



## Notice of meeting of

### Local Development Framework Working Group

**To:** Councillors Steve Galloway (Chair), Potter (Vice-Chair), Ayre, D'Agorne, Merrett, Moore, Reid, Simpson-Laing, R Watson and Watt

**Date:** Monday, 6 April 2009

**Time:** 4.30 pm

**Venue:** The Guildhall, York

### **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. 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 Friday 3 April 2009.

#### **3. LDF Core Strategy – Spatial Strategy For Consultation (Pages 3 - 94)**

This report sets out a proposed spatial strategy for the Local Development Framework (LDF). The role of the spatial strategy will be to direct the future location of development at a strategic level, forming a key part of the Core Strategy. All subsequent LDF documents will need to be in conformity with the spatial strategy once adopted.

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

Democracy Officers:

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(If contacting us by e-mail, please send to both democracy officers named above)

For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details are set out above.

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- Monitor the performance and effectiveness of services;
- Review existing policies and assist in the development of new ones, as necessary; and
- Monitor best value continuous service improvement plans

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**Local Development Framework Working Group****6<sup>th</sup> April 2009**

Report of the Director of City Strategy

**LDF Core Strategy – Spatial Strategy For Consultation****Summary**

1. This report sets out a proposed spatial strategy for the Local Development Framework (LDF). The role of the spatial strategy will be to direct the future location of development at a strategic level, forming a key part of the Core Strategy. All subsequent LDF documents will need to be in conformity with the spatial strategy once adopted.
2. Members are asked to approve the proposed spatial strategy outlined in this report for inclusion in the Core Strategy Preferred Options document. This document will be the subject of public consultation which will be reported to Members to inform decisions on the future development of the Core Strategy.
3. Background information on the proposed approach is provided by the 'Approach to the Spatial Strategy' Topic Paper (attached as Annex A) which should be considered in conjunction with this report.

**Background**

4. The LDF Core Strategy is the key tool for delivering effective, strategic planning and provides the context for all subsequent LDF documents. To do this it is important that it delivers the spatial / physical elements of the Sustainable Community Strategy and it is in conformity with the Regional Spatial Strategy for Yorkshire and the Humber(RSS) which constitutes part of the "statutory development plan" for the authority. It must do this in a way that provides an effective strategy for managing change and responding to York's specific planning issues. This includes responding to the future need for housing and employment land in a way that respects York's unique natural and historic environment. These factors are outlined further below.

Sustainable Community Strategy – York A City Making History

5. National Guidance highlights the role of the LDF in delivering the spatial or land use elements of an area's Sustainable Community Strategy. The Sustainable Community Strategy for York includes the seven, strategic ambitions outlined below. It is of key importance that they are reflected in the Core Strategy vision and spatial strategy.

**The Sustainable Community Strategy - strategic ambitions:**

- *we will use York's distinctiveness as a way to improve the city further by enhancing its physical and cultural qualities as a basis for community and economic development;*
- *we will keep York's employment levels high and economy buoyant by supporting local employers, developing a diverse economy and balanced employment structure;*
- *we will maintain community cohesion and develop strong, supportive and durable communities;*
- *we will endeavor to balance physical growth and environmental sustainability with responsible choices in respect of climatic and environmental challenges;*
- *we will assert our role as an important regional city;*
- *we will use York's brand and position to promote the city within the global network; and*
- *we will encourage partnerships within the city and beyond that benefit everyone and achieve mutual advantage.*

6. In response to the strategic ambitions outlined the LDF Core Strategy will aim to deliver a spatial strategy which addresses the following:
- the preservation and enhancement of the City's unique **historic character and setting**;
  - York's continued **economic success and prosperity**, including strengthening York's role as a sub-regional shopping and entertainment centre;
  - the development of strong supportive and durable communities through the creation of **sustainable neighbourhoods** that meet the housing needs of the city;
  - York's aspiration to become a **leading environmentally friendly city** contributing to a reduction in York's Eco-footprint;

- the need to ensure that new development is not subject to, nor contributes to, inappropriate levels of **flood risk** from the Rivers Ouse, Foss and Derwent and other sources;
- the promotion of **high quality design and architecture** throughout the whole of the built environment;
- the City's **transport** issues both in terms of the wider environmental impacts, but also the issues of congestion, accessibility, safety and air quality; and
- the need to protect and improving the **countryside and the diversity of wildlife and habitats** in the York area, including international, national, and locally recognised areas of nature conservation value, the historic strays and river corridors.

#### Natural and Built Environment

7. York has a unique natural and built environment and it is important that this is recognised and protected in planning for the future.
8. York is characterised by a compact urban area surrounded by several small settlements. The compactness of the main urban area is a key feature of the city. The close relationship of the City to its surrounding villages is also an intrinsic element of York's character. This relationship is not simply about the distance between the settlements but also their size. Much of the open countryside around York is currently defined as 'draft' Green Belt. This is because detailed Green Belt boundaries have never being formally adopted through the planning process.
9. The city has an outstanding historical heritage with its history providing a complex mosaic of buildings and streets unique in character. The importance of York is highlighted by the City's status as only one of five historical centres in England designated as an Area of Archaeological Importance. Its wealth of historic buildings include: York Minster, England's largest (surviving) medieval church and the largest Gothic Cathedral in Northern Europe; around 1800 listed structures (of which 241 are Grade I and II\*); and 22 scheduled monuments including the City Walls, Clifford's Tower and St Mary's Abbey. The historic character of York extends beyond the built up areas; RSS recognises that the primary purpose of York's Green belt is to preserve the City's historic character and setting.
10. Another key aspect of York's character is it's unique Green Infrastructure. This includes the green wedges that extend from the open countryside into the heart of the main urban area. These wedges comprise the historic 'strays' and surrounding land and the Ouse 'Ings'. The 'strays' are the residue of areas of common land on which the Freemen of York had the right from time immemorial to graze their cattle. York's Green Infrastructure also includes eight Sites of Special Scientific Interest (SSSI) two of which (Strensall Common and Derwent

ings) are also of international importance along with locally important sites for nature conservation and recreational open space.

### Housing

11. The current Regional Spatial Strategy (RSS) housing requirement for York is 640 homes per annum for the period April 2004 - March 2008 and from April 2008 - March 2026, 850 new homes should be built each year. Beyond the end date of the current RSS (2026), an annual rate of 850 homes per year has been projected forward until the end date of the plan (2030)<sup>1</sup>. The overall requirement for York from April 2004 to 2030 is 21,260 dwellings. Between 2004 and 2008 3,387 number of dwellings have been completed and a further 4,431 properties currently have consent or are part complete. This means that the spatial strategy must direct the location of an additional 13,442 homes by 2030.
12. The RSS has an important role in providing a strategic policy context for local policies. It is essential that there is 'general conformity' between the RSS and the LDF, to ensure that the two strands of the development plan are mutually supportive. In practice this would prevent deviating from the prescribed housing figures which could only be substantially challenged with a review of RSS (or any successor plan). It should also be noted that the housing figure included in RSS is effectively a policy of restraint as it is lower than both the 2004 and 2006 household projections for the authority area.

### Employment

13. The Employment Land Review (2009) indicated that the total number of jobs in York in 2006 was 90,418 and that this would increase to 116,018 total jobs by 2029. This means that York will have a total job growth between 2006 – 2029 of 25,600. The projection of the annual job growth to 2029 was forecast as 1,113. This figure was substantially lower than that included in adopted RSS. In the case of employment land, however, RSS allows for the use of local employment studies to modify its projections. Table 1 below translates the forecast levels of employment growth identified in the Employment Land Review into floorspace and a land requirement for key employment sectors.

**Table 1 : Jobs Change, Employment and Estimated Land Requirements**

Use Class	Jobs Change (2006-2029)	Land Requirement (ha)
Offices (B1 (a))	+9,881	+15.10
Research and Development (B1 (b))	+306	+1.21
Light Industry (B1(c)) General Industry (B2)	- 886	0
Storage and Distribution (B8)	+2,450	+33.29
Total	+11,751	+49.6

<sup>1</sup> The Council must produce a plan that runs until at least 2030 to meet the requirement of government guidance on setting permanent Green Belt boundaries (a key role of the LDF).



It is important that the spatial strategy proactively plans for the location of these jobs taking full account of both market and sustainability considerations.

#### Sustainable Communities

14. It should be noted that the spatial strategy isn't about simply planning for additional homes or jobs, but about creating sustainable communities. These are places where people want to live and work, that are safe and inclusive, well planned and built, and offer equality of opportunity and good services for all. To achieve this it is essential that we get the right development, in the right place, at the right time.

#### **Options**

15. Members have two options relating to the proposed spatial strategy set out below.

**Option 1:** To approve the approach outlined in this report for inclusion in the Core Strategy Preferred Options consultation document.

**Option 2:** To seek amendments to the approach outlined in the report prior to inclusion in the Core Strategy Preferred Options consultation document.

#### **Analysis of Options**

16. As highlighted the Spatial Strategy is an essential component of the LDF Core Strategy. It is necessary to ensure that the overall vision of the plan is delivered in a sustainable way responding to key planning issues. The strategy must be clearly defined, providing a proactive, positive approach to planning for the future. It must be deliverable through subsequent development plan documents for which it provides an overarching framework.
17. The proposed spatial strategy included within this document reflects national and regional guidance, York's Sustainable Community Strategy and locally produced evidence base, whilst responding to the city's future development needs. It should be noted, however, it has been produced for the purposes of public consultation the result of which will be reported in full to Members. Delaying its approval will delay the Core Strategy and there would be a significant risk that this would delay further stages of the LDF. This is due to the role of the Core Strategy in providing an overall planning policy framework for the Local Development Framework.
18. Following Preferred Options a Submission draft Core Strategy will be produced later in 2009, which subject to Member approval and following consultation, will be independently examined by the Planning Inspectorate whose recommendations will be binding on the authority. It is clearly important that the currently emerging plan will be able to stand up to this scrutiny. Government

guidance indicates that plans need to be 'justified', 'effective' and 'consistent with national policy'. The 'justified' requirement covers the need for a robust evidence base and consideration of reasonable alternatives (the guidance is clear that such alternatives must be realistic). The 'effective' requirement means that documents must be deliverable, flexible and able to be monitored. In addition, to these tests the plan must be in general conformity with the RSS; be the subject of a sustainability appraisal; have regard to the Sustainable Community Strategy; and be produced in compliance with the Statement of Community Involvement. Failure to meet any of these requirements is likely to lead to a plan being found 'unsound'. This would necessitate repeating earlier stages of plan preparation.

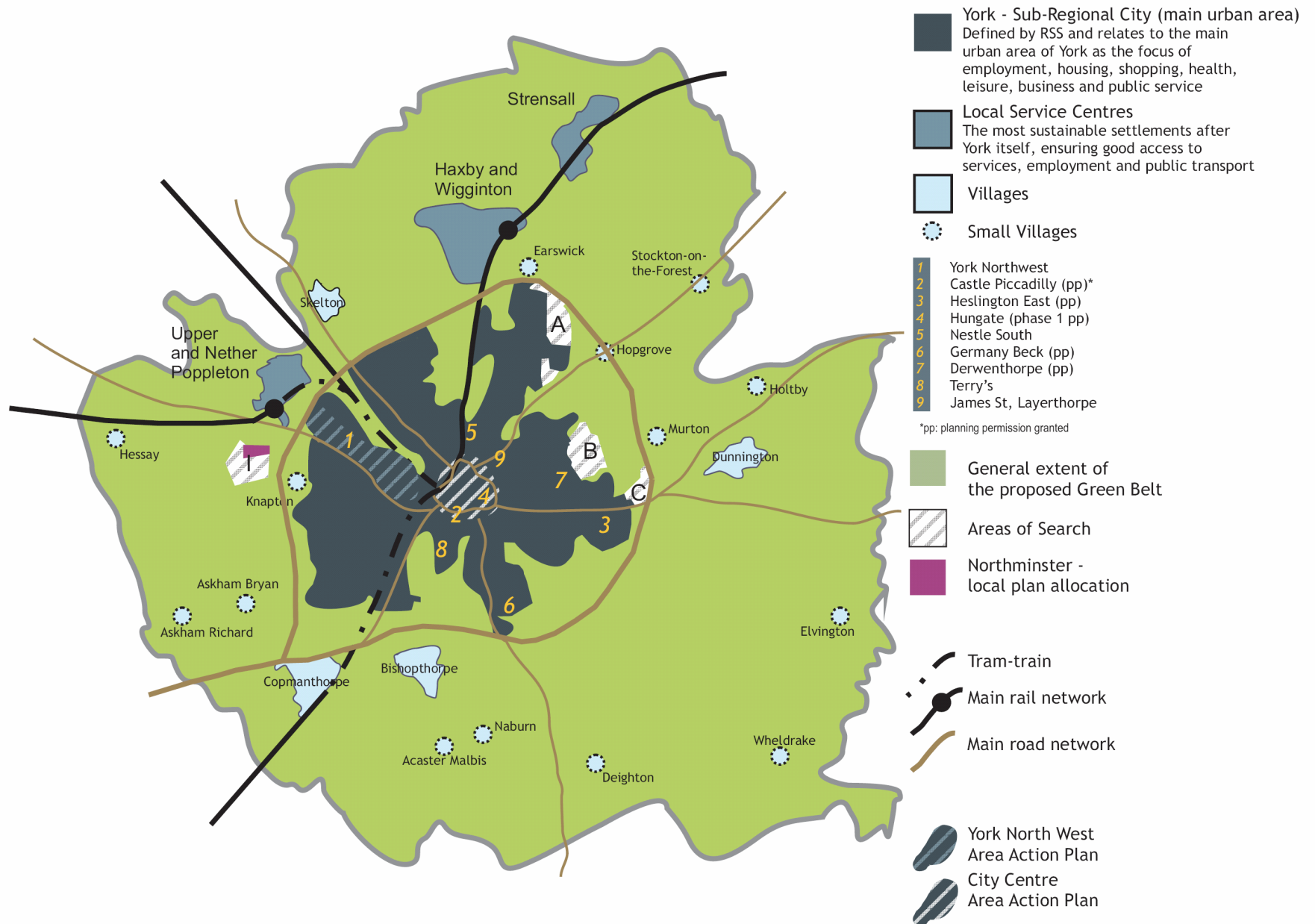
19. It should be noted that given the lack of an up to date, adopted development plan York is under considerable pressure to advance its LDF.

### **Proposed Spatial Strategy**

20. In line with national and regional planning guidance and following the consideration of the local derived evidence base an approach to directing the future location of development has been developed based on three sequential components (see Topic Paper 1 for further background information):
  - (i) firstly, prioritising development within York's main urban area;
  - (ii) secondly, brownfield or infill development within the most sustainable larger villages; and
  - (iii) thirdly, extensions to the main urban area.

Each of these components are considered in more detail below taking account of the findings of the Strategic Housing Land Availability Assessment, the Employment Land Review, and other evidence base work relating to constraints. The proposed approach is also shown spatially in figure 1.

Figure 1



(i) Development within the main urban area

21. In meeting the authority's future development needs the spatial strategy prioritises development within the main urban area of York (York is defined as a Sub Regional City in RSS) recognising this as offering the most sustainable location. This includes utilizing the opportunities provided by the following major development opportunities and sites (see in figure 1):

- |     |                   |
|-----|-------------------|
| (1) | York Northwest    |
| (2) | Castle Piccadilly |
| (3) | Heslington East   |
| (4) | Hungate           |
| (5) | Nestlé South      |
| (6) | Germany Beck      |
| (7) | Derwenthorpe      |
| (8) | Terry's           |
| (9) | Layorthorpe area  |

Central to this approach is the need to ensure that the considerable potential offered by the York Northwest area in meeting the City's economic, housing and retail needs is fully realised.

(ii) Development within Local Service Centres and Villages

22. Following the main urban area the larger villages and settlements are considered the next most sustainable locations for development. The villages and settlements around York have been the subject of a piece of work to consider their relative sustainability and place them in a settlement hierarchy (see Topic Paper 1 for details). Using this work it is considered that settlements defined as Local Service Centres and Villages should be prioritised when considering locations for development.

- **'Local Service Centres'**: Haxby and Wigginton; Strensall; and Upper and Nether Poppleton.

It is considered that these locations should have limited development, in proportion to their size, to support economic diversification and to meet the needs for both market and affordable housing. Haxby is also identified as a District Centre with a key role in delivering retail and other services.

- **'Villages'** : Bishopthorpe; Copmanthorpe; Skelton and Dunnington.

These locations are considered appropriate for small-scale redevelopment, infill or expansion which helps support the viability of some of the existing facilities or addresses local needs, such as for affordable housing. Other

settlements are defined as 'Small Villages' and will be restricted to redevelopment and infill only.

23. In addition, industrial and distribution employment uses located on freestanding sites in the open countryside or adjacent to villages, where there are existing employment uses and they are well served by sustainable modes of transport could potentially be considered appropriate to accommodate additional employment growth.

(iii) Extensions to the Main Urban Area

24. If sufficient land to meet York's future development needs cannot be found within the main urban area and the most sustainable villages, then consideration should be given to potential urban extensions. This is in conformity with the approach included with-in published RSS. In addition to reflect the locally derived LDF evidence base any expansion of the main urban area must be subject to the following:

- preserving the historic character and setting of York;
- the appropriate management of flood risk to ensure that new development is not subject to, or contributes to, inappropriate levels of flood risk from the Rivers Ouse, Foss and Derwent; and
- protection of areas with nature conservation value.

25. As detailed in Topic paper 1, this would lead to six potential areas of search where the main urban area could be extended. Each was considered in more detail from the point of view of the following factors:

- implications for the transport network;
- sustainability;
- landscape character;
- agricultural land classification;
- open space; and
- further flood risk considerations.

26. This led the areas of search to be prioritised in terms of their potential for future urban extensions in the following order:

- (A) Monk Cross
- (B) East of Metcalfe Lane
- (C) North of Hull Road
- (D) South of Moor Lane
- (E) West of Chapelfields
- (F) Northfields / Wheatlands

27. In general terms, however, opportunities to expand York's urban areas to the west (options D, E & F) are constrained by highway capacity issues. It would be necessary to overcome this problem before considering these options. If this was not possible and additional land was required over and above that identified in A, B and C, consideration would need to be given to the expansion of the Local Service Centres of Haxby & Wiggington and Strensall.
28. When considering the potential of urban extensions to provide additional development land the role of the Outer Ring Road needs to be considered. The A64 trunk road together with the A1237 effectively encircles York providing a physical barrier between land adjacent to the built up edge of York and that which forms part of the wider Green Belt. Only land within the Ring Road is considered suitable for an urban extensions. Land outside the ring road, being physically separate from York, was not felt to offer the same linkages/character, and would not therefore benefit from similar sustainability benefits. In addition a key characteristic of York is the relative compactness of its main urban area. Restricting development to within the outer ring road will ensure that this is maintained.
29. As indicated above, the expansion of the main urban area would only be considered suitable should it not be possible to find sufficient land for future employment and housing needs within the existing built up areas. The Employment Land Review (ELR) and Strategic Housing Land Availability Assessment (SHLAA) reported to previous LDF Working Groups provide up to date information on the current supply of development land.
30. The ELR review indicates that the City's future needs for employment land could be met within the main urban area, and other identified sites. This included both the existing allocation and safeguarded land at Northminster Business Park for general industrial and storage and distribution (Location 'I' in figure 1). If Members wished to continue with these allocations it shouldn't be necessary to identify further land for employment. The ELR however also highlights land to the North of Hull Road, currently within the draft Green Belt as a good location for industry, storage and distribution. The land shown as urban extension 'C' on figure 1 isn't the exact location of the land considered in the ELR, but in broad terms would offer the same economic benefits whilst also reflecting local environmental constraints. This land performed considerably better than the existing safeguarded land around Northminster in the ELR assessment and could provide up to 30 hectares of land. It would be beneficial to leave these options open for the purpose of consultation and further detailed technical analysis. This would include the consideration of transport and landscape issues.
31. In terms of housing, the SHLAA incorporates a range of sites within the main urban area and most sustainable villages. These will provide sufficient land to meet York's housing need up to at least 2021/2022, but there will be an overall shortfall of 6,606 dwellings up to 2030. Sites included within the SHLAA that are

currently part of the draft Green Belt will be assessed through the application of this Spatial Strategy once approved. In the past York's housing supply has included a high number of windfalls (housing delivered on sites not identified in any development plan). Government guidance makes it clear that local authorities, in planning for housing land, should not plan for a set level of windfalls, except in the most exceptional of circumstances. Whilst acknowledging that Strategic Housing Land Availability Assessment (SHLAA) should identify most available sites for the short and medium term, clearly given the timescale of the LDF (to 2030), it would be reasonable to make an allowance for windfalls towards the latter end of the plan. Based on previous rates it is estimated that this source could provide around 2175 homes between 2025/26 and 2030. This leaves an overall requirement to provide sufficient land to accommodate 4431 homes. Using the same housing mix, density and allowance for infrastructure and open space used in the SHLAA this would equate to approximately 135 hectares of land.

32. A key element of the LDF is its role in maintaining community cohesion and helping the development of strong, supportive and durable communities. To do this York's LDF will promote the creation of sustainable neighbourhoods. Many of the City's existing neighbourhoods already provide attractive living environments with good access to local facilities and open space. It is important that this is maintained through the LDF and where there are gaps in provision these issues are addressed. In addition when considering potential urban extensions it is important to provide sufficient land to ensure a high quality environment that will foster the creation of new sustainable communities. The approach taken in the SHLAA to housing mix, density and allowance for infrastructure and open space factors in these considerations.
33. Taking account of the ring road as an absolute limit for urban extensions land at Monks Cross (location A) and East Metcalfe Lane (location B) could provide up to 210 hectares of land. This represents approximately 1.1% of the land currently within York's draft Green Belt and 8% of the draft Green Belt land currently included within the outer ring road. The figure of 210 hectares is clearly substantially more than the currently identified need of 134 hectares. It is important however that sufficient land is excluded from the Green Belt to meet York's future development needs building in flexibility. This need has been highlighted by the Government Office during previous stages of consultation and is part of national guidance. Without it the plan is unlikely to be found 'sound' following a public inquiry. Flexibility is essentially to allow for the following:
  - potential increases in the number of houses allocated to the City of York though the Regional Spatial Strategy or its successor document the Integrated Regional Strategy;
  - lower rates of delivery on key sites; and
  - lack of certainty about the future deliverability of windfalls.

34. The potential effect of each of these in terms of the amount of land required for housing is shown in table 2 below. It should be noted that these factors aren't mutually exclusive. Again the approach taken in the SHLAA to housing mix, density and allowance for infrastructure and open space is used. The scenarios illustrate the relative sensitivity surrounding the need for housing land identified.

