



Notice of meeting of

Local Development Framework Working Group

To: Councillors Reid (Chair), Simpson-Laing (Vice-Chair),
Ayre, D'Agorne, Horton, Merrett, Moore, Waller,
R Watson and Watt

Date: Tuesday, 4 March 2008

Time: 4.30 pm

Venue: The Guildhall

AGENDA

1. **Declarations of Interest**

At this point, members are asked to declare any personal or prejudicial interests they may have in the business on this agenda.

2. **Minutes** (Pages 3 - 10)

To approve and sign the minutes of the meetings of the Local Development Framework Working Group held on 8 January 2008 and 22 January 2008.

3. **Public Participation**

At this point in the meeting, members of the public who have registered their wish to speak, regarding an item on the agenda or an issue within the remit of the Working Group, may do so. The deadline for registering is 5.00 pm on Monday 3 March 2008.

4. The Approach to the Natural Environment through the Local Development Framework (Pages 11 - 24)

This report informs Members of and asks for their comments on the proposed approach to the natural environment and Green Infrastructure in the Local Development Framework (LDF). The report sets out the overall framework in terms of the existing evidence base documents, how these link together and how they will feed into the LDF process. The approach will have broader implications in terms of the Council's approach to its wider natural environment duties.

5. Local Development Framework: Festival of Ideas 2 Consultation Summary (including Consultation on LDF Core Strategy Issues and Options 2) (Pages 25 - 116)

This report highlights the headline results arising from the Festival of Ideas 2 consultation, which the City of York Council undertook in partnership with the Local Strategic Partnership (Without Walls) during Autumn 2007. These comments will be used to inform the production of the Core Strategy and other Development Plan Documents.

6. Any other business which the Chair considers urgent under the Local Government Act 1972.

Democracy Officer:

Name: Tracy Johnson

Contact details:

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City of York Council

Committee Minutes

MEETING	LOCAL DEVELOPMENT FRAMEWORK WORKING GROUP
DATE	8 JANUARY 2008
PRESENT	COUNCILLORS REID (CHAIR), SIMPSON-LAING (VICE-CHAIR), AYRE, D'AGORNE, HORTON, MERRETT, MOORE, WALLER, R WATSON AND WATT

31. DECLARATIONS OF INTEREST

Members were asked to declare any personal or prejudicial interests they may have in the business on this agenda.

Cllr Waller declared a personal interest in Agenda Item 3 – Open Space, Sport and Recreation Study – Full Report (minute 33 refers) as an allotment holder.

Cllr Simpson-Laing declared a personal interest in the same agenda item as she had been involved in the Back Park Leeman Road group.

32. PUBLIC PARTICIPATION

There were no registrations to speak under the council's public participation scheme.

33. OPEN SPACE, SPORT AND RECREATION STUDY – FULL REPORT

Members considered a report which sought their approval to publish the full "Open Space, Sport and Recreation Study". This study would form the open space, sport and recreation part of the evidence base for the Local Development Framework.

Members received a presentation covering the following issues :

- Introduction and background – types of open space, sport and recreation provision
- Methodology – 5 step process – identifying local needs, auditing existing provision, local provision standards.
- Key findings by typology – including parks and gardens, natural and semi-natural open space, amenity green space, provision for children and young people, outdoor sports facilities, allotments
- Key findings by geographical area – City Centre, Urban East, Urban West, York South, York North
- Other emerging issues

Members made the following comments :

- Issues relating to the accessibility of private leisure facilities in terms of costs
- Need to clarify some of the linkages between the methodology applied and conclusions made
- Clarification needed on the geographical boundaries used in the study
- Analysis should be carried out by Ward to make the analysis clearer
- Some errors in the names of the open spaces recorded – Members to pass any corrections to Officers
- The recommended standard versus the current level of provision
- That the maps be reviewed to check accuracy, and in line with the comments regarding the need for the geographical areas to be reviewed
- Ensure that the report clearly states deficiencies in provision, both currently and predicted for 2029

RESOLVED :

- (i) That this document be brought back to this Working Group having been amended taking into account Members comments¹;
- (ii) That any further comments on the document be passed to the report author²;
- (iii) That Members be provided with copies of maps and that comments on these maps be passed to the report author³.

REASON :

To progress the approval of the Study.

Action Required

1. This document be brought back to this Working Group having been amended taking into account Members comments JB
JB
JB
2. That any further comments on the document be passed to the report author
3. That Members be provided with copies of maps

Cllr A Reid, Chair

[The meeting started at 4.35 pm and finished at 6.30 pm].

MEETING	LOCAL DEVELOPMENT FRAMEWORK WORKING GROUP
DATE	22 JANUARY 2008
PRESENT	COUNCILLORS REID (CHAIR), SIMPSON-LAING (VICE-CHAIR), AYRE, D'AGORNE, HORTON, MERRETT, WALLER, R WATSON, WATT AND MORLEY (SUBSTITUTE)
APOLOGIES	COUNCILLOR MOORE

31. DECLARATIONS OF INTEREST

Members were invited to declare at this point in the meeting any personal or prejudicial interests they might have in the business on the agenda.

The following interests were declared:

- Cllr Merrett – a personal, non-prejudicial interest in the business generally, as an honorary member of the Cyclists Touring Club (CTC) and a member of Cycling England, and a personal and non-prejudicial interest in agenda item 4 (Minute 34 refers), as a governor of St Paul's School.
- Cllr D'Agorne - a personal, non-prejudicial interest in the business generally, as a member of the CTC and the York Cycle Campaign.
- Cllr Horton - a personal, non-prejudicial interest in agenda item 4, as a member of the Peaseholme Advisory Council.
- Cllr Morley - a personal, non-prejudicial interest in agenda item 4, as a member of the Tourism Bureau and of the Fire Authority.
- Cllr Reid - a personal, non-prejudicial interest in agenda item 4, as a substitute member of the Fire Authority.
- Cllr Watller - a personal, non-prejudicial interest in agenda item 4 (relating to the mention of the Lowfield School site), as a governor of York High School.

32. MINUTES

RESOLVED: That the minutes of the Local Development Framework Working Group meeting held on 18 December 2007 be approved and signed by the Chair as a correct record, subject to the following amendments:

- Minute 26 (Declarations of Interest) – amend Cllr Merrett's interest to read "*..as an honorary member of the Cyclists' Touring Club and a member of Cycling England*".
- Minute 29 (Progress on the York City Centre Area Action Plan) – amend the ninth bullet point in the third paragraph to read "*Identifying areas in the City in need of regeneration, such as Micklegate.*"

33. PUBLIC PARTICIPATION

It was reported that there had been no registrations to speak at the meeting under the Council's Public Participation Scheme.

34. LOCAL DEVELOPMENT FRAMEWORK: ALLOCATIONS DEVELOPMENT PLAN DOCUMENT (DPD)

Members considered a report which presented the Issues and Options stage of the Allocations Development Plan Document (DPD) and asked them to decide whether they wished to make any changes to the DPD before recommending that it be approved by the Executive for consultation purposes.

Officers highlighted the following proposed amendments to the draft DPD attached as Annex A to the report:

- Paragraph 9.5 in Section 9, 'Waste and Minerals' - include a reference to a mechanical and biological treatment facility, and add a definition of this facility to the glossary at page 52 of the document.
- Site map for Monks Cross North in Maps Section 3, at page 44 - amend the 'existing use' information to reflect the current planning situation.
- Response Form at the end - include questions relating to age, gender, disability and ethnicity, in accordance with advice from Equalities Officers (all responses to these questions will be treated as confidential).

Members recommended the following amendments to the consultation process and to the document at Annex A:

- (i) The amendments highlighted by Officers and recorded above.
- (ii) An extension to the consultation period indicated in paragraph 11 of the report, from 6 weeks to 8 weeks.
- (iii) In Section 1, 'Introduction':
 - Explain the context of the consultation proposals in terms of available resources, related Council strategies, the Council's corporate sustainability priorities and the evidence base.
- (iv) In Section 2, 'How to Get Involved':
 - Add the words 'if possible' to the end of the sentence at paragraph 2.2, as respondents may not have this information.
- (v) In Section 3, 'What Makes a Good Site for Development':
 - Amend Figure 2 to reflect the Council's current transport policies more clearly and to make the text clearer and more readable.
- (vi) In Section 4, 'Green Belt and Settlement Limits':
 - Amend paragraph 4.7 to reflect the Local Plan position regarding the coalescence of settlements.
 - Amend paragraph 4.8 to refer to outline the Local Plan position regarding permanence.
- (vii) In Section 5, 'Housing':

- Amend paragraph 5.7 to reflect the current debate over the interpretation of PPS3 in relation to allowances for 'windfalls'.
 - Re-word paragraph 5.8 to make it less specific to certain sites.
- (viii) In Section 6, 'Employment':
- Amend paragraph 6.2 to clarify that the recommendations of the Future York Group have not been adopted by Council.
 - Include a paragraph under Table 6.2 to clarify the position regarding those land uses identified as 'negative' additional need (C and E in the table).
 - Amend paragraph 6.28 to strengthen the 'caveat' against the London Bridge site, on the grounds of sustainability, the protection of the historic character and setting of the city and why it was previously rejected.
- (ix) In Section 7, 'Retail':
- Amend paragraph 7.4 to clarify why and how York needs to remain 'competitive' in terms of retail growth.
 - Amend paragraph 7.12 to emphasise the strategic requirement to cater for the retail needs of York Central and British Sugar sites.
 - Expand on Key Issue R1 to draw out more general comments about the kind of shopping that people want in York.
- (x) In Section 8, 'Transport':
- Include a general caveat to emphasise that it will not be possible to adopt all proposed schemes.
 - Paragraph 8.12 - Officers to consult with colleagues in Transport Planning as to whether to include sites at Strensall, Copmanthorpe York Hospital and White Rose Business Park in the potential stops / railway halts for the tram-train scheme.
 - Key Issue T4 – clarify what is meant by the 'transport interchange in the general station area'.
 - Key Issue T5 – define 'junction improvements' and make question 2 more specific.
 - Include existing and potential cycle routes on the map at section 5 of the Map Annex.
 - Show the potential York Northwest access routes for information and the bridge links across the Ouse as set out in the Local Plan, on the map in section 5 of the Map Annex.
- (xi) In Section 9, 'Waste and Minerals':
- Paragraph 9.6 – amend date if bid is to come forward earlier.
 - Table 9.4 - consider including separate criteria for household waste sites.
- (xii) In Section 10, 'Other Uses':
- Education – check with colleagues in Children's Services on whether to include the issue of potential alternative school sites.
 - Paragraph 10.8 – remove the word 'professional' from the 4th bullet point.
 - Open Space, paragraph 10.11 – amend to put more emphasis on provision for play.

- Key Issue O3 – amend question to encourage suggestions on how to address any shortages of open space provision.
- (xiii) In Maps Section 2 (Housing):
- Site ref. H/002 – amend boundary to reflect planning approval for housing on part of site.
 - Site ref. H/016 – amend text under ‘potential use’ to read “this site will be considered as part of the York Northwest AAP.”
 - Site ref. H/017 – cross-reference to open space use.

In respect of question no.1 in the list under Key Issue WM1 in Section 9, relating to household waste recycling sites, Cllr Merrett proposed, and Cllr Simpson-Laing seconded, a motion in the following terms:

“That the two sites at Rufforth (Options A and B) be removed from the consultation on this section, as they are inappropriate for this use on the grounds of accessibility, sustainability and their location in the Green Belt.”

This motion was then put to the vote. Four Members voted for and four against the motion. Cllrs D’Agorne and Waller abstained from the vote. The Chair then used her casting vote against the motion, which was accordingly declared lost.

RESOLVED: (i) That the draft Issues and Options Allocations DPD at annex A to the report be referred to the Executive with a recommendation that it be approved for public consultation, subject to the changes agreed by the Working Group and recorded above.¹

REASON: So that the Allocations DPD can be progressed to its next stage of development, as highlighted in the Council’s Local Development Scheme.

(ii) That authority be delegated to the Director of City Strategy, in consultation with the Executive and Shadow Executive Members for City Strategy, to make any incidental changes to the draft document that are necessary as a result of the recommendations of the Working Group.²

REASON: So that the changes recommended as a result of discussions at this meeting can be made and the report can progress through to the Executive.

(iii) That authority be delegated to the Director of City Strategy, in consultation with the Executive and Shadow Executive Members for City Strategy, to approve the Sustainability Statement to accompany the Issues and Options document consultation.³

REASON: So that the report and accompanying document can progress through to the Executive.

(iv) That authority be delegated to the Director of City Strategy, in consultation with the Executive and Shadow Executive Members for City Strategy, to approve a Consultation Strategy that will set out the Issues and Options consultation methodology.⁴

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

Action Required

- | | |
|--|----|
| 1. Refer the DPD to Executive. | JB |
| 2. Make the recommended amendments to the DPD. | JB |
| 3. Approve the Sustainability Statement. | JB |
| 4. Approve the Consultation Strategy. | JB |

Cllr A Reid, Chair

[The meeting started at 4.15 pm and finished at 7.10 pm].

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Local Development Framework Working Group

4th March 2008

Report of the Director of City Strategy

The Approach to the Natural Environment through the Local Development Framework

Summary

1. The purpose of this report is to inform Members and ask for their comment on the proposed approach to the natural environment and Green Infrastructure in the LDF. The report sets out the overall framework in terms of the existing evidence base documents, how these link together and how they will feed into the LDF process. The approach will have broader implications in terms of the Council's approach to its wider natural environment duties.

Background

2. The Council has a duty to protect and enhance the natural environment of York. The proposed approach to the natural environment through the LDF centres on Green Infrastructure which aims to bring together all the existing evidence and in some cases result in new or updated studies being undertaken in order to provide a comprehensive, robust evidence base for the LDF and Natural Environment work as a whole. This evidence base and subsequent work is important in order to ensure that York's natural environment is treated with an equal level of consideration as the existing and emerging built environment.

Green Infrastructure

3. The term used for the overarching framework related to all "green" assets is "Green Infrastructure". There are a number of definitions for Green Infrastructure (GI) available, generally reflecting these three principles:
 - a) that GI involves natural and managed green areas in both urban and rural settings;
 - b) is about the strategic connection between open green areas; and
 - c) that GI should provide multiple benefits for people and wildlife.
4. Green Infrastructure is the physical environment within and between our cities, towns and villages. It is a network of multi-functional open spaces, including formal parks, gardens, woodlands, green corridors, waterways, street trees, nature reserves and open countryside. Well designed and

integrated Green Infrastructure can deliver a range of benefits, often in combination, these could include:

- opportunities for sport, recreation and access;
- improvement in environmental quality e.g. better air and water quality, local climate control;
- contribution to sustainable drainage and flood mitigation;
- enhanced environmental backdrop that will assist in attracting business and inward investment;
- opportunities to maintain and enhance biodiversity; and
- help in the establishment of local identity or sense of place.

5. The increased level of importance attached to the natural environment and in particular, Green Infrastructure is reflected in the emerging Regional Spatial Strategy (RSS) which includes a Green Infrastructure policy requiring Local Authorities to address Green Infrastructure in their LDFs. The intention is to include a Green Infrastructure policy in York's Core Strategy and to produce a Green Infrastructure Strategy that will bring together all of the "green" components in York. Following an assessment of their coverage and quality, it will set out an action plan outlining the key projects and pieces of work required to maintain, enhance and, improve and extend the city's Natural Environment. The important point to note is that a Green Infrastructure Strategy is an on-going process and as things progress or change it can be updated accordingly.

6. The production of a Green Infrastructure Strategy will take place in three key stages highlighted below.

Stage 1: This will begin with a general collation of all the existing information which will be mapped using a Geographical Information System (GIS). The purpose of electronically mapping the data is to allow for the information to be updated, manipulated and used for various pieces of work.

Stage 2: The next step will be to identify where there are gaps in the existing network and to identify where the quality of assets is in need of enhancement. This would include the consideration of access for certain types of green space. In terms of biodiversity, 'gaps' would be where the lack of wildlife corridors/'stepping stones' mean that wildlife are unable to travel between areas.

Stage 3: The final action plan stage will identify the Council's objectives for the Natural Environment and will set out how they will be delivered in the future. These objectives will be derived from the evidence base such as the recommendations set out in the Open Space Study and the targets identified in the Biodiversity Action Plan.

Green Infrastructure Assets

7. The section that follows identifies the main types of green infrastructure in York and the evidence base that will be used to support the production of the green infrastructure strategy. Some elements of the evidence base will also have a key role in the development of the Council's Spatial Strategy which will be delivered through the Core Strategy. Those documents which are complete are available from the author of this report. Those documents/projects which are currently underway, are referred to in the 'analysis' section at the end of this report.
8. Key Green Infrastructure assets addressed in this report are:
 - Nature Conservation Designated Sites (Biodiversity Audit, Biodiversity Action Plan and Review of Sites of Importance for Nature Conservation procedures)
 - Landscape (Landscape Appraisal, Green Belt Appraisal and Historic Landscape Characterisation)
 - Open space (PPG17 study)
 - Flood Risk Areas (Strategic Flood Risk Assessment)
 - Greenways (Public Rights of Way and Cycle Network)

Nature Conservation Designated Sites

9. An key part of protecting York's wildlife heritage is by designating important nature conservation areas. York has 12 sites of national or international interest which include eight Sites of Special Scientific Interest (SSSI's). SSSIs are the responsibility of Natural England. In addition, York has 44 sites of regional or local interest which includes 42 Sites of Importance for Nature Conservation (SINCs) and 3 Local Nature Reserves (some SINCs are also LNRs). These were originally designated by the Council as part of the Local Plan process and this will continue as part of the LDF. Further work is being undertaken in relation to the designation of sites (see paragraphs 10-17 below), early indications show that upwards of 50 further sites could be designated as SINCs and some existing sites could be extended.

Biodiversity Audit and Biodiversity Action Plan

10. In order to designate and effectively conserve York's nature conservation sites, an up to date comprehensive evidence base is required. The Council completed a Biodiversity Audit in November 1996 which essentially is a survey of all existing sites, species and habitats of nature conservation in York, the results of the audit formed the basis for the Local Plan's policies.
11. A new Biodiversity Audit is currently being undertaken to review biodiversity across York; this will be a site-based assessment as opposed to being desk-based like the 1996 version. The audit will be carried out in two phases; Phase 1 will identify species and habitats that we are not currently aware of and will provide the basis for Phase 2 which will assess whether the sites have sufficient value to be designated as a SINC. Phase 2 will also assess whether existing SINC sites still have sufficient value to continue to be

designated. The Biodiversity Audit will provide updated baseline information on which to prioritise further action through a Biodiversity Action Plan (BAP).

12. The BAP acts as a framework for biodiversity issues within York. It is a strategic document which sets out what needs to be done to address threatened species and habitats and is designed to protect and restore biological systems. The principal elements of a BAP typically include:
 - a) preparing inventories of biological information for selected species or habitats;
 - b) assessing the conservation status of species within specified ecosystems;
 - c) creation of targets for conservation and restoration;
 - d) establishing budgets, timelines and institutional partnerships for implementing the BAP; and
 - e) a monitoring process to establish whether we are achieving the targets.
13. The first phase of the Biodiversity Audit will be completed by March 2008, with the second phase taking place over the summer, and due for completion in autumn 2008. Both stages will be reported back to the LDF Working Group in due course. The BAP is currently underway and a draft for consultation is anticipated for late summer 2008. These documents will form an important part of the LDF evidence base and will be updated as and when new sites are discovered or if the quality of existing sites changes.

Review of the Sites of Importance for Nature Conservation (SINC) Procedures

14. The Council's criteria for the designation of Sites of Importance for Nature Conservation (SINCs) and the procedures used to identify and ratify such sites are no longer sufficient for present day needs. Recent changes brought about by Planning Policy Statement 9 (PPS9) on Biodiversity and Geological Conservation, new guidance from the Department for Environment, Food and Rural Affairs (DEFRA) and the LDF process mean that a review of the current process is required.
15. It is proposed that the Council adopt the 'Guidelines for the Selection of Sites of Importance for Nature Conservation in North Yorkshire' as devised by North Yorkshire SINC Panel and work with the Panel in the review of thresholds and criteria. The North Yorkshire system has been developed over a period of 10 years and is based on an extensive set of threshold-based criteria prepared by local ecologists and naturalists. A report setting out the full proposal will be presented at Full Planning Committee on 28th February 2008.
16. The intention is to establish a SINC Partnership made up of members of the Council, local individuals and local organisations to put forward sites for consideration as SINCs for inclusion within the LDF. Their judgments will be based on the information on sites derived from the Biodiversity Audit.
17. The LDF is the main tool for protecting SINCs as they do not have the statutory status of Sites of Special Scientific Interest (SSSI). The inclusion of

SINCs in the Local Development Framework could be in the form of a Supplementary Planning Document which would then link to a Green Infrastructure policy in the Core Strategy. The benefit of this approach is that it will allow for a flexible approach where updates to the SINC database take place when new sites are discovered without altering a development plan document which could take up to three years.

