

Appendix F

Appraisal of Spatial Strategy Policies

Table F.1 Effects of Spatial Strategy (SS1-10) Policies

SA Objective	Spatial Strategy										Commentary on effects of each policy*	
	SS1: Delivering Sustainable Growth for York	SS2: The Role of York's Green Belt	SS3: The Creation of an Enduring Green Belt	SS4: York City Centre	SS5: Winthorpe	SS6: East of Metcalf Lane	SS7: Clifton Gate	SS8: Land North of Monks Cross	SS9: York Central	SS10: Castle Picadilly	Cumulative effect of the draft policies	
1. To meet the diverse housing needs of the population in a sustainable way.	++	+	+	++	++	++	++	++	++	++	++	<p>Likely Significant Effects</p> <p>The effects of these policies on this Objective is predicted to be positive or significantly positive given their role in helping to meet the objectively assessed housing need for the City. The scale of provision, cumulatively and associated with the strategic sites (SS5-10), means that a range of housing can be provided (particularly affordable housing) to meet specific needs of the City identified in the NYSHMA. The scale of proposed development at the strategic sites also means that opportunities for a high degree of self-containment in basic service provision can be secured. Delivery of the policies is a long term aspiration which will cover the plan period and beyond. The cumulative effects of policy implementation will require close monitoring.</p> <p>Mitigation</p> <p>As set out in the policies on strategic sites, criteria specifying how housing need and demand as expressed in the NYSHMA should be met.</p> <p>Assumptions</p> <p>That housing need across the City will be met through a combination of strategic and local sites, and the proportion of affordable housing reflects local requirements.</p> <p>Uncertainties</p> <p>The rate of housing delivery on strategic sites and the early provision of basic services.</p>

*Consideration of the likely significant effects includes short, medium and long-term effects, permanent and temporary effects, positive and negative effects, as appropriate.

Spatial Strategy												
SA Objective	SS1: Delivering Sustainable Growth for York	SS2: The Role of York's Green Belt	SS3: The Creation of an Enduring Green Belt	SS4: York City Centre	SS5: Winthorpe	SS6: East of Metcalf Lane	SS7: Clifton Gate	SS8: Land North of Monks Cross	SS9: York Central	SS10: Castle Picadilly	Cumulative effect of the draft policies	Commentary on effects of each policy*
2. Improve the health and well-being of York's population.	++	++	++	+	+	+	+	+	+	+	++	<p>Likely Significant Effects</p> <p>Notwithstanding the complexity of seeking to improve health and well-being, these policies should assist with providing the context for this to happen, through the provision of new high quality housing (SS1 and SS5 – 10), policies to promote sustainable transport (including SS1) and policies for the protection and enhancement of access to open space (formal and informal) at a City-wide scale (through SS2 and 3) and in relation to strategic sites (SS5-10) where open space and service provision will accompany housing and other development. Realisation of provision will be across the Plan period and beyond and cumulatively, the policies should result in significant positive effects if the stated mitigation criteria are adhered to.</p> <p>Mitigation</p> <p>As per criteria set out in strategic site policies SS4-10 along with monitoring of cumulative impacts.</p> <p>Assumptions</p> <p>That new and existing provision will be co-ordinated for the benefit of existing and new residents.</p> <p>Uncertainties</p> <p>The consistency of implementation in respect of service provision, particularly for large strategic sites which are relatively remote from existing provision.</p>