**Table 2: Flexibility Scenarios**

	<b>Increase in the amount of land needed for housing over and above the 134 hectares currently identified.</b>
<b>RSS</b> – an increase of 9% from 2008. (This reflects one of the options under consideration as a part of the ongoing RSS review.)	51 hectares
The exclusion of <b>windfalls</b> from the housing figures after 15 years. (This would be dependent on the advice of GoYH)	64.2 hectares
A lower rates of delivery on <b>key sites</b> of 10%.	18 hectares

35. Despite the fact that windfalls are only included in the figures at the end of the plan period they are still likely to continue to come forward. If this proves to be the case, windfall sites will keep 'pushing back' the planned supply of housing land. It is anticipated that potential urban extensions will not be required until 2021/22 at the earliest. If a significant amount of land came forward in the main urban area in the form of windfalls before 2021/22 this would have the effect of delaying the need for this land. It should be noted that the urban extensions will only be brought forward if required through a review of the relevant planning document. This would be subject to public consultation and approval by Members.

### **Next Steps**

36. If the proposed strategy in this paper is approved by Members it will form a key component of the LDF Core Strategy – Preferred Options document. This will be reported to Member's in full and subject to their recommendations and approval will be issued for public consultation in late spring.

### **Corporate Priorities**

37. The option outlined above accords with the following Corporate Strategy Priorities:



- Increase the use of public and other environmentally friendly modes of transport
- Improve the actual & perceived condition and appearance of city's streets, housing estates & publicly accessible spaces
- Improve the quality and availability of decent, affordable homes in the city

### **Implications**

38. 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**

39. There are no identified risks in this proposal

### **Recommendations**

40. That Members recommend the Executive to:

(i) approve, subject to the recommendations of this Working Group, the proposed spatial strategy detailed in this report for inclusion in the LDF Core Strategy for the purpose of public consultation.

Reason: So that the Local Development Framework Core Strategy can be progressed to its next stage of development.

### **Contact Details**

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Damon Copperthwaite  
Assistant Director of City Strategy  
Tel: 551448

**Report  
Approved**



**Date** 26<sup>th</sup> March  
2009

**Specialist Implications Officer(s)**

N/A

**Wards Affected:** *List wards or tick box to indicate all*

**All** ☒

**For further information please contact the author of the report**

**Background Papers:**

None

**Annex A: Topic Paper 1: 'Approach to the Spatial Strategy'**



# Topic Paper

City of York

# LDF

Local  
Development  
Framework

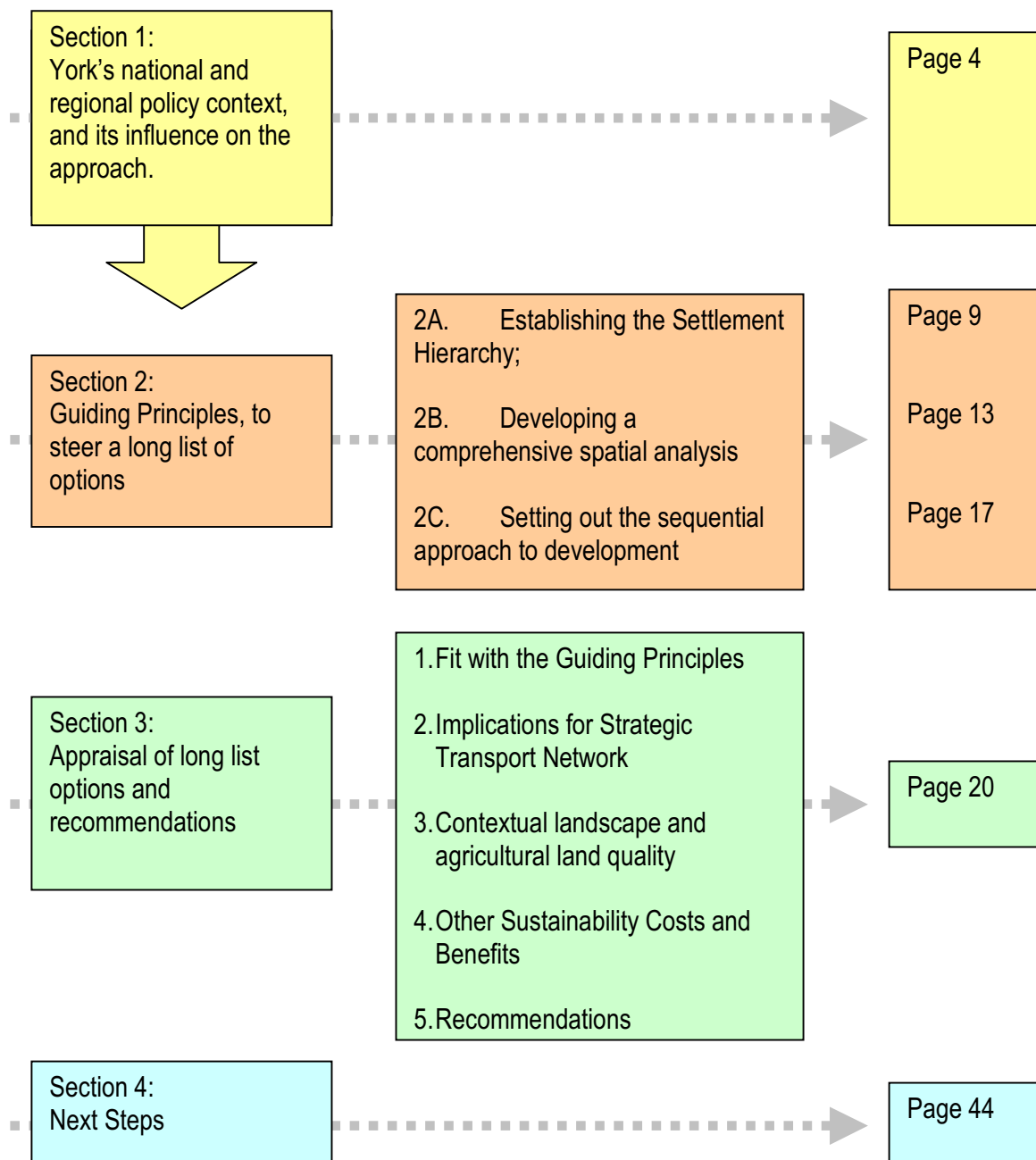
Preferred Options  
Topic Paper 1  
Approach to the  
Spatial Strategy

March 2009

## Introduction

The purpose of this background paper is to support the approach to the spatial strategy taken in the LDF Core Strategy at Preferred Options stage. As a strategic document, it does not consider the scale of development or the mix of uses, which are matters for the Core Strategy and Allocations DPD. It sets out the context to the emerging spatial strategy, explaining the approach to developing a long list of options, and why the preferred approach was felt to be the most appropriate for York. It also provides more detail about the locations for development which are considered key to the delivery of the spatial strategy. Any future proposals for urban extensions would require a more detailed study of constraints in consultation with the local community and other interested parties.

This document should be read in conjunction with the Preferred Options Core Strategy and accompanying Sustainability Appraisal.



## **Figures**

Fig 1.1:	York's sub-area
Fig 1.2:	The extent of York and its villages
Fig 2.1:	Village sustainability Matrix
Fig 2.2:	Sustainable Settlement Hierarchy
Fig 2.3:	Green Belt Character Areas
Fig 2.4:	Green Infrastructure and Nature Conservation sites
Fig 2.5:	Flood Risk zones 3a and 3b
Fig 2.6:	All Constraints
Fig 3.1:	Potential Areas of Search

## **Appendices**

Appendix A:	Policy extracts from the Yorkshire and Humber Plan (RSS, 2008)
Appendix B:	York's Settlement Hierarchy
Appendix C:	Sensitivity Testing
Appendix D:	Village Profiles
Appendix E:	SA commentary on Core Strategy Issues and Options
Appendix F:	Bibliography

## **Section 1: National, Regional and Local policy context**

### **Introduction**

1.1 This first section considers the main national and regional policy influences on York's approach, to understand which key principles should underpin York's spatial strategy.

### **National Policy Context**

1.2 National Planning Policy Statements, together with the Regional Spatial Strategy for Yorkshire and the Humber (Yorkshire and Humber Plan, RSS to 2026), provide the context to guide the consideration of options for future growth. While all planning policy statements provide guidance on development and land use, the most relevant to the spatial strategy are highlighted below.

**PPS1: Delivering Sustainable Development** is the Government's key planning policy statement setting sustainable development as the core principle underpinning planning. The emphasis is on the need to: concentrate development in highly accessible locations; reduce the need to travel, especially by car; promote regeneration; ensure good inclusive design; higher densities; mixed use developments; support sustainable economic growth; tackle social exclusion; ensure healthy safe environments and protect and enhance natural and cultural assets.

**PPG2: Green Belts** confirms their protection as far as can be seen ahead, and advises on defining boundaries and on safeguarding land for longer-term development needs; and maintains the presumption against inappropriate development within Green Belts and refines the categories of appropriate development, including making provision for the future of major existing developed sites and revising policy on the re-use of buildings. It highlights the consequences for sustainable development (for example in terms of the effects on car travel) of channelling development towards urban areas inside the inner Green Belt boundary.

**PPS3: Housing** provides a national planning policy framework for delivering the Government's housing objectives. The Government's key housing policy goal is to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live. At the strategic level this means creating sustainable, inclusive, mixed communities in all areas, both urban and rural.

The main objective of **PPS6: Planning for Town Centres** is to promote the vitality and viability of town centres by planning positively for their future growth, development and change. It applies to a variety of town centre uses such as shopping, leisure and entertainment facilities, offices, arts, culture and tourism. The emphasis is very much one of promoting and enhancing existing centres.

**PPS7: Sustainable Development in Rural Areas** provides the policy context for planning for England's rural areas, including country towns and villages and the wider, largely undeveloped countryside up to the fringes of larger urban areas. The main messages relating to the development of a spatial strategy are to support sustainable communities in rural areas and,

where appropriate, to revitalise country towns and villages and for strong, diverse economic activity, whilst maintaining local character and a high quality environment.

**PPG13: Transport**, guides Local Authorities to actively manage the pattern of urban growth to make the fullest use of public transport, and focus major generators of travel demand in city, town and district centres and near to major public transport interchanges, and; in rural areas, to locate most development for housing, jobs, shopping, leisure and services in local service centres which are designated in the development plan to act as focal points for housing, transport and other services, and encourage better transport provision in the countryside.

Our heritage assets are to be valued and protected for their own sake, as a central part of our cultural heritage and our sense of identity – the emphasis at a strategic planning level will generally need to be on controlled and positive management of change. **PPG15: Planning and the Historic Environment** acknowledges that while choices sometimes have to be made, conservation and sustainable economic growth are complementary objectives and should not generally be seen as in opposition to one another.

A key aim of **PPS25: Development and Flood Risk** is to ensure that flood risk is taken into account at all stages in the planning process to avoid inappropriate development in areas at risk of flooding, and to direct development away from areas at highest risk. At the strategic level this means only permitting development in areas of flood risk when there are no reasonably available sites in areas of lower flood risk and benefits of the development outweigh the risks from flooding;

1.3 The national approach to building and maintaining sustainable communities is set out by the Government's national action plan 'The Sustainable Communities Plan' (CLG, Feb 2003) and furthered by the Regional release 'Sustainable Communities: Building for the Future – The Yorkshire and Humber'. These documents focus on providing guidance to develop and maintain successful, thriving and inclusive communities where people want to live. The Department of Communities and Local Government's definition of a Sustainable Community is as follows:

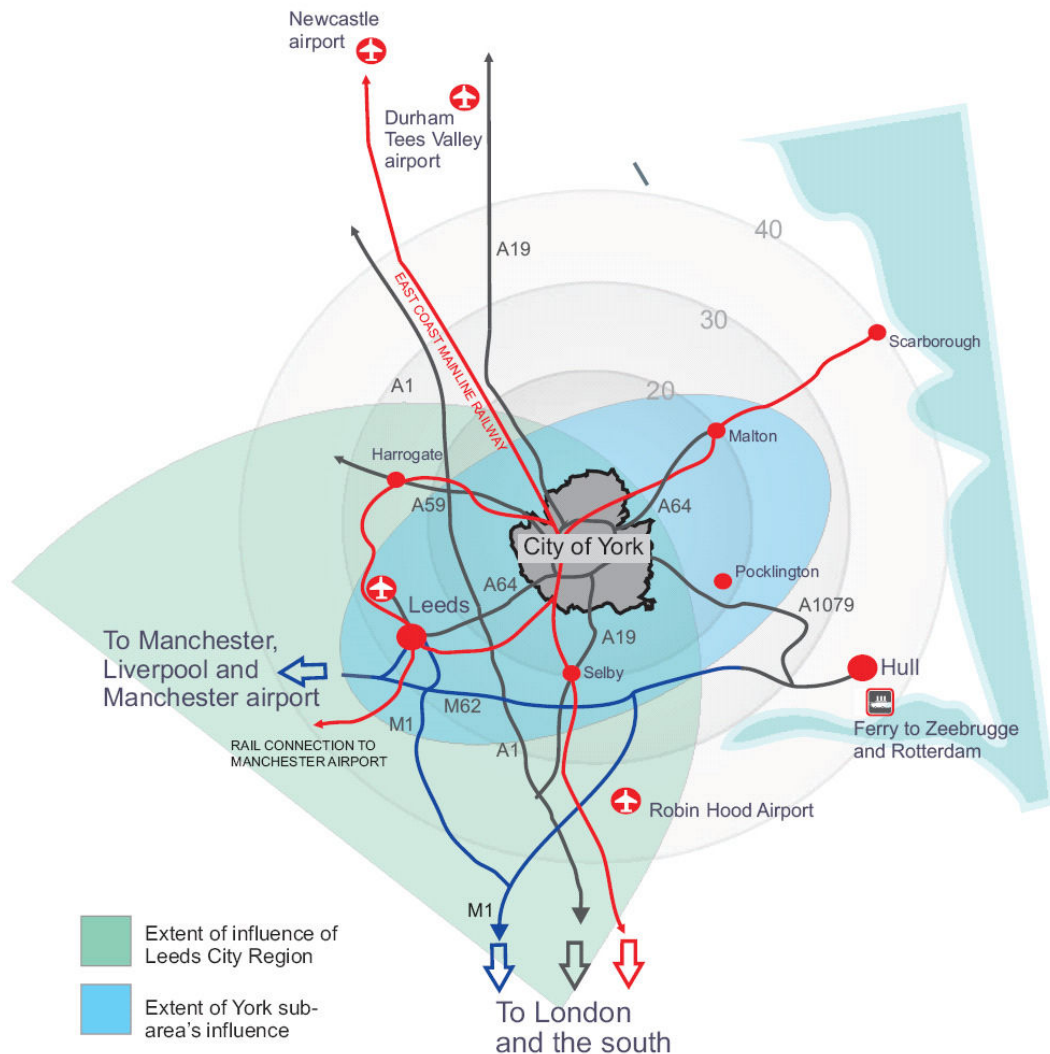
*"Sustainable communities are places where people want to live and work, now and in the future. They meet the diverse needs of existing and future residents, are sensitive to their environment, and contribute to a high quality of life. They are safe and inclusive, well planned, built and run, and offer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

## Regional policy context

1.4 York's role in the wider region is established through the Regional Spatial Strategy (RSS, 2008), which identifies York as a sub-regional city, one of 11 such settlements in the region acting as the prime focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities.<sup>1</sup> The RSS also reflects wider national priorities, and is itself guided by national planning policy statements.

<sup>1</sup> Extracts from the Yorkshire and Humber Plan (Regional Spatial Strategy, May 2008) are set out in Appendix A

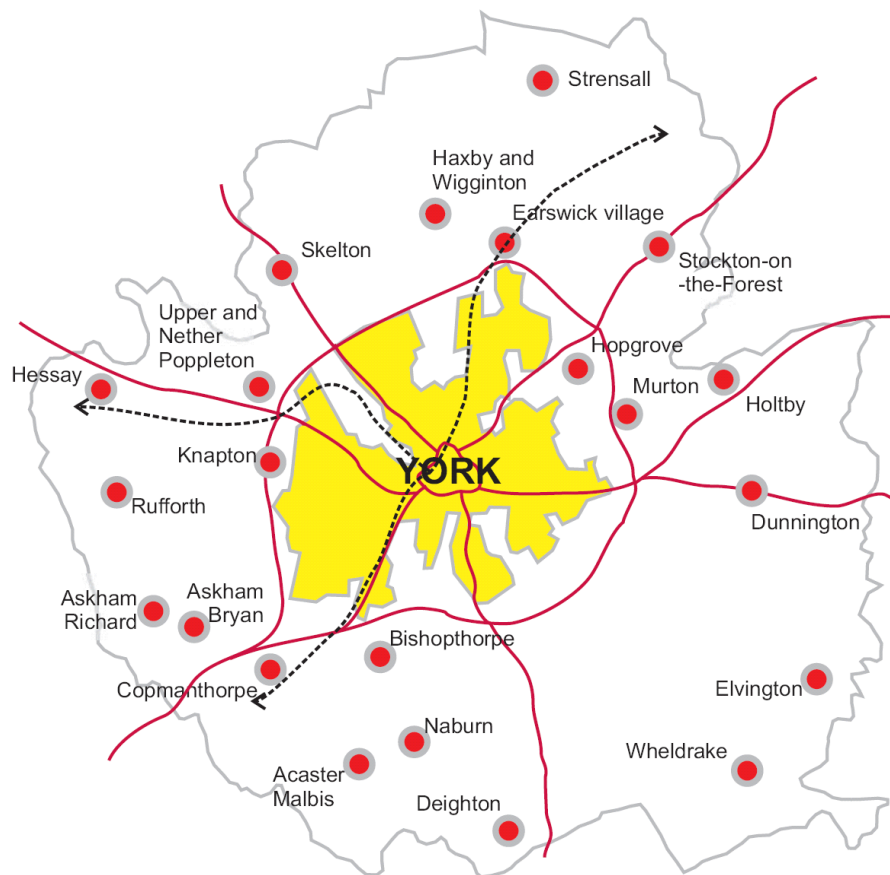
Fig 1.1: York sub-area context diagram



1.5 RSS Policy YH2 encourages patterns of development which help reduce greenhouse gas emissions by concentrating population, development and activity in cities and towns, reducing traffic growth through appropriate location of development and encouraging redevelopment of previously developed land. For York's area, Policy Y1(E) focuses most development on the sub-regional City of York, and advises using a managed approach to development elsewhere, to focus on meeting local housing needs and appropriate economic diversification. This means that the majority of development in the authority area should be directed to the City of York itself, with the remainder being dispersed across a number of local service centres (towns and villages that provide services and facilities that serve the needs of, and are accessible to, people living in the surrounding rural areas) and smaller villages. RSS refers to the Local Service Centres identified by the Regional Settlement Strategy (2004) as a starting point but stipulates (in policies YH4, 5 and 6) that it is for the LDF to establish a settlement hierarchy and understand the role of each place within its area. It is therefore for the local authority to determine the approach for deciding in which tier a settlement is placed. York's approach is explained further in section 2A of this paper.



Fig 1.2: The extent of York's area and its villages



1.6 Regional Policy YH9 notes the valuable role Green Belts play in supporting urban renaissance, transformation and concentration, as well as conserving countryside. The detailed inner boundaries of the Green Belt around York should be defined in order to establish long term development limits that safeguard the special character and setting of the historic city, taking account of the levels of growth set out in RSS, and enduring beyond 2026.

## Local Context

1.7 National Guidance highlights the role of the LDF in delivering the spatial or land use elements of an area's Sustainable Community Strategy (SCS). The SCS for York includes the seven strategic ambitions outlined below. The LDF will implement the spatial or physical elements of the SCS and because of this it is of key importance that these ambitions are reflected in the Spatial Strategy.

### The Sustainable Community Strategy - strategic ambitions:

- we will use York's distinctiveness as a way to improve the city further by enhancing its physical and cultural qualities as a basis for community and economic development;
- we will keep York's employment levels high and economy buoyant by supporting local employers, developing a diverse economy and balanced employment structure;
- we will maintain community cohesion and develop strong, supportive and durable communities;

- we will endeavor to balance physical growth and environmental sustainability with responsible choices in respect of climatic and environmental challenges;
- we will assert our role as an important regional city;
- we will use York's brand and position to promote the city within the global network; and
- we will encourage partnerships within the city and beyond that benefit everyone and achieve mutual advantage.

- 1.10 The key policy principles for considering future development in York are therefore<sup>2</sup>:
- To develop and maintain successful, thriving and inclusive communities where people want to live and work, now and in the future;
  - To focus the majority of growth in York's main urban area;
  - To allow small scale growth within or adjacent to sustainable settlements in order to support the most accessible and vibrant settlements;
  - To prioritise brownfield sites, allowing Greenfield development only where development on alternative suitable brownfield sites is unviable or undeliverable. This will also help to establish a permanent Green Belt boundary in York

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<sup>2</sup> The proportions of growth shown in the Core Strategy Preferred Options document are to guide consultation moving toward 'submission'. Final apportionment will be informed by further work to identify the potential from areas of search and specific sites, through both the Strategic Housing Land Availability Assessment and Allocations DPD.

## **Section 2: Guiding Principles**

### **Introduction**

2.1 In response to the policy context above, and in light of consultation at Issues and Options stage, a series of principles were developed to help steer potential future development options. The following guiding principles will underpin the approach to accommodating York's future growth through directing the location of new housing, employment and retail. They will also provide the basis of the approach to the allocation of sites in all other LDF documents.

These guiding principles are:

- The Sustainable Settlement Hierarchy
- Areas of Constraint
- The Sequential Approach to Development

### **2A: The Sustainable Settlement Hierarchy**

2.2 Away from larger urban areas, planning authorities should focus most new development in or near to local service centres where employment, housing (including affordable housing), services and other facilities can be provided close together. This should help to ensure these facilities are well served by public transport and provide improved opportunities for access by walking and cycling.

2.3 A settlement hierarchy ranks settlements according to their size and range of services and facilities; their possible capacity for growth; and the policy towards the function of the settlement. City of York's Local Development Framework (LDF) will identify a settlement hierarchy for the City and set out how the settlements that surround York are ranked, to help establish which could support growth.

2.4 The settlement hierarchy is a chance to direct and manage change by making planning policy more proactive. By identifying settlements and their position in the hierarchy we can take advantage of the potential to promote change through planning to strengthen settlements' roles and functions. This is particularly important for us since a significant proportion of the population live in the settlements outlying York, where a loss of services or facilities can have a particularly acute impact on quality of life.

2.5 To determine which settlements offer the most sustainable options for growth, we have compared their characteristics with those of an 'ideal neighbourhood', based on the RSS Sustainable Settlement Strategy and work produced by the Housing Corporation and English Partnerships which supports the Urban Task Force's 'Towards an Urban Renaissance' report<sup>3</sup>. Through the consideration of this work and other studies we have identified the following 5 features as capturing the common elements that would make up a 'sustainable neighbourhood':

- a well connected neighbourhood, linking people to jobs, healthcare and other services
- a neighbourhood with a thriving mix of uses and a clear and identifiable centre
- an attractive and safe neighbourhood
- a balanced neighbourhood; diverse, and offering facilities throughout a person's lifetime; and
- a neighbourhood that respects and capitalises on the environment.

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<sup>3</sup> 'Towards an Urban Renaissance', Urban Task Force, 1999

2.6 A detailed assessment of all services and facilities contained in each settlement was undertaken in April 2007, and is presented alongside the key components<sup>4</sup> which together make a 'model' sustainable community in Fig 2.1. This compares the types of facility, and the population needed to support a facility, with an ideal community of between 4,000-6,000 people. Some facilities, such as a leisure centre, may serve more than one settlement. Fig 2.2 then expresses the settlement hierarchy diagrammatically. Appendix B sets out the background to scoring facilities within each settlement, and Appendix C further provides an outline of the stages of sensitivity testing undertaken in support of the preferred approach.