The Landscape of York

18. There are three key pieces of work which will provide the evidence base for considering landscape through the LDF:
- Landscape Appraisal/Character Assessment;
 - Green Belt Appraisal; and
 - North Yorkshire Historic Landscape Characterisation.

Landscape Appraisal

19. The Landscape Appraisal is a baseline survey and assessment of the landscape character of the City which was undertaken by external consultants, ECUS (Environmental Consultancy University of Sheffield) in 1996. The report identifies twelve landscape character types:
- Flat open arable farmland
 - Rolling diverse arable farmland
 - Low lying arable plain
 - Woodland arable lowland
 - River Derwent floodplain
 - Undulating arable farmland
 - Semi-enclosed heathland
 - Flat diverse arable farmland
 - River Ouse floodplain
 - Mixed fringe farmland
 - Race course stray
 - River Foss corridor
20. The report notes pressures for change and outlines a landscape strategy for each character type. The document provides guidance on landscape and countryside management, landscape conservation and opportunities for enhancement, and landscape design. The report was completed and approved in December 1996 and is used as evidence base to inform planning decisions and landscape related strategies. Due to the emergence of the Countryside Agency 'Landscape Character Assessment' guidance which came out in 2002, the City of York Council is currently looking at whether the existing study needs updating and have been involved in discussions with Natural England. If further work is required this will be reported to Members in due course.

Green Belt Appraisal

21. In 2003, the Council carried out a Green Belt Appraisal which sought to identify those areas of open land outside York's built up areas that are most valuable in terms of the historic character and setting of the city. The work consisted of three main component parts; a desk top study, field analysis and data collection and analysis. The exercise identified categories of green belt type which were then mapped.
22. These categories are:
 - areas which retain, reinforce and extend the pattern of historic green wedges;
 - areas which provide an impression of a historic city situated within a rural setting;
 - the setting of villages whose traditional form, character and relationship with the surrounding agricultural landscape of which is substantially unchanged; and
 - areas which prevent the coalescence of settlements to retain their individual identity.
23. These mapped areas and associated analysis will play a key role in influencing the spatial strategy as part of the LDF Core Strategy.

Historic Landscape Characterisation (HLC)

24. A HLC project is currently being carried out for York and North Yorkshire. The project is managed jointly by City of York Council, North Yorkshire County Council, English Heritage, Yorkshire Dales National Park Authority, North York Moors National Park Authority and Tees Archaeology.
25. HLC identifies historic aspects of the current landscape, it increases understanding of past human activity and provides a basis for managing change. The primary focus of HLC is the historic character of the current landscape; the most important characteristic of landscape is its time-depth; change and earlier landscapes exist in the present landscape.
26. The approach to HLC begins with the systematic identification and description of many of the historic attributes of the contemporary rural and urban landscape. These attributes include aspects of the natural and built environment that have been shaped by human activity in the past.
27. Examples of these attributes include:
 - Current land use
 - Past land use
 - Field morphology (size, shape, group patterns)
 - Boundary types
 - Distribution and types of buildings

- Place names and earliest references
- Settlement types and patterns
- Modern OS mapping (usually GIS based)
- Comprehensive historic mapping
- Aerial photographs

28. Mapping plays a central role in historic characterisation, both in the process of defining Character Types and Areas, and in the presentation and manipulation of the results. The use of GIS, including digital historic maps, ensures flexibility and will provide detailed information about the form and nature of the present landscape.
29. Phase one of the project which covers the Yorkshire Dales National Park and Nidderdale has been completed and it is anticipated that the work covering the York area will be completed by the end of 2008.

Open Space, Sport and Recreation Study (PPG17 Study)

30. As Members are aware, during November 2006 the Council appointed PMP to undertake an assessment of the City's open space, outdoor sport and outdoor recreation facilities, together with an assessment of local needs and the production of local standards. The report will outline the proposed local standards and provisions and will inform an important element of the Council's LDF and will directly inform the Core Strategy. It is proposed that the final report will be taken to the LDF working group in Spring 2008.
31. The study was undertaken in accordance with the requirements of Planning Policy Guidance Note 17 (PPG17) 'Planning for Open Space, Sport and Recreation', and its companion guide and therefore considers nine typologies of open space, namely:
- parks and gardens;
 - natural and semi natural open space;
 - amenity greenspace;
 - provision for children;
 - provision for teenagers;
 - outdoor sports facilities;
 - allotments and community gardens;
 - green corridors; and
 - churchyards and cemeteries;
32. The key outputs of the study will include:
- a full audit of all accessible open spaces across the City categorised according to the primary purpose of the site (in line with the typologies highlighted above). This audit is stored on a GIS layer and a linked Access database;

- an assessment of the open space, sport and recreational needs of people living, working and visiting the City of York derived from a series of consultations;
- production of local provision standards (quantity, quality and accessibility) for each type of open space where appropriate, in accordance with local needs;
- application of local standards to the existing open space provision, enabling the identification of surpluses and deficiencies based on the quantity, quality and accessibility; and
- recommendations to address the key findings and drive future policy.

33. The outputs of the study will feed directly into the Green Infrastructure Strategy in terms of the audit of open spaces being available on GIS and the identification of local standards and subsequent deficiencies.

Strategic Flood Risk Assessment

34. The Strategic Flood Risk assessment (SFRA) assesses the different levels of flood risk in the York Unitary Authority area, and maps these to assist with statutory land use planning. It provides concise information on flood risk issues, which will assist in the preparation of the Local Development Framework (LDF) and in the assessment of future planning applications. It is also intended that this document may be used by the general public and those wishing to propose developments as a guide to the approach that Local Planning Authorities will follow in order to take flood risk issues into account in a sustainable manner. The SFRA has been produced in response to Planning Policy Statement (PPS25) 'Development and Flood Risk'. This document was approved for use in September 2007.

35. The mapping element of the SFRA will be used in relation to Green Infrastructure planning to illustrate the areas of land in York that should remain open to alleviate flood risk. In some cases, these open areas could have potential for biodiversity enhancement, for example through the creation of washlands or tree planting. These land use changes could have a biodiversity benefit whilst also contributing to the alleviation of flood risk.

Greenways

36. Greenways are an essential Green Infrastructure asset as they potentially could connect together key open space, nature conservation sites, providing enhanced access for people and wildlife. A Greenway is a network of largely off-highway routes connecting people to facilities and open spaces in and around towns, cities and the countryside. They are for shared use by people of all abilities on foot, bike or horseback, for commuting, play or leisure. Greenways link to other networks for non-motorised users - such as the National Cycle Network, towpaths beside inland waterways, National Trails and other rights of way.'

37. The proposed Greenways network will include York's Public Rights of Way (PROW) network and Cycle Network. Both of these are currently being

reviewed but once complete, will enhance the existing network of footpaths, cycleways, and bridleways. York is working with Leeds City Region (LCR) on a sub-regional approach to greenways.

38. It should also be noted that that Greenways have the potential to be beneficial to wildlife as well as acting as essentially a transport corridor. Whilst they will connect areas of open space for pedestrians, cyclists and horse riders, they will also act as a wildlife corridor/stepping stones for species travelling from one habitat to another. These multi-functional greenways will be in addition to sites identified for wildlife corridors/stepping stones through the wider Green Infrastructure Strategy (where gaps in the network are recognised).

Public Rights of Way (PROW)

39. There are approximately 260km of legally recorded PROWs within the York area, the majority of which run over land owned other than by the Council. PROW in York include public footpaths and bridleways, there are currently no recorded byways open to all traffic (BOATs) or restricted byways within York. Each local authority in the country is required to produce a legally conclusive document called the definitive map and statement showing all recorded PROW in the area. The definitive map and statement is the cornerstone of all PROW work and it is crucial that it is up to date and that it is accurate.
40. York's definitive map is currently split into 3 separate areas. These consist of extracts from the definitive maps for:
- The former West Riding of Yorkshire (relevant date of December 2000);
 - The former North Riding of Yorkshire (May 1956); and
 - The former East Riding of Yorkshire (July 1953)
41. Work is currently ongoing to bring York's definitive map and statement up to date. Both the former North and East Riding maps need to be revised and there is currently no definitive map for the former County Borough area of York (FCB) as it was excluded from the Definitive Mapping process under the National Parks and Access to the Countryside Act 1949. The deadline for producing a definitive map is 2026.
42. In addition there is a statutory requirement for the Council to produce a Rights of Ways Improvement Plan (ROWIP), which is intended to be a mechanism for improving York's network of PROW and other non-motorised routes in light of the needs of all types of users. It is not designed to provide detailed solutions to access problems in every locality, but to take a strategic approach to managing public access. In short the ROWIP assesses the needs of all types of users and also the current provision of access, which includes not just the PROW network but also a wide range of other types of access including, permissive routes, cycle tracks, green corridors and open access land.
43. In 2002 the Council was selected to produce an 'Exemplar' ROWIP as part of the Countryside Agency's ROWIP Demonstration Project. A draft 'Exemplar'

ROWIP was published in 2004 and the Council is currently working to deliver the objectives identified within it. It is hoped to be able to produce a final ROWIP for York by February 2009.

York's Cycle Network

44. Cycle routes enhance the connectivity of open spaces and green infrastructure in general. The Council adopted a proposed network of both on and off-road cycle routes in 1996 and has steadily been implementing this in the intervening period. To date we have somewhere in the region of 150km of cycle routes in the administrative area of which approximately 90km are off-road. These off-road routes comprise both shared use footways alongside the carriageway and routes completely away from the carriageway and the latter form the majority of York's current Cycle network.
45. Since the proposed network was adopted York itself has changed with many new developments being built, or in the pipeline, and employment patterns altering due to closures of many of the city's traditional manufacturing sites. As a result of these changes a review will shortly be undertaken of the proposed network to assess whether it is still "fit for purpose" and whether routes need to be added or altered to better reflect current land uses and travel patterns. This review will involve consultation with ward committees, Parish Councils any other relevant stakeholders. Once all the comments and suggestions have been collated the resulting revised network will be brought before members for adoption. This process should take approximately six months to complete so is likely to be completed by autumn 2008.
46. In addition to the local routes within York, two national cycle routes, namely Route 65 and Route 66 run through York and provide connections to the wider Sustrans National Cycle Network (NCN). The Council will look at opportunities in the future to provide further linkages to the NCN.

Consultation

47. Ongoing internal officer discussions are taking place to ensure that the most up to date information in relation to existing and emerging studies feed into the Green Infrastructure Strategy.
48. Natural England continue to be involved in discussions in relation to the Landscape Appraisal and general Green Infrastructure Work. They also take an active role in the consultation process of the LDF which links in with this report.
49. Sport England have been involved in the wider LDF process in relation to the approach to open space taken through the LDF. Additionally, they were consulted on the PPG17 study and are very supportive of the work we have undertaken to comprehensively map and analyses open space within the city of York.
50. The Historic Landscape Characterisation work which is being undertaken jointly with other organisations, including North Yorkshire County Council, has

meant that external discussions have been held in relation to York's approach to landscape assessment and the LDF process.

Options

51. Members have the following options to consider in relation to the Approach to the Natural Environment:

Option 1: To accept the proposed approach to the natural environment subject to any comments or changes recommended by the Working Group; or

Option 2: To request that further work is done to develop an alternative approach to the natural environment.

Analysis

52. An up to date, robust evidence base for the natural environment is important for the LDF process in order to ensure that York's natural environment is treated with an equal level of consideration as the existing and emerging built environment.
53. This report outlines all the key pieces of work that the Council is currently undertaking and as mentioned previously, these will be brought together under the proposed Green Infrastructure Strategy.
54. It is envisaged that the Green Infrastructure Strategy will be adopted as a Supplementary Planning Document (SPD) which will link to a Core Strategy policy either in the environment section or the wider spatial strategy. This approach will allow for the flexibility that is needed for this ever-changing area of work.
55. Habitats and species identified through the Biodiversity Audit which would be listed within the initial section of the Strategy could be updated when required and the SPD revised within a short period of time. Similarly, the actions derived from the Biodiversity Action Plan (BAP) would sit within the overall Green Infrastructure action plan and again, as the BAP is monitored and reviewed and as targets are achieved, the Green Infrastructure action plan can be reviewed accordingly.
56. The Landscape Appraisal, Green Belt Appraisal, Historic Landscape Characterisation work, Strategic Flood Risk Assessment and PPG17 Study are key evidence base documents as their content will feed directly into the Green Infrastructure Strategy as well as other LDF documents.
57. The PROW Definitive Map and Cycle Network, once complete will be adopted Council documents and will feed in future LDF work.

Corporate Priorities

58. The proposed approach to the Natural Environment accords with the following corporate priorities:
- Reduce the environmental impact of council activities and encourage, empower and promote others to do the same
 - Improve the actual and perceived condition and appearance of the city's streets, housing estates and publicly accessible spaces
 - Improve the health and lifestyles of people who live in York, in particular among groups whose level of health are the poorest

Implications

59. The following implications have been assessed:

- Financial - None
- Human Resources (HR) - None
- Equalities - None
- Legal - None
- Crime and Disorder - None
- Information Technology (IT) - None
- Property – None
- Other - None

Risk Management

60. In compliance with the Council's risk management strategy, there are no risks associated with the recommendations of this report.

Recommendations

61. It is recommended that Members:

i) Note the proposed approach to the natural environment in terms of the LDF highlighted in the report and provide comments and views.

Reason: So that the natural environment evidence base work for the LDF can be progressed.

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Bill Woolley
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Report
Approved

Date

Specialist Implications Officer: None
Wards Affected:

All

For further information please contact the author of the report

Background Papers:

Biodiversity Audit (CYC, 1996)
York Landscape Appraisal (ECUS, 1996)
Green Belt Appraisal (CYC, 2003)
Strategic Flood Risk Assessment (CYC Engineering Consultancy, 2007)

Annexes:

None

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Local Development Framework Working Group

4th March 2008

Report of the Director of City Strategy

**Local Development Framework:
Festival of Ideas 2 consultation summary (including
consultation on LDF Core Strategy Issues and Options 2)**

Summary

1. The purpose of this report is to highlight to members the headline results arising from the Festival of Ideas 2 consultation, which the City of York Council undertook in partnership with the Local Strategic Partnership (Without Walls) during Autumn 2007. These comments will be used to inform the production of the Core Strategy and other Development Plan Documents.
2. This report presents the different consultation documents which were produced; sets out who was consulted; and outlines the methods and techniques used during consultation. The analysis section provides a snapshot summary of the responses received. A full summary of headline responses is contained in the annexes.

Background

3. The LDF Core Strategy will be the first development plan document produced by the Council under the new planning system. It will be a compact written statement of the planning strategy and vision for the City of York, together with strategic policies. All other planning documents produced will have to reflect the Core Strategy and it will have an important role in terms of development control. It will therefore be influential in shaping the development of the City of York over the next two decades.
4. The Core Strategy will go through several formal stages of consultation during its production, as set out in the Local Development Scheme. Consultation on a first stage of Issues and Options took place during Summer 2006. The second stage of Issues and Options consultation gave an opportunity for more detailed consideration of a broader range of options.
5. Government Guidance in PPS12 indicates that the Local Development Framework should be a key component in the delivery of the spatial aspects of an authority's community strategy. Joint consultation to inform the production of a Sustainable Community Strategy and Local Development Framework reflects best practice guidance. In 2003, as part of a 'Festival of

Ideas', York residents were asked about the kind of York they wanted to see in the future. Given recent changes in the city, new issues which have arisen since the publication of 'York – city making history', and the programmed second stage of Issues and Options consultation for the Core Strategy, it was decided to ask residents once again to join in the discussion about York's future through a Festival of Ideas 2.

Consultation

6. The Festival of Ideas 2 ran from 17 September to 31 October 2007 (although later comments were received and logged), and included:
 - a series of public exhibitions across the city, including exhibiting at the Climate Change conference, running a 3 day exhibition in the city centre and manned displays at supermarkets across the city;
 - attendance at surgeries, and presentations to 13 ward committees;
 - two focused workshops (one with the Talkabout panel, and one aimed at better understanding the needs of hard to reach groups in York);
 - a postal survey to all households, also made available online - 88,000 questionnaires were sent out, one to every household within the city;
 - City Summits: two public access conferences at the Park Inn hotel;
 - a 'Festival of Ideas 2' webpage and online survey;
 - documents were made available at all libraries and at the Guildhall and St. Leonards Place receptions.
7. A series of publications were produced to provide focus for the range of consultation events, namely:
 - 'Have your say on York's future' questionnaire
 - Core Strategy Issues and Options 2 (September 2007)
 - Core Strategy Issues and Options 2 Sustainability Statement
 - 'Festival of Ideas 2' page on the council's website
8. Around 3,000 people took part in the consultation by attending events or responding to the questionnaire (over 2,300 questionnaires were returned, including 89 online responses).
9. The attached annexes collate the headline comments which were received in response to the Festival's events:
 - Annex A - reports on the 'Have your say on York's future' questionnaire
 - Annex B - summarises the headline responses to the Core Strategy Issues and Options 2 report, and accompanying Sustainability Appraisal. A full summary of responses has been placed in the members library.
 - Annex C - captures the views and opinions of those attending 2 focused workshops
 - Annex D - provides feedback from the City Summits

In addition, Annex E sets out the timetable of consultation events.

Analysis

10. To fully understand the comments provided it is important that the Annexes highlighted above are considered in full. However this section provides a snapshot, highlighting some of the key messages provided through the consultation exercise.

Locating New Development

11. Around half of all those responding felt that new development should be concentrated in York's main urban area with just over a third preferring new development to be shared between the villages and the main urban area.
12. The majority of respondents to the questionnaire, over two-thirds, thought that the council should only permit development in areas with low flood risk. A number of those responding to the LDF Core Strategy Issues & Options 2 document however felt that other sustainability factors should also be considered.

Homes

13. Opinion over levels of housing growth was clearly divided. Over two fifths (41%) of respondents to the questionnaire are in favour of building 880 or more new homes each year. However, almost half of those who responded to the questionnaire favour building 630 homes or less per year.
14. Over half of respondents to the questionnaire agree with the current affordable housing policy, but a sizeable proportion (32%) disagree. However of those who disagree with the policy, half (48%) are in favour of building more affordable homes within each development. 29% of those who disagree with the current policy think less affordable homes should be built.
15. Of those responding to the LDF Core Strategy Issue & Options 2 document most felt that the level of affordable housing should be reduced to a target closer to the Regional Spatial Strategy target of 40%, but that the threshold could be reduced below 15 dwellings or 0.3 hectare.

Employment

16. Three quarters of all respondents think it is important for the council to support Science City (more hi-tech jobs) and seven out of ten think support for the hospitality & tourism industry is an important focus for the council. Over half of all respondents think it is important for the council to support the Professional & Financial Services Construction & transport, Light industrial and traditional manufacturing.

17. Six out of ten (62%) respondents to the questionnaire favour building some of the housing needed to accommodate York's workforce outside the authority boundary. 38% said enough housing should be provided in York to meet the needs of any additional employees. Those responding to the LDF Core Strategy Issue & Options 2 document were equally split regarding the same issue.

Retail & Leisure

18. Nearly two-thirds of respondents to the questionnaire are in favour of building more leisure attractions in the city centre, and around a third to building more shops. 55% said they don't want more shops to be built in the city centre.
19. The majority of those responding to the LDF Core Strategy Issues & Options 2 Document felt that retail growth should be directed to York City Centre and district centres and that the LDF should recognise the opportunity provided by major development sites such as York NorthWest. In addition there were a number of responses supporting the designation of Monks Cross and Clifton Moor as district centres.
20. Generally respondents felt further in depth consideration should be given to leisure and culture within the LDF.

Environmental Resources

21. Four fifths of all respondents support having at least 10% of energy demand coming from renewable sources.
22. Respondents were asked whether the quantity, quality or accessibility of open space was most important to improve. Two-thirds of respondents to the questionnaire felt that when considering open space provision priority should be given to improving its quality, a fifth supported increasing the amount of open space and around 12% said improving its accessibility was most important. However, a majority of people responding to the LDF Core Strategy Issues & Options 2 document felt that quantity, quality and accessibility should be given equal importance.

