginton



Clifton Park

Figure 6: Approaches to housing density



1: 716 dwgs on currently unidentified sites
 2: 1361 dwgs on currently unidentified sites

- Option 1: Aim to achieve similar densities to those we have achieved over the last ten years.
- Option 2: Adopt a policy position which would seek to achieve densities greater than 60 dwellings per hectare (dph) in the city centre, 40 dph in the urban areas (the remainder of the urban area of York including Haxby and Wigginton) and 30 dph elsewhere in the City of York;
- Option 3: As option 2, but place a restraint on housing density in the City Centre. In recent years the development of flats within the City Centre has resulted in the high-density levels. However, a policy could be pursued to encourage a different type of housing such as a greater focus on lower density, family homes. An example of this type of development is the residential area of Bedern, which has a density of 75 dph. A future density cap of 75 dph is, therefore, applied to the City Centre. This would accommodate approximately 16,579 homes in brownfield land to 2029.

NB.

- The Council is currently undertaking a Housing Land Availability Assessment and an Employment Land Review and it is possible that these will identify further sites.
- The housing need number used in Figure 6 above are derive from projecting the two emerging RSS scenarios and the information from the HMA forward to 2029.

Levels of Future Employment Growth in York

- 3.13 The importance of York's economy is recognised in both the emerging Regional Spatial Strategy (Dec 05) and the Regional Economic Strategy. It has also been considered recently in some detail through the work of **The Future York Group** who have undertaken an independent strategic review.

The Future York Group

- 3.14 The group recommend that York's economy should be doubled in value by 2026 and that the Council and its partners create an economy which supports knowledge-led businesses and promotes financial and professional service activities. Under these broad recommendation they indicate that Science City York should continue to be supported as a key programme for the future and they endorse the proposals of Science City York, of City of York Council, and of the University of York for the expansion of innovation activity including the provision of high quality sites and premises for science-based businesses. In relation to high quality sites the role of York Northwest is recognised. In addition they recommend that the Council engage full with the Leeds City Region and play an active leadership role in its development helping to ensure that York achieves the investment priorities that will help shape its long-term economic future.
- 3.15 The group made a number of key conclusions on employment land and premises. Their key recommendation is that 'the City of York Council ensure a sufficient amount and quality of employment land is allocated in the LDF to provide choice, and to support the City's economic development aspirations. This should be informed by an up to date review of supply and demand; should support the 'transformational' economic agenda for York'.
- 3.16 It is important in developing the LDF Core Strategy that full recognition is given to the regional context and consideration is given to the messages coming out of the work of **The Future York Group** who covered the issue of employment land and premises in some depth. To further aid the consideration of this important issue the Council have commissioned consultants SQW to undertake an Employment Land Review the first part of which is available to support the consultation on this document.

The emerging RSS (Submission Draft, Dec 05)

- 3.17 Emerging RSS indicates that all strategies, plans and programmes in the region should support the availability of sufficient land in sustainable locations to meet the needs of a modern economy. It includes employment land forecasts which it advises local authorities to take into account unless more detailed sub regional or local forecasts are available. The forecasts included for York indicate that within the period 2006-2016 the number of jobs in the local economy will change by between 953 less and 5,447 more full time equivalent jobs. This figure is used to predict how much additional land York will need for employment (B1, B2 & B8) and a figure of between 6ha less to 21ha more is given.
- 3.18 The Report of the Panel (March 2007) into emerging RSS has made several recommendations regarding the overall issue of employment growth including that forecasts should be revised to reflect more up to date figures. Government Office for Yorkshire & the Humber are currently considering these recommendations and will publish further changes for consultation in September. The emerging RSS (Submission Draft, Dec 05) is therefore used for this comparison in this document.

Employment Land Review

- 3.19 The Council considered that the figures coming out of the emerging Regional Spatial Strategy would undermine the York's economic role as a Science City, a sub regional economic centre and as a key economic area of the Leeds City Region. The emerging RSS itself acknowledges that York will require a significant supply of land over forecast trends. To consider these issues further the Council commissioned consultants Segal SQW to undertake an Employment Land Review (ELR). The aim of this review was both to provide an input into the Regional Spatial Strategy and to provide an evidence base for the Local Development Framework.
- 3.20 The review involved the preparation of forecasts for the York economy from 2006 to 2021 which were essentially trend based and reflected national econometric 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. The outcomes of this analysis suggests that between 2006 and 2021 an additional 16,006 full time equivalent jobs could be created in York. This figure was used to predict the amount of additional land that would be needed for employment (B1, B2 & B8). The 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 as highlighted in Table 3 and 4 below.

Table 3: Employment Change by Economic Sector

(Thousands)

	1986	1991	1996	2001	2006	2011	2016	2021
Manufacturing	18.810	18.814	15.522	12.763	9.368	9.096	8.715	8.405
Distribution, hotels and catering	17.530	18.697	19.089	19.387	20.808	22.168	23.296	24.373
Other services	18.223	20.942	23.302	24.357	29.222	31.454	33.399	35.433
Finance and Business Services	7.766	10.812	14.608	15.323	13.310	14.625	16.236	18.071
Construction, Transport and Other Sectors	14.655	13.876	14.301	19.142	17.710	18.378	19.189	20.141
Total	76.984	83.142	86.821	90.973	90.418	95.721	100.835	106.424

Table 4: Employment Land Need (2006 – 2021)

	Estimated Additional Need (hectares)
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
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
Total	23

NB. Table 4 identifies a negative demand against two employment categories, it should be noted that is not intended to reflect the current position, but change over the timescale identified. Full consideration would need to be given to the reallocation of this land to meet other employment needs.

3.21 The table 3 illustrate 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. They also demonstrate changes in the York's economy. More specifically they show:

- 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
- Growth in Other Services and in the Construction Transport and Other Sectors

A Comparison of Emerging RSS and the ELR

3.22 The figures produced both regionally and locally are based on different timeframes, so for ease of comparison, Table 5 below breaks them down into annual figures. The table compares annual job growth under the two scenarios rather than the employment land need. This is because the figures on employment land need used in the emerging RSS were based on broad regional averages rather than reflecting the characteristics of York as in the case of the ELR. This is reflected within the RSS document which recognises the importance of updating their figures using local forecasts and more up to date data. The consequence of this is that the RSS figure in converting employee numbers to a land need is likely to over estimate the latter in the York context. It should also be noted that in relation to the need figures highlighted, when considering sites it is usual to identify considerably more land reflecting the need for developer choice and implementation problems.

Table 5. Annual employment land and job growth projection

	Employment Land Review (Draft Report, SQW, Feb 2007) (2006-2021)	Emerging Regional Spatial Strategy (Submission Draft, Dec 05) (2006-2016)
Annual job growth (FTEs)	1060	Up to 545

3.23 The emerging Regional Spatial Strategy acknowledges the role of the York Sub Area as a key driver for the regional economy and notes its significant growth and diversification during the last twenty years including the role of Science City York. It also includes York as a part of the Leeds City Region which is identified for high levels of economic growth. Within this context however, it identifies a significantly lower level of growth for York than that advocated in the draft Employment Land Review. The figures included within the emerging Regional Spatial Strategy are largely trend based forecasts. The figure produced in the ELR reflect the continued potential for the Science City sector of the economy to grow based on the rates achieved between 1999 and 2006.

The Relationship Between Housing and Employment Growth in York

- 3.24 When considering sustainable growth it is important to look at the relationship between housing and employment growth. Where people live and work is an important factor in achieving development that minimises the use of the private car thus impacting on wider issues such as reducing impacts on global warming and congestion.
- 3.25 The 2001 Census indicated that there are 91,269 adults in the York area who are of working age and are economically active. It also tells us that 22,445 people currently travelling into York for work and 17,199 travel out each day. This means that in 2001 there was a *net inward commute* of 5,246 i.e. York needed over five thousand people to commute into the authority area to fill existing jobs. This reflects York's wider economic role as a key employment centre for a much wider sub area around York. All major economies draw in elements of their workforce from a wider area. It should be noted however that it is clearly important to consider the implications for commuting when making decisions on options relating to future employment and housing growth. To aid this Table 6 below predicts the likely increase in York's workforce under both housing growth scenarios alongside the predicted increase in the number of jobs under the two employment growth scenarios discussed.

Table 6: The Relationship Between Housing and Employment Growth (2029)

Key Facts	
Current Net Commute Into York	5,246
Impact of Housing Growth Options on York's Workforce	
	Predicted Increase In Working Population calculated from the two RSS housing projections.
Predictions calculated from RSS Submission Draft (Dec 05)	14,404
Predictions calculated from RSS Report of the Panel (Mar 07)	18,100
Impact of Employment Growth Options on the Number of Full Time Jobs	
ELR	24,380
RSS Submission Draft (Dec 05)	12,535

- 3.26 Table 6 shows for example that if the Emerging RSS housing figures are retained it is predicted that the working population of York will increase by 14,404. At the same time if the levels of employment growth in the ELR are projected forward to the end of the plan period there will a further 24,380 full time jobs. This clearly may have implications for commuting although it should be remembered that the impact of this will be substantially reduced if those who currently commute out of the authority are provided with job opportunities in York.
- 3.27 The concept of a positive net commute into York, or to put it more simply, having more jobs than employees living within the local authority area, is a natural outcome of York's sub regional role and is also reflected in other major economic centres. The development of York's nationally recognised Park and Ride service has been one way the Council has sought to manage commuting in a more sustainable way. If this option is followed however, it is clearly important that it is accompanied by sustainable transport measures.

Key Issues

Key Issue 3.a – What should the lifetime of York's Green Belt be?

- Option 1: Longer than the existing Regional Spatial Strategy period, to 2029;
or
- Option 2: Other. Please indicate giving reasons why this is the best option.

Key Issue 3.b – What annual provision should be made in York's LDF for future housing growth?

- Option 1: Support the figures included within the emerging Regional Spatial Strategy (Submission Draft, Dec 05), which would mean an annual average of 630 new dwellings (15,740 new dwellings to 2029); or
- Option 2: Support the figures included within the emerging Regional Spatial Strategy (Report of the Panel, Mar 07), which would mean an annual average of 791 new dwellings (19,780 new dwellings to 2029); or
- Option 3: Support the figures included within the emerging Regional Spatial Strategy (Report of the Panel, Mar 07) up to 2021 (12,980 new dwellings) and then the lower RSS figure of 620 dwellings up to 2029 (17,940 dwellings in total).



Key Issue 3.c – What housing densities should the LDF achieve?

- Option 1: Aim to achieve similar densities to those we have achieved over the last ten years. This would accommodate approximately 17,224 homes on brownfield land to 2029; or
- Option 2: Adopt a policy position which would seek to achieve densities greater than 60 dwellings per hectare (dph) in the city centre, 40 dph in the urban areas (the remainder of the urban area of York including Haxby and Wigginton) and 30 dph elsewhere in the City of York (This reflects the draft *Local Plan Changes 4* position). This would accommodate approximately 18,105 homes on brownfield land to 2029; or
- Option 3: As option 2, but place a restraint on housing density in the City Centre. In recent years the development of flats within the City Centre has resulted in the high-density levels achieved. An example of this type of development is the residential area of Bedern, which has a density limit of 75 dph. However, a policy could be pursued to encourage a different type of housing such as a greater focus on lower density, family homes.. This option therefore applies this lower density to the city centre. This would accommodate approximately 16,579 homes in brownfield land to 2029.

Key Issue 3.d – What levels of employment growth should the LDF Core Strategy strive to achieve?

- Option 1: Support figures similar to the employment growth projections expressed by the Employment Land Review (SQW, June 2007); or
- Option 2: Support figures similar to the employment growth projections expressed by the Regional Spatial Strategy (Submission Draft, Dec 05).

Key Issue 3.e – How should the LDF respond to the changing character of York's economy? (please indicate which of the following options should underpin the approach taken)

- Option 1: Support the continued development of Science City York and other knowledge-led businesses; and/or
- Option 2: Promote financial and professional service activities; and/or

Option 3: Attempt through the provision of sites to readdress the decline in the manufacturing sector; and/or

Option 4: Creative industries; and/or

Option 5: Support and promote other sectors of the economy (please name)

Key Issue 3.f – In responding to the changing character of York’s economy please indicate whether you consider the following options to be appropriate in guiding the identification of sites?

Option 1: Apply the following site criteria:

- (i) use of previously developed land (brownfield land);
- (ii) promote city and district centre locations, followed by sites within the main urban area before considering other options
- (iii) Market demand
- (iv) Site accessibility by: public transport; the rail network; and walking and cycling.
- (v) proximity to University and other institutions
- (vi) Other factors please indicate.

Option 2: Apply the criteria shown in Option 1, but prioritise market demands;

Option 3: Apply the criteria as shown in Option 1, but prioritise other factors identified (Please indicate which).

Section 4: Housing mix and type

Introduction

- 4.1 This section deals with issues such as what future mix and type of housing will be needed to meet York's long-term needs, and how the Council should develop a policy approach to help people get better access to the housing market.

Background

- 4.2 In the previous '**LDF Issues and Options Consultation Summer 2006**' the Council suggested that new housing development should provide for housing types and tenures that address local need. Firstly, the Council asked whether any other specific group could be identified further to the following:
- families;
 - those who require housing at affordable rates, with the emphasis on affordable rent;
 - student accommodation;
 - housing for older persons, including care homes and sheltered accommodation;
 - housing built to 'lifetime homes' standards;
 - gypsies and Travellers.
- 4.3 The Council also asked whether it should promote a mix of housing types on all sites, in particular affordable housing to meet York's needs.
- 4.4 Respondents told the Council to increase the supply of new affordable housing, and highlighted that it is important that the Council provides for a range of tenures. Respondents suggested that new housing development should in particular support the needs of specific groups (albeit through differing means).

New evidence base

Housing Market Assessment (HMA) (June 2007)

- 4.5 The City of York HMA is a tool that affords the Council and its partners a more rounded understanding of how the housing market operates in York. It draws out some of the big housing issues in York and suggests ways in which the Council could provide for future needs.



Context - York's housing markets

4.6 The HMA identifies three distinct housing sub-markets in York - the urban, sub urban and rural areas. The extent of these markets is shown on Figure 7. While some housing market patterns are apparent across all three sub-markets, some are specific to each. Set out below are some of the key differences between the three housing markets.

