

Cabinet

30th April 2013

Report of the Cabinet Member for Transport, Planning and Sustainability

City of York Local Plan Preferred Options

Purpose of the Report

1. The purpose of this report is to allow Members to consider the Local Plan Preferred Options and Proposals Map (Annex A).
2. A report on this issue will be considered in detail at the Local Plan Working Group on 22nd April 2013. The recommendations of the working group will be provided to Cabinet to help inform any decisions taken.
3. The Local Plan is a written statement of the planning strategy and vision for the City of York, together with strategic policies and development management policies. The final draft Local Plan will be consulted on and submitted for public examination next year. 18/04/13
4. The report is also supported by the following Annexes:
 - Annex B: Summary of the Outcomes of Sustainability Appraisal / Strategic Environmental Impact Assessment
 - Annex C: Heritage Impact Appraisal
 - Annex D: Community Impact Assessment
5. Annexes B to D include information for Members to consider when making a judgement about the content of the Local Plan Preferred Options. They are available in the Members' Group Rooms, from the author of the report and on-line. Further supporting papers that explain the approach taken in the Local Plan Preferred Options will be published to support the document when it is approved for consultation.

Background

Strategic Context

6. A key objective of Government policy is to promote economic growth including in the construction sector. This is clear through documents such as the National Planning Policy Framework (NPPF) and other policy statements. As the third fastest growing city in the country, York has proven a remarkably resilient economy through the recession and is set to grow at a rate that outstrips both the regional and national averages over the next twenty years. It offers significant opportunities to meet the Government's public policy objectives. It is a key economic engine of the Leeds City Region and for the North Yorkshire Sub Area possessing a number of key sector strengths. These include: the healthcare and bioscience sectors, rail, environmental and bio-renewable technologies, IT and digital companies, creative industries and financial and professional services.
7. The higher and further education institutions in the city consistently position the city at the top of the city league tables in proportion of high level skills, generating 20,000 higher education students and 8,000 further education students each year, and generating a turnover of about £320 million per annum. They play an important role both in terms of being major employers in their own right and providing a skilled labour pool of graduates to serve the city's science, technology and professional services industries.
8. The city is now one of the highest skilled cities in the UK and is the country's third fastest growing in population terms according to the Centre for Cities publication *Cities Outlook (2012)*. It was also classed as the most resilient in the UK in research undertaken during 2011 by Ekosgen, and is one of the UK's most attractive places to live and visit. In summary:
 - The city economy now supports 110,000 jobs;
 - York contributes £4bn of value to the national economy;
 - The city attracts 7 million visitors per year;
 - York tends to rank highly in various competitiveness indices – for example 6th out of 64 UK Cities based on indicators in the Huggins UK competitiveness Index;
 - In York 29% of people are employed by the public sector (above average);

- It has lower than average enterprise and productivity which is 86% of the national average; and
 - Economic growth forecasts are modest in the short term - 0.75% GVA per annum by 2015 - but with the significant potential for much higher growth in the medium term to 2020 and longer term to 2030 according to recent forecasts by Oxford Economics.
9. The Economic and future success of York is intrinsically linked to maintaining the city's internationally recognised unique built and natural environment and meeting the housing and social needs of its residents. This interrelationship is reflected in the high level strategies produced for the city, providing the context for the Local Plan.

The Strategy for York 2011-2025 and the City Action Plan – The Strategy for Growth 2011-2015

10. The Strategy for York 2011-2025 sets out a long term vision for the city as set out below:

York: A City Making History
Making our mark by:

- *building confident, healthy and inclusive communities;*
- *being a leading environmentally-friendly city;*
- *being at the forefront of innovation with a diverse and thriving economy;*
- *being a world class centre for culture, education and learning for all; and*
- *celebrating our historic past and creating a successful and ambitious future.*

11. Within this context the City Action Plan identifies three immediate priorities:

- enabling growth;
- creating the environment for growth; and
- sharing growth.

12. The City Action Plan takes these and proposes a number of actions that partners will tackle together between now and 2015. The Local Plan has a key role to play in helping to deliver those actions that have spatial implications, including helping to:

- bring forward land for development and business accommodation;
- tackle transport congestion and address travel issues in, around and across York;
- enhance York's heritage and creative and cultural sectors and use them as a driver for economic growth; and
- create a housing supply that better meets York's needs.

Delivering for the People of York: The Council Plan 2011-2015

13. *The Council Plan 2011-2015 (2011)* sets out council's priorities and a number of targets that the Council is committed to meeting in relation to each of the five priority areas. The priorities are to:
- create jobs and grow the economy;
 - get York moving;
 - build strong communities;
 - protect vulnerable people; and
 - protect the environment.

Reaching Further: York Economic Strategy 2011-2015

14. *Reaching Further: York Economic Strategy 2011-2015 (2012)* has been published jointly by City of York Council and York Economic Partnership. It recognises the difficulties recession has placed upon both households and firms in the city and recognises the need to develop a robust strategy for recovery and development.
15. The central economic vision is for the City of York to become a more enterprising and international city economy, renowned for opportunity and specifically to become:
- a top 10 English city economy that delivers for business, people and the environment; and
 - internationally recognised as an 'innovation capital' - a key centre for science, Research and Development and knowledge-based business.

Climate Change Framework and Climate Change Action Plan

16. It is recognised however that growth and change must be achieved in a sustainable way. The Council's *Climate Change Framework and Climate Change Action Plan (2010)* sets out the overarching ambition of York to accelerate actions to reduce carbon emissions across the city. It illustrates the actions already on-going across York and highlights the key areas the city needs to begin to drive forward in order to eventually reach the ambitious targets of a 40% reduction in Carbon Dioxide (CO₂) emissions by 2020 and the national *Climate Change Act (2008)* 80% reduction in CO₂ emissions by 2050.
17. Looking forward contextually, it will be important that the work on the Local Plan is linked to the imminent electoral commission boundary review.

City of York Local Plan

18. The City of York LDF Core Strategy was submitted to the Secretary of State on 14th February 2012, just before the new NPPF was issued. Following an exploratory meeting with the Inspector on 23rd April 2012 the Director of City and Environmental Services wrote to the Inspector on 28th May 2012 to inform him of the decision to reluctantly recommend to Council the withdrawal of the Core Strategy. This course of action was approved by Council on 12th July 2012 and the City of York Core Strategy Examination has ceased. The key reasons were:
 - the LDF was overtaken by publication of the NPPF;
 - moving to a Local Plan would include site allocations, critical to supporting and delivering growth;
 - considering allocations would enable a clearer and practical focus on viability and deliverability; and
 - the approval of the Community Stadium required the reviewing of the retail evidence base/city centre policies.
19. Reflecting the Government's views of plan making and the movement away from a folder of development plan documents to a single plan in October 2012 Cabinet instructed Officers to begin work on an NPPF compliant Local Plan for York. The production of a Local Plan allows for the creation of a planning strategy that responds to relevant contemporary issues facing York, such as the city's ambitious growth agenda and defining a permanent Green Belt, alongside responding to those issues arising from the current position of the national economy.

