



City of York

**LDF** | Local  
Development  
Framework

# Local Development Scheme

January 2012

# 1. Introduction and Context

## The Local Development Framework

- 1.1 In September 2004 the Planning and Compulsory Purchase Act (The Act) introduced a new planning system. For local authorities such as York the new system introduced a range of planning documents collectively known as the Local Development Framework (LDF).
- 1.2 The Act requires Local Authorities to prepare and maintain a Local Development Scheme (LDS) which is the project plan that explains the documents that the Council will prepare as part of its LDF. It also sets out the resources that will be required and the timetable for each document.

## Purpose and Content of the Local Development Scheme

- 1.3 This document is the Council's Scheme for 2012 to 2013. Its main purposes are:
  - to inform the community and other partners of the Local Development Documents (LDDs) that will make up the LDF for the area and the timescales they can expect for their preparation; and
  - to establish the Council's priorities for the preparation of LDDs and their associated work programmes, including in relation to budgeting and resources.

## The Present Development Plan for the City of York

### Strategic Planning Guidance

- 1.4 The coalition agreement published in May 2010 highlighted that the Government believes that it is time for a fundamental shift of power from Westminster to local councils, communities, neighbourhoods and individuals. As a part of this approach they included a commitment to 'rapidly abolish Regional Spatial Strategies and return decision making powers on housing and planning to local councils'. Following on from this on 6th July the Secretary of State for Communities and Local Government (CLG), Rt Hon Eric Pickles, announced the revocation of Regional Strategies with immediate effect.
- 1.5 In early August, house builder CALA Homes (Cala 1) launched a legal challenge to the government's decision to revoke RSSs. They argued that the Secretary of State was not empowered to revoke RSS in the way he did and that he had breached his obligations under European law by failing to assess the environmental effects. They were successful in this challenge which essentially means that the regional strategy remains part of the statutory

development plan. The Secretary of State has subsequently advised that the proposed abolition of regional strategies (in the Localism Act) is a Government commitment which Inspectors should take into account as a material consideration where relevant to their casework.

- 1.6 The Decentralisation and Localism Bill ('the Bill') was published by the Coalition Government on 13<sup>th</sup> December 2010 and was granted Royal Assent on 15<sup>th</sup> November 2011 and is therefore now called the Localism 'Act'. The legislation within the Act may commence immediately, after a set period or only after a commencement order by a Government minister. A commencement order is designed to bring into force the whole or part of an Act of Parliament at a date later than the date of the Royal Assent. When this occurs Regional government will be abolished immediately and therefore no new Regional Plans can be produced, however, existing Regional Spatial Strategies (RSSs) will remain part of the development plan until the Secretary of State has considered the outcome of the current consultation being undertaken by DCLG on the environmental assessment of the revocation of the existing regional strategies. This consultation ends on 20<sup>th</sup> January 2012.
- 1.7 It is the Government's clear policy intention to revoke existing regional strategies outside London, but this is subject to the outcome of environmental assessments and will not be undertaken until the Secretary of State and Parliament have had the opportunity to consider the findings of the assessments.

### **Locally**

- 1.8 In November 1999 a public inquiry opened to examine objections to the City of York Local Plan. One of the first issues to be considered by the independently appointed Government Inspector was the York Green Belt. In January 2000 he published his provisional views, which made it clear that the Plan should seek to adopt a permanent Green Belt. This differed to the approach advocated by the Council which involved initially designating an interim Green Belt whose boundaries would endure only for the life time of the Local Plan i.e. until 2006. Taking its lead from the inspector, in February 2000, the Council suspended the inquiry and officers began a Green Belt Review, which led to the Third Set of Changes to the Plan.
- 1.9 The consultation on the Third Set of Changes was held in February and March 2003. The Council received over thirteen thousand representations. This led to the production of a Fourth Set of Changes to the plan. The Local Plan up to and including the Fourth Set of Changes stages has been approved for Development Control purposes by the Council. Although this document does not have full Development Plan status as it has not been through the Inquiry process, it is considered to be an important material consideration in the assessment of planning applications. This document will be used for the purposes of Development Control until such time as it is superseded by elements of the LDF.

- 1.10 In addition to the draft Local Plan the Council has produced and is producing a range of draft supplementary planning documents to support policies included in the draft Local Plan up to and including the Fourth Set of Changes as approved by the Council for Development Control purposes (see Annex B). These documents are considered to be material considerations in terms of determining planning applications and will continue to be used by the Authority until such time as they are superseded.

## Further Information

- 1.11 A glossary of terms is provided in Annex D. Further general information about the LDF can be obtained from the Council's web page at [www.york.gov.uk](http://www.york.gov.uk) or the Planning Portal Website (the government's online service for planning) at [www.planningportal.gov.uk](http://www.planningportal.gov.uk).

If you would like to discuss this document or the LDF more generally please contact:

Forward Planning Team  
Integrated Strategy Unit  
City of York Council  
9 St. Leonard's Place  
York  
YO1 7ET

Telephone (01904) 551491

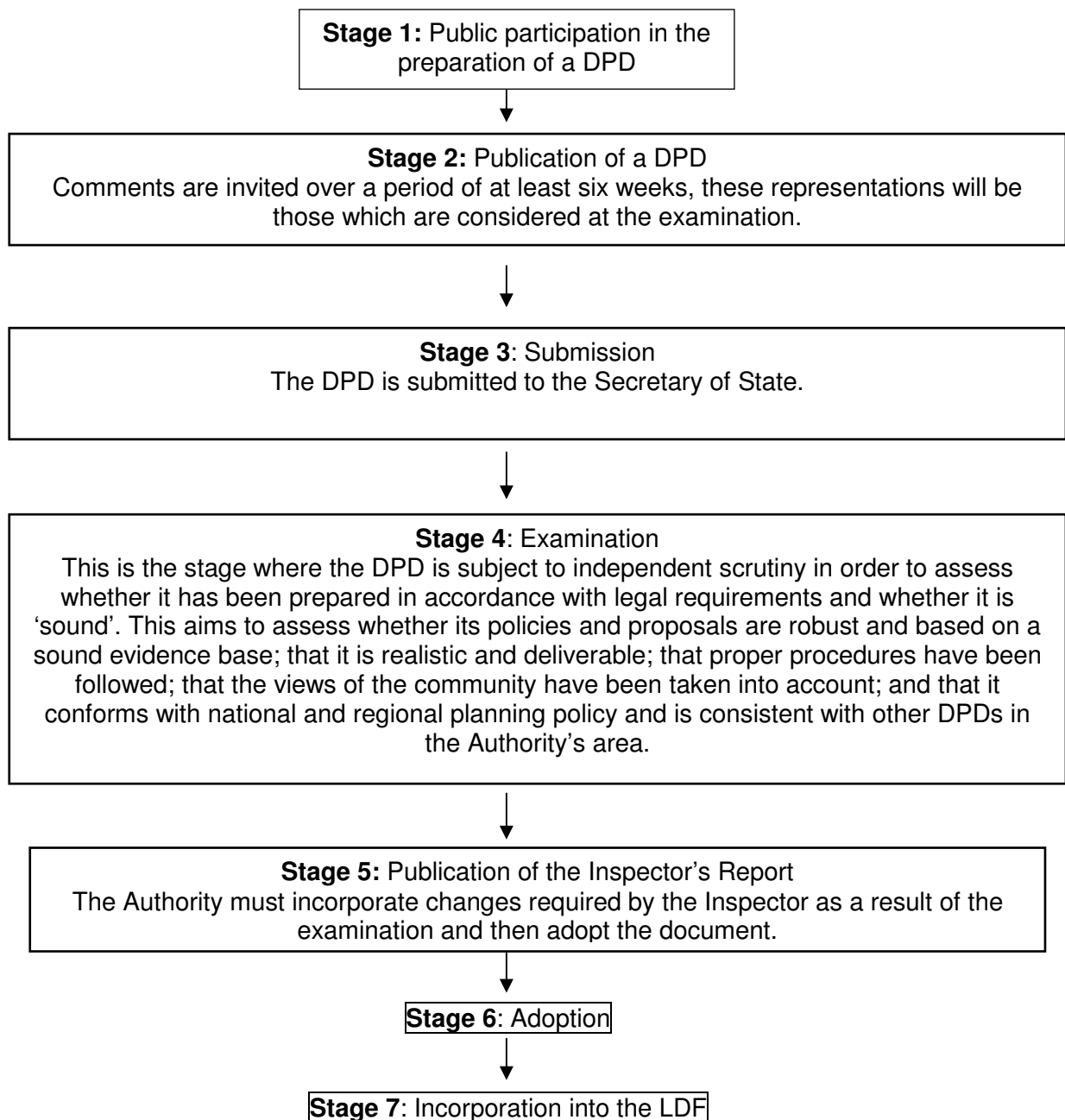
Email [integratedstrategy@york.gov.uk](mailto:integratedstrategy@york.gov.uk)