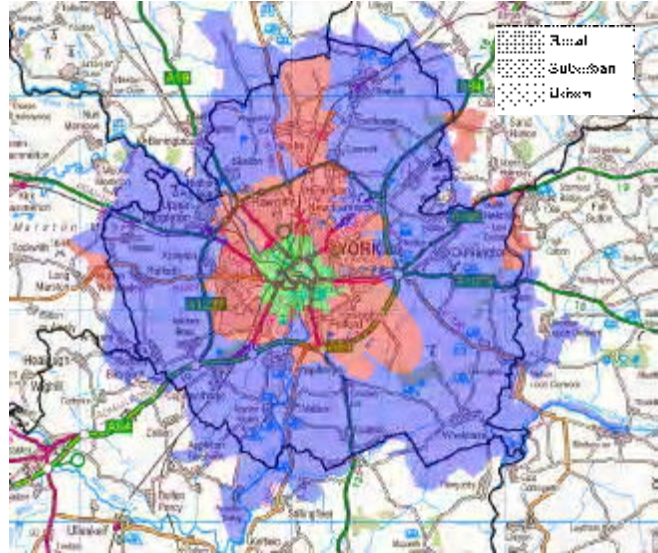


Figure 7: York's distinct housing markets

- The suburban area provides housing for almost $\frac{3}{4}$ of first time buyers.
- As might be expected, flats and terraced properties dominate in the City Centre, with semi-detached and detached homes the main stock in suburban and rural areas.
- There are fewer small (1 person) households in the rural areas.
- First time buyers tend to buy disproportionately in the suburban rather than rural or central urban areas.
- Those entering the housing market who move to the City Centre generally do so through the rental market.
- While the split of single pensioner households, or 2 adults without children, is fairly constant across all 3 market areas, families with children tend to gravitate to the suburbs or rural areas.
- Those living in the suburbs tend to be more likely to work in York than those in the urban area.
- Property prices are generally higher in York's rural areas and there is a limited supply of rural affordable housing.

4.7 In the context of the housing markets set out above, the remainder of this section outlines some of the key housing issues in York with regard to mix and type drawing on the outcomes of the HMA.

Housing affordability

The income / house price gap

- 4.8 There is a significant gulf between average earnings and average house prices. The lowest house prices in York vary from around £114,500 to £242,000 depending on the size of the dwelling, and equivalent weekly rents in the private sector vary from £109 to £213. These are more than double weekly rents in the social rented sector, at £59 to £79. This wide gap means that intermediate housing (at a cost halfway between social rent and private rent) is prohibitively expensive for those in affordable housing need. Many households are already spending more around 50% of their incomes on housing.
- 4.9 House prices are 27.9% higher than the regional average. Given that the mean average income of newly forming households is £9337, and they are unlikely to have any significant savings, this generally means that those forced into private rental properties because of high purchase prices are unlikely to be able to save money towards buying a home in the future.

Affordable housing need

- 4.10 The HMA suggests that housing need is much higher than was previously thought, identifying need for some 1162 affordable units each year, which is well in excess of York's overall housing provision. As need is so high there is a desire to maximize the delivery of affordable housing, but not at the expense of stifling the housing market, and it is clear that York's affordable housing shortage cannot be addressed through planning policy alone. The HMA supports the continuation of a policy approach including a 50% affordable housing target. In addition the HMA highlighted a severe shortage of affordable housing in York's rural villages, where house prices are significantly beyond the reach of average first time buyer incomes in particular. This suggests that it could be appropriate to allow rural exception sites, where planning permission may be granted on small sites to provide for local affordable housing need.
- 4.11 When considering meeting affordable housing need, in addition to social rented housing, methods such as discount for sale can be considered. However, the HMA indicates that with regard to discount for sale housing, at the 2-bed level, it would require a discount of about 60% to be usefully affordable. Therefore discount for sale, and shared ownership, where used, are more likely to be useful as 'low cost market' housing for those unable to buy outright in the open market. The overall conclusion drawn from the study must be that it is hard to see that anything but social rented housing can meet the stated housing need.

Housing type and mix

- 4.12 The HMA considers the mix and type of housing that is likely to be needed in York. Whilst the main requirement in both the market and affordable housing sectors is for two bedroom properties, over 40% of the market demand and 25% of the affordable housing demand is for 3/4+ bedroom properties. Broadly demand is for houses rather than flats, which falls in line with wider Government objectives to create mixed and balanced communities (see 'The needs of families' section below).

The needs of particular groups

Older person households

- 4.13 More than a quarter of households in York contain only older people, with the majority concentrated in the outer suburbs. Of these households, nearly two thirds contain at least one person with support needs. Older person households tend to be smaller; the number with more than two people is less than one percent. Despite this they do not on average live in much smaller houses, with 47.3% living in houses with more than 2 bedrooms. This group makes up the largest number of under-occupied households: almost 60% of 3-bed houses are under-occupied, containing a household currently requiring only 1 bedroom. Looking at 4+ bedroom houses, more than 75% in this groups occupancy are under-occupied.
- 4.14 When one considers that the number of people over 60 living in York is to increase by 10,700 (some 26%) over the next 15 years, this will have a significant impact on local housing requirements as these households are more likely to require some form of specialist housing (particularly the 85+ age group). There is likely to be a impact on the outer suburbs, and the village of Bishopthorpe in particular, where one third of all households are currently entirely or partly made up of older households.

The needs of families

- 4.15 As shown in Figures 8a and 8b below, between 2003 and 2006 almost two thirds of the housing development in York was flatted, whereas nearly two thirds of demand is for houses. The need for houses rather than flats was a key factor in the grant of two recent major call-in planning applications in York, for Germany Beck and Derwenthorpe housing developments.



Figure 8a: Housing completions 2003-2006

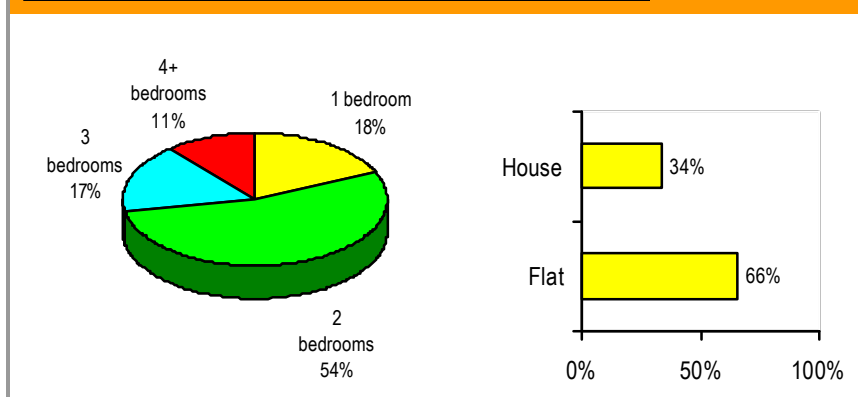
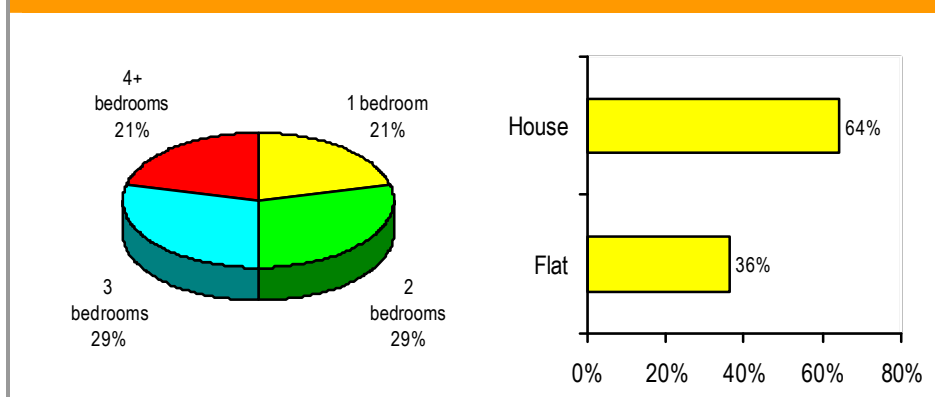


Figure 8b: Size and type of housing required (all tenures)

Source: HMA



Households with support needs

- 4.16 In York one in six households contains at least one person with a support need, whether a physical, mental or sensory disability, and these households are much more likely to currently live in unsuitable accommodation. Many of this group spend more than 50% of their income on housing, as their financial capacity is generally lower.

Gypsy and traveller housing needs

- 4.17 Considering its size, York has a proportionally high number of Gypsy and Traveller caravans compared with the regional and national average, with 85 authorised caravans on 55 council provided social rented pitches. This level of occupation indicates that these sites are well used. Unlike many other parts of

the country there are no privately owned sites in York. Given the nature of Gypsy and Traveller housing needs, a separate housing needs survey is currently being conducted at a sub-regional level to assess the likely demand for permanent sites, types of accommodation and alternative housing options for this group to 2021. It is clearly important that the LDF responds to needs identified by this study.

Student households

- 4.18 York contains a number of universities and colleges, the largest by far in terms of housing being the University of York and York St. John University. The HMA estimates that around 40% of the University of York's full-time students live off campus. If a similar proportion of York St. John students lived in York's housing stock this would total about 5,970 students between the 2 institutions. The majority live in large, shared privately rented households. The University of York's planned expansion will increase the number of students in York, but will have extensive on-site accommodation to provide for the demand created by the increase in student numbers.

Key Worker households

- 4.19 For the purpose of the HMA key workers are defined as teachers, social workers, clinical healthcare staff, emergency services and prison/probation officers. Compared to the York average this group tends to have higher financial capabilities, spending a smaller proportion of their incomes on housing, and have a lower level of housing need. However, the study does indicate that around 1,000 key worker households in York cannot afford open market housing, although their current accommodation is generally regarded as suitable.

Black and Minority Ethnic (BME) households

- 4.20 York has a rapidly growing BME population, although at the present time it remains comparatively low as a proportion of the overall population compared to many British cities. A large proportion of the ethnic minority population are students, and so the rapid increase in ethnic minority population may be related to the rapid expansion of the city's universities, and in particular the increasing proportion of international students in British universities. The BME population is not evenly distributed across the city; the proportion of the population in Heslington stands out in particular, as 27.2% BME, or 13.3% non-white, which is likely to be linked to the University of York. The BME households are disproportionately young; only 10.1% are pensioner households, while nearly two thirds (63.6%) are all-adult households without children. Tenure statistics reveal that BME households are considerably more likely to live in private rented



housing. However, the difference in distribution of tenures is not radical, reflecting the broad group of people that fall under the BME definition.

Key Issues

- 4.21 Following consideration of the HMA we would appreciate your views on the following issues and options relating to the affordability and type and mix of housing. With regards to affordability it should be noted that the emerging **Regional Spatial Strategy** sets a target for high demand areas such as York, that at least 40% of new homes on sites over 15 dwellings (or over 0.5 hectares) should be built as affordable, to enable the Region to increase its provision of affordable housing and address need. The LDF will have to support this approach, however it may be suitable to set alternative higher targets given the identified need in York. National planning guidance supports this where viable, including in rural areas.
- 4.22 When considering this issue it can be observed that the actual need for affordable housing in the city outstrips the total supply coming forward each year. However, whilst in effect there is technical justification for 100% affordable housing, policy options for setting an affordable housing target must be recognised as a balance between maximising opportunities for providing affordable housing, in line with Government objectives, an understanding of site viability, and the need to achieve mixed and balanced communities.

Key Issue 4.a – What approach should the LDF take to delivering affordable housing in York’s main settlements, as determined by the spatial strategy?

Level of affordable housing sought:

Option 1: Continue the Local Plan approach, which seeks 50% affordable housing; or

Option 2: Introduce an affordable housing target closer to the Regional Spatial Strategy target of 40%.

Threshold at which affordable housing will be sought:

Option 1: Continue to seek affordable housing on sites of 15 dwellings/0.3ha or over, in line with the current Local Plan approach; or

Option 2: Lower the site threshold to less than 15 dwellings/0.3ha if this would make a considerable difference to the amount of affordable housing produced. There is clear evidence of a large proportion of



sites coming forward below the current threshold of 15 in York, with opportunities for providing affordable housing on these sites being lost.

Key Issue 4.b - What should be York's future approach to delivering affordable housing in York's rural areas?

Option 1: To continue with the Local Plan requirement seeking 50% affordable housing on sites of 2 dwellings/0.03ha in rural areas; or

Option 2: Reconsider the threshold/proportion of affordable housing being sought onsite (please state whether you support a higher or lower threshold); or

Option 3: Specifically identify rural sites, where 100% of housing on site would be affordable.

Key Issues 4.c – What approach should the LDF take to providing affordable housing?

Option 1: Provide a mix of social rented and discount for sale e.g. as per the Local Plan approach, which seeks 90% for social rented and 10% for discounted sale; or

Option 2: Provide all affordable housing as social rented and introduce a separate target for discounted sale or intermediate market housing (housing above affordable rates but below market rates).

Key Issue 4.d – HMA findings demonstrate a demand for more family housing as opposed to flatted developments. Do you consider that family housing should be a priority in providing new housing as part of the LDF? If not, what other types of housing do you consider to be a priority?

Key Issue 4.e – As set out previously, in the 'LDF Issues and Options Consultation Summer 2006' the Council suggested that housing should be provided to meet the needs of the following groups:

- Families;**
- Students;**
- Older persons;**
- Gypsies and Travellers;**
- Those requiring housing at affordable rents;**
- and those requiring housing built to 'lifetimes homes' standards.**

These groups have also been identified through the HMA. Are there any further groups which you think have particular housing needs which need to be addressed?