20. Under the NPPF, published in March 2012, there is considerable pressure to get an adopted plan in place as soon as possible. Effectively failure to do so will leave the city vulnerable to having applications decided in line with the NPPF rather than locally determined policies. It is particularly important to clearly define a permanent Green Belt for York. Whilst York has had a draft Green Belt since 1950s this has remained in draft form. Currently the principle of York's Green Belt is set through the saved aspects of the Yorkshire and the Humber RSS but this effectively represents an interim position. Failure to address this issue again will leave the locally authority vulnerable through the development management process.
21. Using existing evidence base work and consultation undertaken as part of the LDF process as a starting point the Council are now working to an ambitious timetable for production of the new Local Plan for York as follows:
 - Preferred Options will be in the public domain in April 2013;
 - Publication stage in March 2014; and
 - Submission of the Local Plan for examination in summer 2014.
22. A Local Plan for York is expected to be in place by the beginning of 2015 and is likely to have a minimum 15 year lifespan in terms of housing and employment land but will provide Green Belt boundaries that will endure for at least 25 years.
23. In Autumn 2012 a comprehensive 6 week 'Call for Sites' was carried out, asking developers, landowners, agents and the public to submit land which they thought had potential for development over the next 15-20 years. These sites form the basis of the site selection process for the Local Plan.
24. In October 2012 a series of visioning workshops were held which included renowned speakers Mike Childs (Head of Policy, Research and Science at Friends of the Earth); John Hocking (Executive Director of the Joseph Rowntree Housing Trust); and Stephen Joseph (Chief Executive for Campaign for Better Transport). The workshops included key stakeholders and were focussed around the City of York Council Plan Themes for 2011-2015.

Local Plan Content

25. The Local Plan will be the development plan for York over the 15 year period from 2015-2030. It includes a vision for the future development of the city and a spatial strategy and covers both strategic policies and allocations, alongside detailed development management policies.

Spatial Vision and Outcomes

26. The Local Plan's Vision and Outcomes has been prepared in the context described in paragraphs 6 -17 above and responds to the spatial components of the Strategy for York, the Council Plan and the Economic Strategy. It also addresses other planning issues, challenges and opportunities facing York and public consultation, (including that previously undertaken on the LDF). In summary the vision states:

'In the City of York area over the next fifteen years the Local Plan will deliver sustainable patterns and forms of development. These will support the delivery of the city's economic and social ambitions, whilst conserving and enhancing its unique historic and natural environmental assets.

The plan will ensure that the vision and outcomes are delivered in a way that recognises the challenges of climate change, protects residents from environmental impacts and promotes social inclusivity.'

Spatial Strategy

27. The Spatial Strategy responds to all of the main priorities identified in the Vision and Outcomes and is driven by the need to achieve economic and housing growth whilst identifying the key principles that will shape the future development of the city, these are the key principles that underpin the selection of sites. In summary these include:
- the protection of York's heritage;
 - the protection of environmental assets;
 - ensuring flood risk is appropriately managed; and
 - ensuring accessibility to sustainable modes of transport and a range of services.

28. In addition deliverability is a key consideration and it is important that potential development sites are viable and will be delivered during the plan period.
29. The key role of the Spatial Strategy is to identify the spatial distribution of development for York and set out development principles for the key strategic sites. The Spatial Strategy goes on to identify the role of York's Green Belt and identify sites as safeguarded land for longer term development consideration.
30. The Spatial Strategy directly relates to the sections of the Plan covering the priorities of *Create Jobs and Grow the Economy* and *Build Strong Communities* in that it sets out the spatial approach to employment and housing growth.

Employment Growth

31. The technical work carried out by EKOSGEN and Oxford Economic Forecasting (OEF) produced a series of employment projections for York for the period 2012 to 2030 as part of the York Economic and Retail Visioning Work. Three scenarios were provided in order to give an indication of the scale of change involved under different circumstances.
 - **The baseline scenario** - this involves OEF's assessment of global and national changes in the economy, applied to the York level;
 - **Scenario 1** - this is a sensitivity test to the baseline based on a higher level of migration, accompanied by a faster UK recovery from the current economic downturn; and
 - **Scenario 2** – this represents a 'policy-on' scenario based on faster growth in the following sectors for York: advanced manufacturing, science and research, financial and professional services, and tourism and leisure.
32. Scenario 2 reflects the Council's ambitions as set out in the York Economic Strategy which is reflected in the Local Plan Vision. It is also felt to be the most realistic in terms of national economic performance. This option has therefore been advocated as the preferred strategy for the lifetime of this Plan. This equates to approximately 16,000 additional jobs between 2012 and 2030. Table 1 translates the projected employment growth into floorspace requirements for the plan period.

Table 1: Scenario 2 – Floorspace Requirements

Use Type	Description	Floorspace requirement (Sq. m)	Commitments	Target (Sq. m)
B1a	Office	44,626	-2,052	46,678
B1b, B1c, B2, B8	R&D, Light Industrial, Storage and Distribution	89,180	1,342	87,838
Total		133,806		134,515
A1	Retail	69,504	28,725	40,779
D1/C2	Health and Social Care/Residential Care Homes	67,285	7,141	60,144
D2	Leisure	27,007	-	27,007
C1	Hotel	4,500	23,000	-18,800
A2	Financial & Professional	22,035	-	22,035
A3-A5	Food & Drink	4,131	1,855	2,276
D1	Arts, Entertainment and Recreation	12,153	-	12,153
Total		206,615	60,721	164,394

Housing Need

33. Currently, the *North Yorkshire Strategic Housing Market Assessment (2011)* (NYSHMA) indicates that the actual need for affordable housing in the city outstrips the total supply coming forward each year.
34. The housing needs assessment in the NYSHMA indicates that York will be required to provide for a net annual affordable housing need of approximately 790 dwellings per annum over the next five years (2011 – 2016) in order to clear the existing waiting list backlog and meet future arising need. At September 2012 there were over 4,600 households registered for social housing in York. The NYSHMA demonstrates that there is affordable housing need in all markets areas within the city – Central York, Suburban York and York Villages, with the largest need in Suburban York.
35. Technical work carried out by Arup has reviewed the range of evidence on household and population projections. In their review they conclude that the baseline demographic trend-based position for York would mean an average of around 850 dwellings per annum throughout the plan period. An annual average household growth of 850 dwellings per

annum would equate to a population increase of approximately 31,000 people over the Plan period (based on an average household size of 2.11 persons per household).