## 2. Programme & Content

### Process

- 2.1 The process for the production of Development Plan Documents (DPDs) that will form the LDF for the City is described in Figure 1 below.

#### **Figure 1: Preparation of Development Plan Documents (DPDs)**



## Local Development Documents

### *Progress to Date*

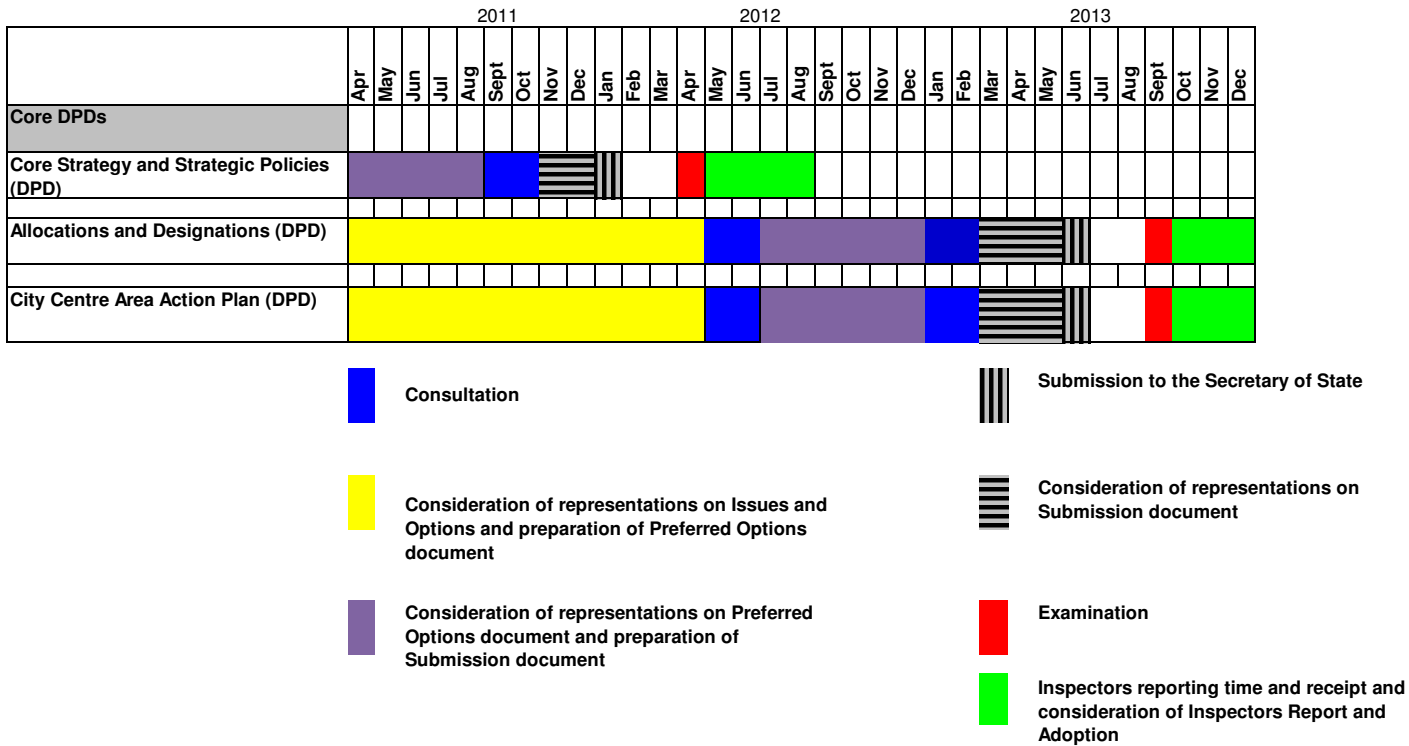
- 2.2 Since the last LDS was produced in December 2008, work has continued on the production of the Core Strategy DPD, Allocations and Designations DPD and the City Centre AAP. In terms of the Core Strategy a Preferred Options consultation took place between June and August 2009. Following analysis of the Preferred Options representations a Publication Submission document was produced and this was consulted on between September and November 2011. In relation to the Allocations and Designations DPD the sites put forward as part of the Issues and Options stage have been assessed and the Preferred Options document is being drafted. Production of the Preferred Options document for the City Centre Area Action Plan is also currently being undertaken, following analysis of the Issues and Options representations.
- 2.3 The SCI was adopted in December 2007. It sets out the Council's proposals for how the community will be involved in the production of planning documents and through consultation on planning applications.

### *Current Documents*

- 2.4 The following documents will be adopted by the end of 2013:
- Core Strategy DPD
  - Allocations and Designations DPD
  - City Centre AAP

The indicative timescales for the above documents are set out in Figure 2. Detailed information on the contents of the various LDDs identified in this section are provided in Annex A.

**Figure 2: LDF Work Programme - DPDs**



## Evidence Base

2.5 A key feature of the LDF is that its policies and proposals are soundly based on up-to-date and reliable evidence. A robust evidence base is therefore required in order to inform content and direction. This evidence base will also provide vital information for its subsequent monitoring and review.