Section 5: The Role of Retail and Leisure

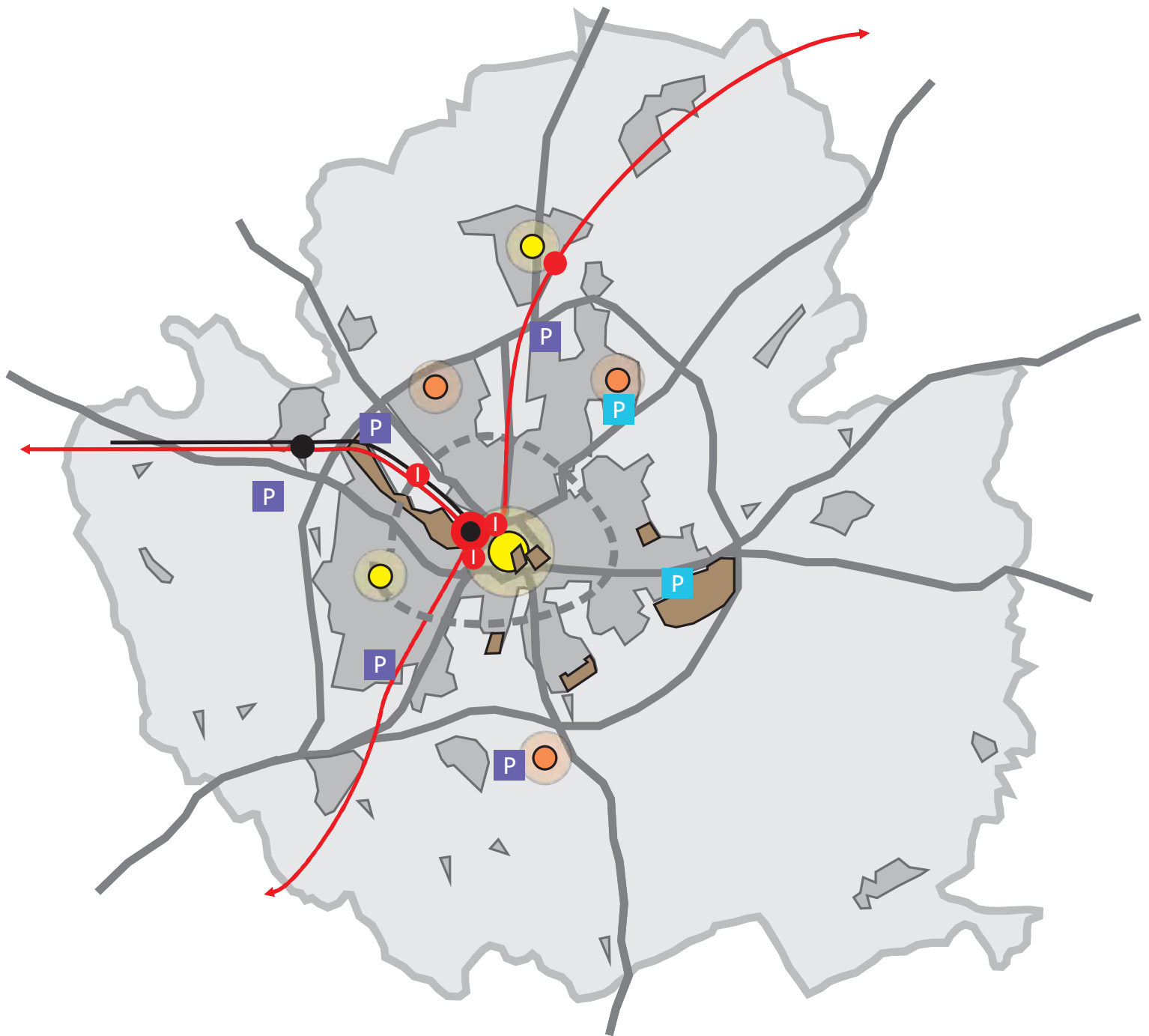
Introduction

- 5.1 York City Centre plays an important role as a regional and local retail destination. The character of the City Centre is enhanced through the smaller independent shops which, in many cases, sell specialised goods that cannot be found in the larger shops across York.
- 5.2 In response to the previous '**LDF Issues and Options Consultation Summer 2006**' York's unique character and the qualitative aspects of shopping in York were raised as the focus for retail rather than growth per se. York was not considered to compete directly with Leeds or Hull in terms of its retail offer.












Background

- 5.3 York City Centre is a vibrant and healthy centre with a wide range of shops and services. These range from national retailers to independent department stores and smaller independent shops. There is also a range of leisure facilities in York City Centre including: two theatres, a cinema, approximately 100 public houses, 4 nightclubs and approximately 100 restaurants. The City of York currently has two district centres: Acomb, which is located within the urban area to the west of the centre; and Haxby out side the urban area, located to the north (see Figure 9). These centres both provide a range of shops and services including banks, post offices, food shops, supermarkets, pharmacies and doctors surgeries. York also has a number of out-of-centre retail destinations. Monks Cross shopping park is located to the north of the City Centre on the outer ring road, and consists of a number of high street retailers such as Next, Boots and Marks and Spencer along with two large supermarkets. Clifton Moor Retail Park is located to the north of York, and consists of a large supermarket, a number of retail warehouses, a multiplex cinema, leisure club and industrial and office units. The Designer Outlet located on the A64/A19 interchange offers a range of discounted designer and high street stores.

Figure 9: Retail and Leisure Issues Map



Key

- | | | | |
|---|--|---|---|
|  | Major development opportunities |  | Existing Park and Ride sites |
|  | Existing centres (City Centre, Acomb and Haxby District Centres) |  | Main rail network |
|  | Existing out-of-centre retail destinations |  | Proposed tram-train |
|  | Indicative orbital bus route |  | Existing rail halt |
|  | New/relocated or enhanced Park and Ride |  | York Station |
| | |  | Proposed rail halt/
Public Transport Interchange |

Where should retail and leisure be focused

- 5.4 The current **Local Plan** identifies those centres in York where investment in new retail development will be promoted and existing retail supported, in accordance with national guidance. This hierarchy gives clear priority to York City Centre as the main focus of retailing activity in order to protect its role as a sub-regional shopping centre, and secondly to Haxby and Acomb District Centres.
- 5.5 Government guidance asks local authorities to identify, through consultation, the centres within their areas where retail and leisure development should be focused to provide for the different needs of their catchment area. For York this catchment area extends out to include Malton, Driffield, Goole, Wetherby, Thirsk and Pickering, and the settlements in between. York's retail role is also enhanced by the 4 million tourists each year, which means it fulfills a wider retail role than many typical sub-regional retail centres.
- 5.6 In line with Government guidance, retail consultants undertook a study for York in October 2004 which examined the health of the City Centre and the future need for additional retail floor space (Roger Tym and Partners, October 2004).
- 5.7 The retail study concluded that in terms of convenience (food) shopping there is a significant amount of floor space in out-of-centre locations, and that the Council should take a cautious approach to new food store proposals unless they help to meet the need for improved customer choice and access in York City Centre and other district and local centres. In terms of non-food shopping, the retail study demonstrates that there is a clear need for additional floor space in York City Centre with priority for a new development store and modern larger sized unit which cannot be accommodated in the Historic Core, so that it can remain a healthy and vibrant city centre and can compete with other out-of-centre locations within the York area and regional centres such as Leeds and Hull.



Key Issues

Key issue 5.a – Level of future retail provision

For York to remain competitive with other regional centres such as Leeds and Hull, the LDF will need to consider retail growth. Which of the following approaches do you consider to be most appropriate?

Option 1: York continues to hold onto its share of the regional market; or

Option 2: York increases its share of the regional retail market;

Key Issue 5.b – Key areas of retail growth

The **Local Plan** identifies York City Centre and Acomb and Haxby District Centres (as shown on the Retail Issues Map figure 9) as the focus for new retail growth. Which of the following options would best support York's retail role:

Option 1: Direct growth first to York City Centre, then to Acomb and Haxby district centres; or

Option 2: As Option 1 above, and also provide for a new centre/s, where there is an identified need. This could include consideration of existing retail destinations, such as Monks Cross or Clifton Moor, or provide for new need likely to be generated by the City's major development opportunities, such as York Northwest.

Section 6: Design and Construction

Introduction

- 6.1 This section aims to ensure high quality development in York, through a policy approach that delivers good and inclusive design and ensures the efficient use of resources. It also considers York's future approach to energy generation and use.

Background

- 6.2 Issues surrounding design and construction relate to two broad themes: firstly, how policy can influence the technical aspects of a building's construction and use to ensure sustainability, and secondly, how to ensure that the aesthetics and design of new developments reflect the quality of their surroundings.
- 6.3 The previous '**LDF Issues and Options Consultation, Summer 2006**' debated the latter issue by considering the means by which the Council should develop policy to ensure the highest quality of design in York. This considered the role of place specific design guidance, such as Village Design Statements and the role of city wide design principles, such as those set out in CABE's '**By Design**' document. Whilst respondents were generally supportive of the CABE principles, they considered that it was not sufficient to rely solely on city-wide principles and felt that there were some aspects of design which were not adequately covered by CABE.
- 6.4 In terms of the technical aspects of sustainable design the previous '**LDF Issues and Options Consultation Summer 2006**' discussed the ways in which the Council can significantly improve the energy efficiency of buildings by promoting sustainable construction methods and materials. In terms of the energy used during construction and during the lifetime of a building, the Council asked whether it should seek to provide this from sources which are renewable and which release fewer harmful emissions into the environment. The importance of the issues of energy consumption, renewable energy generation, and efficiency measures in waste, water and energy were also highlighted.
- 6.5 During the previous consultation the Council suggested using the energy hierarchy to guide any future energy policy approach. The hierarchy encourages reducing energy use, improving energy efficiency and developing renewable energy technologies (such as wind, biomass and photovoltaics) in preference to further draining non-renewable resources such as gas and coal. The Council also highlighted the draft **Regional Spatial Strategy** target to generate 11.22MW of energy from renewable sources in York by 2010.

- 6.6 Respondents supported improving efficiency in all aspects of the design, build and use of buildings.

New Guidance

- 6.7 New government guidance advises that assessments such as **BREEAM** / '**Code for Sustainable Homes**' are used to rate the environmental qualities of new and renovated buildings. These have been designed to help tackle climate change, resource use and impact on wildlife, and balance these issues against the need to provide safe and healthy homes and a high quality of life. Neither assessment is currently mandatory, although the Government is considering making assessment under Code standards mandatory in the future.

BREEAM

- 6.8 **BREEAM** assesses design in the following areas: energy; water; pollution; materials; transport; ecology and land use; health and well-being. Credits are then awarded in each of these areas according to performance, and are combined to provide an overall rating for the development on a scale of PASS, GOOD, VERY GOOD or EXCELLENT. The Council believe that all development which is tested by **BREEAM** in York should as a minimum meet the 'VERY GOOD' rating. This would require development proposals to demonstrate that they have contributed to a reduction in carbon emissions and other pollutants. Information on these measures could be submitted with a planning application.

Code for Sustainable Homes

- 6.9 The '**Code for Sustainable Homes**' is intended as a single national standard to guide industry in the design and construction of sustainable homes. New build residential development rated highly by the Code's assessment would benefit from lower greenhouse gas emissions and would better adapt to climate change (having proven water efficiency and measures to deal with surface water run-off). In addition to these higher sustainability credentials, resource efficiency would bring lower running costs, so helping to reduce fuel poverty.

Renewable Energy

- 6.10 The draft **Regional Spatial Strategy** requires at least 10% of the energy to be used in sizeable new development to come from on-site renewable energy sources. However, it provides no definition of what constitutes 'sizeable' development, although National Government defines 'major' development as



proposals for 10 or more homes, or for residential development on sites of 0.5 hectares and above, and for industrial or commercial development of more than 1,000 sqm of floorspace or occupying more than 1 hectare.

- 6.11 The draft **Regional Spatial Strategy** also highlights the need to consider large-scale renewable energy generation. The **'Delivering Sustainable Energy in North Yorkshire'** (2005) guidance, which was produced to inform the potential for renewable energy in the sub-region, suggests a number of criterion for local authorities to use to assess proposals for stand-alone renewable energy facilities, including wind, biomass, hydro and photovoltaics. The criteria are based around considering the appropriateness of scale and location; the need to avoid any unacceptable environmental or amenity impacts; and the need to ensure that the proposed development does not compromise green belt and nature conservation designations.

Key Issues

Key Issue 6.a – The previous 'LDF Issues and Options Consultation, Summer 2006' discussed the potential of introducing city-wide design principles, such as those set out in CABE's 'By Design'. Which of the following do you think should underpin the design policies for the LDF?

Option 1: establish a set of city-wide principles based on those set out in CABE's 'By Design'; or

Option 2: use the CABE principles but supplement these with other standards, for example by including principles which are specific to York. Please include details of what additional principles you think should be included.

Key Issue 6.b – The future LDF policy approach will require all applications for new development to consider sustainable design and construction, however, what scale of new development should require a Code for Sustainable Homes (residential) or BREEAM (non-residential) assessment?

Option 1: As per the government guidance definition of a 'major' development, i.e. proposals for 10 or more homes, or industrial or commercial developments of more than 1,000 sqm of floorspace; or



Option 2: A lower, York-specific threshold (e.g. sites of 5 or more dwellings, and commercial development where floorspace is more than 500sqm). While there have been some notable large scale developments in York over the past few years, the majority of planning applications determined by the Council are of a smaller scale. For example, in the year ending March 2006, there were 371 unimplemented or part implemented planning consents for residential development, providing some 2774 residential units in total. Of these, more than ? were for sites of less than 4 dwellings.

Key Issue 6.c – Should the Council require new development to meet at least 10% of its energy needs through on site renewable energy generation on:

Option 1: sites of 1000sqm commercial or 10 or more residential units, (i.e. on 'major' development sites only, as defined by Government); or

Option 2: sites of 500sqm commercial or 5 or more residential units, recognising the smaller scale of the majority of development sites coming forward in York; or

Option 3: all sites, with the aim of achieving York's maximum potential regarding contribution from new development; or

Option 4: one of the three options outlined above but incorporating an alternative approach for buildings in conservation areas and listed buildings, in recognition of their special character.

Key issue 6.d – The Core Strategy needs to consider how the Council will assess the impact of stand-alone renewable energy generators. Do you think that the criteria set out in 'Delivering Sustainable Energy in North Yorkshire' (below) would provide for a comprehensive assessment of the impact of proposed renewable energy schemes in York, including wind, biomass, hydro and photovoltaics?

- the appropriateness of the location and scale in relation to:
 - its impact on visual amenity and on the character and sensitivity of the landscape (size, location and design should be informed by landscape character assessment);
 - the potential for cumulative impacts of more than one scheme; and
 - its accessibility by road or public transport.

- the need to avoid any unacceptable environmental or amenity impacts (such as noise, dust, odour etc);
- the need to ensure that the proposed development does not compromise:
 - the 'openness' of the green belt;
 - the objectives of nationally designated areas; and
 - the integrity of internationally designated areas and features and/or species of nature conservation importance.

Section 7: Open Space & Sports Facilities

Introduction

- 7.1 It is important that the LDF considers the quality, quantity and accessibility of Open Space facilities across York together with the amount and type of built sporting facilities. This is in order to assess the existing and future needs of York.

Open Space

- 7.2 Responses from the previous '**LDF Issues and Options Consultation Summer 2006**' suggested that an open space survey needed to be undertaken in order to analyse the current gaps in provision. Since the consultation last summer the '**City of York Council Open Space, Sport and Recreation Study**' (2007) has been undertaken and is now a fundamental part of the LDF evidence base.
- 7.3 The study aims to develop a strategy for York which sets out the goals, objectives and key priorities for the delivery of open spaces to meet present and future needs. The first phase of the study has identified the local need, local provision and suggested local provision standards for York. These local provision standards identify the quantity, quality and accessibility of each type of open space. The key findings of the 'City of York Council Open Space, Sport and Recreation Study' are set out below in Table 7.

