



## 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, 20 April 2009

**Time:** 4.00 pm

(Please note, the start time of this meeting has been changed from 4.30 to 4.00pm as the scheduled SPP meeting on the same date is to go ahead)

**Venue:** The Guildhall

### AGENDA

#### 1. **Declarations of Interest**

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

#### 2. **Minutes** (Pages 3 - 12)

To approve and sign the minutes of the meetings of the Local Development Framework Working Group held on 3 March and 9 March 2009.

#### 3. **Public Participation**

At this point in the meeting, members of the public who have registered their wish to speak, regarding an item on the agenda or an issue within the remit of the Working Group, may do so. The deadline for registering is 5.00 pm on Friday 17 April 2009.

**4. City of York Local Development Framework – Draft Core Strategy Preferred Options (Pages 13 - 250)**

The purpose of this report is to request that Members of the LDF Working Group recommend to the Council's Executive that they approve the draft LDF Core Strategy Preferred Options document, subject to the recommendations of the group, for consultation in late Spring. The draft Core Strategy Preferred Options document is attached as Annex A to this report.

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

Democracy Officers:

Name: Catherine Clarke and Heather Anderson (job share)

Contact Details:

- Telephone – (01904) 551031
- E-mail – [catherine.clarke@york.gov.uk](mailto:catherine.clarke@york.gov.uk) and [heather.anderson@york.gov.uk](mailto:heather.anderson@york.gov.uk)

(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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- 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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## City of York Council

## Committee Minutes

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MEETING	LOCAL DEVELOPMENT FRAMEWORK WORKING GROUP
DATE	3 MARCH 2009
PRESENT	COUNCILLORS STEVE GALLOWAY (CHAIR), POTTER (VICE-CHAIR), AYRE, D'AGORNE, MERRETT, MOORE, REID, SIMPSON-LAING, R WATSON AND WATT

**22. DECLARATIONS OF INTEREST**

Councillor Merrett declared a Personal Non-Prejudicial Interest in Item 4 on the Agenda, Employment Land Review – Evidence Base, as he works in Hudson House in York.

**23. MINUTES**

RESLOVED: That the minutes of the meeting of the Local Development Framework Working Group held on 6 January be approved and signed by the Chair as a correct record subject to part (ii) of the resolution to Minute 21 being amended to read “That Members’ comments on the City Centre Area Action Plan Issues and Options Report – Consultation Summary *be taken into account.*”

**24. PUBLIC PARTICIPATION**

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

**25. EMPLOYMENT LAND REVIEW - EVIDENCE BASE**

Members considered the Employment Land Review - Evidence Base report, which advised them on the Preparation of the Employment Land Review (ELR) commissioned as a key part of the evidence base to support the Local Development Framework (LDF). The Report had been prepared by the Council consultants Entec with advice from Lawrence Hannah LLP. The study was based on the stage 1 Employment Land Review produced for the Council by SQW (Segal Quince Wicksteed), reported to members in 2007.

The Principal Development Officer introduced the report, which reviewed the current main employment areas in York and provided future potential sites. The Officer stated that it must be noted that Entec were not suggesting future allocations, but had provided a list of assessed sites

ranked 1-92 with the top ranked 19 sites for possible B1(a) office use, B1(b), B1(c), B2 and B8 uses.. The land yielded from these 19 sites could provide a starting point for further work.

Officers highlighted the re-development opportunities at the Foss Basin and that the authority would do further work on this. A new office district in York Central was discussed with potential floorspace of 87,000 –100,000 square metres.

Officers explained that Members were not asked to endorse particular sites, but to agree that the information provided would be used to inform the consideration of potential approaches to the Core Strategy and other LDF documents.

**Comments and questions were then raised by Members to which Officers responded.**

- In distinguishing the **office-type sites** Members asked if it had been the intention of officers to identify Premier or Standard sites. Officers responded that according to Entec the market would decide. However, Entec had said that it was very important to identify sites for different use classes and make sure the sites were available. Entec had predicted a growth in the storage and distribution sector, especially with more Internet sales and distribution, and saw small-scale high quality businesses developing from this. However, it was felt that one needed to be very cautious in designating categories as this might stifle potential development.
- **Ranking.** Officers confirmed that the ranking in the report was considered a starting point for Members to make decisions. Of the 19 sites shortlisted, Officers felt that this provided sufficient choice for allocation to begin with.
- Members were surprised that the **Huntington site 64** was still included. Officers confirmed that Members had earlier given approval for this site and this had been called in by the Secretary of State. The Inspectors report had found no justification in the short term, but this site formed part of the choices that Members could make.
- Questions were asked about the **Clifton Moor** site and its potential. Officers highlighted the success of the Eco Business Centre, despite the views of the consultant and felt that this site, with the right conditions, was not a closed door.
- With regard to the **Clifton Moor** site, Members asked whether Entec had visited all the sites, as members had been disappointed with the description of Clifton Moor in the report on pages 73 and 74. It was felt by Members that a lot of the information was not correct and that Entec needed to be challenged on this. Officers responded that this would be noted and factored into future work. In addition, with regard to the Clifton Moor site, Members commented on the problems of getting in and out of the site. Officers responded that in their report, Entec had given the perspective of local developers. Members also felt that the site had re-development potential. Officers noted that the site did not have land left available

for development. Generally, Members felt disappointed that no further development was being considered for Clifton Moor. It was noted by Members that low-density development might be possible but this needed decent public transport and a reduction in parking to tackle some of the congestion issues.

- Members expressed concerns about the **current economic situation** and the timing of the report. Officers responded that national economic figures used had assumed normal market conditions, however, no one knew how long the recession would last or how deep it would be. Officers also confirmed that they did not want to under-allocate land and would liaise with Yorkshire Forward, key landowners and developers to make sure that the proposals were realistic.
- Questions were raised about why **St Leonard's** was ranked so high and the inclusion of Hudson House given recent consents. Officers also responded that the consultants had looked at all sites and weighted them towards location criteria, including sites such as Hudson House and St. Leonard's, but did not provide a view on the capacity.
- Concern was expressed about the deliverability of York Central however officers stated that, with regard to the York Central site, it was important not to discount the site's potential.
- Members also asked whether when evaluating plots on the Ring Road, Clifton Moor and North West Business Park whether this had been **car-centric**. Officers responded that Entec had basically taken a car-centric approach, but that this was not necessarily the role that the authority would take and that wider aspirations would be factored in.
- Members asked about the **square footage** with regard to the York Central location. Officers responded that the consultants' calculations were based on an 80% building footprint and 5 storeys.
- **Floorspace requirements.** Members questioned whether the proposed floorspace ratio per job could be sustained. Officers stated that this had not been raised as an issue, but could be looked at in more detail as the plan is developed. Concerns were expressed about how this report linked with other papers on floorspace requirements. Officers responded that they were trying to be consistent with other reports. It was noted by a Member that originally the floorspace ratio recommendation had been 1 job per 21 square metres, but that this had been reduced and then increased to 18 square metres and questioned why this had been done. Concern was also expressed about people being packed more densely into offices. Officers responded that this was Entec's view. Officers also confirmed that the issue of density would be kept under review and tested.
- **York Central.** Members asked if there were specific issues with regard to high development costs. Officer responded that York Central provided the opportunity for city centre office space and that the people spoken to had indicated that they wanted to be in the city centre.
- **Research and Development sites.** Members noted that it was important to note that it could be restrictive if all R&D sites were on

one single university site. Officers responded that the reason for recommending the Heslington East site was that it had 25 hectares and provided an opportunity to allow for off-trend growth.

- **Foss Islands.** Members asked about the regeneration of the site and whether further development could squeeze out existing employment, which was important to people in the area. Members also commented that some areas of the Foss Islands site could be more innovative, whilst protecting opportunities for work and existing businesses. It was also noted by Members that the link road needed work to be done on it. Officers stated that there were low-density jobs in the area and close to the city centre. It was also noted that on the larger Foss Island site there were different parts with different functions and that some areas could be improved, particularly Layerthorpe. Officers responded that they would report back to Members on this.
- Members queried why the **old ABB works site** was not shown as an employment site. Officers confirmed that this site was occupied and an existing employment site.

### **The next stage**

Officer stated that following the meeting of the LDF Working Group they would take on board the comments from Members, look at the sustainable locations, consult with Yorkshire Forward and move to a shortlist of sites, which would be likely to be provided in September 2009. Officers also confirmed that this would then feed into the Core Strategy for York.

### **RESOLVED:**

- (i) That Members endorse, subject to the inclusion of comments and recommendations from the LDF Working Group, the proposed Employment Land Review, included as Annex B to the report, for publication as part of the Local Development Framework evidence base.

Reason: So that the Employment Land Review can be used as part of the Local Development Framework evidence base.

- (ii) Delegate to the Director of City Strategy, in consultation with the Executive Member for City Strategy, the making of any other necessary changes arising from the recommendations of the LDF Working Group, prior to its publication as part of the Local Development Framework evidence base.

Reason: So that any recommended changes can be incorporated into the Employment Land Review.

Cllr S F Galloway, Chair

[The meeting started at 4.35 pm and finished at 5.35 pm].

## City of York Council

## Committee Minutes

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MEETING	LOCAL DEVELOPMENT FRAMEWORK WORKING GROUP
DATE	9 MARCH 2009
PRESENT	COUNCILLORS STEVE GALLOWAY (CHAIR), POTTER (VICE-CHAIR), MERRETT, MOORE, REID, SIMPSON-LAING, R WATSON, WATT, TAYLOR (AS A SUBSTITUTE FOR CLLR D'AGORNE) AND WAUDBY (AS A SUBSTITUTE FOR CLLR AYRE)
APOLOGIES	COUNCILLORS AYRE AND D'AGORNE

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**26. DECLARATIONS OF INTEREST**

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

Councillor Tracy Simpson-Laing declared a Personal Non-Prejudicial interest as she lives opposite the former bowling green and Back Park, Leeman Road.

**27. PUBLIC PARTICIPATION**

Mark Waters, representing York Natural Environment Trust, had registered to speak on the issue of housing allocation. Mr Waters quoted the recent population growth increase reported in January 2009 and asked how York residents were to benefit from new residences and house building. He expressed his concerns about Green Belt disappearance. He also spoke of the lack of meaningful public consultation and the need to debate the issues at open public consultation. He had two questions for the committee: He wanted to know how the report would be disseminated for consultation. He also questioned the inclusion of Site No 150 Manor School and Site No 151 Lowfield School as potential sites and asked how these sites could accommodate 324 dwellings, and whether the difference in figures could explain these figures and the figures used at the Public Inquiry on the Germany Beck and Derwenthorpe sites.

**28. CONSULTATION DRAFT STRATEGIC HOUSING LAND AVAILABILITY ASSESSMENT (SHLAA) PHASE 2 – EVIDENCE BASE**

Members considered a report that advised them of the preparation of the Consultation Draft Strategic Housing Land Availability Assessment (SHLAA) Phase 2 produced as a key part of the evidence base to support the Local Development Framework (LDF). The study was built on the stage 1 SHLAA that was reported to Members in 2008.

The Head of City Development introduced the report, and explained that it was a major piece of work and formed part of the evidence base for the LDF. He stressed that the report was very much a consultation draft, and that further opportunities would be provided to feed in information and comments. Next steps would include the two meetings scheduled for 6 and 20 April 2009 when reports on the Spatial and Core Strategy Options would be brought to Members.

The Principal Development Officer then further outlined some of the main aspects of the report. Members were advised that this draft report was built on to Phase 1 brought to Members in April 2008 and that it was one step in the process of the assessment of possible sites. The main purpose of the report was to identify sites with housing potential and to look at when these sites could come forward. The report asked Members to agree that this information could be used to inform and for consideration in the Core Strategy.

The Officer stated that Site 148 off Balfour Street, near Leeman Road, had, in the light of new information, been formally moved to the list of unsuitable sites.

The Officer stated that in preparing the report Officers had assessed all the sites where housing could be identified, including Brown Field and Green Field sites, so as not to prejudice. Out of the 226 sites looked at they had removed 49 sites, as these fell within primary constraint areas. A further 52 sites were removed following assessment of suitability. This then left 125 sites that were looked at in more detail. In terms of availability, officers had looked at landowner constraints and economic viability. Following this, 27 sites were placed in the unknown or unavailable category. 42 sites were in the draft Green Belt area. 56 sites were considered potentially developable and that those sites could provide 6856 dwellings. This provided just under 15,000 units with a shortfall of 6500 units. This indicated sufficient availability until 2021/2022. Officers explained that options for dealing with the shortfall would need to be evaluated as part of the emerging Spatial Strategy.

Members then raised various concerns and questions with regard to the report to which Officers responded.

- **Consultation.** Questions were asked about the planned dates for consultation and what this would entail. Officers stated that the Spatial Strategy and site specifics would be subject to citywide public consultation. The Spatial Strategy would be brought to members on 6 April 2009 with a further meeting on 20 April 2009 to consider the Core Strategy Preferred Options Allocations Report. With regard to sites, Officers stated that they hoped to be able consult on this in September 2009 through the Preferred Options Allocations Report and were working to get the Core Strategy ready for submission and the Allocations document to run alongside this. A question was asked about whether all members would be given the opportunity to look at the document. The Chair replied that the document would go for public consultation and that a document on this would go to every house in the city. Officers confirmed that this

would be in September 2009. With regard to how the document would be finalised, Officers confirmed that it would be brought back to Members for changes and detailed comments and that there would be a further round of consultation with stakeholders to look at questions of deliverability and viability.

- Some **inaccuracies** in the report, with regard to Tree Preservation Orders (TPOs) at Manor School, bus routes, and Beckfield Lane Doctor's surgery were pointed out. Officers stated that the document was a position in time and wanted comments and feedback from Members to update the information. **Inconsistencies** were noted in the list of sites. For example, the land at Clifton and Fulford and the reasons why these sites were not suitable were in the technical appendices. It was also noted that when the text was read it was difficult to know why one was more unsuitable than another.
- **Maps and colour coding concerns.** Concerns were raised about the maps and the meaning of the specific colours used to code areas and site 36 north of Skelton. Officers confirmed that the red sites fell within the Draft Green Belt and the Grey sites fell within the area of primary constraint. Area 43 in the Green Belt had been dropped.
- **Green Belt.** Some Members felt that with regard to sites within the Draft Green Belt, that it was better that these should be brought forward in the Green Belt Review. Concern was expressed that developers might think that land could be developed. Officers stated that the guidance they had received for the preparation of the document had stated that they needed to look at Brownfield and Green field sites, to show that they had looked at all the possible alternative sites.
- **Growth sustainability.** Concerns were expressed that the demands on York for growth were unsustainable and a question was asked about whether there had been any re-interpretation on the need for growth. Officers confirmed that the guidance had statutory weight and that officers were required to work to this strategy and to work with the current figures with regard to housing. With regard to employment, figures for pre-recession York had indicated that York would need about 1000 additional jobs per annum.
- **Windfalls.** One Member expressed concern about page 4 paragraph 6 of the report and the question of windfalls on page 6 and stated that these could not be allowed when there were clearly sites that could not yet be identified and wished to make representation on this issue. Concerns were also raised regarding Site 16 South of Woodthorpe and whether this was within the Green Belt appraisal area. Officers confirmed that all areas of land highlighted in the Green Belt Review had been removed as a primary constraint and that this area of land fell outside of those areas, but would double check the map boundaries in this area. With regard to site 31 Officers confirmed that they wanted to prevent the coalescence of York and Knapton. With reference to paragraph 69 of the report, it was felt that it would be very risky to rely on windfall areas. A question was asked about the concept of "broad locations" and whether this was the same as "safeguarded land".

Officers confirmed that they were looking at “broad locations” and that that they were required to show sites for 10 years. After that they could show “broad areas”. If windfalls were to come forward this could affect the plan and if these were better sites they could then be fed in to the plan. This was similar to safeguarded sites but not exactly the same and the time period could change.

- The **land west of Chapelfields** had been scored a ‘red’ for traffic issues whereas the York Central site. Had scored ‘green’. This seemed to be inconsistent. Officers agreed to look at this.
- **Clifton Moor.** Members noted that access could be provided, but this area has been marked in red. Officers confirmed that public transport was a criterion.
- **Playing fields.** The question of sites where there were playing fields was raised and reference was made to the comments made by Mr Waters. It was noted by members that there was a constraint with the existing policy not to lose existing playing fields. Officers confirmed that this was the reason that it was brought to Members, Officers and outside parties for discussion. Officers stated that they were looking for input to shape the options, so that by September 2009 there would be a list of recommended sites with justification for why those sites had been recommended.
- **Housing numbers.** Officers confirmed that they had tried to include consistent methodology.
- **Open Space Strategy.** Members raised concerns about the amount of open space to be retained on the Manor school site. Officers confirmed that on larger sites above 5 hectares they had ‘netted off’ 30% of the total gross site area to provide for open space and community facilities. Officers also referred to the site proformas for Manor School and Lowfield School sites, which state that the open space should be retained within the site.
- **Flood risk.** Ref to Paragraph 9.28 page 63. Officers confirmed that sites falling within the functional floodplain (zone3b) had been excluded as unsuitable for housing development under criterion 1 (primary constraints) and in addition Greenfield sites falling within zone 3a (high probability of flooding) had been automatically scored a ‘red’ for locational suitability and given a recommendation of ‘unsuitable for housing development’.
- **Houses and flats.** It was felt that house type and size needed to be looked at, particularly larger family-type houses. Officers confirmed that the indicative guide concerning the number of units was 70% houses and 30% flats. The minimum density was detailed on page 51 of the report. Questions were also raised about why flats were not being considered in rural areas. Officers stated that it had been assumed that houses were more suited to rural areas but that this was a choice for Members. In response to a question raised about affordable housing, officers stated that this was being looked at through the Affordable Housing Policy as part of the emerging Core Strategy.
- **Regional Spatial Strategy (RSS)** and regional advice was raised.
- **Sites in the unknown category** detailed on pages 84 and 85 of the report. A question was asked about the checking of these sites.