2.6 **Table 1: Existing Evidence Base Documents:**

Study	Date of Production
City of York Biodiversity Audit (produced by: Martin Hammond (Ecological Consultant) and the City of York Council)	November 1996
City of York Biodiversity Audit (produced by: City of York Council)	January 2011
City of York Local Plan: The Approach to the Green Belt Appraisal (Produced by: City of York Council)	February 2003
City of York Retail Study (Produced by: GVA Grimley for the City of York Council)	June 2008
Retail Topic Paper (Produced by: GVA Grimley for City of York Council)	October 2010
Strategic Housing Market Assessment (SHMA) (Produced by: Fordham Research for the City of York Council)	June 2007
Open Space, Sport and Recreation Study (produced by: PMP for City of York Council)	November 2008
Strategic Flood Risk Assessment (SFRA) (Produced by: York Consultancy, for the City of York Council)	September 2007
Strategic Flood Risk Assessment (SFRA) Revision 1 (Produced by: York Consultancy, for the City of York Council)	April 2011
Employment Land Review (Stage 1) (Produced by: SQW)	July 2007
Employment Land Review (Stage 2) (Produced by: Entec for City of York Council)	February 2009
Travel to Work Topic Report – District Level (Produced by: City of York Council, City Development)	March 2005
York Landscape Appraisal (Produced by: Environmental Consultancy University of Sheffield (ECUS) for the City of York Council)	December 1996
Strategic Housing Land Availability Assessment (Phase 1) (Produced by: City of York Council)	April 2008
Strategic Housing Land Availability Assessment (Phase 2) (Produced by: City of York Council)	September 2011



<b>Study</b>	<b>Date of Production</b>
Affordable Housing Viability Study (Produced by: Fordham Research for City of York Council)	April 2010
Houses in Multiple Occupation Technical Paper (Produced by: City of York Council)	January 2011
Local Transport Plan 2011 – 2031 (LTP3) (Produced by: City of York Council)	March 2011
Preliminary Flood Risk Assessment (Produced by: City of York Council)	July 2011
Renewable Energy Strategic Viability Study for York (Produced by: AEA Group for City of York Council)	December 2010
School Playing Fields Assessment (Produced by: City of York Council)	January 2010
Preferred Options Topic Paper 3 – Transport (Produced by: City of York Council)	June 2009
Green Corridors Technical Paper (Produced by: City of York Council)	January 2011
York City Beautiful (Produced by: Alan Simpson <i>et al</i> for City of York Council)	February 2011

**Table 2: Topic Papers for the Submission Core Strategy**

<b>Study</b>	<b>Date of Production</b>
Population Topic Paper (Produced by: ARUP for City of York Council)	July 2011
Employment Topic Paper (Produced by: ARUP for City of York Council)	July 2011
Heritage Topic Paper (Produced by: City of York Council)	September 2011
Topic Paper on the Transport Implications of the LDF (Produced by: City of York Council)	September 2011

**Table 3: Supporting Papers for the Submission Core Strategy**

<b>Study</b>	<b>Date of Production</b>
Housing Growth –Supporting Paper (Produced by: City of York Council)	September 2011
Economic Growth –Supporting Paper (Produced by: City of York Council)	September 2011
Retail –Supporting Paper (Produced by: City of York Council)	September 2011
Spatial Strategy –Supporting Paper	September 2011

(Produced by: City of York Council)	
Infrastructure Delivery Plan (Produced by: City of York Council)	September 2011

- 2.7 In addition to the existing evidence base we are also working on an emerging evidence base. These are shown in Table 4 below:

**Table 4: Emerging Evidence Base Documents**

<b>Study</b>	<b>Progress so far:</b>
City Centre Movement and Accessibility Framework	LDF Working Group October 2011. Ongoing.
Central Historic Core Conservation Area Appraisal	Committee November 2011. Ongoing
York and North Yorkshire Strategic Housing Market Assessment (Produced by: GVA)	Draft. Ongoing.

- 2.8 As the LDF progresses, we will consider whether any further work or specialist studies are needed to develop or supplement this evidence base. This will be considered when preparing any LDDs and as part of the annual monitoring process. Consultants will be employed where the information required is of a specialist nature or the time needed to undertake the research is not available in-house.

## Risk Analysis

- 2.9 An assessment has been undertaken to identify key risks to the programme, these are outlined in Table 5 below along with potential mitigating actions.

**Table 5: Risk Analysis**

<b>Risk</b>	<b>Impact L/M/H</b>	<b>Probability L/M/H</b>	<b>Mitigating Actions</b>
Staff turnover	H	M	The potential loss of a team member could have a significant impact upon LDF delivery. To address this risk contingencies are in place (such as the redeployment of internal resources to cover a shortfall or use of 'agency' staff) to enable continuity in the programme in the event of a staff member leaving the employment of the Council.
Changes in National Guidance arising following the consultation on the Draft	H	H	Ensure that the LDF team is fully aware of emerging national and regional context and responds to changes early.  Also consider potential changes with inspector following submission for Core

<b>Risk</b>	<b>Impact L/M/H</b>	<b>Probability L/M/H</b>	<b>Mitigating Actions</b>
National Planning Policy Framework.			Strategy.
Change in the local political agenda.	H	L	Cross party LDF Member Working Party to provide consensus where possible.
Objections	H	M	Whilst the SCI sets out the overall engagement strategy with all interested parties, it is likely that there will remain some interests whose case will need to be considered at Inquiry. However this will not be known until the DPD is published and formally consulted on. Notwithstanding this, the front-loading of engagement with interested parties will seek to overcome as many objections as possible prior to the examination stage, where the most significant slippage in preparation may occur.
Capacity of Planning Inspectorate (PINS) to accommodate an as yet unknown level of nationwide demand.	H	M	The capacity of PINS is not something that the Council can directly influence.
Soundness of DPDs	H	L	Dialogue with Government Office and PINS at all key stages in the process will seek to minimise the risk. Issues and concerns would then be addressed in a timely manner.
Soundness of DPDs & Legal challenge	H	L	All DPDs will be prepared upon a robust evidence base subject to a sustainability appraisal, and involve engagement with all interested parties.
Implication of Development Management decisions on major applications	M	L	Dialogue with Development Management colleagues recommendations to Members.

### 3. Annual Monitoring Report

- 3.1 The Council is required to annually monitor the effectiveness of its policies and progress on the production of its LDF. As a part of this process it will prepare an Annual Monitoring Report (AMR) before 31<sup>st</sup> December each year that will cover the previous financial year (1 April to 31 March).
- 3.2 AMRs have been prepared and submitted to Government Office covering the time periods 2005/06, 2006/07, 2008/2009, 2009/10 and 2010/2011. All of the reports are available to view on the Council's webpage [www.york.gov.uk](http://www.york.gov.uk) or from the Council's Integrated Strategy – Research and Development Team (please see contact details in section 1).
- 3.3 The AMR includes:
- national core indicators and locally devised indicators, which monitor the effectiveness of current planning policies. Future AMRs will also suggest actions to address any issues highlighted (but will not itself amend or revise policies);
  - an assessment of the progress made by the Council with regards to the LDF. This includes a review of the documents produced and ongoing work taking place. It also states the reasons why or why not progress has taken place; and
  - a comprehensive review of contextual statistics that help to paint a picture of the social, environmental, economic, physical and demographic background for the City of York.