Table 7 Key Findings of the Open Space, Sport and Recreation Study

Parks and Gardens	Natural & Semi Natural Open Space	Amenity Green Space
<ul style="list-style-type: none"> •Parks currently highly valued by residents, children and visitors. •54% of residents perceive quality of existing parks to be good. •Majority of residents perceive the quantity of parks as adequate. •We currently have enough parks and gardens within the City. •Emphasis on maintaining and improving quality. •Achieving a quality vision would be challenging. •Important to have a range of facilities with good design. •Parks and gardens should be located close to local facilities. •A 15 - 20 minute walk time to parks and gardens is preferred. 	<ul style="list-style-type: none"> •Frequent usage despite lack of awareness of all sites available. •Residents are generally happy with existing sites. •Divided opinions regarding quantity of provision. •Recognised value of improving quality. •We need a balance between biodiversity and human use. •Recognise the importance of community involvement and promotion of its benefits. •Local facilities are essential – a 15 minute walk time to natural and semi natural open space is preferred. 	<ul style="list-style-type: none"> •Amenity Green Space is particularly important for young children. •There are wider benefits of amenity areas in urban landscapes. •Divided opinions about the quantity of existing provision. •We need slightly more facilities than we currently have in York. •Concerns surrounding quality of existing sites. •Importance should be placed on having a minimum acceptable size. •Focus should be on cleanliness and maintenance of facilities. •Local provision is important – a 5 minute walk time to amenity green space is preferred.
Provision for children and young people	Outdoor Sports Facilities	Allotments
<ul style="list-style-type: none"> •Overall dissatisfaction with current provision. •Concern that provision for children and young people could potentially have a detrimental impact on other adjacent types of open space (for example due to noise and disturbance of playing children and young people). •Current quantity does not meet local need. • Provision for children and young people needs to be original, innovative and varied. •Children’s views need to be directly considered in design of the facility. •Provision needs to be close to home - a 10 - 15 minute walk time is preferred. 	<ul style="list-style-type: none"> •Types of outdoor sports facilities are wide ranging. •Perception of quantity is varying, depending on type of facility – insufficient synthetic pitches and tennis courts, overall shortage of pitches but a small increase in provision especially in urban areas. •It is important to enhancing the quality of facilities, where appropriate. •Recognise the Importance of ancillary accommodation. •It is important to take a realistic view of access to sports facilities – a 15 minute walk time / 20 minute drive time is preferred. 	<ul style="list-style-type: none"> •Provision is demand led •There is Increasing demand and awareness of allotments. •There is currently an uneven distribution of provision. •There are currently waiting lists for allotments. •Changing trends in housing affect demands for allotments. •Provision of ancillary facilities needed. •Access to allotments needs improving. •Having an allotment helps you to have a healthy lifestyle.

Key Issue – Open Space

Key Issue 7.a – When addressing the deficiencies in open space in York, which provision standards should be considered most important?

- Option 1: The **Quantity** of the open space type; or
- Option 2: The **Quality** of the open space type; or
- Option 3: The **Accessibility** of the open space type; or
- Option 4: The Quantity, Quality and Accessibility should all be considered as equally important; or
- Option 5: Other provision standards should be considered (please explain).

Key Issue 7.b – In considering the approach set out in Key Issue 7.a which covers quantity, quality and accessibility of open space provision, we would like your views on the following:

- i) Do you think the ‘City of York Council - Open Space, Sport and Recreation Study’ has covered the correct types of open space?
- ii) Are there any other types of open space which you think should be taken into account?
- iii) Should the types of open space be given greater value than others? If so, how should this be done?

Built Sporting Facilities

7.4 Responses from the previous ‘**LDF Issues and Options Consultation Summer 2006**’ agreed that there is a general need for sporting facilities across the City, with an emphasis on the provision of facilities for young people. Mixed views were received regarding the potential of a single large community sports stadium. Further information regarding built sporting facilities can be found in the ‘**Sports & Active Leisure Strategy**’ for York, which has been produced by the Active York Partnership. Chapter 4 of the Strategy, entitled ‘**Excellent Facilities**’, identifies the 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.

7.5 To meet the demand and fill the gaps identified within the Strategy, 'Active York' proposes that existing facilities should be protected and enhanced and new facilities be developed, only if they fill identified gaps in provision and if suitable supporting infrastructure exists, or can be established to manage and maintain them.

Key Issues - Built Sporting Facilities

Key issue 7.c - To assist in addressing built sporting deficiencies in York, which of the following options do you consider should influence the LDF Core Strategy?

Option 1 : Seek to deliver provision relating to the deficiencies set out in Chapter 4 of the Sports and Active Leisure Strategy for York? or

Option 2: Prioritise particular deficiencies set out in the Sports and Active Leisure Strategy for York? or

Option 3: Prioritise other built sport facilities (please specify).

Please indicate which of the following options should underpin the policy approach. If you believe that more than one of the following options should be progressed, please prioritise the importance of the option selected and provide any further comments where appropriate.

Section 8: Education Facilities

Introduction

- 8.1 The City of York Council is responsible for 11 secondary schools, 46 primary schools, 4 junior schools, 4 infants schools and 2 special schools. This section considers provision in relation to demand and accessibility.
- 8.2 York also has five, further and higher educational establishments and consideration is given to the factors which could be applied to determine York's future policy approach. This includes the consideration of issues such as student housing and accessibility.

Schools

- 8.3 The '**School Organisation Plan**' (2003-2008) indicates that current demographic projections show declining pupil numbers in both primary and secondary schools for the foreseeable future, and although there are no projections beyond 2010, this trend looks likely to continue. The Council therefore considers that it is important to reduce surplus capacity where appropriate, and ensure that additional places are made available if there are areas of deficit. It should also be noted that the demand for school places is determined by a number of key factors including birth rates, migration patterns, housing development and parental preferences.
- 8.4 The Central Government Initiative, '**Building Schools for the Future**' (BSF), aims to rebuild or renew every secondary school in England over a 10-15 year period. The LDF will therefore have a role in both delivering this initiative and for guiding all school facility development, taking into account York's aforementioned local circumstance / needs.
- 8.5 Responses from the previous '**LDF Issues and Options Consultation Summer 2006**' indicated that existing school buildings and sports facilities should be made available to the residents of York, at evenings, weekends and school holidays. However, it was also highlighted that current access to educational facilities is an issue.

Key Issues – Schools

Key Issue 8.a - What factors should underpin the LDF Policy Approach to primary and secondary education to address future need and to ensure high quality provision (including addressing the requirements of Building School for the Future initiative)?

Option 1: Identify sites for future 'New Build' educational facilities where need can be demonstrated; or

Option 2: Promote the redevelopment of existing education sites including allowing for co-location where appropriate.

Further and Higher Education

- 8.6 National and regional guidance both indicate that the expansion and continued improvement of higher education establishments is important to economic growth, social inclusion and regeneration.
- 8.7 The York Community Strategy also recognises the continued growth of York's further and higher education facilities and retention of skilled graduates as important assets to both York's and the wider region's respective economies.
- 8.8 Responses from the previous '**LDF Issues and Options Consultation Summer 2006**' indicated that further and higher educational establishments should be integrated further within the city, to prevent segregation. The LDF must therefore play a key role in delivering this.
- 8.9 York currently has the following further and higher education facilities (as highlighted in Figure 1).

Askham Bryan College

With approximately 3,712 students, the main campus of Askham Bryan College is based near Askham Bryan, 4 miles south west of the centre of York. It also has agricultural centres at Pickering, Bedale, Harrogate and Guisborough and provides courses in agriculture, horticulture and other countryside activities.

York College

With approximately 9,462 students, York College was formed in 1999 by a merger of York Sixth Form College and York College of Further and Higher Education. The college initially operated from two sites; one on Tadcaster Road

and the other on Sim Balk Lane. However, a planning application was approved in March 2005, allowing the colleges to consolidate on to the Sim Balk Lane site. This new campus is due to open in Autumn 2007 and increases the floorspace of the site by approximately 10,000 sqm.

The College of Law

With approximately 579 students, the College of Law, located on Bishopthorpe Road, is a registered charity in the United Kingdom which provides legal training for students and professionals.

York St John University

With approximately 6,460 students, the York St John University occupies a 3.2 ha (32,000 sqm) City Centre campus on Lord Mayor's Walk. A new state of the art facility has been proposed to accommodate new learning facilities and is forecast for completion for the 2008/2009 academic year.

The University of York

With approximately 13,750 students, the University of York is located in Heslington which is 2 miles East of the City Centre. In May 2007 the University was granted approval for an additional campus called 'Heslington East' which is scheduled to be developed over the next 20 years between Heslington Village and Grimston Bar Park and Ride (as illustrated in Figure 1 (Section 1:Vision)). The campus will include: University and ancillary uses; Science City York uses and its supporting services; Housing for University of York staff and students; and Arts, cultural, sports and social facilities. The development is projected to increase the number of students by 5,400, create 2,000 jobs at the University and 2,500 related research jobs.

Key Issues - Further and Higher Education

Key Issue 8.b – In relation to all York's further and higher educational establishments, which of the following options should underpin the policy approach in the LDF Core Strategy? If you believe that more than one of the following options should be progressed, please prioritise the importance of the option selected and provide any further comments where appropriate.

- Option 1: Consolidate new development within current or identified further and higher educational sites; or
- Option 2: Provide student housing in relation to the expansion of student numbers; or
- Option 3: The need to ensure a sustainable transport system; or



Option 4: Promote public access to sporting facilities, cultural and social facilities connected to the education institution.

In addition to the above options, which of the following should underpin the LDF policy approach in relation to the University of York?

Option 5: Provide for Science City York and Research and Development uses; and /or

Option 6: Maintain or enhance the parkland setting, views and ecology of the campuses.

Please indicate whether policy option 1 or 2 should be undertaken.

Section 9: Health Facilities

Introduction

- 9.1 Government guidance recognises that health provision in sustainable locations assists in helping to create a strong, stable and productive economy by providing improved access to health facilities. In line with this guidance this section recognises that health facilities are vital within a community and consequently aims to ensure they are developed at the correct locations across York.

Background

- 9.2 Responses from the previous '**LDF Issues and Options Consultation Summer 2006**', raised concerns with regard to access to York Hospital. Respondents also suggested that local doctor surgeries should be accessible to new developments, particularly for elderly people who cannot rely on private car travel.
- 9.3 In York, healthcare is covered by North Yorkshire and York Primary Care Trust. Access to health facilities is regarded as a high level issue within the **York City Vision and Community Strategy (2004-2024)** and the **Close to Home Care Strategy (2005)**. The **York City Vision and Community Strategy** also looks to strategically provide understandable and integrated access to health services using the 'one stop shop' approach.

Key Issues

Key Issue 9.a –Where should health care facilities be provided?

Option 1: Grouped together in single locations, providing larger facilities, which have good public transport linkages; or

Option 2: Dispersed throughout York at a local level, being of smaller size, but within easy walking distance from large residential areas.

Please indicate which policy approach should be taken, option 1 or 2?

Section: 10 Historic Environment

Introduction

- 10.1 This section considers how the Council can better understand York's unique character in order to manage the change brought about through development, and to both preserve and enhance York's historic environment.

Background

- 10.2 The majority of responses from the previous '**LDF Issues and Options Consultation Summer 2006**' suggested that CABE's (Commission for Architecture and the Built Environment) best practice should be used to ensure that conservation is balanced with the need for development. It was acknowledged however that the Local Plan offered a more York specific approach based on local character and distinctiveness. Taking a lead from this it is suggested that the two approaches could be combined with a strategic policy developed around the CABE principles linked to an approach that would provide a means of reflecting York's distinctive character.

Key Issues

Key Issue 10.a – To recognise York's historic character, a policy could be developed for the LDF Core Strategy reflecting advice from CABE linked to one of the approaches highlighted below.

- Option 1: Produce a comprehensive Appraisal and Management Plan for the Central Historic Core Conservation Area; or
- Option 2: Produce Appraisals and Management plans for all formally recognised Conservation Areas in York, providing a comprehensive study of their history, importance, management and, if applicable, scope for improvement; or
- Option 3: Produce Local Lists, Village Design Statements and Parish Plans which recognise the special character of villages, neighbourhoods, sites and buildings regardless of whether they have formal Conservation Area or Listed Buildings status; or

Option 4: Protect identified areas that contribute to the historic character and setting of York, such as areas that provide good views of the Minster; or

Option 5: Produce appraisals of areas of archaeological significance.

Please indicate which of the following options should underpin the policy approach. If you believe that more than one of the following options should be progressed, please prioritise the importance of the option selected and provide any further comments where appropriate.



Section 11: Natural Environment

Introduction

- 11.1 This section addresses the balance required to protect and enhance the natural environment and countryside in York.

Background

- 11.2 The '**LDF Issues and Options Consultation Summer 2006**' raised a range of issues relating to York's green infrastructure. These concluded that:

- greater recognition be given to the role of York's rivers, and more minor watercourses, but that we must get the balance right between the desire to exploit the rivers for tourism, sports and recreational use and protection of natural habitats;
- the City should produce a Biodiversity Action Plan, and Environmental Impact Assessment to assess the potential risk to habitats from future development;
- we need to be proactive in creating new areas of biodiversity, woodland etc, and not just consider it where linked to development. However, there was a view that until a biodiversity audit had been completed, new non-statutory sites should not be designated;
- locally designated nature conservation sites and species habitats should be considered of substantive nature conservation importance; and
- access is not a good criterion to determine priority. Sites should be prioritised according to their ecological merit, and access should only be provided where appropriate.

Emerging Evidence Base

- 11.3 The '**City of York Council - Open Space, Sport and Recreation Study**', has considered the role of natural and semi-natural green space in providing wildlife conservation and biodiversity, and also supporting recreational opportunities.
- 11.4 From consultation it is evident that the majority of users of natural areas value these sites for their recreational value, for example walking and as a picnic area etc. As a consequence, the need to balance recreation and wildlife needs should be reflected in our policy approach.



- 11.5 Heslington Common was highlighted as a particularly high quality site with well defined paths and appropriate maintenance for a natural site. Askham Bog was also perceived to be well valued by local residents. Residents expressed a desire to have better access to river corridors, which are considered to be currently under used and under developed.
- 11.6 The **'City of York Council - Open Space, Sport and Recreation Study'** concludes that there is a significant variation in the provision of natural and semi-natural open space, and some potential for further sites to be identified. However, the underlying theme of discussion at workshops to inform the study related to a desire for increased emphasis on the quality and value of existing sites, rather than on the development of new provision.
- 11.7 The **'Biodiversity Action Plan and SINC Assessment'** work to appraise the quality of York's existing sites, and the potential for other habitats within the City to be given statutory protection is ongoing. These studies will be used to inform the future stages of the LDF process.

Key Issue

Key Issue 11.a – Please indicate which of the following options should be used to underpin the policy approach in the LDF.

- Option 1: Protect existing sites of nature conservation value, and identify, protect and enhance additional sites that currently have no formal designation but are valued locally and are of nature conservation and biodiversity interest; and / or
- Option 2: Identify and protect species of local importance as well as those given statutory protection; and / or
- Option 3: Support the recovery of species and restore and enhance priority habitats and functional networks of biodiversity, including within the floodplains; and / or
- Option 4: Identify, retain and enhance landscape and biodiversity interests within all development sites; and / or
- Option 5: Identify and protect valuable landscape and historic landscape areas such as the Strays and viewing corridors of the Minster; and / or



Option 6: Protect and enhance the water course corridors, and improve public access where appropriate; and / or

Option 7: Maintain and increase tree cover across the City of York; and / or

Option 8: Protect, manage and enhance York's landscape character areas.