Officers stated that some of the unknown sites could be employment sites.

- **Annamine Nurseries.** Officers agreed to look again at this site and the planning history and Greenfield/brownfield status.
- **Gross to Net Site Ratio.** The question of assumptions about the proportion of land and on site facilities. With reference to page 9 paragraph 20 of the report, a Member commented that it was difficult to understand the logic about the assumptions made. It was felt that there needed to be a consistent value for all sites above the minimum cut-off. Concern was also expressed about proper provision for urban sites. Officers confirmed that examples of medium sized sites of between 0.41 and 4.99 hectares had been looked at in terms of their net to gross ratios and could be added to the report.
- Officers had missed an additional **site adjacent to the Westfield School** site, which had been put forward by developers. Officers confirmed that a proforma would be completed for this site and it would be added to the map, but that the score and comments would be very similar to the existing site.
- **Details on the Internet.** It was confirmed that details of the Consultation Draft Housing Land Availability Assessment (SHLAA) would be made available on the council website, including a list of those who had been consulted.
- **Maps.** Officers advised that maps were available for Members to consult in the Member's Lounge. It was also noted that further work would be done on the maps following comments from Members.

Some members expressed concern that in the long-term planning for the next 30 years certain potential sites would be ruled out as there was not enough land for future housing requirement. Concerns were expressed that there was too much development in the city centre and that the amenity level was not provided for this. It was also felt that the distinction between the primary function of Green Belt sites and Green Field sites should be made clear in order for people to understand these different categories. It was suggested that the Green Field Sites could be left on the map, but the colour coding changed so that the public could understand the difference between the two site categories.

There were strong views expressed that Green Belt land should be defended and that housing was inappropriate on Green Belt land. It was stated that Green Belt land should be the choice of last resort for housing and that any proposed use of Green Belt land should be fully justified. It was also stated that the Draft Green Belt should be looked at through the Green Belt Review.

Other concerns were expressed that the maps used could not be worked with without the other map layers, including the Green Belt areas. A sympathetic view was expressed in support of the exclusion of the Green Belt areas, but it was stated that this then put more pressure on the city. The Member asked that other areas be excluded, including land near Clifford's tower and around York's historical character, as there had been too much reliance on the York central area.

RESOLVED: (i) That the Executive be recommended to endorse the proposed Draft Strategic Housing Land Availability Assessment included as Annex A to the report for publication as part of the Local Development Framework Evidence Base, subject to the exclusion of the sites in the Draft Green Belt category shown in figure 24 on page 86 to 87 of the report, which should be classed as unsuitable for development.<sup>1</sup>

REASON: So that the Draft Strategic Housing Land Availability Assessment can be used as part of the Local Development Framework evidence base.

(ii) That the Executive be recommended to delegate to the Director of City Strategy, in consultation with the Executive Member for City Strategy and the Shadow Executive Member for City Strategy, to make any other necessary changes to the document arising from the recommendation of the LDF Working Group, prior to its publication as part of the Local Development Framework Evidence Base.

REASON: So that any recommended changes can be incorporated into the Strategic Housing Land Availability Assessment.

*<sup>1</sup>.Note: Cllrs Simpson-Laing, Merrett and Potter voted against this resolution and asked that their opposition be recorded.*

Cllr S F Galloway, Chair

[The meeting started at 4.30 pm and finished at 6.05 pm].



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**Local Development Framework Working Group****20<sup>th</sup> April 2009**

Report of the Director of City Strategy

**City of York Local Development Framework – Draft Core Strategy  
Preferred Options****Summary**

1. The purpose of this report is to request that Members of the LDF Working Group recommend to the Council's Executive that they approve the draft LDF Core Strategy Preferred Options document, subject to the recommendations of the group, for consultation in late Spring. The draft Core Strategy Preferred Options document is attached as Annex A to this report.
2. The Core Strategy of the LDF will be the first development plan document produced by the Council under the new planning system. It will be a written statement of the planning strategy and vision for the City of York, together with strategic policies. All other planning documents produced must fit with the Core Strategy.
3. At the LDF Working Group on the 6<sup>th</sup> April Members considered a proposed spatial strategy for inclusion in the Core Strategy for the purpose of consultation. The approach reported to that meeting has been incorporated within the draft Core Strategy attached as Annex A. However the recommendations of the 6<sup>th</sup> April LDF Working Group would lead to substantial alterations to the document. These will be considered by the Executive on 12<sup>th</sup> May; if the Executive approves the recommendations this will necessitate further changes to the document prior to its publication for consultation.

**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.

5. The Core Strategy effectively involves public participation at the three stages highlighted below.
  - **‘Issues & Options’ Stage** – at this point the Council highlights key issues and options for consultation to inform the content, scope and direction of the Core Strategy.
  - **‘Preferred Options’ Stage** – consultation on the Council’s intended approach.
  - **Submission Stage** - consultation on the final document which will be submitted by the Council to the Secretary of State. Any comments received at this stage will be forwarded to the Planning Inspectorate for consideration at a public examination into the document.
6. We are currently at the Preferred Options stage of production. This follows on from two Issues and Options stages undertaken in June 2006 (Issues and Options 1) and again in August 2007 (Issues and Options 2). This document draws on the responses that were received during the consultation events as well as feeding in the evidence base findings and higher level policy including RSS and national planning policy.

### **Options**

7. Members have two options relating to the Core Strategy Preferred Options document:

**Option 1:** To approve the document, attached as Annex A, along with supporting information for public consultation;

**Option 2:** To seek amendments to the document through recommendations of the LDF Working Group.

### **Analysis of Options**

8. The draft Core Strategy (attached as Annex A) reflects national and regional guidance, York’s Sustainable Community Strategy and locally produced evidence base, whilst responding to the city’s future development needs. In addition it should be noted that 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 LDF.
9. 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.
10. 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.

11. 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.
12. 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.

### **LDF - Core Strategy**

13. As indicated the Core Strategy will set out the overall vision and strategy for the Local Development Framework as a whole and in doing so provide the context for delivering the spatial aspects of the Sustainable Community Strategy. In summary the Core Strategy covers the following broad areas.

#### Background & Vision

14. This includes the consideration of those factors that would influence the strategic planning of York and uses them to develop a planning vision. The role of the LDF as a proactive tool to help deliver the Sustainable Community Strategy is considered paramount. These are summarised in figure 1 below.

**Figure 1: Key Influence on the LDF vision.**



The document includes a descriptive vision supported by a vision statement. This is then linked to a series of objectives which are addressed in subsequent chapters by strategic policies and targets.

#### Spatial Strategy

15. 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 is presented. This is essentially based on three sequential components:

- (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.
16. This part of the document also considers the role of the York Northwest and City Centre Area Action Plans and York's Green Belt.
17. As highlighted in paragraph 3 above the Spatial Strategy was previously considered by Members at the LDF Working Group on 6<sup>th</sup> April. It should be noted that the recommendations of that Working Group would lead to substantial alterations. These will be considered by the Executive 12<sup>th</sup> May; if the Executive approves the recommendations this will necessitate further changes to the document prior to its publication for consultation.

#### Strategic Policies

18. The document contains a range of strategic policies grouped under the following headings:

- York's Special Historic & Built Environment
- Building Confident, Creative & Inclusive Communities
- A Prosperous & Thriving Economy
- A Leading Environmentally Friendly City

The section relating to 'Building Confident, Creative & Inclusive Communities' comprises policies relating to housing. This section includes policies specifically on Affordable Housing; a topic paper explaining the proposed approach is attached as Annex B to this report.

#### Delivery & Review

19. It is important that the LDF contains deliverable policies and that there are appropriate mechanisms in place to monitor their success. These factors are addressed in the final section of the draft Core Strategy document.

#### **Consultation**

20. The present document follows on from two previous stages of consultation undertaken in June 2006 (Issues and Options 1) and again in August 2007 (Issues and Options 2). The second consultation was carried out in conjunction with consultation on the Sustainable Community Strategy. The responses received from both the initial consultations have been taken into account in developing the draft Core Strategy Preferred Options document.
21. In addition the views raised during both previous consultation exercises are summarised in a document called 'Core Strategy Consultation Statement' (April 2009). This document, subject to the agreement of Members, will be made available along side the Core Strategy Preferred Options document

during the consultation process. Copies of this document are available in the Members Library and from the author of the report.

### **Sustainability Appraisal**

22. When producing LDFs local authorities are required to consider, at each stage of production, the impacts their proposals are likely to have on sustainable development. This is done through undertaking a sustainability appraisal of the document concerned and the publication of the appraisal so that those responding to any consultation are aware of the economic, social and environmental implications of certain approaches. A summary of the sustainability appraisal is provided as Annex B of the draft Core Strategy document. A full sustainability appraisal will be produced following Members approval of the draft Core Strategy.

### **Next Steps**

23. The final version of the draft Preferred Options document accompanied by a sustainability appraisal, a summary leaflet and the 'Core Strategy Consultation Statement' (April 2009) document will be used as the basis of a City wide consultation due to start in May / June. The results of this consultation process will be reported back to Members along with recommendations on the form and scope of the Core Strategy at its 'Submission Stage'.

### **Corporate Priorities**

24. The option outlined above accords with the following Corporate Strategy Priorities highlighted below.
- Decrease the tonnage of biodegradable waste and recyclable products going to landfill.
  - Reduce the environmental impact of council activities and encourage, empower and promote others to do the same.
  - Increase the use of public and other environmentally friendly modes of transport.
  - Improve the actual & perceived condition and appearance of city's streets, housing estates & publicly accessible spaces.
  - Increase people's skills and knowledge to improve future employment prospects.
  - Improve the economic prosperity of the people of York with a focus on minimising income differentials.
  - Improve the health and lifestyles of the people who live in York, in particular among groups whose levels of health are the poorest.
  - Improve the life chances of the most disadvantaged and disaffected children, young people and families in the city.
  - Improve the quality and availability of decent, affordable homes in the city.

## Implications

25. 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

26. There are no identified risks in this proposal

## Recommendations

27. That Members recommend the Executive to:

- i) approve, subject to the recommendations of this Working Group, the proposed draft LDF Core Strategy Preferred Options (attached as Annex A) for the purpose of public consultation.

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

- ii) delegate to the Director of City Strategy in consultation with the Executive Member and Shadow Executive Member for City Strategy the making of any incidental changes to the draft document that are necessary as a result of the recommendations of the LDF Working Group.

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

- iii) delegate to the Director of City Strategy in consultation with the Executive Member and Shadow Executive Member for City Strategy the approval of the full sustainability appraisal to accompany the Issues and Options document consultation.

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

- iv) delegate to the Director of City Strategy in consultation with the Executive Member and Shadow Executive Member for City Strategy the approval of a Consultation Strategy and associated documents.

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

**Contact Details**

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Damon Copperthwaite  
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Tel: 551448

**Report  
Approved**



**Date** 8<sup>th</sup> April 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: Draft Core Strategy Preferred Options  
Annex B: Topic Paper 2: Affordable Housing

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City of York

**LDF**

Local  
Development  
Framework

**DRAFT**  
**Core Strategy**  
**Preferred Options**

April 2009

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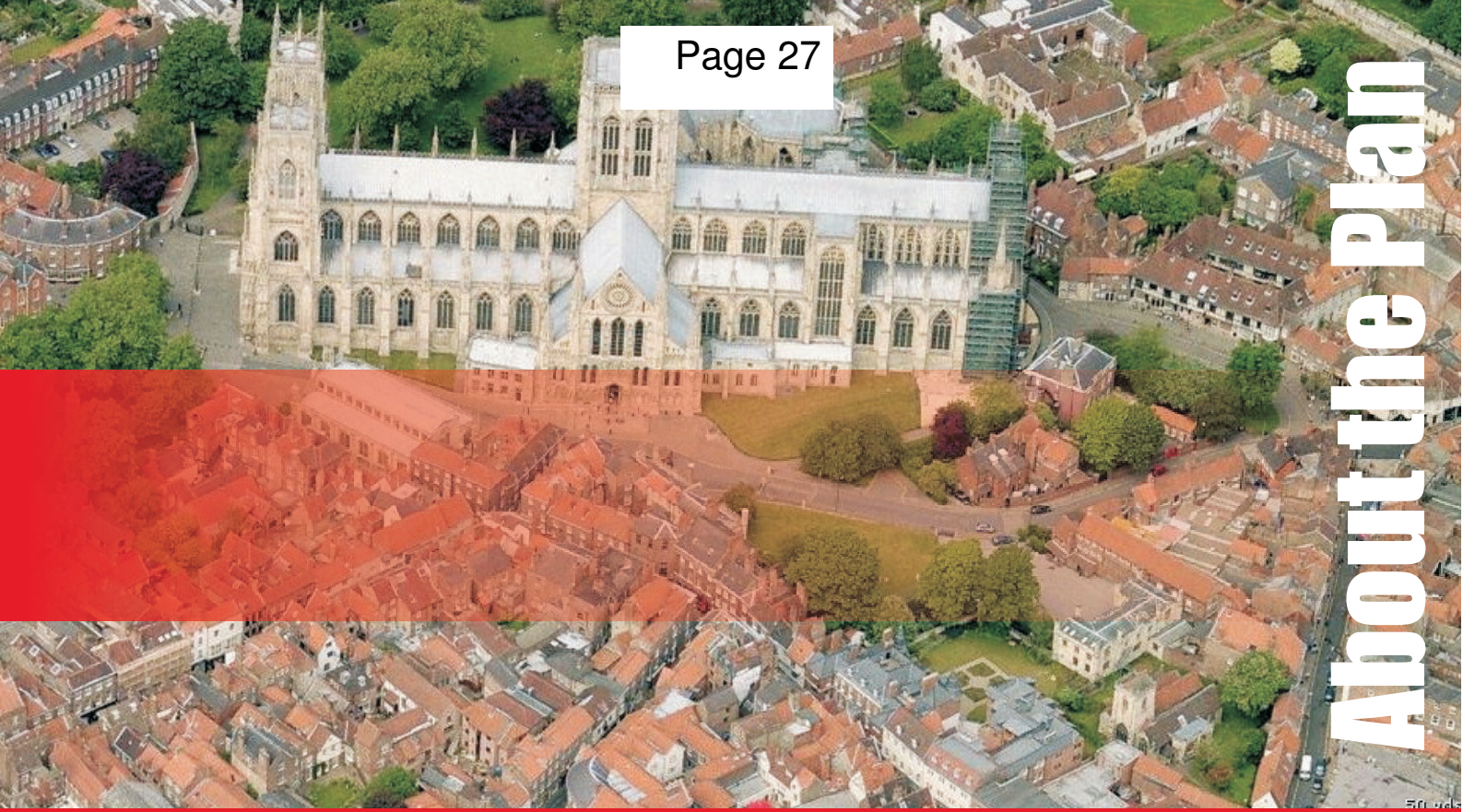
<b>Policy Number:</b>	<b>Policy Name:</b>
Policy CS1:	The Role of York's Green Belt
Policy CS2:	York City Centre
Policy CS3:	York Northwest
Policy CS4:	Urban Design and the Historic Environment
Policy CS5:	The Scale of New Housing
Policy CS6:	Affordable Housing
Policy CS7:	Gypsy, Traveller and Showperson Sites
Policy CS8:	Access to Services
Policy CS9:	Future Growth of York's Economic Sector
Policy CS10:	Culture, Leisure and Tourism
Policy CS11:	Distribution of Retail Growth
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This section sets out what this document is all about. It explains the structure of the document and what its purpose is. At the start of each section there is a box explaining what the section covers. The glossary at the end of this document explains what some of the technical words used in the document mean.

## **YORK: A CITY MAKING HISTORY**

Making our mark by:

- Building confident, creative and inclusive communities
- Being a leading environmentally friendly city
- Being at the forefront of innovation and change with a prosperous and thriving economy
- Being a world class centre for education and learning for all
- Celebrating our historic past whilst creating a successful and thriving future

## About the Plan

### **What is the Local Development Framework (LDF)?**

- i) The LDF is the plan for the future development of York. It will be a blueprint for the economic, social and environmental future of York which will provide the framework for implementing the Council's aims and objectives that affect the use of land and buildings.

### **What is the Core Strategy?**

- ii) The Core Strategy lies at the heart of the LDF and will set the overall direction for the plan by driving forward the spatial planning framework for the city. The purpose of the Core Strategy is to set out a vision, strategic objectives, targets and policies that will ensure the protection and enhancement of the city's historical and green assets whilst ensuring that carefully designed new developments are brought forward to meet local need in line with national and regional policy requirements.

### **Consultation so far**

- iii) The Preferred Options stage of the Core Strategy follows on from the Issues and Options stage which was consulted on in June 2006 (Issues and Options 1) and again in August 2007 (Issues and Options 2). This document draws from the responses that were received during the consultation events as well as feeding in the evidence base findings and higher level policy such as national and regional planning policy.
- iv) A Core Strategy Consultation Statement (2009) has been prepared which sets out all the methods of consultation and a summary of the findings of the issues and options consultation. This is available to read alongside this document.

### **Sustainability Appraisal and Habitats Regulation Assessment**

- v) All stages of the Core Strategy will be accompanied by a Sustainability Appraisal which will assess the implications of the proposed policies on the principles of sustainable development. An updated Sustainability Appraisal is available to read alongside this Preferred Options document. In addition, a summary of the Sustainability Appraisal Policy analysis is available in Annex B. This gives an indication of how each policy meets the requirements to achieve sustainable development objectives in York.
- vi) The Core Strategy is also accompanied by a Habitats Regulation Assessment, which establishes whether the strategy will have potential adverse impacts on Internationally recognised nature conservation sites (Special Areas of Conservation and Special Protection Areas) in accordance with the Habitats Directive. The Appropriate Assessment included within this sets out the potential impacts on the

flora and fauna for which these internationally designated sites are recognised. This document should be read in conjunction with the Sustainability Appraisal.