### 4. Sustainability Appraisal and Strategic Environmental Assessment

- 4.1 Section 39 of The Planning and Compulsory Purchase Act 2004 requires LDDs to be prepared with a view to contributing to the achievement of sustainable development. Local Planning Authorities must also comply with the European Union Directive 2001/42/EC which requires formal Strategic Environmental Assessment (SEA) of certain plans and programmes which are likely to have significant effects on the environment. The Directive has been incorporated into English law by virtue of the SEA Regulations 2004, and applies to all LDDs where formal preparation begins after 21<sup>st</sup> July 2004. All DPDs will therefore be subject to Sustainability Appraisal (SA) incorporating SEA. SA/SEA will also be produced for SPDs, which are area based if the effects have not been appraised within a higher level Sustainability Appraisal.
- 4.2 In this way, SAs assist and improve policy, project and programme development by assessing the likely significant effects on the economic, social and environmental objectives by which sustainable development can be defined.

4.3 The SA/SEA report will be an integral part of the plan making progress and will be undertaken in stages alongside the production of each DPD/SPD. The first stage involves establishing the evidence base, identifying the key sustainability issues with regard to the city and developing sustainability objectives relevant to that DPD in a Sustainability Appraisal Scoping Report. For each DPD we have also produced Initial Sustainability Statements to accompany consultation to provide sustainability information on the issues and options presented. The initial statements will feed into the final Sustainability Appraisal and maintains ongoing discussion as to the direction and progression of each document.

4.4 Table 6 shows the sustainability documents that have been completed to date:

**Table 6: Completed Sustainability Documents**

LDF Document	Sustainability Documents completed
Core Strategy	<ul style="list-style-type: none"> <li>• SA Scoping Report (June 2006, revised October 2010)</li> <li>• Issues and Options Initial Sustainability Statement (June 2006)</li> <li>• Issues and Options 2 Initial Sustainability Statement (September 2007)</li> <li>• Preferred Options Document (June 2009)</li> <li>• Submission (Publication) (September 2011)</li> </ul>
Allocations and Designations DPD	<ul style="list-style-type: none"> <li>• SA Scoping Report (March 2007)</li> <li>• Issues and Options Initial Sustainability Statement (March 2008)</li> </ul>
York Northwest AAP	<ul style="list-style-type: none"> <li>• SA Scoping Report (July 2007)</li> <li>• Issues and Options Initial Sustainable Statement (November 2007)</li> </ul>
Former British Sugar / Manor School SPD	<ul style="list-style-type: none"> <li>• Consultation Draft Sustainability Appraisal (December 2010)</li> </ul>
City Centre Area Action Plan	<ul style="list-style-type: none"> <li>• SA Scoping Report (July 2008)</li> <li>• Issues and Options Initial Sustainability Statement (July 2008)</li> </ul>

4.5 We undertake Sustainability Appraisal within the Research and Development team within the Integrated Strategy unit. Keeping this resource 'in-house' matches government best practice and helps to ensure that the SA process is embedded into the LDF policy development process.

## **5. Existing Council Strategies**

- 5.1 Government guidance indicates that the LDF has a key role in delivering the spatial aspects of the Sustainable Community Strategy. It is also clearly important that the LDF takes full account of other existing Council strategies that have spatial elements. Table 7 highlights existing Council Strategies that will be considered and scoped as part of on going work for the LDF. In addition to the existing Council Strategies, Officers will seek to identify emerging strategies with implications for the LDF and ensure a consistent approach is taken.

**Table 7: Existing Council Strategies**

<b>Strategy</b>	<b>Role</b>	<b>Timescale</b>
The Council Plan 2011-2015	<p>The Council's Plan set's out the City of York Council's priorities for 2011-15. The priorities are to:</p> <ul style="list-style-type: none"> <li>• Create jobs and grow the economy</li> <li>• Get York moving</li> <li>• Build strong communities</li> <li>• Protect vulnerable people</li> <li>• Protect the environment</li> </ul>	2011-2015
York – a city making history: Vision and Sustainable Community Strategy (2008)	<p>The Community Plan runs to 2025. It sets a vision for the City which aims to:</p> <ul style="list-style-type: none"> <li>• build confident, creative and inclusive communities;</li> <li>• create a leading environmentally-friendly city;</li> <li>• ensure York is at the forefront of innovation and change with a prosperous and thriving economy;</li> <li>• create a world class centre for education and learning for all; and</li> <li>• celebrate our historic past whilst creating a successful and thriving future.</li> </ul> <p>A review of the SCS is currently under discussion.</p>	To 2025
Local Transport Plan (LTP3)	<p>Local transport authorities are required by the Transport Act 2000 to prepare a LTP. The City of York's Third Local Transport Plan (LTP3), covering the period April 2011 to March 2015 and beyond to 2031, has now been published. It is expected that there will be a significant growth in jobs and housing over the next 15 - 20 years. The make up of York's population will also change over this period, with more older and dependent people</p>	2011 – 2031

<b>Strategy</b>	<b>Role</b>	<b>Timescale</b>
	<p>expected to be living in the city. This will increase the pressures on the transport network, which could lead to current levels of delay increasing contributing to more emissions of greenhouse gases and pollutants that affect air quality in some areas of the city.</p> <p>The priority for LTP3 is to provide a high quality, well planned, fully integrated and efficiently operated transport network in order to limit, as far as possible, any future delays and to enable the city to continue to function. This is expected to be achieved through:</p> <ul style="list-style-type: none"> <li>• Providing Quality Alternatives to the car to provide more choice and enable more trips to be undertaken by sustainable means.</li> <li>• Improving Strategic Links to enhance the wider connections with the key residential and employment areas in and around York, and beyond.</li> <li>• Encouraging Behavioural Change to maximise the use of walking, cycling and public transport and continue improving road safety</li> <li>• Tackling Transport Emissions to reduce the release of pollutants harmful to health and the environment.</li> <li>• Enhancing Public Streets and Spaces to improve the quality of life, minimise the impact of motorised traffic and encourage economic, social and cultural activity.</li> </ul> <p>Air quality issues in York are mainly related to traffic emissions. An Air Quality Action Plan (AQAP2) was developed alongside LTP2, to support the aim of improving air quality. This remains current for LTP3.</p>	
A Municipal Waste Management	The Municipal Waste Management Strategy has been developed by the	2006 -