Please prioritise or provide comments where appropriate.



Section 12: Transport & Accessibility

Introduction

- 12.1 UK Government sustainability strategy 'Securing the Future' highlights the need for sustainable transport measures. This is also reflected in both national and regional planning guidance. Through the LDF process the Council could promote a number of options to help achieve this aim, including promotion of alternatives to the private car, measures to reduce the impact of traffic and air pollution, improving access to services and public transport links and improving safety for pedestrians and cyclists. These are depicted on the Transport Issues Map, Figure 10.

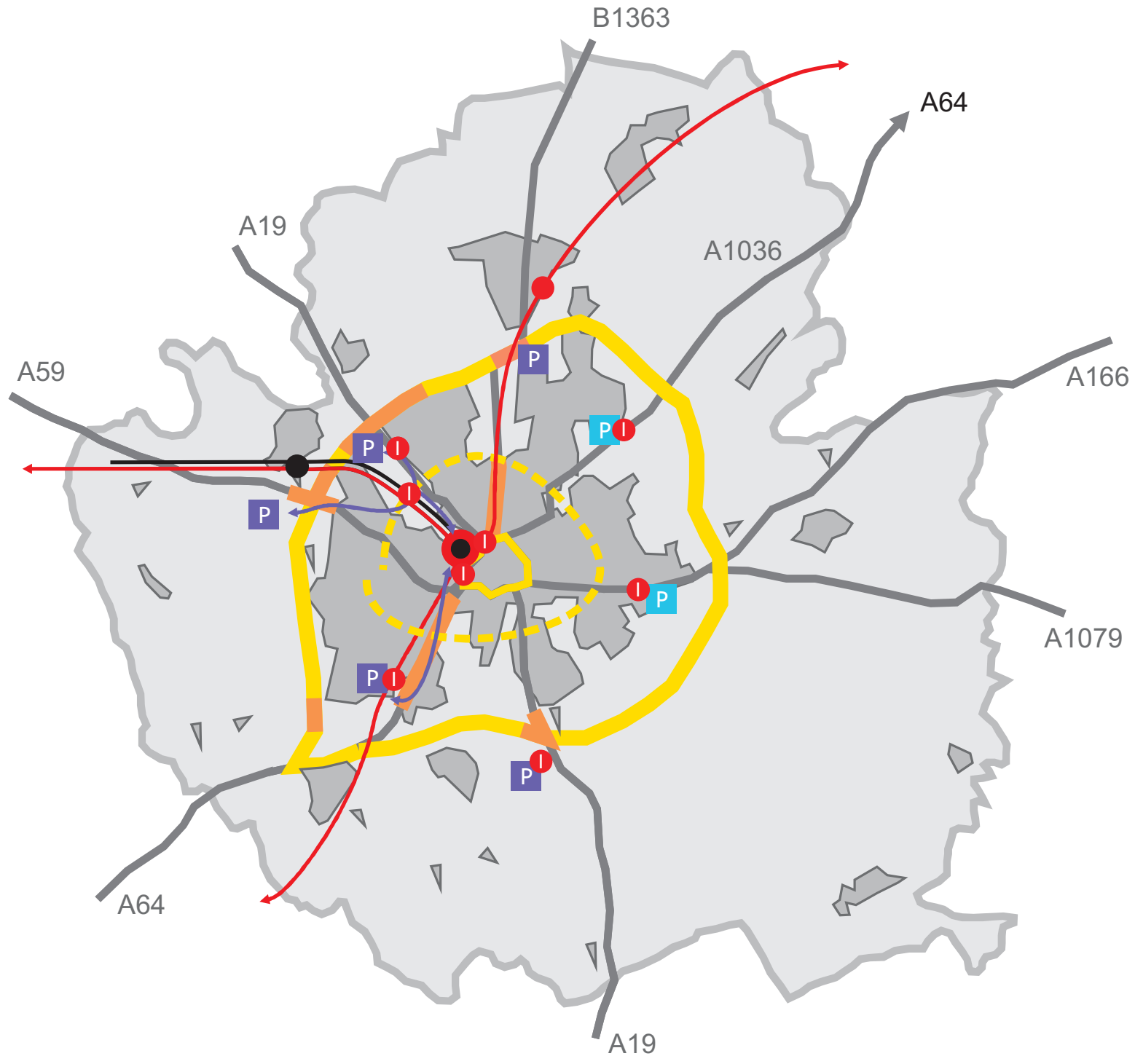
Reducing the Impacts of Traffic

- 12.2 The '**City of York Council Local Transport Plan 2006-2011**' (LTP2) sets out the current transport issues and solutions for York. The Plan highlights congestion as the single most important transport issue facing the City, and it is likely to increase due to increasing car ownership and increased traffic generation from new developments. According to the LTP2, traffic levels through the morning peak are forecast to increase by 14% between 2005 and 2011, and by 27% up to 2021, unless measures are implemented to address this. Local residents and stakeholders have identified congestion as their main area of concern in the LTP2 public consultation exercise, with 34% of local people concerned over the implications of congestion.
- 12.3 The Transport Issues Map (Figure 10) shows the main areas of traffic congestion in the York area. Some of the key issues and opportunities regarding reducing traffic congestion in York are set out below:

York Outer Ring Road (A1237)

- 12.4 An **Independent Strategic Review of the York Economy** by **The Future York Group** highlights heavy congestion on the northern outer ring road (A1237) as the biggest single issue for York in transport terms. The A1237 provides key access both into and out of large parts of York and the report states that the volume of traffic using it is beyond its design capacity. The Future York Group have consequently suggested that one method of dealing with this congestion is to dual sections of the A1237. The Leeds City Region Transport Vision also identifies the need to dual the York Outer Ring Road.

Figure 10: Transport Issues Map



Key

- | | | | |
|--|---|--|---|
| | Inner and outer ring road | | Existing Park and Ride sites |
| | Congestion (am peak, 2005) | | Main rail network |
| | Indicative orbital bus route | | Proposed tram-train |
| | Proposed Park and Ride bus services (Access York) | | Existing rail halt |
| | New/relocated or enhanced Park and Ride | | York Station |
| | | | Proposed/ potential rail halt/ Public Transport Interchange |

Access York Concept

- 12.5 Another option for dealing with congestion is through the 'Access York' concept, also covered in the LTP2. The concept of Access York is shown on the Transport Issues Map (Figure 10), and will be the subject of a funding bid to the Department for Transport (DfT).
- 12.6 There are two major elements of the Access York scheme. Firstly, to make improvements to some of York's Park & Ride sites and associated bus routes, as demand for the existing Park & Ride facilities frequently exceeds their capacity. Secondly, it is envisaged that the Access York concept will open up the access routes to York City Centre and through parts of Northwest, which is a large brownfield site highlighted on Figure 1 with Section 1 of this document. It is anticipated that a funding bid to the Department for Transport will finance:
- a new Park & Ride facility on the A59;
 - the expansion of the Rawcliffe Park & Ride facility; and
 - the relocation and expansion of the Askham Bar Park & Ride on Tadcaster Road.

Park & Ride

- 12.7 Five Park & Ride facilities currently operate in York. These include: Monks Cross, Grimston Bar, Designer Outlet, Askham Bar and Rawcliffe Bar. These are depicted on the Transport Issues Map (Figure 10).
- 12.8 In addition to the proposals raised regarding the York Park & Ride facilities in the Access York concept, the LTP2 also gives the following recommendations:
- relocate the Designer Outlet Park & Ride (This has now been relocated); and
 - develop a new Park & Ride facility on the Wigginton Road corridor.

Overground Network

- 12.9 The Council's LTP2 also promotes the concept of providing improved integration of travel options across York for both radial and orbital (i.e. through or around York) travel demands, by way of a new 'Overground Network' as shown on the Transport Issues Map (Figure 10).

- 12.10 Responses from the previous '**LDF Issues and Options Consultation Summer 2006**' suggested that there should be a greater emphasis on improving interchanges between different transport services and modes, including rail, bus, cycle, pedestrian modes and Park & Ride services.
- 12.11 The Overground System is intended to utilise high quality bus stops at key intersections across the network. These stops are envisaged to have user-friendly shelters, with secure cycle parking facilities together with improved walking and cycling routes in order to provide opportunities to switch from walking or cycling to public transport. These interchanges will provide high quality bus services between residential and employment areas, which in turn will minimise the need to travel through the City Centre and on the Outer Ring Road.
- 12.12 Improvements to bus interchange facilities in the City Centre are also important issues and are related to the Overground network. This was highlighted in the responses '**LDF Issues and Options Consultation Summer 2006**' where respondents told the Council that provision should be made for a bus station in York, located in close proximity to the railway station.

Tram-Train Scheme

- 12.13 Proposals are currently being investigated for a light rail solution, utilising the existing Leeds to Harrogate to York rail line. This is shown on the Transport Issues Map (Figure 10). The tram-train proposal would be part of a £4.5 billion, 25-year vision for easing congestion across the Leeds and York area.
- 12.14 Network Rail are working with the train company Northern to explore the opportunities for piloting the tram-train system in the North of England.
- 12.15 Depending upon the viability of the tram-train system, it could potentially provide a sustainable connection between York, Harrogate and Leeds. It could provide an alternative to the private car and be complementary to buses which would have the potential to reduce traffic congestion in the City Centre, using existing infrastructure. It would be a key part of implementing sustainable transport solutions for development within the York Northwest Action Plan area.

Haxby Rail Station

- 12.16 The Council submitted a funding bid to the Department for Transport to fund Haxby rail station. A decision is still being awaited subject to the approval from Network Rail. The proposed station would be located on the Trans Pennine network, with trains running to Scarborough, York, Leeds and Manchester and is shown on the Transport Issues Map (Figure 10). This scheme has been the subject of extensive feasibility and investigation work over a number of years.



- 12.17 The proposal will have significant local benefits of providing a fast alternative route into York for the residents of the area. In addition it will also have sub regional benefits, providing access through York to Scarborough, Leeds and Manchester. The transfer of these longer commuting trips, many of which are undertaken by the car, would reduce congestion levels particularly on the A1237 (York's Outer Ring Road) and the A64.

Key Issues – Reducing the Impacts of Traffic

Key Issue 12.a How should the LDF deal with the existing and predicted traffic levels in York? Please indicate which of the following options should underpin the policy approach. If you believe that more than one of the following options should be progressed, please prioritise if appropriate.

Option 1: Work with regional partners, to attempt to secure the necessary funding to allow for dualling all or part of, or for implementing junction improvements on York's Northern Outer Ring Road to allow increased traffic flows; and /or

Option 2: Encourage further use of York's Park & Ride sites through implementing the 'Access York' concept. This would include a new Park & Ride on the A59, expansion of the Rawcliffe Park & Ride and the relocation and expansion of the Askham Bar Park & Ride; and /or

Option 3: Identify broad locations for interchanges on the Overground network on the following road networks (please prioritise if appropriate):

- A19 (Shipton Road)

- A1036 (Malton Road)

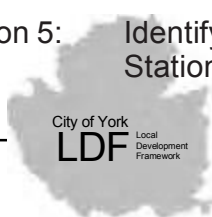
- A1079 (Hull Road)

- A19 (Fulford Road)

- A1036 (Tadcaster Road); and/ or

Option 4: In addition to the Access York concept, identify a new Park & Ride site on the Wigginton Road corridor; and/ or

Option 5: Identify locations for a new bus / rail interchange at York Rail Station for a sub regional interchange system; and/ or



- Option 6: Investigate the Tram – Train solution; and/ or
- Option 7: Promote new rail stations at locations such as Haxby.

Access to Public Transport and Services

- 12.18 National planning guidance highlights the fact that providing access to jobs and essential services is a key part of delivering sustainable and inclusive communities. Development at locations where access can be provided by means other than the private car, reduces the need to travel, improves the local environment, quality of life and promotes social inclusion.
- 12.19 Responses from the previous ‘**LDF Issues and Options Consultation Summer 2006**’ suggested that it is vital for new development to be located around good public transport links. It was also suggested that it was vital for the Transport chapter to reference accessibility to services. It was highlighted that an approach needed to be put forward which favoured concentrating new developments in areas where necessary services presently exist. To gain a further understanding of these issues, we would welcome your views on the options highlighted below.

Key Issues – Access to Public Transport and Services

- 12.20 In order to further develop a future policy approach for the LDF Core Strategy we would appreciate your views on the following issues and options.

Key Issue 12.b – What should the maximum walking distances to public transport services be from new development?

Option 1: Greater than 400m (Please specify); or

Option 2: less than 400m (Please specify)

Key Issue 12.c – Which new developments should be within walking distance of a frequent public transport service?

Option 1: Residential development; and /or

Option 2: Commercial development; and/ or

Option 3: Retail and Leisure development; and/ or

Option 4: Community Facilities & Open Space development.

Key Issue 12.d – What is the most appropriate frequency of public transport to new development?

Option 1: More frequent than 15 minutes (Please specify); or

Option 2: Less frequent than 15 minutes (Please specify).

Key Issue 12.e – What should be the maximum walking distances between new development and services?

Option 1: Greater than 400m (Please specify); or

Option 2: Less than 400m (Please specify).

Key Issue 12.f – What services should be within walking distance of a new housing development?

Option 1: primary schools;

health centres;

food stores;

post offices; and

pharmacies.

Option 2: Some of the services indicated above. (Please specify and /or prioritise).

Section 13: Waste and Minerals

Introduction

- 13.1 This section deals with waste management and minerals within York. It considers the issues such as where new waste facilities should be located within the City of York, including environmental, operational and transportation factors. It also considers the role of minerals in York and how the Core Strategy should direct future minerals provision and extraction in York.

Waste Management in York

- 13.2 Responses from the previous '**LDF Issues and Options Consultation Summer 2006**' suggested that a key aim of the Core Strategy should be to help meet the national target requirements identified for Landfill Biodegradable Municipal Waste, Recycled or Composted Household Waste, and Recovered Municipal Waste. Respondents suggested that York should aim to exceed national targets for recycling. Respondents also expressed the view that the Council should reconsider incineration of waste, or its transformation into incinerator fuel, and that new technologies should be explored.
- 13.3 The '**Let's Talk Less Rubbish**', **A Municipal Waste Management Strategy for the City of York and North Yorkshire 2006-2026** (May 2006) indicates the importance of identifying the overall need of waste management capacity, whilst setting out land use planning and development control policies for the location of waste management facilities. The existing '**City of York Council – Waste Management Strategy: 2002 – 2020**' (Nov 2002 / Amended Nov 2004) effectively sits beneath the '*Let's Talk Less Rubbish*' document and will be delivered through an Action Plan. Both strategies highlight the importance of developing waste management schemes and services which will enable York to meet the local, regional and national recovery / recycling targets in a cost effective manner. This must also be in line with the principles of Best Value, Best Practicable Environmental Option (BPEO), Waste Hierarchy, Proximity Principle and Self Sufficiency.
- 13.4 Part of delivering the '**Let's Talk Less Rubbish**' is to treat residual waste. The Council is currently working in partnership with North Yorkshire County Council to obtain a **Private Finance Initiative (PFI)** solution for the treatment of residual waste, however the overall number of sites, proposed technology or locations has yet to be confirmed.