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<sup>4</sup> Facilities were determined from a review of the Yorkshire and Humber RSS Settlement Strategy and through internal officer workshops.

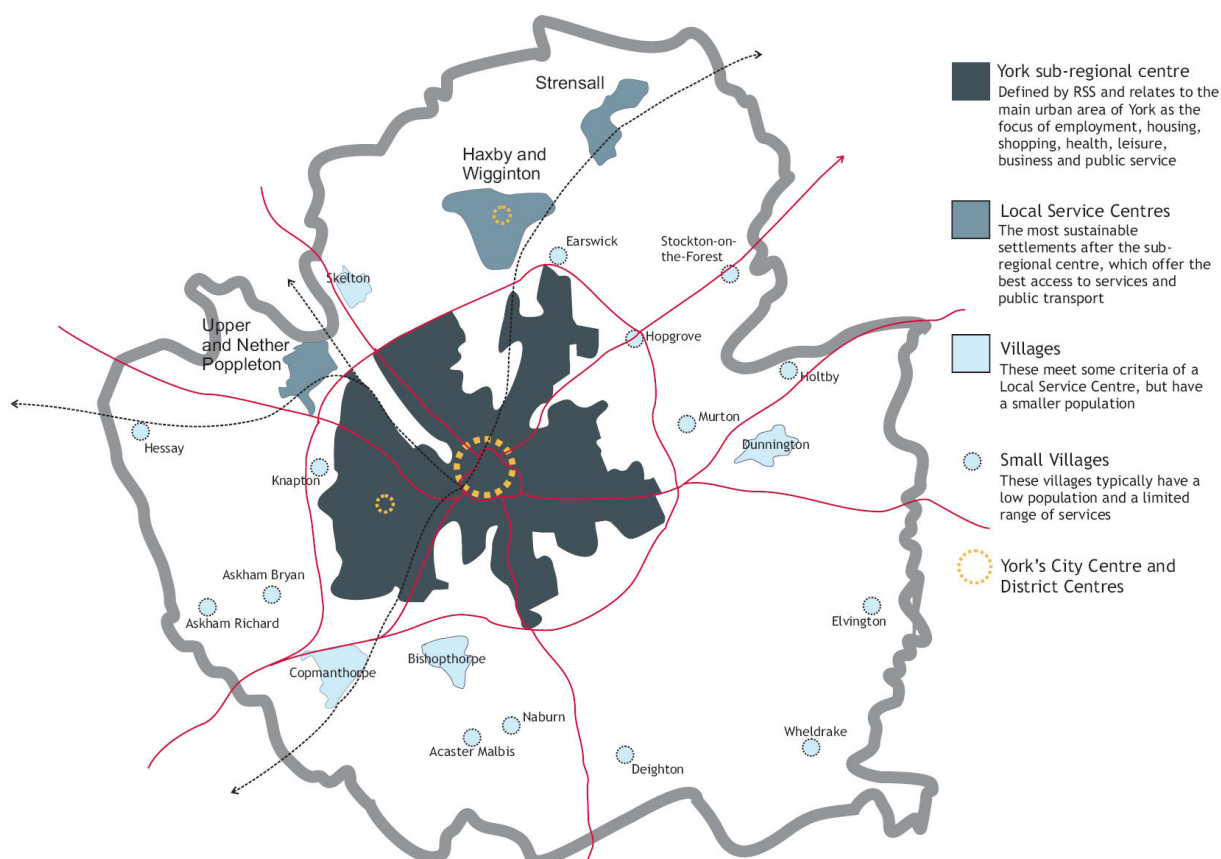
Figure 2.1: Village Sustainability Matrix - further context on the role of York's villages is set out in Appendix D of this report.

	Post Office, Doctors Surgery, Primary school, foodstore and library		Scale of retail provision		Range of employment floorspace (within 800 metres)		Access to open space										
Local Service Centres																	
							Local Park within 15 mins walk	City Park within 20 mins	Amenity Greenspace within 5 mins walk	Provision for children within 10 mins walk	Provision for teenagers within 15 mins walk	Allotments within 15 mins walk	Nat/semi-nat space within 15 mins walk	Outdoor sports: 15 mins walk to local pitches/20 min drive to synthetic pitches			
Haxby/Wigginton	y - 1xpost office, 3xdentists plus Health Centre. 3xprimary schools, 1x library	4	Designated district centre access to a number of independent and high- street retailers including supermarket	2	Small industrial site to north west of settlement (approx 0.7ha). Some office uses around district centre	1	n	n	part (NE undersu pplied)	part (wiggint on)	n	part (Wigginto n undersup plied)	part (NE under supplied)	y - 4 carpet tennis courts. Wigginton playing fields. Ethel Ward playing fields - Two full size football pitches, Two fenced netball courts, A			3
Upper/Nether Poppleton	y - 1xpost office, 1xsurgery, 1xlibrary, 1xprimary school,	4	Mid scale grocery store and several local independent retailers	1	Northminster Business Park (4.9ha existing plus 54.8ha allocated/reserved land) and York Business Park (28.6ha)	2	n	n	y	part (Nether P unders applied )	n	y	y	y - Tennis courts. Millfield Lane playing fields. Poppleton Community Centre indoor badminton club. Tennis club. Bowls club.			3.5
Strensall/ Towthorpe	y - 1xpost office, 1xlibrary, 1xdoctors surgery, 1xprimary school,	4	3 mid-scale grocery stores (Tesco Metro, Londis + Costcutter)	2	n	0	n	n	y	n	n	part (S undersup plied)	y	y - 2 Football pitches plus one astroturf pitch. 3 tennis courts.Strensall bowls and golf club			3
Villages																	
Dunnington	y - 1xpost office,1xmedical practice, 1xprimary school.1xlibrary.	4	Mid scale grocery store and several local independent retailers	1	Derwent Valley Industrial Estate 11.7ha	1	y	n	y	y	n	y	y	y - Wide range of pitches- cricket, football, hockey			4
Bishopthorpe	y - 1xpost office, 1xsurgery, 1xprimary school (split between junior and infants), 1xlibrary.	4	Mid scale grocery store and several local independent retailers	1	n	0	n	n	y	n	n	y	y	y - Football pitches. Bowling/tennis club. Cricket/football club			3
Copmanthorpe	y - 1xpost office, 1xprimary school, 2xmedical practices, 1xlibrary	4	Mid scale grocery store and several local independent retailers	1	n	0	n	n	y	y	n	part (N undersup plied)	part (sout h under suppl ied)	y - Football pitches, cricket pitches. Golf club. Copmanthorpe Rec (tennis, cricket, football badminton and bowls).			3.5
Skelton	y- 1xpost office, 1xsurgery, 1xprimary school, mobile library only (twice monthly)	3	Grocery store	1	Former Del Monte factory (2.9ha)	1	n	n	y	n	n	n	y	y - Football pitches available, although with limited built changing facilities. Golf club			2
Small Villages																	
Elvington	y - 1xpost office, 1xprimary school, 1xmedical practice, mobile library only (twice monthly)	3	Mid scale grocery store and several local independent retailers	1	Elvington Industrial Estate and Elvington airfield Industrial Estate (25.7ha combined)	2	n	n	y	n	n	n	n	y - Multi use flood lit pitches at Lower Derwent sports club- cricket, netball and football. Pavillion and pitches			2
Stockton on the Forest	y - 1xpost office, 1xprimary school, 1xmedical practice, mobile library only (twice monthly)	3	Mid scale grocery store and some local independent retailing	1	Bull commercial centre and industrial estate 0.9ha	0	n	n	part (S undersu pplied)	part (N unders applied )	n	n	n	y - Golf club			2
Wheldrake	y - 1xpost office, 1xmedical practice, 1xprimary school, mobile library only (twice monthly)	3	Mid scale grocery store and several local independent retailers	1	Millfield Industrial Estate (5.3ha including allocation)	1	n	n	n	y	n	n	n	y - 3 all weather tennis courts. Wheldrake recreation ground.Sports and social club: bowls,			2

Population (2001 census)		Public Transport Carbon Footprint		Car fuel carbon footprint		Bus accessibility (access to frequent - 15min - bus route)		Other existing or potential public transport link to York City Centre		Overall score
12,468	1	medium - some concentrations of medium-high	0	medium-high	0	y (route 1 every 10 mins daytime/30mins evening. Route 12 to Haxby runs every 30 minutes daytime/hourly in the evening)	4	Potential for rail link in LTP2. Connected by main cycle network.	2	17
4038	1	medium	0	medium - some concentrations of medium-high	0	n (routes 10 and 10A every 30 mins/hourly in evening. Route 20 runs hourly daytime only). Rail connection available, although current service is intermittent	2	Rail connection - currently intermittent service, but has potential to be improved through Tram-Train initiative within LDF timeframe	2	15.5
5782	1	medium - some concentrations of medium-high	0	medium-high - some concentration of low on southern side of Strensall	0	y (route 5 every 15 mins/30 mins evening)	4			14
3194	0	medium-low	-1	medium	0	n (routes 10 and 10A run every 30 mins/hourly in the evening. Route 744 runs at an infrequent service	2	Connected by main cycle network	1	12
3224	0	medium	0	medium - some concentrations of high	0	n (route 11 every 30 mins/hourly in the evening)	2	Connected by main cycle network	1	11
4262	1	medium-low	-1	high	-1	n (route 13 every 30 mins - no evening service. Other routes 21, 840, 843 and 845 run infrequently)	-1	Potential for tram train terminus within LDF timeframe.	2	10.5
1642	0	medium - some concentrations of medium-low	0	medium-high	0	n (routes 22 and 30 run every 60 mins, with intermittent evening service. Also routes 29, 29A, 31X and 58 run as infrequent services	1	Connected by main cycle network	1	9
1212	0	medium - some concentrations of medium-high	0	High	-1	Infrequent service - routes 95, 195 and 196 run less than 2 hourly during the day. Route 18A runs Sunday daytime only	0		0	7
1259	0	medium	0	high	-1	y (Coastliner service every 30 mins daytime and evening)	2		0	7
1780	0	medium - some concentrations of medium-high	0	medium-high	0	Route 18 runs infrequently with no evening service. Route 18A runs Sunday daytime only	0		0	7



Fig 2.2: Sustainable Settlement Hierarchy



## 2B: Areas of Constraint

2.7 This section considers the strategic environmental considerations that could influence the location of new growth. GIS information was compiled and mapped to understand how York's future development might be influenced by current spatial constraints. The aim is to shape a strategy for the city which offers positive opportunities to access York's natural and built up facilities without undermining their function in the longer term. This included gathering information on:

- York's regional context, and existing built up area of the city and its surrounding settlements
- Areas important in retaining York's Historic Character and Setting
- The river network and Flood Risk
- Nature Conservation sites and Green Infrastructure corridors
- Influence of the Outer Ring Road

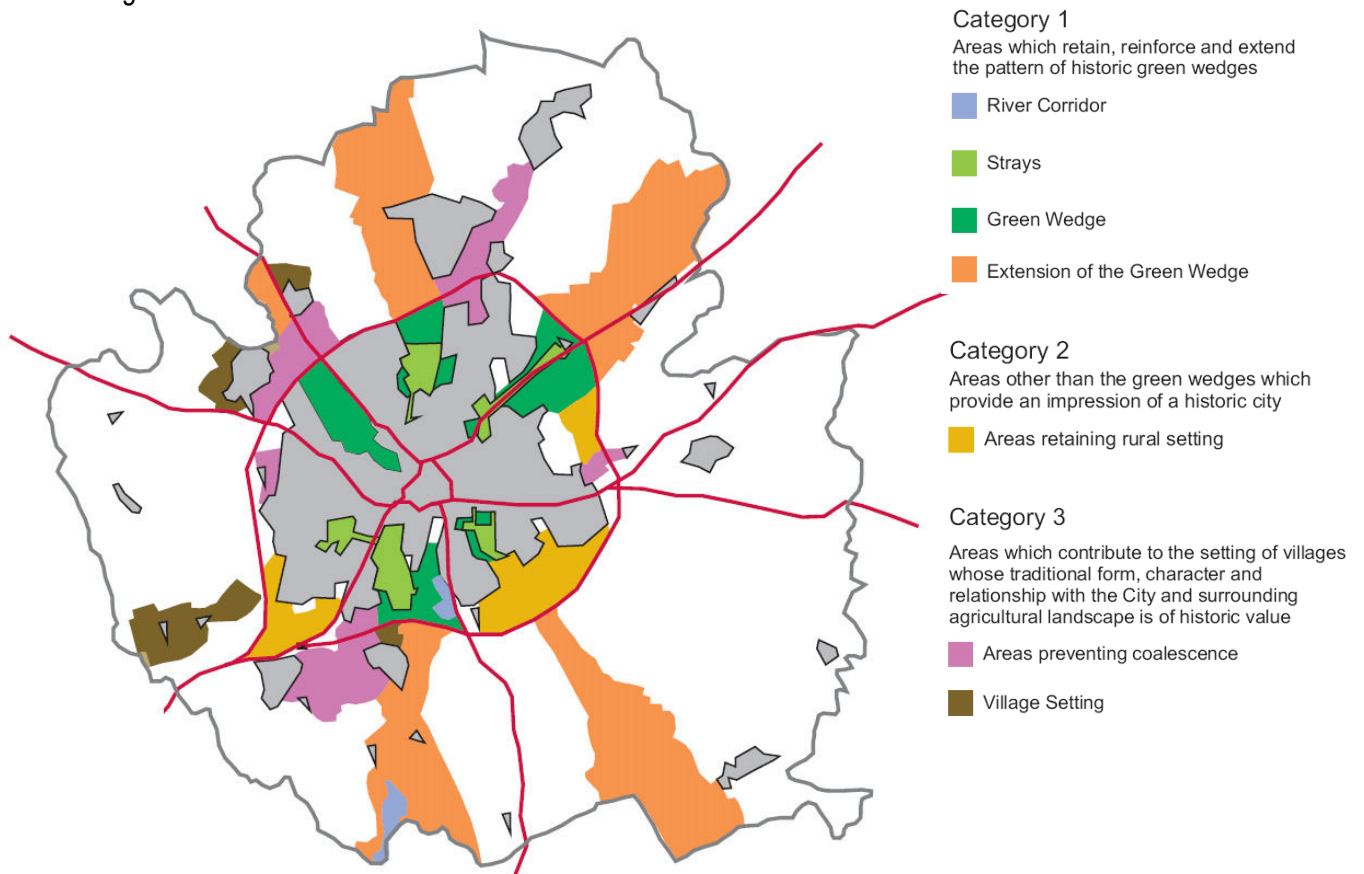
2.8 At this stage, the high level constraints have been chosen and applied as absolutes, ie development will be precluded completely in areas of constraint. This is to help understand the impact of broad constraints at the highest and most strategic level, and without consideration of the future use of the site. The Core Strategy will not allocate sites – this will be determined through the Allocations DPD, and may result in site being further tested against additional constraints related to their proposed end use.

### **Historic Character and Setting** (The Approach to the Green Belt Appraisal, 2003)

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

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

*Fig 2.3: York's Green Belt Character Areas*



### **Nature Conservation** (Biodiversity Audit end 2008/Regional Green Corridors – Natural England)

2.10 The Council has a duty to protect and enhance both the natural environment of York and its open space. The proposed approach to the “green” environment through the LDF centres on the concept of Green Infrastructure which encompasses all “green” assets in York. Green Infrastructure comprises multifunctional spaces including parks, gardens, woodland, waterways, green corridors, street trees, nature reserves and open countryside. Well designed,



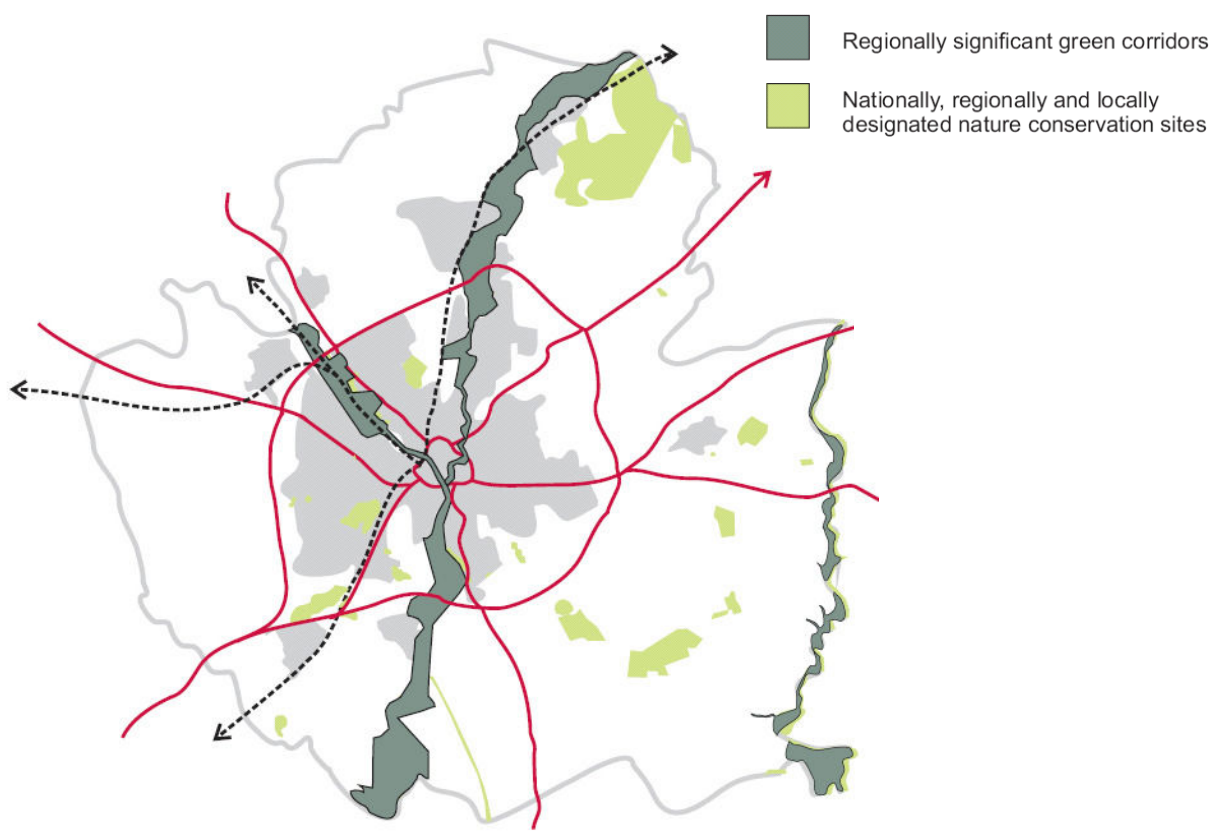
managed and integrated green infrastructure can deliver a range of benefits, often in combination, these could include:

- opportunities for sport and recreation;
- improvement in environmental quality e.g. better air and water quality;
- improved access to the local environment promoting health and well-being;
- mitigation of climate change;
- contribution to sustainable drainage and flood mitigation;
- enhanced environmental backdrop that will assist in attracting business and inward investment;
- maintenance and enhancement of biodiversity; and
- help in the establishment of local identity or sense of place.

2.11 The vision for York anticipates that the LDF will protect and improve the countryside and the diversity of wildlife and habitats in the York area, including international, national, and locally recognised areas of nature conservation value. All nature conservation sites, including Sites of Special Scientific Interest (SSSIs) and Sites of Importance for Nature Conservation (SINCs) are indicated on the key diagram as areas of constraint.

2.12 Government guidance (PPG17) promotes the concept of protecting and creating links and networks of habitats and open spaces both on a strategic and local level. These 'Green Corridors' are important both in terms of providing routes or stepping stones for the migration and dispersal of species, and also for the people to move around the City. Existing green assets have been mapped and a network of green corridors has been drawn. These corridors have been identified as being significant on a regional, district and local level, and all will be protected through LDF policy. The regionally significant corridors, namely the Rivers Ouse, Foss and Derwent corridors, are shown on the key diagram and are identified as being significant at this level as they cross over into adjacent authorities in our region.

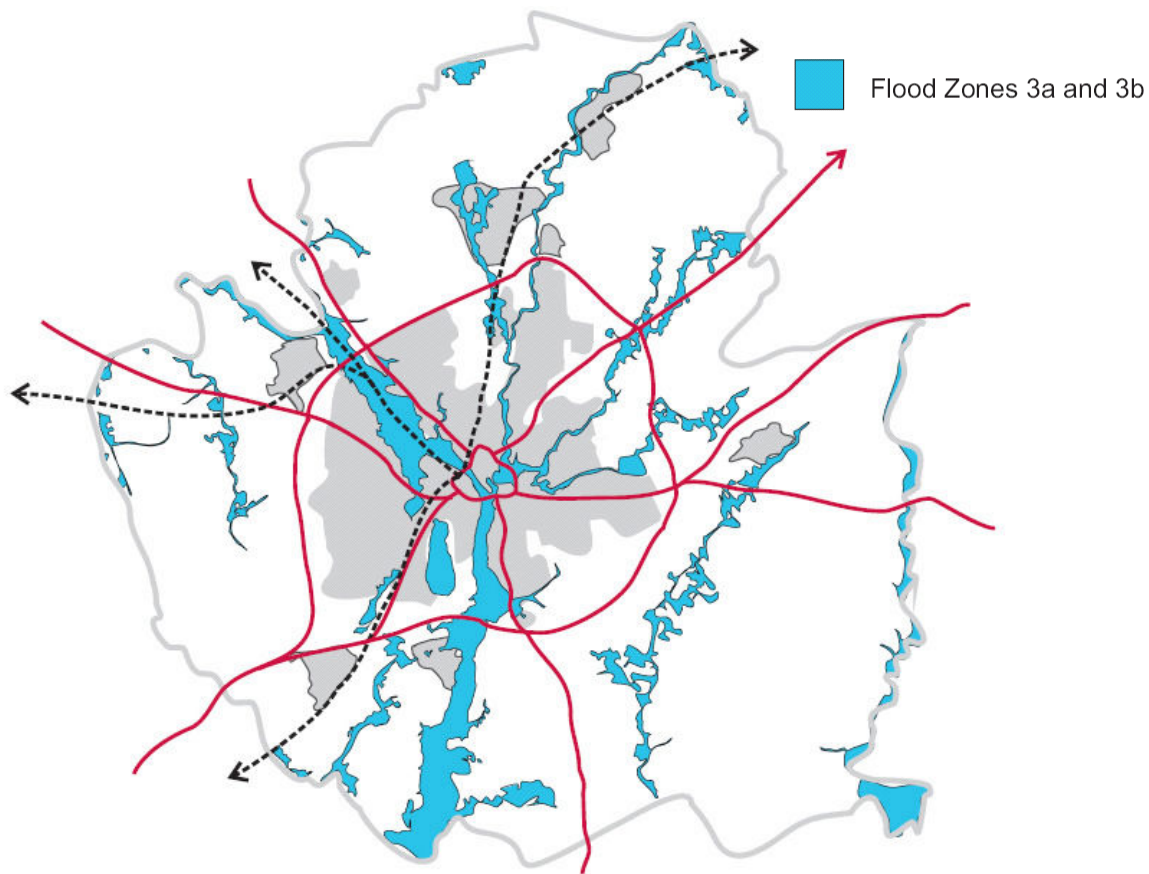
*Fig 2.4: Green Infrastructure including nature conservation sites*



### **Flood Risk** (Strategic Flood Risk Assessment, CYC, 2007)

2.13 As part of the background work on the LDF the Council, working closely with the Environment Agency, has produced a Strategic Flood Risk Assessment. This work identifies those areas of York that are susceptible to the highest level of flood risk from river flooding (higher than 1:100 year probability). When considering the potential influence of flooding on the location of development it is important to recognise the likely impacts of global warming and climate change, therefore greenfield land falling into Zones 3a and 3b has been excluded from consideration for development. Land falling within Zone 3a has a high annual probability (1 in 100 or greater) of river flooding. Zone 3b is the functional floodplain, where water has to flow or be stored during times of flood.