<b>Strategy</b>	<b>Role</b>	<b>Timescale</b>
Strategy for the City of York and North Yorkshire	York & North Yorkshire Waste Partnership and provides the strategic vision for managing wastes and improving resource recovery in York and North Yorkshire. This Strategy contains the policies, aims, objectives and targets for the partnership area.	2026
Draft York Economic Strategy	<p>This Strategy is focused on five interconnected objectives that are rooted in evidence and analysis:</p> <ol style="list-style-type: none"> <li>1. INNOVATION - capitalise on R&amp;D, creativity, technology and efficiency</li> <li>2. INVESTMENT – make York an international centre for knowledge based business</li> <li>3. ENTERPRISE – foster entrepreneurship and the growth of indigenous business</li> <li>4. PEOPLE - strengthen and capitalise on York’s excellent skills base and inclusivity</li> <li>5. PLACE – a quality environment with infrastructure and sites that enable growth</li> </ol>	2011-2015
New City Beautiful – Toward an Economic Vision	The study examines the economic potential of the city together with the unprecedented number of major projects, underway or in the pipeline in York, and considers how these can be pulled together into a coherent strategy that will provide greater certainty for future investment. The work focuses on the delivery of key developments, ensuring these take account of York’s attractiveness and heritage, as well as maximising their economic, social and environmental potential.	n/a
Children and Young People’s Plan	The main purpose of the plan is to provide a clear sense of direction for everybody working to improve outcomes for children and young people in the city. Contains an analysis of local needs and priorities and concentrates	2009-2012

<b>Strategy</b>	<b>Role</b>	<b>Timescale</b>
	on 6 outcomes for children and young people: being healthy, staying safe, enjoying and achieving, making a positive contribution, achieving economic wellbeing and managing services.	
York Housing Strategy	<p>The assessment looks at supply and conditions of the housing stock, the numbers, demand and location. It also looks at the Council's approach to negotiating affordable housing on sites. It covers vulnerable groups and the homeless.</p> <p>Local housing priorities include:</p> <ul style="list-style-type: none"> <li>- Improving access to housing services, advice and support</li> <li>- Making best use of the existing housing stock</li> <li>- Maximising the supply of decent, environmentally sustainable homes that people can afford</li> <li>- Improving the condition, energy efficiency and suitability of existing homes and create attractive neighbourhoods</li> <li>- Reducing homelessness and tackle the causes of homelessness</li> <li>- Strengthening partnership working between agencies</li> </ul>	2011-2015
Older People's Housing Strategy	<p>This strategy forms part of the wider 'York Housing Strategy 2011-15'. The strategy aims to raise the profile of older people's housing issues within this broader plan. It provides a framework within which investment decisions can be taken. Strategic priorities are:</p> <ul style="list-style-type: none"> <li>- To ensure older people can make informed choices and plan ahead by providing accessible and clear information on their housing options;</li> <li>- Ensure older households are able to live in their homes for longer;</li> <li>- Where there is need for specialist accommodation, ensure it promotes and enables independence and choice;</li> </ul>	2011-2015
Private Sector Housing Strategy	This document sets out how the council and partners will work to improve	2008-2013

<b>Strategy</b>	<b>Role</b>	<b>Timescale</b>
	<p>the condition and management of owner occupied and privately rented homes in York. Its 5 strategic aims include to:</p> <ul style="list-style-type: none"> <li>- Encourage and support owner-occupiers to maintain and repair their homes and introduce energy efficiency measures;</li> <li>- Encourage private landlords to provide good quality and well managed properties for their tenants;</li> <li>- Help people whose independence may be at risk remain in or return to their homes;</li> <li>- Maximise use of the existing housing stock to increase the supply of Decent affordable homes in York;</li> <li>- Strengthen existing and develop new partnerships to support the private housing sector.</li> </ul>	
Homelessness Strategy	<p>This strategy sets out what needs to be done to address homelessness in York over the next five years. Its strategic aims are:</p> <ul style="list-style-type: none"> <li>- to ensure people who are at risk of homelessness are aware of, and have access to, the services they need to help prevent it;</li> <li>- to ensure the provision of, and fair access to, accommodation sufficient to meet identified housing needs;</li> <li>- to ensure people with housing related support needs have these needs fully assessed and have access to the support services required to sustain independent living and prevent homelessness;</li> <li>- to ensure the effective co-ordination of all service providers, across all sectors, whose activities contribute to preventing or addressing homelessness, or meeting the accommodation and support needs of people who are homeless or at risk of homelessness.</li> </ul>	2008-2013
Contaminated Land Strategy	The law on contaminated land is made under Part 2A of the Environmental	2010 -

<b>Strategy</b>	<b>Role</b>	<b>Timescale</b>
	<p>Protection Act 1990 [1] and is commonly referred to as 'Part 2A'. Part 2A came into force on 1<sup>st</sup> April 2000, following the enactment of section 57 of the Environment Act 1995 and the Contaminated Land (England) Regulations 2000. These Regulations were replaced in 2006 by The Contaminated Land (England) Regulations 2006 [2], to include land that is contaminated by virtue of radioactivity.</p> <p>Its intended role is to enable the identification and cleanup of land on which contamination is causing unacceptable risks to human health or the wider environment, or lasting exposure to radiation where action is likely to be justified.</p> <p>This strategy explains how the Council will go about inspecting the city for contaminated land, and how it will manage the information that we generate. The strategy also includes information on timescales and progress made to date.</p>	2013
City of York Council Life Long Learning and Culture Service Plan	<p>The plan focuses on the following key outcomes:</p> <ul style="list-style-type: none"> <li>Outcome 1: Making York More Eventful</li> <li>Outcome 2: Engagement in Learning</li> <li>Outcome 3: Being Healthy</li> <li>Outcome 4: Supporting Stronger Communities</li> <li>Outcome 5: Developing a Vibrant Cultural Infrastructure</li> </ul>	2008/09
Sport and Active Leisure Strategy	<p>To enable York to be a City that offers the widest possible range of sport and active leisure opportunities for people, the strategy aims to ensure that:</p> <ol style="list-style-type: none"> <li>1. every individual in York will be aware of the health benefits of active leisure and of the opportunities available to them;</li> <li>2. coaching and development opportunities exist for participants;</li> <li>3. people improve their performance and to compete at the highest</li> </ol>	2009-2015