- 13.5 What is known now, is that the pressures of more waste will require York and North Yorkshire to accommodate new facilities that allow for new and developing technologies and management practices. The size of these facilities will vary across York and the North Yorkshire sub region and could possibly include: facilities such as Mechanical Biological Treatment (MBT) and Energy From Waste (EFW); Material Recovery Facility (MRF); or Household Waste Recycling Centre (HWRC) sites.
- 13.6 With regard to existing facilities, the City of York has three HWRCs (Household Waste Recycling Centres) (as highlighted in **Figure 1**). These sites are located at Beckfield Lane, Hazel Court and Towthorpe. In addition there are existing waste management sites at Harewood Whin and Hessay.

Key Issues - Waste Management in York

Key Issue 13.a – Where to locate new waste facilities in York?

When considering new sites to meet all future waste needs of York, which of the following factors should underpin York's approach through the LDF:

Environmental factors:

- Option 1: Environmentally sensitive areas (i.e. SSSI's, residential, flood risk, historic and built heritage, nature conservation, archaeology); or
- Option 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
- Option 3: Location in regard to Green Belt (inside or outside existing draft Green Belt?); or
- Option 4: Brownfield land (i.e. previously developed land); or

Operational factors:

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

Transportation factors:

- Option 8: The total distance from waste generator to new waste facility; or
- Option 9: Waste transportation modes (i.e. motor vehicular, rail, river); or

Option10: Access networks (i.e. Major road systems, other traffic issues).

Please prioritise or provide any further comments where appropriate.

The Role of Minerals in York

13.7 Minerals resource mapping undertaken by the '**British Geological Survey for North Yorkshire**' identifies broad areas of potential reserves in York for the following mineral resources: Sand & Gravel (Glaciolacustrine deposits, Glaciofluvial deposits, Blown Sand, Sub-alluvial: Inferred resources); Brick Clay (Laminated glacial clays). It was also identified that there is planning permission within York in several locations for the commodities of clay and shale, sand and gravel. In recent history however, York has not had a key role in providing for regional and sub-regional mineral apportionments.

13.8 Some responses received from the previous '**LDF Issues and Options Consultation Summer 2006**' indicated that the control of any mineral operation is vital, and that the Core Strategy approach should relate to the second phase of the '**Yorkshire and Humber Sand and Gravel Study**'. The '**Regional Sand and Gravel Study for Yorkshire and the Humber Region**' is split into two phases.

Phase 1 examined the broad areas of potential reserves of sand and gravel suitable for use as concrete aggregate, together with the mapping of higher-tier planning considerations. The results of this study confirmed areas within York possessed potential reserves of sand and gravel.

Phase 2 is currently being undertaken by 'Land Use Consultants' and will assess, via a weighted evaluation, the likely social, economic and environmental impacts of additional sand and gravel extraction and the ability of the aggregate producing areas concerned to absorb such impacts. This study will also include spatial options for consideration. Phase 2 is due for completion in late 2007, whilst further review on regional direction for other minerals (i.e. brick clay, local stone, etc) is due next year.

13.9 Although these evidence bases are still emerging, it is important now to consider how the Core Strategy should direct future minerals provision in relation to York.

13.10 The emerging '**Regional Spatial Strategy**' stresses the importance of safeguarding mineral deposits by maximising secondary aggregates, and where this is not possible, providing for primary extraction. It also includes a need to demonstrate provision for extraction of sand and gravel based on the outcome of

the 2nd Phase of the Yorkshire and Humber Sand & Gravel Study. Further to the above, the LDF must consider York's growing economy and high building rates and where materials for construction are sourced for development.

Key Issues – The Role of Minerals in York

Key Issue 13.b – What is the role of minerals in York?

The exploration, appraisal, winning and working of sand and gravel in York will only be permitted where:

Option 1: It can be shown that there is a regional requirement as identified in the Regional Sand and Gravel Study (2nd Phase); or

Option 2: It can be shown that there is both a regional requirement as identified in the Regional Sand and Gravel Study (2nd Phase), and a demonstrable need and market demand for the resource arising in the York area based on proximity and other local factors (i.e. building rates).

Please indicate which policy approach should be taken, option 1 or 2?

Section 14: Flood Risk and Development

Introduction

- 14.1 Flood risk is a particularly important issue for York following several major flooding events in recent years. This section sets out an approach to direct development to lower areas of flood risk, which balances current flooding with wider sustainability issues.

Background

- 14.2 From the previous '**LDF Issues and Options Consultation Summer 2006**' respondents indicated that further emphasis should be placed on protecting and preventing areas from flooding and that greater analysis of flood risk areas should be undertaken.
- 14.3 Government Guidance (PPS25) recommends that Local Planning Authorities undertake an assessment of flood risk for their area. In response to this, the City of York Council has produced a 'Strategic Flood Risk Assessment' (SFRA). This is a fundamental part of the LDF evidence base, which has been undertaken since the consultation last summer.
- 14.4 The SFRA assesses the different levels of flood risk in the York area and maps this information. It also recognises the increasing threat of global warming and, explains how climate change could increase flood risk in York, due to more intense rainfall which increases peak river flows. Current estimates on the Environment Agency website suggests that peak river flows in Britain could be 20% higher by 2080. This indicates how climate change is a factor of paramount importance when considering where to locate new development in the future.
- 14.5 An important part of the SFRA is the Sequential Test. This approach directs development to the lowest areas of flood risk. This is related to the flood zones that the SFRA sets out, which comprise:

- Zone 1: little or no risk
- Zone 2 : low to medium risk
- Zone 3a: high risk
- Zone 3b: functional floodplain



- 14.6 Through liaising with the Environment Agency the SFRA document redefines Zone 3a (High Risk) for York, taking into account local variations and flood defences and subdivides it into the following
- 3a (i) – areas at high risk of flooding which are currently defended to 1 in 100-year protection.
 - 3a (ii) – areas at high risk of flooding which are currently defended to 50 year-protection for existing development, but are not defended to the appropriate 1 in 100-year protection for new development.
 - 3a (iii) – areas at high risk of flooding which are not currently defended to 50-year protection.
- 14.7 Figure 4 (section 2: Spatial Strategy) identifies the extent of flood risk Zone 3a and 3b.
- 14.8 The SFRA provides advice on what development is appropriate in each flood risk zone highlighted, for example, residential uses would be precluded for flood zone 3b.

Exceptions Test

- 14.9 An important role of the SFRA is to balance wider sustainability issues with flood risk. This is achieved through the application of what is termed the 'Exception Test'. The way this works can be seen through the consideration of the following example.
- 14.10 Residential uses are considered appropriate in Zones 1 (little or no risk) and 2 (low to medium risk) and completely unacceptable in Zone 3b (functional floodplain), however in relation to Zones 3a (i) to (iii) (high risk) an Exceptions Test would apply. The test involves the consideration of whether the proposed development contributes to sustainable development in its wider sense, is located on brownfield land, and whether a detailed site specific flood risk assessment indicates that the development will be safe and will not increase flood risk elsewhere.
- 14.11 The exceptions test allows a balance to be struck in some instances between flood risk and wider sustainability objectives. Clearly it is important to consider where this balance should lie particularly in the context of global warming. This is explored in the options below.

Key Issues

Key Issue 14.a - When locating development in high flood risk areas how should the LDF seek to balance flood risk and sustainability issues?

Option 1: Prioritise sustainable location and seek to mitigate potential flood risk through technical solutions; or

Option 2: Given that flood risk is likely to intensify through Global Warming seek to identify sites in non high flood risk areas regardless of site sustainability.

Please indicate which of the policy options should underpin the policy approach, option 1 or 2?

Section 15: York's Green Belt

Introduction

- 15.1 York has had a draft Green Belt for over forty years with its existence and importance recognised in the emerging RSS. The exact inner boundaries of York's Green Belt are however yet to be confirmed and this is an important role for the LDF as a whole. In terms of the LDF Core Strategy, it is important that this document considers the primary purposes of York's Green Belt and its lifespan. The latter issue is considered in Section 3 'Housing and Employment Growth' as the timescale for the Green Belt effectively dictates the overall development timescale. This section therefore focuses on the first issue.

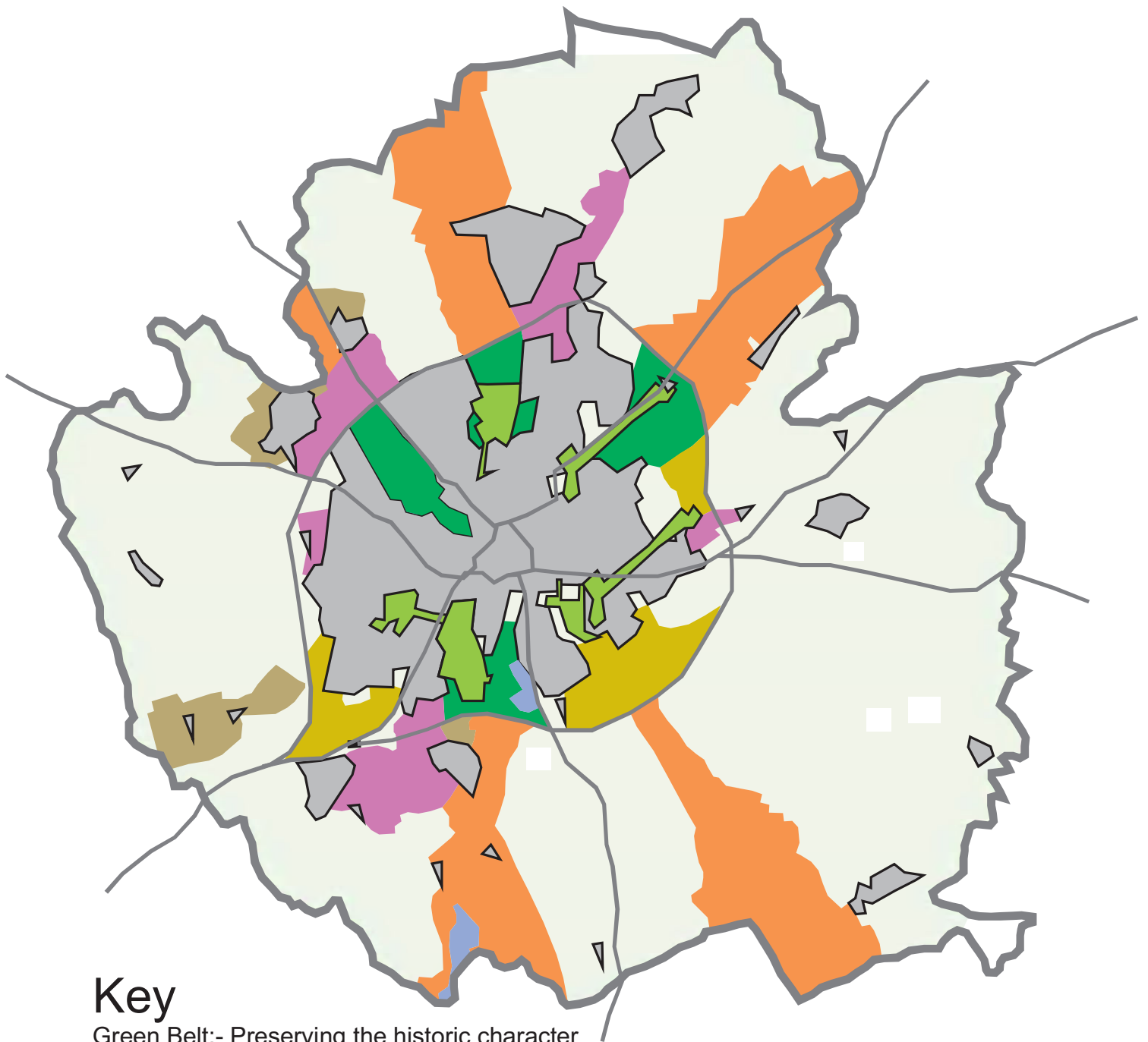
Background

- 15.2 Government guidance on Green Belts (PPG 2) states that there are five purposes for which land can be identified as Green Belt:
- (i) to check the unrestricted sprawl of large built up areas;
 - (ii) to prevent neighbouring towns from merging into one another;
 - (iii) to assist in safeguarding the countryside from encroachment;
 - (iv) to preserve the setting and special character of historic towns; and
 - (v) to assist in urban regeneration by encouraging the recycling of derelict and other urban land.
- 15.3 The issue of York's Green Belt was considered in the previous LDF consultation held in Summer 2006. Responses to this consultation reconfirmed the importance of the Green Belt and its role in preserving York's special character and setting. It was also noted that a greater emphasis should be placed on improving and understanding its role for York.
- 15.4 Given the historical importance of York, as part of work on the draft Local Plan, an exercise was undertaken which sought to identify those areas of open land outside York's built up areas that are most valuable in terms of the historic character and setting of the City (*The Approach to the Green Belt Appraisal(2003)*). The land that was identified falls within the categories below. These categories are also shown along with the general extent of York's Green Belt on Figure 11.

Category 1: Areas, which retain, reinforce and extend the pattern of historic green wedges. This category includes the Strays, the 'ings', Green Wedges and extensions to the Green Wedges.




Figure 11: York's Green Belt and Historic Character Areas



Key

Green Belt:- Preserving the historic character and setting of York

 Green Belt serving other green belt purposes

Category 1

 River Corridor

 Strays

 Green Wedge

 Extension of the Green Wedge

Category 2

 Areas retaining rural setting

Category 3

 Areas preventing coalescence

 Village Setting

Category 2: Areas other than the green wedges that provide an impression of a historic city situated within a rural setting. This relates to significant tracts of undeveloped land, which provide an open foreground to the City. For example, good views of the Minster from recognised vantage points.

Category 3: The setting of villages whose traditional form, character and relationship with the City and surrounding agricultural landscape is of historical value. This refers to the setting of those villages whose historic character has been substantially retained. For example, Askham Bryan and Askham Richard.

Key Issues

Key Issue 15.a – What should the LDF recognise as the *primary* purpose of York’s Green Belt?