*Fig 2.5: Flood Risk zones 3a and 3b*



### **York's Outer Ring Road**

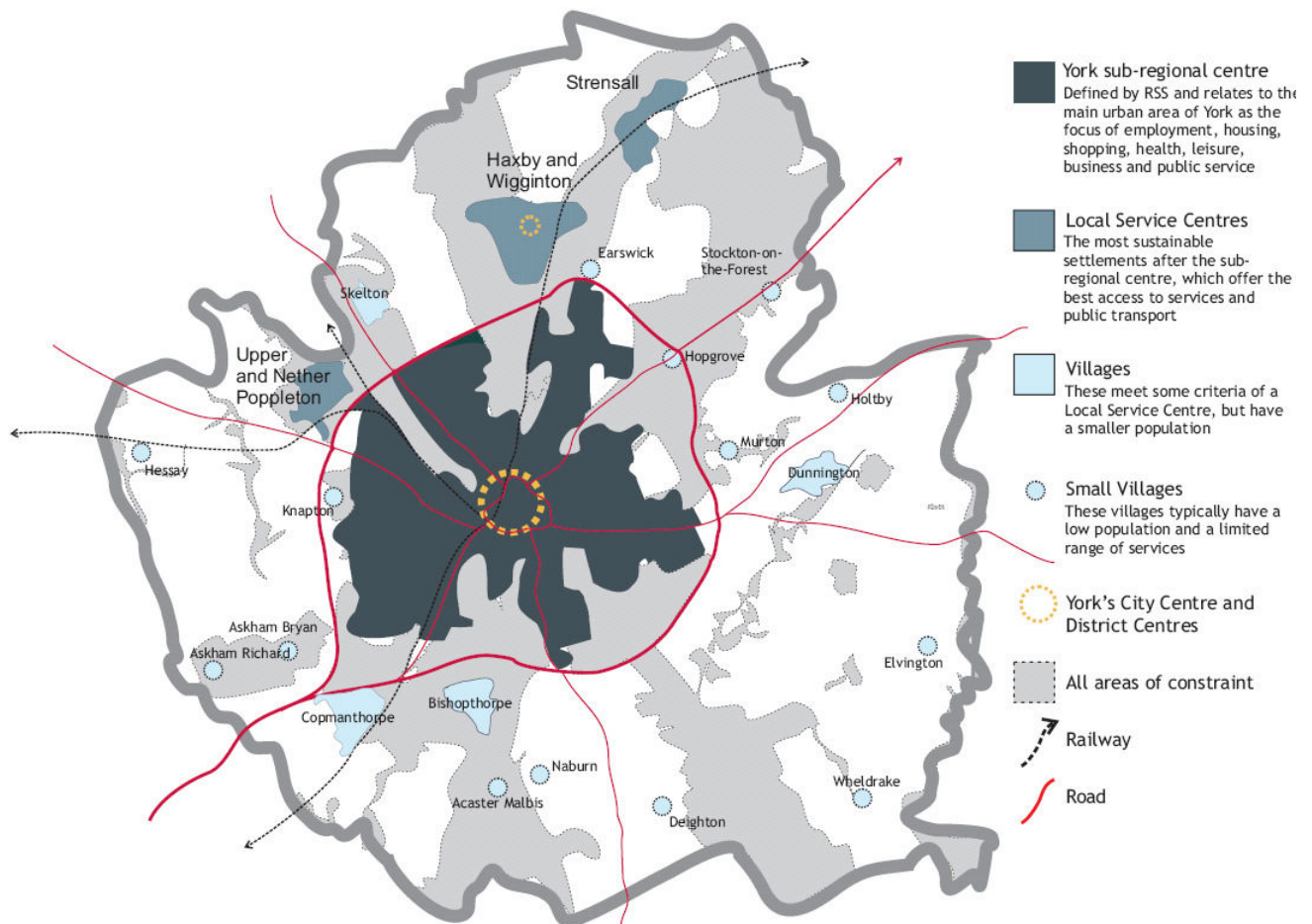
2.14 The A64 trunk road together with the A1237 effectively forms York's outer ring road (ORR). It circles the city's built-up limits, providing a physical barrier between land adjacent to the built-up edge of York and that which forms part of York's wider Green Belt. For the purpose of the spatial strategy it was felt that only land within the ring road should be considered in its capacity for an urban extension. Land outside the ring road, being physically separate from York, was not felt to offer the same linkages/character, and therefore would not benefit from similar sustainability benefits from the point of view of access to goods and services. It also helps in maintaining York's compact form – expanding the city beyond the ring road would break up and disperse the city's urban edge. The approach taken here reflects advice in

PPG2, which states that Green Belt boundaries should follow readily recognisable features where possible. The ability of an urban extension to create new links and new transport connections through the city will be considered as an essential part of the detailed option appraisal.

### **All Constraints**

2.15 The following diagram shows the impact of all constraints applied together, alongside the settlement hierarchy explained in Section 2A above.

*Figure 2.6: All areas of constraint and settlement hierarchy*



## **2C: Sequential Approach to Development**

2.16 In searching for the most sustainable pattern of development locally, and in response to the policy principles and constraints described above, we first looked at how York's future growth could be accommodated within the urban area, before considering the potential from sustainable urban extensions.

2.17 A strategic objective of the Core Strategy is to maximise the reuse of previously developed land and make full and efficient use of all land, having regard to the distinct character of each neighbourhood. This objective, which forms one key principle of the spatial strategy, reflects the following national and regional policy themes:

- *PPS1: Delivering Sustainable Development (2005)* sets out the Government's overarching planning policies on the delivery of sustainable development through the planning system. Paragraph 27 indicates that in preparing development plans, planning authorities should seek to, amongst other things, *"promote the more efficient use of land through higher density, mixed use development and the use of suitably located previously developed land and buildings"*.
- *PPS3: Housing (November 2006)* indicates at paragraph 36 that the *"priority for development should be previously developed land, in particular vacant and derelict land and buildings"*. Paragraph 40 emphasises that a key objective is that local planning authorities should continue to make effective use of land by re-using land that has previously been developed.
- *Draft PPS4: Planning for Sustainable Economic Development (December 2007)* states that due to the increasing demands on land available for development, local planning authorities should seek to make the most efficient and effective use of land and buildings, especially vacant or derelict buildings. Paragraph 25 indicates that local planning authorities should, amongst other things, prioritise previously developed land which is suitable for re-use.
- RSS Policy YH2 encourages patterns of development which help reduce greenhouse gas emissions by concentrating population, development and activity in cities and towns, reducing traffic growth through appropriate location of development and encouraging redevelopment of previously developed land. For York's area, Policy Y1(E) focuses most development on the sub-regional City of York, and advises using a managed approach to development elsewhere, to focus on meeting local housing needs and appropriate economic diversification.

2.18 In recent years, a large proportion of York's residential development has occurred on previously developed land. The 2007/08 Annual Monitoring Report shows that, for the fourth year running, over 90% of housing development has been on brownfield sites. The emerging Spatial Strategy, which is set out in Section 3 of the Core Strategy Preferred Options document, is designed to help maintain an urban brownfield focus. To this end, the following key development sites have been identified as important components of the spatial strategy:

#### **York Northwest**

The key strategic development opportunity in York is the York Northwest site. York Northwest is a major area for regeneration including 2 major development sites; York Central (35-37 ha) and British Sugar (39.5 ha). As part of the Local Development Framework the Council is preparing an Area Action Plan (AAP) for the York Northwest area. This will provide the future-planning framework to guide the regeneration of the area. It will ensure the development of the area is considered in a comprehensive way and will give specific guidance on type, location and quantity of development to contribute to the needs of the City. The Area Action Plan will provide detailed policy guidance within the strategic context of the emerging Core Strategy.

The York Northwest area is essential to the delivery of the spatial strategy, offering capacity to accommodate approximately 30% of York's uncommitted housing need between 2008-2030, and around 87,000sqm employment floorspace.



### **Castle Piccadilly**

Castle Piccadilly is a strategic site in the city centre. Redevelopment provides the opportunity to create a high quality mixed use development which helps meet identified retail needs and builds on the vitality of the city.

### **Hungate**

Hungate is a site in the City Centre next to the River Foss. Outline planning permission has been granted for a mixed use scheme including offices, housing, shops and a focal community building. Development of Phase 1 has begun on site.

### **Nestlé South**

In September 2006 Nestlé Rowntree announced that capital investment is needed to upgrade and improve facilities on the more modern northern part of the Haxby Road factory site in order to retain Nestlé Rowntree's presence in the city. This will create redevelopment opportunities on the older, southern part of the site (referred to as Nestlé South). The scheme will aim to replace jobs lost as a result of closure of part of the site in 2006, provide a mix of 2, 3 and 4 bedroom houses and flats, including affordable housing, and bring other uses into the site which will help to create a community feel.

### **Terrys**

The Terry's factory complex lies to the South of the City Centre adjacent to York Racecourse. Redevelopment of this site could provide a prestige development, which contributes to the long-term success of York's Economy. A Development Brief for the Terry's site was approved by the City of York Council in 2006. The brief is currently being revised, but will retain requirements for the re-development of the site, namely an employment-led mixed use development with careful consideration given to its landscape setting, conservation area status and listed buildings.

Land in the **Layertorpe** area provides a good regeneration opportunity to enhance this key gateway to the City Centre. There could also be future redevelopment opportunities and potential to improve the environmental quality in the James Street Link Road corridor.

In addition, as longstanding allocations in the City of York Local Plan, delivery of the following sites supports the City's current development strategy:

### **Heslington East**

An additional campus for the University of York is now being constructed between Heslington Village and Grimston Bar Park and Ride. A Public Inquiry was held for the application and the Secretary of State subsequently approved the development of a university campus on land south of Field Lane, Heslington.

### **Germany Beck**

Outline permission has been granted for residential development of approximately 700 dwellings, the creation of public open space and community facilities, including local shops, with associated footpaths, cycleways, roads, engineering works and landscaping on land at Germany Beck.

### **Derwenthorpe**

Outline permission has been granted for residential development of some 540 homes on land west of Metcalfe Lane.

## **Section 3: Areas of Search and appraisal**

### **Introduction**

3.1 The City Council's preferred approach is to continue to focus development on brownfield land. However, less brownfield land is likely to come forward for development in the future as many of the large sites that were allocated in the adopted Local Plan have already been developed, or are progressing through the planning process. The Strategic Housing Land Availability Assessment and Employment Land Review identify potential from suitable existing sites. At this stage it is too early to determine the residual levels of growth which may not be accommodated within the existing built up area of York and its villages. It is necessary to keep the strategy sufficiently flexible to allow for as yet undecided policy choices, potentially lower rates of delivery on some sites and potential future changes to RSS housing targets.

3.2 Whilst it is likely that further, as yet unidentified, previously developed sites may become available over the Core Strategy timeframe, in light of the above, the approach taken here considers the potential from greenfield extensions should they be required over the lifetime of the LDF.

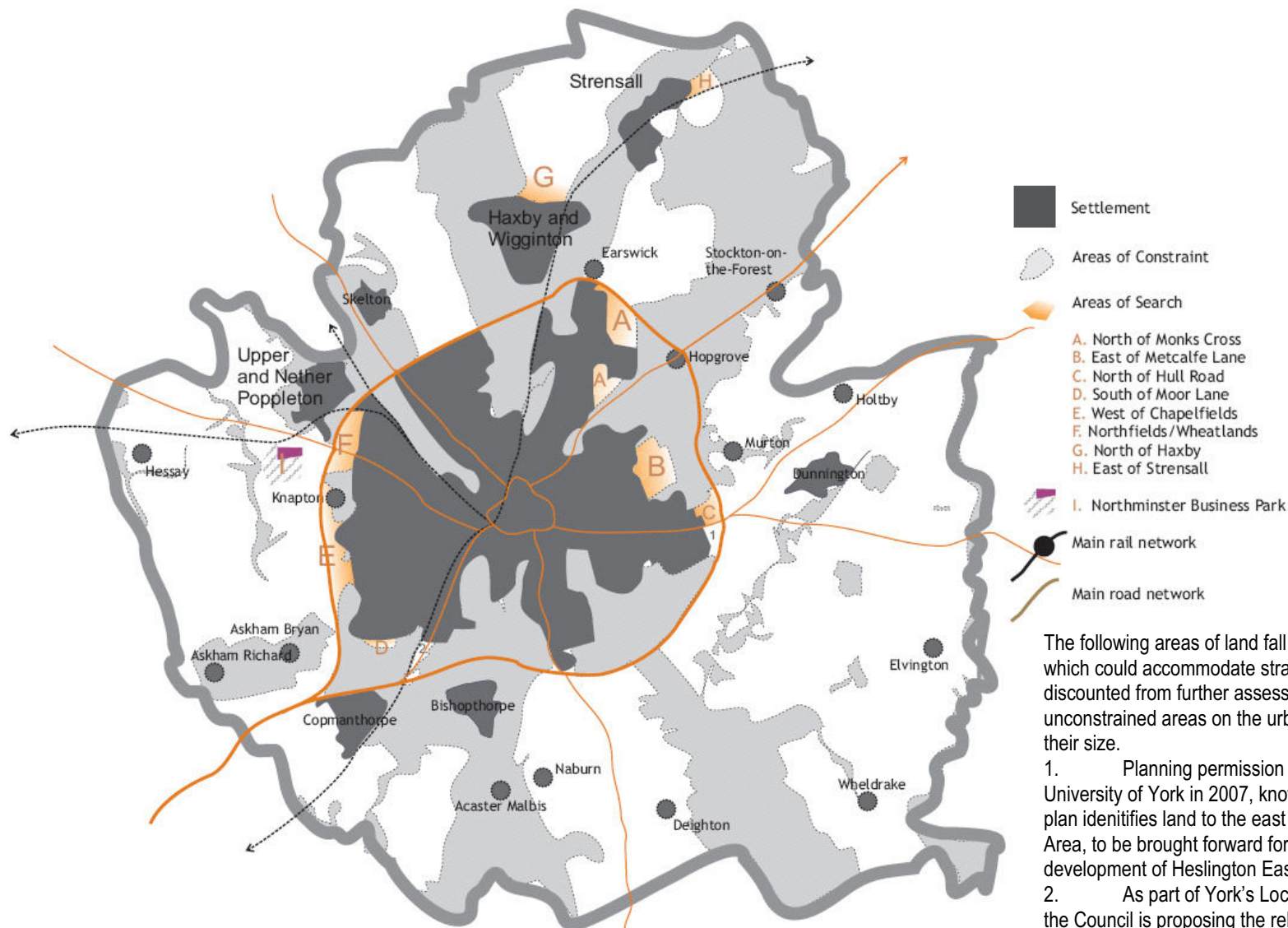
### **Long list Spatial Options**

3.3 Applying the Settlement Hierarchy and Areas of Constraint explained in Section 2 offered up a long-list of potential areas of search, as shown in Fig 3.1<sup>5</sup>.

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<sup>5</sup> Fig 3.1 allows for approved development at Germany Beck, Metcalfe Lane and the University of York expansion within York's main urban area.

Fig 3.1: Potential Areas of Search



The following areas of land fall outside of all constraints, and are of a scale which could accommodate strategic growth. However, they have been discounted from further assessment as per the below. Other small unconstrained areas on the urban edge have also been discounted due to their size.

1. Planning permission was approved for a new campus at the University of York in 2007, known as Heslington East. York's draft local plan identifies land to the east of the site as a Recreational Opportunity Area, to be brought forward for public access in conjunction with the development of Heslington East.
2. As part of York's Local Transport Plan 'Access York' Phase 1, the Council is proposing the relocation and enlargement of the existing Park and Ride facility at Askham Bar. The Council's Executive have agreed that a scheme is progressed for a single site to the south of the Tesco store. The full extent of this area would be taken up by the Park and Ride facility, and associated landscaping. See Exec report 29<sup>th</sup> July 2008 for further information

3.4 The alternative areas of search described in Fig 3.1 have been assessed against several criteria. This initial stage of testing looked at potential urban extension sites and extensions to Local Service Centres as, reflecting the policy principles established in Section 2 these represented the preferred approach to accommodating residual growth once potential from within the existing built area of York and the larger villages has been allowed for. The key outcomes from this work and other considerations on this long-list are explained in the following proformas. The key additional considerations at this stage were as follows<sup>6</sup>:

<b>Initial Sustainability Assessment</b>	A broad brush assessment of the likely influence of each growth area on the LDF's sustainability appraisal objectives. At this stage it has been assumed that the extension could provide for the new occupants' day to day needs by delivering ancillary retailing and other services within the site.
<b>Guidance on implications for the transport network</b>	In order to refine and guide Preferred Options, an independent review of the likely transport constraints of a broad range of options was undertaken. Consultants have been used at this stage to provide professional input in moving towards Preferred Options. The review does not generally consider the actual scale of development but, in order to develop meaningful outcomes, it has been necessary to make early assumptions on overall housing need and likely identified supply. Modelling takes into account the impact of York's future housing and employment growth projections set out in RSS. At this early stage the outcomes have taken the form of guidance on potential transport implications of developing a Preferred Approach.
<b>Landscape Character</b>	This study broadly surveys, analyses and describes the landscape character of the areas outside the built up areas of the City, identifying individual landscape characteristics which contribute to the setting of each settlement. It looks at the landscape quality in the context of the development needs of the City and the formation of a landscape framework and provides a means of assessing the relative merits of potential development sites in relation to each other. Commentary on the potential impact on landscape character areas, informed by the ECUS Landscape Character Assessment <sup>7</sup> is included at this stage.
<b>Agricultural Land Classification</b>	PPS7 (Sustainable Development in Rural Areas) aims to protect the best and most versatile agricultural land (Grades 1, 2 and 3a) subject to other sustainability considerations. Where significant development on agricultural land is unavoidable, development should be located on poorer quality agricultural land (Grades 3b, 4 and 5), rather than higher quality agricultural land, except where this would be inconsistent with other sustainability considerations. It states that it is for local planning authorities to decide whether best and most versatile agricultural land can be developed, having carefully weighed the options in the light of competent advice.

The following pieces of Evidence Base have also been considered:

**Open Space Provision** - In line with PPG17 guidance, local standards were set for quality, quantity and accessibility for each type of open space, and an assessment of existing and

<sup>6</sup> Appendix F provides a full bibliography, for further information

<sup>7</sup> Available via the following weblink:

[http://www.york.gov.uk/environment/Planning/Local\\_development\\_framework/LDF\\_Evidence\\_base/landscapecharacterappraisal/](http://www.york.gov.uk/environment/Planning/Local_development_framework/LDF_Evidence_base/landscapecharacterappraisal/)

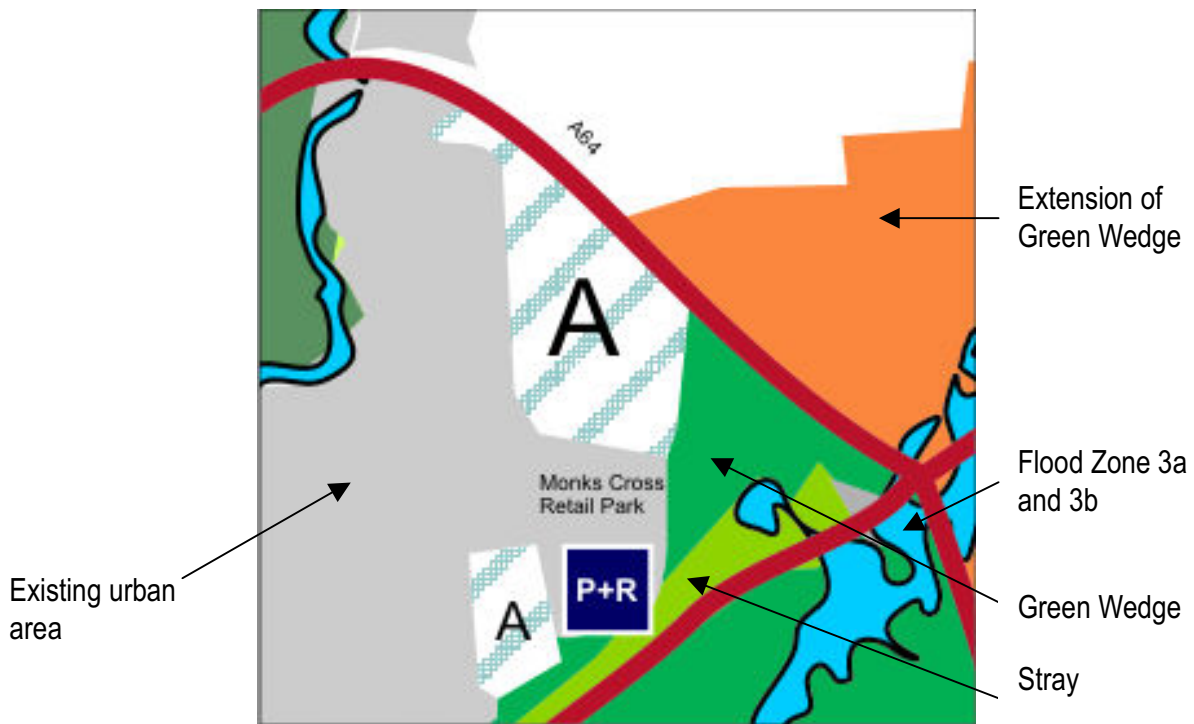


future demand for open space, sport and recreation facilities was undertaken – future projections take into account the levels of growth identified in RSS and up to 2029.

**Strategic Flood Risk Assessment** - Section 2 explains that all land falling into flood zones 3a and 3b has been excluded from consideration for strategic development. In line with PPS25, the SFRA accepts that housing development is appropriate within Zone 2, however it may be appropriate to consider zones at lower risk of flooding in the first instance. In addition, an exceptions test is required for other Highly Vulnerable uses in zone 2 (this includes flats at ground floor level).

**Employment Land Review** - This study highlights potential approaches to the LDF that may be included in the future provision of employment land. It identifies and assesses the quality of existing employment sites, and provides a strategy for the identification of future employment sites, to meet anticipated demand in relation to each use class.