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3. Improve education, skills development and training for an effective workforce.	+	0	0	+	+	+	+	+	+	+	+	<p>Likely Significant Effects</p> <p>The construction of new homes ((SS1 and SS5-10) could create jobs and potentially training opportunities for local people in the construction industry and raise skill levels in this sector. However, any positive effects would depend upon the approach taken by house builders as to whether training opportunities and skills development benefited local people and therefore had any positive effects on this objective.</p> <p>The scale of proposed development is such that there are significant opportunities to secure mixed use development across a number of sites, thereby offering employment opportunities and depending on the new businesses, training opportunities for existing and new residents. The extent and likely character of employment provision will vary significantly by site, with proposals for York Central (SS9) for example offering significant mixed use development opportunities for residents in the vicinity and further afield.</p> <p>Mitigation</p> <p>As set out in criteria associated with strategic site policies.</p> <p>Assumptions</p> <p>That implementation of policy will be consistent with other policies on encouraging employment growth and skills development.</p> <p>Uncertainties</p> <p>The extent to which existing residents will benefit from the provision of employment and training opportunities, particularly in the more remote strategic sites.</p>

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4. Create jobs and deliver growth of a sustainable, low carbon and inclusive economy.	++	0	0	++	++	++	++	++	++	++	++	<p>Likely Significant Effects</p> <p>Policy SS1 makes provision for the housing requirement of over 17,400 dwellings and 13,400 jobs and is considered to have a significant effect on creating and sustaining employment in York. These are reflected in the specific developments anticipated by the strategic site policies SS4-10.</p> <p>Policy SS5-10 makes provision for the construction of new houses by small house builders (defined as those delivered an average of under 200 residential units per annum over its last 5 operating years). In conjunction with H5, these policies look to ensure that local employment opportunities are created</p> <p>The scale of proposed development, particularly at the strategic sites covered by policies SS5-10, offers potential for the development of significant renewable energy-related jobs, both in construction and operation. There could also be opportunities as part of development within the existing built-up area, such as in parts of the City Centre (policy SS4).</p> <p>Mitigation</p> <p>None required.</p> <p>Assumptions</p> <p>That implementation of policy will be consistent with other policies on encouraging climate change adaptation and mitigation through a switch to low-carbon energy sources.</p> <p>Uncertainties</p> <p>Market-led delivery and the scale of job creation.</p>

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5. Help deliver equality and access to all.	++	+	+	++	++	++	++	++	++	++	++	<p>Likely Significant Effects</p> <p>The effects of these policies on this Objective is predicted to be positive or significantly positive given their role in helping to meet the objectively assessed housing need for the City. The scale of provision, cumulatively and associated with the strategic sites (SS5-10) and the proposed broad distribution means that a range of housing and community facilities can be provided (particularly affordable housing) to meet specific needs. The scale of proposed development also means that opportunities for a high degree of self-containment in basic service provision can be secured. Delivery of the policies is a long term aspiration which will cover the plan period and beyond. The cumulative effects of policy implementation will require close monitoring.</p> <p>Mitigation</p> <p>As set out in the policies on strategic sites, criteria specifying how housing need and demand as expressed in the NYSHMA should be met.</p> <p>Assumptions</p> <p>That housing need across the City will be met through a combination of strategic and local sites, and the proportion of affordable housing reflects local requirements.</p> <p>Uncertainties</p> <p>The rate of housing delivery on strategic sites and the early provision of basic services.</p>

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6. Reduce the need to travel and deliver a sustainable integrated transport network.	+	-	0	0	++	+	-	+	-	+	-	++	++	+	-	<p>Likely Significant Effects</p> <p>Growth across the City and through the strategic sites in particular offers opportunities to develop a better integrated transport system for the benefit of residents, workers and visitors. Policy SS1 includes ensuring accessibility to sustainable transport modes is a key guiding principle, which in conjunction with other policies in the plan (notably T1) would help to reduce the need to travel. However, the provision of some 17,400 homes for an increase of approximately 40,000 in the population will lead to an increase the number of private cars within the City. There is the potential for the increase in vehicles to lead to an increase vehicle movements, although whether it will be within the City or the strategic road network that is affected is uncertain.</p> <p>The proposed strategic sites are in some cases set apart from key areas of higher order service provision and as such are likely to generate significant car-base trips, although some degree of self-containment will be secured on the larger sites (notably Winthorpe). By contrast, the redevelopment proposals associated with York City Centre (SS4) and York Central (SS9) offer significant opportunities to provide for the co-location of living, working, shopping and other recreation.</p> <p>Mitigation</p> <p>As stated in Policies SS5-10.</p> <p>Assumptions</p> <p>As part of strategic site delivery, significant improvements in sustainable transport provision can occur.</p> <p>Uncertainties</p> <p>The extent to which City-wide growth, particularly associated with the strategic sites, will lead to greater or less self-containment or further spread unsustainable commuting, for example.</p>
7. To minimise greenhouse gases that cause climate	+	-	0	0	+	+	-	+	-	+	+	+	+	+	+	<p>Likely Significant Effects</p> <p>The likely effects of these policies are mixed, reflecting increased emissions associated with</p>