Transport

23. Respondents were asked to rank from 1 to 3 the best ways of reducing congestion in York. In order of priority respondents favoured: promoting the use of alternative forms of travel; locating new development near public transport, shops and other services to encourage people to use the car less, and; increasing the capacity of the ring road.

Priorities

24. A question was added at the end of the questionnaire regarding the 'difficult choices' we need to make in balancing environmental concerns with the growth of the city. The top three priorities for York highlighted by those

responding to the questionnaire were: reducing our impact on the environment (63%); developing the economy; jobs and skills (59%); and improving travel within, and to and from York (55%). The other priorities are as follows:

- Building strong, safe and healthy communities (54%);
- Ensuring the city's housing and social needs are met (eg community and youth centres) (39%);
- Improving the city's physical, cultural and leisure facilities – for instance, by building more shops, live music venue and tourist attractions (22%).

Next steps

25. The Core Strategy is one of the folder of documents that together will make up York's Local Development Framework. Its production is included in the Council's adopted Local Development Scheme, with the aim of adoption by late 2009/early 2010.
26. The next formal stage in moving towards adoption is the production of a Preferred Options report. This will set out the Council's preferred approach to a spatial strategy, policies and proposals, which together would provide York's statutory development plan and the context for future development. Officers will use the responses from consultation to date, alongside other emerging evidence base (including the emerging Sustainable Community Strategy), to provide the context for moving towards Preferred Options. Officers will present further reports to Members in due course.

Options

27. There are no options relating to this report.

Corporate Priorities

28. The Core Strategy has the potential to contribute towards the delivery of all of the Corporate Priorities through its policies and actions. It will aim to:
 - Decrease the tonnage of biodegradable waste and recyclable products going to landfill;
 - Reduce the greenhouse gas emissions from council activities and encourage, empower and promote others to do the same;
 - Increase the use of public and other environmentally friendly modes of transport.
 - Improve the actual and perceived condition and appearance of city's streets, housing estates and publicly accessible spaces.
 - Reduce the actual and perceived impact of violent, aggressive and nuisance behaviour on people in York.
 - Increase people's skills and knowledge to improve future employment prospects;
 - Improve the economic prosperity of the people of York with a focus on
 - minimising income differentials;

- Improve the health and lifestyle of the people who live in York, in particular among groups whose levels of health are the poorest;
- Improve the life chances of the most disadvantaged and disaffected children, young people and families in the city;
- Improve the quality and availability of decent, affordable homes in the city.

Implications

29. The following implications have been assessed:

- **Financial** - None
- **Human Resources (HR)** - None
- **Equalities** - None
- **Legal** - None
- **Crime and Disorder** - None
- **Information Technology (IT)** - None
- **Property** – None
- **Other** - None

Risk Management

30. In compliance with the Council's risk management strategy, there are no risks associated with the recommendations of this report.

Recommendations

That Members:

1) Note the comments received from consultees in response to the Festival of Ideas 2 consultation, and support their consideration in informing the production of Core Strategy Preferred Options report and, where relevant, other emerging LDF documents.

Reason: To ensure that the LDF Core Strategy can be progressed to its next stage of development as highlighted in the Council's Local Development Scheme.

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Report Approved **Date** 22nd Feb 2008

Specialist Implications Officers: *None*

Wards Affected:

All

For further information please contact the author of the report

Background Papers:

Core Strategy Issues and Options 2, September 2007
Core Strategy Issues and Options 2 Sustainability Statement, September 2007
'Have your say on York's future' questionnaire

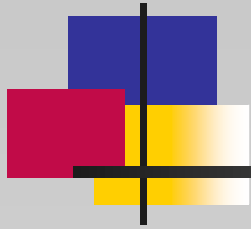
Annexes:

- Annex A - Report on responses to 'Have your say on York's future' questionnaire
- Annex B - Summary and headline responses to the Core Strategy Issues and Options 2 report, and accompanying Sustainability Appraisal.
- Annex C - Note collating the views and opinions of those attending 2 focused workshops
- Annex D - Feedback from the City Summits
- Annex E - Timetable of consultation events.

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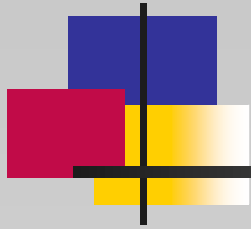
Annex A:

'Have your say on York's future' questionnaire
Full consultation report



Festival of Ideas / Local Development Framework FULL REPORT

[Click here for contents](#)



Report contents

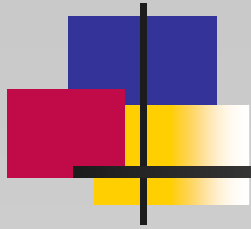
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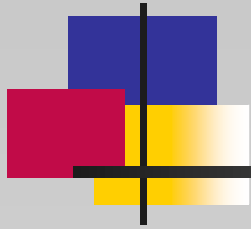
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Exit



1.0 Background & methodology

- In 2003, as part of a 'Festival of Ideas', York residents were asked about the kind of York they wanted to see in the future. Given recent changes in the city and new issues which have arisen, the council decided to ask residents once again to join in the discussion about York's future through the Festival of Ideas 2.
- The Festival ran from 17 September to 31 October 2007 and included a city conference at the Park Inn Hotel on 16 October, public exhibitions across the city, a postal survey to all households and a survey available online. This report documents the results from the postal and online surveys.
- 2330 surveys were completed; 2241 by post and 89 online. This represents 2.7% of all households and 1.2% of the York population. This means the results are accurate to within +/- 2% at 95 confidence. Where percentages do not sum to 100%, this is either due to multiple responses or decimal rounding. The figures for each question have been calculated after the respondents who did not answer the questions have been removed from the bases
- The Marketing & Communications Group developed the surveys in conjunction with City Strategy. The data inputting was conducted by Advanced Data Tabulation Services (ADTS) and the report was written by Marketing & Communications.



2.0 Locating new development



2.0 Locating new development

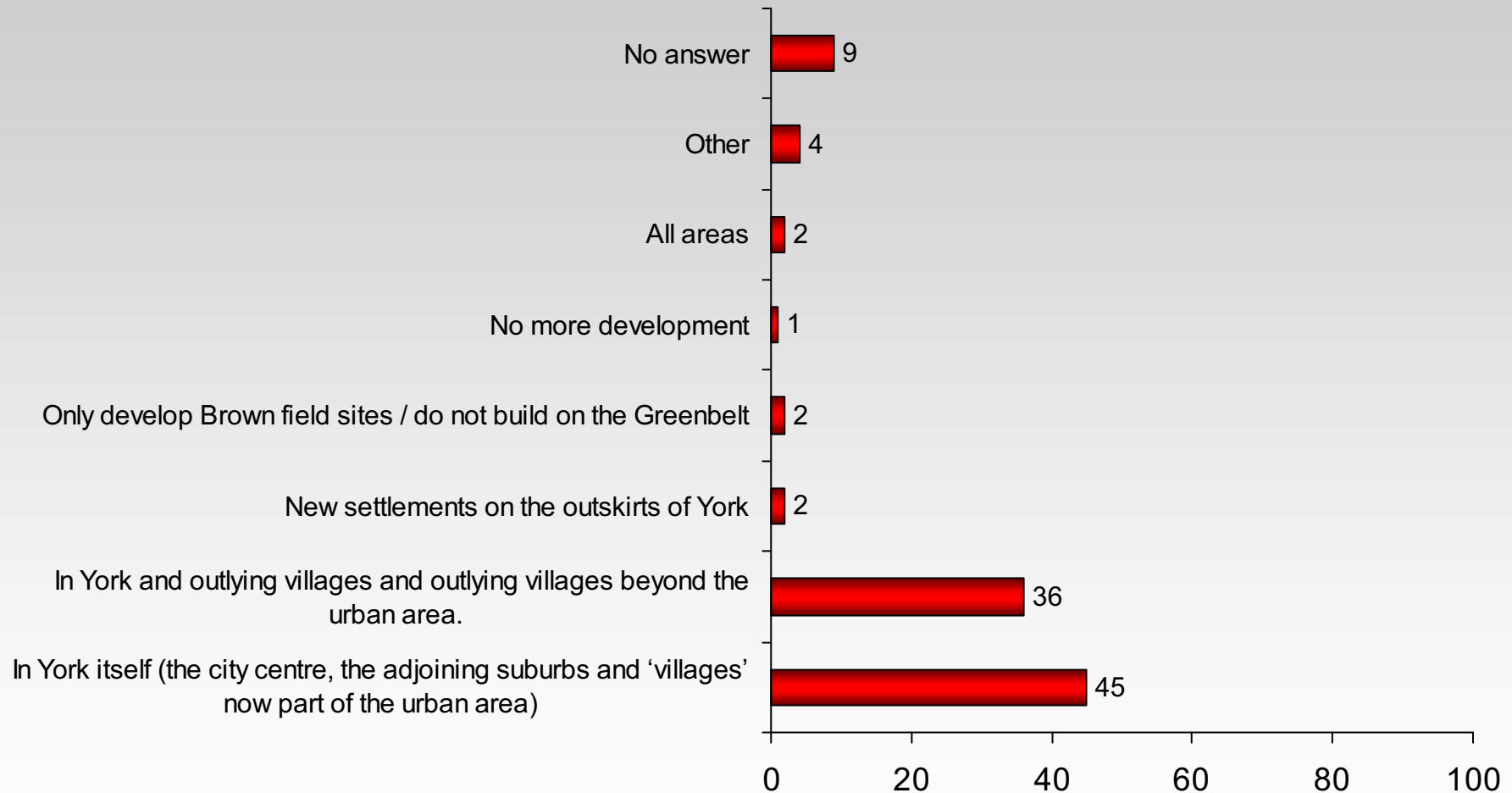
•In the future the city will need extra land for both homes and businesses and wherever possible previously developed or brownfield land will be the priority for development before looking at greenfield sites. However, opinion is divided over where new development would be best located. While 45% of respondents think that new development should be concentrated in the city centre, adjoining suburbs and villages now part of the urban area, 36% disagree, preferring new development to be in the city centre and outlying villages. Interestingly, online respondents (63%) are significantly more likely to favour development in the city centre and adjoining suburbs than postal respondents (44%).

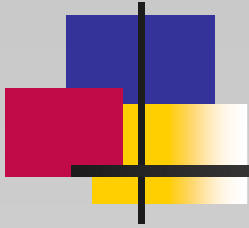
•Respondents in favour of development in the city centre and outlying villages (N=830) were asked to suggest villages for development. Over three-quarters (77%) favour some development in all villages to evenly spread the development. Villages named for development were: Poppleton (because of the current rail access) (2%), Strensall (because the railway could be re-opened) (1.8%), Elvington (1.6%), Haxby (because of good road access) (1.3%), Dunnington (because of good road access) (1.1%) and Knapton (because of good access to the ringroad) (1.1%).

2.0 Locating new development

Q: Where do you think new development should be concentrated?

Base: all respondents





3.0 Building new homes



3.0 Building new homes

- At the time of the survey the proposed housing target for York was around 630 new homes per year. This is lower than the rate seen over the past five years (an average of around 880 per year). Respondents were asked what housing growth they would like to see per year, given the national predications for 675 new homes per year and a recent council study which suggests York needs as many as 982 additional homes per year.

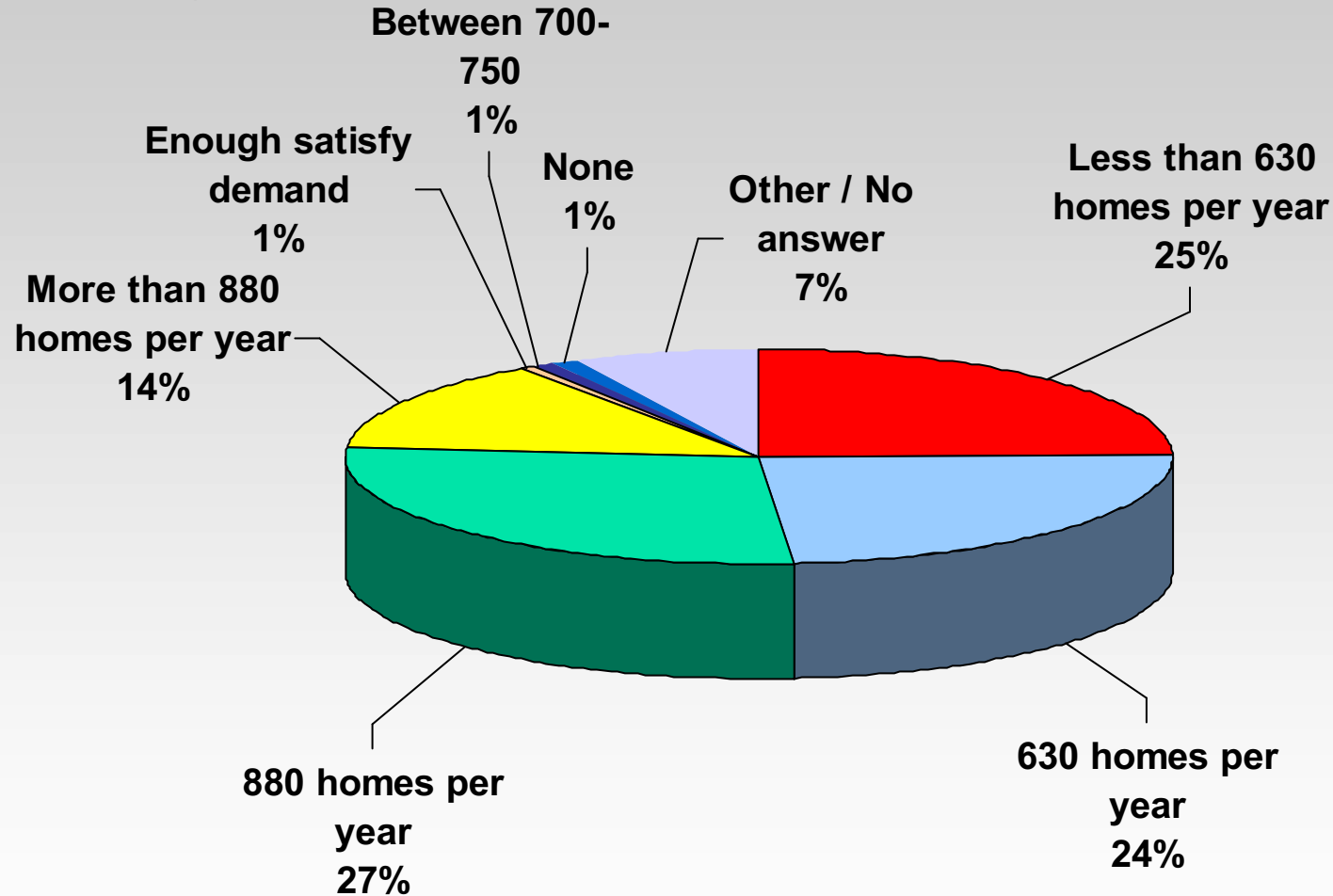
- Opinion over housing growth is divided although the preference is weighted towards building at least 880 homes per year. Overall, over two fifths of respondents (42%) are in favour of building 880 or more new homes each year; 28% are in favour of building around 880 new homes a year and 14% think more than 880 homes should be built. Around a quarter of respondents (25%) favour building less than 630 homes, whereas 24% favour building around 630 homes per year.

- The council's current policy requires developers to build up to half of developments as affordable homes. This applies to developments of 15 or more homes in the city, the adjoining suburbs/villages now part of the urban area and the larger villages of Haxby, Wigginton and Strensall and on two or more homes built in all other outlying villages. Over half of respondents (55%) agree with the current policy, but a sizeable proportion (32%) disagree. However of those who disagree with the policy, half (48%) are in favour of building more affordable homes within each development. 29% of those who disagree with the current policy think less affordable homes should

3.0 Building new homes

Q: Which level of housing growth do you support?

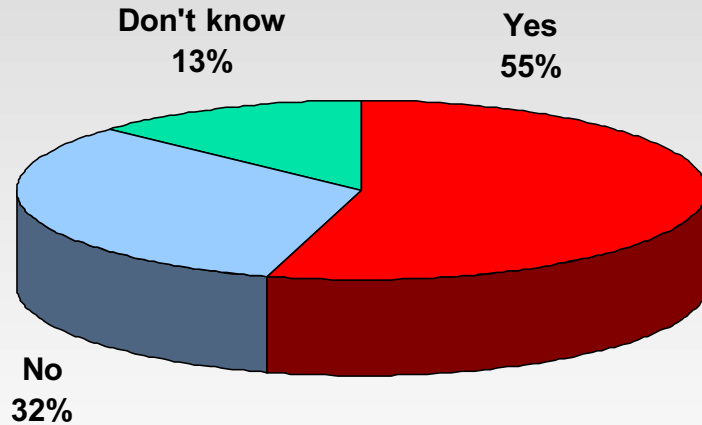
Base: all respondents



3.0 Affordable housing policy

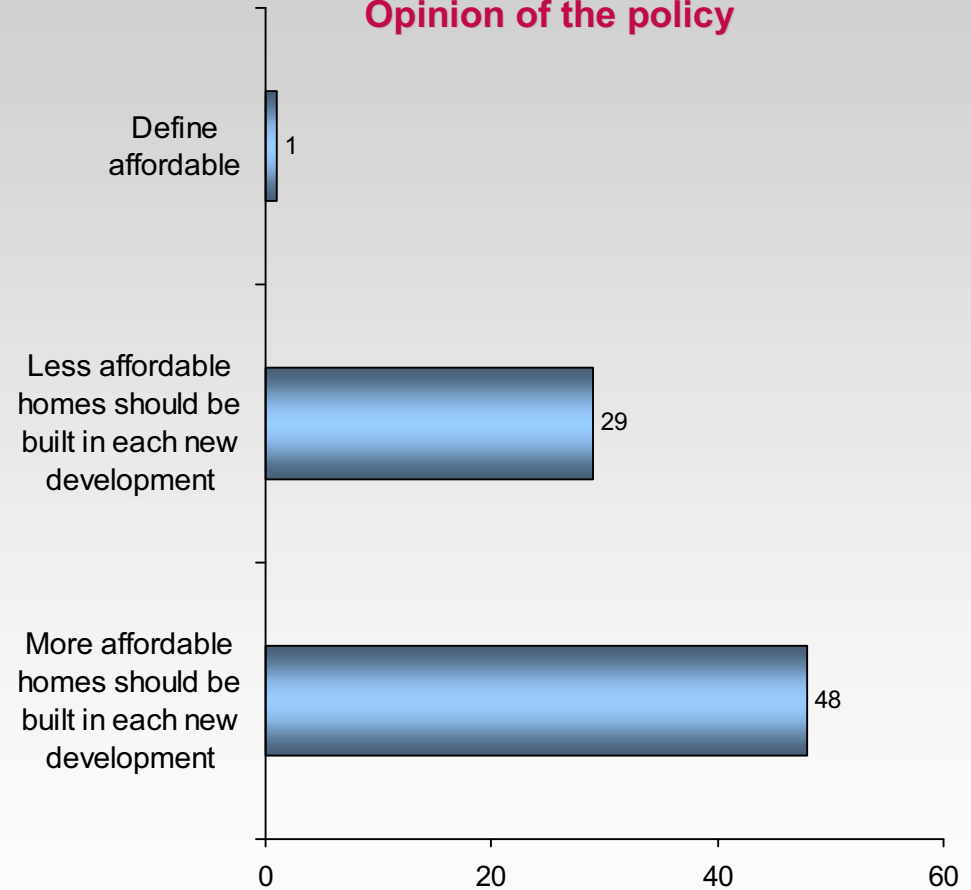
Q: Do you agree with the council's policy which requires developers to build 50% of developments as affordable housing?

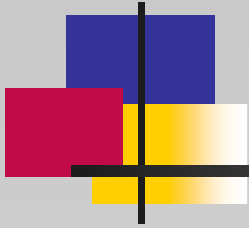
Base: All respondents



Base: Respondents who do not agree with the current policy

Opinion of the policy





4.0 Supporting businesses



4.0 Supporting businesses

•Given York's changing economy towards more hi-tech, tourism and office-based jobs, residents were asked how important it is for the council to support different types of businesses. Overall, three quarters of respondents (75%) think it is important for the council should support Science City (more hi-tech jobs) and seven out of ten think support of the hospitality & tourism industry is an important focus for the council (68%). Over half of all respondents think it is important for the council to support the Professional & Financial Services (57%), Construction & transport (56%), Light industrial (56%) and traditional manufacturing (52%).