## **Structure of this document**

- vii) This document is divided into the following sections:

### *Background and Vision*

- viii) York's LDF Vision is based on a sound understanding of York's unique character and local planning issues and challenges it faces as well as responding to the wider national, regional and local planning context for York.

### *Spatial Strategy*

- ix) The Spatial Strategy sets out the general spatial principals that will underpin the distribution of future development in York. It identifies a settlement hierarchy where each level has a different role in meeting future development needs and considers a range of issues which will influence the spatial strategy. The role of the Green Belt and the two York Area Action Plans (City Centre and York Northwest) are addressed in this section.

### *Objectives, Targets and Policies*

- x) These are included in the sections below which are grouped under the relevant vision headings of the Sustainable Community Strategy:

#### **York's Special Historic and Built Environment**

- York's Special Historic and Built Environment

#### **Building Confident, Creative and Inclusive Communities**

- Housing Growth, Distribution and Density
- Access to Housing: Affordability and Type
- Access to Services

#### **A Prosperous and Thriving Economy**

- Future Economic Growth
- Retail Growth and Distribution

#### **A Leading Environmentally Friendly City**

- Sustainable Transport
- Green Infrastructure
- Resource Efficiency
- Flood Risk
- Sustainable Waste Management
- Minerals

### *Delivery and Review*

- xi) This section addresses the delivery of the Core Strategy and considers how new supporting infrastructure will be funded. It also outlines how the Council intends to 'Monitor and Manage' the Core Strategy. This will outline the process that will be used to monitor the effectiveness of the Core Strategy in terms of delivering the vision and spatial objectives and in implementing the spatial strategy.

*Questions*

- xii) At the end of each section, there is a question box. The preferred options stage of the Core Strategy process draws from the responses to the issues and options stages, up to date Government guidance and the Council's adopted evidence base and therefore, the intention is that the content of this document reflects the most appropriate approach to planning in York, this is why the questions are generally open rather than offering specific alternative options.

**Next Steps**

- xiii) Following this consultation period, Officers will assess the comments received and will then go on to produce a final version of the Core Strategy. This document will be subject to public consultation ahead of it being submitted to the Secretary of State and following this it will be assessed at an Examination in Public before being adopted by the Council.

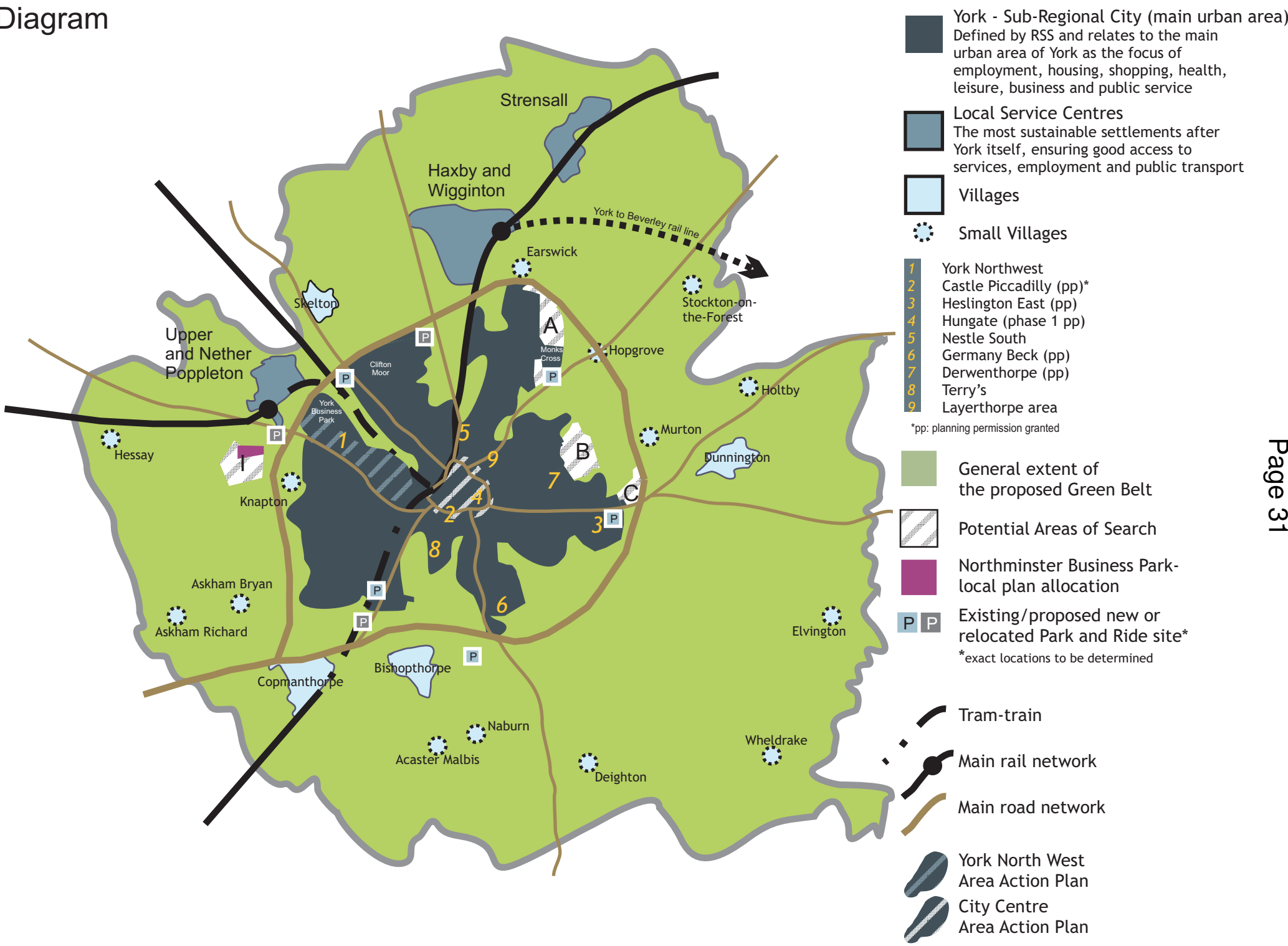
**For Further Information**

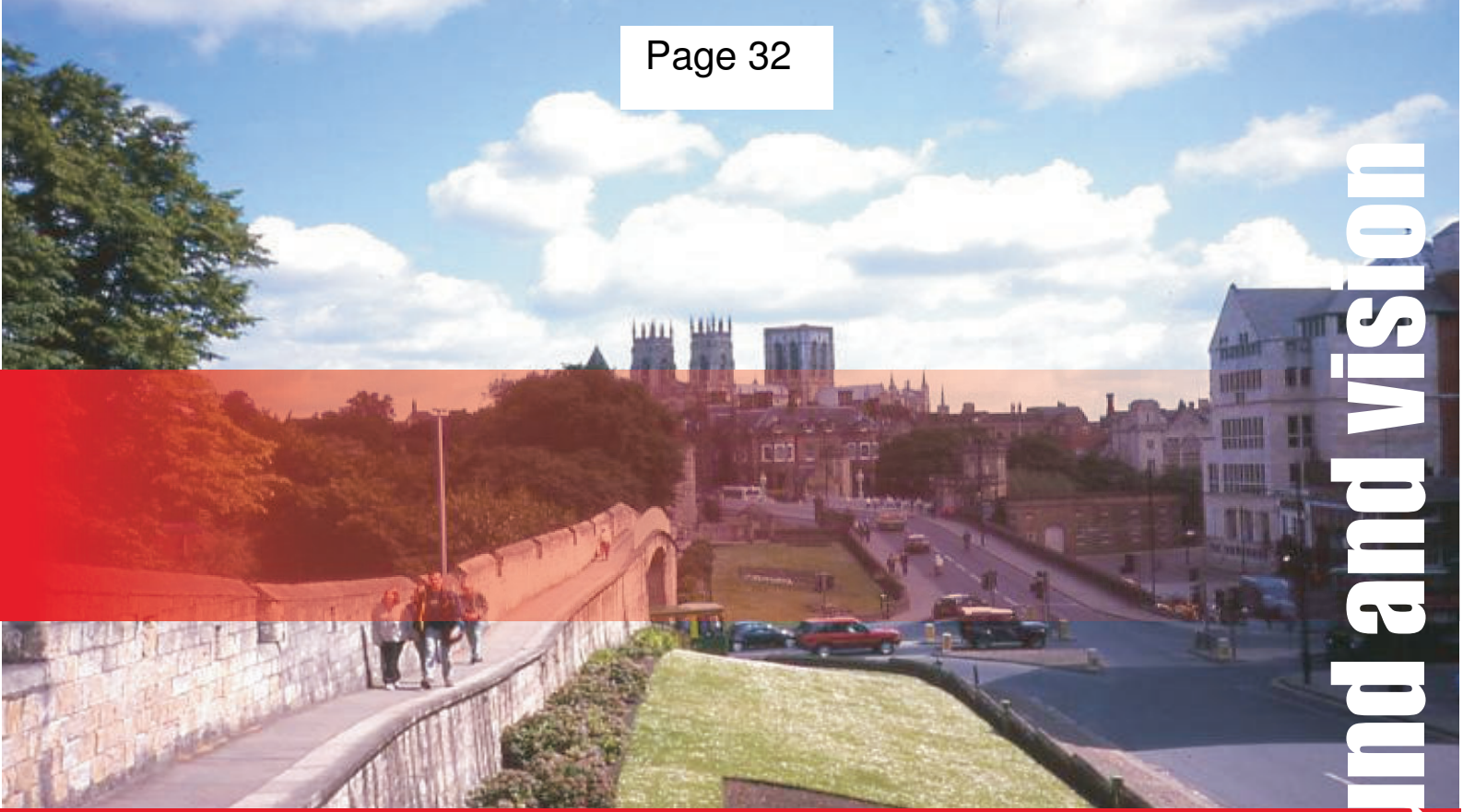
- xiv) For further information about this document or any other parts of the Local Development Framework, please contact the City Development team using the details below:

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

# Key Diagram





This section sets out the background information to the plan such as York's population, history of the city, transport issues etc. This information has been used to set out what York needs in the future in terms of development, community facilities, open space etc.

# Section 1: Background

## Introduction

- 1.1 This section of the document explains the context for the Local Development Framework (LDF) Core Strategy. It identifies key national, regional and local policy influences. It also considers the key issues, challenges and opportunities facing York from a planning perspective.

## Policy Influences

### *National Policy Influences*

- 1.2 The LDF must embrace the need to ensure sustainable development by taking full account of the aims, objectives and aspirations of the UK Sustainable Development Strategy – Securing the Future (2005). The Strategy identifies five principles and four key priorities for immediate action highlighted in Figure 1 below.

**Figure 1: Principles & Priorities of the UK Sustainable Development Strategy**

#### **Principles:**

- Living within environmental limits
- Ensuring a strong, healthy and just society
- Achieving a sustainable economy
- Promoting good governance
- Using sound science responsibly

#### **Priorities:**

- Sustainable production and consumption
- Climate change and energy
- Natural resource protection and environmental enhancement
- Sustainable Communities

- 1.3 In addition the LDF must take full account of national planning guidance (PPS & PPGs). These documents are highlighted in the bibliography and the specific guidance they include is considered in the subsequent chapters.

### *Regional Policy Influences*

- 1.4 The Regional Spatial Strategy (RSS) provides a broad and long term development strategy for the region. It is an important role of York's LDF to aid the delivery of this strategy. It identifies the City at the centre of a wider 'York sub area', with a population of 360,000 people for which its urban area forms the main retail, employment and cultural centre. York is also identified as an important part of the Leeds City Region (LCR) in which it is one of eleven partner authorities. The LCR is home to around 2.8 million people and it is predicted to see about 60% of the region's jobs and housing growth over the RSS period.
- 1.5 RSS highlights the need to further develop York as a Sub Regional City. This includes ensuring continued economic success to enable it to fulfill its role as the key economic driver for the York Sub Area and an important part of the LCR. The

objective of economic growth is balanced with the need to protect and enhance the area's natural & built environment recognising York's nationally significant historic character and setting. The RSS also identifies future levels of housing growth for York.

### *Local Policy Influences*

- 1.6 It is important that the Core Strategy provides the spatial or planning expression of York's Sustainable Community Strategy. 'York – A city making history: York City Vision and Sustainable Community Strategy 2008 – 2025' sets out the following vision.

#### **York: a city making history**

Making our mark by:

- Building confident, creative and inclusive communities
- Being a leading environmentally-friendly city
- Being at the forefront of innovation and change with a prosperous and thriving economy
- Being a world class centre for education and learning for all
- Celebrating our historic past whilst creating a successful and thriving future

- 1.7 This overall vision is supported by seven strategic ambitions designed to help deliver it.

#### **Strategic ambitions:**

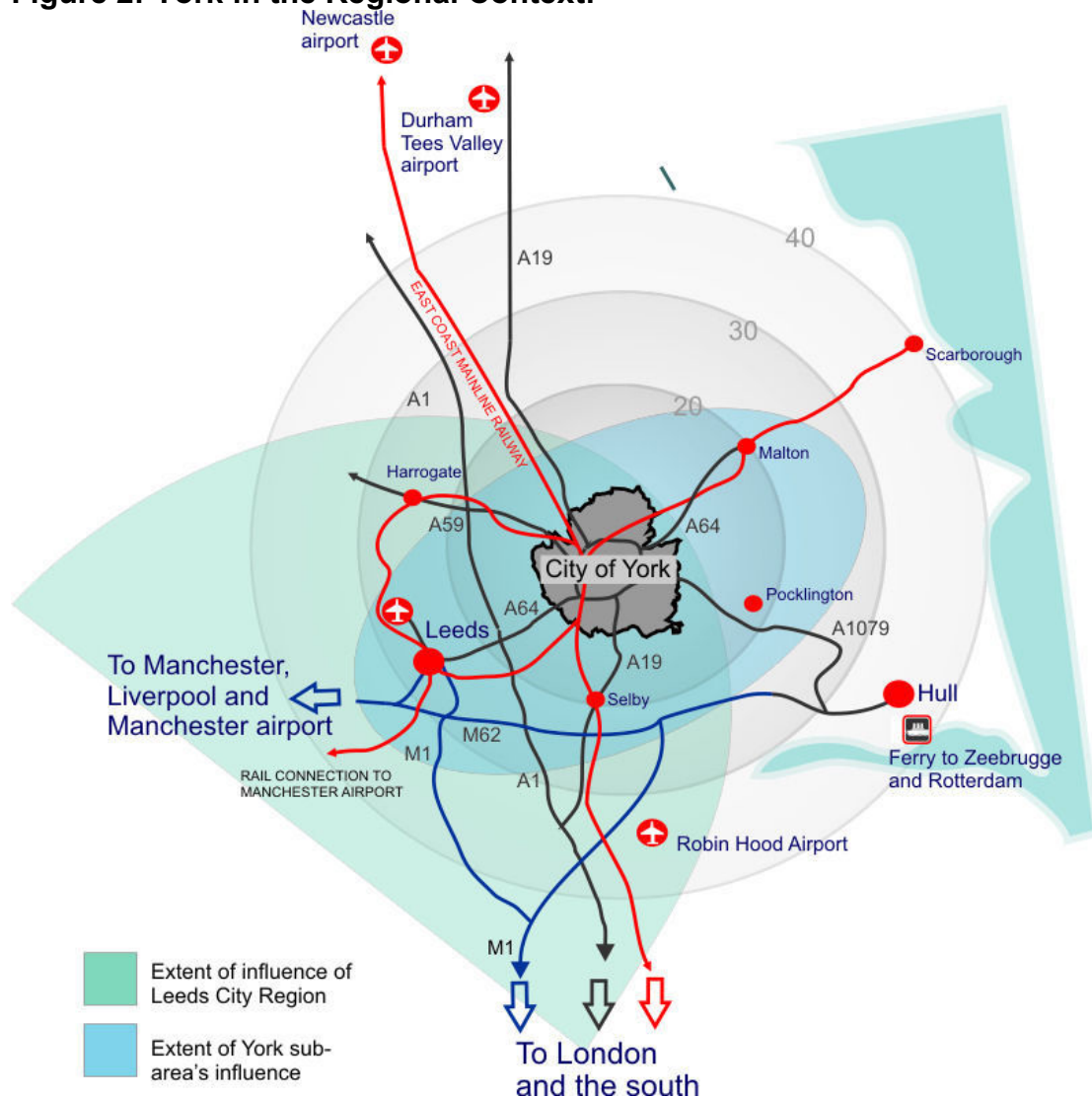
1. Use York's distinctiveness as a way to improve the City further
2. Keep the economy strong and competitive and our employment levels high
3. Develop strong, supportive and durable communities
4. Strike a healthy balance between physical growth and environmental sustainability
5. Recognise and encourage York's global brand and position
6. Work in partnership for the benefit of everyone
7. Assert our role as an important regional city

## Issues, Challenges & Opportunities

### *Geography*

- 1.8 The City of York local authority area covers approximately 105 square miles (272 square km). Its proximity to other towns and cities in the region along with its transport links to the region and the wider UK are highlighted in Figure 2 below. It 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 a key element of York's character. This relationship is not simply about the distance between the settlements but also their size. It is important that both these key characteristics are respected by the LDF when considering how York develops over the next two decades.

**Figure 2: York in the Regional Context:**



- 1.9 The landscape of the York area is broadly characterised as relatively flat and low lying agricultural land dominated by the wide flood plain of the River Ouse, rising slightly to the east. This allows good views of the Minster tower which is the key defining feature of the skyline of York. It is prominent in a number of key views both across the city from within the urban area and in longer-distance views towards the City from the surrounding countryside. It is important that this is recognised and not compromised as we plan for the future. The Rivers Ouse, Foss and Derwent are important green corridors as well as important historic determinants to the city's location. They do however make flooding a concern that was brought sharply into focus with the events of Autumn 2000.
- 1.10 Another key aspect of York's character that must be considered when planning for the future is its 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.