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change and deliver a managed response to its effects.												<p>development but also opportunities for limiting carbon dioxide emissions through energy efficiency measures, renewable energy generation and facilitating sustainable travel. Experience in the City (Derwenthorpe) and around the country suggests that whilst considerable progress is possible, there remains a significant gap to be bridged to approach carbon neutrality. The full effects of the policies will only be measurable over the longer term and as part of an assessment of the cumulative effects of development as a whole.</p> <p>Mitigation As outlined in Policies SS5-10, but could potentially be more radical.</p> <p>Assumptions None.</p> <p>Uncertainties The extent to which potential sustainability measures (e.g. renewable power generation) are realised, particularly on the larger strategic sites.</p>
8. Conserve or enhance green infrastructure, biodiversity, geodiversity, flora and fauna for accessible high quality and connected natural environment.	?	+	+	+	+	+	+	+	+	+	+	<p>Likely Significant Effects</p> <p>Notwithstanding greenfield land-take associated with new development (and hence potential loss or displacement of assets), there is a significant opportunity to realise improvements to the City's green infrastructure network (including open space, biodiversity and geodiversity) through new provision, making links between existing resources and enhancing the management of resources, as well access enhancement generally. Under the guidance of a Green Infrastructure Strategy (forthcoming) there is potential to enhance assets and access for the benefit of existing and future residents. Long term management of resources will be critical to ensure that improvements are sustainable.</p> <p>A number of strategic sites have been identified as being within 250m of Statutory Nature Reserves e.g. ST1 (British Sugar), ST10 (Moor Lane), ST1 (British Sugar), ST22 (Germany Beck) and ST15 (Heslington Estate Land).</p>

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													<p>Whilst the full effects can only be considered at the detailed planning application stage, the HRA of the housing policies and strategic sites indicates that they are unlikely to have significant adverse effects upon biodiversity sites of international importance.</p> <p>Mitigation Management of green infrastructure resources to enhance quality and accessibility.</p> <p>Assumptions Protection of statutory and non-statutory biodiversity sites.</p> <p>Uncertainties The extent to which connectivity of green infrastructure assets can be secured and over what timescale, using new development to assist this.</p>	
9. Use land resources efficiently and safeguard their quality.	+	-	+	+	+	-	-	-	-	+	+	+	-	<p>Likely Significant Effects A significant proportion of new development (Policies SS5-8) will be located on greenfield land, and as such will result in the irreversible loss of this resource. A number of strategic sites e.g. ST4 (Grimston Bar), ST13 (Moor Lane), ST22 (Germany Beck), ST19 (land around Northminster Business Park) and ST7 (Metcalf Lane) includes land identified as Grade 2 Agricultural land.</p> <p>-However, the scale of these developments offers significant opportunities for comprehensive masterplanning which would enhance green infrastructure resources. The loss of greenfield land is to some degree balanced by the continued protection of the Green Belt (SS2 & 3) and brownfield regeneration of sites within the existing urban area. The net effect of the policies is therefore judged to have both positive and negative effects..</p> <p>Mitigation Masterplanning of strategic development sites to include significant elements of new and enhanced green infrastructure which help to compensate for greenfield land-take.</p> <p>Assumptions</p>