•Analysis by respondent type reveals that online respondents are more likely to think it is important for the council to support the hospitality & tourism industry (74%) and Professional & Financial Services (67%) than respondents overall.

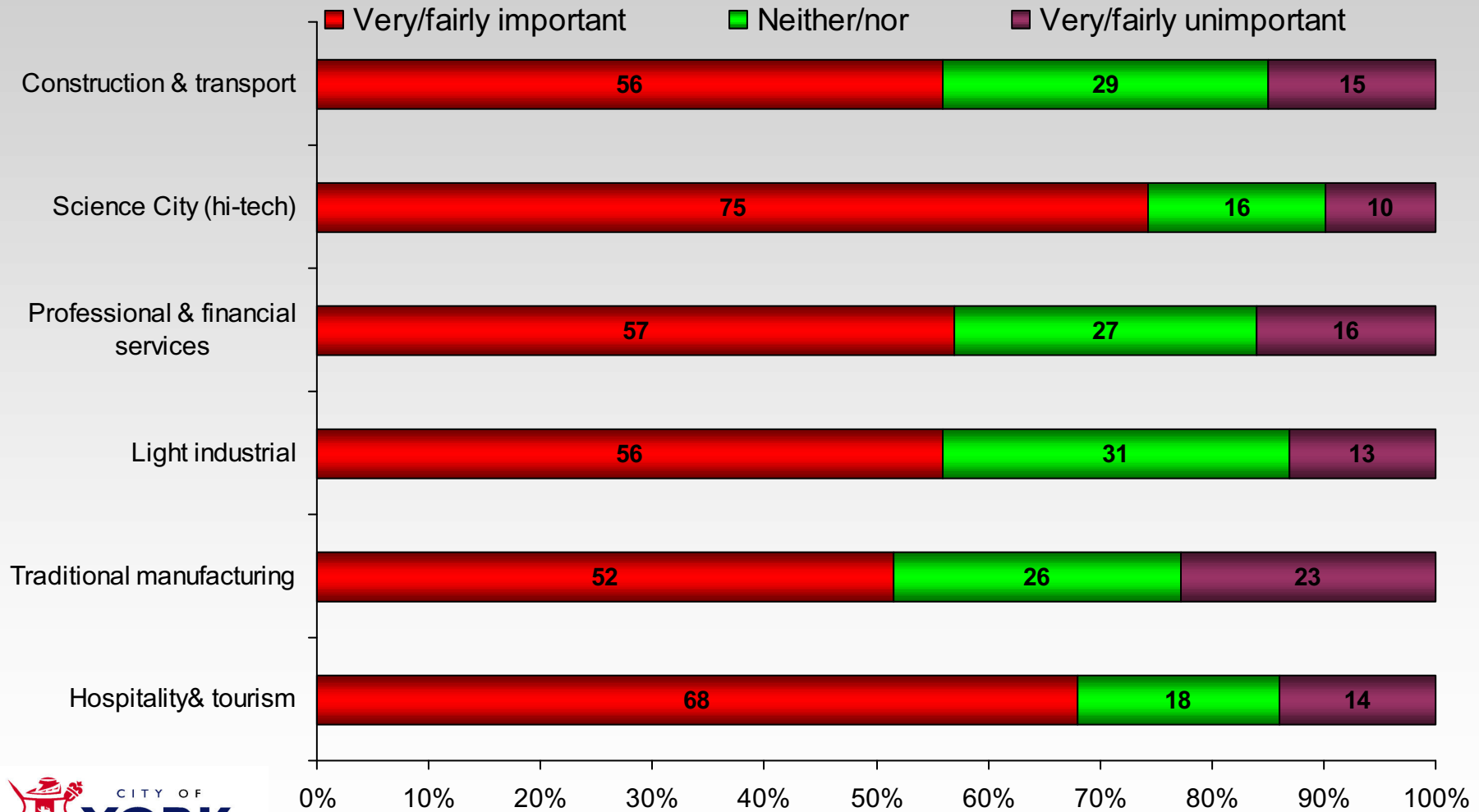
•If the amount of new housing does not broadly match the growth in the number of people employed in York then the number of people travelling into York for work would increase, needing extra investment in public transport. To address the housing shortfall for employees in the city, respondents were asked whether more homes should be built in the city, or in the surrounding area outside the council boundary. Six out of ten respondents (62%) favour building some of York's housing need outside of York's boundary, although a sizeable minority (38%) think housing should be concentrated within the York boundary.

4.0 Supporting businesses

Q: How important is it for the council to support the growth of the following businesses?

Base: All respondents

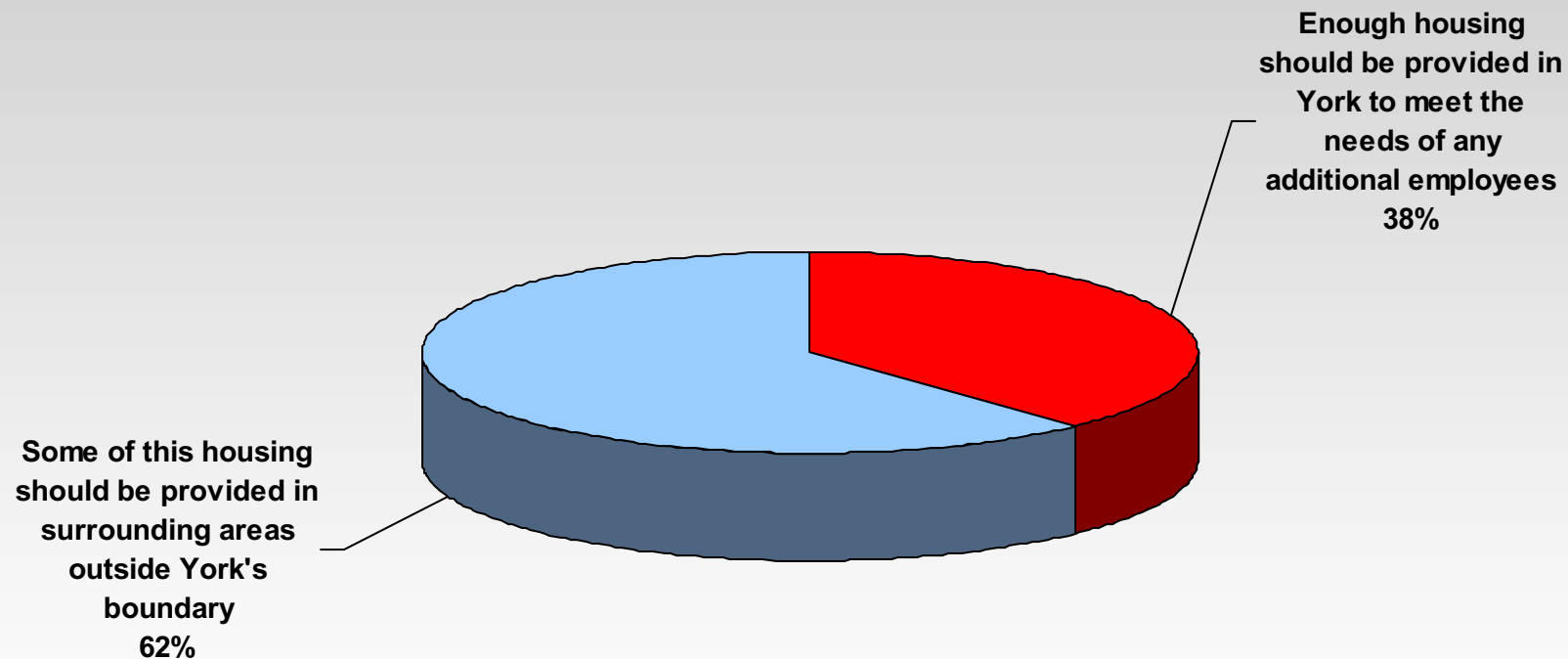
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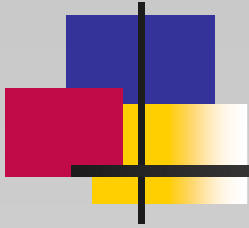


4.0 Matching employment growth with housing growth

Q: What approach should the council take towards planning for future housing and employment?

Base: Respondents who answered "yes", "no" or "don't know"





5.0 City Centre



5.0 City centre

•Over the centuries York has changed significantly, but it has also preserved the physical evidence of its history. Around four million visitors each year are drawn to enjoy the city's special character and its various world class visitor attractions, museums, shops and galleries. Respondents were asked whether more shops and increase leisure attractions should be built to reflect increases in demand.

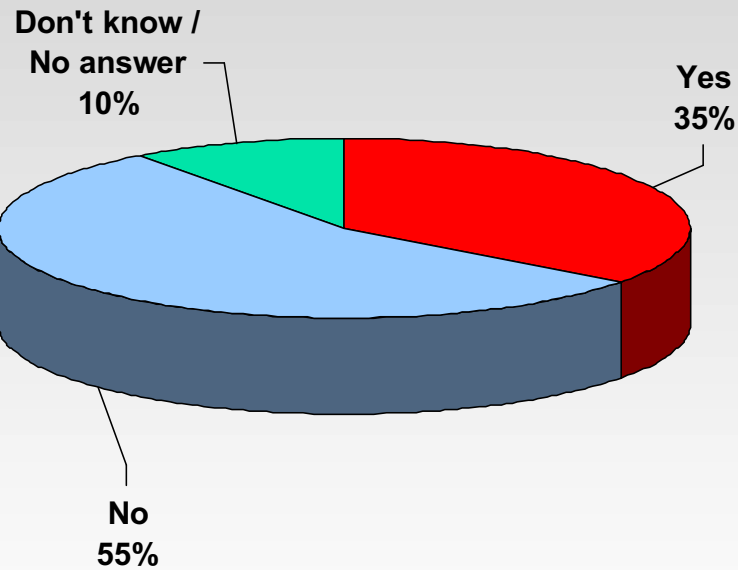
•A larger proportion of respondents are in favour of building more leisure attractions (63%) than shops (35%). Of those respondents in favour of building more leisure attractions (N=1465), the top suggestions are swimming pools (14%), museums (14%), more general sports facilities (six per cent) and cinemas (five per cent). Of those respondents wanting more shops (N=822), the top suggestions are big department stores (12%) and "speciality" shops (three per cent).

5.0 Building shops and leisure attractions

Q: Do you think the council should build more shops and increase leisure attractions, such as cinemas, live music venues, or museums, in the city centre?

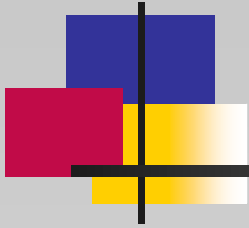
Base: Respondents who answered "yes", "no" or "don't know"

SHOPS



LEISURE ATTRACTIONS





6.0 Our changing climate



6.0 Our changing climate

- Flood risk is an important issue for York and respondents were asked how the council should approach any development, whilst taking into account the threat of future flooding.

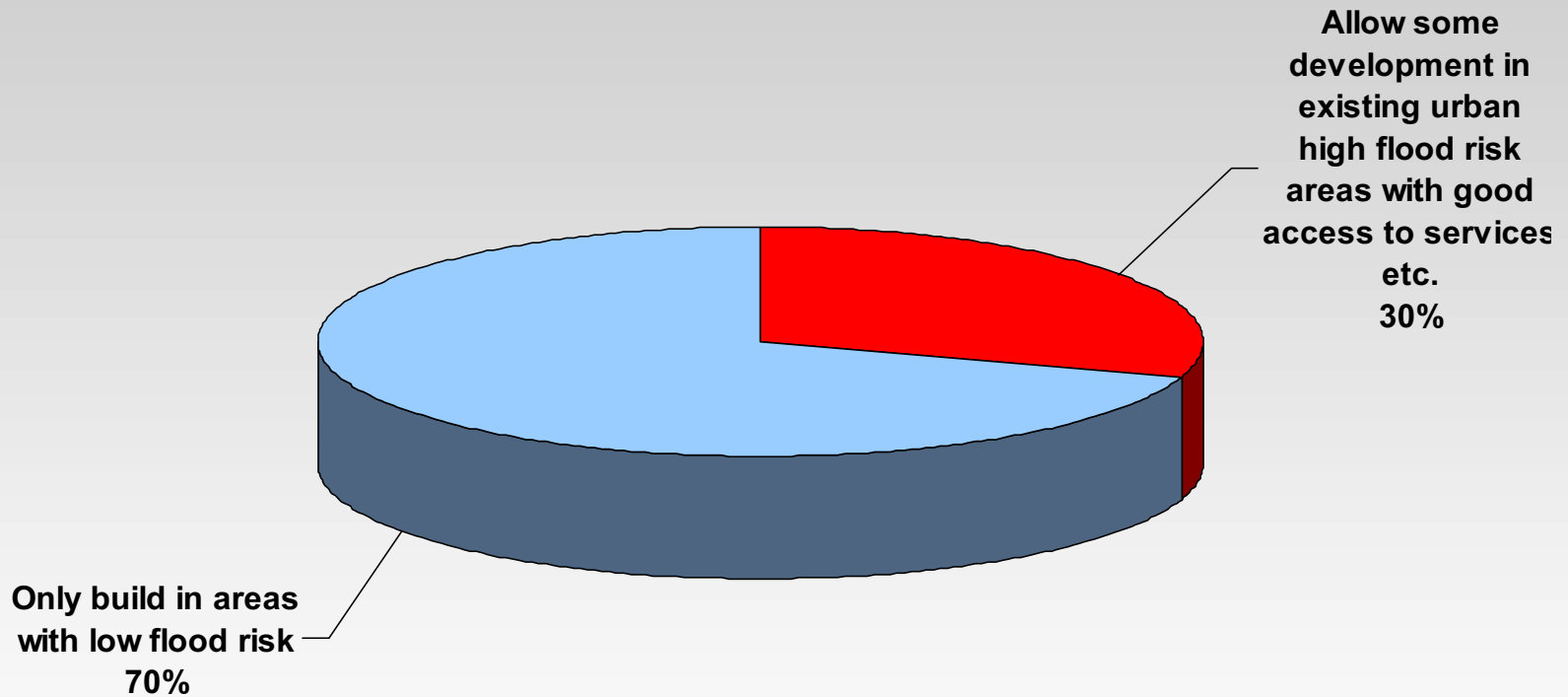
- The majority of respondents (70%) think that the council should only permit development in areas with low flood risk. Despite the suggestion of building new homes in high flood risk areas but having flood protection measures (such as, living spaces on the first floor and garages on the ground floor) only 30% of respondents think development in these areas is a good option. However, analysis by respondent type reveals that almost half (47%) of online survey respondents favour development in high flood risk areas where access to jobs and services is good.

- Draft regional policy proposes that 10% of energy in large new developments should come from renewable sources, such as wind turbines or solar panels on buildings. This may result in initial increases to the cost of new buildings. Regional policy also highlights the need to consider large-scale renewable energy generation and this may require finding sites in the open country side. 81% of respondents agree that the policy of having at least 10% of York's energy demand coming from renewable sources is a good idea.

6.0 Taking environmental considerations into account

Q: How should the council approach development in high flood risk areas?

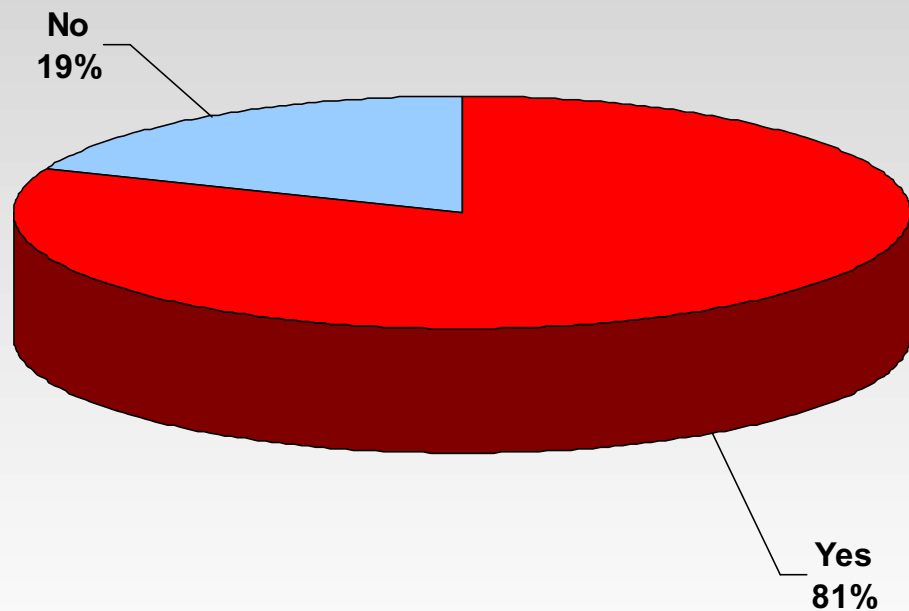
Base: Respondents excluding "don't know" responses

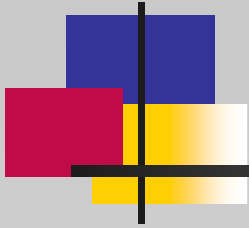


6.0 Using renewable energy

Q: Do you think York should set a more ambitious target than 10% for the proportion of its energy which is generated from renewable energy schemes?

Base: Respondents excluding "don't know" responses





7.0 Getting around – tackling congestion



7.0 Getting around – tackling congestion

•As a relatively compact city York lends itself to walking, cycling and public transport use. Nevertheless given its wider tourism and economic role it also draws people in from a wide area, many of whom travel into York by car and rail.

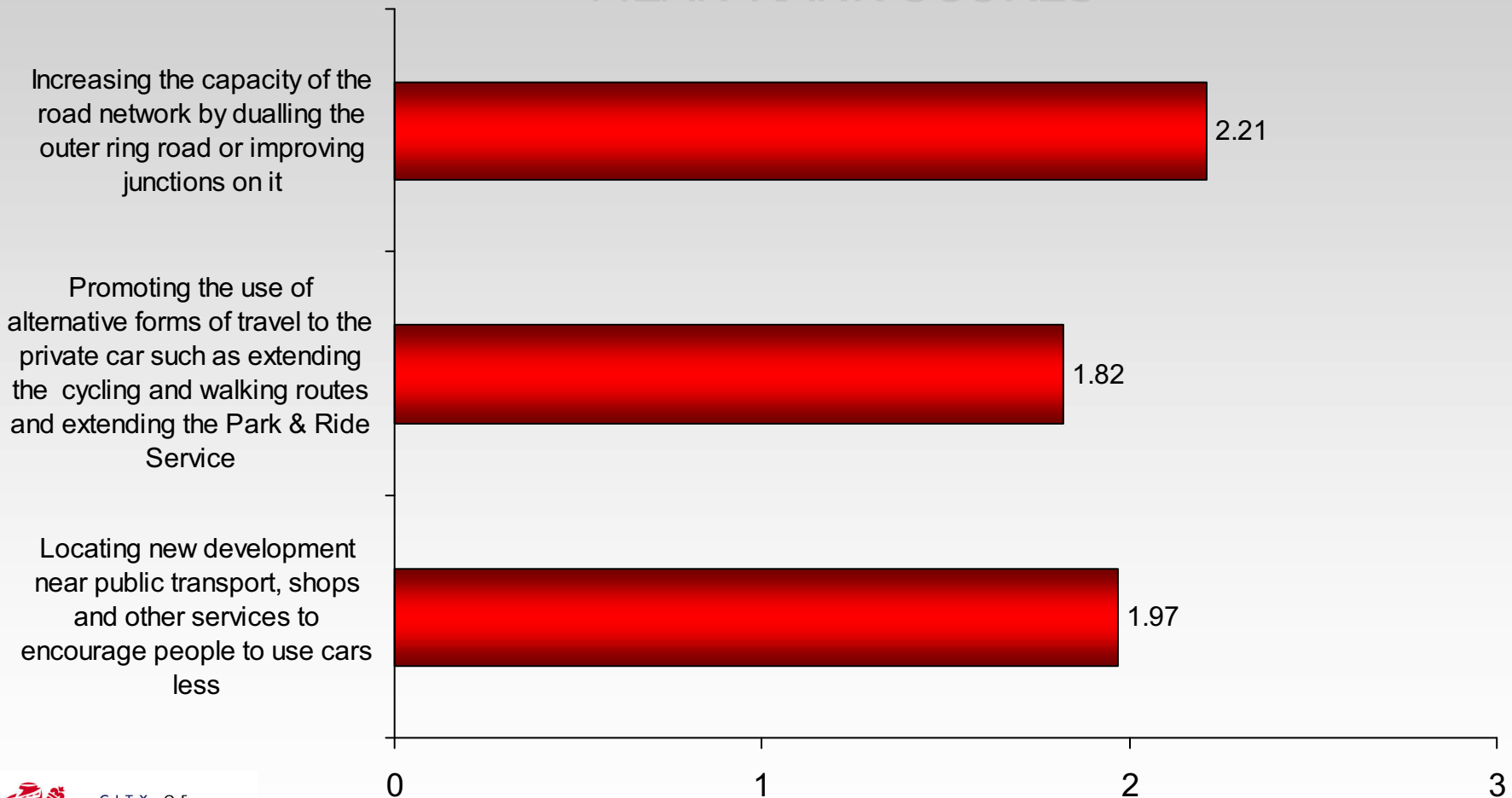
•Postal respondents were asked to prioritise actions for tackling congestion. Using mean rank scores, respondents were asked to choose their priority for tackling congestion. Promoting the use of alternative forms of travel is considered the most important (1.82), followed by Locating new development near public transport, shops and other services to encourage people to use the car less (1.97). Increasing the capacity of the ring road (2.21) was felt to be the lowest of these three priorities. Online respondents feel that the most important priority for tackling congestion is promoting the use of alternative forms of travel (34%).