36. Arup then assessed this trend-based position against a range of related issues including employment growth and its implications for housing growth, the objective of reducing in-commuting and the provision of affordable housing. They recommend three further options for consideration:
- 1,090 dwellings per annum – this would be commensurate with the level of employment growth forecast in the Plan period and represents an integrated approach to housing and employment growth. This would equate to a population growth of approx 40,000 people over the Plan period;
 - 1,500 dwellings per annum – this would provide a significant boost to meeting the newly arising affordable housing need over the lifetime of the Plan. This would equate to a population growth of approx 47,500 people over the Plan period; and
 - 2,060 dwellings per annum – this would provide a significant boost to meeting both the newly arising affordable need and the existing backlog. This would equate to a population growth of approx 76,000 people over the Plan period.
37. An important part of the Plan's Vision is to ensure sustainable growth patterns. It is therefore considered that economic and housing growth should be linked. In addition the Vision seeks to maximise the delivery of affordable housing through the planning process provided that the viability of schemes is not compromised. To achieve these objectives the proposed housing target for the Local Plan is between 1090 – 1250 housing per annum up to 2030. The higher figure representing the overall supply of land providing an appropriate buffer over the minimum figure.

Identification of Future Sites

38. As highlighted, in Autumn 2012 the Council undertook a 'Call for Sites' exercise; the sites generated through this process along with other sites of which the Council was aware of are shown in Figure 1. The Local Plan Spatial Strategy is described in summary in paragraphs 27 – 30 of this report and in detail in Section 5 of Annex A. A methodology for site assessment was developed based on this strategy. It aimed to ensure

that through the site selection process the following was achieved by the Local Plan for York:

- **The City's unique heritage is protected** – the involved effectively ruling out sites deemed to be in areas important to the historic character and setting of York, such as, land forming 'Green Wedges' around the historic Strays and river corridors, areas preventing coalescence of villages between themselves and to the main urban area; and areas that retain the rural setting of the city providing views of key landmarks such as the Minster.
- **The protection of environmental assets** – The protection and management of York's Green Infrastructure is considered central to managing any future growth, whether it is publicly or privately owned, statutory or non statutory, identified for its nature conservation or recreational value. Any sites affecting such areas were ruled out of consideration to completely protect environmental assets.
- **Flood risk is appropriately managed** – The geography of the city and its surroundings are such that there are significant areas at risk of flooding. Areas that are considered at high risk of flooding where ruled out.
- **Achieving accessibility to sustainable modes of transport and a range of services** – York is a compact city with generally good public transport services. The relationship of potential sites to this network and ensuring that future sites are in proximity to basic service was a key factor in site selection. Although it was acknowledged that sites over a certain size would be big enough to create their own services and public transport.

The outcome of this process was the identification of the sites highlighted in Figure 2 and described in more detail from paragraph 38 onwards.