### *Population*

- 1.11 It is a key role of the LDF to respond to the needs of York's residents. The City of York currently has a population of around 193,300 with the majority of the population, around 140,000 people, residing in the urban area. The population is split 48.8% male and 51.2% female. It is predicted that the overall population is likely to increase to 245,500 by 2029. International inward migration is a significant factor in this change and is likely to lead to a more ethnically diverse population. About 5% of York's population is from a black and minority ethnic background, compared to 4.89% in 2001. The 2001 census tells us that whilst most people are Christian (74%) there are also significant minority faith groups in York representing all of the major world faith groups. Within the overall population projections the largest overall gain is likely to be in the over 70 age group which is expected to increase by over 50%. In contrast the under 20 age group is expected to increase the least at around 7%. In addition during this period there is likely to be a decrease in household size with a 47% increase in single person households predicted between 2008 and 2029. Figures show that 30.5% of York households contain at least one disabled person.

### *York's Unique Historic Built Environment*

- 1.12 York has an outstanding historical heritage. It contains masterpieces of human creative genius including York Minster and its surrounding precinct; Clifford's Tower and the buildings around the eye of York, the City Walls and many other outstanding examples of structures which exhibits developments in architecture, monumental arts and town planning over a long span of time.

- 1.13 For over two millennia York has been an important city both politically and economically. Founded by the Romans in 71AD as a major strategic fortress which developed into the capital of the northern province of Britain. The Vikings, who occupied the city in 866 created a great trading centre with links right across Europe. Following the conquest of 1066 William the Conqueror built a castle at York firstly at the confluence of the Foss and the Ouse and then at the area now known as Baile Hill. During the medieval period, economically and politically, York was England's second city with the Minster achieving its present form in a long building campaign that lasted from the early thirteenth century to the late fifteenth century. By the eighteenth century although York was no longer the economic power it had been, it was a social centre unrivalled by other northern cities. In the nineteenth century York's economic fortunes and regional and national importance again rose when the railways came to the city.
- 1.14 York's history has provided 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.
- 1.15 A key challenge for York's LDF is to protect and enhance this unique historical legacy.

#### *Ecological Footprint*

- 1.16 Ecological footprint expresses the land area that is required to feed, provide resources, produce energy, assimilate waste, and to reabsorb the greenhouse gases produced by our use of fossil fuels. This approach uses land as its 'currency' and provides a notional figure – the global hectare for the land area required to support an individual, a community or a nation's population at its present lifestyle.
- 1.17 If all the biologically productive land and sea on the planet is divided by the number of people inhabiting it, our available footprint is 1.8 global hectares (gha) per person. York's eco-footprint in 2006 was 5.38 global hectares (gha) per person, just under the UK average of 5.4. This eco-footprint is clearly not sustainable and York needs to move towards a more resources efficient future through better resource management. Planning can help contribute to a reduction through the location of development, sustainable design and construction, and maximising the use of renewable resources. This includes making better use of renewable energy. The North Yorkshire Renewable Energy Study completed by Land Use Consultants in 2005 indicates that York has the potential to generate around 31MW of renewable energy by 2021. At its maximum York currently generates less than 3MW.

#### *Employment*

- 1.18 York is also a modern, economically prosperous city attracting visitors because of its

unique heritage as well as having economic strengths in the science, technology, creative industries and professional and financial services. There also remains significant employment in chocolate and railways and York is the base for two of the largest building companies in the UK.

- 1.19 *The Future York Group*, whose task was to carry out an independent review of the York economy in 2007, recommend that it should be doubled in value by 2026 and that the Council and its partners create an economy which supports knowledge-led businesses and promotes financial and professional service activities.
- 1.20 The LDF must help deliver the continued economic success of the City. This includes fulfilling its role as a regional economic centre and as a key part of the Leeds City Region. This must however be done in a way that fits with sustainable development and respects the City's unique environment.
- 1.21 Tourism is an important component of York's economy with visitors attracted by York's unique historic heritage, and the City's retail and leisure attractions. York is a premier visitor destination with over 4 million visitors per year and a gateway to the wider region. Given York's considerable offer in this respect it is important that the LDF recognises the importance of sustainable tourism.

### *Housing*

- 1.22 A key challenge for the LDF is to deliver the overall amount of housing highlighted in the RSS and the right type and mix of housing to meet the City's needs.
- 1.23 Affordability is a key issue for York. There is currently a significant gulf between average earnings and average house prices. The mean average income of newly forming households is not sufficient to enable them to purchase on the open market. This generally means that they are forced into private rental properties because of high purchase prices, and are unlikely to be able to save money towards buying a home in the future. The Council's Strategic Housing Market Assessment (2007) suggests that housing need is much higher than was previously thought, identifying need which is well in excess of York's overall annual housing provision.
- 1.24 The type of housing that has come forward in recent years is also an issue - between 2003 and 2006 almost two thirds of new homes in York were flats, whereas nearly two thirds of demand is for houses. The need for houses rather than flats was a key factor in the recent approvals of housing schemes at Germany Beck and Derwenthorpe.
- 1.25 It is important that the LDF responds to the needs of York's population including specific groups, such as older persons, Gypsies and Travellers, and students. It is also important that provision reflects demographic change over the plan period. For example the anticipated increase in the number of people over 60 living in York during the plan period.

*Retail & Leisure*

- 1.26 York city centre is an attractive and vibrant retail destination with a good range of major mainstream multiple retailers, as well as numerous special interest, independent local shops that contribute greatly to the distinct character of the area. York also provides a wide variety of leisure facilities throughout the city including four theatres, museums, music venues and two cinemas.
- 1.27 York currently has two district centres: Acomb, which is located to the west of the city centre; and Haxby, located to the north of the city. Both these centres provide a range of shops and services, including banks, post offices, food shops, supermarkets, pharmacies and doctors surgeries. There are a number of neighbourhood shopping parades within village centres (such as Copmanthorpe and Strensall) and within the main urban area, such as Bishopthorpe Road.
- 1.28 York has a number of out of centre retail destinations which perform a sub regional role. Monks Cross shopping park is located to the north of the city on the outer ring road, and consists of a number of high street retailers, two large supermarkets, a number of retail warehouses and a leisure centre. Clifton Moor Retail Park, also located to the north of the city, consists of a large supermarket, a number of retail warehouses, a multiplex cinema, leisure club and industrial and office units. The Designer Outlet located to the South of the city on the A64/A19 interchange offers a range of discounted designer and high street stores.
- 1.29 York's Retail Study (2008) concludes that the greatest challenge to the success of the city centre is growing competition from other shopping destinations such as Hull and Leeds and major out of centre locations. This is combined with a lack of space for higher quality, more varied and department store operators, to ensure the city centre can compete effectively. The study also found that whilst the network of district and local centres continues to provide easily accessible shopping to meet people's day-to-day needs, their performance has suffered as a result of the out of centre food stores and developments at Monks Cross and Clifton Moor.
- 1.30 In addition the LDF has an important role in terms of built leisure facilities. There is currently an identified need in York for a new community stadium which will cater for a range of community uses as well as being a home for the City's professional teams: York City Football Club and York City Knights Rugby Club.

*Higher and Further Education*

- 1.31 The founding of the University of York in 1963, the growth of St John's College to its recent university status, the opening of the College of Law in the 1980s, the establishment of medical training at the Hull York Medical School in 2002 and the role of Askham Bryan College of Agriculture and Horticulture has made York a nationally and internationally renowned centre for further and higher education. There are currently over 30,000 students living in York, one of the highest percentages of students to population in the whole of the UK. This figure will increase by over 5,000 following plans to expand the University of York. It is

important that the LDF supports the continued success of higher education in the city recognising the economic benefit it brings whilst addressing associated issues such as student housing.

- 1.32 National education policy changes mean that in 2015 the school leaving age will be raised to 18. Whilst this will not necessarily mean that pupils have to stay in the classroom or continue with academic lessons, they will be required to participate in some form of education or training until they are 18. This places an emphasis on further education establishments such as York College to provide extra skills-based training places which could potentially lead to a requirement for a physical expansion of further education premises in York.

### *Transport*

- 1.33 York currently faces a range of traffic issues mainly resulting from population growth and increased use of the private car that the LDF can help address. York's Local Transport Plan (LTP) identifies traffic congestion, and its associated air quality and safety problems, as the single most important issue facing the city. It suggests that without further significant action to encourage greater use of alternative modes of travel and tackling the increasing use of the car, the city faces a future with a congested road network. It highlights that by 2011 traffic levels are forecast to increase by 14%, with this figure doubling by 2021 and that this will affect not only the quality of life for the residents of York but also the ability of the city to attract new jobs, investment and tourism. These issues can currently be observed with traffic congestion occurring during the peak hours when people are travelling to or from work and at weekends. Associated problems such as the impacts on air quality can also be identified.
- 1.34 York is one of five local authorities in the Yorkshire and Humber Region that experiences a net inward flow of trips to work (22,500 commute trips in, 17,200 commute trips out). This reflects York's role as a major economic centre within the region. The ten-year period 1991 – 2001 saw a rise in commuting trips of approximately 65%. Continued development in the city to meet housing need and its economic potential is likely to continue, and possibly accelerate, this trend.

### *Waste & Minerals*

- 1.35 The 'Let's Talk Less Rubbish', A Municipal Waste Management Strategy for the City of York and North Yorkshire 2006-2026 (May 2006) highlights the need to develop planning policies relating to waste. This is supplemented by the existing 'City of York Council – Waste Management Strategy: 2002 – 2020' (2002 / amended 2004). Both strategies highlight the importance of developing waste management schemes and services which will enable York to meet the local, regional and national recovery / recycling targets in a cost effective manner. This must also be in line with the principles of best value, best practicable environmental option, the waste hierarchy, proximity principle and self-sufficiency.
- 1.36 Minerals resource mapping undertaken by the 'British Geological Survey for North

Yorkshire' identifies broad areas of potential reserves in York for several types of mineral resources. In recent history however, York has not had a key role in providing minerals but the RSS stresses the importance of safeguarding mineral deposits. It is therefore important that this issue is considered as a part of the LDF process.

**Question 1:**

This section raises a range of key issues. Using the response form provided, please tell us what you think of the content of this section. Please feel free to give any comments you consider appropriate but in particular:

a) Do you feel that the background accurately reflects how York is now and how it might change in the future? Are there other issues relevant to land use that you feel we should cover? Please specify.

## Section 2: Vision

### Introduction

- 2.1 This section of the document sets out York's LDF Vision. It therefore provides the key to understanding the Core Strategy and provides the context for everything that follows, in this document and in the other components of the LDF. The vision responds to the planning issues, challenges and opportunities facing York set out in detail in Section 1 'Background' and the comments received during the previous stages of consultation.

#### *You Told Us*

- 2.2 The following comments were provided as part of the Issues & Options consultation (for further information see 'Core Strategy Consultation Statement' (2009)).
- The LDF should deliver the Community Strategy. However, concerns were expressed that the Community Strategy vision was not meaningful or adequate for planning.
  - It is important that the vision reflects the unique character of York.
  - It is important that the vision aligns with the policies and strategies of the RSS.
  - Eighteen potential planning objectives or priorities relevant to the LDF vision were highlighted during the Issues & Options consultation. Responses showed all eighteen to be considered important but the following were identified as key:
    - to allow York to fulfil its role as a key driver in the regional economy and Leeds City Region through sustainable economic development;
    - to support York's role as a regional and sub-regional retail centre;
    - to ensure that York's historical and archaeological wealth and setting is recognised, preserved and enhanced;
    - to create a permanent Green Belt for York that preserves its special character and setting, whilst ensuring sustainable development;
    - to protect and enhance the bio-diversity, landscape character and environmental quality for the York area; and
    - to deliver the appropriate type and mix of housing to meet York's needs (including affordable housing).
  - The city wide questionnaire that was produced as a part of the joint consultation with the Sustainable Community Strategy indicated that the top three priorities for York should be reducing our impact on the environment (63%), developing the economy, jobs and skills (59%) and improving travel within, and to and from York (55%). This was closely matched by building strong, safe and healthy communities (54%).

### The Preferred Approach

- 2.3 At the previous stages of consultation options were considered regarding the adoption of the Sustainable Community Strategy vision supported by spatial planning objectives. Following the consideration of the comments received and the need to reflect government guidance on the role of LDF core strategies, it is important that the vision responds to the key influences highlighted in Figure 3 below.

Figure 3: Vision – Key Influences



- 2.4 An approach has been developed comprising a 'high level' vision statement reflecting the Sustainable Community Strategy and the City's regional role supported by a fuller descriptive vision to provide clarity and detail. The vision is then taken forward in the subsequent chapters of this document through a series of planning objectives each linked to appropriate targets and policies. Figure 4 explains how these chapters fit with the vision and spatial principles.

## LDF Vision for York

***York aspires to be: a city of confident, creative and inclusive communities; economically prosperous at the forefront of innovation and change; and a world class centre for education; whilst preserving and enhancing its unique historic character and setting and fulfilling its role as a leading environmentally friendly city. This will be achieved in a way that ensures that York fulfils its role at the centre of the York Sub Area and as a part of the Leeds City Region. The LDF will take this agenda forward providing a planning framework to 2030 and beyond for the City's sustainable development.***

### York's Special Historic and Built Environment

*The City's unique historic character and setting is an essential component of its future success as well as being valuable in its own right. York's outstanding architectural and archaeological heritage gives the City special significance, distinctiveness and sense of place. The LDF will ensure that this heritage is*

*preserved and enhanced; in particular the architecture and archaeology of its historic centre; its skyline, street patterns, the Minster and its precinct, the Medieval and Roman walls, Clifford's Tower and valued open spaces that contribute to the City's setting. High quality urban design and architecture will be promoted by the LDF throughout the whole of the York area.*

### Building Confident, Creative and Inclusive Communities

*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. Where there are gaps in provision the LDF will aim to address these issues and also ensure that future development is located where it will enable people to access jobs and key services, including education, training, healthcare and recreation. The LDF will also aim to provide accessible and varied opportunities for leisure and recreational activities in order to promote healthy lifestyles including ensuring all residents have access to an appropriate range of recreational open spaces and sports facilities. A key element of this will be to deliver a new community stadium for the City which will cater for a range of community uses as well as being a home for the City's professional teams: York City Football Club and York City Knights Rugby Club.*

*The LDF will make provision for at least the level of homes set out in the RSS up to 2026 projected forward to the end date of this plan. In setting green belt boundaries sufficient flexibility will be built in to accommodate higher levels of growth if needed. In meeting this need development will be concentrated on York's main urban area. This will include a*

*significant contribution from the area covered by the York Northwest Area Action Plan (AAP) and key development sites with consent including Germany Beck, Derwenthorpe, Terry's and Hungate. In addition housing development will be distributed to those settlements around York designated as Local Service Centres due to their relative sustainability. Finally to ensure supply towards the end of the plan period this document will identify potential sustainable extensions to the main built up areas to be brought forward for development should they be required to meet the City's needs.*

*Whilst delivering sufficient housing it will be ensured that it is of an appropriate type and mix to meet the needs of York's residents. The amount of affordable housing will be set at a level that maximises delivery without compromising supply.*

*The LDF will support York's role as a world-class centre for further and higher education. It will help to facilitate the continued success of the University of York, York St John University, College of Law, Askham Bryan College of Agriculture and York College. This will include supporting the ongoing development of the University's Heslington East Campus.*

### **A Prosperous and Thriving Economy**

*Ensuring York's continued economic success and prosperity is fundamental to delivering this vision. The LDF will ensure that York fulfils its role as a key driver in the regional economy and that employment levels remain high. This will involve supporting the development of Science City York and other*

*knowledge based industries, business and financial services and tourism. Fundamental to this is providing sufficient land in the right locations to allow the economy to realise its potential. This will include a new office quarter to the rear of York's railway station that will be delivered as a part of the York Northwest AAP. The LDF will aim to support the growth of the local economy in ways which deliver increased prosperity for the whole community.*

*By the end of the plan period (2030), York will have strengthened its role as a sub-regional shopping and entertainment centre. This will be achieved by halting the decline of the city centre's regional market share for comparison goods retail and increasing it to around 34%. This will involve increasing the supply of modern retail units and enhancing department store representation in the city centre to attract a broader range and quality of multiple retailers to trade alongside the already strong independent retail sector. This will include the development of the Castle Piccadilly site and considering options for complementary comparison goods retail development on York Central (within the York Northwest AAP area). Comparison goods retail development outside York city centre and York Northwest will be resisted. Capacity for additional convenience floorspace has also been identified, this will be directed in the first instance to the city centre, district centres and smaller centres.*

### **A Leading Environmentally Friendly City**

*The LDF will help deliver York's aspiration to become a leading environmentally friendly city contributing to a reduction in York's carbon & eco-footprint. The LDF will also play a key role in helping*

*the City to adapt to, and mitigate against climate change. Meeting both these aspirations will include:*