7.0 Tackling congestion

Q: In your opinion, which are the best ways of reducing congestion in York? Please rank from 1-3, with 1 being the most important.

Base: Postal respondents only

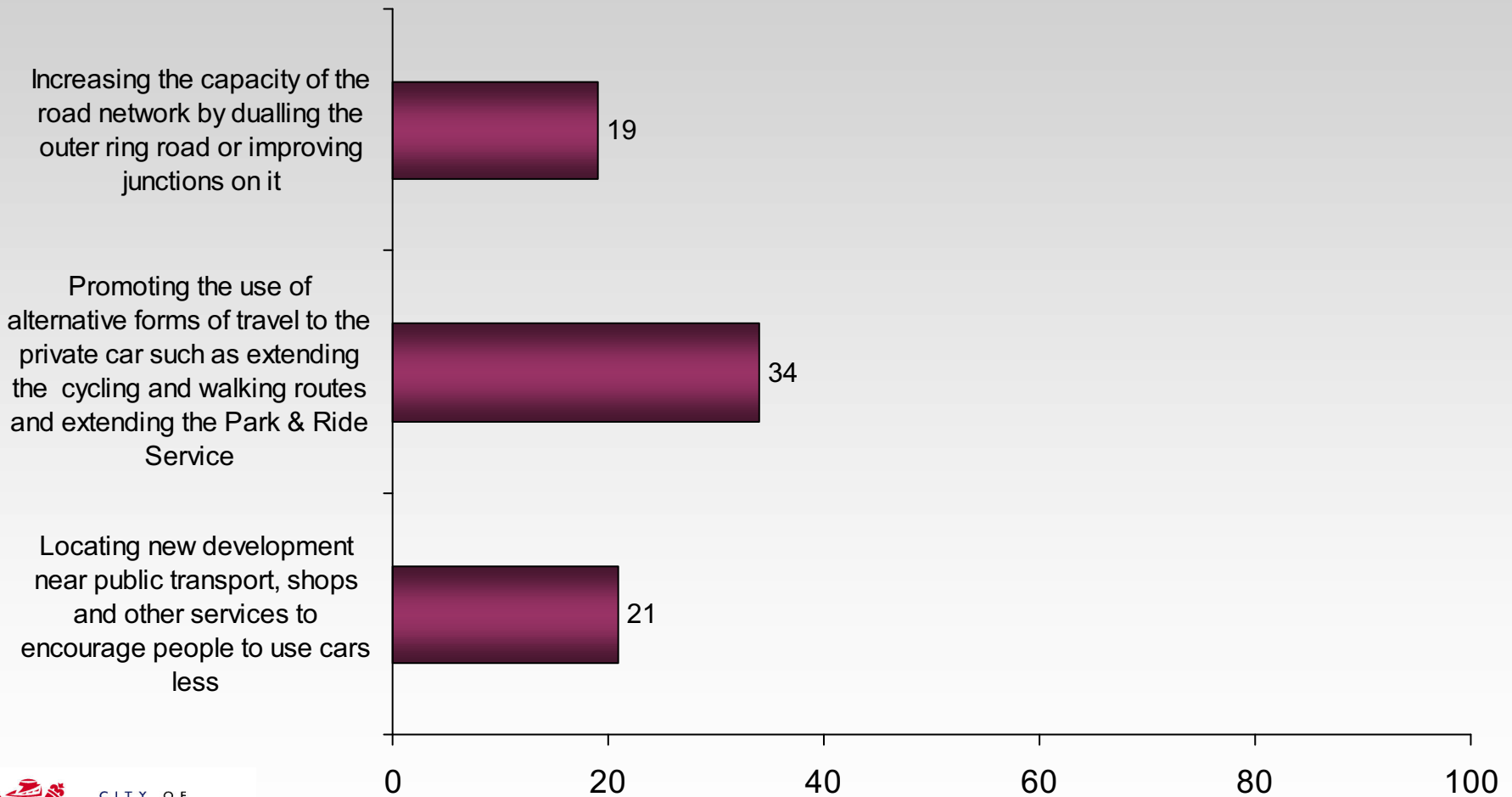
MEAN RANK SCORES

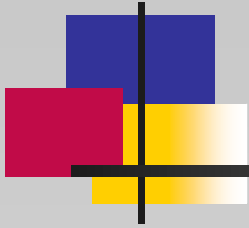


7.0 Tackling congestion

Q: In your opinion, which are the best ways of reducing congestion in York? Pick the most important

Base: Online respondents only





8.0 York's historic and natural environment



8.0 York's historic and natural environment

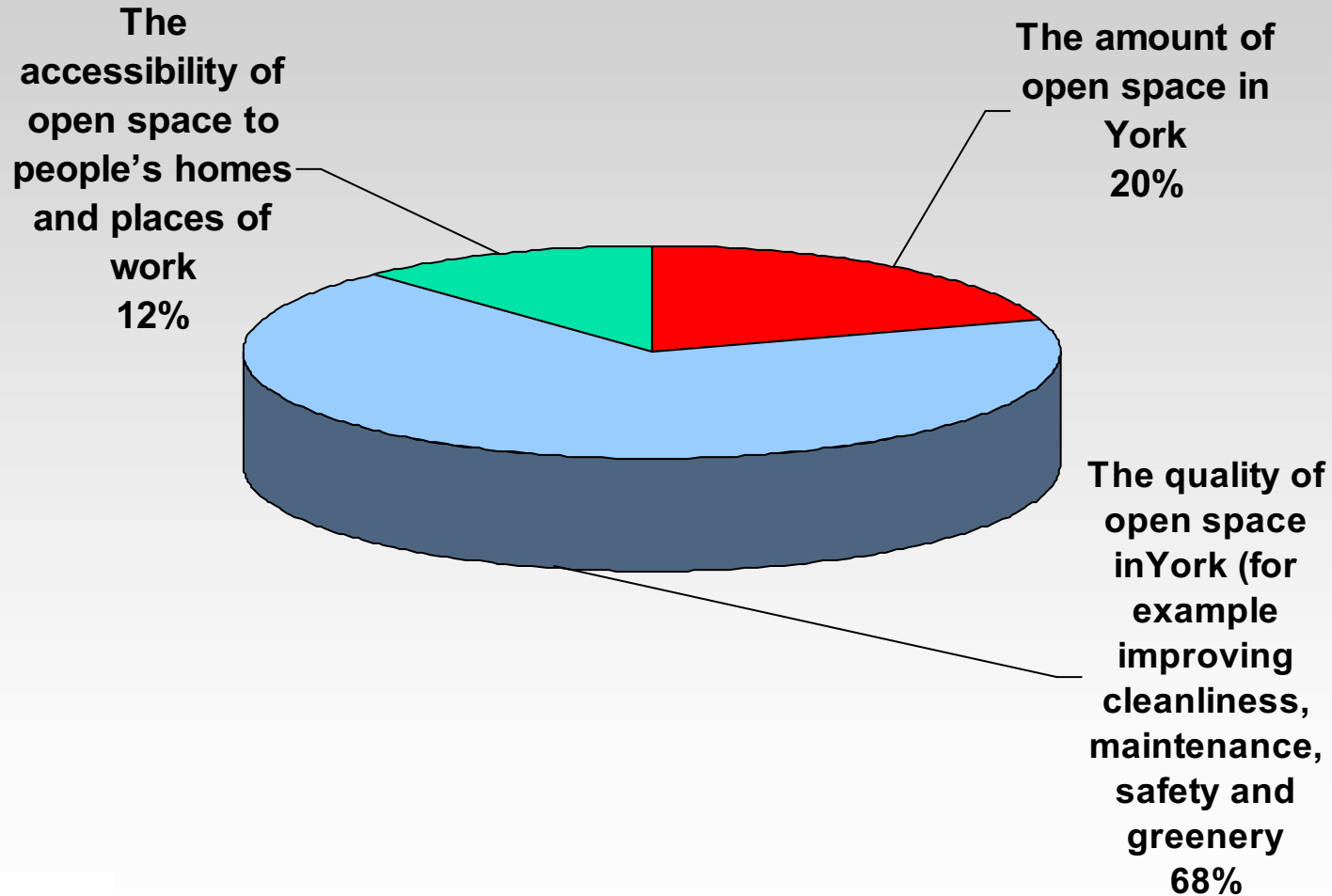
•York includes open spaces ranging from small play spaces and sports fields to the strays and river corridors that stretch from the open countryside to the heart of the city. It also has a Green Belt which covers much of the open countryside around York, giving the city an attractive setting. Respondents were asked how the council can improve open spaces in York. Overall, they think the most important to action is to improve the quality of open space in York (68%). Next, but by some distance, is improving the amount of open space (20%).

•As with the Local Plan, the LDF will include policies to protect listed buildings, conservation areas and other features of national importance, such as areas of archaeological importance or parks and gardens (eg Museum Gardens). However, significant parts of the city are not covered by these policies and will also need appropriate protection of what makes them special. Respondents were asked whether the council should do more to understand what is special about suburban areas and villages that do not have special protection. Overall, 86% think it is important to do so.

8.0 How open space can be improved

Q: Which of the following do you think it is most important to improve (please tick one)?

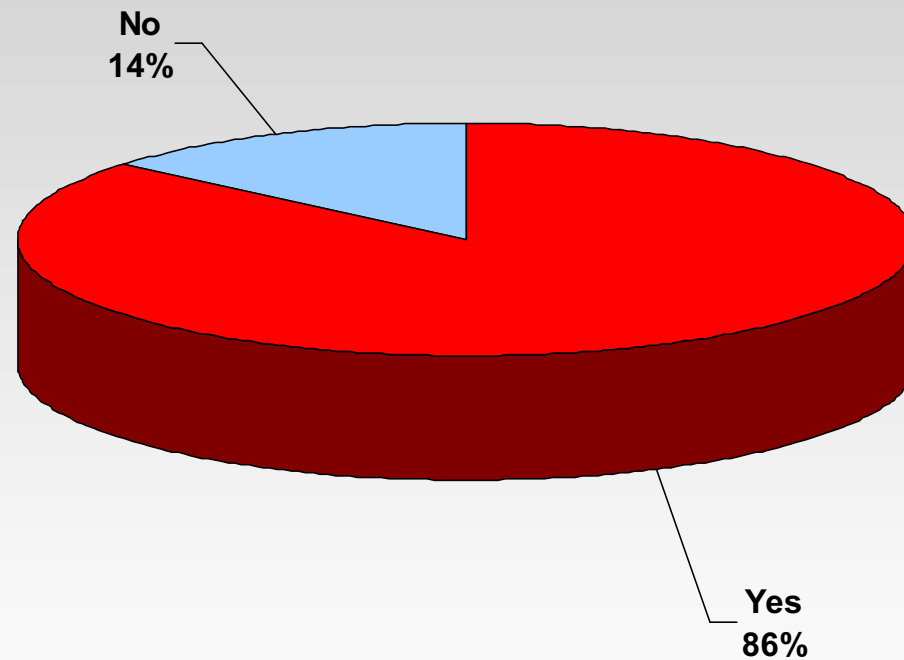
Base: All respondents

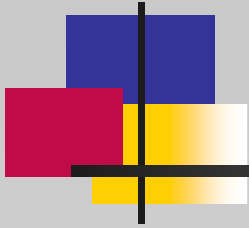


8.0 Understanding the character of suburban areas

Q: Do you think we should do more to understand what is special about the character of suburban areas or villages which don't have this sort of national protection (eg 'Local List')?

Base: Respondents excluding "don't know" responses





9.0 Difficult choices



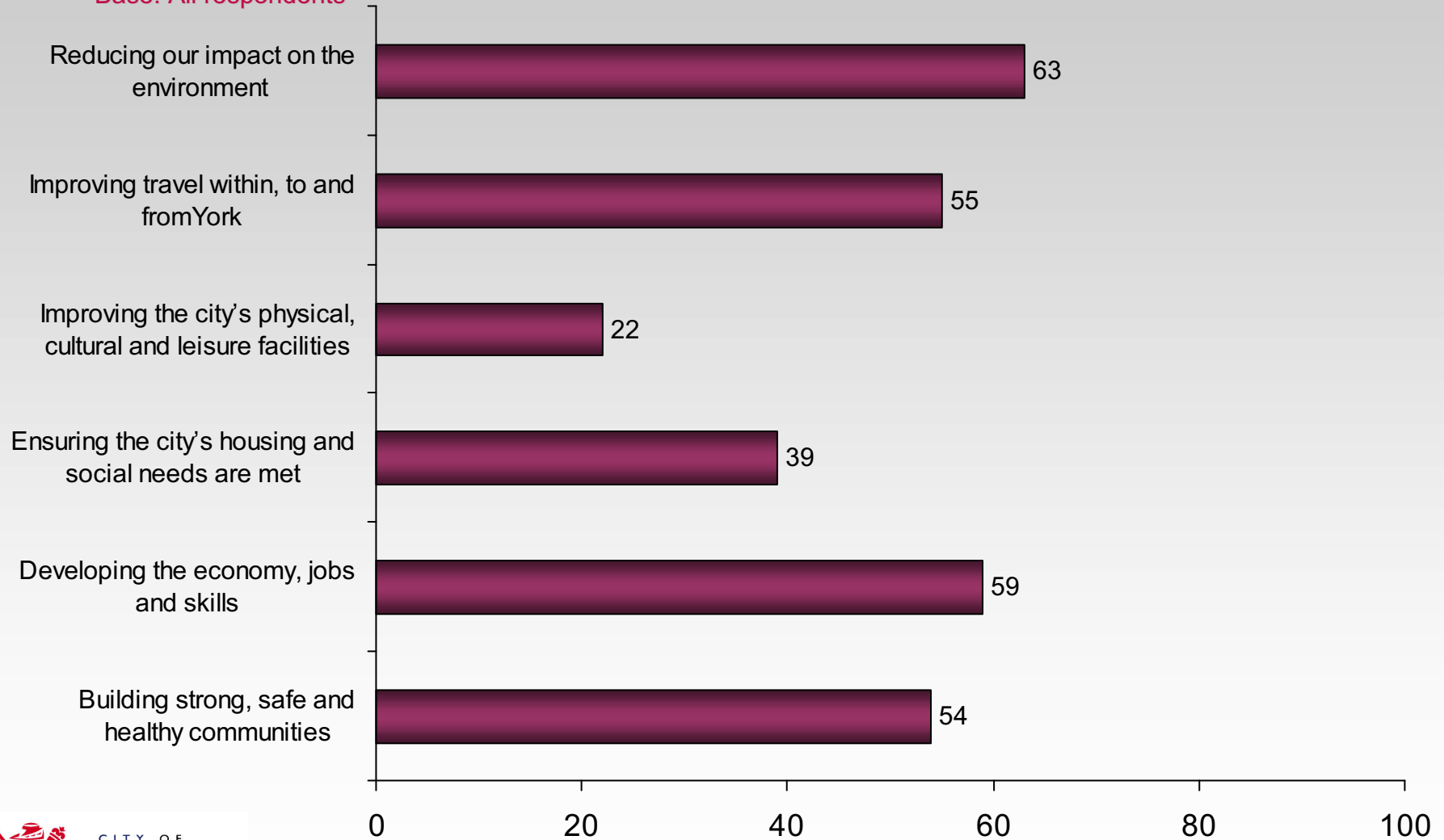
9.0 Difficult choices

- Deciding how we progress as a city will involve making difficult choices as the council needs to balance environmental concerns with the growth of the city. Several issues have been identified as priorities and respondents were asked to choose their top three.
- Respondents think the top three priorities for York should be reducing our impact on the environment (63%), developing the economy, jobs and skills (59%) and improving travel within, and to and from York (55%). This is closely matched by building strong, safe and healthy communities (54%).
- Respondents were also invited to suggestions other priorities they think the council should address. Key issues include: increasing leisure facilities (including swimming facilities) (4.2%), improving the cleanliness of the streets (3.5%), work to reduce the level of anti-social behaviour (3.1%), improving recycling facilities (3.1%), progressing on Coppergate II (3.1%) and providing more cycle lanes / cycling facilities (2.7%).

9.0 Priorities for York

Q: Which three of the following issues should be the top priorities for York?

Base: All respondents



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Annex B:

Responses received on the Core Strategy Issues and Options 2 Consultation (September – October 2007).

1. Vision

1.1 The following comments were received in relation to developing the Core Strategy vision and spatial planning objectives.

General Comments

1.2 An overall comment in relation to the vision section suggested that it is important that the origin of all the spatial planning objectives are clearly identified. It was also highlighted that reducing York's Eco-footprint should be part of the vision rather than an individual objective. The inclusion of the aims of the Future York report received some support including from Yorkshire Forward who suggested that the relevant elements of the report are included in the vision and the spatial objectives of the Core Strategy.

1.3 In relation to comments received on the spatial planning objectives Yorkshire Forward indicated that an additional objective supporting development and expansion of a sustainable central business district and Science City York, bringing forward strategic sites, and highlighting the importance of financial and professional industries should be included. It was also suggested by some respondents that most objectives are not objectives, but 'givens' which should form the basis of the vision such as RSS requirements.

1.4 The following sets out comments received on the proposed objectives:

1.5 **Objective 1**

It was suggested that this objective should be expanded to define what the term 'sustainable' means. It was also thought that reference should be made to prioritising local supply chains and local small business. It was also questioned whether this should be a primary objective for York.

1.6 **Objective 2**

It was highlighted that within objective 2 there should be a reference to smaller specialist shops.

1.7 **Objective 3**

It was indicated that Green Tourism should be fully integrated in our approach and should not just be included as an add on.

1.8 **Objective 5**

English Heritage recommended that objective 5 should also include specific reference to ensuring that new development reinforces local distinctiveness. It was also highlighted that there should be an additional reference to sustainable construction.

1.9 **Objective 7**

It was suggested that objective 7 should better relate to PPG2 and emerging RSS in relation to the creation of a permanent Green Belt for York that preserves its special character and setting, whilst providing for adequate levels of development over its life and ensuring sustainable development patterns. It was also suggested by a respondent that the words 'whilst ensuring sustainable development' should be deleted from the objective.

- 1.10 **Objective 10**
It was indicated that this should be expanded to refer to the need to respond to the climate change agenda.
- 1.11 **Objective 12**
It was felt that the second part of this objective ‘...whilst contributing to meeting the RSS requirements’ should be deleted, because minerals applications should be judged relating to local measures and not on whether it meets RSS requirements for minerals.
- 1.12 **Objective 14**
It was suggested that the following part of Objective 14 ‘...and to meet the RSS requirements’ should also be deleted because the RSS will essentially give any final figures in relation to housing.
- 1.13 **Objective 15**
A recommended wording change was highlighted for this objective which included to protect existing open space and community facilities. It was also suggested by a respondent that green space should be protected for its intrinsic wildlife, conservation, and local amenity value, not for formal recreation purposes.
- 1.14 **Objective 16**
It was suggested that this objective needs to be amended as it responds to two separate and distinct issues: that of York’s training needs and separately the role of HE establishments in the city.
- 1.15 **Objective 17**
It was highlighted that this objective should refer to high quality health facilities being provided across the city, which are accessible to residents.