Option 1: To preserve the setting and special character of York; or

Option 2: One or more of the following (Please indicate which)

- i. to check the unrestricted sprawl of large built up areas;
- ii. to prevent neighbouring towns from merging into one another;
- iii. to assist in safeguarding the countryside from encroachment;
- iv. to preserve the setting and special character of historic towns;
- v. to assist in urban regeneration by encouraging the recycling of derelict and other urban land.

Key Issue 15.b – When considering the Green Belt purpose of preserving the setting and special character of York which of the following factors do you consider to be significant (please prioritise if appropriate):

- i. areas, which retain, reinforce and extend the pattern of historic green wedges;
- ii. areas other than the green wedges that provide an impression of a historic city situated within a rural setting;
- iii. the setting of villages whose traditional form, character and relationship with the City and surrounding agricultural landscape is of historical value.

Do you think other factors should be considered? (Please specify)



Section 16: Tourism

Introduction

- 16.1 York makes an important contribution to the region, acting as an economic generator of real significance in terms of tourism, and providing the tourism gateway into the wider region. The services it sustains play a growing part in the City's job supply. The tourism sector is forecast to provide around 24,500 jobs in York by 2021, equating to almost a quarter of all jobs available in the City at that point.

Background

- 16.2 In the previous '**LDF Issues and Options Consultation Summer 2006**' the Council asked how the LDF should deliver modern, sustainable tourist and cultural provision in York by either: focusing on making improvements to York's current offer; or facilitating growth in York's tourist offer, such as by supporting the development of a new 5-star hotel. This is supported by **York@Large** as a key component in improving York's tourist offer.
- 16.3 In the previous consultation respondents gave strong support to the recommendation to improve the design and layout of public spaces and to encourage events and festivals. A way of improving the layout of key spaces is through the development of a '**Cultural Quarter**' (as highlighted in Figure 1 which can be found in Section 1: Vision), again an initiative supported by **York@Large** and a key component in developing York as a world-class visitor destination. Respondents also thought that the Council should plan for how to accommodate the increasing number of visitors to the City, through both retaining existing hotels / B&B's and potentially developing a new 5-star hotel.

Tourism in York

- 16.4 Several new attractions have opened in York over the past couple of years, including the Yorkshire Wheel, and some existing facilities have been enhanced; such as DIG (an archaeological resource) and the Castle Museum.
- 16.5 The majority of visitors to York are repeat visitors (76%), and over two thirds of all visitors go to other parts of Yorkshire during their stay. The proportion of visitors accessing York via Manchester Airport has increased considerably over recent years.



- 16.6 Research undertaken by the Council has revealed that the facilities which people rate 'very highly' include the nightlife (69%), shops (68%), places to eat and drink (61%) and the usefulness of the Tourist Information Centres (63%). The most popular attractions included the York Festival of Food and Drink (which attracted over 120,000 people in September 2006 and generated an estimated £7.3 million, notably because almost half of all visitors stayed in the York / Yorkshire area.
- 16.7 An '**Independent Strategic Review of the York Economy**' by **The Future York Group** recommends that York should adopt an approach which aims to deliver transformational enhancements to York's visitor attractions; improvements to accommodation and hospitality provision within the City; and to the quality of the public realm; in order to attract high added value in the tourism sector, and strengthen the City's function as a tourism gateway for the wider region.

Key Issues

Key Issue 16.a – In recognition of the important contribution tourism makes to York's economy, which of the following priorities should the Council address in the LDF?

- improving the setting of the Minster;
- developing a cultural quarter;
- creating better linkages between key attractions and sites;
- establishing a new visitor centre;
- develop new attractions and facilities to accommodate additional growth in tourism; and/or
- the development of a new high quality hotel.

Are there any other priorities which we have missed? For example, what elements do you feel are missing from York's current tourism offer?

Annex A : Glossary of Terms

Annual Monitoring Report (AMR): Part of the *Local Development Framework*, the Annual Monitoring Report will assess the implementation of the *Local Development Scheme* and the extent to which policies in *Local Development Documents* are being successfully implemented.

AONB: Areas of Outstanding Natural Beauty

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*.

Biodiversity: The different plants, animals and micro-organisms, their genes and the ecosystems of which they are a part.

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.

Carbon Emissions: Emissions to the atmosphere principally from the burning of fossil fuels and deforestation.

Cofiring: Cofiring is a near term, low-cost option for efficiently and cleanly converting biomass to electricity by adding biomass as a partial substitute fuel in high-efficiency coal boilers.

Core Strategy: Set out the long-term spatial vision for the local planning authority area, the spatial objectives and strategic policies to deliver that vision. The Core Strategy will have the status of a *Development Plan Document*.

Development Plan: As set out in Section 38(6) of the Act, an authority's development Plan consists of the relevant *Regional Spatial Strategy* (or the Spatial Development Strategy in London) and the *Development Plan Documents* contained within its *Local Development Framework*.



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.

Greenhouse Gases (GHG): A group of gases that absorb solar radiation, storing some of the heat in the atmosphere. The major natural greenhouse gases are water vapour, carbon dioxide, and ozone. Other greenhouse gases include, but are not limited to: methane, nitrous oxide, sulphur hexafluoride, and chlorofluorocarbons.

Ground Source Heat Pumps (GSHP): Transfers heat from the ground into a building to provide space heating and, in some cases, to pre-heat domestic hot water. They rely on the absorption of the heat produced by the sun being drawn into a compression unit with an evaporator coil heat exchanger which works like a fridge in reverse; making it possible to produce heat from external air temperatures of as little as -15°C , or constant UK ground (12°C), or water temperatures.

Historic Environment: Refers to the historic buildings, streetscapes, landscapes and parks which together form an important aspect of the character and appearance of York.

Hydroelectric Power: 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.

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.

Offshore wind: Wind turbines situated a distance from the shore.

Onshore: Wind turbines situated near or in the sea.

Photovoltaic: 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.

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.

RAMSAR: The Convention on Wetlands, signed in Ramsar, Iran, in 1971, is an Intergovernmental Treaty which provides the framework for national action and international cooperation for the conservation and wise use of wetlands and their resources. There are presently 151 Contracting Parties to the Convention, with 1593 wetland sites, totaling 134.7 million hectares, designated for inclusion in the Ramsar List of Wetlands of International Importance.

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.

Solar Water Heating (SWH): A system for heating water using energy from the sun. Solar energy is collected by a panel, which is connected by pipes to a hot water storage device such as a hot water cylinder.

SSSI: Sites of Special Scientific Interest.

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.

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.

Sustainable energy: Energy which is replenishable within a human lifetime and causes no long-term damage to the environment or future generations.

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.

Windfalls: Windfall sites, as defined by PPG3, are those, which have not been specifically identified as available in the local 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.



Annex B: Profile of York's Villages & Main Urban Area

York's Main Urban Area

Location and Population

York's main urban area is situated at the heart of the York Unitary Authority and the majority of York's population reside here. In 2001 the population was 139,237 equating to 76.9% of the authority's population. Between 1991 and 2001 there has been an increase in population of 9.5%.

Housing Growth

Between 1996-2006 2701 houses (windfalls*) have been built in the main urban area equating to 88.5% of all windfall housing built in the City of York over this 10 year period.

Character

The City of York is one of only five historic centres in England which has been designated as an Area of Archaeological Importance. The City has around 1800 Listed structures (of which 241 are Grade I and II*). There are 22 Scheduled Monuments in the City including the City Walls, York Castle, Clifford's Tower and St Mary's Abbey. The City also has 4 registered Historic Parks and Gardens, which include the Museum Gardens and Rowntree Park. Design and conservation issues are a very important consideration for the City of York. Much of the unique attractiveness of the City as a place to live and work, and for leisure and tourism arises from its historical assets and special relationships between its buildings, streets, squares and open spaces. This special character is equally important both in the City Centre and in many of the outer urban areas and villages in the City of York.

*Footnote: Housing growth in Annex B refers to 'Windfalls'. These are useful estimates of the capacity of an area to absorb future growth. A definition of 'windfalls' is given in Annex A – the Glossary.



York Minster is the most important landmark in the City, it is the largest Gothic Cathedral in Northern Europe. Built between the 13th and 15th Century it is a fine example of Medieval Gothic architecture. The Minster can be viewed clearly from numerous positions within the surrounding landscape of York including the York Outer Ring Road, many approach roads into the City and from the green wedges. Views of the Minster are widely held to be very important in defining the special character of York and its setting. Additionally, the Bar Walls form an important City landmark, the original parts being built by the Romans, although most were built during the 12th to 14th Century.

The properties in the Central Historic Core have gone through a continuous series of changes since the 10th Century, often gradual, but also marked with some accelerated periods of growth at certain periods of the City's history. There is a series of surviving examples of the different periods in this process of layers of change, with the following examples as representative of their time:

- 12th Century – Norman House (Shambles) & Holy Trinity (Micklegate);
- 13th Century – St Mary's Abbey & Clifford's Tower;
- 14th Century - The Shambles & Merchant Adventurers Hall;
- 15th Century - The Guildhall & St William's College;
- 16th Century – Black Swan Public House (Peaseholme Green) & Herbert House and Lady Peckitt's Yard (Pavement);
- 17th Century – Treasurer's House (College St) & Ingram House (Bootham);
- 18th Century – Assembly Rooms & Castle Museum Complex;
- 19th Century – Railway Station & Yorkshire Museum;
- 20th Century – Odeon Cinema, Theatre Royal extension & City Screen.

Architectural styles have altered alongside technological changes, and in the future architectural design will need to respond to the changing advances in environmental standards.

Economy & Retail

York's economy has seen significant structural change with the decline of its traditional industrial base through the late 1980's and early 1990's. In its place an economy based on science and technology, financial services and higher value added tourism has emerged, helping to make York a vibrant City. The City's role as a major tourist destination, as a regional shopping centre, and its proximity to the rapidly growing Leeds conurbation, together with the availability of a skilled workforce, have combined to bring strong development pressures for a wide range of uses.



As a modern commercial City internationally renowned for its unique heritage, a key challenge is to achieve this economic success in a sustainable manner that protects the environment, whilst allowing social progress that recognises the needs of all people. There is also a need to invest in the City's heritage and tourist industries, its cultural sector and the City Centre economy and a need to make opportunities and increased income levels accessible to local people.

In 1998 the UK Minister of Science launched Science City York, an initiative designed to stimulate the further growth of clusters of knowledge-based businesses that have grown in the City. The attraction of investment into the City, particularly through Science City York, is key to the success of York's economy, to ensure that it has continued prosperity and long-term sustainability.

The York and North Yorkshire Strategic Economic Assessment, which utilised the best available data to assess the strengths and weaknesses of the local economy, established that York is significantly outperforming the rest of the North Yorkshire Sub-Region on virtually all measures of productivity and business support. The City has most of the cluster businesses, accounts for half of the Sub-Region's exports, most of the links to universities and higher qualified residents.

The importance of York's economy has also been considered recently through the work of the Future York Group, who have undertaken an independent strategic review. The Group recommended that York's economy should be doubled in value by 2026 and that the Council and its partners create an economy which supports knowledge-led businesses and promotes financial and professional service activities.

The City provides good job opportunities for residents in the area. Overall, employment growth in York has been greater than the Region as a whole, with an increase in employment of 16% between 1991 and 2002, which is set to continue in the future. The City of York as a whole has a high employment rate. Of York's working age population, the employment rate was 79.5% during 2004/5 compared with a Great Britain average of 74%. The City also has a low unemployment rate – 1.2% below the national average in 2004/5.

In retail terms, York City Centre benefits from a diversity of provision, from large national retailers to small specialist shops. A recent retail study for York carried out on behalf of the Council by retail consultants Roger Tym and Partners (York Retail Study, October 2004) demonstrated that York City Centre is essentially healthy. The City Centre has a good diversity of retail and service uses, a low overall vacancy level and a continued high level of interest from national retailers.



However, the City Centre did appear to lag behind other competitor centres in some key areas. The key omissions from York City Centre's current retail offer are a large, modern high-profile department store, a City Centre format high-profile supermarket and high profile fashion outlets. The Retail Study concluded that without substantial improvements to York's offer it is likely that York's role as a Regional and Sub-Regional shopping centre could be further marginalised with more retail spend being attracted to other competing centres such as Leeds and Hull. Given York's key tourist role it also has to compete with other key tourist destinations in the UK such as Oxford, Cambridge, Bath and Chester.

The City has number of out-of-town retail developments which include:

- Monks Cross Shopping Park which is located to the north east of York City Centre on the outer ring road (A1237)
- Clifton Moor Retail Park which is located to the north of the City on the York Outer Ring Road (A1237); and
- The McArthurGlen Designer Outlet Centre which is located to the south of York on the interchange of the A64 and the A19.

The wealth of local shops that significantly add to the amenity of local areas should also be recognised as contributing to the success of York's economy. It is therefore important that local shops in these areas are retained. The City of York Council is keen to ensure that smaller, independent shops are also retained and encouraged in the City Centre, as these shops offer a valuable element of retail provision in the City adding to wealth retention in the local economy. In a number of cases, the type of goods sold at such shops is more specialised and cannot be found in the larger shops in the City.

Dunnington

Location

The village of Dunnington lies approximately 2 miles to the east of the urban edge of York and 4.1 miles from the City Centre. It is surrounded by open countryside and the City of York Draft Green Belt. In terms of road links Dunnington is situated to the east of the A64, between the A166 to the north and the A1079 to the south.

Character and Population

Dunnington has become one of the larger villages in the City of York area, due to extensive suburban style development. This has wrapped around the historic village centre, so that much of it's original setting has been lost. However the



traditional village character within the historic centre itself remains strong and distinctive. The extensive development within this village has impacted upon the population of Dunnington, which has expanded considerably since the 1960's. The 2001 census shows that there were 3194 residents living in 1374 households. As a proportion of York's population this equates to 1.8%. Between 1991 and 2001 Dunnington's population has increased by 10.9%. The rise in village population is reflected in the increase in pupil numbers attending the village school. In 1993 there were 164 students this rose to 223 in 2004 and it is expected to increase to 240 in 2007.

Housing Growth

Between 1996-2006, 13 houses (windfalls) have been built in Dunnington, equating to 0.4% of all windfall housing built in York over this 10 year period.

Important Buildings and Designations

The Dunnington Conservation Area was designated on 13 May 2004, and includes the historic core and main approaches to the village in a 'T'-shape formed from Church Street, York Street and Common Road.

The Church of St Nicholas is Listed Grade II and has late Eleventh Century origins, with a Twelfth Century nave and lower stage to the tower, with subsequent additions and alterations and rebuilding in 1839-41 and 1877.

Facilities & Services

Dunnington has a wide range of community facilities, including a primary school, Anglican and Methodist Churches, a Sports and Social Club, 3 pubs, a wide range of sports pitches, a Scout and Guide building, a library, a village hall, doctors' surgeries and a dental practice. There is also a range of local shops and a bus service which runs every 20 minutes into the City Centre. The village falls within the secondary school catchment for Fulford School.