Figure 1 All sites considered for development potential

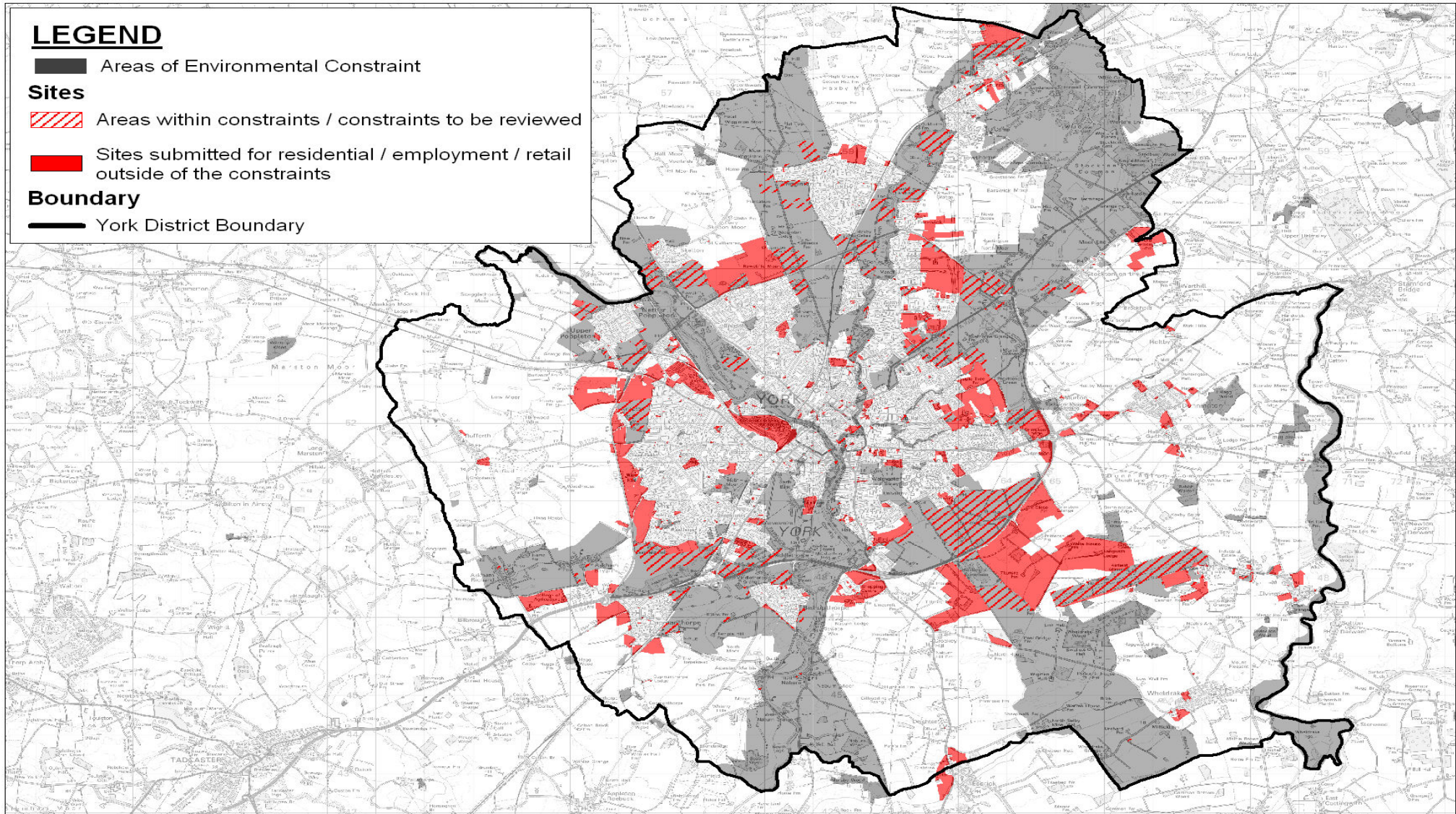
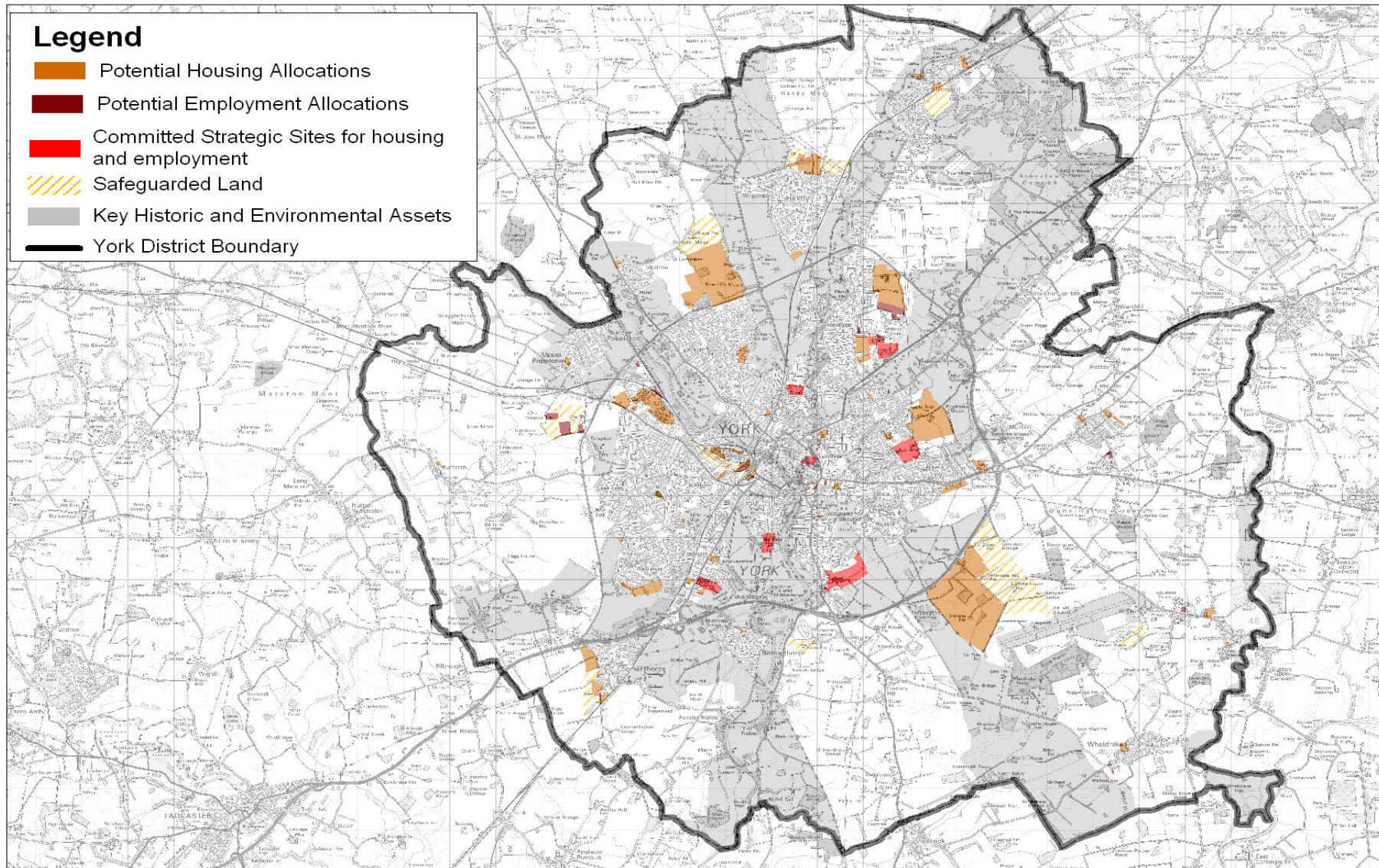


Figure 2 Potential Housing and Employment Allocations



Potential Sites for Employment

39. To meet the levels of economic growth highlighted, within the context of the spatial strategy, the Local Plan identifies the following employment locations as priority areas for development and infrastructure funding to support growth in key economic sectors.
- **York City Centre:** the priority will be retail, office, tourism, recreation & leisure, and other commercial development which benefit from an accessible location.
 - **York Central:** the priority will be office.
 - **Monk Cross:** the priority will be retail and office.
 - **Northminster Business Park:** the priority will be Research & Development (R&D), light industrial, storage and distribution
 - **York Business Park:** the priority will be R&D, light industrial, storage and distribution
 - **Naburn Designer Outlet:** the priority will be leisure.
 - **Clifton Moor:** the priority will be redevelopment opportunities for office, R&D, light industrial, storage and distribution.
40. The economic role of York's higher and further education institutions are recognised both in terms of direct employment and through facilitating growth in the research & development (Science City Sector). This includes up to 25ha of land identified as a part of the planning consent for the University of York Heslington East Campus.
41. In terms of sites provision for employment development during the period 2015–2030 is set out in tables 2 and 3 below.

Table 2: Employment Sites in Strategic Locations

Office (B1a)	
Site Name/Local Plan Allocation Reference	Site Size m²
York Central ST5:	80,000 m ²
Monks Cross ST18	100,000 m ²
York City Centre: E1 Hungate	12,000 m ²
Monks Cross: E2 Land North of Monks Cross Drive	3,000 m ²
Terrys ST16	22,250 m ²
R&D, light industrial, storage and distribution (B1b/B1c/B2/B8)	

Northminster Business Park ST19	60,000 m ²
York Business Park: E13 Land at York Business Park	3,300 m ²
York Business Park: E14 End of Great North Way	10,150 m ²
York Business Park: E15 Site to the south of York Business Park	820 m ²
Retail (A1)	
York City Centre ST20: Castle Piccadilly	25,000 m ²
Leisure (D2)	
Naburn Designer Outlet ST21	12,000 m ²

42. The land identified at York Central and Monk Cross will provide a sufficient supply and qualitative choice of B1a (Office) for the proposed minimum duration of the Green Belt (year 2040).