Key Issue Comments

- 1.16 The following sets out a summary of the responses in relation to the options posed for the vision and strategic spatial objectives:

Key Issue 1a: LDF vision

- 1.17 A clear majority of those who responded supported option 2. This option indicated that to create the vision for the LDF the Community Strategy vision together with other planning issues should be adopted in order to create a unique LDF vision. In doing so it should have sustainable development at its heart.
- 1.18 Of those who supported option 3, which was to combine the Community Strategy vision and the views of the Future York Group the aspiration for economic growth was paramount. It was also suggested that Future York was more consistent with emerging RSS and the role of the Leeds City Region.

Key Issue 1b: Delivering the LDF vision

- 1.19 Of those who responded, the following objectives were generally considered priorities:

Objective 1	York's economic role
Objective 2	York's sub-regional retail role
Objective 4	Recognising and preserving York's historic and special character
Objective 7	Creating a permanent green belt
Objective 8	Protecting biodiversity
Objective 14	Delivering an appropriate mix and type of housing to meet York's needs

2. Spatial Strategy

2.1 This section includes comments that were received in response to the LDF Spatial Strategy.

General Comments

2.2 While comments were broadly supportive of the description of the settlement hierarchy included within the options for Key Issue 2A, it was felt that the hierarchy should be quantified in terms of proportion or number of homes/ha of employment. Several respondents noted that the spatial strategy has not yet set out broad locations for growth, and that this is a key requirement from guidance in producing a sound spatial strategy. Several comments related to the need to reflect the latest RSS position (in particular GOYH and the Regional Assembly).

Key Issue Comments

2.3 The following sets out a summary of the main findings in relation to the options posed for the spatial strategy chapter :

Key Issue 2A – broad influences on the spatial strategy

2.4 In considering broad locations for future growth, the majority of responses generally supported prioritising locations within or adjacent to York's main urban area in preference to further expansion of villages. Where comments were made in relation to growth within villages, Haxby and Dunnington were considered to offer the best opportunities to accommodate growth, given the relatively good access to jobs and services

2.5 Some alternatives to the reported issues of apportioning growth were suggested: It was suggested that the RSS allows open market housing to be developed in rural communities to meet locally identified need, and that the hierarchy should be reworded to reflect this. Some felt consideration should be given to an urban extension as an alternative to village expansion since growth may be preferable on certain Greenfield sites and as part of selective urban extensions provided they meet sustainability objectives and support an identified need for development. One respondent thought that further strategic options based on safeguarding environmental assets should be posed.

Key issue 2B – detailed influences on the spatial strategy

2.6 While preserving the historic character and setting of York was considered by most to be the primary detailed influence on the spatial strategy, GOYH and the Environment Agency felt all the listed influences should be used to inform the strategy. These influences include:

- Preserving the historic character and setting of York;
- Nature conservation;

- Flood risk;
- Commuting;
- Congestion;
- City and district centres;
- Major developed sites and opportunities.

Reference was made to RSS Policy Y1 (Part E1) as setting out the appropriate balance: - *“Focus most development on the Sub Regional City of York, whilst safeguarding its historic character and environmental capacity”*.

Key Issue 2C – other suggested detailed influences

- 2.7 A number of alternative influences on the spatial strategy were suggested:
- the need to prioritise brownfield or previously developed land over greenfield sites;
 - consideration should be given to the influence of growth patterns in neighbouring authorities (e.g. at Escrick) which could inform our own spatial strategy;
 - the need to protect and enhance local communities and neighbourhoods by supporting local services;
 - the deliverability of sites;
 - it was felt that the green belt is not the only means by which to protect the character and setting of York, and that a better understanding is needed of the impact which development will have on the historic environment of the city; and
 - one respondent noted that commute patterns should also take into account the means of transport., as public transport accessibility should be a positive influence.
- 2.8 Natural England set out a number of principles which they suggested should be used to guide development:
- ensure new development is well related to the landform, natural systems and processes; landscape setting and characteristic scale; form, materials and detailing of the settlement;
 - draw appropriate development boundaries, reflecting the character of the settlement and needs for development;
 - provide for appropriate new development to be within, or where necessary on the edge of settlements;
 - recognise that open space within settlements can be as important as spaces around their periphery, in terms of character and community value;
 - encourage development to enhance local distinctiveness and contribute to a sense of place; and
 - dovetail with public transport accessibility and maximise opportunities for walking and cycling.

3. Housing and Employment Growth

- 3.1 The following comments were received in relation to developing the Core Strategy Housing and Employment Growth chapter.

General comments

- 3.2 It was argued that some Greenfield sites may be preferable to brownfield in sustainability terms, for both housing and employment sites, where they perform well in terms of sustainability.
- 3.3 There was recognition of the role of the York Northwest site as a high quality location providing for future employment growth.

Key Issue Comments

- 3.4 The following sets out a summary of the main findings in relation to the options posed for the housing and employment growth chapter.

Key Issue 3A – the lifespan of York’s Green Belt

- 3.5 Most respondents felt that the LDF should reflect the revised RSS timescale to accommodate growth beyond 2026, and that even 2029 is unlikely to be sufficiently long term. It was suggested that we should consider 25 years as a minimum, but more reasonably 30 years. This approach was supported by the Government Office for Yorkshire and the Humber.
- 3.6 English Heritage noted that to be able to define a Green Belt, which fulfils its primary purpose, an assessment needs to be undertaken of what capacity the historic city has to accommodate further growth. To imply that the Local Development Framework will identify sufficient land to meet the development needs of the City and then define Green Belt boundaries would be incompatible with the need to safeguard the special character and setting of the historic city.

Key Issue 3B – provision for housing growth

- 3.7 The majority of responses noted that the Core Strategy should reflect the RSS in relation to housing numbers (including GOYH, Regional Assembly), however some felt the higher Housing Market Assessment figure (982/annum) represented a figure closer to providing a robust future mix/affordability level for York. A small minority felt that a figure around 630 dwellings/annum would better reflect the environmental capacity of the city.
- 3.8 It was suggested that in relation to windfall figures- PPS3 specifically states that windfall allowance should not be included in the first 10 years of land supply unless LPAs can provide robust evidence of genuine local circumstances.

Key Issue 3C – future housing densities

- 3.9 Some felt that defining densities in broad areas of the city is reasonable/useful; others that it would be more appropriate to recommend a range of densities in different localities/sites - possibly just to set minimum densities within general locations rather than upper limits.

- 3.10 It was suggested that development densities in the city centre should not be replicated out-of-centre, and that a broader mix of housing types should be provided. Particular reference was made to the role of family housing with private garden space. A respondent questioned whether an option considering a minimum density limit of 15 dph was valid given PPS3 context.

Key Issue 3D – levels of employment growth

- 3.11 While it was recognised that the RSS would contain figures on future employment growth, several responses put more weight on the figures expressed in the emerging Employment Land Review. The Regional Assembly noted that the Core Strategy needs to identify which major projects it is able to support and make provision accordingly, and that there should be a significant bank of employment land to facilitate choice, movement and “churn” in the market.

Key Issue 3E – the changing nature of York’s economy

- 3.12 There was no clear steer on any one aspect of York’s economy, rather a general suggestion for the need to support all aspects of it.

Key Issue 3F – options to guide employment site identification

- 3.13 Broadly, respondents supported making use of brownfield land and promoting a hierarchy of locations, with priority for city and district centres before considering other options. Of the other options posed, it was felt that proximity to the University need not be a primary influence for all types of employment use.

Key Issue 3G – interrelationship between housing and employment growth

- 3.14 York was recognised as being a strong net importer of commuters and it was felt that the trend is likely to continue. Those who supported option 1 (to match employment and housing growth within York) felt that this would better reflect the RSS position. Those who supported option 2 (accommodating some employment driven housing growth outside of York) argued that since other areas such as Malton & Norton have excellent public transport links to York (bus and rail), part of the role of York should be to support the principal towns in the York sub-area.
- 3.15 English Heritage commented that the strategic objective should be to bring the levels of employment and the levels of housing in the city (including sufficient affordable housing) as close to each other as possible within the capacity limits of the City of York as identified in an environmental capacity study.
- 3.16 As part of the proposed Central Business District it was felt that the York NW site could, and should, provide significant amounts of housing in close proximity to new employment growth.

Section 4: Housing mix and type

- 4.1 The following comments were received in relation to developing the Core Strategy housing mix and type chapter.

Key Issue Comments

- 4.2 The following sets out a summary of the main findings in relation to the options posed for the housing mix and type chapter:

Key Issues 4A, 4B and 4C – approach to affordable housing

- 4.3 There were a few queries raised regarding the extent to which the Housing Market Assessment could support continuing the Local Plan's policy approach to affordable housing (50% on certain sites). Most respondents felt that the level of affordable housing should be reduced to a target closer to the RSS target of 40%, which would also be more consistent with neighbouring authorities, but that the threshold could be reduced below 15 dwellings/0.3 ha. Government Office for Yorkshire and the Humber indicated that local authorities can set lower thresholds where viable and practical, including in rural areas.
- 4.4 In terms of the approach to delivering affordable housing, most respondents supported a mix of social rented and discount for sale, some with the proviso that the precise balance between social rented and "discount for sale" housing should be a matter for negotiation on individual sites. GOYH noted that policy wording should reflect the definition of affordable housing in PPS3 paragraphs 27 to 30, which does not include low cost market housing.
- 4.5 The vast majority of responses supported the provision of more family accommodation, although it was suggested that some sites may be less suited to family accommodation and should form less of a priority for accommodating growth.
- 4.6 Comments reinforced the need to provide additional Gypsy and Traveller pitches in York to help address need identified at the North Yorkshire level (GOYH/Regional Assembly).
- 4.7 Several comments held that the University should be required to provide further housing on campus – it was noted that student housing does not currently trigger the affordable housing policy and at least some contribution should be required. In addition it was suggested that some sites be designated solely for student housing.

Section 5: The role of retail and leisure

- 5.1 The following comments were received in relation to developing the retail and leisure element of the Core Strategy.

General Comments

- 5.2 It was felt that further consideration should be given to develop the city's offer not just in terms of leisure facilities like cinemas, but also in terms of its public spaces, the way they are animated, and the way that residents can use, move about, and experience the city.
- 5.3 There were a couple of comments relating to the way in which existing retail centres were described. One respondent felt that descriptions of the two out of centre destinations could be improved. Particularly that Monks Cross's leisure facilities are unrecognised and the status of

Clifton Moor is underplayed (Phases 1-3). Another queried the omission of both Selby & Tadcaster as shopping centres.

Key Issue Comments

5.4 The following sets out a summary of the main responses in relation to the options posed for the role of retail and leisure.

5A – level of future retail provision

5.5 There was an even balance of responses regarding if York should increase its share of the regional retail market. Those who felt York should hold onto its current regional share were of the view that York should not try to emulate Leeds or Hull but build on its own attributes of small spaces for small scale businesses and retail premises.

5B – key areas of retail growth

5.6 Both Government Office for Yorkshire and the Humber and the Yorkshire and Humber Assembly, and the Highways Agency noted that the proposed changes to RSS Policy YH5 states that Regional Cities and Sub Regional Cities and Towns, including the City of York, should be the prime focus for shopping and other town centre uses. Also that there is an identified lower order service centres in York where significant local level shopping development is acceptable.

5.7 The majority of responses supported option 2 – to direct growth to York's city centre and district centres, and to also recognise the opportunities generated by major development opportunities, such as York Northwest – although there were also a minority of responses supporting the designation of Monks Cross and Clifton Moor as district centres.

6. Design and Construction

6.1 This section reflects the comments given regarding the design and construction chapter of the Core Strategy.

General Comments

6.2 An overarching comment suggested that there is a need to have a clear understanding of the existing character of York, not just within the historic core, but looking at the City as a whole.

6.3 In terms of energy, Yorkshire Forward highlighted how the LDF would need to contribute towards achieving the energy efficiency targets outlined within the Housing Green Paper. Natural England considered that the Core Strategy should set out different forms of renewable energy and include a full range of planning policy criteria to ensure robust assessment of proposed development sites.

Key Issue Comments

6.4 The following sets out a summary of the main findings in relation to the options posed for the design and construction section:

Key Issue 6.a - city-wide design principles

6.5 The majority of respondents supported Option 2 which favoured using CABE principles but supplementing these with other standards, for example by including principles which are specific to York.

Key Issue 6.b - Code for Sustainable Homes (residential) and BREEAM (non residential) assessment.

6.6 The majority of respondents supported Option 3 which stated that all development sites should be covered by the required standards.

Key issue 6.c - on site renewable energy generation.

6.7 The majority of people that responded supported both Option 1 which refers to all sites meeting the 10% target and Option 3 which refers to an alternative approach for building in conservation areas and listed buildings.

Key issue 6.d stand-alone renewable energy generators

6.8 This option gained a mixed response from respondents. It was highlighted by some respondents that the forms of renewable energy generation listed should not be given equal weight. In terms of the 'impact criteria' the following responses were gained:

- need to consider impact on species of nature conservation importance;
- need to promote on-shore and offshore wind generation to meet targets; and
- need to state that there will be a presumption in favour of granting planning permission for wind turbines in the Green Belt.

6.9 In the case of on-site renewables a requirement for 10% up to 2012 rising to 15% by 2015 and 20% by 2020 was suggested. It was also highlighted that the Core Strategy should take account of the actions identified in the Regional Energy Infrastructure Strategy and should identify those broad locations where renewable energy developments would be promoted / acceptable.

7. Open space and built sports facilities

- 7.1 The following comments were received in relation to the Core Strategy open space and built sports facilities chapter.

General Comments

- 7.2 Natural England recommended that this section should refer to Green Infrastructure and they suggested the following definition: *"Green Infrastructure is the physical environment within and between our cities, towns and villages. It is the network of open green spaces, waterways, gardens, woodlands, green corridors, trees and open countryside that brings many social, economic and environmental benefits to local people and communities."*
- 7.3 Natural England also suggest that policy topics in the Core Strategy and subsequent Development Policies DPD should cover the provision, protection and enhancement of green infrastructure including public open spaces, green wedges and links, wildlife corridors and stepping-stones should be produced. Adding to this Natural England highlight that the Council should also consider producing and adopting Supplementary Planning Documents on the inclusion of green infrastructure/adoption of green space standards in new development and using landscape character to underpin and guide decisions on development.
- 7.4 One respondent suggested it was also felt that a requirement of the LDF should be for large development sites of over 200 homes to provide allotment space.

Key Issue Comments

- 7.5 The following sets out a summary of the main findings in relation to the options posed for the open space and built sports facilities section:

Key Issue 7.a open space provision standards

- 7.6 The majority of respondents favoured option 4 which stated that the quality, quantity and accessibility of open space type should be considered equally important.

Key Issue 7.b types of open space

- 7.7 The responses to this question mainly favoured i) however in relation to ii) it was suggested that there should be stronger protection than at present for the following:
- small open spaces such as large back gardens.
 - Areas which have no formal designation, but which provide local amenity value
 - Non-public open space with high amenity value
 - Woodland

Key Issues 7.c –built sporting facilities

- 7.8 There was minority support for delivering facilities identified by Sports and Active Leisure Strategy, namely:
- indoor flexible multi sports space (equating to 24 badminton courts)
 - public swimming space (equating to 12x25m lanes of pool space)
 - an artificial turf competition hockey facility; and
 - a professional sports stadium catering for community sports development

8. Educational Facilities

8.1 This section reflects the comments given regarding the educational facilities chapter of the Core Strategy.

General Comments

8.2 Network Rail and the National Museum of Science and Industry in their response specifically highlighted that in the context of York Northwest account needs to be taken of school need arising from increased residential development in this locality.

Key Issue Comments

8.3 The following sets out a summary of the main findings in relation to the options posed for the educational facilities section.

Key Issue 8.a - new schools

8.4 All respondents to this key issue favoured option 1 which highlighted that new school sites should be provided where a need has been identified. The Highways Agency added to this by suggesting that that schools should be provided in sustainable locations with good transport links to reduce the impact on the Strategic Road Network (SRN).

Key Issue 8.b - further and higher educational establishments

8.5 The responses to this key issue varied greatly however the majority indicated that student housing should be provided in line with the expansion of student numbers. Osbaldwick Parish Council suggested that promoting access to sporting, cultural and social facilities connected to the educational establishment and maintaining or enhancing the parkland setting, views and ecology of the campuses should underpin the LDF policy approach. The Highways Agency suggested that that higher educational establishments should be provided in sustainable locations with good transport links to reduce the impact on the Strategic Road Network (SRN).

9. Health facilities

9.1 This section reflects the comments given regarding the health facilities chapter of the Core Strategy.

Key Issue Comments

9.2 The following sets out a summary of the main findings in relation to the options posed for the health facilities section.

Key Issue 9.a healthcare facilities

- 9.3 This issues considered the criteria for locating new health facilities in the city, and asked whether these should be small scale, and located close to where people live, or larger scale and located more centrally. No option was clearly favoured however several general comments in relation to this Key Issue were made. Of those who commented the need to find a new site for the District Hospital was highlighted, which will be required within the lifetime of the LDF. It was also suggested that there is a need for additional health facilities to support major development sites.

10. Historic Environment

- 10.1 The following comments were received in relation to the Core Strategy historic environment chapter.

General Comments

- 10.2 It was suggested that the historic environment will be at one and the same time, a prime driver and prime constraint in all future development. The same respondent also suggested that we should seek to address conservation and the use of the historic environment more seriously. For example it was pointed out that it should take as its starting point that York, on a national or even world scale is more or less universally regarded as a nice place to live, work or visit because of the ambiance and the civilised way of life provided by an exceptionally beautiful and homely but inspiring historic environment.
- 10.3 English Heritage indicated that the 2007 Heritage White Paper which supports development of local lists and/or the identification of locally important elements of the historic environment through development plan policies should be used as a key evidence base within the Core Strategy. English Heritage also maintain the need for an Environmental Capacity Study to underpin York's future growth.

Key Issue Comments

The following sets out a summary of the main findings in relation to the options posed for the historic environment section:

Key Issue 10.a - York's historic character

- 10.4 The majority of respondents favoured option 3 which stated that we should produce Local Lists, Village Design Statements and Parish Plans which recognise the special character of villages, neighbourhoods, sites and buildings regardless of whether they have formal Conservation Area or Listed Buildings status.

11. Natural Environment

11.1 This section reflects the comments given regarding the natural environment chapter of the Core Strategy.

General Comments

11.2 Natural England stated that there should be a commitment to develop a Local Biodiversity Action Plan and a policy in the Core Strategy to help deliver the Local Biodiversity Action Plan targets through the planning system, and that this should be linked to planning contributions where identified as appropriate. Natural England also said that the Core Strategy should allow for the provision of new sites of natural and semi-natural open space as well as safeguarding and enhancing existing areas.

11.3 Government Office for Yorkshire and the Humber highlighted that there are European nature conservation sites in the district. Whilst the LDF should not include specific policies for these sites, consideration should be given to the implications of the Habitat Directive 92/43/EEC, which is a European Council Directive on the conservation of natural habitats of wild flora and fauna.

11.4 The Environment Agency suggested that care should be taken not to try and prioritise landscape character over biodiversity.

Key Issue Comments

The following sets out a summary of the main findings in relation to the options posed for the natural environment section:

Key Issue 11.a protecting and enhancing York's natural environment

11.6 There was no option favoured overall, in fact several respondents suggested that all options should be implemented within the Core Strategy. These options included:

- formally recognising the role of locally valued nature conservation sites and species within management plans as well as those given statutory protection;
- identifying and protect valuable landscape and historic landscape areas;
- protecting and enhance the water course corridors and improve public access; and
- maintaining and increasing tree cover.

12. Transport and Accessibility

- 12.1 This section reflects the comments given regarding the transport and accessibility chapter of the Core Strategy.

General Comments

Transport and Accessibility

- 12.2 Ryedale District Council welcomed the proposed improvements of York's Transport links. They indicated that it is essential that a package of measures is implemented to improve public transport, including the ones highlighted within the Core Strategy document.
- 12.3 It was also highlighted that there is a need to emphasise the interrelationship between transport and air pollution more when developing policies.

Walking and Cycling

- 12.4 In relation to walking and cycling movements it was suggested that there is a need for a wider strategic approach to green space planning. This would include improved links between and access to the city's open spaces and recreation areas along with the wider countryside.
- 12.5 It was also highlighted that the approved transport hierarchy in York's Local Transport Plan should be integrated into the Core Strategy alongside the recognition of the significant modal share of walking and cycling in York.
- 12.6 It was felt that reference should be made to the Council's Cycling strategy, and the contribution that can be made to increasing cycling through 'safe routes to school' and secured covered cycle provision at school sites, and work places.