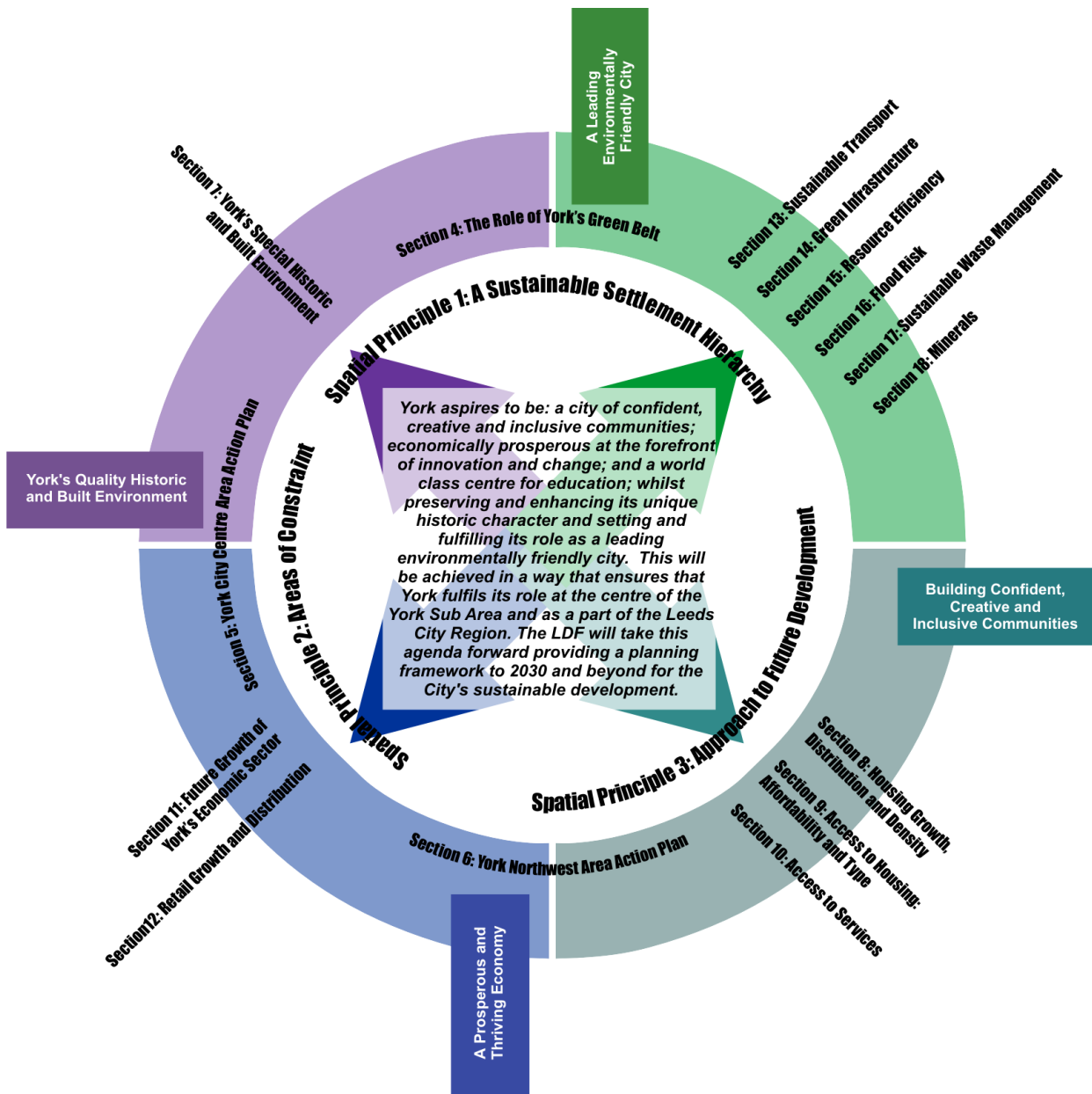
- striking an appropriate balance between physical growth and environmental sustainability and ensuring that the environmental consequences of our actions are adequately managed;*
- reducing energy use and carbon generation, exceeding the renewable energy targets set within the RSS;*
- contributing to the reduction of waste through supporting the innovation and improvement of current waste practices, promotion of recycling, and provision of suitable and accessible sites;*
- 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;*
- safeguarding mineral deposits along with reducing the use of non-renewable resources;*
- ensuring that future development is designed and constructed in a sustainable way; and*
- avoid depleting the Sherwood Sandstone aquifer.*

*A key role of the LDF will be to help address the City's transport issues. This is important both in terms of the wider environmental impacts but also the issues of congestion, accessibility, safety and air quality. It is also important that the future transport infrastructure is appropriate to the level of development proposed in this plan. The LDF will seek to complement York's Local Transport Plan 2 (LTP2) and will help deliver a fundamental shift in travel patterns. Firstly, by reducing the need to travel, and secondly by ensuring that sustainable transport provision is a key component of future development.*

*The LDF will create a permanent green belt for York that will endure until at least 2030. Its aim will be to preserve the special character and setting of York which includes: areas which retain, reinforce and extend the pattern of historic green wedges; locations that provide an impression of a historic city situated within a rural setting; and finally the setting of villages whose traditional form, character and relationship with the City and the surrounding agricultural landscape is of historic value.*

*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, the historic strays and river corridors. The LDF will also aim to protect, enhance and create a variety of quality open spaces to ensure that residents have access to an appropriate range of recreational open spaces to promote health and well-being in York. A green corridor network that has a wide range of functions including wildlife and recreational benefits will be maintained and enhanced. These issues will be addressed through the adoption of a Green Infrastructure Strategy for the City.*

Figure 4: York's Vision and Spatial Objectives



## Sustainability Appraisal

- 2.5 For a summary of the Sustainability Appraisal relating to this section, please refer to page 166 of Annex B. A full Sustainability Appraisal is also available as a separate document.

**Question 2:**

This section raises a range of key issues. Using the response form provided, please tell us what you think of the Council's preferred vision. Please feel free to give any comments you consider appropriate but in particular:

a) Do you think that the LDF Vision responds sufficient to the following influences:

- the Sustainable Community Strategy;
- York's Issues, Challenges & Opportunities;
- The Regional Spatial Strategy; and
- Sustainable Development, including the UK Sustainable Development Strategy?

b) Do you consider that the right balance has been struck between these different factors? Do you think that there are other factors that should be considered? (please give details)

**This section looks at where new development for houses, jobs and shopping should be in York. It sets out the positives and negatives of building in certain areas looking at factors such a green belt, flood risk and access to public transport.**

## Section 3: Spatial Strategy

### Introduction

- 3.1 Section 2 of this document explained the proposed planning vision for the future of York. This section of the Core Strategy translates the vision into a spatial strategy that will underpin the distribution of future development. What this means specifically for housing, employment and retail is described later in the document under *'Building Confident, Creative and Inclusive Communities'* and *'A Prosperous and Thriving Economy'*.
- 3.2 The Vision for York's LDF includes several key elements that relate to the production of a spatial strategy. More specifically in summary they include:
- ensuring the City's unique historic character and setting is preserved and enhanced;
  - ensuring York's continued economic success and prosperity;
  - strengthening York's role as a sub-regional shopping and entertainment centre;
  - maintaining community cohesion and helping the development of strong supportive and durable communities through the creation of sustainable neighbourhoods;
  - helping to deliver York's aspiration to become a leading environmentally friendly city contributing to a reduction in York's Carbon & Eco-footprint;
  - ensuring 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;
  - addressing 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
  - protecting 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.

### Context

#### *Policy Context*

- 3.3 The key elements of the vision described fit with the Regional Spatial Strategy (RSS) (2008) which indicates that the LDF for York should: protect and enhance the nationally significant historical and environmental character of York (including its historic setting, views of the Minster and important open areas); protect and enhance the biodiversity, landscape character and environmental quality; manage flood risk; and for transport implement stronger demand management and improve accessibility to and within York. In addition it highlights the need to develop the role of York as a Sub Regional City and as the focus for the majority of development in the York sub area.

*You Told Us*

3.4 The following comments were provided as part of the Issues and Options consultations (for further information see 'Core Strategy Consultation Statement' (2009)).

- The first Issues and Options consultation asked whether the correct factors had been considered when determining the location of future development in York. These factors included urban / non urban sites, access, highway capacity, the role of employment sites, preserving the historic character and setting of York, nature conservation and flood risk. A number of the respondents suggested the need to prioritise the factors in determining appropriate locations for development. Some respondents considered that the correct factors for determining the spatial strategy had not been identified and that others should be considered such as access to a wide range of facilities, access to non-car transport modes, infrastructure quality and pollution, global environmental change and limited natural resources.
- The comments received on the second Issues and Options consultation were broadly supportive of a settlement hierarchy. However it was felt that the hierarchy should be quantified in terms of the number of homes and the amount of employment land. (This considered in Section 8 & 11)
- In considering broad locations for future growth, the majority of responses generally supported prioritising locations within or adjacent to York's main urban area in preference to further expansion of villages. Where comments were made in relation to growth within villages, Haxby and Dunnington were considered to offer the best opportunities to accommodate growth, given the relatively good access to jobs and services.
- Preserving the historic character and setting of York was considered by most to be the primary detailed influence on the spatial strategy.

*Local Issues*

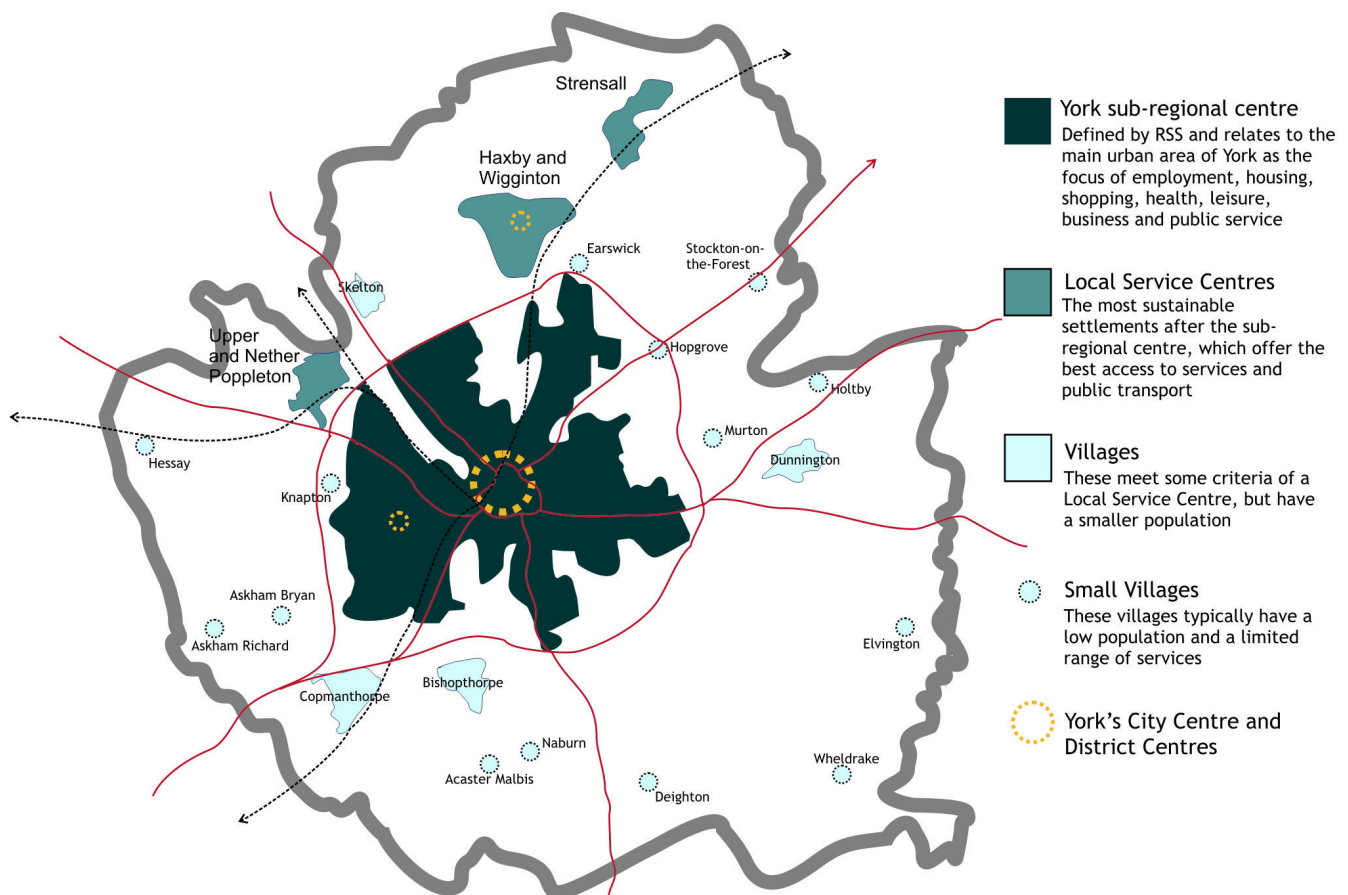
3.5 In developing an appropriate spatial strategy for York we initially considered the following issues:

- the relationship between York and its surrounding settlements;
- the role of the city and district centres;
- preserving the historic character and setting of York;
- protecting and enhancing York's Green Infrastructure; and
- minimizing flood risk.

These factors were used to identify broad areas of search which were refined following the consideration of a range of further more detailed area specific issues. Each of the factors considered is described in summary below (a more detailed explanation is provided in Topic Paper 1 – 'Approach to the Spatial Strategy').

*The relationship between York and its surrounding settlements*

- 3.6 York's area is made up of the City of York itself, surrounded by a number of outlying villages, each of which differs in terms of its size and role in relation to York.
- 3.7 As previously outlined the RSS recognises the role of York's main built up area as a Sub-Regional City, providing the primary focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities. The future role of villages however needs to be defined through the LDF. In order to think about how and where York could potentially grow in the future, we have looked at some of the key characteristics of the City and its villages and considered their relative sustainability. This included access to public transport and services, access to employment, levels of open space provision and existing carbon footprints.
- 3.8 Using these factors the villages around York and the main urban area of York itself have been placed in the settlement hierarchy highlighted in Figure 5.

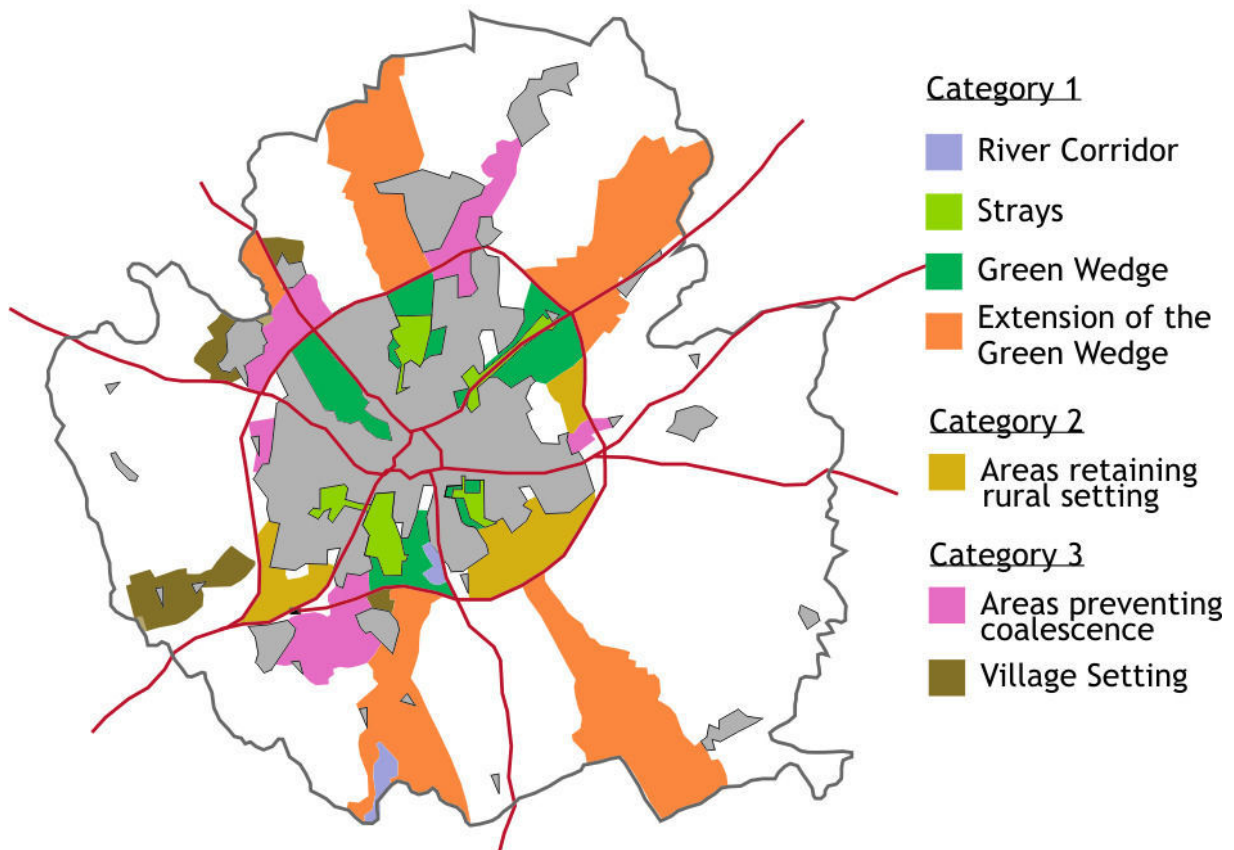
**Figure 5: Sustainable Settlement Hierarchy**

*The Role of the City and District Centres*

- 3.9 National guidance asks local authorities to identify the centres within their areas where retail, leisure and office development should be focused. Work undertaken to date currently identifies 3 main centres highlighted in Figure 5: York's City Centre, which is both a regional and local retail destination and a focus for leisure and office employment; Acomb District Centre, located to the west of the City Centre; and Haxby District Centre, located to the north of the City. These centres provide a range of shops and services including banks, post offices, food shops, supermarkets, pharmacies and doctors surgeries.