Table 3: Employment Sites in Non Strategic Locations

Office (B1a)	
Site Name/Local Plan Allocation Reference	Site Size m²
Ford Garage, Jockey Lane E3	13,300 m ²
R&D, light industrial, storage and distribution (B1b/B1c/B2/B8)	
Land at Layerthorpe E4	900 m ²
Sites at James Street E5	900 m ²
Common Lane, Dunnington E6	3,600 m ²
Wheldrake Industrial Estate E7	2,050 m ²
Wheldrake Industrial Estate E8	1,800 m ²
Elvington Industrial Estate E9	3,980 m ²

Chessingham Park, Dunnington E10	950 m ²
Annamine Nurseries, Jockey E11	4,150 m ²

43. The provision for economic growth in the health & social care (C2/D1) sectors will be met as follows:

- any necessary expansion of York District Hospital on its existing site;
- new or expanded existing health centres and clinics to be provided in conjunction with Strategic Sites comprising an element of housing;
- new treatment / diagnostic centres to be provided on sites identified for B use classes subject to the adequate demonstration of need; and
- the provision for residential care homes (C2) on proposed housing allocations subject to the adequate demonstration of need.

Potential Sites for Housing

44. The Local Plan will provide sufficient land for housing development over the 15 year period from 2015 to 2030.

45. The supply of housing sites includes sites which are either under construction or have unimplemented planning permissions (consents). As at 1st October 2012 net remaining planning permissions either unimplemented or part complete amounted to 3,231 additional homes. These are highlighted in Table 4 below.

Table 4: Sites with consent or under construction (as at 1st October 2012)

Type	Net Remaining Dwellings
Changes of Use/Conversions	187
Sites less than 0.2ha	172
Sites between 0.2ha and 4.99ha	799
Sites 5ha+	
York College	189
Derwenthorpe	474
Germany Beck	700
Terry's	395
Nestle South	315
Total Net Outstanding Consents	3231

46. When considered against the target identified of 21,936 dwellings, we would be required to find sufficient land for a further 18,705. Potential sites have been identified to meet this requirement which accord with the Spatial Strategy and these are set out in Table 5 below.

Table 5: Potential Housing Sites

Location	Local Plan Allocation Reference	Site Name	Site size (ha)	Estimated Yield (no. Dwellings)	Estimated Phasing
York Main Urban Area	ST1	British Sugar / Manor School	35.65	998	Lifetime of the Plan (Years 1 – 15)
	ST2	Former Civil Service Sports Ground, Millfield Lane	11.0	308	Short to medium term (Years 1-10)
	ST3	The Grainstores, Water Lane	7.73	216	Short (Years 1-5)
	ST4	Land adj. Hull Road & Grimston Bar	7.54	211	Short to medium term (Years 1-10)
	ST5	York Central	7.30	438	Medium to Long Term (Years 6-15)
	ST6	Land East of Grimston Bar	5.5	154	Short to Medium Term (Years 1-10)
	ST17	Redesignation of commercial land (excl. Ancillary retail) at Nestle South to residential	N/A	130	Short to Medium Term (Years 1-10)
	H1	Former gas works, 24 Heworth Green	3.33	240	Medium Term (Years 6-10)
	H2	Sites by racecourse, Tadcaster Road	2.88	115	Medium Term (Years 6-10)
	H3	Burnholme School (existing building footprint)	2.7	108	Short to Medium Term (Years 1-10)
	H4	St Josephs Monastery	2.62	141	Short Term (Years 1-5)
	H5	Lowfield School (existing building	2.24	72	Short Term (years 1-5)

		footprint)			
	H6	Land RO Wilberforce Home, Tadcaster Rd	2.04	65	Short to Medium Term (Years 1-10)
	H7	Bootham Crescent	1.72	69	Short to Medium Term (Years 1-10)
	H8	Askham Bar Park and Ride	1.57	50	Short Term (Years 1-5)
	H9	Land off Askham Lane	1.3	42	Short to Medium Term (Years 1-10)
	H10	Barbican Centre (remaining land)	0.78	56	Short to Medium Term (Years 1-10)
	H11	Land at Frederick House, Fulford Road	0.78	33	Short to Medium Term (Years 1-10)
	H12	Land RO Stockton Lane/ Greenfield Park Drive	0.77	33	Short Term (Years 1-5)
	H13	Our Lady's Primary School (existing building footprint)	0.68	29	Short Term (Years 1-5)
	H14	32 Lawrence Street	0.55	42	Short Term (Years 1-5)
	H15	Beckfield Lane Depot	0.49	18	Short Term (Years 1-5)
	H16	Sessions, Huntington Road	0.47	17	Short Term (Years 1-5)
	H17	Burnholme WMC	0.43	19	Short Term (Years 1-5)
	H18	Land off Woodland Chase, Clifton Moor	0.4	14	Short Term (Years 1-5)
	H19	Land at Mill Mount	0.36	16	Short to Medium Term (Years 1-10)
	H20	Oakhaven EPH	0.33	15	Short to Medium Term (Years 1-10)

	H21	Woolnough House EPH	0.29	11	Short to Medium Term (Years 1-10)
	H22	Heworth Lighthouse	0.29	13	Short to Medium Term (Years 1-10)
	H23	Grove House EPH	0.25	11	Short to Medium Term (Years 1-10)
	H24	Former Bristow's Garage, Fulford Road	0.22	10	Short Term (Years 1-5)
	H25	Heworth Green North (remaining land)	0.22	20	Short to Medium Term (Years 1-10)
Total (York Main Urban Area)			102.42	3714	N/A
Location	Local Plan Allocation Reference	Site Name	Site size (ha)	Estimated Yield (no. Dwellings)	Estimated Phasing
Extension to urban area	ST7	Land to East of Metcalfe Lane	60	1800	Lifetime of the Plan
	ST8	Land North of Monks Cross	52.3	1569	Lifetime of the Plan
	ST10	Land at Moor Lane, Woodthorpe	17.02	511	Lifetime of the Plan
	ST11	Land at New Lane, Huntington	13.7	411	Lifetime of the Plan
	ST14	Land to North of Clifton Moor	134	4020	Lifetime of the Plan
Total (Extension to urban area)			277.02	8311	N/A
Location	Local Plan Allocation Reference	Site Name	Site size (ha)	Estimated Yield (no. Dwellings)	Phasing
	ST9	Land North of Haxby	24.89	747	Lifetime of the Plan
	ST12	Land at Manor Heath Road, Copmanthorpe	14.75	354	Short to Medium Term (Years 1-10)
	ST13	Land at Moor Lane, Copmanthorpe	5.50	115	Short to Medium Term (Years 1-10)
	H26	Land at Dauby Lane, Elvington	4.05	97	Short to Medium