The Derwent Valley Industrial Estate, situated towards the south of the village is a thriving development with a range of industrial and commercial companies, this provides 11.7ha of employment land for Dunnington. Other nearby employment areas outside the village are at Murton and Monks Cross.



Haxby and Wigginton

Location and Population

The villages of Haxby and Wigginton have coalesced together and are located to the north of the historic City of York, and York's Outer Ring Road. Haxby and Wigginton lie approximately 1 mile from the urban edge of York and approximately 4 miles from the City Centre. To the east is the River Foss and to the west is the B1363 with open countryside to the north. In 2001 they had a combined population of 12,468, which is the second largest in the City of York area. As a proportion of York's 2001 population it equates to 6.9% and between 1991 and 2001 there has been a proportional decrease change in population of 3.5% with the main urban area of York.

Housing Growth

Between 1996-2006, 135 houses (windfalls) have been built in Haxby and Wigginton, equating to 4.4% of all windfall housing built in York over this 10 year period.

Important Buildings & Designations

Haxby has a Conservation Area which was designated in 1977. It follows the boundaries of the historic village core, a compact and distinctive area. There are

various important buildings in Haxby including 48 The Village, a mid 18th Century Listed Building, together with the remains of a 15th Century cross in St Mary's Churchyard, (1878, on the site of a 16th Century Church), the Memorial Hall (built as the village school, in 1876) and the substantial house called "Grey Firs".

Facilities

Together Haxby and Wigginton have all the facilities that you would expect of a small market town and together they are a designated District Centre with a thriving Shopping Centre made up of a number of independent and high street retailers for the surrounding population, including a health centre and chemist, a post office, a primary school and 4 tennis courts, playing fields, a squash club and gym. Haxby and Wigginton lie within the secondary school catchment for Joseph Rowntree School.



Haxby and Wigginton have very good public transport links to the City Centre with a bus service running every 10 minutes. There is potential for a rail halt to be located at Haxby, to provide a direct connection through to York and the wider rail network. Haxby also has a small industrial estate (of approximately 0.7ha) to the north-west of the settlement. The nearest employment areas outside the village are located at Monks Cross and Clifton Moor.

Upper / Nether Poppleton

Location

Poppleton (Upper and Nether Poppleton) lies approximately 1 mile north west of York's main urban edge and approximately 3 miles from the City Centre. The village is bounded by the River Ouse to the north and east and by the A59 York to Harrogate road to the south and west.

Character and Population

Poppleton consists of two old village cores (Upper and Nether Poppleton) which have effectively coalesced to form one community, as a result of modern housing developments located between the two. In 2001, the combined population of the two villages was 4038, equating to 2.2% of the City of York local authority area total. Between 1991 and 2001 there has been a increase change in population of 24.7%.

Housing Growth

Between 1996-2006, 21 new houses (windfalls) have been built in Poppleton, equating to 0.7% of all windfall housing built in York over this 10 year period.

Important Buildings and Designations

The Conservation Areas of Nether Poppleton and Upper Poppleton were designated in 1993. The original core areas of both historic settlements, on which the Conservation Areas are centred contain 23 listed buildings.

Facilities

Poppleton has a range of local facilities including a mid scale grocery store and several other local independent retailers. There is also a primary school, a doctors surgery and chemist, a dental practice, Poppleton Community Centre, 3 churches, 4 public houses, a Post Office, a garage and sport and recreation facilities. Poppleton lies within the secondary school catchment for Lowfield School (York High).



Northminster Business Park is within 800m and had 4.9ha of existing and 54.8ha of land allocated for employment purposes and reserved land. York Business Park is also located to the south west of the village.

Poppleton has the benefit of a bus service which runs every 20 minutes into the City Centre and a rail connection on the York/Harrogate line.

Bishopthorpe

Location and Population

Bishopthorpe village lies approximately 1 mile from edge of the main urban edge of York, and approximately 3 miles from the City Centre. To the east of the village is the River Ouse, to the north is the A64, the west and south of the village is surrounded by open countryside and the City of York Draft Green Belt.

For many Centuries Bishopthorpe was a hamlet, centered around Bishopthorpe Palace. By 1800 it's population was 218, and still only 439 at the beginning of the 20th Century. Major expansion to Bishopthorpe occurred in the 1930's, accelerating to treble the population in the last 30-40 years to 3224 in 2001. As a proportion of York's 2001 population it equates to 1.8%, and between 1991 and 2001 there has been an increase in population of 4.5%.

Housing Growth

Between 1996-2006, 7 houses (windfalls) have been built in Bishopthorpe, equating to 0.2% of all windfall housing built in York over this 10 year period.

Important Buildings and Designations

Bishopthorpe Conservation Area was designated in 1989. It is quite extensive, encompassing the Main Street, the Archbishop's Palace and grounds, the open areas that are important to the village setting.

The most important building within the village of Bishopthorpe is the Archbishop's Palace, which was built in 1250 by Walter De Grey. This is the official residence of the Archbishop of York.

Facilities

Bishopthorpe has a range of local services including a mid-scale grocery store and several other local retailers. There is also a primary school, a doctors surgery and chemist, a post office, 3 pubs, football pitches and sports clubs. It



also benefits from a 30 minute bus service into the City Centre. Bishopthorpe lies within the secondary school catchment for Fulford School. Whilst Bishopthorpe has no employment sites, the village is located close to the A64, with easy access for commuting. The nearest employment areas are located at York Business Park and the University Science Park.

Copmanthorpe

Location and Population

The village of Copmanthorpe lies approximately 1 mile south-west from the main urban edge of York, and approximately 4 miles from the City Centre. The core of the settlement is contained within a triangle formed by the A64 dual carriageway to the north, the main railway line to the east and highly fertile arable farmland and open countryside to the south and west. A relatively small number of houses, surrounded by Green Belt, lie east of the railway line which effectively divides the village into two parts.

The latest Census Survey (2001) highlights that the population of Copmanthorpe stands at 4262, having nearly quadrupled since 1961, there are currently more than 1,600 houses within the village. As a proportion of York's 2001 population it equates to 2.4%, and between 1991 and 2001 there has been an increase change in population of 6.3%.

Housing Growth

Between 1996-2006, 51 houses (windfalls) have been built in Copmanthorpe, equating to 1.7% of all windfall housing built in York over this 10 year period.

Important Buildings and Designations

Copmanthorpe Conservation Area was designated in its present form in 1978. It is a compact area encompassing Main Street, St Giles' Church and Low Green which form the historic core of the Village.

The Church of St Giles occupies a pivotal position in the village. It is a Grade II Listed Building and dates from the Twelfth Century. The Main Street contains four Listed houses including Manor Farm from the Seventeenth Century. Other notable individual buildings are Croft Farm overlooking the Green, and the former school (1869).



Facilities

Copmanthorpe has a variety of local services, including a mid scale grocery store and several local independent retailers. The village also benefits from a primary school, a doctors surgery and chemist, a post office, and a pub and a sports club. There is a bus route through the village which runs every 30 minutes. Copmanthorpe lies within the secondary school catchment for Millthorpe School. Whilst Copmanthorpe has no employment sites, the village is located close to the A64 , with easy access for commuting. The nearest employment areas are located at York Business Park and the University Science Park.

Elvington

Location and Population

Elvington is a village approximately 4 miles south-east of main urban edge of York and approximately 6 miles from the City Centre, on the B1228 York-Howden road. The River Derwent forms part of the Parish boundary to the east of the village and to the north, west and south is open countryside and the York Draft Green Belt.

In 2001 the population was 1212, equating to 0.7% of York's population. Between 1991 and 2001 the population of Elvington increased by 49.6%. This is the largest change in population in the whole of York.

Housing Growth

Between 1996-2006, 2 houses (windfall) have been built in Elvington, equating to 0.1% of all windfall housing built in York over this 10 year period.

Designation and Important Buildings

Elvington Conservation Area was designated in 1990. It includes the village Main Street and Green, Church Lane and the meadows between the River Derwent and the village, which are an integral part of it's character. Elvington Village Hall is the village's most imposing individual building and is a Listed Building (Grade 2*). It is thought to have Elizabethan origins with later alterations and additions, including those of the mid to late 18th Century.

Facilities

In terms of local facilities, Elvington has a mid-scale grocery store and several independent retailers. Other facilities include a primary school, a doctors surgery,



a post office, multi-use floodlit pitches and the Lower Derwent Sports Club. Elvington lies within the secondary school catchment for Fulford School.

Elvington Industrial Estate and Elvington Airfield Industrial Estate provide 25.7ha of employment land.

However in terms of public transport accessibility Elvington scores poorly as the village does not have a regular bus service.

Strensall and Towthorpe

Location and Population

Strensall and Towthorpe are located approximately 2.5 miles north east of York's main urban edge and approximately 6 miles from the City Centre, surrounded by open countryside and York's Draft Green Belt, with the River Foss running to the west. In 2001 the combined population of Strensall and Towthorpe was 5782, equating to 3.2% of York's population. Between 1991 and 2001 the population of Strensall and Towthorpe increased by 36.0%.

Housing Growth

Between 1996-2006, 48 houses (windfalls) have been built in Strensall and Towthorpe, equating to 1.6% of all windfall housing built in York over this 10 year period.

Designations and Important Buildings

Strensall Conservation Area was originally designated in 1979 and included The Village (Main Street) and Church Lane, which make up the linear street character of the historic village. In November 2001 the Conservation Area was extended to the north and north-west.

Towthorpe Conservation Area was designated in November 2001, following a request from Strensall and Towthorpe Parish Council. The Conservation Area includes Towthorpe Moat and also Low Farmhouse, a Grade 2 Listed Building.

Facilities

Strensall has various facilities including two mid-scale grocery stores, a post office, a doctors surgery and chemist, a primary school, Strensall Bowls and Golf Club and two football pitches. Strensall and Towthorpe lies within the secondary school catchment for Huntington School.



Queen Elizabeth II Army Barracks are located on the eastern side of the settlement.

The village also has a regular bus service which runs every 10 minutes into the City Centre. The nearest employment areas are located at Monks Cross.

Wheldrake

Location and Population

Wheldrake is a village which lies approximately 4.5 miles south-east of York's main urban edge and approximately 6.3 miles from the City Centre. The River Derwent runs down the eastern side of the village and it is surrounded by open countryside and York's Draft Green Belt.

In 2001 Wheldrake had a population of 1780, equating to 1% of York's population. Between 1991 and 2001 the population of Wheldrake increased by 23.4%.

Housing Growth

Between 1996-2006, 9 houses (windfalls) have been built in Wheldrake, equating to 0.3% of all windfall housing built in York over this 10 year period.

Designations and Important Buildings

Wheldrake Conservation Area was designated in 1979. It concentrates upon the historic Main Street, and its continuation as Church Lane, and the "Back Lanes" established as part of the medieval field pattern.

Within the Wheldrake Conservation Area, the Parish Church and 21 buildings are listed. This is a notable proportion for a village of this size, reflecting its historic importance and qualities. The Church of St Helen has a 14th Century West Tower and a five sided apse of 1779. Numbers 53/55 Main Street are late 16th Century or early 17th Century in origin, with exposed timber framing to the front wall. Other buildings date mainly from the 18th Century.

Facilities

Wheldrake has an assortment of amenities including a mid-scale grocery store and several local independent retailers. In addition there is a primary school, a doctors surgery and a post office. In terms of leisure facilities there is a sports and social club, 3 all weather tennis courts, Wheldrake Recreation Ground and bowls, cricket and football facilities. A golf course is also located near Wheldrake. The village lies within the secondary school catchment for Fulford School.



Wheldrake also has employment provision at Millfield Lane Industrial Estate with 5.3ha of employment land. However in terms of public transport accessibility Wheldrake scores poorly as the village does not have a regular bus service.

Skelton

Location and Population

The village of Skelton is situated approximately 1 mile north west of York's main urban edge and approximately 3.5 miles from the City Centre. To the west of the village runs the A19. The village is surrounded by open countryside and York's Draft Green Belt.

In 2001 Skelton had a population of 1642, equating to 0.9% of York's total population. Between 1991 and 2001 the population of Skelton increased by 8.5%.

Housing Growth

Between 1996-2006 Skelton has had no new houses built.

Designation and Important Buildings

Skelton Conservation Area was designated in 1973. It includes The Green, Skelton Hall and Skelton Manor which form the historic core of the village.

The Church of St Giles (formerly known as All Saints) is a Grade I Listed Building, dating from 1240, with restorations from 1814 –18. Although it is small it is a foremost example of early 13th century work in this region. Grade 2 listed buildings in Skelton include Skelton Hall, Church View, The Green (formerly the Old School House) and the Grange Farm House.

Facilities

A mixture of facilities are available in Skelton these include: a grocery store, a primary school, a doctors surgery, a post office, a golf club and football pitches although there are limited built changing facilities. Skelton lies within the secondary school catchment for Cannon Lee School.

The Del Monte Factory site provides 2.9ha of employment land. Other employment areas nearby include York Business Park and Clifton Moor. There is a regular bus service which runs every 20 minutes into the City Centre.



Stockton-on-the-Forest

Location and Population

Stockton-on-the-Forest is located approximately 2.5 miles to the east of the main urban edge of York, and approximately 4.5 miles from the City Centre. It is a very good example of a linear village. The village is surrounded by open countryside and York's Draft Green Belt, to the north is the A64.

In 2001 the village had a population of 1259, equating to 0.7% of York's population. Between 1991 and 2001 the population increased by 5.9%.

Housing Growth

Between 1996-2006, 12 houses (windfalls) have been built in Stockton-on-the-Forest, equating to 0.4% of all windfall housing built in York over this 10 year period.

Designations and Important Buildings

The Conservation Area was designated in August 1998. It includes the historic core of the village along The Village (the main street) together with Stockton Hall and its grounds and a frontage of early 20th Century housing opposite the Hall.

Stockton Hall is the village's most imposing individual house, which is now used as a hospital. It dates from the 18th Century and is a Grade 2 Listed Building as are the adjoining stables. Along The Village are several houses and farmhouses which are also Listed, dating from the early 18th Century onwards. Other interesting buildings include Holy Trinity Church, built in the Gothic Style of 1843, with its distinctive spire.

Facilities

Stockton-on-the-Forest has the following local amenities: a mid-scale grocery store and some independent retailing, a primary school, a doctors surgery, a post office, and a golf club. Apart from a playground at Stone Riggs, the village does not have any outdoor public open space. Stockton-On-The-Forest lies within the secondary school catchment for Huntington School.

In terms of employment space there is 0.9ha at the Bull Commercial Centre and Industrial Estate. Other employment areas outside the settlement include Monks Cross. In relation to public transport the Coastliner Bus Service runs through the village every 30 minutes, to the City Centre and Leeds, and Scarborough.



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