### North of Monks Cross (A)



**Site is on the urban fringe of York, and outside all identified areas of constraint.**

#### Strategic Transport context

The great majority of trips from the eastern sites, including North Monks Cross, are to attractors located within the outer ring road, with the highest attractor in nearly all cases being the city centre. Development concentrated on the eastern sites is likely to result in more city-centric and localised trip distribution compared to those in western areas.

No significant highways implications to majority of destinations, except for use of the Outer Ring Road towards Clifton Moor's employment zones, which would necessitate upgrades at the junction with Earswick and the A19.

#### Sustainability costs and benefits

It is beneficial to have a workforce that is located close to their place of work to support more sustainable journey patterns. Given that Monks Cross provides both retail and employment opportunities, an urban extension in this location could offer shorter, linked trips to future residents, and overall lower carbon emissions from private transport.

The southern areas of North Monks Cross fall partly within zone 2. Further work would need to be undertaken using the SFRA to determine the impact of flooding and to make sure flooding is not exacerbated by new development.

The area scores highly for education skills and training deprivation, which implies further services are needed to support the existing community.

There is currently good provision of outdoor sports facilities in this area, although there is potential to provide for a currently unmet demand in more informal recreational areas such as parks and amenity greenspace.

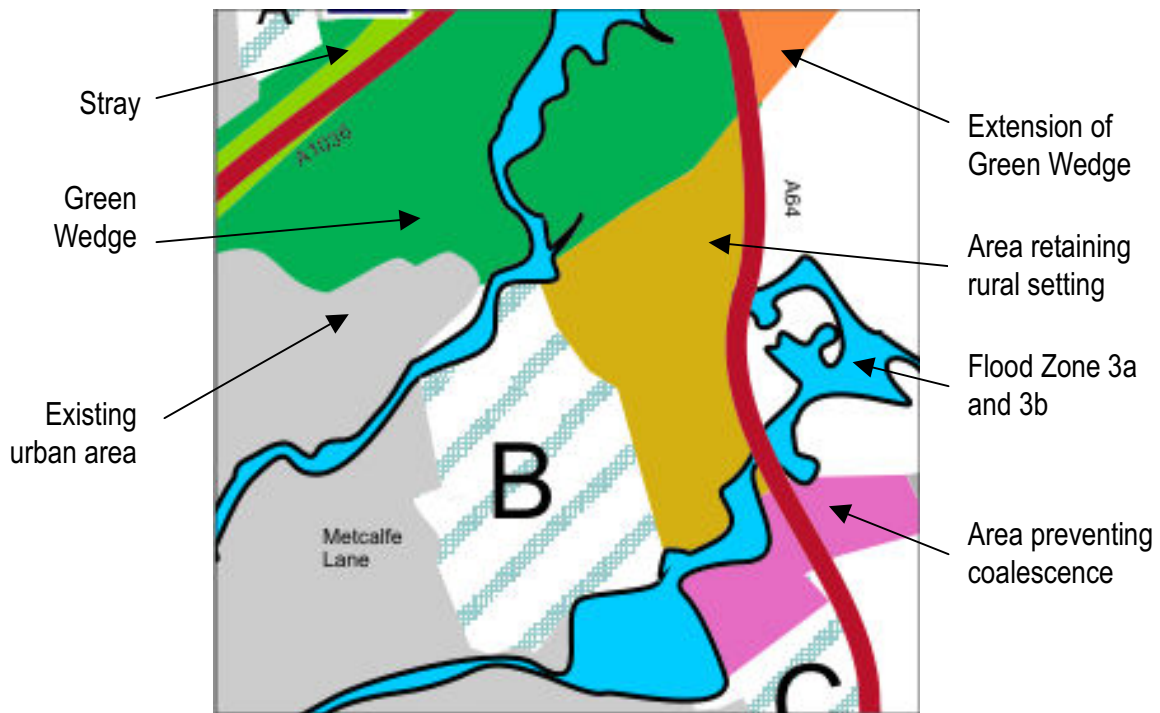
**Landscape character**

The quality of the land in this area for agriculture is already reduced by the influence of the urban fringes. There are few settlements within this areas; just scattered farmsteads remain. Transmission lines and telegraph poles are a significant feature, and give the landscape an industrialised appearance. Due to the lower quality of land and the existing urban influences, new development would potentially be less intrusive and more appropriate here than in some other more rural and open areas, particularly where land quality is higher.

**Agricultural Land Quality**

This area is predominantly Grade 3a agricultural land, although some of it is also Grade 3b.

## East of Metcalfe Lane (B)



Site is on the urban fringe of York, and outside all areas of constraint.

### Strategic Transport context

Based on predicted modal splits, an urban extension East of Metcalfe Lane has the potential to generate the highest proportion of sustainable trips, with higher than average levels of walking and cycling. Potential need for improvements to increase capacity at the University Road/Hull Road junction to accommodate trips to the University of York and Monks Cross. Possible smaller scale improvements may be necessary around Tang Hall.

The great majority of trips from all sites are to attractors located within the outer ring road, with the highest attractor in nearly all cases being the city centre. Development concentrated on sites to the east of the city is likely to result in more city-centric and localised trip distribution compared to those in western areas.

### Sustainability costs and benefits

While falling within the lowest risk flood zone, part of this area falls within Flood Zone 2, within which PPG25 considers housing as an appropriate use. Other highly vulnerable uses would be required to undertake an exceptions test to prove land was not available elsewhere, in an area at less risk of flooding.

East of Metcalfe Lane scores highly for education skills and training deprivation, which implies further services are needed to support the existing community.

All types of open space are fairly well provided for in this area, and will be further improved as a result of the new housing development and associated open space requirements at Derwenthorpe. However, there is a deficiency in amenity greenspace, which could easily be integrated into new development.

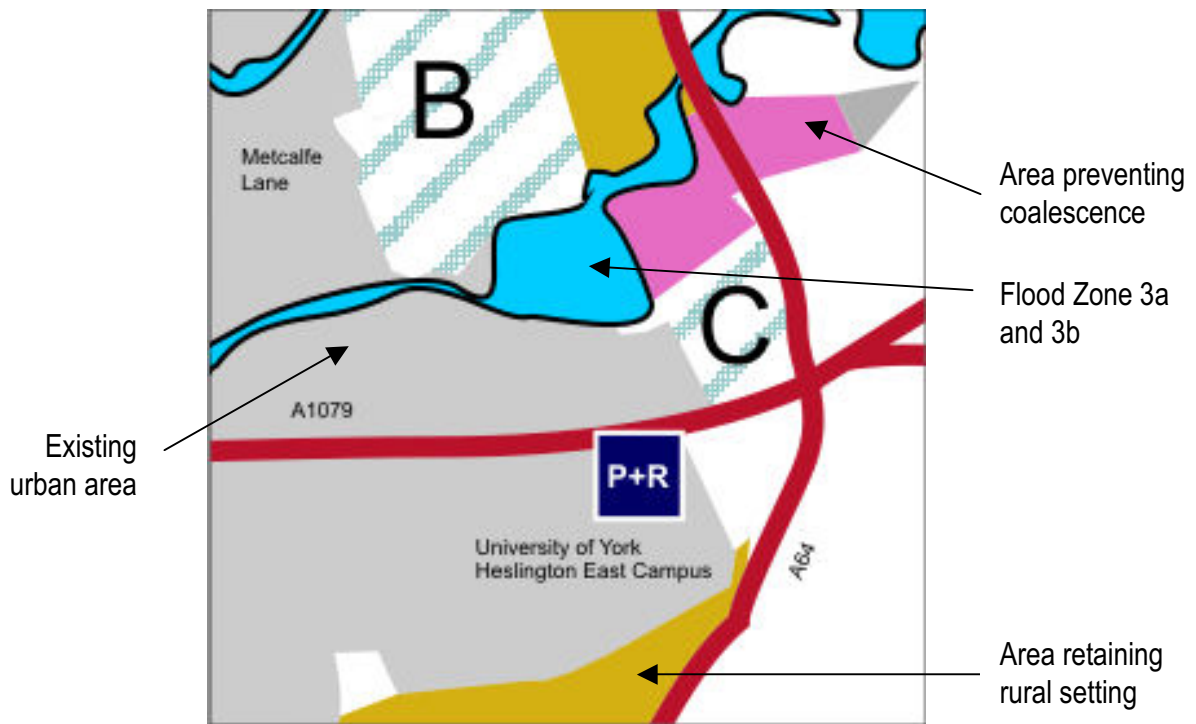
### Landscape character

The quality of the land in this area for agriculture is already reduced by the influence of the urban fringes. There are few settlements within this areas; just scattered farmsteads remain. Transmission lines and telegraph poles are a significant feature, and give the landscape an industrialised appearance. Due to the lower quality of land and the existing urban influences, new development would potentially be less intrusive and more appropriate here than in some other more rural and open areas, particularly where land quality is higher.

### **Agricultural Land Quality**

This area is a mixture of Grade 3a and 3b agricultural land, although there is a small element of Grade 2 agricultural land adjacent to the existing development.

### North of Hull Road (C)



Site is on the urban fringe of York, and outside all areas of constraint.

#### Strategic Transport context

Potential need for improvements to increase capacity at the University Road/Hull Road junction to accommodate trips to the University of York and Monks Cross. Possible smaller scale improvements may be necessary around Tang Hall. Development concentrated on sites to the east of the city is likely to result in more city-centric and localised trip distribution compared to those in western areas

Provision of new employment land adjacent to housing as part of urban extension development would be preferable in transport sustainability terms due to the potential ensuing reduction in trips across the wider York area; particularly in the case of eastern sites which exhibit higher levels of sustainable access to existing employment attractors in the local vicinity.

#### Sustainability costs and benefits

The adjacent Link Road Industrial Estate offers some local employment opportunities, and the proposed University extension to the south of Hull Road will provide additional access to jobs and training.

This area is well served by existing parks and amenity greenspace. Increasing the amount of natural open space areas would benefit existing and future residents, as would the provision of allotments; both of which are deficient in this area.

Part of the site falls within Flood Zone 2, within which housing would be appropriate, although other highly vulnerable uses would be required to undertake an exceptions test to prove land was not available elsewhere, in an area at less risk of flooding. New development would have to consider impact on the adjacent coalescence buffer, designed to ensure separation between York and Murton.

### **Landscape Character**

The quality of the land in this area for agriculture is already reduced by the influence of the urban fringes. There are few settlements within this areas; just scattered farmsteads remain. Transmission lines and telegraph poles are a significant feature, and give the landscape an industrialised appearance. Due to the lower quality of land and the existing urban influences, new development would potentially be less intrusive and more appropriate here than in some other more rural and open areas, particularly where visual land quality is higher.

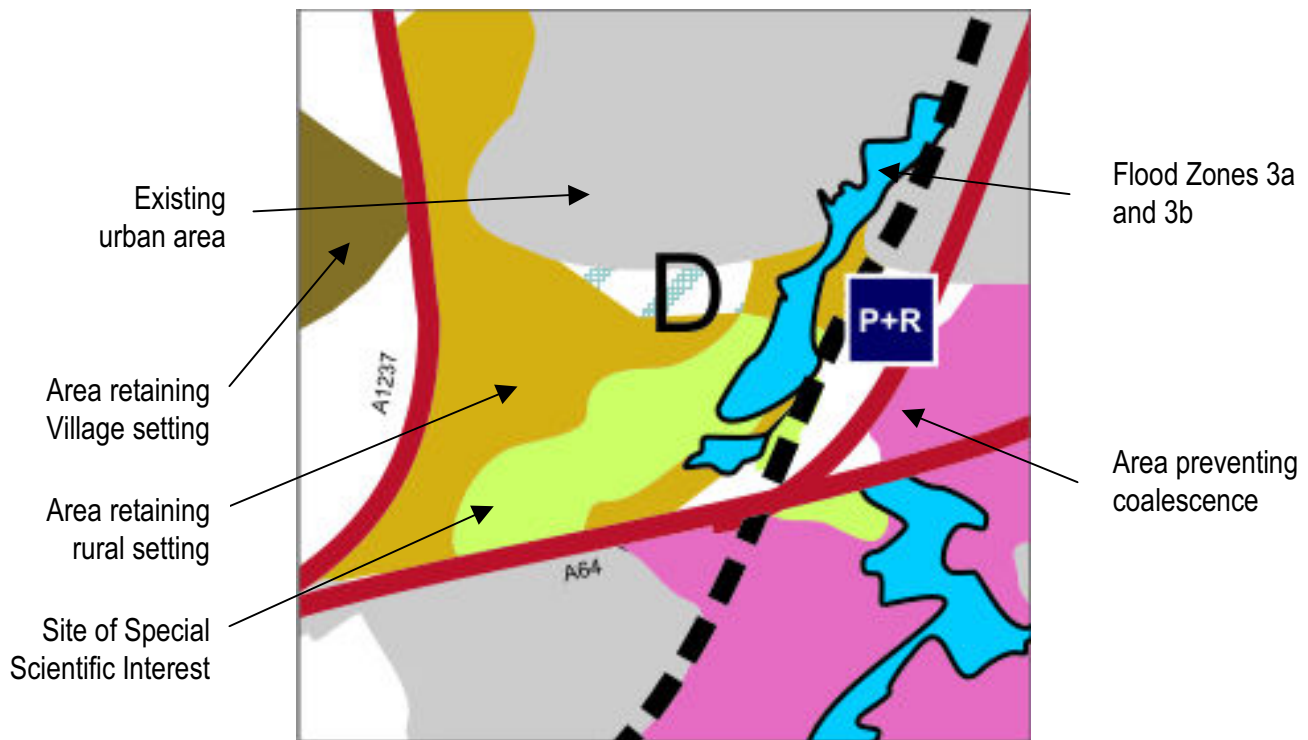
### **Agricultural Land Quality**

This area is predominantly Grade 2 agricultural land.

### **Employment Land Review**

Although not exactly the same site identified here as C, the Employment Land Review ranks an area of land to the North of Hull Road within its shortlist of sites to consider as potential future allocations for B1c, B2 and B8 uses. The site conforms well to the spatial approach, being well located for access to the highway network, and also to public transport routes into the city centre.

## South of Moor Lane, Woodthorpe (D)



Site is on the urban fringe of York, and outside all areas of constraint.

### Strategic Transport context

Tadcaster Road is one route into the city which suffers most heavily from AM peak congestion. There is potential to extend the Park and Ride facility at Askham Bar to remove more private car trips, and offer a lower carbon transport alternative.

### Sustainability costs and benefits

The majority of this area falls within the zone at lowest risk of flooding, zone 1, with some land in zone 2. It is adjacent to an area retaining the rural setting and character of York as per the Historic Character and Setting mapping.

This area has high levels of natural open space although it is deficient in parks and allotments. The outdoor sports facilities are very good in this area due to its proximity to local sports grounds and pitches.

The SSSI at Askham Bogs is within close proximity, and any potential development would need to consider potential impact on this vulnerable landscape.

There is little in the way of local employment, although the proposed public transport improvements offered by Access York would enable faster more frequent routes to the city centre.

### Landscape Character

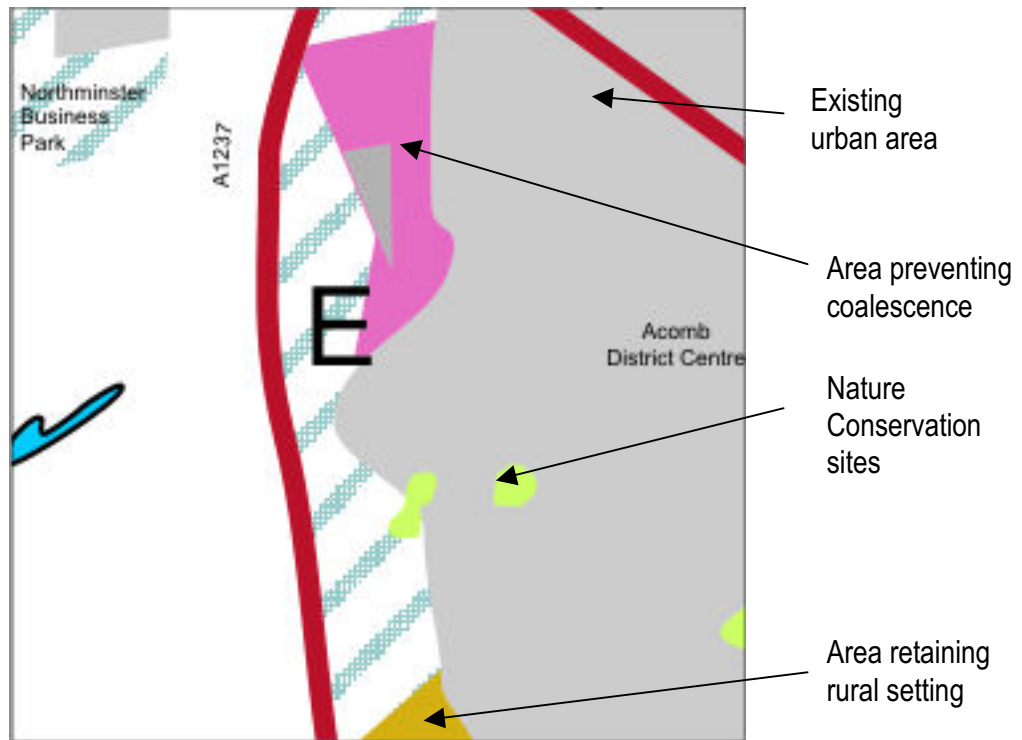
This is generally a well cared for and well balanced small scale landscape of high conservation and aesthetic value. The area has retained many of its historic qualities despite modern farming practices and the distant urban influences of York. Unlike some other parts of the urban fringe, the close proximity of development has not blighted the adjacent farmland.



**Agricultural Land Quality**

This land is predominantly Grade 3b agricultural land, although there is some 3a land on the eastern side.

## West of Chapelfields (E)



Site is on the urban fringe of York, and outside all areas of constraint.

### Strategic Transport context

With additional trips predicted towards Monks Cross and Clifton Moor (three quarters of which being from car modes) capacity improvements would be necessary on both links and junctions along sections of the outer ring road between the A59 junction and Clifton Moor, and between the A19 junction and Earswick. Capacity improvements are likely to be necessary on Holgate Road from the junction with the A59 to accommodate the additional trips into the city centre.

No significant benefit exists in diluting the highway impact of developing the western sites across two western locations as both share the same constrained radial access to the city centre from Holgate Road to the inner ring road.

There is potential for good connectivity by tram train to the new Central Business District at York Northwest.

### Sustainability costs and benefits

There is a non-statutory nature conservation area close to the West of Chapelfields area of search, the impact on which needs to be taken into consideration.

The level of outdoor sports pitches and amenity greenspace is good in this area, meaning good provision for formal and informal recreation. There is deficiency in the amount of parks and allotments, both of which could be incorporated into new developments.

The site is located within flood zone 1, within land at the lowest risk of flooding in York.

### Landscape Character

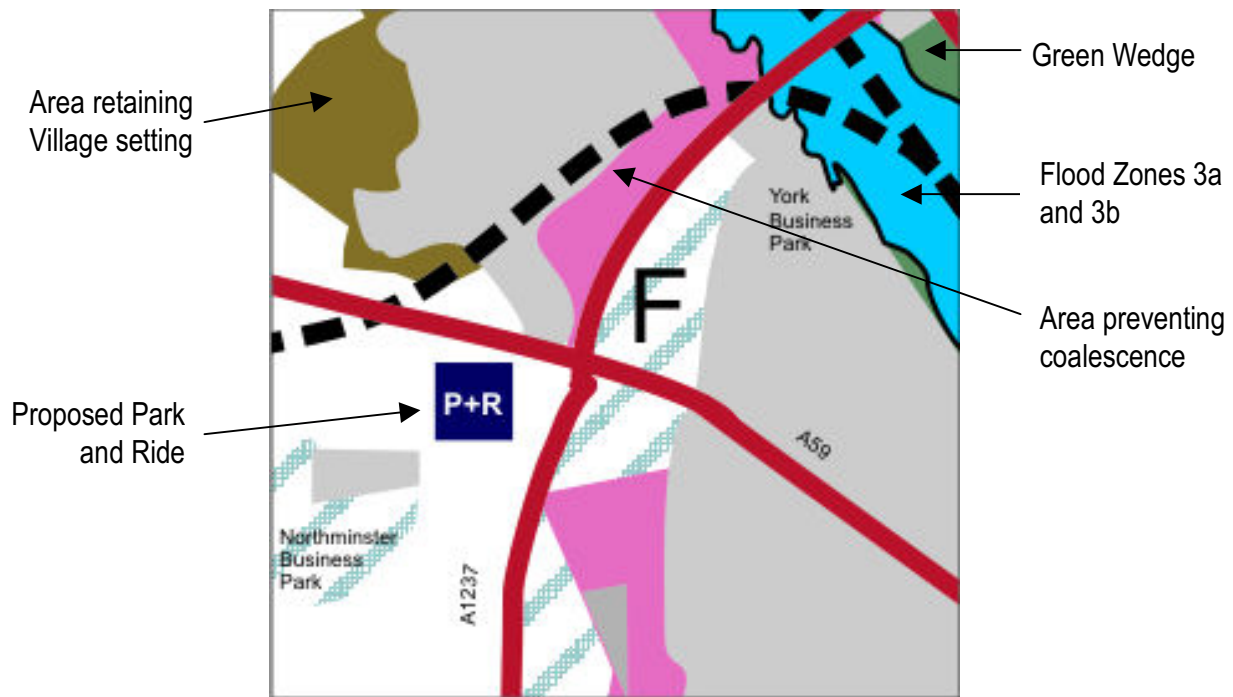
This landscape has little of nature conservation interest, due partly to intensive agricultural land use and lack of remnant semi-natural habitats.

Because of the flat, open nature of the landscape, new development is not easily accommodated; tall structures are seen against the sky and hence become visually prominent, and linear developments may not be appropriately screened through dense linear planting as it is not a traditional feature of this landscape.

### **Agricultural Land Quality**

This area lies predominantly within Grade 2 and 3a agricultural land, although there is also some Grade 3b land within the area.

## Northfields/Wheatlands (F)



Site is on the urban fringe of York, and outside all areas of constraint.

### Strategic Transport context

There are currently junction constraints along Poppleton Road/Holgate Road, which would be exacerbated by additional flows. It is likely that development in this area would result in further journeys on the outer ring road, and would necessitate upgrades between A59 junction and Clifton Moor, and between A19 junction and Earswick.

No significant benefit exists in diluting the highway impact of developing the western sites across two western locations as both share the same constrained radial access to the city centre from Holgate Road to the Inner Ring Road.

### Sustainability costs and benefits

Northfields/Wheatlands has a particularly high car based commute to work. This indicates that a step change would be needed to encourage people to be more sustainable in their travel choices. The proposed new Park and Ride site serving the A59 corridor could go some way to providing an alternative means of travelling into the City, although it is likely that many of these journeys are due to out-commuting to other centres of employment, such as Leeds.

The adjacent residential area scores highly for education skills and training deprivation, which implies further services are needed to support the existing community.

This area is well served by all types of open space. The new Manor School site will contribute further to the outdoor sports provision for the area. The main deficiency is related to parks, although the amount of amenity greenspace and associated children's play areas can provide a similar function for residents.

The site is located within flood zone 1, within land at the lowest risk of flooding in York.