<b>Strategy</b>	<b>Role</b>	<b>Timescale</b>
	<p>levels;</p> <ol style="list-style-type: none"> <li>4. the sustainability of the sport and active leisure infrastructure in the city, including high quality facilities and strong clubs;</li> <li>5. we capitalise on the contribution that Sport and active leisure makes to the culture and quality of life of residents of the city;</li> <li>6. we promote and enhance the role that sport and physical activity can play in developing safer and stronger communities.</li> </ol>	
Low Emission Strategy	<p>A Low Emission Strategy is currently being prepared for the City to address deteriorating local air quality and to reduce emissions of all pollutants (including Green House Gases). This will aim to accelerate the uptake of low emission vehicles and technology, helping to improve local air quality and protect health. It will also aim to establish a more holistic approach to local air quality and carbon management reduction.</p>	<p>Due to be adopted in 2012 and will be updated annually</p>
The Climate Change Framework and Action Plan (2010)	<p>The Climate Change Framework covers 2010-2015 and will enable York to coordinate and drive forward actions to reduce Carbon Dioxide (CO<sub>2</sub>) and other emissions across the city in the long term and up until 2050. The Action Plan covers 2010-2013 and will be a combination of two specific action plans. The plans are broken into mitigation, actions that will reduce emissions across York and adaption, actions that will help York better prepare and adapt to the predicted changes in climate. The headline objectives are:</p> <ul style="list-style-type: none"> <li>• to reduce York's CO<sub>2</sub> and other greenhouse gas emissions in line with government targets;</li> <li>• to coordinate CO<sub>2</sub> and other greenhouse gas emission reduction initiatives across York;</li> <li>• to coordinate actions to better prepare York for future climate change;</li> <li>• to make fuller use of the potential for low carbon, renewable, localised</li> </ul>	<p>Framework: 2010-2015</p> <p>Action Plan 2010-2013</p>

<b>Strategy</b>	<b>Role</b>	<b>Timescale</b>
	<p>sources of energy generation across York;</p> <ul style="list-style-type: none"> <li>• to raise awareness and understanding of climate change throughout the Without Walls Partnership, City of York Council and within communities, businesses, organisations across York; and</li> <li>• contribute to the City's Sustainable Community Strategy and the creation of a sustainable, environmentally friendly City.</li> </ul>	
<p>The Single Equalities Strategy and Scheme 2009-2012</p>	<p>The Single Equality Strategy and Scheme 2009 to 2012 outlines how we intended to make equality of opportunity a reality in all our activities, for example employment practices, provision of services and working with partners. This strategy and scheme covers three years (2009 to 2012).</p>	<p>2009-2012</p>

## 6. Resources

### Financial

- 6.1 The financial implication of the production of the three DPDs highlighted in paragraph 2.4 has been fully assessed. The majority of the costs relating to staffing will be met through Revenue budgets. In addition funds have also been identified to meet costs relating to the following:
- technical work for the LDF evidence base that cannot be undertaken in house (as detailed in Annex B);
  - the public examinations into the Core Strategy and Allocations and Designations DPD (this includes costs relating to the Planning Inspectorate, Programme Officer and venue); if the Council wishes to progress the City Centre Area Action Plan (CCAAP) to Examination further funding will have to be identified.
  - the need for additional temporary posts to aid the production of the DPDs;
  - legal and consultancy support on procedural issues; and
  - consultation and publication.

### Programme Management, Reporting and Responsibilities

- 6.2 The responsibility for preparing the LDF lies with Director for City Strategy. The Assistant Director for Strategic Planning and Transport provides an overall Project Director role and provides the link with both the Directorate and wider Council management teams who have regular updates on LDF progress and presentations and discussions at key stages in the progress of key documents.
- 6.3 The Head of Integrated Strategy Unit has the role of LDF project management supported by members of teams in specialist work areas. In addition the Integrated Strategy Unit will be primarily responsible for delivering the LDF. Its components are illustrated by the family tree attached as Annex C. Within the Integrated Strategy Unit the Strategy and Transport team will lead on the production of the Core Strategy and Allocations and Designations DPDs with strong support from the Research and Development Team on the production of the evidence base, sustainability appraisal and monitoring and review. The production of the City Centre Area Action Plan and Supplementary Planning Documents relating to York North West which will be produced by the Council's Major Development Projects and Initiatives group shown as Annex B.

## **Reporting**

- 6.4 Issues relating to the LDF are reported to Council Members via the Local Development Framework Working Group. This is a formally constituted cross party committee of the Council which meets in public and makes recommendations to the Council's Cabinet.
  
- 6.5 The Council's Cabinet is formally responsible for making decisions relating to LDF production other than approving document for submission to the Secretary of State or final adoption. Decisions relating to these issues must be made by Full Council.



## **Annex A: Local Development Documents**

Profiles of each document currently being prepared are set out below.

### **Core Strategy (DPD)**

#### **Description and Role**

The Core Strategy will set out the overall strategy of the LDF and the key strategic policies against which all development will be assessed. All other DPDs prepared by the Council will have to be in conformity with the Core Strategy and contain policies and proposals which support its strategic vision, objectives and spatial strategy. The Core Strategy will contain:

- a context;
- a vision;
- a spatial strategy;
- objectives, targets and policies for:
  - the role of York's Green Belt;
  - York city centre
  - York Northwest
  - York's quality historic and built environment;
  - housing growth and distribution;
  - aiding choice in the housing market;
  - affordable housing;
  - communities facilities;
  - education, skills and training
  - sustainable economic growth ;
  - retail;
  - sustainable transport;
  - air quality
  - green infrastructure;
  - sustainable design and construction;
  - flood risk;
  - sustainable waste management;
  - minerals;
  - infrastructure and developer contributions
- a delivery strategy; and
- a monitor, manage and review framework.

The Core Strategy will have to conform to the Regional Spatial Strategy (RSS) until it is abolished and will have full regard to other key Council Strategies such as the Sustainable Community Strategy and the Local Transport Plan (LTP3) and take into account issues such as sustainable development and promoting diversity and social inclusion.

The Core Strategy will be accompanied by a Key Diagram. This will identify, in a visual format, the key issues that will impact on York's spatial strategy and

general core strategy approach such as areas of constraint, strategic transport corridors, strategic growth points for housing, employment and retail.

**Table 8 : Core Strategy DPD Timetable**

Submission	January 2012
Pre-examination meeting	February 2012
Examination	April 2012
Inspector's reporting time and receipt of Inspector's Report and Adoption	May-August 2012

## **Allocations and Designations (DPD)**

### **Description and Role**

This DPD and associated proposals map will show all the sites which have been specifically identified for development or protection in order to meet the Council's vision and objectives and/or policies of the Core Strategy. It will set out policies and proposals maps relevant to the sites including detailed requirements for their development and phasing policies. Allocations and designations will be developed from the vision and strategic objectives of the Core Strategy and will specify sites proposed and protected for:

- Green Belt boundaries and settlement limits – including areas 'washed over' by Green Belt and major developed sites in the Green Belt;
- Areas of Search/safeguarded land
- City Centre AAP and YNW strategic allocation boundaries
- Conservation Areas, Historic Parks and Gardens, Area of Archaeological Importance
- Housing, Gypsy and Traveller sites, health, community facilities and built sports.
- Educational establishments
- Employment sites
- Retail sites
- Designated city, district and local centres
- Transport schemes including existing and proposed cycle routes
- Waste sites
- Renewable energy
- Flood Zones
- Open space
- Biodiversity sites
- Green Corridors

Some allocations will be phased to follow a sequential approach to release and thereby ensure that they are flexible and responsive. This is particularly relevant to housing. Like each of the LDDs, the Allocations and Designations DPD will be subject to regular scrutiny through the monitoring process and an

Annual Monitoring Report to ensure sites are coming forward as intended, to provide a suitable and available land supply.