Village/rural (incl. Village expansion)					Term (Years 1-10)
	H27	Land at the Brecks, Strensall	3.90	82	Short to Medium Term (Years 1-10)
	H28	Land to the North of North Lane, Wheldrake	3.15	75	Short to Medium Term (Years 1-10)
	H29	Land at Moor Lane, Copmanthorpe	2.65	64	Short to Medium Term (Years 1-10)
	H30	Land to the South of Strensall Village	2.53	61	Short to Medium Term (Years 1-10)
	H31	Eastfield Lane, Dunnington	2.51	60	Short to Medium Term (Years 1-10)
	H32	The Tannery, Strensall	2.22	53	Short Term (Years 1-5)
	H33	Water Tower Land, Dunnington	1.80	43	Short to Medium Term (Years 1-10)
	H34	Land North of Church Lane, Skelton	1.74	42	Short to Medium Term (Years 1-10)
	H35	Land at Intake Lane, Dunnington	1.59	38	Short to Medium Term (Years 1-10)
	H36	Land at Blairgowerie House, Upper Poppleton	1.50	36	Short to Medium Term (Years 1-10)
	H37	Land at Greystone Court, Haxby	1.40	34	Short Term (Years 1-5)
	H38	Land RO Rufforth Primary School, Rufforth	0.99	24	Short to Medium Term (Years 1-10)
	H39	North of Church Lane, Elvington	0.92	25	Short to Medium Term (Years 1-10)

	H40	West Fields, Copmanthorpe	0.82	22	Long Term (Years 11-15)
	H41	Land adj. 26 & 38 Church Lane, Bishopthorpe	0.55	15	Short to Medium Term (Years 1-10)
	H42	Builder Yard, Church Lane, Bishopthorpe	0.33	9	Short to Medium Term (Years 1-10)
	H43	Manor Farm Yard, Copmanthorpe	0.25	7	Medium to Long Term (Years 6-15)
	H44	R/O Surgery & 2a/2b Petercroft Lane, Dunnington	0.23	6	Medium to Long Term (Years 6-15)
	H45	Land adj. 131 Long Ridge Lane, Nether Poppleton	0.20	5	Medium to Long Term (Years 6-15)
Total			78.48	2014	N/A
Location	Local Plan Allocation Reference	Site Name	Site size (ha)	Estimated Yield	Phasing
	ST15	Holme Hill New Settlement	186	5580 (this includes the 900 that will be post 2030)	Lifetime of the Plan (with remainder to be built out post 2030)
Total (New Settlements)			186	5580	N/A

47. The portfolio of development sites identified for housing are both Brownfield and Greenfield. All deliverable Brownfield sites have been identified through the site selection process effectively exhausting this supply. The level of Brownfield sites would clearly be inadequate in terms of the proposed levels of housing growth. It is important that a trajectory of deliverable sites can be established to enable the Local Plan to progress successfully through the Examination process.

Safeguarded Land

48. The Local Plan will define the extent of and boundaries for the York Green Belt. To give the Green Belt the permanence it requires that these boundaries will need to endure beyond the end date of the Plan. We have taken this to mean at least 10 years beyond the life of the plan i.e. to around 2040. Because of the development pressures that York needs to manage the Local Plan identifies land which will be excluded from the Green Belt and held in reserve to be considered for development at a future review of the Plan. Such land is referred to as land safeguarded for longer term development needs. The NPPF includes policy to identify and safeguard such land (paragraphs 83 and 85). This policy makes clear that the safeguarded land can only be considered for development through a review of the Plan and depending on the circumstances at the time of review may not then actually be needed for development.
49. The Local Plan has identified land to be held in reserve to meet the longer term needs for housing and associated community services and for some employment. Such land has to be excluded from the Green Belt in exceptional circumstances which requires there to be clear evidence of a need and the absence of any reasonable alternative sites to those excluded from the Green Belt. We believe that the evidence justifies this approach.
50. To identify the amount of safeguarded land required requires some forecasting of the longer term needs for the uses referred to above. In the case of housing we have projected forward the requirement in the Plan i.e. a continuation of the policy approach proposed for the plan period. The extrapolation that we have used leads to a target of just over 270ha having allowed for large housing sites in the plan that will not be completely developed during the plan period and for a continuing supply of very small sites coming from within the urban area.
51. Identifying the amount of land required beyond the plan period to support the economic ambition of the city is not an exact science. However it is clear that the growing population of the city will need jobs and there will be limited opportunities to find suitable land within the built up area for B1 B2 and B8 type employment uses. We have used a combination of this extrapolation and identifying where established employment sites can be extended to allow for their expansion should the plan review determine that this is necessary. This combination gives a figure of 71 ha of safeguarded land that could be used for employment purposes

52. To identify the specific areas of land to be safeguarded we have applied a consistent methodology to be used for choosing the sites allocated for development in the plan, effectively the application of the following key principles:

- the protection of York's heritage;
- the protection of environmental assets; and
- ensuring flood risk is appropriately managed;

53. The secondary constraints e.g. public transport accessibility were not applied as these may well change over the life of the plan and would be applied at plan review should the site be required to be considered for development at that time.

54. Finally in considering the attributes of safeguarded land we decided that in order to provide some flexibility at the time the sites are required to be considered for development a small number of quite extensive tracts of land have been identified which could be brought forward either in part or as a whole should they be required for development at the time of Plan review.

55. The following sites have been identified as land to be safeguarded for longer term development needs:

- | | |
|--|--------|
| • SF1 Land south of Strensall Village | 29 ha |
| • SF2 Land north of Clifton Moor | 72 ha |
| • SF3 Land at Holme Hill | 174 ha |
| • SF4 Land north of Haxby | 29 ha |
| • SF5 Land to west of Copmanthorpe | 22 ha |
| • SF6 South of Airfield Business Park, Elvington | 15 ha |
| • SF7 Land adjacent to Designer Outlet | 16 ha |
| • SF 8 Land at Northminster Business Park | 40 ha |

Draft Green Belt

Table 6: Level of land proposed to take out of draft Green Belt

	Number of Hectares	Number of Hectares identified in LDF Core Strategy	Additional Loss of Draft Green Belt.
Draft Green Belt – Approx 22,400 Ha			
Housing/Employment	588ha	185ha	1.8% Approx

56. Table 6 above identifies the amount of land currently included within the draft Green Belt proposed to meet the city’s development needs for the life time of the plan (2030). It then compares this to the amount of land potentially identified through the LDF Core Strategy. The draft Local Plan Preferred Options also identifies a further 397ha of safeguarded land to be excluded from the draft greenbelt equating to 1.8%.