*Preserving the Historic Character and Setting of York*

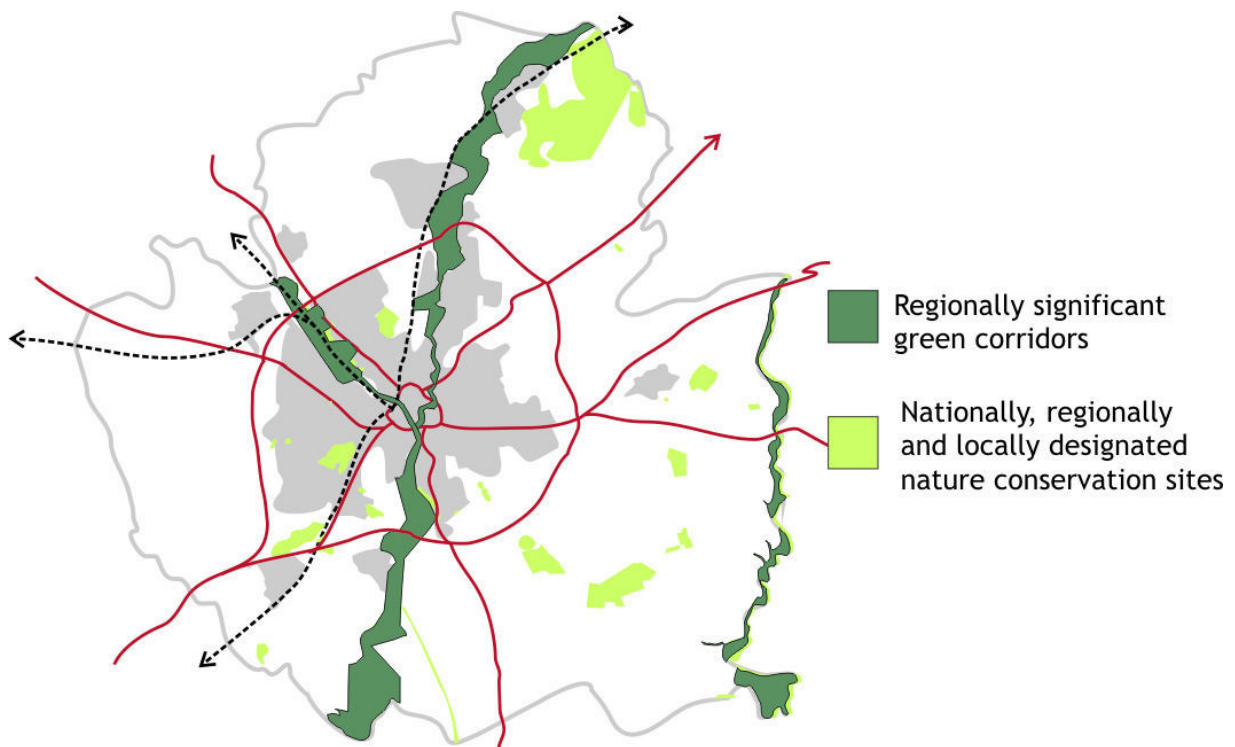
- 3.10 'The Approach to the Green Belt Appraisal' (2003) study carried out by the Council indicated that regardless of the extent to which the City may have to identify further land to meet its development requirements and needs, there are areas of land outside the built up areas that should be retained as open land due to their role in preserving the historic character and setting of York. The areas of land considered to serve this purpose are illustrated in Figure 6.
- 3.11 'The Approach to the Green Belt Appraisal' (2003) also indicated that there are areas of land outside the built up areas that should be retained as open land as they prevent communities within the environs of York from merging into one another and the city. These areas were considered to have a key role in preserving the identity of the settlements and villages around York. The relationship of York to its surrounding settlements is a key element of the City's character. This relationship is not simply about the distance between the settlements but also their size.

**Figure 6: York's Green Belt Character Areas**

*Protecting and Enhancing York's Green Infrastructure*

- 3.12 Protection of areas with nature conservation value is viewed as a key element in ensuring sustainable development. Government guidance (PPS9) states that plans should seek to promote sustainable development by ensuring that biological and geological diversity are conserved as an integral part of social, environmental and economic development. For this reason nationally and locally significant nature conservation sites along with appropriate buffers and land within regional level green corridors will be excluded when considering future potential development locations (the general extent of these areas of land are shown in Figure 7).

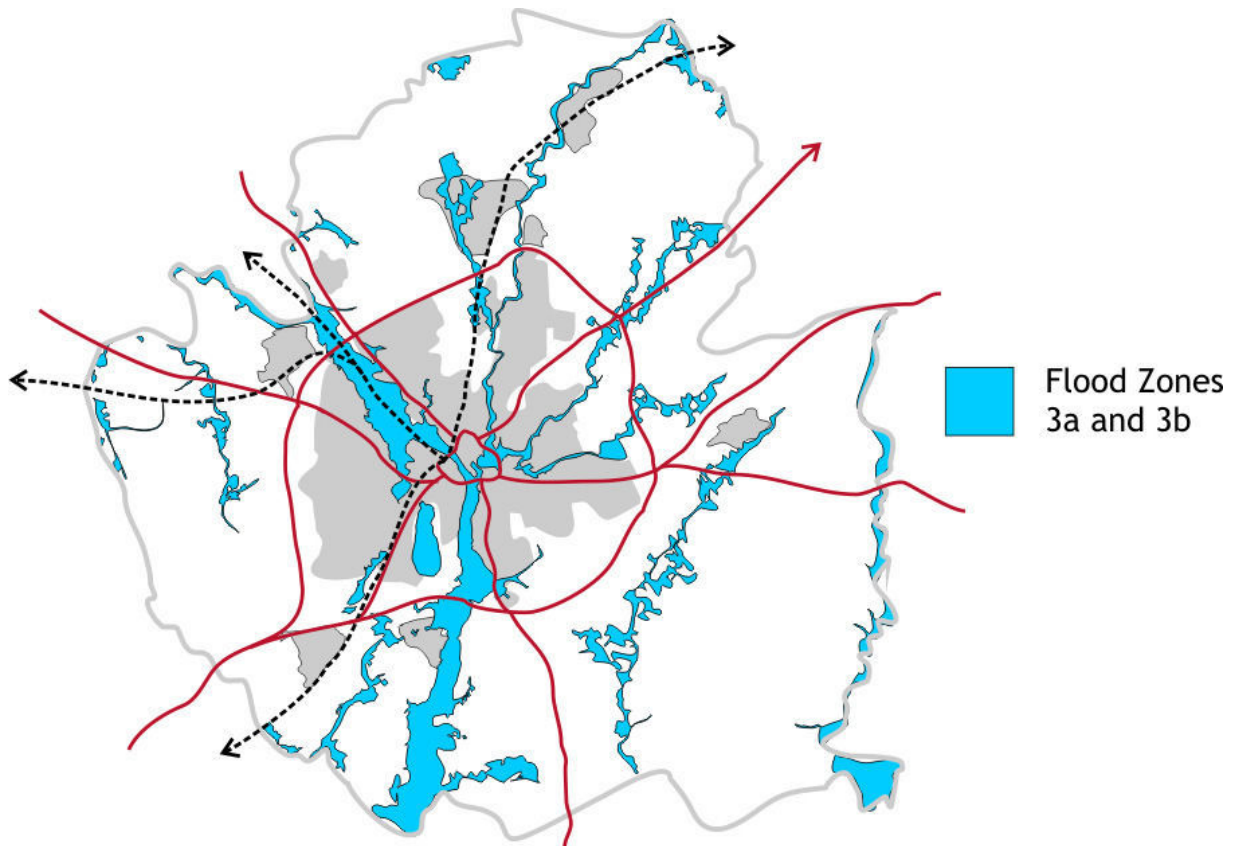
**Figure 7: Green Infrastructure including Nature Conservation Sites**



*Minimising Flood Risk*

- 3.13 Due to its geography flooding is a key local planning issue for York. The Council have produced a Strategic Flood Risk Assessment (2007) incorporating the flood plain maps produced by the Environment Agency. To reduce future damage to property and infrastructure, and to maximise public safety, greenfield areas subject to high flood risk (illustrated in Figure 8) are considered as inappropriate for future development. It is considered important that a precautionary approach is taken to reflect the threat posed by global warming.

**Figure 8: Flood Risk Zones 3a and 3b**



*Further Consideration*

- 3.14 The factors highlighted above were used to identify broad areas of search for possible future areas for development. These were then refined following the consideration of the more detailed area specific issues highlighted below (this analysis is explained in full in Topic Paper 1):

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

In addition the Employment Land Review(2009) was considered from the point of view of its recommendation on existing free standing employment sites in the open countryside.

*Major development opportunities and sites*

- 3.15 The City of York currently has several major development projects that are of key importance in considering a future potential spatial strategy. These sites are highlighted on the key diagram and described below. It should be noted that some of these sites already have planning consent where as the role of others will be directed through the LDF process.

- **York Northwest** is the largest and most significant regeneration project in the York area, described as a regionally significant investment priority within RSS. It comprises two large brownfield development sites, York Central and British Sugar, linked by a major public transport corridor. It is often described as the largest development site that we will see in York in our lifetime and its delivery will be essential to meeting the Core Strategy vision. Economically it will allow York to fulfil its regional and sub regional role. It is anticipated that it will have a key role in enhancing York's future office, commercial and leisure offer in a new urban quarter. It has the potential to make a significant contribution to meeting the City's need for homes and could also have a role in enhancing York's retail offer. An Area Action Plan is being prepared to ensure the environmental impact and infrastructure requirements are assessed comprehensively and the opportunities from the development of the sites are maximised (more information on the role of York Northwest is set out in Section 6).
- **Castle Piccadilly** is a strategic site in the City Centre adjacent to the historic Clifford's Tower. Its redevelopment provides the opportunity to enhance the retail offer provided by the city centre and create a high quality mixed-use development.
- **Heslington East** is a new campus for the University of York between Heslington Village and Grimston Bar Park and Ride. It is a 65ha site surrounded by

substantial landscaping, reflecting the design of the original University campus. It has received outline-planning consent following a 'call-in' inquiry. Development will be implemented over the next 10-15 years through a number of reserved matters applications.

- **Hungate** is located 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.
- 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 Nestle Rowntree's presence in the City. This will create redevelopment opportunities on the older, southern part of the site (referred to as **Nestlé South**).
- **Germany Beck & Derwenthorpe** are two sites with the potential to provide over 1,200 homes including affordable housing, located to the east and the south of the main urban area. These have both recently received outline planning consent following a joint 'call-in' inquiry.
- **Terry's** is a former factory complex which lies to the south of the main built up area adjacent to York Racecourse. Redevelopment of this site will provide a prestige employment led mixed-use development with housing local retail and leisure uses.
- Land in the **Layorthorpe** 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.

## The Preferred Approach

- 3.16 The Spatial Strategy is key to the delivery of the Vision highlighted in Section 2. Its role is to provide the context that will allow sites and development opportunities to be realised that will create the conditions for a prosperous thriving economy and sustainable inclusive communities. It must ensure that this is done in a way that protects York's special historic and natural environment recognising the challenge of climate change and linked need to contribute to a reduction in York's carbon and eco footprint. What this means in a practical sense has been derived from the consideration of the Local Issues highlighted above. Each of these Issues has been considered in light of the consultation responses at the previous stage of document production which included the recognition of the importance of preserving the historic character and setting of York and broad support for a sustainable settlement hierarchy with York's main urban area being the primary focus of development followed by the most sustainable villages. Topic Paper 1: 'The Approach to the Spatial Strategy' provides a

more complete explanation of the approach, explaining the background to the Settlement Hierarchy and approach to developing a long list of spatial options.

- 3.17 Drawing on the overall Core Strategy vision and on the issues highlighted above a high level objective and four spatial principles have been developed that will form the basis of York's future spatial strategy.

### **Strategic Objectives**

#### **Strategic Spatial Strategy**

To deliver the LDF vision through the adoption of a strategic spatial strategy for the distribution of development which allows the city to meet its economic and social aspirations whilst ensuring the following:

- York's unique character & setting is protected;
- future development is concentrated in locations well served by public transport & services;
- that flood risk is appropriately managed; and
- wildlife and habitats are protected.

### **Targets**

To ensure that all future development including allocations and windfalls are in conformity with the Spatial Principles highlighted below.

- 3.18 The following Spatial Principles will underpin the approach to accommodating York's future growth through directing the location of new housing, employment and retail as covered in the subsequent sections of this document. They will also provide the basis of the approach to the allocation of sites in all other LDF documents.

**Spatial Principle 1: A Sustainable Settlement Hierarchy (SP1)**

In distributing land for development the following settlement hierarchy will be used:

- (i) **The Sub-Regional City** - York will provide the main focus for the majority of new development.

Within the Sub Regional City, York City Centre is identified as the main focus for retail, leisure and office employment. Acomb is identified as a District Centre with a key role in delivering retail and other services.

- (ii) **Local Service Centres** –

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

Local Service Centres (LSC) will 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 identified as a District Centre with a key role in delivering retail and other services.

- (iii) **Villages** –

Bishopthorpe	Copmanthorpe	Skelton	Dunnington
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Villages are appropriate for small scale redevelopment, infill or expansion which is appropriate in scale and nature and helps support the viability of some of the existing facilities or addresses local needs, such as for affordable housing.

- (iv) **Small Villages** – those villages and settlements not identified in (i) (ii) & (iii). In such locations growth will be restricted to redevelopment and infill only.

**Spatial Principle 2: Areas of Constraint (SP2)**

The identification of sites or future areas for development both within and outside existing settlements will be subject to ensuring that such locations meet the following requirements:

- (i) they are accessible to sustainable modes of transport and would not lead to unacceptable levels of congestion;
- (ii) they ensure that the City's unique historic character and setting is preserved and enhanced;
- (iii) the appropriate management of flood risk to ensure that new development is not subject to, nor contributes to, inappropriate levels of flood risk from the Rivers Ouse, Foss and Derwent.
- (iv) they do not have an adverse effect the diversity of wildlife and habitats in the York area including nationally and locally significant nature conservation sites along with regional level green corridors.

**Spatial Principle 3: Approach To Future Development (SP3)**

- (i) In accordance with Spatial Principles 1 & 2 the following sequential approach will be taken to meeting York's future development needs.
  - (a) Firstly, bringing forward development within the Sub Regional City of York (the main urban area) initially prioritizing previously developed land and buildings. Greenfield sites will only be considered where their development would not prejudice other objectives of this plan relating to nature conservation, green infrastructure or recreation.

This will include major development opportunities and sites highlighted on the key diagram. 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 (also see Section 6).
  - (b) Secondly, brownfield or infill development within Local Service Centres and Villages (as identified in the settlement hierarchy).
  - (c) Thirdly, expansion of the main Sub Regional City of York subject to the constraints highlighted in Spatial Principle 2 and the need to ensure that any future developments do not have an unacceptable impact on the highway network.
- (ii) In accordance with Spatial Principles 1 & 2 for industrial and distribution related employment, consideration will be given to the expansion of existing employment uses outside the main urban area where they are well served by sustainable modes of transport with good links to the Sub Regional City of York and meet York's economic needs.

- 3.19 In line with the Spatial Principles above, the key diagram shows potential future 'Areas of Search' for development land should it be needed. In terms of housing it is not anticipated that land will be required for the expansion of the Sub Regional City of York until beyond 2021. The location of potential areas for these expansions are shown as 'Areas of Search' A & B. For employment the Employment Land Review (2009) ELR indicates that the City's future needs could be met within the main urban area, and other currently identified sites. This includes both the existing Local Plan allocation and safeguarded land at Northminster Business Park being used for the purpose of general industrial and storage and distribution (the existing Safeguarded Land is shown as 'Areas of Search' 'I' on the key diagram). The ELR however also highlights land to the North of Hull Road, currently within the draft Green Belt as a good location for the same type of employment uses (Areas of Search' C'). Issues relating to the future supply of housing and employment land are considered in details in sections 8 & 11.
- 3.20 It is important to recognise that 'Areas of Search' are not identified for development at the present time but will be allocated for development through the LDF process at a future point should it be required. This will involve a comprehensive public consultation in line with the Council's adopted Statement of Community Involvement (2007).
- 3.21 Whilst strategic growth will be concentrated on the Sub Regional City of York limited small scale expansion of local services centres, villages and rural villages may be considered appropriate to address specific local needs such as affordable housing. This will be considered through the Allocations DPD.

## **Sustainability Appraisal**

- 3.22 For a summary of the Sustainability Appraisal relating to the Spatial Principles within this section, please refer to page 169 of Annex B. A full Sustainability Appraisal is also available as a separate document.

### **Question 3:**

This section raises a range of key issues. Using the response form provided, please tell us what you think of the Council's preferred approach to the Spatial Strategy. Please feel free to give any comments you consider appropriate but in particular;

a) we would appreciate comments on the whether the proposed Spatial Principles are 'fit for purpose'. Further information can be found in Topic Paper 1 'Approach to the Spatial Strategy'.

## Section 4: The Role of York's Green Belt

### Introduction

- 4.1 It is important that the LDF Core Strategy determines the approach to York's Green Belt including both its role and lifespan. The LDF Core Strategy vision included in section 2 of this document envisages that the LDF will create a permanent green belt for York that preserves its special character and setting, whilst ensuring sustainable development; and that the Green Belt boundaries once set will endure until at least 2030.

### Context

#### *Policy Context*

- 4.2 Government guidance (PPG2) states that:

*'the fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the most important attribute of Green Belts is their openness. Green Belts can shape patterns of urban development at a sub-regional and regional scale, and help to ensure that development occurs in locations allocated in development plans. They help to protect the countryside, be it in agricultural, forestry or other use and can assist in moving towards more sustainable patterns of urban development.'*

- 4.3 It identifies the 5 key purposes of Green Belts as the following:

- to check the unrestricted sprawl of large built-up areas;
- to prevent neighbouring towns from merging into one another;
- to assist in safeguarding the countryside from encroachment;
- to preserve the setting and special character of historic towns; and,
- to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

- 4.4 The Regional Spatial Strategy (RSS) (2008) highlights the valuable roles Green Belts can have in supporting urban renaissance, transformation and concentration, as well as conserving countryside. With specific reference to York it indicates that the LDF should define the inner boundary and the outstanding sections of the outer boundary of the Green Belt about 6 miles from York city centre. With regard to the inner boundaries RSS indicates that they should be defined in order to establish long-term development limits that safeguard the special character and setting of the historic city. Also the boundaries must take account of the levels of growth set out in the RSS and must endure beyond the RSS period.