**Table 9: Allocations and Designations DPD Timetable**

Consideration of representations on Issues and Options and preparation of Preferred Options document	January – April 2012
Preferred Options Consultation	May – June 2012
Consideration of representations on Preferred Options document and preparation of Submission document	July – December 2012
Publication of document (including 6 week consultation)	January - February 2013
Consideration of representations of publication document	March - May 2013
Submission	June 2013
Pre-examination meeting	July 2013
Examination	September 2013
Inspector's reporting time and receipt of Inspector's Report and Adoption	October – December 2013

## **City Centre Area Action Plan (DPD)**

### **Description and Role**

AAPs focus upon implementation, providing an important mechanism for ensuring development of an appropriate scale, mix and quality for key areas of opportunity, change or conservation. Action plans or area strategies with a geographic spatial dimension will benefit from having development plan status in contrast to their previous status as supplementary planning guidance.

There are clearly several areas of the City that could benefit from the production of AAPs. The City of York's architectural and archaeological history is famous worldwide and is one of the key factors in attracting large numbers of visitors to the City. The Minster itself is the largest Gothic Cathedral in Northern Europe. In addition, the Museum Gardens is registered on English Heritage's list of Parks and Gardens of Special Historic Interest. Given the historical importance of the City Centre, its key tourism, retail and business roles and the development issues it faces, it is considered that this should be one of the first areas to be the subject of this type of DPD.

**Table 10: City Centre Area Action Plan (DPD) Timetable**

Consideration of representations on Issues and Options and preparation of Preferred Options document	January – April 2012
Preferred Options Consultation	May – June 2012
Consideration of the representations on the Preferred Options document and preparation of Submission document	July – December 2012
Publication of document (including 6 week consultation)	January-February 2013
Consideration of representations of publication document	March – May 2013
Submission	June 2013
Pre-examination meeting	July 2013
Examination	September 2013
Inspector's reporting time and receipt of Inspector's Report and Adoption	October – December 2013

## **Summary**

Table 11 below shows each DPD, its status, role and content, geographical coverage and its position in the chain of conformity.

**Table 11 : Summary of Key Documents**

Document title	Status	Role and content	Geographical coverage	Chain of conformity	Publication of document (including 6 week consultation)	Submission	Receipt of Inspector's Report and Adoption
Core Strategy	DPD	Sets out the overall direction for the LDF by driving forward the spatial planning framework for the city. Sets out the vision, objectives, targets and policies	City of York authority area	Consistent with national planning policy and general conformity with regional spatial strategy	Completed September – November 2011	January 2012	May-July 2012
Allocations and Designations	DPD	This shows all the sites which have been specifically identified for development and protection in order to meet the Council's vision and objectives or strategic policies of the Core Strategy.	City of York authority area	Core Strategy and Regional Spatial Strategy	January – February 2013	June 2013	October – December 2013
City Centre Area Action Plan	DPD	Provides an important mechanism for ensuring development of an appropriate scale, mix and quality for key areas of opportunity, change or conservation, in this case York City Centre.	City Centre, to be defined through the AAP process.	To conform with the Core Strategy	January – February 2013	June 2013	October – December 2013

## Annex B : Planning Guidance

### **Existing Planning Guidance:**

#### **General Planning Guidance:**

- *Contributions to Education Facilities (approved May 2002)*
- *Guide to Extensions and Alterations to Private Dwelling Houses (approved March 2001)*
- *Interim Affordable Housing Guidance (Dec 2010)*
- *Listed Buildings and Conservation Areas (adopted 2005)*
- *Planning Obligations & Agreements Procedure Note (adopted 2005, revise 2011)*
- *Highway Design Guide for York (2000)*
- *Guidelines for the Preparation of Transport Assessments and Travel Plans (adopted 2001)*
- *Sustainable Design and Construction Interim Planning Statement (Nov 2007)*
- *Commuted sum payments for open space in new development (August 2011)*
- *The York City Walls Conservation Plan (draft, 2004)*
- *The York City Walls & Interpretation and Access Plan (draft, 2004)*
- *Air Quality and Planning Guidance Note (May 2009)*
- *Design and Access Statements: How to use them to prevent crime (2009)*
- *Castle Piccadilly Development Brief (2006)*

#### **Village Design Statements:**

- *Copmanthorpe Village Design Statement, November 2002*
- *Poppleton (Upper and Nether) Village Design Statement, August 2003*
- *Heslington Village Design Statement, April 2004*
- *Rufforth Village Design Statement, September 2004*
- *Askham Bryan Village Design Statement, June 2005*
- *Holtby Village Design Statement, April 2005*
- *Murton Village Design Statement, December 2005*
- *Askham Richard Village Design Statement, June 2005*
- *Dunnington Village Design Statement, March 2006*
- *Knapton Village Design Statement, May 2006*
- *Skelton Village Design Statement, October 2008*

#### **Development Briefs:**

- *Elvington Airfield, Oct 1997*
- *Hessay Depot, Oct 1997*
- *Parkside Commercial Centre, Mar 2000*
- *Germany Beck, Sept 2001*
- *Metcalfe Lane, June 2002*
- *Heslington East, Feb 2004*
- *York Central, Mar 2004*
- *Hungate, Apr 2005*
- *Castle Piccadilly, Mar 2006*
- *Discus Bungalows, 2006*
- *Terry's Factory, May 2009*
- *Nestle South, May 2007*