Draft Policies

57. The following paragraphs summarise the policy areas covered by the thematic sections of the Plan.

Create Jobs and Grow the Economy

58. The Plan will support sustainable economic growth to improve prosperity whilst respecting the City’s unique built and natural environment. The Economy and Retail sections identify suitable areas and allocate sites for economic growth. As well as identifying general and specific locations for development, the sections highlight the types of employment and retail that are best suited to these locations. In addition policies are included to protect loss of employment land to other uses and maintain residential amenity.
59. The critical role of the City Centre as the economic, social and cultural heart of York is recognised in the plan. Its historic core is internationally recognisable and one of the most revered places in the country with layers of heritage in its complex mosaic of buildings, streets and public spaces. The City Centre is vital to character and future success of the wider city. Its special qualities and distinctiveness will be conserved whilst helping to achieve economic and social aspirations of the Plan. During the Plan period the City Centre will be the principal location in the

City of York area for the delivery of economic growth in the tourism, leisure and cultural sectors. It will account for the majority of the employment growth identified in these sectors.

Build Strong Communities

60. The Plan identifies viable and deliverable housing sites with good access to services and public transport to meet the needs of York's population. The Housing section allocates sites for housing development to meet the identified need.
61. Housing policies consider the density of new housing developments and type and mix of housing, including affordable housing, gypsy and traveller sites and houses in multiple occupation.
62. The Plan recognises that in order to build and support strong communities, the appropriate facilities and educational establishments need to be accessible. The Community Facilities chapter highlights the criterion that needs to be applied to establish good access to sports facilities, childcare provision and healthcare facilities. The education, training and university sections recognise the Plan's role in facilitating the appropriate level and location of education provision in York, in some cases, this supports the expansion of existing establishments in the form of new allocations.

Get York Moving

63. The Plan promotes sustainable modes of transport whilst delivering transport infrastructure necessary to enable the city to grow. The Transport section recognises that the location and layout of development is important in ensuring sustainable access for pedestrians, cyclist and public transport users. It sets out the principles for changing travel behavior to reduce the number of car trips associated with new development. It also puts forward policies to improve York's physical environment. Key transport infrastructure needed over the lifetime of the plan are identified, this includes strategic public transport improvements, strategic highway network capacity improvements and strategic cycle and pedestrian network links and improvements.
64. The transport improvements sought, supported or expected to be delivered within the Plan will require considerable investment. The Council will work with other agencies and organisations, including developers, to secure the investment required to realise all the

improvements to minimise the traffic impacts of York's ambition for growth.

Protect the Environment

65. The Plan will protect and enhance York's heritage by ensuring new development is of the highest quality standards in urban design and public realm. The Green Infrastructure chapter recognises the need to protect and enhance York's biodiversity, open space and green corridors whilst promoting accessibility to encourage opportunities for sport and recreation, and restore and recreate sites of priority species and habitats. The Plan will protect and preserve York's setting and special character by ensuring that inappropriate development is not permitted in the Green Belt helping to maintain a sense of openness around key routes and viewpoints.
66. The Plan will safeguard the city's natural resources and ensure environmental protection. Flood risk will be reduced by ensuring that new development is not subject to nor contributes to flooding. The Climate Change chapter will ensure that sustainable design techniques are incorporated into new developments and maximize the generation and use of low carbon/renewable energy resources to reduce York's carbon footprint and help adapt and mitigate against climate change. Air quality will be improved and other environmental nuisances limited.
67. The importance of reducing waste levels through the reducing, reusing and recycling hierarchy, and identifying the approach to provision of appropriate sites for dealing with waste is addressed in the Local Plan. The need to safeguard natural mineral resources and maximize the production and use of secondary aggregates is also recognised.
68. It has recently been agreed that City of York Council will prepare a Joint Minerals and Waste Plan with North Yorkshire County Council and North York Moors National Park. This Joint Plan will support the strategic policies contained in the York Local Plan by providing an up to date evidence base and specific site allocations for waste management facilities and minerals operations in order to meet the City's demand.

Transport Impact

69. Preliminary transport modelling work undertaken using the City of York's strategic transport model (STM) predicts that the number of trips undertaken on the highway network overall could increase by

approximately 2.5% per year, on average, over the Local Plan period and is higher than predicted in national transport models, reflecting York's ambition for growth.

70. This level of traffic growth could lead to significant delays being experienced on the radial routes into York, the outer ring road (A64 and A1237) and all routes within the outer ring road, This takes into account improvements and schemes that already committed or currently programmed.
71. To reduce the traffic generated by new development and to provide more sustainable transport solutions for movements to, within and around York, the council will work with developers and other organisations to deliver higher levels of investment in transport infrastructure and services, over and above that which is committed or currently programmed either in the plan or to access development or to mitigate the direct impacts of development. This will include investment in new routes, route enhancements, public transport and more active forms of travel (walking and cycling).
72. Strong emphasis will be placed on providing improvements to public transport and more active forms of transport, particularly as access to these forms of transport were key considerations in determining the accessibility of sites for their allocation within the plan. However it is also acknowledged that major enhancements to the highway network (e.g. the A1237) will also be necessary.
73. The initial transport modelling work will be refined and the outputs used to inform how the plan addresses transport impacts as the plan progresses from this 'Preferred Options' stage to its 'Submission' stage.

Sustainability Appraisal

74. When producing Local Plans authorities are required to consider, at each stage of production, the impacts their proposals are likely to have on sustainable development. This is done through undertaking a sustainability appraisal of the document concerned. The outputs from the Sustainability Appraisal (SA) are provided as Annex B for Members to consider along side the draft Local Plan Preferred Options document.

Heritage Impact Appraisal

75. In order to develop a sound basis for informed decision making, a Heritage Impact Appraisal has been undertaken. The purpose of this Heritage Impact Appraisal is to assess whether the strategic sites and policies of the City of York Local Plan Preferred Options and Alternatives will conserve or enhance the special characteristics of the city. The Heritage Topic Paper (April 2013) considers existing evidence relating to the City of York's historic environment and how the evidence is translated into the Council's understanding of the city's special qualities and its complex 2000 year history. This evidence and understanding has then been used to identify six principle characteristics of the historic environment that help define the special qualities of York, providing a detailed explanation of each characteristic.
76. The historic and natural environment policy framework for the city is established by the Heritage Topic Paper and the six principle characteristics identified within it, alongside the design and historic environment policies within the City of York Local Plan Preferred Options. These form the basis of the Heritage Impact Assessment which is provided as Annex C.