**Landscape Character**

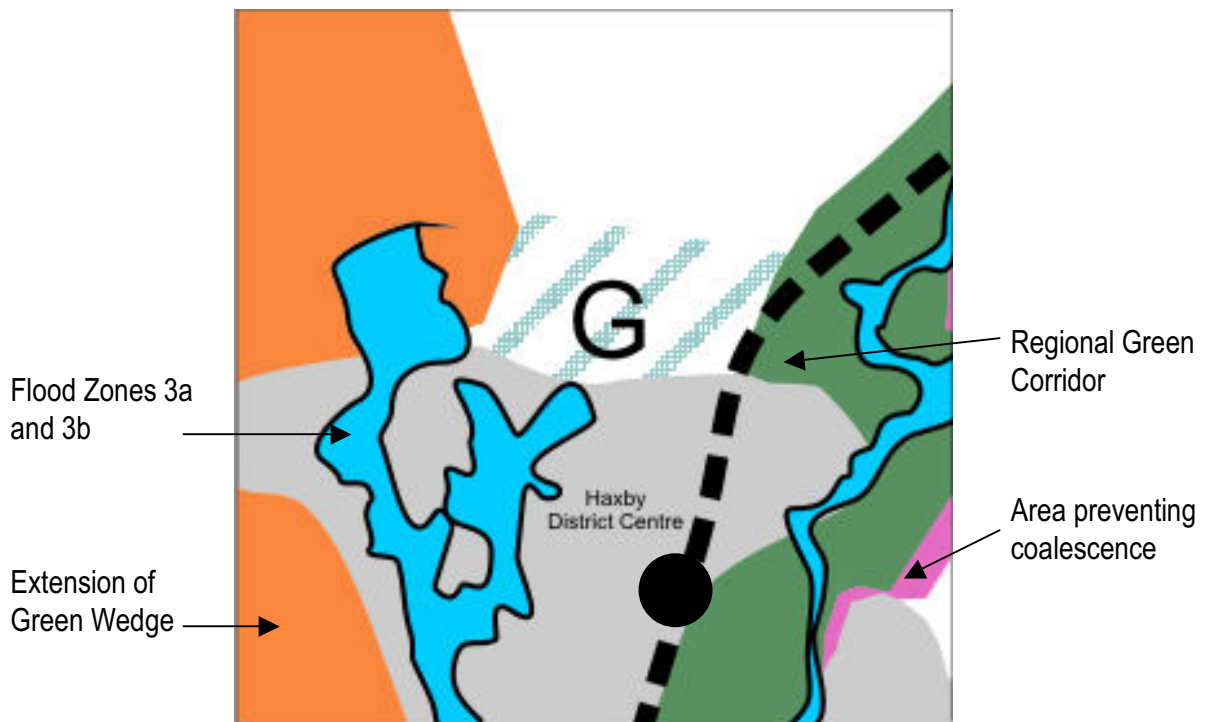
This landscape has little of nature conservation interest, due partly to intensive agricultural land use and lack of remnant semi-natural habitats.

Because of the flat, open nature of the landscape, new development is not easily accommodated; tall structures are seen against the sky and hence become visually prominent, and linear developments may not be appropriately screened through dense linear planting as it is not a traditional feature of this landscape.

**Agricultural Land Quality**

This area is predominantly Grade 2 and 3a agricultural land, but with a small area of Grade 1 agricultural land.

### North of Haxby/Wigginton (G)



Adjacent to a local service centre (Haxby/Wigginton) and outside of all areas of constraint.

#### Strategic Transport context

Examination of the public transport opportunities highlights Haxby as a key site for preferential development due to the proposals for the provision of a new rail station connecting Haxby with the city centre. Haxby and Wigginton will also benefit as a result of the creation of a new Park and Ride site at Wigginton Road. Assuming capacity issues at the A1237 ORR junction are alleviated, available link and junction capacity along Haxby Road would favour development at Haxby itself. This section of the main city-bound radial within the ORR provides the greatest opportunities for accommodating additional capacity requirements, with only minimal infrastructure investment necessary compared to other quadrants of the city.

#### Sustainability costs and benefits

The unconstrained area north of Haxby lies within the lowest risk flood zone (zone 1), bordering a small area of zone 2 where it meets the existing village edge.

Of all options, development at Haxby would allow for a greater proportion of short, linked journeys, given the greater demand for trips to northern employment attractors such as Monks Cross and Clifton Moor. This makes Haxby better placed to take advantage of more sustainable journeys and lower carbon generating modes of transport.

As a stand alone settlement this area is well provided across most open space typologies, with Parks being the main area of deficiency. The eastern side of Haxby has a low provision of natural open space, which is something that should be incorporated if any future development was to happen.

#### Landscape Character

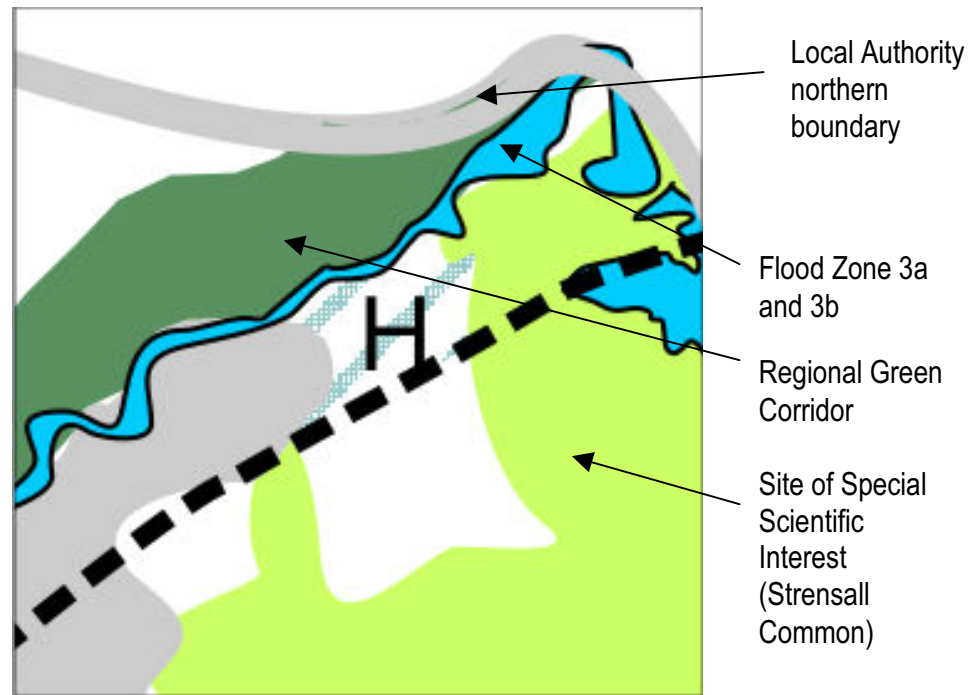
Arable farming predominates across the majority of this low lying area. The neighbouring settlement of Haxby has a visual influence on the surrounding landscape, with areas of

industrial and residential development on the edges., although this is still a strongly agricultural landscape.

**Agricultural Land Quality**

This area lies within Grade 3b agricultural land.

## East of Strensall (H)



Adjacent to a local service centre (Strensall) and outside of all areas of constraint.

### Strategic Transport context

A northern tram-train route to Strensall via Haxby (if implemented) would favour residential development, however there are technical and financial uncertainties which make the development of this northern route uncertain.

### Sustainability costs and benefits

The northern built up edge of Strensall is bordered in part by the functional floodplain, the impact of which would be a major consideration in locating new development.

Strensall has a fairly rural setting, and a good supply of natural open space. It is also well served by more formal recreational open space such as outdoor sports facilities and children's play areas although, as with Haxby, there are no parks in Strensall.

### Landscape Character

Arable farming predominates across the majority of this low lying area. The neighbouring settlement of Strensall has a visual influence on the surrounding landscape, with areas of modern residential development on the edges, although this remains a strongly agricultural landscape.

Further east is Strensall Common, which is of high conservation value (a Site of Special Scientific Interest). Although, to date, development nearby and use of the land by the Army has not affected the site, its heath-shrub environment is such that it would be particularly vulnerable to change.

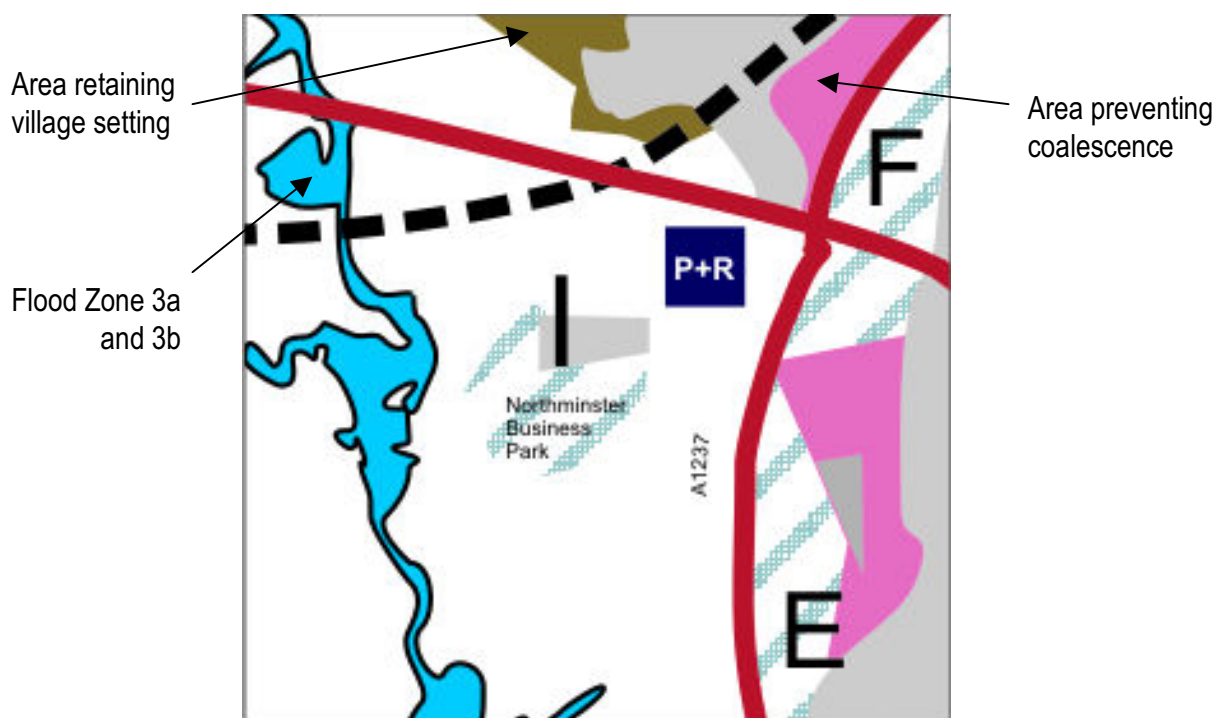
### Agricultural Land Quality

This area lies within Grade 3b agricultural land.



## Northminster Business Park (I)

Northminster Business Park is located to the west of York, separate from the main urban area and within the draft Green Belt. It was once the site of a distribution centre and glasshouses operated by Challis of York. Typical occupiers include service sector, business and small to medium sized manufacturers and distributors. 14 hectares of land for Premier Employment uses was allocated in the Development Control Local Plan process (2005), and an additional 36 ha safeguarded beyond 2011.



The Employment Land Review identifies a need for 33.29ha of additional B1c/B2/B8 land to 2029. These types of employment uses are not often compatible with residential or leisure uses due to noise or other environmental impacts. The Employment Land Review ranks land to the south of Northminster Business Park within its short list of sites to consider as potential future allocations for B1c, B2 and B8 uses. As such, it may be appropriate to consider land at Northminster, being separate from the urban area but retaining close links to the LTP2 tram train proposals and new Park and Ride sites, and also to the strategic road network.

While the site has good access to the main highway network, access from the A59 is currently constrained, and the A59 itself is particularly congested at peak times. Bus access is currently poor, although the site is within walking distance of Poppleton station. Both Upper and Nether Poppleton are within a walkable distance from the business park, but the presence of the heavily trafficked ring road and A59 corridor, and no clear pedestrian route, would prevent safe and easy access to local services at present.

Both the employment land allocation and reserved land sit are excluded from York's draft Green Belt, and within land at the lowest risk of flooding (Flood Zone 1)



## Summary

	York's special historic built and natural environment							A leading environmentally friendly city							
	Agricultural land quality Highest quality, and therefore potential for greatest detrimental impact (1) – lowest quality (5)					Visual amenity		Supports existing local employment	Supports existing local retailing		Supports localised trips	Public Transport access to city centre		Flood Zone: Lowest (1) - highest	
	1	2	3	4	5	Naturalised landscape/ rural character	Existing visual intrusion/low quality		District centre - range of retailers	Small scale		Multiple modes	Single mode	1	2
A. North Monks Cross			Y				Y	Y	Y		Y		Y	Y	Y
B. East Metcalfe Lane			Y				Y	Y		Y	Y		Y	Y	
C. North Hull Road		Y					Y	Y		Y	Y		Y	Y	Y
D. South Moor Lane			Y			Y				Y			Y	Y	Y
E. West of Chapelfields		Y	Y				Y*			Y			Y	Y	
F. Northfields/Wheatlands		Y	Y				Y*			Y			Y	Y	
G. North Haxby/Wigginton			Y			Y				Y		Y		Y	
H. East of Strensall			Y			Y				Y			Y	Y	

\* The Landscape Character Assessment identifies that new development may not be easily accommodated within these zones because of impact on open visual aspect.

## Recommended Approach

3.10 One of the Core Strategy's objectives is to maximise the reuse of previously developed land and make full and efficient use of all land, having regard to the distinct character of each neighbourhood.

### **3.12 Principle 1: Delivery of the following development opportunities should be supported through the LDF:**

- York Northwest
- Castle Piccadilly
- Heslington East
- Hungate
- Nestle South
- Germany Beck
- Derwenthorpe
- Terrys
- James St, Layerthorpe

3.13 The City Council's preferred approach is to continue to focus development within the main urban area. This will include the delivery of the above sites along with other sites identified through the Employment Land Review and Strategic Housing Land Availability Assessment.

### **3.14 Principle 2: Should there be insufficient brownfield land to accommodate the levels of growth proposed within York and the larger villages, the following areas of search should form the basis for further technical work (such as landscape impact, transport and highways infrastructure) to determine their potential for sustainable urban extensions. These areas of search have the potential to accommodate a significant amount of new development outside identified areas of constraint, and are prioritised (as follows) in relation to how they help achieve the Core Strategy's strategic vision:**

- A. North Monks Cross
- B. East of Metcalfe Lane
- C. North of Hull Road
- D. South of Moor Lane
- E. West of Chapelfields
- F. Northfields/Wheatlands

3.15 The independent Consultants review of likely transport constraints concluded that development concentrated on the eastern sites is likely to result in more city-centric and localised trip distribution compared to those in western areas. Option A in particular offers the potential to support more sustainable journey patterns, given the proximity to employment and retail uses at Monks Cross. Due to the lower quality of land and the existing urban influences, new development would potentially be less intrusive and more appropriate here than in some other more rural and open areas, particularly where land quality is higher. Generally, bus access is not considered to represent a major constraint for any of the options since it is possible that existing bus routes in any of the respective areas could be extended to serve significant new generators of demand resulting from the increase in local residential population.

**3.16 Principle 3: Opportunities to expand the main urban area of York should be progressed prior to considering further expansion of the Local Service Centres of Haxby/Wigginton and Strensall.**

3.17 As set out in the Guiding Principles (Section 1), the focus of York's LDF will be to direct the majority of new growth to York itself, reflecting the approach set through the Regional Spatial Strategy. However, in general terms, opportunities to expand York's urban areas to the west are significantly constrained by capacity on the A1237, and further by shared pinch points at Holgate Road and Poppleton Road. This affects options D, E and F equally since all would share the same sections of the ring road and entry points into the city centre.

3.18 The opportunities for developing these western options are dependent on enhancing the public transport offer, particularly the Park and Ride offer over and above comparable existing provision on other P+R routes within York, for example, through the provision of a public transport only corridor through York Northwest. Tram-train<sup>8</sup> also has significant potential to enhance the attractiveness of developing the western sites, and allowing more sustainable connectivity between housing and employment attractors along affected corridors, although the potential to deliver this scheme has not yet been fully investigated. Providing the transport issues could be overcome these western options would form the next most sustainable options for growth. Should additional land be required over and above that identified in A, B and C, further work will be necessary to determine whether the western extension options are deliverable.

**3.19 Principle 4: Support retaining the reserved land allocation at Northminster Business Park**

3.20 Northminster Business Park is an existing employment zone in the Green Belt. The current Local Plan designates a significant area (36ha) of safeguarded or reserved land to the west and south of the existing developed area. In allocating this land consideration had been given to the need to maintain a permanent Green Belt boundary, and identifying sustainable locations within which to meet long term development needs. In advance of quantifying the levels of growth which could be accommodated on brownfield sites or as part of existing development opportunities, and to help deliver the growth in employment sectors set out in RSS, Northminster Business Park could be needed to provide additional land specifically for uses within classes B1c, B2 and B8.

3.21 The Employment Land Review identifies a need for such employment uses which are not often compatible with residential or leisure uses due to noise or other environmental impacts. Northminster, although separate from the urban area, retains close links to the LTP2 tram train proposals and new Park and Ride sites, and also to the strategic road network.

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<sup>8</sup> For more information on this proposal, refer to City Strategy EMAP report 2008

## **4. Next steps**

4.1 The Core Strategy will need to consider the approach to the Spatial Strategy outlined within this paper in the context of existing information on both the potential housing and employment land supply. This will be used to consider whether areas of search for potential future urban extensions will be required, and in what location, to meet the city's future development needs.

4.2 The outcomes of this exercise will be the subject of public consultation and further detailed technical work, on such issues as visual landscape impact, highways and transport infrastructure.

## **Appendix A: Policy extracts from the Yorkshire and Humber Plan, Regional Spatial Strategy to 2026 (May 2008)**

### **POLICY Y1: York sub area policy**

#### **E Strategic patterns of development**

1. Focus most development on the Sub Regional City of York, whilst safeguarding its historic character and environmental capacity
2. Promote development at Selby to foster regeneration and strengthen and diversify its economy within the Leeds City Region
3. Support an appropriate scale of development at Malton to support local regeneration and the role of York
4. Elsewhere in the sub area, use a managed approach to development to focus on meeting local housing needs and appropriate economic diversification

### **POLICY YH2: Climate change and resource use**

Plans, strategies, investment decisions and programmes should:

#### **A Help to meet the target set out in the RES to reduce greenhouse gas emissions in the region in 2016 by 20-25% (compared to 1990 levels) with further reductions thereafter by:**

1. Increasing population, development and activity in cities and towns
2. Encouraging better energy, resource, and water efficient buildings
3. Minimising resource demands from development
4. Reducing traffic growth through appropriate location of development, demand management, and improving public transport and facilities for walking and cycling
5. Encouraging redevelopment of previously developed land
6. Facilitating effective waste management
7. Increasing renewable energy capacity and carbon capture

#### **B Plan for the successful adaptation to the predicted impacts of climate change by:**

1. Minimising threats from and impact of coastal erosion, increased flood risk, increased storminess, habitat disturbance, increased pressure on water resources, supply and drainage systems;
2. Maximising opportunities from: increased growing season; greater tourism potential; and warmer urban environments.

## **POLICY YH4: Regional cities and sub regional cities and towns**

- A** Regional Cities and Sub Regional Cities and Towns should be the prime focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities in the region.
- B** Regional Cities and Sub Regional Cities and Towns will be transformed into attractive, cohesive and safe places where people want to live, work, invest, and spend time in. Plans, strategies, investment decisions and programmes should:
  1. Achieve a radically more modern and wider range of housing and employment premises
  2. Develop a strong sense of place with a high quality of public realm and well designed buildings within a clear framework of routes and spaces
  3. Create new and improve existing networks, corridors and areas of green space, including the urban fringe to enhance biodiversity and recreation
  4. Strengthen the identity and roles of city and town centres as accessible and vibrant focal points for high trip generating uses
  5. Improve public transport systems and services and increase opportunities for walking and cycling

## **POLICY YH5: Principal towns**

- A** Principal Towns should be the main local focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities.
- B** The roles of Principal Towns as accessible and vibrant places to live, work and invest should be enhanced. Plans, strategies, investment decisions and programmes should:
  1. Improve accessibility from surrounding areas and improve their function as hubs for transport services and interchange
  2. Improve public transport links between Principal Towns and with Regional and Sub Regional Cities and Towns
  3. Ensure that they provide the main focus for employment development in rural areas
  4. Enhance the vitality and viability of town centres
  5. Achieve a high standard of design that protects and enhances local settings, character, distinctiveness and heritage.
- C** LDFs should include the Principal Towns indicated on the Key Diagram and may in particular circumstances supported by compelling evidence include other towns provided that they:
  1. Support delivery of the Core Approach and transformation of Regeneration Priority Areas; and
  2. Will provide employment, community facilities and services for local and surrounding populations; and
  3. Will have good accessibility by public transport to Regional Cities and Sub Regional Cities and Towns; and
  4. Have capacity to accommodate development in accordance with policy YH7 without harm to the town's environment and character; and
  5. Have potential to develop a role that complements and supports the wider settlement network.



## **POLICY YH6: Local service centres and rural and coastal areas**

Local Service Centres and rural and coastal areas will be protected and enhanced as attractive and vibrant places and communities, providing quality of place and excellent environmental, economic and social resource. Plans, strategies, investment decisions and programmes should:

1. Achieve a high standard of design that protects and enhances settlement and landscape diversity and character
2. Support innovative means of accessing and delivering services
3. Retain and improve local services and facilities, particularly in Local Service Centres
4. Support economic diversification
5. Meet locally generated needs for both market and affordable housing

## **POLICY YH7: Location of development**

**A** After determining the distribution of development between cities and towns in accordance with policies YH4, YH5 and YH6, local planning authorities should allocate sites by giving:

1. First priority to the re-use of previously developed land and buildings and the more effective use of existing developed areas within the relevant city or town
2. Second priority to other suitable infill opportunities within the relevant city or town
3. Third priority to extensions to the relevant city or town

**B** In identifying sites for development, local planning authorities should adopt a transport-orientated approach to ensure that development:

1. Makes the best use of existing transport infrastructure and capacity
2. Takes into account capacity constraints and deliverable improvements, particularly in relation to junctions on the Strategic Road Network
3. Complies with the public transport accessibility criteria set out in Tables 13.8 and 13.9 and maximises accessibility by walking and cycling
4. Maximises the use of rail and water for uses generating large freight movements

## **POLICY YH9: Green belts**

**A** The Green Belts in North, South and West Yorkshire have a valuable role in supporting urban renaissance, transformation and concentration, as well as conserving countryside, and their general extent as shown on the Key Diagram should not be changed.

**B** Localised reviews of Green Belt boundaries may be necessary in some places to deliver the Core Approach and Sub Area policies.

**C** The detailed inner boundaries of the Green Belt around York should be defined in order to establish long term development limits that safeguard the special character and setting of the historic city. The boundaries must take account of the levels of growth set out in this RSS and must also endure beyond the Plan period .