*Local Context*

- 4.5 Whilst acknowledging all the purposes of Green Belt identified in Government Guidance are important, the Council undertook further work to specifically consider those areas of land outside the built up areas that were valuable in terms of the historic character and setting of the City. This was due to the obvious relevance of this purpose to York and that it was considered to provide a basis on which to consider the relative value of land in Green Belt terms.
- 4.6 'The Approach to the Green Belt Appraisal' (2003) is a key part of the evidence base that underpins the overall spatial strategy and is described in section 3 of this document. It indicates that regardless of the extent to which the City may have to identify further land to meet its development requirements and needs, there are areas of land outside the built up areas that should be retained as open land due to their role in preserving the identity of the settlements around York and the City's historic character and setting.
- 4.7 The areas of land highlighted below are considered important in preserving the City's historic character and setting.
- Category 1: areas which retain, reinforce and extend the pattern of historic green wedges, for example, the Strays, the 'Ings', green wedges and extensions to the green wedges;
  - Category 2: areas other than the green wedges which provide an impression of a 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
  - Category 3: 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.

*You Told Us*

- 4.8 The following comments were provided as part of the Issues and Options consultations (for further information see 'Core Strategy Consultation Statement' (2009)).
- On the whole, respondents supported the idea that the primary purpose of York's Green Belt is to preserve the setting and special character of York. However, several people suggested that although this was perhaps the most important purpose, the other PPG2 criteria should be considered as well. The views to the Minster and the role of the green wedges were specifically mentioned as being important.
  - There was clear support for the continued protection of the Green Belt and more specifically it was suggested that Green Belt boundaries should be defined ahead of the development needs of the city.
  - The majority of respondents felt that the lifespan of the Green Belt should be beyond the RSS timescale.

## The Preferred Approach

- 4.9 York's Green Belt has a key role in helping to deliver the LDF's Spatial Strategy through helping to direct the location of development and preventing urban sprawl and encroachment on the countryside. It also has a critical role in protecting the historic character and setting of York. The importance of the Green Belt in respect of these roles was reflected in responses made to previous consultations. It is also important that once set Green Belt boundaries have a degree of permanence. To do this it is important that sufficient land is available outside the Green Belt to meet the City's long term development needs in locations that fit with the proposed Spatial Strategy.
- 4.10 Drawing on the overall Core Strategy vision and on the issues highlighted above the following Strategic Objective, Targets and Policy have been developed.

### Strategic Objectives

- To set a permanent Green Belt for York that will not need to be reviewed for at least 20 years.
- To maintain and preserve the historic setting of York.
- To retain and protect special features such as the strays, green wedges and views of the Minster.
- To reflect the five purposes set out in PPG2.

### Targets

Adoption of detailed Green Belt boundaries through the LDF Allocations DPD.

### Policy CS1: The Role of York's Green Belt

- (i) The primary purpose of York's Green Belt is to preserve the historic character and setting of York. This includes ensuring the continued openness of:
- areas which retain, reinforce and extend the pattern of historic green wedges, for example, the Strays, the 'Ings', green wedges and extensions to the green wedges;
  - areas other than the green wedges which provide an impression of a 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.

- (ii) Ensuring the community identity of Local Service Centres, villages and rural villages are maintained through preventing communities within the environs of York from merging into one another and the City.
- (iii) When setting Green Belt boundaries it must be ensured that the development needs of York can be met until at least 2030 outside the proposed Green Belt. They must be in line with the Core Strategy Spatial Principles taking account of the levels of growth set out in RSS.

The general extent of York's Green Belt is illustrated by the Key Diagram. Detailed boundaries will be established through the Allocations DPD.

## **Sustainability Appraisal**

- 4.11 For a summary of the Sustainability Appraisal relating to the policy within this section, please refer to page 171 of Annex B. A full Sustainability Appraisal is also available as a separate document.

### **Question 4:**

This section raises a range of key issues. Using the response form provided, please tell us what you think of the Council's preferred approach to the Green Belt. Please feel free to give any comments you consider appropriate but in particular:

- a) Do you feel that the importance of York's historic character and setting is adequately reflected in this section?
- b) Do you feel that this should be regarded as the primary purpose of the Green Belt?
- c) Do you think that York's Green Belt proposed lifespan of 20 years appropriate?

## Section 5: York City Centre

### Introduction

- 5.1 York city centre is instantly and internationally recognisable. As well as being the cultural hub, it is the economic and social heart of York, fundamental to the success of the city. The outstanding historic environment gives the centre a unique distinctiveness and sense of place which needs to be protected and enhanced. As the focus for retail, leisure, offices, culture and tourism activity, the city centre is key to achieving a strengthened role for York as a sub-regional city. The role of the city centre is also a fundamental consideration in addressing the city's transport issues. The city centre therefore has a crucial role to play in delivering the Core Strategy vision.

### Context

- 5.2 Given the importance of the city centre and the regeneration/development opportunities and pressures, the Council has agreed to prepare an Area Action Plan (AAP). By preparing an AAP we can look at the city centre comprehensively and provide a framework for a programme of enhancements for this area which is particularly sensitive to change.
- 5.3 Following the completion of Issues and Options on the Core Strategy, work has started on preparing the City Centre AAP. An Issues and Options Report for the City Centre was published for consultation in July 2008. The aim of the consultation was to understand people's views about the city centre and their aspirations for its future. The report focussed on three key themes: Economic Vitality, Historic Environment and Community Life, and identified five 'opportunity areas' where some of the options set out under the three key themes might be delivered.

#### *Policy Context*

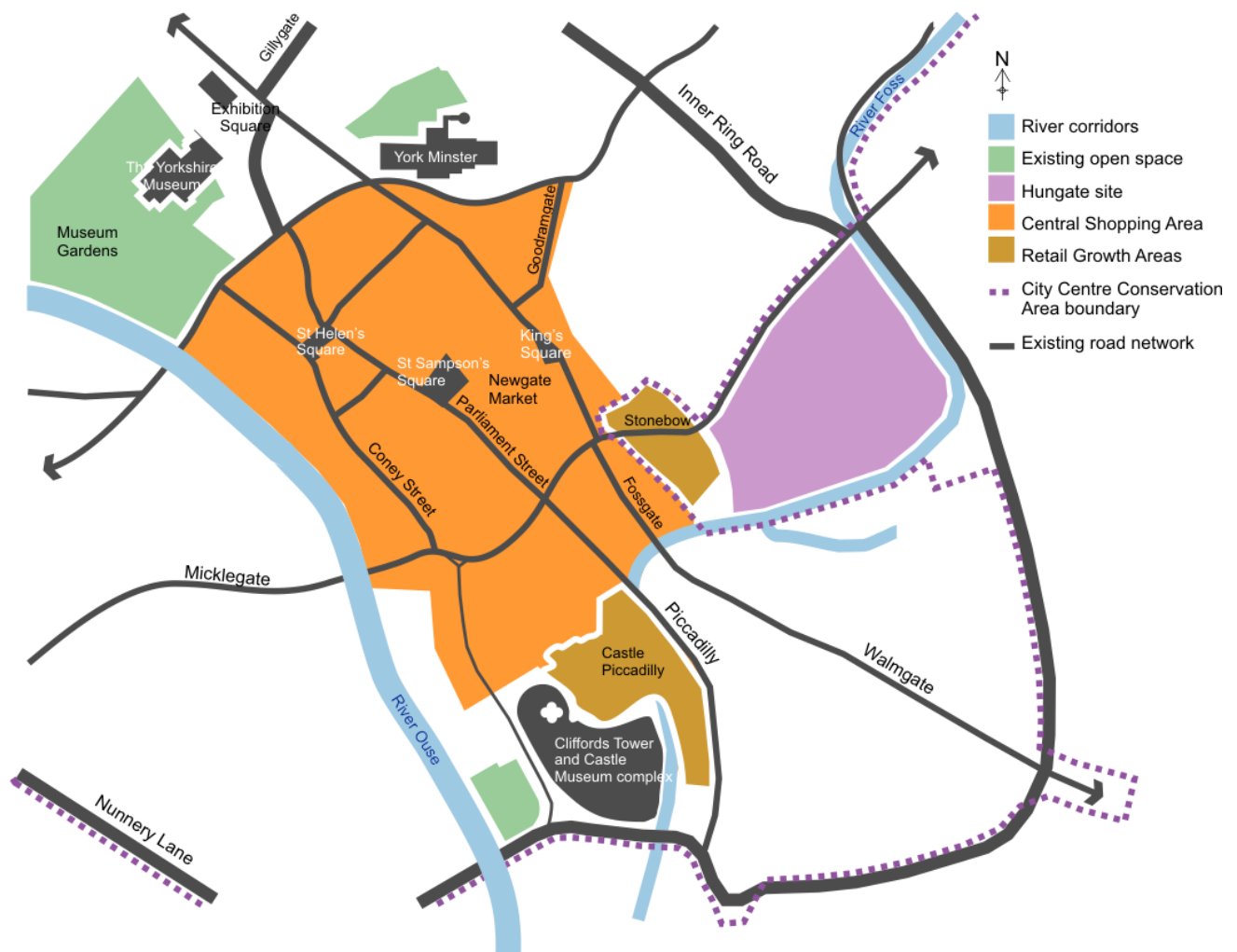
- 5.4 The Government's approach to city centres (PPS6) is that they should be the focus for retail, leisure, offices, culture and tourism and this is reflected in Spatial Principle 1 of the Spatial Strategy. The historic environment is afforded statutory protection through the Planning and Compulsory Purchase Act (2004), and Government guidance requires its preservation and enhancement (PPG15 and PPG16). Government guidance (PPS1) also states that good design should respond to its local context and create or reinforce local distinctiveness. Good design means taking the opportunities available for improving the character and quality of an area.
- 5.5 At a regional level, RSS states that the centres of sub regional cities, such as York, should be the focus for high trip generating uses such as offices, retail, leisure, culture and tourism. It also states that development, environmental enhancements and accessibility improvements should take place to create a distinctive, attractive and vibrant sense of place and identity for each centre.

#### *Local Issues*

- 5.6 The historic city centre of York is of national and international importance in terms of its history, heritage, architecture and archaeology. The city centre area contains 9

scheduled ancient monuments, over 750 listed buildings and a registered Historic Park and Garden. The city is one of only five cities in England whose archaeology is considered to be of such significance that it is designated as an Area of Archaeological Importance under the 1979 Ancient Monuments and Archaeological Areas Act. The majority of the city centre is also designated as a Conservation Area, and the Council is currently undertaking a Conservation Area Appraisal for the Central Historic Core Conservation Area. This will inform the future approach to York's historic city centre. Further information on the LDF approach to the historic environment is set out in Section 7 of this Preferred Options document.

**Figure 9: City Centre Context Diagram**



- 5.7 Primarily, the city centre will contribute to the wider spatial strategy in terms of office employment and retail. York's Employment Land Review (Entec, 2009) identifies the city centre as a strategic location for office employment (B1(a)) reflecting PPS6 and its current role as a main employment area, currently accommodating 30% of jobs in York local authority area. The Review outlines a requirement for 193,329sqm of office (B1a) floorspace to 2029. The Review identifies opportunities to accommodate this partially within the city centre, through sites such as Hungate, but

recognises that these are limited because of the relatively small size of the centre and its historic nature.

- 5.8 The main focus for new office development will be on York Central as part of the creation of a new office quarter. This will be progressed through the York Northwest Area Action Plan. The Review also identifies potential for some B1(a) office development in the Foss Islands Road area, located on the eastern periphery of the city centre. The Council is currently carrying out further work to explore the regeneration potential of this area, which could include some element of office development, and improved recreation and amenity.
- 5.9 In retail terms, York's Retail Study (GVA Grimley LLP, 2008) recommends an increased market share for the city centre in order to maintain its position in the wider regional retail hierarchy. The Study identifies significant capacity for additional retail floorspace up to 2029. In accordance with the spatial strategy, the priority for this additional floorspace will be within, or adjacent to, the central shopping area of the city centre (i.e. Castle Piccadilly and the Stonebow area). However, similarly to employment, the Study recognises that potential sites will be limited by the constraints of the historic environment and the size of the centre.
- 5.10 Alongside office and retail development the city centre is also the focus for leisure and tourist related development. In terms of tourism, Visit York, the city's single tourism organisation, has proposed a Vision for Tourism for the city, and a set of ambitions. The vision seeks to deliver long term, sustainable growth of the visitor economy (the target is a minimum of 5% average annual growth in visitor expenditure), building on York's distinctiveness, enhancing the quality of the visitor experience and promoting the city as a world class visitor destination.
- 5.11 National policy (PPS6, PPS3), states that housing will be an important element of mixed-use town centre development. The city centre is home to 3,638 households and this will increase as the development of 720 flats and houses, as part of the regeneration of the Hungate area, progresses. The Council is currently looking at further opportunities for a range of housing types and sizes within the city centre, and will identify potential sites through the Strategic Housing Land Availability Assessment (SHLAA).
- 5.12 As well as delivering development growth, the AAP will also focus on a spatial vision and objectives for the city centre, focussing on public realm improvements, transport and accessibility solutions, and projects and initiatives for key areas of change.

#### *You Told Us*

- 5.13 The following comments were provided in response to the Core Strategy Issues and Options consultations (for further information see 'Core Strategy Consultation Statement' (2009)) and the Issues and Options consultation on the City Centre AAP.
- Vital to ensure that the city centre remains a quality place to live, visit and do business.

- The special historic character and important views of the centre should be protected, and planning for the city centre needs to be informed by the conservation area appraisal.
- Support for retaining the retail activity in the city centre, particularly unique, independent shops and the outdoor market.
- Need for more leisure attractions in the city centre, including more venues and spaces for cultural events and activities.
- Support for expanding and diversifying the evening economy.
- Need to improve city squares and spaces, the riversides and provide more open space in the city centre.
- Support for extending the footstreets, and for measures to tackle congestion and improve accessibility, parking and public transport provision.
- The AAP should help deliver the spatial vision, objectives and policies of the Core Strategy. The links to Core Strategy policies need to be clearer, to set the limits of the AAP.
- The AAP should contain its own locally distinctive, realistic and inclusive vision of what the city centre will be like at the end of the plan period.
- The AAP should be developed from the vision in the Sustainable Community Strategy, the emerging spatial vision in the Core Strategy and the specific issues identified through consultation and from other strategies and the evidence base.
- Need for one overall vision covering all of the three key themes.
- Support a bold approach to the city centre but do not want to see change for the sake of change.

## **The Preferred Approach**

- 5.14 The Council's preferred approach is to maintain the city centre as the primary focus for new retail, leisure, tourist and office development, as well as reinforcing its role as the cultural and social hub of the sub-region. The use and quality of public spaces, as well as links between them and to the rivers, will be comprehensively reviewed, and priority areas identified where improvements are needed now. Areas on the periphery of the city centre (gateway streets) will also be subject of audit and review in order to see how they are performing and how they can be lifted in economic, social and environmental terms. Opportunities will also be taken to provide for new homes within the city centre, and to improve recreation and community facilities.
- 5.15 This approach reflects the LDF vision and helps to support the overall spatial strategy, in line with national and regional policy. To help achieve this the Council will prepare an AAP which will ensure that new development is encouraged but that it sensitively considers the historic environment of the city. The AAP will provide detailed guidance for the city centre: it will focus on delivery, working with key public and private sector partners in order to deliver city centre improvements in a coordinated and phased way.

**Strategic Objective**

York city centre will have a vibrant, successful economy that respects its heritage and historic settings. It will be able to host a variety of cultural and community activities in an attractive environment, and will be a place to enjoy living, working and visiting.

**Targets**

Progress towards achieving this objective, will be measured against the adoption of a City Centre Area Action Plan by 2011.

**Policy CS2: York City Centre**

The LDF will continue to support the city centre as the cultural, economic and social heart of York. The LDF will ensure a strengthened role for the city centre as the core of a sub-regional city, whilst preserving and enhancing its unique historic character and setting.

The Council will prepare an AAP for the city centre which will:

- ensure that the city centre remains the primary focus for retail, leisure, tourism and office development;
- establish a framework for decision making in the city centre and a context for development projects and funding bids;
- develop a transport accessibility masterplan to improve movement to and from and within the city centre, to improve the ambience of the area and to promote sustainable transport choices; and
- develop a city centre public realm strategy and masterplan to enhance the appearance, connectivity and functionality of key public spaces and areas of change within the city centre, and to ensure that areas of change are fully integrated.

**Sustainability Appraisal**

5.16 For a summary of the Sustainability Appraisal relating to the policy within this section, please refer to page 172 of Annex B. A full Sustainability Appraisal is also available as a separate document.

**Question 5:**

This section raises a range of key issues. Using the response form provided, please tell us what you think of the Council's preferred approach to the City Centre. Please feel free to give any comments you consider appropriate but in particular:

a) Do you think that we are taking the right approach to supporting the City Centre as the cultural, economic and social heart of York?

## Section 6: York Northwest

### Introduction

- 6.1 York Northwest is the largest and most significant regeneration project in the York area. It comprises two large brownfield development sites, York Central and British Sugar, linked by a transport corridor. It is likely to be the largest development site that we will see in York in our lifetime and its delivery will be essential to meeting the Core Strategy vision. Economically it will allow York to fulfil its regional and sub regional role. It has the potential to make a significant contribution to meeting the City's need for homes, within the wider context of creating sustainable neighbourhoods, and could have a role in enhancing York's retail offer. Given the location of the area, adjacent to the historic core, it could also have a key role in enhancing York's commercial, leisure and tourism offer as part of a new urban quarter.