Duty to Co-operate

77. The Localism Act requires that local planning authorities demonstrate co-operation in plan making with adjoining or nearby authorities and other organisations in relation to cross boundary issues. Section 110 of the Localism Act transposes the Duty to Co-operate into the Planning and Compulsory Purchase Act 2004 and introduces Section 33a, which sets out a Duty to Co-operate in relation to the planning of sustainable development ('the Duty'). The Duty applies to all local planning authorities, county councils and 'prescribed bodies' and requires that they must co-operate with each other in maximising the effectiveness with which development plan documents are prepared. Further detail on how the provisions of the Act should be implemented is provided within the NPPF. The NPPF states that Local Planning Authorities are expected to demonstrate evidence of having effectively cooperated to plan for issues with cross boundary impacts when Local Plans are submitted for examination.
78. With regard to the Leeds City Region (LCR), the City of York is represented at member level on the LCR Local Authority Joint Committee (Leader) and the Transport Panel (Cabinet Member). It is

also represented, at officer level, on the Heads of Planning Group and the LCR Connectivity Partnership. With regard to North Yorkshire the City of York is represented on the Local Government North Yorkshire and York (LGNYY) Leaders' Board and currently chairs (Cabinet Member) the LGNYY Spatial Planning and Transport Board (SPTB).

79. It is proposed that reports be prepared as appropriate to these groups outlining the approach taken in the Preferred Options and Alternatives Local Plan and highlighting and analysing cross boundary issues.

Consultation

80. The preparation of the Local Plan follows on from the previous LDF process. The Local Plan Preferred Options document draws from the responses that were received during earlier consultations on the Core Strategy and other LDF documents. If Members approve the draft Local Plan, the document will be subject to an eight week city wide consultation period beginning in May / June 2013. Consultation will be carried out in conformity with the Councils adopted Statement of Community Involvement.
81. Comments received as part of the consultation will then be considered by officers and used to inform the production of the submission draft, which will be reported to Members for consideration prior to publication for consultation early in 2014.

Options

82. Officers request that Members consider the following options relating to the Local Plan Preferred Options document:

Option 1: That Cabinet, subject to identified amendments, approve the document attached as Annex A, along with supporting information for public consultation.

Option 2: That the Cabinet request that officers make changes to the document and produce a further report and draft for consideration.

Analysis of Options

83. National guidance currently indicates that for a plan to be 'sound' it must be 'justified'. This means a plan must be founded on a robust and credible evidence base. It also highlights the importance of undertaking

and reflecting public consultation and indicates that a plan must be 'effective' i.e. 'deliverable' and 'flexible'.

84. A significant amount of technical evidence base work across many policy areas was undertaken as part of the LDF process. Further work has been undertaken to adapt this to reflect the contemporary national and local position. It is considered that the proposed document reflect the NPPF and the Council's contemporary objectives and policies.
85. In addition in producing the draft plan consideration has been given to previous stages of consultation on the LDF. This has been supplemented by the visioning workshops held in Autumn 2012. Although clearly future drafts of the Plan will need to reflect consultation undertaken on this document.
86. Finally, it should be noted that the final draft Local Plan will not be consulted on and submitted for public examination until next year. The Local Plan Preferred Options draft is part of the development of the final Local Plan and there will be opportunities to consider comments and reflect in policy development. In addition there will also be opportunities to do further technical work and consider any legal and regulatory issues. Option 1 is therefore recommended as the most appropriate way forward.

Corporate Priorities

87. The option outlined above accords with the following priorities from the Council Plan:
 - Create jobs and grow the economy
 - Get York moving
 - Build strong communities
 - Protect the environment

Implications

88. The following implications have been assessed.
 - **Financial** – *Work on the Local Plan is funded through the Local Plan Reserve.*

- **Human Resources (HR)** – *The production of a Local Plan and associated evidence base requires the continued implementation of a comprehensive work programme that will predominantly, although not exclusively, need to be resourced within CES.*
- **Equalities** – *An assessment has been undertaken and will continue to do during the life time of the plan.*
- **Legal** – *The Local Plan has been produced in a way that reflects strategy and regulatory requirements*
- **Crime and Disorder** - *None*
- **Information Technology (IT)** - *None*
- **Property** - *None*
- **Other** – *None*

Risk Management

89. In compliance with the Council's risk management strategy, the main risks in producing a Local Plan for the City of York are:

- The potential damage to the Council's image and reputation if a development plan is not adopted in an appropriate timeframe.
- Risks arising from failure to comply with the laws and regulations relating to Planning and the SA and Strategic Environmental Assessment processes and not exercising local control of developments.
- Risk associated with hindering the delivery of key projects for the Council and key stakeholders.
- Financial risk associated with the Council's ability to utilize planning gain and deliver strategic infrastructure.

90. Measured in terms of impact and likelihood, the risk associated with this report have been assessed as requiring frequent monitoring.

Recommendations

91. It is recommended that Members:

(i) subject to identified amendments, approve the document attached as Annex A, along with supporting information for public consultation.

Reason: So that an NPPF compliant Local Plan can be progressed.

(ii) delegate to the Director of CES in consultation with the Cabinet Member the making of any incidental changes to the draft document that are necessary as a result of the recommendations of Cabinet.

Reason: So that changes recommended as a result of discussions at this meeting can be made.

(iii) delegate to the Director of CES in consultation with the Cabinet Member the approval of a Consultation Strategy and associated documents.

Reason: To ensure that the proposed methods of consultation are satisfactory to Members.

(iv) delegate to the Director of CES in consultation with the Cabinet Member the approval of supporting information and documentation to be published during public consultation.

Reason: To ensure that the proposed methods of consultation are satisfactory to Members.

Contact Details

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	Report Approved	✓	Date 18/04/13
Specialist Implications Officer(s) None			
Wards Affected: List wards or tick box to indicate all		All	✓

For further information please contact the author of the report

Background Papers:

None

Annexes:

Annex A: Local Plan Preferred Options and Proposals Map

Annex B: Summary of the Outcomes of Sustainability Appraisal /
Strategic Environmental Impact Assessment – **available
online**

Annex C: Heritage Impact Appraisal – **available online**

Annex D: Community Impact Assessment – **available online**