**D** A strategic review of the West Yorkshire Green Belt may be required to deliver longer term housing growth as set out in Table 12.1 in locations that deliver the Core Approach and the strategic patterns of development set out in policy LCR1E.

**E** Green Belt reviews should also consider whether exceptional circumstances exist to include additional land as Green Belt.

## **Appendix B: The Settlement Hierarchy and Sustainability Appraisal Scenario Testing<sup>9</sup>**

Consultation at Issues and Options stage pointed to the need for balance between our understanding of environmental, social and economic impacts across the settlements in the authority. A number of sources of information have been pulled together to inform a preferred approach to York's settlement hierarchy. These include:

- Consideration of the approach advocated by national, regional and strategic guidance;
- The results of the first and second stage of issues and options consultation;
- Statistical information from the Census (2001), Indices of Multiple Deprivation (2007) and monitoring
- A facilities survey undertaken by City of York Council (April 2007) considering access to local food shopping, a bank, post office, primary school, doctor's surgery...
- The Housing Market Assessment (2007)
- The PPG17 Open Space Assessment (2008)
- Ward level Transport Carbon Footprinting
- Conservation Area Statements and Village Design Statements, where appropriate
- Online timetables showing bus routes and frequency, and both existing and proposed cycle routes

In light of the above, Table 1 below lists the criteria, in terms of facilities and services, which have been used to identify the position of each settlement in the hierarchy, along with a scoring system. The footprinting and public transport criteria include a weighting system based on the range and frequency of bus services, to reflect the importance of frequent and accessible public transport to supporting sustainable communities. To test the approach taken, Appendix C also shows the relationship between the selected criteria and the SA objectives, to start to assess the validity of the chosen approach.

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<sup>9</sup> The spatial strategy discusses the settlement hierarchy in the context of the development potential of each settlement, including the constraints which may limit that potential, such as the quality of the surrounding landscape, risk of flooding or the location of local nature conservation sites; and reaches a conclusion as to the possible level of growth that could be accommodated, subject to any policy decisions arrived at through the formal plan preparation processes. It is stressed that the purpose of the criteria and scoring system is to assist in the classification of villages within a hierarchy. It does not necessarily follow that the level of new development which could be accommodated in and around a village will correspond precisely to its position in the hierarchy, as levels of development are usually based on a number of other factors such as the overall strategic policy and direction of growth, developer interest, the availability of sites and the presence of constraints to development. For example, a village may contain a good range of services and facilities but may not any have suitable land for development.

**Table 1 – Sustainable Settlement scoring system**

Criterion		Score			Sustainability Objectives met
(Bold indicates objective primarily met by indicator)					
Facilities accessibility		Excellent	Satisfactory	Unsatisfactory	
Primary school within settlement		+2	+1	-	EC3, EC4, S6, S3, EN4
Post office within settlement		+2	+1	-	
Foodstore within settlement		+2	+1	-	
Doctors surgery located within settlement		+2	+1	-	
Library located within settlement		+2	+1	-	
Access to local employment		+2	+1	-	
Access to public outdoor leisure space within 15 min walk/720m		+1			S1, S6, S7, S8, EN3, EN4
Access to allotment within 15 min walk/720m		+1			
Access to teenage facilities within 15 min walk/720m		+1			
Access to children's facilities within 10 min walk/480m		+1			
Access to built leisure facilities within 15 min walk/720m		+1			
Population of 4,000 or more <sup>10</sup>		+1			EC1
Public Transport based carbon footprint	High	+1			Headline objective, S6, S7, S8, EN4, EN5
	Medium	-			
	Low	-1			
Car fuel borne carbon footprint	High	-1			Headline objective, S6, S7, S8, EN4, EN5
	Medium	-			
	Low	+1			
Bus Accessibility	15 min service to York City Centre plus 30 min evening service	+4			S6, S7, S8, EN4, EN5
	30 min service to York City Centre, plus hourly evening service	+2			
	30min - 1hour daily service, and no evening service	+1			
	Infrequent daily and evening service	-			
Other existing or potential public transport link to York City Centre	Rail and cycle access	+2			S6, S7, S8, EN4, EN5
	Rail or cycle access	+1			S6, S7, S8, EN4, EN5

Using the scoring system set out in Table 1, the highest score any settlement can achieve is 26. Settlements with a score greater than 13 are proposed to be classified as Local Service Centres, having at least a basic range of services that serve the needs of, and are accessible to, people living in the surrounding areas (primary school, post office, foodstore, doctors surgery and library), at least 3 types of open space, population greater than 4,000, plus excellent access to York City Centre's services and facilities. Settlements which meet some of the requirements and have a

<sup>10</sup> Current population figures for each settlement have been taken from the 2001 census.

score in the range of 9 to 13 are proposed to be classified as Villages. This is based on a satisfactory score of 1 for each facility: Doctors Surgery, Library, Post Office, Primary School, foodstore, local employment and at least 1 type of open space— ie 7 – plus at least a 30min bus route – 2. There would therefore be the opportunity to improve public transport access to make the settlement more accessible. Settlements which score 8 or less are proposed to be classified as Small Villages. Such settlements will not be considered for further strategic growth, since they do not offer the basic level of facilities and access to existing or potential public transport linkages which would be expected in a well functioning neighbourhood.

#### **A. Sub-Regional Centre -**

The sub-regional centre of York will provide the main focus of employment, shopping and health, leisure, business and public services. Focusing development, investment and activity on York offers the greatest scope to re-use land and buildings; make the most of existing infrastructure and investment; reduce greenhouse gas emissions and related impacts by reducing the need to travel; maximize accessibility between homes, services and jobs; foster wide ranging inclusion and; encourage the use of public transport. Building on York's compactness, by enabling development designed to increase the use of public transport, walking and cycling will help to make York livelier, more attractive and more environmentally friendly.

#### **B. Local Service Centres -**

The aim of the hierarchy is to prevent the dispersal of development to smaller settlements and open countryside. A lower scale of growth, compared to urban areas, forms the overall approach outside of York's urban area, with development being focused on Local Service Centres.

LDFs need to define Local Service Centres in accordance with the Regional Spatial Strategy, which suggests as a starting point, that local authorities consider the approach and findings of the Regional Settlement Study (2004). Local Service Centres will be protected and enhanced as attractive and vibrant places and communities, providing quality of place and excellent environmental, economic and social resource. Within these villages it will be important to retain and improve local services and facilities, support economic diversification, support innovative means of accessing and delivering services and meet locally generated needs for both market and affordable housing.

As a minimum, Local Service Centres will have the following:

- a range of shops and services, particularly a post office and food shopping which can meet daily needs
- primary school
- doctor's surgery
- a range of accessible open space, including pitches with changing facilities
- frequent public transport services to York City Centre
- population greater than 4000

The local service centres that have been identified are therefore those which have achieved a score above 13.

**The following settlements have been identified as Local Service Centres:**

- **Haxby and Wigginton**
- **Strensall/Towthorpe**
- **Upper and Nether Poppleton**

### **C. Villages –**

A Village will meet some of the criteria of a Local Service Centre, but will be likely to have a smaller population. These villages could accommodate some small scale infill, redevelopment or expansion which is appropriate in scale and nature and helps support the viability of some of the existing facilities or address local needs, such as for affordable housing.

**The following settlements have been identified as Villages:**

- **Bishophthorpe**
- **Copmanthorpe**
- **Dunnington**
- **Skelton**

### **D. Small Villages -**

A Small Village will be a settlement which does not meet the criteria for one of the categories higher in the hierarchy. Typically, a small village will have a low population, and a limited range of services, if any. Many of these villages will be relatively isolated or may have experienced population decline and loss of services over the years. Any development would be likely to be restricted to infill.

Wheldrake, Elvington, Skelton and Stockton-on-the-Forest are generally better served than the majority of the very small settlements considered as ‘Small Villages’. Their populations are also substantially larger. It could be argued that these villages should be categorised separately from other ‘Small Villages’. In practice, given that the spatial strategy will not direct any strategic growth to Small Villages there would be no change either way to the amount of growth accommodated by each.

**The following settlements have been identified as Small Villages:**

- **Acaster Malbis**
- **Askham Bryan**
- **Askham Richard**
- **Deighton**
- **Elvington**
- **Fulford – Fordlands Rd**
- **Hessay**
- **Holtby**
- **Hopgrove**
- **Knapton**
- **Murton**
- **Naburn**
- **Old Easwick village**
- **Rufforth**
- **Stockton-on-the-Forest**
- **Wheldrake**

## **Appendix C: Sensitivity Testing**

5.1 An initial Sustainability Appraisal of the above scoring matrix acknowledges and supports the structure of weighting accessibility above all other criteria, in line with SA objectives and the Core Strategy's overall vision and objectives. However, the following sensitivity testing has been undertaken to understand what the impact of altering weighting would be.

5.2 The sensitivity testing has involved increasing/decreasing the score of certain criteria, to reflect changes in the priorities of the scoring mechanism, reflecting different objectives. The criteria changes are outlined below, along with a summary of the results:

Scenario	Reason for proposed alternative approach	Results
1a: Strengthening retail focus: +3 for centre with small supermarket plus additional shops, +2 for mid range grocery store plus other shops, +1 for just grocery store, 0 for no provision.	Local access to services and facilities helps to serve people in communities and minimise the number of journeys made by car. Prioritising the retail focus of the hierarchy above all other issues could be argued to most strongly support reflect PPS1/PPS6 focus on locally accessible services.	No change
1b: Outdoor leisure space Change to +2 for places with 2 or more public outdoor space types, +1 for 1 public outdoor space type. +0.5 for part met.	Well planned and maintained open spaces and good quality sports and recreational facilities can play a major part in improving people's sense of well being in the place they live. As a focal point for community activities, they can bring together members of deprived communities and provide opportunities for people for social interaction. This supports the approach of PPG17.	No change
1c: Built Sports Facilities Change to +2 for places with 2 or more built facilities, +1 for 1 just pitches.		No change
1d: Public Transport Carbon Footprint Change to +2 for high footprints and -2 for low footprints.	A high footprint for public transport use shows that this sustainable travel method is being used to good effect.	No change

1e: Car Fuel Carbon Footprint Change to +2 for high footprints and -2 for low footprints.	Conversely, a high car fuel footprint suggests different travel choices are being made, and alongside bus access and other statistical info can give an impression of why this might be. Weighting either more strongly supports the SA Headline Objective of lowering York's Ecofootprint.	No change
1f: Public Transport Service Change from +4 to +3 for frequent services.	The accessibility to buses score was decreased to see if a high weighting for high frequency buses could be justified.	Lowering the weighting of bus accessibility drops Strensall into the Village Tier.
1g: Improving public transport access  Change to next highest tier in hierarchy	To assess the impact of improving routes and access not currently identified for upgrade through the Core Strategy/LTP2	Bishopthorpe and Dunnington would move into LSC tier. Stockton-on-the-Forest would be classified as a Village, and be subject to a small level of strategic growth.

Local service information for post offices, doctor's surgeries, primary schools and libraries has not be assessed within the sensitivity scoring as it was identified that there would be no significant changes should the scoring be changed.

## Baseline

	Post Office, Doctors Surgery, Primary school, foodstore and library	Scale of retail provision	Range of employment floorspace (within 800 metres)	Access to open space	Population (2001 census)	Public Transport Carbon Footprint	Car fuel carbon footprint	Bus accessibility (access to frequent - 15min - bus route)	Other existing or potential public transport link to York City Centre	Overall score
<b>Local Service Centres</b>										
Haxby/Wigginton	4	2	1	3	1	0	0	4	2	17
Upper/Nether Poppleton	4	1	2	3.5	1	0	0	2	2	15.5
Strensall/ Towthorpe	4	2	0	2.5	1	0	0	4		14
<b>Villages</b>										
Bishophorpe	4	1	0	3	0	0	0	2	1	11
Dunnington	4	1	1	4	0	-1	0	2	1	12
Copmanthorpe	4	1	0	3.5	1	-1	-1	1	2	10.5
Skelton	3	1	1	2	0	0	0	1	1	9
<b>Small Villages</b>										
Elvington	3	1	2	2	0	0	-1	0	0	7
Stockton on the Forest	3	1	0	2	0	0	-1	2	0	7
Wheldrake	3	1	1	2	0	0	0	0	0	7



Increasing the weight of retailing

	Post Office, Doctors Surgery, Primary school, foodstore and library	Scale of retail provision	Range of employment floorspace (within 800 metres)	Access to open space	Population (2001 census)	Public Transport Carbon Footprint	Car fuel carbon footprint	Bus accessibility (access to frequent - 15min - bus route)	Other existing or potential public transport link to York City Centre	Overall score
<b>Local Service Centres</b>										
Haxby/Wigginton	4	3	1	3	1	0	0	4	2	<b>18</b>
Upper/Nether Poppleton	4	2	2	3.5	1	0	0	2	2	<b>16.5</b>
Strensall/ Towthorpe	4	3	0	2.5	1	0	0	4		<b>15</b>
<b>Villages</b>										
Bishopthorpe	4	2	0	3	0	0	0	2	1	<b>12</b>
Dunnington	4	2	1	4	0	-1	0	2	1	<b>13</b>
Copmanthorpe	4	2	0	3.5	1	-1	-1	1	2	<b>11.5</b>
Skelton	3	1	1	2	0	0	0	1	1	<b>9</b>
<b>Small Villages</b>										
Elvington	3	2	2	2	0	0	-1	0	0	<b>8</b>
Stockton on the Forest	3	2	0	2	0	0	-1	2	0	<b>8</b>
Wheldrake	3	2	1	2	0	0	0	0	0	<b>8</b>

## Outdoor leisure space

	Post Office, Doctors Surgery, Primary school, foodstore and library	Scale of retail provision	Range of employment floorspace (within 800 metres)	Access to open space	Population (2001 census)	Public Transport Carbon Footprint	Car fuel carbon footprint	Bus accessibility (access to frequent - 15min - bus route)	Other existing or potential public transport link to York City Centre	Overall score
<b>Local Service Centres</b>										
Haxby/Wigginton	4	2	1	3	1	0	0	4	2	17
Upper/Nether Poppleton	4	1	2	4.5	1	0	0	2	2	16.5
Strensall/ Towthorpe	4	2	0	3.5	1	0	0	4		15
<b>Villages</b>										
Bishopthorpe	4	1	0	4	0	0	0	2	1	12
Dunnington	4	1	1	5	0	-1	0	2	1	13
Copmanthorpe	4	1	0	4	1	-1	-1	1	2	11
Skelton	3	1	1	3	0	0	0	1	1	10
<b>Small Villages</b>										
Elvington	3	1	2	2	0	0	-1	0	0	7
Stockton on the Forest	3	1	0	2	0	0	-1	2	0	7
Wheldrake	3	1	1	2	0	0	0	0	0	7

## Built sports facilities

	Post Office, Doctors Surgery, Primary school, foodstore and library	Scale of retail provision	Range of employment floorspace (within 800 metres)	Access to open space	Population (2001 census)	Public Transport Carbon Footprint	Car fuel carbon footprint	Bus accessibility (access to frequent - 15min - bus route)	Other existing or potential public transport link to York City Centre	Overall score
<b>Local Service Centres</b>										
Haxby/Wigginton	4	2	1	3	1	0	0	4	2	17
Upper/Nether Poppleton	4	1	2	4.5	1	0	0	2	2	16.5
Strensall/ Towthorpe	4	2	0	3.5	1	0	0	4		15
<b>Villages</b>										
Bishopthorpe	4	1	0	4	0	0	0	2	1	12
Dunnington	4	1	1	4	0	-1	0	2	1	12
Copmanthorpe	4	1	0	4.5	1	-1	-1	1	2	11.5
Skelton	3	1	1	3	0	0	0	1	1	10
<b>Small Villages</b>										
Elvington	3	1	2	3	0	0	-1	0	0	8
Stockton on the Forest	3	1	0	2	0	0	-1	2	0	7
Wheldrake	3	1	1	3	0	0	0	0	0	8

## Public Transport Carbon footprint

	Post Office, Doctors Surgery, Primary school, foodstore and library	Scale of retail provision	Range of employment floorspace (within 800 metres)	Access to open space	Population (2001 census)	Public Transport Carbon Footprint	Car fuel carbon footprint	Bus accessibility (access to frequent - 15min - bus route)	Other existing or potential public transport link to York City Centre	Overall score
<b>Local Service Centres</b>										
Haxby/Wigginton	4	2	1	3	1	1	0	4	2	17
Upper/Nether Poppleton	4	1	2	3.5	1	0	0	2	2	15.5
Strensall/ Towthorpe	4	2	0	2.5	1	0.5	0	4		14
<b>Villages</b>										
Bishopthorpe	4	1	0	3	0	0	0	2	1	11
Dunnington	4	1	1	4	0	-2	0	2	1	10
Skelton	3	1	1	2	0	0	0	1	1	9
Copmanthorpe	4	1	0	3.5	1	-2	-1	1	2	9.5
<b>Small Villages</b>										
Elvington	3	1	2	2	0	0.5	-1	0	0	7
Stockton on the Forest	3	1	0	2	0	0	-1	2	0	7
Wheldrake	3	1	1	2	0	0.5	0	0	0	7

## Car Fuel Carbon Footprint

	Post Office, Doctors Surgery, Primary school, foodstore and library	Scale of retail provision	Range of employment floorspace (within 800 metres)	Access to open space	Population (2001 census)	Public Transport Carbon Footprint	Car fuel carbon footprint	Bus accessibility (access to frequent - 15min - bus route)	Other existing or potential public transport link to York City Centre	Overall score
<b>Local Service Centres</b>										
Haxby/Wigginton	4	2	1	3	1	0	-1	4	2	17
Upper/Nether Poppleton	4	1	2	3.5	1	0	-0.5	2	2	15.5
Strensall/ Towthorpe	4	2	0	2.5	1	0	-1	4		14
<b>Villages</b>										
Bishopthorpe	4	1	0	3	0	0	-0.5	2	1	11
Dunnington	4	1	1	4	0	-1	0	2	1	12
Copmanthorpe	4	1	0	3.5	1	-1	-2	1	2	9.5
Skelton	3	1	1	2	0	0	-1	1	1	9
<b>Small Villages</b>										
Elvington	3	1	2	2	0	0	-2	0	0	6
Stockton on the Forest	3	1	0	2	0	0	-2	2	0	6
Wheldrake	3	1	1	2	0	0	-1	0	0	7

## Public Transport Service

	Post Office, Doctors Surgery, Primary school, foodstore and library	Scale of retail provision	Range of employment floorspace (within 800 metres)	Access to open space	Population (2001 census)	Public Transport Carbon Footprint	Car fuel carbon footprint	Bus accessibility (access to frequent - 15min - bus route)	Other existing or potential public transport link to York City Centre	Overall score
<b>Local Service Centres</b>										
Haxby/Wigginton	4	2	1	3	1	0	0	3	2	16
Upper/Nether Poppleton	4	1	2	3.5	1	0	0	2	2	15.5
<b>Villages</b>										
Strensall/ Towthorpe	4	2	0	2.5	1	0	0	3		13
Bishopthorpe	4	1	0	3	0	0	0	2	1	11
Dunnington	4	1	1	4	0	-1	0	2	1	12
Copmanthorpe	4	1	0	3.5	1	-1	-1	1	2	10.5
Skelton	3	1	1	2	0	0	0	1	1	9
<b>Small Villages</b>										
Elvington	3	1	2	2	0	0	-1	0	0	7
Stockton on the Forest	3	1	0	2	0	0	-1	2	0	7
Wheldrake	3	1	1	2	0	0	0	0	0	7

## Improving public transport access

	Post Office, Doctors Surgery, Primary school, foodstore and library	Scale of retail provision	Range of employment floorspace (within 800 metres)	Access to open space	Population (2001 census)	Public Transport Carbon Footprint	Car fuel carbon footprint	Bus accessibility (access to frequent - 15min - bus route)	Other existing or potential public transport link to York City Centre	Overall score
<b>Local Service Centres</b>										
Haxby/Wigginton	4	2	1	3	1	0	0	4	2	17
Upper/Nether Poppleton	4	1	2	3.5	1	0	0	4	2	17.5
Strensall/ Towthorpe	4	2	0	2.5	1	0	0	4		14
Dunnington	4	1	1	4	0	-1	0	4	1	14
<b>Villages</b>										
Copmanthorpe	4	1	0	3.5	1	-1	-1	2	2	11.5
Bishopthorpe	4	1	0	3	0	0	0	4	1	13
Skelton	3	1	1	2	0	0	0	2	1	10
Stockton on the Forest	3	1	0	2	0	0	-1	4	0	9
<b>Small Villages</b>										
Elvington	3	1	2	2	0	0	-1	1	0	8
Wheldrake	3	1	1	2	0	0	0	1	0	8

To measure the relative impact of improving access to public transport, bus access has been increased to the next level of frequency, ie those routes which currently have 30 min access (2 pts) have been altered to a 15 min frequency (4pts), and where service is infrequent (1 pt) this has been amended to reflect a 30 min service (2pts).

The first obvious impact is that Dunnington would move into the Local Service Centre tier, as the village currently has less than frequent access to York's city centre by public transport. The same is true for Stockton-on-the-Forest, which would move within the Villages tier, and therefore subject to a small proportion of strategic growth.

While it is interesting to see the impact of such changes on the hierarchy, at this stage the Core Strategy has only built in likely changes to public transport access which will come about from LTP2 programme or as a result of infrastructural or service improvements connected with bringing strategic sites online.

## **Appendix D: Profile of York's Villages**

### **Dunnington**

#### **Location and character**

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

Dunnington Village Design Statement was approved in March 2006 and describes the distinctive character of the village and its surrounding countryside and sets out design principles to demonstrate how local character can be protected and enhanced. Dunnington has become one of the larger villages in the City of York area, due to extensive suburban style development. This has wrapped around the historic village centre, so that much of its original setting has been lost. However the traditional village character within the historic centre itself remains strong and distinctive. The Dunnington Conservation Area was designated on 13 May 2004, and includes the historic core and main approaches to the village in a 'T'-shape formed from Church Street, York Street and Common Road.

The Church of St Nicholas is listed Grade II\* and has late Eleventh Century origins, with a Twelfth Century nave and lower stage to the tower, with subsequent additions and alterations and rebuilding in 1839-41 and 1877, and further additions in the 1980's, including a narthex, meeting room and kitchen.

#### **Population**

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

Between 1998-2008, approximately 40 houses have been built in Dunnington, around 0.5% of all housing development built in that period.

#### **1.1 Facilities & Services**

Dunnington has a good range of community facilities, including a primary school, post office and library, Anglican and Methodist Churches, a Sports and Social Club, 3 pubs, a wide range of sports pitches and a club house, doctors' surgery and a dental practice. The centre is made up of groups of retail units and individual units interspersed with residential units; it has a high proportion of service users, including 2 x hairdressers, 2 x pubs, an estate agent and a fish and chip shop, alongside other convenience uses including a butcher, a costcutter foodstore with a deli counter and post office. The village falls within the secondary school catchment for Fulford School.