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												None. Uncertainties None identified.
10. Improve water efficiency and quality.	+	-	0	0	+	+	+	+	+	+	+	<p>Likely Significant Effects</p> <p>An increase in population anticipated by SS1 will have an inevitable negative impact on overall water usage and consumption across the City. This is reflected in Yorkshire Water's Water Resource Management Plan which identifies a deficit between supply and demand from 2.67Ml/d in 2018/19 increasing to 108.65Ml/d in 2039/40 for the water resource zone in which York is located. Please note however that the water resource zone encompasses Leeds, Bradford, Sheffield and Hull. However, the scale of proposed development, particularly at the strategic sites covered by policies SS5-10, offers potential for the development of significant sustainable water management initiatives through rainwater recycling, SUDS and water-efficient housing. In addition, Yorkshire Water's Water Resources Management Plan proposes a range of solutions to ultimately meet the forecast supply demand deficit. The options selected include leakage reduction, use of an existing river abstraction licence and a three groundwater schemes.</p> <p>Mitigation</p> <p>None required.</p> <p>Assumptions</p> <p>That implementation of policy will be consistent with other policies on encouraging sustainable construction and operation.</p> <p>Uncertainties</p> <p>The extent to which such measures will contribute to the overall sustainability of the housing stock.</p>

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11. Reduce waste generation and increase level of reuse and recycling.	+	-	0	0	+	+	+	+	+	+	+	+	<p>Likely Significant Effects</p> <p>The construction and use of the proposed development would inevitably result in an increase in waste generation which could have adverse effects in relation to this objective. However, the scale of proposed development, particularly at the strategic sites covered by policies SS5-10, offers potential for the development of significant sustainable waste management initiatives through re-use and recycling initiatives. As exemplars, practices could be spread across the City over time. In addition, the strategic policies will operate in conjunction with others in the plan, such as policy WM1 which will require the integration of facilities for waste prevention, re-use, recycling, composting, and recovery in association with the planning, construction and occupation of new developments. This requirement would help reduce waste consumption associated with new housing development and to increase levels of reuse and recycling.</p> <p>Mitigation</p> <p>None required.</p> <p>Assumptions</p> <p>That implementation of policy will be consistent with other policies on encouraging sustainable lifestyles.</p> <p>Uncertainties</p> <p>The extent to which such measures will contribute to the overall sustainability of the lifestyles in the City.</p>

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12. Improve air quality.	+	-	0	0	+	+	-	+	-	+	+	+	+	-	<p>Likely Significant Effects</p> <p>The likely effects of these policies are mixed, reflecting increased emissions associated with development but also opportunities for instituting wide-ranging sustainable travel measures.</p> <p>New development covered by the policies in this chapter could have an adverse impact on air quality in York. This could occur during construction of any new development and could be related to dust and particulate matter although such effects will be very localised. In addition as they are subject to a variety of policies in the plan, notably, ENV1 which states that 'development will only be permitted if the impact on air quality is acceptable and mechanisms are in place to mitigate adverse impacts and reduce further exposure to poor air quality', it is likely that such effects, if they do occur, will be acceptable.</p> <p>The promotion of walking and cycling suggests that considerable progress is possible, although car use remains relatively high throughout the City. The full effects of the policies will only be measurable over the longer term and as part of an assessment of the cumulative effects of development as a whole.</p> <p>Mitigation</p> <p>As outlined in Policies SS5-10, but could potentially be more radical.</p> <p>Assumptions</p> <p>None.</p> <p>Uncertainties</p> <p>The extent to which potential sustainable travel measures are realised, particularly on the larger strategic sites.</p>