**Emerging Planning Guidance:**

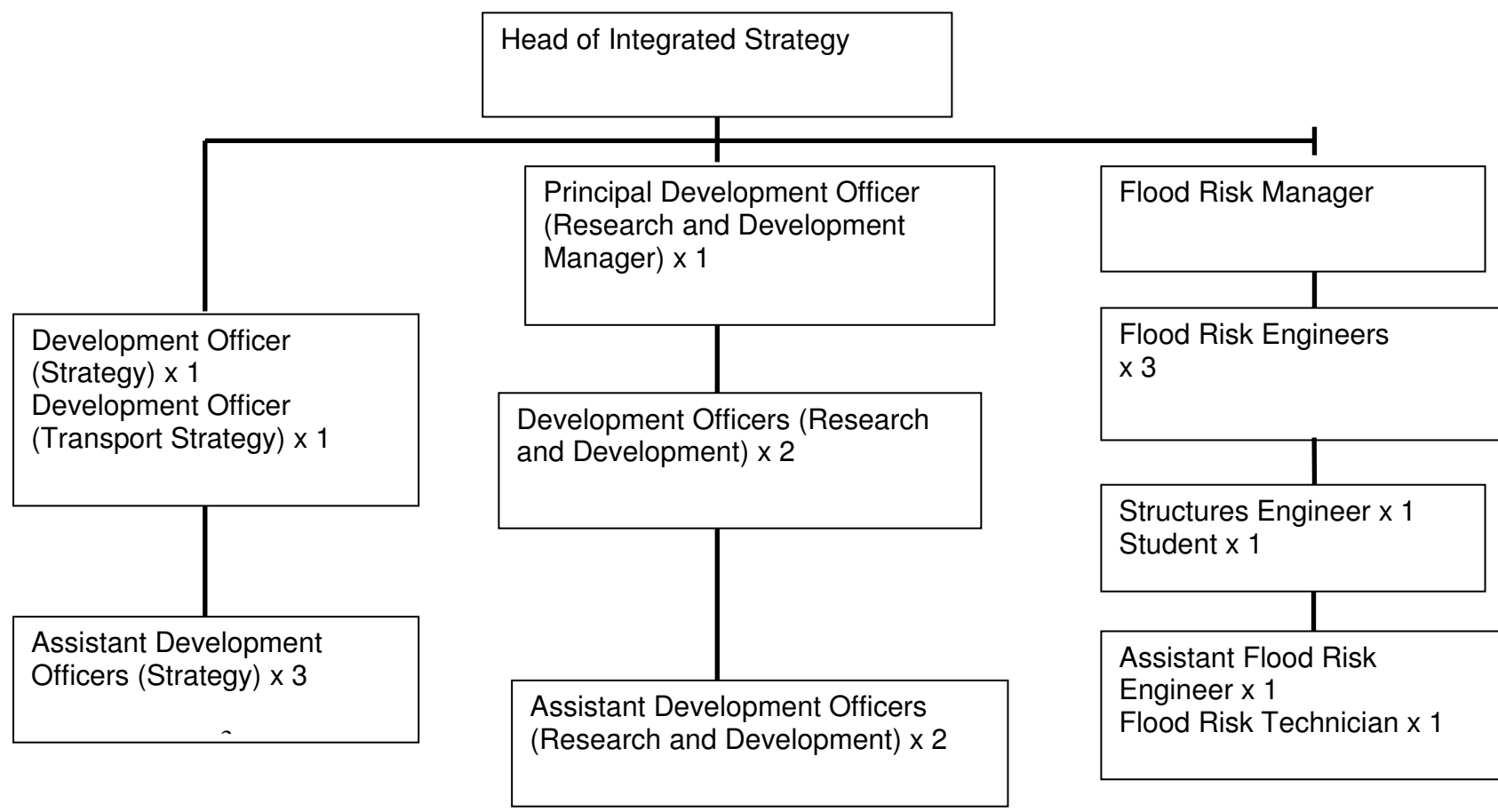
**SPDs currently being prepared:**

- *Trees on Development Sites (proposed adoption 2012)*
- *Archaeology (proposed adoption (2013/2014)*
- *Local List (proposed consultation 2012)*
- *Affordable Housing (proposed adoption 2012)*
- *Community Infrastructure Levy (proposed adoption 2013)*
- *Sustainable Design and Construction, including Targeted Recruitment and Training (revision, 2012)*
- *Green Infrastructure (proposed adoption 2013)*
- *York Central Historic Core Conservation Area Appraisal (proposed adoption 2011)*
- *House Extensions and Alterations (proposed adoption 2012)*
- *Sub-division of Dwellings (proposed adoption 2012)*
- *York Central (proposed adoption 2012)*
- *Former British Sugar/Manor School (report to committee for adoption 2012)*
- *Castle Piccadilly (Companion Document, 2012)*
- *Parking Standards (proposed adoption 2012)*
- *Low Emission Strategy SPD (proposed adoption 2012)*

**Village Design Statements currently being prepared:**

- *Fulford Village Design Statement (proposed adoption 2011)*
- *Naburn Village Design Statement (proposed adoption 2011)*
- *Wigginton Village Design Statement (proposed adoption 2011)*

## Annex C: Integrated Strategy Unit Team Structure





## **Annex D : Glossary of Terms**

**Allocations and Designations:** One of the documents in the *Local Development Framework*, the Allocations and Designations DPD will identify the development sites needed to deliver the objectives of the *Core Strategy*.

**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.

**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.

**Brownfield Sites/Locations:** Previously developed land that is, or was, occupied by a permanent structure (excluding agricultural or forestry building) and associated fixed surface infrastructure.

**Central Core Conservation Area Character Appraisal:** An appraisal to describe, define and analyse the special character and appearance of the Central Historic Core Conservation Area and assess its current condition.

**Core Strategy:** Part of the Local Development Framework (LDF). The Core Strategy sets out the long-term spatial vision for the local planning authority area and 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* 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 DPD*, an Allocations and Designations DPD, and *Area Action Plans* (where needed). 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*.

**Green Belt:** a policy and land use designation used in land use planning to retain areas of largely undeveloped, wild, or agricultural land surrounding or neighbouring urban areas.

**Green Corridors:** these are a fundamental element of green infrastructure as they form linkages between assets making green infrastructure a network of biodiversity and / or public amenity as opposed to a collection of sites.

**Green Infrastructure:** Green infrastructure is the physical environment within and between cities, towns and villages. It is a network of multifunctional open spaces including formal parks, gardens, woodlands, green corridors, waterways, street trees, nature reserves and open countryside.

**Greenfield Sites/Locations:** An area of land that has never been built upon.

**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.

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

**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 (LDF):** The name for the folder 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.

**Local Development Scheme (LDS):** Sets out the programme for preparing *Local Development Documents*.

**Local Plan:** A document which, 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 20-year strategy with an action plan 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.

**Preferred Options:** Previously a formal stage in the *Local Development Framework* process. Preferred Options is informed by the *Issues and Options* consultation and the *Sustainability Appraisal* and the Preferred Options Stage is an opportunity to debate the draft strategy before the finalised strategy is submitted to the Secretary of State.

**Proposals Map:** A map showing all the allocations for development and designations for protection.

**Regional Spatial Strategy:** A plan which contains the regional spatial policy which currently forms part of the statutory development plan. Due to be abolished in 2013.

**Spatial Planning:** 'Spatial' planning is a wider, more inclusive approach to considering the best use of land than traditional 'land-use' planning. Land-use planning has an approach that focuses on the regulation and control of land whereas spatial planning provides greater scope for the Council and other organisations to promote and manage change in the area.

**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 Communities:** Sustainable Communities are places where people want to live and work, now and in the future. They meet the diverse needs of existing and future residents, are sensitive to their environment, and contribute to a high quality of life. They are safe and inclusive, well planned, built and run, and offer equality of opportunity and good services for all.

**Sustainable Development:** Development that meets the needs of the present without compromising the ability of future generations to meet their own needs. Sustainability looks at reconciling environmental, social and economic aims.

**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.

**York Northwest Corridor:** An area of strategic importance immediately to the north and west of York City Centre consisting of two distinct brownfield sites: York Central and the Former British Sugar/Manor School site. These sites are separate but are located close to one another with significant interconnecting transport implications.



Integrated Strategy Unit  
City of York Council  
9 St Leonards Place  
York  
YO1 7ET  
Tel (01904) 551491  
Email: [integratedstrategy@york.gov.uk](mailto:integratedstrategy@york.gov.uk)