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

#### **Transport and accessibility**

Despite having a regular 30 min frequency bus service into York, residents of Dunnington are some of the most likely to drive to work, multiple car ownership is very high in comparison to the rest of the city,



and carbon footprinting from bus use is very low. Dunnington also shows one of the lowest rates of walking or cycling to work, despite the village being connected to York by the main cycle network.

## **Haxby and Wigginton**

### **Location and character**

The villages of Haxby and Wigginton have coalesced together and are located to the north of the historic City of York, and York's Outer Ring Road and in many ways have the feel of a small town rather than a rural village. Haxby and Wigginton lie approximately 1 mile from the urban edge of York and approximately 4 miles from the City Centre. Haxby has a Conservation Area which was designated in 1977. It follows the boundaries of the historic village core, a compact and distinctive area. There are various important buildings in Haxby including 48 The Village, a mid 18<sup>th</sup> Century Listed Building, together with the remains of a 15<sup>th</sup> Century cross in St Mary's Churchyard, (1878, on the site of a 16<sup>th</sup> Century Church), the Memorial Hall (built as the village school, in 1876) and the substantial house called "Grey Firs".

To the east of the settlement is the River Foss and to the west is the B1363 with open countryside to the north. The character and scale of the form of the original medieval village remains, despite significant suburban development. In order to avoid further coalescence, a green buffer has been established to the east of Haxby towards Earswick and north towards Strensall. In order to retain the form and influence of York's 'green wedges', the Historic Character Appraisal also draws a separate buffer zone following the western boundary of the settlement. Retaining this as open land would help to reinforce this green corridor outwards from York beyond Bootham Stray and to maintain and enhance cycle and pedestrian links into the city centre which sit separately from the road network.

### **Population and housing growth**

In 2001 Haxby and Wigginton together had a combined population of 12,468, making it the second largest settlement in the City of York area. Interestingly, between 1991 and 2001 there had been a proportional fall in population when compared against the levels of growth seen in the main urban area of York. Between 1998-2008, approximately 150 houses had been built in Haxby and Wigginton, almost 2% of York's overall growth in that period. The settlement has little terraced housing, the majority being low rise and low density semis or detached properties. There is a relatively low incidence of renting homes, either from the council or through a private landlord – people are more likely to own their own home, either outright or with a mortgage.

### **Facilities and services**

Together Haxby and Wigginton have all the facilities that you would expect of a small town and together are designated as a District Centre, with a thriving Shopping Centre made up of a number of independent and high street retailers. There is also access to a broad range of local services, including a health centre, chemist and dentists, a post office, library and 3 primary schools (Ralph Butterfield Primary School, Headlands Primary School, Wigginton Primary School). To reflect the range of local shops and services available in Haxby, its shopping parade was designated as a District Centre in the Local Plan, placing it after York and alongside Acomb in the retail hierarchy. In terms of access to sports facilities, parts of the settlement are better served by allotments and childrens playspace, which was raised during consultation, but there is good access to both Wigginton and Ethel Ward playing fields, with football pitches, netball courts, tennis courts, a squash club, gym and changing facilities. Haxby and Wigginton lie within the secondary school catchment for Joseph Rowntree School. Haxby also has a small industrial estate (of approximately 0.7ha) to the north-west of the settlement. The nearest employment areas outside the village are located at Monks Cross and Clifton Moor.

### **Transport and accessibility**

Haxby and Wigginton have very good public transport links, with 2 regular bus services to the City Centre running every 10 and 30 minutes through the day, and every 30 minutes/hourly in the evening. It is one of the settlements in York where people are most likely to travel to work by bus. The Local Transport Plan 2 has also recognised that there is potential for a rail halt to be located at Haxby, to provide a direct connection through to York and to the wider rail network. This was something raised

during earlier consultation. Haxby is well connected to the main cycle network into York, although data shows that at the moment people are less likely to use their bikes to get to work.

## **Upper / Nether Poppleton**

### **Location and character**

Poppleton (Upper and Nether Poppleton) lies approximately 1 mile north west of York's main urban edge and approximately 3 miles from the City Centre. The village is bounded by the River Ouse to the north and east and by the A59 York to Harrogate road to the south and west. Poppleton is made up of two old village cores (Upper and Nether Poppleton) which have effectively coalesced to form one community, as a result of modern housing developments located between the two. The Conservation Areas of Nether Poppleton and Upper Poppleton were designated in 1993. The original core areas of both historic settlements, on which the Conservation Areas are centred, contains 23 listed buildings.

Poppleton's Village Design Statement was approved in August 2003 and describes the distinctive character of the village and its surrounding countryside and sets out design principles to demonstrate how local character can be protected and enhanced. This notes the pleasant character of Upper Poppleton's Village Green, enclosed by 18th/19th century farmhouses/cottages, and mainly detached/semi detached housing. New development should focus on brownfield sites and seek to maintain the rural character of the village, which is particularly sensitive to change. The separation distance between the village and York is particularly important in retaining Poppleton's rural feel, and is recognised in York's Historic Character Appraisal, where a significant buffer has been established to retain green and open land in order to avoid coalescence with York. A similar buffer has also been established to protect the village setting from the west, and maintain views across open countryside from within and across Poppleton.

### **Population and housing growth**

In 2001, the combined population of Upper and Nether Poppleton was 4038, equating to 2.2% of the City of York local authority area total. As such it is one of York's larger villages. Between 1991 and 2001 there had been significant growth – Poppleton's population increased by almost 25% in that time. More recently, between 1998-2008, approximately 280 homes have been built in Poppleton, the vast majority in Nether Poppleton, which has seen the second highest growth of housing of any village in York in that period, although this is still little more than 3% of York's total housing growth.

A significant proportion of Poppleton's householders are elderly, and the Housing Market Assessment recognises that instances of underoccupation are amongst the highest in York.

### **Facilities and services**

Poppleton's centre has a range of local facilities including a mid scale grocery store and several other local independent retailers. There is also a primary school, 2 doctors surgeries and a chemist, dental practice, library, Poppleton Community Centre, 3 churches, 4 public houses, a Post Office, a garage and a range of other services. There is also good access to a range of sport and recreation facilities, including Millfield Lane Playing Fields, tennis courts and a bowls club. However facilities tend to be located with better access from Upper Poppleton - Nether Poppleton is less well served by childrens and teenage playspace. Poppleton lies within the secondary school catchment for Lowfield School (York High).

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

### **Transport and accessibility**

Poppleton currently has the benefit of a 30min daily bus service which runs into the City Centre and an hourly evening service. Poppleton also has a stop on the York-Harrogate railway line and, although service is currently intermittent, the Local Transport Plan 2 has recognised the potential to improve

frequency via Tram Train proposals associated with the York NorthWest development site. The potential for a Park and Ride site to serve this entry point to York is also being discussed, along with other means of tackling congestion on the northern ring road.

## **Bishopthorpe**

### **Location and character**

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

Bishopthorpe is defined by the setting of the Archbishop's palace, still the home of the Archbishop of York, with adjacent woodland and landscaped grounds, maintaining its rural setting, complimented by Georgian buildings along Chantry Lane. The rural setting of Ferry lane cricket ground and the riverside is also important to the village character. The surviving characteristics of Main Street reflect a traditional rural village street. Bishopthorpe Conservation Area was designated in 1989. It is quite extensive, encompassing the Main Street, the Archbishop's Palace and grounds, and open areas that are important to the village setting.

Through the Historic Character Appraisal Bishopthorpe has been encircled by a development constraint buffer, to prevent coalescence with Copmanthorpe to the west, to preserve the setting of the village in relation to York to the north, and to allow for the green wedge, which follows Nun Ings and Middlethorpe Ings, to extend southwards beyond the ring road.

### **Population and Housing Growth**

For many centuries Bishopthorpe was a hamlet, centred around Bishopthorpe Palace. By 1800 its population was 218, and still only 439 at the beginning of the 20<sup>th</sup> Century. Major expansion to Bishopthorpe occurred in the 1930's, accelerating to treble the population in the last 30-40 years to 3224 in 2001. As a proportion of York's 2001 population it equates to 1.8%, and its population has continued to grow, although very slightly - between 1998-2008, approximately 42 new homes were built in Bishopthorpe, less than 0.5% of all housing development in York in that period.

Bishopthorpe is one of six wards in York showing high concentrations of older person households. It has also been identified in the Housing Market Assessment as being one of 6 priority villages where affordable housing exceptions sites may be appropriate, in order to help address the very high affordable component of overall demand for housing.

### **Facilities and services**

Bishopthorpe has a range of local services including a mid-scale grocery store and several other local retailers including a butchers and newsagent. There is also an infants and a junior school, a pre-school group, a dentists surgery, a doctors surgery and chemist, a post office and library. While there is little formal childrens or teenagers playspace, Bishopthorpe has several football pitches along with tennis and bowls and a cricket club. Creating opportunities locally for children and young people was one of the key ambitions identified through Neighbourhood Action Plan consultation. Bishopthorpe lies within the secondary school catchment for Fulford School. Whilst Bishopthorpe has little employment within the village, it is located close to the A64, with easy access to York and the region.

### **Transport and accessibility**

Bishopthorpe currently has a bus route to York which runs every half hour, and hourly in the evening. The provision of a better evening bus service has been identified through consultation. Statistics show that people are more likely to drive to their place of work – it shows the third highest incidence of car use of any ward in the city. It is also well connected by an off-road cycle route on the main cycle network.

## **Copmanthorpe**

### **Location and character**

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

Copmanthorpe Conservation Area was designated in its present form in 1978. It is a compact area encompassing Main Street, St Giles' Church and Low Green which form the historic core of the Village. The Church of St Giles occupies a pivotal position in the village. It is a Grade II Listed Building and dates from the Twelfth Century. The Main Street contains four Listed houses including Manor Farm from the Seventeenth Century. Other notable individual buildings are Croft Farm overlooking the Green, and the former school (1869).

Copmanthorpe Village Design Statement was approved in November 2002 and describes the distinctive character of the village and its surrounding countryside and sets out design principles to demonstrate how local character can be protected and enhanced. In order to prevent coalescence with Bishopthorpe to the east, the Historic Character Assessment has identified a swath of land to remain open from development.

### **Population and housing growth**

The latest Census Survey (2001) highlights that the population of Copmanthorpe stands at 4262 - having nearly quadrupled since 1961, there are currently more than 1,600 houses within the village. Copmanthorpe has continued to grow at a lesser rate in recent years - between 1998-2008, approximately 121 homes were built in Copmanthorpe, around 1.5% of overall housing growth in York in that period.

### **Facilities and services**

Copmanthorpe has a variety of local services, including a mid scale grocery store and several local independent retailers including a butchers, alongside a range of services. The village also benefits from a primary school, 2 medical practices and a chemist, a post office and library. Copmanthorpe Rec provides for cricket, football, tennis, badminton and bowls, and there is also a golf club. Copmanthorpe lies within the secondary school catchment for Millthorpe School. The northern part of Copmanthorpe is noted as being undersupplied in allotments and, as for most of York, there is little in the way of provision specifically for teenagers.

### **Transport and accessibility**

A daytime bus service runs every half hour, but there is no evening service. This underprovision in public transport connections to York has been identified in the Local Transport Plan 2, which notes the potential to link Copmanthorpe to a tram train connection from the city centre. Currently, multiple car ownership is high and people are more likely to travel to work by car when compared with the rest of York.

## **Elvington**

### **Location and character**

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

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

### **Population and housing growth**

In 2001 the population was 1212, equating to 0.7% of York's population. Between 1991 and 2001 the population of Elvington increased by 49.6%, by some margin the most significant level of growth of any village in York's district. However, the scale of development in the village has significantly dropped in the intervening years - between 1998-2008, only 7 new homes were completed in Elvington – and Elvington remains as one of the smaller villages in York.

### **Facilities and services**

In terms of local facilities, Elvington has a mid-scale grocery store and several independent retailers. Other facilities include a primary school, a medical practice and post office. Elvington lies within the secondary school catchment for Fulford School. While there is no library building in the village, the mobile library visits twice monthly. Multi-use floodlit pitches are available at the Lower Derwent Sports Club, giving provision for cricket, netball and football. Other types of open space, such as childrens playspace or allotments is undersupplied. Elvington Industrial Estate and Elvington Airfield Industrial Estate provide 25.7ha of employment land.

### **Transport and accessibility**

Elvington currently has very poor public transport access. The daytime services which serve the village run less frequently than every 2 hours, and there is no evening service. The high carbon footprint credited to car use reflects this - residents of Elvington are amongst the most likely in the city to own two or more cars and to travel to work by car.



## **Strensall and Towthorpe**

### **Location and character**

Strensall and Towthorpe are located approximately 2.5 miles north east of York's main urban edge and approximately 6 miles from the City Centre. Strensall village is surrounded by open countryside and York's Draft Green Belt, with the River Foss running to the west. To prevent growth in Strensall resulting in it coalescing with nearby Haxby, the Historic Character Assessment recommends that a development buffer is established to the south west of the village.

Strensall Conservation Area was originally designated in 1979 and included The Village (Main Street) and Church Lane, which make up the linear street character of the historic village. In November 2001 the Conservation Area was extended to the north and north-west. Queen Elizabeth II Army Barracks are located on the eastern side of the settlement.

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

### **Population and housing growth**

In 2001 the combined population of Strensall and Towthorpe was 5782, equating to 3.2% of York's population. Strensall's population grew significantly from 1990 onwards (at the second highest rate of any village in York's district) and between 1998-2008, approximately 279 additional new homes were built in the Strensall and Towthorpe Parish area, the most of any village in York. This equates to just over 3% of all new housing development in York in that period. Much of its housing is detached or semi-detached, with the lowest prevalence of flats in the city and high rates of owner occupation. Towthorpe has been identified in the Housing Market Assessment as one of 6 villages in York where priority should be given to rural exception sites..

Statistically, Strensall has a relatively young population in comparison with other areas of York, and has the lowest proportion of over 65s of any ward in York.

### **Facilities and services**

Strensall has access to a good range of local facilities. The centre is divided between 3 areas; Strensall's main centre on Princess Road / the village at the Northern end where the majority of uses are located, a parade of shops on Barley Rise, and a number of units around Strensall Camp to the South. The main and busiest part of the centre incorporates a post office, a tesco express, a betting office, pharmacy, delicatessen/caterers, fish and chip shop and hairdressers. There are also 2 x pubs, a veterinary surgery, library, garage and funeral directors. Along Barley Rise there is a costcutter, butcher and 2 x hairdressers. At the Southern end of York Road, there is a hairdressers, take-away and a petrol filling station with a Londis convenience store. Robert Wilkinson Primary is located in Strensall itself, and Strensall and Towthorpe lie within the secondary school catchment for Huntington School. In terms of sports facilities, 2 football pitches plus one Astroturf pitch are available, along with 3 tennis courts and Strensall Bowls and Golf Club.

### **Transport and accessibility**

Bus route 5 currently runs a frequent route into York, every 15 minutes during the day and every 30 minutes during the evening. Despite this, Strensall shows amongst the highest incidence of multiple car ownership in York, and a significant proportion of its residents drive to work.

## **Wheldrake**

### **Location and character**

Wheldrake is a village which lies approximately 4.5 miles south-east of York's main urban edge and approximately 6.3 miles from the City Centre. The medieval pattern in the form and layout of the heart of the village survives, and helps create a strong sense of place. The River Derwent runs along the eastern edge of the village, and it is surrounded by open countryside and York's Draft Green Belt. A significant tract of land running along Wheldrake's western boundary has been identified for its role in retaining and extending the green wedge linking into the city centre.

Wheldrake Conservation Area was designated in 1979. It concentrates on the historic Main Street, and its continuation as Church Lane, and the "Back Lanes" established as part of the medieval field pattern. Within the Wheldrake Conservation Area, the Parish Church and 21 buildings are listed. This is a notable proportion for a village of this size, reflecting its historic importance and qualities. The Church of St Helen has a 14<sup>th</sup> Century West Tower and a five sided apse of 1779. Numbers 53/55 Main Street are late 16<sup>th</sup> Century or early 17<sup>th</sup> Century in origin, with exposed timber framing to the front wall. Other buildings date mainly from the 18<sup>th</sup> Century.

### **Population and housing growth**

In 2001 Wheldrake had a population of 1780, equating to only 1% of York's population. Between 1991 and 2001 Wheldrake's population grew by almost 25%, and between 1998 and 2008 around 70 new homes were built in the village, almost 1% of overall housing growth in York. Many properties in Wheldrake are detached, (and with a poor mix of other dwelling types) and there is a high level of underoccupation. While statistics show levels of children in the village to be comparable to a York average, there are relatively low numbers of 18-24 year olds.

### **Facilities and services**

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

### **Transport and accessibility**

Bus linkages to York are currently infrequent – route 18 runs as an irregular daytime service, and with no evening provision. Route 18A only runs on Sunday daytime. This is reflected in the fact that households in Wheldrake are the most likely of any ward in the city to have multiple car ownership, and also most likely to travel to work by car.

## **Skelton**

### **Location and character**

The village of Skelton is situated approximately 1 mile north west of York's main urban edge and approximately 3.5 miles from the City Centre. Despite being so physically close to York Skelton has the feel of a typical village, in its mature trees, street pattern and range of terraced cottages and larger detached homes. The River Ouse runs to the west of the village. The A19 runs through the village dividing the residential area from the mainly employment areas. The village is surrounded by open countryside and York's Draft Green Belt. Recognising the importance of Skelton's setting in relation to York, a buffer protecting the village from coalescing has been drawn to the south and west, and to the north to prevent further expansion which would affect the setting of the village itself.

Skelton Conservation Area was designated in 1973. It includes The Green, Skelton Hall and Skelton Manor which form the historic core of the village. The Church of St Giles (formerly known as All Saints) is a Grade I Listed Building, dating from 1240, with restorations from 1814 –18. Although small, it is one of the foremost examples of early 13th century work in this region. Grade II listed buildings in Skelton include Skelton Hall, Church View, Pyramid House (formerly the Old School House) and the Grange Farm House.

### **Population and housing growth**

In 2001 Skelton had a population of 1642, equating to less than 1% of York's total population. Between 1991 and 2001 the population of Skelton increased by 8.5%, consistent with growth in York itself. Only 9 new homes were built in the 10 year period up to 2008

Skelton has been identified as one of 6 villages in York where priority should be given to rural exceptions sites for affordable housing.

### **Facilities and services**

A range of local facilities are available in Skelton, including a grocery store, along with a primary school, a doctors surgery and a post office. While the village does not have its own library, the mobile library visits twice monthly. Skelton lies within the secondary school catchment for Canon Lee School. While there are local grass pitches available, there are limited changing facilities, and the need for enhanced play provision for younger children was raised during consultation.

### **Transport and accessibility**

The bus service connecting Skelton to York is currently infrequent – routes 22 and 30 run hourly, and there is an intermittent evening service. However, the village is served by an easy off-road cycle route into the city centre.

## **Stockton-on-the-Forest**

### **Location and character**

Stockton-on-the-Forest is located approximately 2.5 miles to the east of the main urban edge of York, and approximately 4.5 miles from the City Centre. The village shows a typical linear pattern of development, representative of many eras of architecture. The mixture of agriculture outbuildings and paddocks creating a soft edge to the village. The village is surrounded by open countryside and York's Draft Green Belt, to the north is the A64. To retain the physical relationship between Stockton-on-the-Forest and York, the Historic Character Appraisal draws a buffer to the north and east of the village, maintaining and extending the green wedge of Monk Stray beyond the city limits.

The Conservation Area was designated in August 1998. It includes the historic core of the village along The Village (the main street) together with Stockton Hall and its grounds and a frontage of early 20<sup>th</sup> Century housing opposite the Hall. Stockton Hall is the village's most imposing individual house, which is now used as a hospital. It dates from the 18<sup>th</sup> Century and is a Grade 2 Listed Building as are the adjoining stables. Along The Village are several houses and farmhouses which are also Listed, dating from the early 18<sup>th</sup> Century onwards. Other interesting buildings include Holy Trinity Church, built in the Gothic Style of 1843, with its distinctive spire.

### **Population and housing growth**

In 2001 the village had a population of 1259, equating less than 1% of York's population. Between 1991 and 2001 the population increased at just under  $\frac{3}{4}$  the rate of York itself, by around 6%.

### **Facilities and services**

Stockton-on-the-Forest has the following local amenities: a mid-scale grocery store and some independent retailing, a primary school, a doctors surgery, and a post office. There is no library in the village, but the mobile library service visits twice monthly. Apart from a playground at Stone Riggs, the village does not have any formal outdoor public open space. Stockton-On-The-Forest lies within the secondary school catchment for Huntington School.

### **Transport and accessibility**

The Coastliner service provides Stockton-on-the-Forest with its only public transport connection to York, which runs every half hour, daytime and in the evening.

## Appendix E: SA commentary on Core Strategy Issues and Options 2 consultation

At Issues and Options 2 stage, the spatial strategy discussed 4 options for growth based upon a four tier hierarchy, as shown in Table 1 below.

### Previous Sustainability Appraisal Comments

The associated SA comments for the options set out at Issues and options 2 are shown in the table 1:

**Table 1**

Option	SA Commentary on the Spatial Strategy at Issues and Options 2
Option 1: Prioritising settlement accessibility – distribute development to the most accessible location (based upon sustainability checklist for each of the main LSCs (identified by the Draft RSS) plus four additional villages).	<ul style="list-style-type: none"> <li>• Likely to perform well in terms of environmental impact due to helping to reduce the need for travel by locating growth in areas which have accessible facilities.</li> <li>• Concerns for development effecting community character in settlements lower down the hierarchy.</li> <li>• Certain villages within this option (Dunnington and Poppleton) already have employment locations so more growth could potentially be supported. More growth in the local economy is needed in Haxby to support the local job market.</li> </ul>
Option 2: Prioritising existing market trends – Continue to distribute housing development broadly in line with past trends , reflecting market demand. Following a similar pattern for employment because of the connection with housing growth in creating sustainable communities.	<ul style="list-style-type: none"> <li>• Two of the settlements have low employment provision compared to option 1 and all but one have poor access to transport.</li> <li>• Locating development in these settlements could lead to an increased need to travel to access jobs and services leading to negative environmental consequences.</li> <li>• Settlements may become commuter towns lacking in character of their own.</li> </ul>
Option 3: Prioritising housing equality - Distribute housing development in terms of the needs of the groups and priorities identified by the HMA	<ul style="list-style-type: none"> <li>• As only one second tier settlement is identified in this option, there is less choice of locations for expansion. Implies additional Greenfield land take-up to meet housing and employment requirements.</li> <li>• Haxby &amp; Wigginton has limited employment floor space and expansion here may increase commuting to work outside of the village.</li> <li>• New homes will have to be accommodated in limited land area (Haxby&amp;Wigginton) which may lead to housing affordability and type of homes constraints.</li> <li>• Potential impacts on the community character of Haxby &amp; Wigginton due to an influx of new residents.</li> <li>• Other settlements within the area are unable to meet their needs in terms of affordable housing and access to services.</li> <li>• Low employment availability in Haxby &amp; Wigginton would lead to limited local access to jobs.</li> </ul>

Option 4:A combination of the above broad factors	
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The initial SA comments lead to a conclusion that option 1 would be the most sustainable in terms of balancing environmental, social and economic impacts across the settlements in the authority.

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