Overground Bus Network

- 12.7 Regarding the Overground network it was suggested that York should not have just one single interchange facility at the Train Station as it is not the best location for some routes, and that the Council needs to think about other interchange locations in the city centre.

Access York

- 12.8 Government Office for Yorkshire and the Humber state that there is a need for an integrated public transport interchange that is linked to the York Northwest site. They also suggested the importance of the Tram – Train scheme should be emphasised over motorised vehicles.
- 12.9 Some respondents suggested that demand management measure such as congestion charging should be considered and subject to public consultation.

Dualling Outer Ring Road

- 12.10 There were a small number of comments in response to means of reducing the impact of traffic by dualling the Outer Ring Road. Twice as many respondents were cautious of the proposal as were in support of it. The Government Office for Yorkshire and the Humber noted that funding limitations may render the scheme an aspiration rather than a reality, and the Yorkshire and Humber Assembly suggested that the dualling of the Outer Ring Road is not a regional priority and conflicts with proposed changes to RSS policy Y1. Ryedale District Council highlighted that enhancements to the Outer Ring Road must be matched by reduced capacity to traffic calming measures on routes towards the city centre.

Key Issue Comments

- 12.11 The following sets out a summary of the main findings in relation to the options posed for the transport section:

Key Issue 12.a LDF approach to transport issues

- 12.12 In relation to key issue 12.a the following options were posed:
- helping to deliver Local Transport Plan (LTP) measures;
 - including the proposed Tram-Train;
 - identifying improved rail facilities over and above those set out in LTP2;
 - identify future Park and Ride locations;
 - dualling the Outer Ring Road;
 - minimising car use in proposed new development;
 - implementing strict accessibility standards.

Both option 1 (helping to deliver the LTP) and Option 7 (implementing strict accessibility standards) were the most favoured approaches. The least favoured option however related to controlling car parking, which was option 6.

13. Waste and Minerals

- 13.1 This section reflects the comments given regarding the waste and minerals chapter of the Core Strategy.

Waste

General Comments

- 13.2 It was suggested that the Core Strategy should make a distinction between waste collection and downstream waste treatment.
- 13.3 The Environment Agency indicated that flood risk should be considered as a factor in the location of waste management facilities in accordance with PPS25.
- 13.4 It was highlighted that the Core Strategy should explain Harewood Whin and Hessay waste sites functions and highlight their role both now and in the future.

- 13.5 Government Office for Yorkshire and the Humber stated that PPS10 and the Waste Strategy for England 2007 require plans to identify specific sites for waste facilities or have sufficiently clear locational criteria that acceptable sites can be identified. The Core Strategy therefore needs to provide strategic level detail on waste to guide this process. This chapter needs to set out the preferred types of waste treatment facility and identify broad location(s) for them.
- 13.6 The Highways Agency stated that the impact waste movements could have on the Strategic Road Network (SRN) also needs to be highlighted. Any waste facilities should therefore be located to and reduce vehicle trips.
- 13.7 It was also suggested that the Core Strategy should encourage the use of developing existing waste plants rather than creating new ones.
- 13.8 It was highlighted that a standard set of criteria should not be applied to the location of all waste sites as it depends on what kind of waste site is being considered. In addition it was suggested that different policies should be developed for different phases of waste scenarios e.g. waste generation, waste collection and waste treatment.

Key Issue Comments

- 13.9 The following sets out a summary of the main findings in relation to the options posed for the waste section:

Key Issue 13.a – location of new waste facilities

- 13.10 The options posed considered different factors (environmental, operational and transport) and how they should be used in identifying future waste sites. There were a variety of different responses, however option 1 (avoiding environmentally sensitive areas e.g. SSSI's), option 2 (where environmental impact would be unacceptable e.g. noise dust, litter) and option 5 (which would be guided by the type of waste being dealt with e.g. industrial or household) were the most favoured options.
- 13.11 However respondents were concerned about the impact of locating waste facilities in the green belt, the potential types of technologies and how waste would be transported.

Minerals

General Comments

- 13.14 The Environment Agency stated that there should be an acknowledgement in this section of the relationship between redundant site restoration and flood storage. It should also be emphasised that maximum recycling of building waste and aggregates from all developments is required.
- 13.15 The Highways Agency stated that the impact mineral movements could have on the Strategic Road Network (SRN) also needs to be highlighted. Therefore any mineral facilities should be located in such a way to reduce vehicle trips, which means giving priority to the most sustainable sites.

Key Issue Comments

- 13.16 The following sets out a summary of the main findings in relation to the options posed for the minerals section:

Key Issue 13.b - the role of minerals

- 13.17 All respondents agreed that the exploration, appraisal, winning and working of sand and gravel should be permitted provided there is a demonstrable need and demand locally in the York area. However it has been suggested that this option is only suitable if it is made clear that there will be minimal impact on the surrounding area, natural environment and local communities.

14. Flood Risk and Development

- 14.1 This section reflects the comments given regarding the flood risk and development chapter of the Core Strategy.

General Comments

- 14.2 The Environment Agency stated that it needs to be made clear that the 'Sequential Test' should be carried out before undertaking an 'Exception Test', so that developments are directed to the lowest areas of flood risk first.
- 14.3 The Government Office for Yorkshire and the Humber highlighted that this chapter should reflect the approach set out in PPS25 and the RSS Policy ENV1 in relation to managing flood risk. It should refer to avoiding risk to people and managing flood risk elsewhere and highlight the positive effect this can have on sustainable communities.

Key Issue Comments

- 14.4 The following sets out a summary of the main findings in relation to the options posed for the flood risk and development sections.

Key Issue 14.a - flood risk and new development

- 14.5 The respondents views regarding wider sustainability issues should be balanced with flood risk where new development should be located in the future i.e. the use of 'The Exception Test' was evenly split. Option 1, which prioritises sustainable locations and which is more closely aligned to both PPS25 and RSS, was supported by half the respondents including the Yorkshire and Humber Assembly. The alternative option was to direct development to non high flood risk areas only.

Section 15: York's Green Belt

- 15.1 This section reflects the comments given regarding the green belt chapter of the Core Strategy.

General Comments

- 15.2 Several comments related to the detail of establishing a permanent Green Belt for York, such as: that existing previously developed sites close to the main urban area should be excluded from the Green Belt; local and strategic issues should be considered separately; no areas outside of the ring road should be considered as 'extensions of green wedges' as they won't fulfil the main purpose of York's Green Belt; areas of Green Belt bordering Conservation Areas should be given additional protection as they make a special contribution to preserving the historic setting of the City.

Key Issues Comments

- 15.3 The following sets out a summary of the main findings in relation to the options posed for the green belt sections.

Key Issue 15A – the primary purpose of York's Green Belt

- 15.4 GOYH support the continued protection of the Green Belt. Most comments note that in revising the boundary the LDF should identify land, which will under all circumstances remain open beyond the period of any statutory plan. Any adjustments required for housing or employment should be made for the *current* LDF, in accordance with the adopted principles.

- 15.5 Most respondents stated that the primary purpose of the Green Belt should be consistent with National Planning Policy Guidance, which states "The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open". It was noted that the setting of York is vitally important and should be highlighted as such when considering the location and design of new development.

Key Issue 15B – characteristics of Green Belt

- 15.6 All factors (green wedges, areas that provide and impression of a historic city, and the setting of villages) were considered by most to be of equal value in preserving the special character of York.

16. Tourism

- 16.1 This section reflects the comments given regarding the tourism chapter of the Core Strategy.

General Comments

- 16.2 It was suggested that the Core Strategy should not distinguish between the cultural life of York as enjoyed by residents and the needs of tourists. In many ways they are one and the same. It should also seek to protect and enhance existing cultural and leisure facilities.
- 16.3 It was suggested by a respondent that the role of caravan parks in supporting local tourist economy should be recognised.
- 16.4 It was also highlighted by some respondents that 'Green Tourism' should underpin the future approach, not be identified as one of a range of priorities.

Key Issue Comments

- 16.5 The following sets out a summary of the main findings in relation to the options posed for the tourism section:

Key issue 16.a - tourism and York's economy

- 16.6 The majority of people that responded favoured the following: create better linkages between key attraction and sites, development of a new high quality hotel and establish a new visitor centre.
- 16.7 Other priorities put forward included improving the quality and availability of information about historic sites and improve provision of facilities for visitors e.g. toilets.

Annex C:

Festival of Ideas 2 workshops, Oct 2007
Summary of responses



Sustainable Community Strategy

Local Development Framework
Core Strategy

Workshop event
Friends Meeting House
Thursday 18th October
6:00-8:30

This workshop was one of a series of events run as part of the 'Festival of Ideas 2', to inform the Sustainable Community Strategy and the Local Development Framework. The aim of the following note is to broadly capture the diverse range of views and opinions of those who attended the event.

A comprehensive review of comments received from both Issues and Options stages (stage 1 took place during the summer of 2006) will follow once consultation on the LDF Core Strategy Issues and Options 2 is complete.

List of attendees

Jack Archer	York Older People's Assembly
Lu Batisman	Resident
John Bettridge	York Mental Health Forum
Sue Bradley	York CVS
John Cossham	LA21 Citizens Forum
David Field	Murton Parish Council
Ivana Jakuvkova	York Against Incineration / Friends of St Nicolas Field
Richard Lane	York Against Incineration
Barry Otley	Farming and Wildlife Advisory Group
Don Parlabeau	York Older People's Assembly
James Player	Age Concern
Guy Wallbanks	Friends of the Earth
Isobel Waddington	Murton Parish Council
Alan Wright	York Homeless Forum
John Yates	York Older People's Assembly
Colin Newbury	Arriva N Yorks
	York Womens Aid
Philip Crowe	York Tomorrow
Paul Hutchinson	Greenpeace

1. Location of Development

- 1.1 The groups were asked about where new development should go, and what key influences (opportunities or constraints) should determine future patterns of growth in York.

This workshop covered the following questions:

- Where should we focus new development?
- What issues should influence the location of development in York, such as land at risk of flooding, congested routes or York's special landscape or historic character areas?

- 1.2 Broadly, the groups were concerned that the emphasis should be on creating successful places for people to live, rather than just on building houses or providing jobs. There was an acknowledgement that to do this we needed to better understand what the positives and negatives of particular areas are (along the lines of the sustainability matrix, but looking at neighbourhoods in York too), and a question as to how we determine what the 'right' level of services are. When does a place reach its critical limit or saturation point? Also, places shouldn't be discounted from further growth just because they don't currently have access to a particular service (eg frequent public transport). For example, if Elvington's public transport connections were improved it could make this village as 'sustainable' as York itself.

- 1.3 It was suggested that if York continues to provide employment opportunities for a wider geographical area, surely this will result in some other parts of the region necessarily going in to decline. We need to properly consider the wider impact of York growing or becoming more 'successful'. How can this be managed? We were also prompted to think about ways in which we can encourage employers to pool their staff from the local area, eg through more job-focused training.

- 1.4 Some other growth options were proposed

- to only consider growth around or within York's main urban area, without any focused growth on the villages. Such growth could retain or reinforce York's historic strays and ings, and other areas of landscape or historic importance.
- to build an eco-town close to York, which could be self sufficient in its provision of services and employment opportunities. This concept was considered by some to be a preferable to increasing the size of villages.
- To build along the existing road network, making use of the most frequent public transport and cycling routes.

2. York's environment

2.1 The groups discussed 3 main issues in this workshop:

- **What proportion of the energy used by major new developments should come from on-site renewables, and what types of RE would be most appropriate to York;**
- **In improving open space provision, should we prioritise the amount, quality or accessibility;**
- **What are our best approaches to better understanding York's historic character.**

Open Space:

2.2 Most felt that the priority should be improving the quality of existing space, particularly with regard to maintenance, rather than increasing the overall amount of open space in York. However, some members of the groups did feel that York did not have enough open space. Others felt that we needed a better picture of how well used open spaces are, reflecting concerns that some spaces were underused because people do not know about them. A key way in which people thought open spaces could be improved was through involving the communities which surround them. It was felt that this would facilitate a greater feeling of 'ownership' over an open space, especially if it involves a broad cross section of the community, particularly young people.

Historic Environment:

2.3 A wide range of approaches were put forward or supported relating to historic areas as well as individual buildings. Discussions on areas ranged from support for York becoming a World Heritage Site, to identifying the need to focus more on the outskirts of York rather than always on the city centre. With regard to the latter support was given to local communities producing a statement about what they considered to be acceptable in their community, others felt that this could be in the form of Village Design Statements as these had been positive when produced elsewhere. In terms of conservation areas, it was felt that a detailed appraisal would help but that there also needs to be greater control over what is developed in conservation areas.

2.4 In terms of individual buildings, people supported the introduction of a local list and pushed for better design of new buildings within the historic environment. It was felt that new buildings should be modern but should complement what is already there, they should be different not built as 'pastiche', and they should be well made to ensure they are historic buildings of the future. Members of the groups also thought that more should be done to encourage the re-use of existing buildings and that this fitted better with concerns over conserving construction resources.

Renewable Energy:

2.5 With regard to scale of RE facilities, diverse views were expressed, with some stating that installations must be undertaken on a large scale, such as wind farms, whilst others felt that more could be done at a medium or

smaller scale. On the latter some participants thought that large developments should be encouraged to implement renewable energy schemes and others advocated that small scale individual schemes can make a difference.

- 2.6 There was also discussion around the different types of renewable energy, with some people supporting anaerobic digestion, biomass and ground source heat pumps (GSHP). With regard to GSHPs it was suggested that these can also be used for air conditioning and that the river could be utilised as a source for GSHPs. A number of people thought that some types of renewable energy were not appropriate, questioning whether York is windy enough for wind turbines. A view was also put forward that biomass (in terms of burning trees) could not be classed as renewable energy as its source was not instantly replenished.
- 2.7 Overall, it was considered that the situation could only really be improved through a comprehensive approach including involving the community in schemes, increasing education, and even advocating changes in diet. One respondent suggested that we should consider becoming a 'Transition Town', by reducing energy consumption to prepare for an oil reduced future.
- 2.8 With regard to design and construction, respondents supported introducing minimum standards which developers must achieve, such as the Code for Sustainable Homes. Views were expressed that developers should consider everything when designing buildings such as lighting, reducing consumption and energy use. Others were concerned about introducing a particular target such as the 10% Merton rule as this would become a 'tick-box' exercise and developers would not be encouraged to do more than the minimum. It was suggested that to respond to concerns that it would affect the financial viability of schemes, the longer term benefits should be emphasised, and that whilst it may not be financially beneficial in the short term, it would be in the long term.

3. York's housing and employment supply

3.1 This workshop dealt with more detailed issues of employment and housing growth, covering the following:

- **The interrelationship between housing and employment growth;**
- **What level of housing growth should be supported annually?**
- **How can planning support the delivery of affordable housing?**
- **What types of business growth should York support?**

Housing Types

3.2 People felt very strongly that current house prices make it very hard for people to buy suitable homes in York. Several people said that many people who work in York have to live outside and commute to work in order to buy the type of house they would like. It was agreed that what people want and what people can afford are very different. There was a shared feeling among the group that the Council was not providing enough affordable housing for the people who need it and furthermore, the type of affordable housing is not suitable in terms of being too many flats. Several people thought that more council housing should be built.

3.3 On the whole, people were happy living in York and like the sense of community that their areas have. It was thought however that older people occupying large family homes are not willing to move out as there is often no suitable "downsizing home" within the community, therefore their large houses remain as an untapped housing potential. Older single people often prefer homes with adjacent gardens/open space and two bedrooms to enable carers/visitors to stay. It was also noted that people preferred the idea of living in mixed communities with a range of well-designed houses and flats with the elderly, families and young people all living there.

3.4 People recognised the importance of building eco-homes and also homes that are adaptable for different residents; lifetime homes. The reuse of vacant buildings and also homes over shops were identified as more sustainable forms of housing development which should be encouraged. Along the same lines, people thought that live-work units and working from home should be encouraged to minimise the amount of travel made between home and work.

Housing Needs

3.5 Generally, it was thought that some groups were not adequately catered for when it came to housing need; this included people with support needs such as those with mental health problems. These types of groups want to live in the community, but one where they feel safe and can afford a home.

3.6 It was thought that although York does not have particularly high immigration levels, there is increasing pressure on local education, health and other public services as well as affordable housing that needs to be

addressed. It was felt however that local people should be prioritised for affordable housing.

- 3.7 People had strong views on the high concentration of students living in certain areas, for example Badger Hill. It is thought that their presence can damage the appearance of an area in terms of properties not being maintained to the level of privately owned homes. A solution to this was thought to be more on-campus student accommodation being built.

Housing Numbers

- 3.8 Generally, it was thought that the type and quality of housing was of far greater importance than the number of houses built. However, some interesting points were raised in terms of the impact of high levels of housing on the existing infrastructure and how that large scale growth may affect the character of York with possible implications for the tourist industry.
- 3.9 It was suggested that house prices are unlikely to fall unless a massive amount of additional housing is provided and also that market forces will ultimately determine building rates regardless of what housing figures we identify through the planning process.
- 3.10 A steady housing growth was seen as the most appropriate rate of increase and with a greater emphasis being placed on the need to reflect the character of an area, for example, villages should be protected from rapid growth rates.

Employment

- 3.11 It was agreed that all types of employment are important to ensure that a mixed economy is maintained and so that there is effectively a job for everyone.
- 3.12 Concerns were raised that the manufacturing base in York has long been in decline and has been replaced by low waged service sector jobs. This was linked to concerns that people with low paid jobs can not afford to live in York.
- 3.13 Small workshops providing crafts/skills which could be marketed locally may redress the balance whilst providing vocational work for a younger workforce not wanting to pursue an academic career path.
- 3.14 It was thought that the importance of the retail industry should be recognised. However, rather than providing high rent units for high street chains, new retail development should encourage locally owned businesses. This, in turn, is linked to the importance of providing affordable premises for local industries that can produce local products that can be sold locally.

4. The role of York's city centre

4.1 This workshop dealt with the current and future role of the city centre, including:

- The role of retail and tourism in York's economy;
- The importance of York's historic core;

Conservation and Design

4.2 It was generally thought that conserving York's heritage assets should be the starting point in thinking about the city centre's future role. We need to encourage the highest quality new design and contemporary architecture. Some people thought that York city centre should be a World Heritage Site.

Navigating York

4.3 On the whole people thought that York has a good compact centre where people are never too far from anywhere else they need to be. There were several issues to pick up on:

- In general there was support for the Park and Ride Scheme, although bus travel in general was considered expensive. Leeds, for example, has a free bus that continually circles the city centre, which would be good to replicate.
- Dealing with traffic congestion is paramount – some thought we should consider congestion charging, others that a tram train from the outskirts could help
- Some of the entrances to the city centre feel threatening or unpleasant to people, eg George Hudson Street.
- There is an urgent need for a bus station in the City Centre.
- We should consider making some pedestrian areas traffic free all day long, and extending the pedestrian-only network.
- People were concerned that a tourist city like York should have such poor toilet facilities.

Tourism and Cultural Economy

4.4 To make the city more enjoyable for residents and tourists the attractions and key features of York need to be joined up in some way to tell the story of York instead of a jigsaw of disjointed places.

4.5 Maps with bus and visitor information should be clearly provided. Modern technology could provide good audio visual facilities.

4.6 Tourism can be unsustainable as visitors travelling from long distances can generate a high carbon footprint. York should encourage visitors to use the train prioritising UK residents over overseas visitors.

Retail

4.7 Some thought that York already has an excellent shopping centre equal to other close cities, and its future should not be retail-led. Several people felt that a large department store is not needed as many people

come to York for the smaller niche shops that make York unique. Food retail provision in the city centre was welcomed, but better solutions to transporting shopping home are needed.

- 4.8 There was a view that not enough is made of the daily Newgate Market, and that traders lose out to food festivals and continental markets on Parliament Street. The council should support home grown shops not large out-of-town multinationals.
- 4.9 Means of delivery goods to stores should be properly considered - commercial cycles/load bikes are a sensible way to deliver to city centre shops instead of vans delivering a few racks of clothes etc.

Evening Economy

- 4.10 Some people had the perception that York closes down after 5 p.m. and that little is provided in the way of cultural or music venues. Some thought that York's existing venues are underused, e.g. Tempest Anderson Hall at the Art Gallery and the Museum Gardens at night could be used for music and drama. York should be more than just a venue for stag and hen nights in an evening.