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13. Minimise flood risk and reduce the impact of flooding to people and property in York.	+	?	0	0	0	0	0	0	0	0	0	0	?	<p>Likely Significant Effects</p> <p>Development principles within policy SS1 pay particular attention to flood risk and as such no negative effects are anticipated. However, whilst immediate risk can be reduced, extreme events will occur which place existing and new residents at risk. The extent to which additional development increases this risk is uncertain.</p> <p>Mitigation</p> <p>As per masterplanning proposals for strategic sites, utilising SUDS etc.</p> <p>Assumptions</p> <p>Current modelling of flood risk is .</p> <p>Uncertainties</p> <p>Changes in future flood risk from current modelling.</p>
14. Conserve or enhance York's historic environment, cultural heritage, character and setting.	+	+	-	?	?	+	?	+	+	+	+	?	+	<p>Likely Significant Effects</p> <p>Significant levels of new development will inevitably bring change to the character of the City, particularly where this as associated with strategic sites which envisage substantial tracts of new housing, in addition to the required release of Green Belt land. The re-definition of the City's Green Belt through policies SS2 and SS3 (notwithstanding removal of land for development) will help to re-affirm the role of this policy instrument in helping to protect the overall spatial form of the City and concentration of development in the urban area, with attendant sustainability benefits.</p> <p>-However, such change can be positive where the creation of new communities helps to address social inclusion and bring service provision and economic prosperity. Effects on the setting of the City can also be managed through land release which does not have a significant visual impact.</p> <p>Mitigation</p> <p>As proposed under policies SS5-10 which emphasise the need to respect and where possible</p>

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													<p>enhance local context.</p> <p>Assumptions Masterplanning ensures that new development respects, enhances and creates local character, in particular the City's Green Infrastructure network. Particular attention needs to be paid to the approach taken on sites within or near the City Centre.</p> <p>Uncertainties Potential cumulative impacts of development over the longer term.</p>
15. Protect and enhance York's natural and built landscape.	+	+	+	+	+	+	+	+	+	+	+	+	<p>Likely Significant Effects The diversity in scale, type and timing, of development proposals across the City means that there will be significant opportunities to secure new patterns of development which do not detract from and enhance the character of the natural and built landscape of the City. This will demand different approaches according to location (compare York City Centre/York Central [SS4/SS9] to the new settlement at Whinthorpe). The full effects of the policies on this Objective can only be properly judged over the long term when cum</p> <p>Mitigation Detailed masterplanning to ensure sensitive integration of new development with existing natural and built landscape.</p> <p>Assumptions None.</p> <p>Uncertainties The cumulative impacts of development on the character of the City.</p>

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Summary

Whilst growth of the City on the scale envisaged inevitably brings negative effects (such as greenfield land-take and increased traffic) the suite of policies seeks to ameliorate these impacts through sustainability measures which encourage self-sufficiency and innovation in energy use and generation and sustainable travel initiatives, for example. The scale of the strategic sites makes such ambitions achievable in principle, although how these are compromised by unsustainable commuting patterns, for example, would require analysis over the longer term. In light of this assessment, the spatial strategy policies have been appraised as having positive and negative effects against Objectives 6, 7, 9 and 12 to reflect the inevitable increase in vehicles and vehicle movements associated with the built development proposed for York. The extent of the cumulative impacts of this scale of development on the character of the City is again uncertain, although the provisions for the sensitive masterplanning of City Centre sites in particular should in principle off-set adverse impacts and positively enhance character where regeneration is required.

Some negative effects relating to the loss of greenfield land (hence often Green Belt) were identified, although the opportunity to enhance landscape character and positively contribute to green infrastructure are also present and help to off-set such impacts.

Key uncertainties relate to the longer term and cumulative effects of development on City character and specific issues such as flood risk, although retrospective analysis would be required to determine their precise scale and effects.

Key

Symbol	Likely Effect on the SA Objective
++	The policy is likely to have a significant positive effect
+	The policy is likely to have a positive effect
0	No significant effect / no clear link
?	Uncertain or insufficient information on which to determine effect
-	The policy is likely to have a negative effect
--	The policy is likely to have a significant negative effect

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