Sustainable Community Strategy

Local Development Framework
Core Strategy

Workshop event
Merchant Taylors Hall
Tuesday 30th October 2007
6:00-8:30pm

This workshop was one of a series of events run as part of the 'Festival of Ideas 2', to inform the Sustainable Community Strategy and the Local Development Framework. The aim of the following note is to broadly capture the diverse range of views and opinions of those who attended the event.

A comprehensive review of comments received from both Issues and Options stages (stage 1 took place during the summer of 2006) will follow once consultation on the LDF Core Strategy Issues and Options 2 is complete.

List of Attendees

Mr	Paul	Culkin
Mr	Simon	Dixon
Ms	Christine	Elliott
Mr	Patrick	Gallagher
Mrs	Jean	Hart
Mr	William	Moore
Mr	Stephen	Pottage
Ms	Hayley	Dyson-Smith
Mrs	Shirley	Woolhouse
Mrs	Jacqui	Archer
Mr	Paul	Batchelor
Mr	Yannick	Berland
Miss	Victoria	Coop
Mrs	Colette	Craven
Ms	Rebecca	Craven
Mr	Clive	Dodds
Mr	Noel	Feather
Mr	Ken	Hall
Ms	Lynne	Lacock
Mr	David	McLaughlin
Miss	Beena	Patel
Mr	John	Ramsden
Mrs	Margaret	Richardson
Mr	John	Rodwell
Mr	Donald	Sellers
Mr	Martine	Somerville
Mrs	Vinda	Spence
Miss	Caroline	Watson

1. Location of Development

- 1.1 The groups were asked about where new development should go, and what key influences (opportunities or constraints) should determine future patterns of growth in York.

This workshop covered the following questions:

- **Where should we focus new development?**
- **What issues should influence the location of development in York, such as land at risk of flooding, congested routes or York's special landscape or historic character areas?**

- 1.2 Broadly, the groups were concerned that the emphasis should be on creating successful places for people to live, rather than just on building houses or providing jobs. There was an acknowledgement that to do this we needed to better understand what the positives and negatives of particular areas are (along the lines of the sustainability matrix, but looking at neighbourhoods in York too) and also consider the role of cultural, religious and leisure facilities along with access to secondary as well as primary schools.
- 1.3 People felt that it was important to prioritise previously developed (or 'brownfield') land for development before considering greenfield sites. There was a commonly held view that York's green spaces should be protected for both their nature conservation value and their wider role as open space for leisure use. Some saw the ings and strays as being more important to protect than the outer green belt, because they maintain the character of the city and bring green space right into the heart of York. Others felt that without properly protecting the green belt York's suburbs could sprawl, which could ruin the city's 'feel'. For some, the green belt also provides rural employment opportunities.
- 1.4 One of the main issues raised by all groups was the importance of maintaining reliable, accessible and affordable public transport services. In effect, public transport can make anywhere accessible. Dealing with congestion is paramount- because York has few 'bus only' routes people felt they have little incentive to travel by public transport rather than private car since both would have to sit in the same queues of traffic. Congested routes are also off putting to cyclists. Several suggestions were put forward as ways in which to improve York's congested road network. These included: making more use of the river, possibly by developing a river taxi scheme; creating more park and ride routes; congestion charging (supported by additional bus routes through York's suburbs).
- 1.5 Some felt that certain villages may have already reached their 'critical limit' and that we need to establish what level of service (shops, schools, bus routes) can be supported by a particular number of households. In fact, some villages could already be underprovided. One of the concerns was that affordable housing is particularly scarce

in York's villages, and some people felt that it could be appropriate to allow development in smaller villages if affordable rather than market housing was being provided.

- 1.6 There were different views put forward towards the ways in which we provide land for new employment opportunities. While some people felt that we should do more to make jobs available to people locally, others felt strongly that people no longer expect to live and work in the same village, or even the same city.
- 1.7 Generally it was felt that we should avoid building on land that floods, and that even the zones in the city where flooding happens less frequently should only be considered as a last resort. Because of changes in climate, some felt that we should plan for instances of flooding to become more frequent, and give over some of York's farmland to flood pools as flood water has to go somewhere, and if we don't deal with it, the knock on effect would be to other towns or villages.
- 1.8 A couple of other growth options were proposed by the groups:
 - to only consider growth around or within York's main urban area, without focusing any growth on the villages. Such growth could retain or reinforce York's historic strays and ings, and other areas of landscape or historic importance.
 - to build an eco-town close to York, which could be self sufficient in providing services and employment opportunities. This concept was considered by some to be preferable to increasing the size of York's existing villages.

2. York's environment

2.1 The groups discussed 3 main issues in this workshop:

- **What proportion of the energy used by major new developments should come from on-site renewables, and what types of RE would be most appropriate to York;**
- **In improving open space provision, should we prioritise the amount, quality or accessibility;**
- **What are our best approaches to better understanding York's historic character.**

Natural Environment:

2.2 It was thought by some participants that York may lose its character if development continues at the current rate. There was fear that development would spread outwards to surrounding villages such as Wheldrake which would create extended suburbs.

2.3 People thought the emphasis should be on improving the quality rather than quantity of green space. Two main points were raised: firstly, since children and teenagers are some of the main users of parks and open spaces, more should be done to meet their needs; secondly, that allotments are essential to York's natural areas, and to helping create a healthy city, so more should be done to maintain existing plots and make space for new sites. The city centre was noted as one key area which offers opportunities to add green cover, particularly on the large development sites like Hungate.

Historic Environment:

2.4 Generally, comments broached the need to respect York's historic environment, to maintain what currently exists in good order and to allow new development only where it reinforces the city's character. Specific reference was made to the Coppergate site by way of example. Participants also picked up on the need to place tighter restrictions on shop fascias and signage in the historic core of York.

Sustainable Design and Construction / Renewable Energy:

2.5 In the main, the groups felt they would be more comfortable supporting smaller, more localised, forms of renewable technology (such as solar panels on the roofs of houses or small turbines on schools or offices) rather than a large wind farm on the outskirts of the City. The message that predominantly came across was that everyone should be doing their bit not only to produce their own supply of energy but also to reduce the amount of energy used overall.

2.6 Supermarket packaging was also an issue which was raised. Some felt that supermarkets should be doing more to reduce the amount of waste going to landfill, by reducing packaging. It was suggested that a major change in attitude was needed, and better education on the big issues to draw people's attention to how they can make a difference.

3. York's housing and employment supply

3.1 This workshop dealt with more detailed issues of employment and housing growth, covering the following:

- **The interrelationship between housing and employment growth;**
- **What level of housing growth should be supported annually?**
- **How can planning support the delivery of affordable housing?**
- **What types of business growth should York support?**

General housing issues:

3.2 The group felt strongly that house prices were a huge constraint for all, but especially for young people trying to enter the housing market, whether new to York or as the offspring of current residents. It was felt that people should not be forced to move away from York because they can't afford to buy here. Consequently, the provision of affordable housing should be a priority for the city. One way of helping to achieve housing which people could afford would be to increase opportunities to access shared ownership / joint ownership (eg Joseph Rowntree) and supported housing.

3.3 The group expressed great concern over 'studentification' of certain parts of the city, such as Badger Hill / Heslington and certain parts of Fulford – the number of family dwellings being purchased by landlords and converted to student flats, having a detrimental impact on the locality and also taking up the stock of family dwellings. The view was that the expansion of the University should account for the increase in student accommodation on campus.

Housing types / design:

3.4 There was a strong feeling that York needs more 'family homes', not flats – people felt that the number of flats is now at saturation point, and that many people, given the choice, would prefer to own a house.

3.5 Quality design and construction was seen as a key priority, given that what we build now will be our legacy into the future. Clearly, good design also helps promote the attractiveness of our city. Design should be relevant to York, and the techniques and styles of building which are representative of this area, not just 'off the peg'. Traditional 'village' housing designs should be used in village locations and design in the city centre should be appropriate to its surroundings (with due consideration to the historic importance of York). It was also suggested that homes should be built to 'lifetime' home standards, where they can be adapted to meet the needs of the owners / occupiers throughout their lifetime.

Employment:

- 3.6 People recognised that York was losing much of its manufacturing base and felt that more should be done to retrain or re-employ workers in different fields/industries.
- 3.7 In terms of other aspects of the economy, Tourism was seen as one of the main growth areas. Group members considered that tourism seemed too focussed on 'office hours' and felt it would be important for 'out of hours' facilities to support a vibrant cultural life in the city for residents as well as tourists.

4. Big Ideas for York's Future

4.1 Deciding how we progress as a city will involve making difficult choices as we need to balance environmental concerns with possible growth in York. This workshop dealt with the range of priorities which we should focus on for York's future.

What are the Big Ideas for 2030

Transport

- Be radical to reduce congestion e.g congestion charges, bus lanes etc.
- Parity between Park & Ride and city buses is needed, as well as balance of pricing between inner and outer York.
- More Park & Ride sites and routes.
- Trams and river taxis would ease congestion.
- Open up 'local' stations, ie those in the villages.

Economy

- There should be protected housing for key or low paid workers, teachers, police, carers etc.
- Keep York small and special
- What can we do to further promote York's key visitor attractions?

Community infrastructure and support

- More affordable sports facilities, particularly swimming.
- Criminal Justice, Housing and Health providers must work better in partnership in terms of addressing the needs of drug users. They need to be maintained otherwise they will commit crime.
- Affordable housing – our children won't be able to afford to live in York.
- Major drug problems need to be addressed – it's a big issue.
- York as a church 'power-house' for the North of England (building on its existing strength).
- Remember the residents as well as visitors when thinking about events and facilities, and more for families and young people in particular.
- We need more family accommodation and less flats.
- Create and understand the different roles of individual villages.
- More entertainment for young people – venues etc.
- Build more environmentally friendly housing

What do you want to know about 2030?

Transport

- How can reliability of buses be improved?
- What can we do to encourage people out of their cars?
- How can we improve public transport and make it more affordable?

Economy

- Are we encouraging jobs that pay a decent wage and relying too heavily on low paid jobs in tourism?
- Why don't we use the riverside more?

Community infrastructure and support

- How can my children afford to live in York?
- How can we teach people to drink responsibly - what is there to do in York if you take alcohol out of the equation?
- How will we pay for the energy we use with rising oil prices?

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Annex D:

City Summits

Feedback from the events included:

- Attendees at the first session were optimistic about development opportunities facing York, with 80% believing that these would have a positive impact on the city.
- The majority of delegates felt that developing a prosperous economy (39%) and enhancing York's environment (40%) should be given priority in order to protect York's special character.
- Nearly half of the delegates at the second event felt that enough houses should be built to meet identified need (980 per year).
- Opinion between the two groups on economic growth was split between keeping the rate of growth at the same rate as present (33%) and aiming for higher economic growth equivalent to that proposed by the Future York Group (46%).
- Half of all attendees felt that ensuring our workforce was well skilled was the most important thing to do to keep our economy prosperous.
- Delegates felt that promoting volunteering (41%) and increasing VCS budgets for community based initiatives (34%) were most likely to get more people involved with their local communities.
- In developing the city's cultural offer, the second group were marginally more in favour of focusing on York as a "diverse, inclusive and cosmopolitan city" (36%) and creating "a city of high quality spaces" (24%).

Of the comments registered on the 'Wall of Ideas', many were concerned with transport, strong cohesive communities and addressing the impact of climate change. Comments referred to:

- York being a 'world leader in eco development' and 'at the cutting edge of eco-friendly living'.
- Freeing up the city from pollution and congestion and investment in sustainable travel alternatives in the city centre, including trams, traffic control, water buses and car share schemes.
- Development of a low carbon economy based on local supply chains for goods and services.
- Supportive communities where there is full participation in local life, and everyone, including young people, have a say on issues that affect them.
- Development within the city being integrated and incorporating green, open spaces.
- Maximising residents' incomes and ensuring that appropriate housing is affordable to buy or rent.

Questions asked:		A	B	C	D
2	<p>York is facing its biggest opportunity for change in decades. What impact do you think this will have upon the things that make York special?</p> <p>a. A negative impact b. No impact – York will stay the same c. A positive impact</p>	16%	4%	80%	
3	<p>If we are to conserve the special character of York which of the following should we give most priority to?</p> <p>a. Housing – To meet social and economic need b. Prosperity – From which all can benefit c. Accessibility – The ability to travel around the city d. Environment – Enhancing York’s already special character</p>	12%	41%	12%	35%
5	<p>How much should we grow the value of the York economy by over the next 20 years?</p> <p>a. At the same rate as present i.e. average growth of 2.7% per annum b. At a lower rate than present c. At the rate proposed by the Future York Group report to capture the economic opportunities currently facing the City i.e 3.7% per annum d. At a higher rate than the above</p>	25%	9%	55%	11%
6	<p>What is the most important thing we need to do to keep our economy prosperous in the future?</p> <p>a. Ensure we have a well-skilled workforce b. Make it easier to get to and around the City c. Provide sufficient new employment sites for new job opportunities d. Support existing businesses</p>	47%	12%	27%	14%
9	<p>How can we get people more involved with their local communities?</p> <p>a. Increase the overall amount of money that is available for local people in their wards b. Increase budgets for voluntary and community organisations for specific community based initiatives c. Appoint Community Development workers</p>	11%	32%	19%	38%

	d. Promote/encourage volunteering throughout the city				
10	Which of the following reasons are the most important for York having a strong cultural offer? a. It helps to keep the city prosperous b. It helps make York a special place c. It helps all residents to participate in the life of the City d. It improves people's sense of well being	22%	25%	22%	31%

Session 2: 16th October, 6.30-8.30

Questions asked:		A	B	C	D	E
3	If we are to conserve the special character of York which of the following should we give most priority to? a. Housing – To meet social and economic need b. Prosperity – From which all can benefit c. Accessibility – The ability to travel around the city d. Environment – Enhancing York's already special character	15%	35%	3%	47%	Page 110
4	In embracing change York will need to provide the right quantity and quality of new houses. How many should this be? a. The same amount as present – about 885 homes per year b. What the government says – about 816 homes per year c. Enough to meet identified need – about 980 homes per year d. Less than any of the above	21%	12%	48%	18%	
5	How much should we grow the value of the York economy by over the next 20 years? a. At the same rate as present i.e. average growth of 2.7% per annum b. At a lower rate than present c. At the rate proposed by the Future York Group report to capture the economic opportunities currently facing the City i.e 3.7% per annum d. At a higher rate than the above	45%	6%	33%	15%	
6	What is the most important thing we need to do to keep our economy prosperous in the future? a. Ensure we have a well-skilled workforce	52%	10%	19%	19%	

	<ul style="list-style-type: none"> b. Make it easier to get to and around the City c. Provide sufficient new employment sites for new job opportunities d. Support existing businesses 					
9	<p>How can we get people more involved with their local communities?</p> <ul style="list-style-type: none"> a. Increase the overall amount of money that is available for local people in their wards b. Increase budgets for voluntary and community organisations for specific community based initiatives c. Appoint Community Development workers d. Promote/encourage volunteering throughout the city 	3%	37%	13%	47%	
11	<p>In developing York as a city of culture and creativity which of the following should we be focusing on first?</p> <ul style="list-style-type: none"> a. A City of International Significance b. A Diverse, Inclusive and Cosmopolitan City c. An Active and Participative City d. A Creative City e. A City of High Quality Spaces 	12%	36%	15%	12%	24%

Amalgamation of scores for questions asked at both sessions:

Questions asked at both sessions:		A	B	C	D
3	<p>If we are to conserve the special character of York which of the following should we give most priority to?</p> <ul style="list-style-type: none"> a. Housing – To meet social and economic need b. Prosperity – From which all can benefit c. Accessibility – The ability to travel around the city d. Environment – Enhancing York’s already special character 	6+5 13%	20+12 39%	6+1 8%	17+16 40%
5	<p>How much should we grow the value of the York economy by over the next 20 years?</p> <ul style="list-style-type: none"> a. At the same rate as present i.e. average growth of 2.7% per annum b. At a lower rate than present c. At the rate proposed by the Future York Group report to capture the economic opportunities 	13+15 33%	5+2 8%	29+11 46%	6+5 13%

	currently facing the City i.e 3.7% per annum d. At a higher rate than the above				
6	What is the most important thing we need to do to keep our economy prosperous in the future? a. Ensure we have a well-skilled workforce b. Make it easier to get to and around the City c. Provide sufficient new employment sites for new job opportunities d. Support existing businesses	23+16 49%	6+3 11%	13+6 24%	7+6 16%
9	How can we get people more involved with their local communities? a. Increase the overall amount of money that is available for local people in their wards b. Increase budgets for voluntary and community organisations for specific community based initiatives c. Appoint Community Development workers d. Promote/encourage volunteering throughout the city	6+1 8%	17+11 34%	10+4 17%	20+14 41%

Annex E:

Festival of Ideas 2 programme of events

Core Strategy Issues and Options 2 consultation programme

<u>Date</u>	<u>AM</u>	<u>PM</u>	<u>Eve</u>	<u>Display only</u>
<u>14th and 15th September</u>				Climate Change event, Parliament Street
Monday 17th September				
Tuesday 18th September				
Wednesday 19th September				
Thursday 20th September				
Friday 21st September				
Saturday 22nd September				
Sunday 23rd September				
Monday 24th September				
Tuesday 25th September			4pm Environment Forum and Environment Partnership	
Wednesday 26th September		Officer manned display - B&Q Hull Road - 10am - 4pm		
Thursday 27th September				
Friday 28th September				
Saturday 29th September				
Sunday 30th September				
Monday 1st October				Dringhouses and Woodthorpe Ward Committee Meeting , York College 7:00pm (Display), 8:05-8:30pm (Agenda) Haxby and Wigginton Ward Committee Meeting , Wigginton Recreation Hall 7:00pm (Display), 7:35-7:55pm (Agenda)
Tuesday 2nd October				Guildhall Ward Committee Meeting , St John's University, Display Time: 5:30pm
Wednesday 3rd October			Clifton Ward Committee Meeting , Clifton Methodist Church, 7:00pm (Display), 7:35-7:55pm (Agenda)	
Thursday 4th October	Officer manned exhibition - Parliament Street 9am - 4pm			
Friday 5th October	Officer manned exhibition - St Sampson's Square 9am - 4pm. Primary schools conference event			
Saturday 6th	Officer manned exhibition -			

October	Parliament Street 9am - 4pm				
Sunday 7th October					
Monday 8th October			Westfield Ward Committee Meeting , York High School (Dijon Av Site), 7:00pm (Display), 7:45-8:15pm (Agenda)		
Tuesday 9th October				Hull Road Ward Committee , St Georges Methodist Church, Display Time: 7:00pm	
Wednesday 10th October			Fishergate Ward Committee Meeting , Melbourne Centre, 7:00pm (Display), 7:40pm (Agenda)		
Thursday 11th October			Micklegate Ward Committee Meeting , St Clements Church, 6:30pm (Display), 7:35-8:05pm (Agenda)		
Friday 12th October					
Saturday 13th October					
Sunday 14th October					
Monday 15th October					
Tuesday 16th October		City Summits - Park Inn	City Summits - Park Inn		
Wednesday 17th October			Rural West Ward Committee Meeting , Askham Bryan Village Hall, 7:00pm (Display), 7:40pm (Agenda)		
Thursday 18th October			'Hard to reach groups' workshop , Friends Meeting House 4:00pm - 9:00pm Skelton, Rawcliffe & Clifton Without Ward Committee Meeting , Yvonne Forman Building, Clifton Without Junior School Display (7pm), Agenda (7.30pm).		
Friday 19th October					
Saturday 20th October					
Sunday 21st October					
Monday 22nd October					
Tuesday 23rd October	Officer manned display – Tesco Clifton Moor 10am - 4pm				
Wednesday 24th October	Officer manned display - Tesco Askham Bar 10am - 4pm				

Thursday 25th October				
Friday 26th October				
Saturday 27th October				
Sunday 28th October				
Monday 29th October			Derwent / Heworth Without / Osbaldwick Ward Committee Meeting , Osbaldwick Village Hall, 7:00pm (Display), 7:45-8:05pm (Agenda)	
Tuesday 30th October			'Talkabout' Workshop Merchants Taylors Hall	
Wednesday 31st October				
Tuesday 6th November				Bishophorpe & Wheldrake Ward Committee Meeting , York College, Display Time: 6:30pm
Wednesday 14th November		Heworth Ward Committee Meeting. Event taking place at Burnholme Community college- 3:30 onwards, with BBQ and sports/events		