### Context

- 6.2 York Northwest is located immediately to the north and west of York city centre, as shown on the Key Diagram. It covers an area of around 75ha of developable land lying adjacent to the East Coast Main Line rail corridor and the A59.
- 6.3 A comprehensive approach to the development of the area known as York Central emerged in the late 1990s as large areas of vacant land previously used by rail and related industries began to become redundant and development interest in the area increased. Significant work has been undertaken in recent years in order to investigate the site's development potential. In July 2006 it was announced that the British Sugar plant, which lies adjacent to the York Central area, would close by the end of 2007. The British Sugar site comprises around 40ha of brownfield land. The British Sugar activities on the site included a sugar refinery plant, settlement lagoons, a sports club and playing fields.
- 6.4 Following the closure of the British Sugar plant, it was decided that, given the size and proximity of the sites, a comprehensive development strategy, which considers both the York Central and British Sugar sites together, was essential. The strategic opportunities for the City, which are presented by the two sites as York Northwest cannot be realised through a piecemeal approach to development.
- 6.5 The Council has decided to prepare an Area Action Plan (AAP) for the York Northwest area. By preparing an AAP we can ensure that there is a comprehensive development strategy for this area of significant change. The AAP will give context and guide the redevelopment of the area. The AAP will focus on delivery, working with key public and private sector partners, in particular addressing the delivery of strategic infrastructure.
- 6.6 A considerable amount of work has already been undertaken on preparing the AAP, with consultation on Issues and Options completed in early 2008. The Issues and Options document (York Northwest Area Action Plan: Issues and Options Report, November 2007) discusses options around the following key themes: creating a

sustainable community; employment; housing; social infrastructure; culture and tourism; transport and accessibility; open space and built sporting facilities; and urban design.

**Figure 10: York Northwest Context Diagram**



#### 6.7 The key issues for the area are:

- the provision of new infrastructure;
- the integration of the new residential and associated social infrastructure with the city;
- ensuring that the transport impact of the development can be accommodated within the city;
- the integration of a new urban quarter with the city centre and surrounding areas; and
- ensuring that the development protects and complements the existing historic qualities of York whilst maximising the future economic prosperity of the city.

#### *Employment*

- 6.8 York's Employment Land Review (Entec, 2009) indicates that B1(a) uses (offices) would be appropriate within York city centre and immediate surrounding areas, highlighting the important role of a proposed new office quarter on the York Northwest site. York Central has been identified as a regionally significant investment opportunity in RSS, as it provides the opportunity for developing new

office space in a highly sustainable location, directly adjacent to the city centre, with excellent transport links. The Review provides an indicative floorspace figure of between 87,000sqm and 100,000sqm for a new office quarter.

- 6.9 The office quarter could form part of a wider urban quarter which, located on the edge of the city centre, could offer an area for future growth of employment/commercial activities, providing integration with the city centre is achieved.

### *Housing*

- 6.10 Appropriate locations for housing must be selected in line with the Spatial Principles (SP1, SP2 & SP3) outlined in Section 3. These overriding principles require new housing to be distributed in a way that focuses on the Sub Regional Centre of York (the main urban area) prioritising previously developed land and buildings in the first instance. The York Northwest site is essential to the delivery of this approach offering capacity to accommodate a significant proportion of the City's housing need between 2008 and 2030. The Council's Strategic Housing Land Availability Assessment (SHLAA, 2009) identifies capacity on York Northwest for 3030 homes.

### *Retail*

- 6.11 York's Retail Study (GVA Grimley LLP, 2008) identifies a need for more comparison goods retail floorspace. In accordance with the spatial strategy, the priority for this additional floorspace will be within, or adjacent to, the central shopping area of the city centre. However, the Study concludes that the compact nature of the city centre and the constraints of the historic environment mean that it will also be necessary to consider edge of city centre locations to accommodate the unmet retail capacity. The Study recommends that we consider options for retail on York Central, but highlights that these options should ensure that there is no adverse impact on the city centre, focusing on providing a complementary, rather than competing, retail offer and seeking to improve linkages with the city centre, rather than creating a separate destination. Further work has been commissioned to consider potential options for retail on York Central and assess whether this can be achieved without impacting on the vitality and viability of the city centre. This will be used to inform the future approach.

### *You Told Us*

- 6.12 The following comments were provided as part of the Core Strategy Issues and Options consultations (for further information see 'Core Strategy Consultation Statement' (2009)) and the Issues and Options consultation on the York Northwest AAP.
- Support for acknowledging York Northwest as a major regeneration area and promotion as a mixed-use development site.
  - Recommend that a York Central specific policy is introduced in the Core Strategy.
  - Highlighted the complexity of the project and issues with timescales and the capacity of the site.

- Site provides the opportunity for developments which encourage low levels of car ownership.
- Much of the area should be set aside as Green Wedge.
- Support recognition of York Northwest as a high quality location for employment.
- Greater priority should be given to the aspirations for the economy and future of the City through the delivery of York Central.
- Broad agreement for creating a sustainable community.
- Support for housing mix in accordance with the Housing Market Assessment as well as higher proportions of housing.
- Broad range of housing should be sought and housing densities should not be too prescriptive.
- Significant support for a Central Business District.
- Support for increasing integration with the city centre.
- Support for increased priority of public transport, cycling and walking.
- Provision of public realm/green infrastructure seen as important.

## **The Preferred Approach**

- 6.13 In accordance with the Spatial Principles and the findings from the evidence base, York Northwest is identified as an appropriate site to deliver a substantial amount of York's future development. The site will be developed for up to 3030 dwellings and around 87,000sqm of office employment floorspace as part of a new office quarter. The potential for new comparison retail will also be explored, focusing on whether it will impact on the vitality and viability of the city centre.
- 6.14 The Council will prepare an AAP which will set the framework on the form and content of development and the provision of infrastructure. The Council is preparing an AAP in recognition of the need to consider the development of the area comprehensively. This is considered essential in order to fully realise the opportunities that it offers for regeneration and the key contribution it will make to the wider objectives for the future of York.
- 6.15 The following will be the vision for the AAP. In 2026 York Northwest will be:
- a distinctive place of outstanding quality and sustainable design
  - well connected with the city and wider region
  - contributing to the economic prosperity of the city
  - a vital and innovative addition to York
  - fostering new sustainable communities and enhancing quality of life

### **Strategic Objectives**

- To create new sustainable and inclusive communities.
- To ensure the new communities and development are fully integrated with existing communities.

- To maximise a unique opportunity to contribute to the overall economic prosperity of the city.

### Targets

**Progress towards achieving these objectives, will be measured against the following targets:**

- Provision of up to 3030 dwellings by 2030
- Provision of a minimum of 87,000sqm employment space by 2030 as part of a new office quarter
- Adoption of York Northwest Area Action Plan by 2011

### Policy CS3: York Northwest

York Northwest will be developed as a sustainable mixed-use regeneration scheme, with up to 3030 dwellings and a minimum of 87,000sqm of office employment. Leisure, commercial and tourism uses will be promoted as part of a new urban quarter on York Central.

The Council will prepare an Area Action Plan which will ensure the comprehensive regeneration of the area, delivering homes and jobs as part of a sustainable new community, to achieve the Core Strategy vision.

## Sustainability Appraisal

- 6.16 For a summary of the Sustainability Appraisal relating to the policy within this section, please refer to page 172 of Annex B. A full Sustainability Appraisal is also available as a separate document.

### Question 6:

This section raises a range of key issues. Using the response form provided, please tell us what you think of the Council's preferred approach to York Northwest. Please feel free to give any comments you consider appropriate but in particular:

- a) Do you think that we are promoting the right mix of uses to ensure the creation of sustainable new communities on York Northwest?



This section looks at how history has shaped our City and how we are going to plan development in the future whilst protecting the important historic buildings and landscape.

## **York: A City Making History**

### **Making our mark by:**

- **Building confident, creative and inclusive communities**
- **Being a leading environmentally-friendly city**
- **Being at the forefront of innovation and change with a prosperous and thriving economy**
- **Being a world class centre for education and learning for all**
- **Celebrating our historic past whilst creating a successful and thriving future**

## Section 7: York's Special Historic and Built Environment

### Introduction

- 7.1 York's historic heritage is amongst the richest in England, and is a significant asset and resource for the city. The recognition and celebration of York's historic past is a key element of the Sustainable Community Strategy vision, with the aim of ensuring future development and growth strengthens the City's special qualities and unique environment. York is a changing city and always has been. As with previous eras, the city's physical characteristics continue to alter in reflection of lifestyle, economic, technological and environmental shifts. It is crucial that good design informs this changing built environment.
- 7.2 The LDF vision for York is that high quality design and architecture will be promoted throughout the whole of the built environment, but particularly that its unique historic character and setting will be preserved and enhanced. In recognition of this, the Core Strategy will establish policy to protect and enhance the built environment and ensure that it is managed in an appropriate way. It will also establish design priorities and fundamental principles to guide future development.

### Context

#### *Policy Context*

- 7.3 Government guidance (PPS1) asserts that high quality and inclusive design means ensuring that a place will function well and add to the overall character and quality of the area, not just for the short term, but over the lifetime of the development. It states that good design is indivisible from good planning, and should respond to its local context and create or reinforce local distinctiveness, and advises that design which fails to take the opportunities available for improving the character and quality of an area should not be accepted.
- 7.4 In preparing development plans, Government guidance (PPS1) also advises that we should seek to enhance as well as protect the historic environment, landscape and townscape character.
- 7.5 Statutory protection for, and guidance on, the historic environment is provided through the Planning (Listed Buildings and Conservation Areas) Act 1990, Ancient Monuments and Archaeological Areas Act 1979, and government guidance (PPG15 and PPG16)<sup>1</sup>. The guidance requires that the Council puts in place policies to preserve and enhance the historic environment, including policies for protection, enhancement and preservation of sites of archaeological interest. It also provides the scope for the Council to designate Conservation Areas. The Government have announced a program to update PPG15 and 16, with work to begin in 2009.

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<sup>1</sup> Listed buildings, archaeological deposits, Conservation Areas, historic parks and gardens or battlefields.

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*Local Issues**The City's central historic core*

- 7.6 York's unmistakable sense of place is enjoyed by over 4 million visitors a year. As the Context section describes, York's history has provided a complex mosaic of buildings and streets unique in character, amongst which are its 38 conservation areas and around 1800 listed buildings. 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. The combined impact is to create a considerable policy influence on, and guidance for, new development on open land and regeneration of the existing fabric of the city. There could potentially be a bid for World Heritage Status (WHS) for York city centre. WHS would raise York's worldwide standing and recognition, and provide a major selling point for inward investment and attracting funding. Achieving this would increase tourism pressure on the city and would therefore necessitate a management plan. The relationship between this and the AAP would need careful consideration should a WHS bid be successful. The AAP should form the basis for a management plan.
- 7.7 In recognition of the city centre's sensitivity to change, the council is preparing an Area Action Plan (AAP). This will provide a vision and a series of detailed policies to help manage York's city centre. At Issues and Options stage it considered options for ensuring successful management of the Central Historic Core Conservation Area, good design and an improved public realm. The aim is to retain York's unique and special character, to put in place a robust framework for ensuring the highest quality of design, and have world-class interpretation of York's unique history and archaeology.
- 7.8 The council is currently undertaking a Conservation Area Appraisal for the Central Historic Core Conservation Area, which will describe, define and analyse the city's special character and appearance. This will build on Lord Esher's 'A Study in Conservation' in York (HMSO, 1968), the first of four studies of conservation in historic towns.

*City wide features*

- 7.9 York's unique character and form stretches beyond its central core, resulting from change and development throughout many centuries. Linear infilling between the town boundary and rural villages continued throughout the 18<sup>th</sup> and 19<sup>th</sup> centuries, containing once rural villages like Acomb within suburban York. Further demand for inter-war and post-war housing citywide, and subsequent growth in the 60s and 70s, has again influenced the shape of York as we see it today – this is particularly noticeable in Haxby, which grew considerably during the 70s and exhibits much of the suburban estate architecture typical of that period.
- 7.10 Importantly, York has also retained many features which tell the story of how it has grown, such as the radial pattern of its outlying settlements like Copmanthorpe, Rufforth and Dunnington, and the fingers of green space which connect the heart of the city with open countryside, bringing natural open space within walking distance of large swathes of York's residential areas. There is a close relationship between York's historic environment and its rivers - the City Walls and the green spaces

running alongside the riverfront provide many important views and offer opportunities to move around the city away from the traffic and noisy routes.

- 7.11 A significant feature across York is the Minster Tower, which is prominent in a number of key views both from within the city and in longer distance views across the open countryside.
- 7.12 Significant work to understand landscape and townscape character has already been undertaken, and is being used to inform the overall Spatial Strategy (see section 3). On a smaller scale, by understanding local distinctiveness, individual new developments can better respond to their landscape, topography and views, to existing streets and spaces, to local building forms, patterns and materials and topography and views. There is no reason why character and innovation should not go together – new and old buildings can coexist happily without disguising one as the other, provided that there are carefully thought out elements of continuity

### *You Told Us*

- 7.13 The following comments were provided as part of the Issues and Options consultations (for further information see 'Core Strategy Consultation Statement' (2009)).
- Unsurprisingly, of those priorities which were considered essential to underpin our future approach, a keystone was felt to be ensuring that York's historical and archaeological wealth and setting is recognised, preserved and enhanced. There were two emerging themes:
    - the need for the council to continue to undertake its statutory duty to preserve and enhance historic and important buildings and spaces through generic policy protecting listed buildings, Scheduled Monuments, Conservation Areas, Historic Parks and Gardens and Archaeological deposits etc;
    - to set in place a visionary approach to generate excellent 21<sup>st</sup> century design, responding to what is unique and distinct in York within the context of the Commission for Architecture and the Built Environment's (CABE) parameters of good urban design.
  - To ensure that new development takes its lead from a better understanding of York's local character, many voiced support for undertaking Local Lists, and continuing with the production of Parish Plans and Villages Design Statements which, alongside Conservation Area Appraisals, build a more detailed picture of place. Many also voiced continued support for the York Design Awards in stimulating interest for, and good practice in, architecture and the built environment.

## **The Preferred Approach**

- 7.14 Drawing on the overall Core Strategy vision and on the issues highlighted above the following Strategic Objective, Targets and Policy have been developed.

- 7.15 In moving towards Preferred Options, the Council have responded strongly to the need to ensure York's historical and archaeological wealth and setting is recognised, preserved and enhanced by a) restating the authority's duty to protect, conserve or enhance all of York's heritage assets; and b) enabling the highest quality of design which responds to what is unique and distinct in York.
- 7.16 This will provide the context for policy and guidance on a range of matters concerned with design, landscape and the historic environment, including areas of landscape and townscape character; important views; listed buildings; conservation areas; archaeology; design codes; design and access statements for planning applications; telecommunications equipment, facilities for recycling; and briefs for significant development sites.

### **Strategic Objective**

#### **Delivering the quality city – retaining character and local distinctiveness**

To continue to protect, preserve and enhance York's exceptional historic legacy, including its architecture and archaeology, significant views and the distinctive townscape characteristics of York's neighbourhoods, and ensure that all new development delivers the highest quality of urban design, architecture and public realm.

### **Targets**

#### **Progress towards achieving this objective will be measured against the following targets:**

- The completion of characterisation studies for key strategic sites.
- The completion of a Conservation Area Appraisal for the Central Historic Core, and delivery of the City Centre AAP by 2011.
- All large sites of at least 10 completed dwellings to be measured against the Building for Life criteria.

### **Policy CS4: Urban Design and the Historic Environment**

The Council will seek to maintain a quality historic and built environment in recognition of its inherent value, and the central role it plays in the success of the City.

In order to achieve this the Council will:

- prepare a Conservation Area Appraisal for the Central Historic Core, characterisation studies for key strategic sites and an assessment of key views, and support the production of other Conservation Area Appraisals, Parish Plans and Village Design Statements to ensure that future development is based on a thorough understanding of local character and context. Where appropriate these will be adopted as Supplementary Planning Documents (SPDs). Such guidance will be used to inform the allocation of sites and in assessing proposals for development;

and

- ensure development adheres to the following design principles. Proposals should relate to existing or emerging contextual guidance, as above, and will be considered acceptable where they are designed to:
  - a) protect, conserve or enhance York’s historic environment, including its nationally and locally designated sites, buildings, and other heritage assets. New development should avoid damage to archaeological deposits wherever possible and put in place appropriate mitigation measures where damage is unavoidable;
  - b) encourage a strong sense of place through maintaining and enhancing local townscape and landscape character, river corridors, street patterns and frontages (in particular York city centre’s medieval street patterns, urban spaces, burgage plots and snickleways). Development should respect local form and scale, and promote high quality standards of contemporary design in buildings and the spaces and surfaces between, in terms of:
    - urban grain, with respect to the arrangement of street blocks, plots and buildings in determining the texture of the city;
    - urban structure, and the framework of routes and spaces connecting locally and more widely;
    - the character and appearance of landscape, landforms, open space, planting boundaries and treatment;
    - density and mix;
    - scale, in relation to its surroundings, views, vistas and skylines, in particular the prominence of York Minster both from within the city and in longer distance views across the open countryside;
    - massing in relation to other buildings and spaces; and
    - the texture, colour, pattern and durability of materials, and techniques and elements of detailing used.
  - c) allow inclusive access and movement for pedestrians, and promote public spaces and routes that are attractive, safe, uncluttered and easy to move through for all; and
  - d) improve the quality of the public realm and environment presenting first impressions to visitors arriving in, or passing through, York.

## **Sustainability Appraisal**

- 7.17 For a summary of the Sustainability Appraisal relating to the policy within this section, please refer to page 174 of Annex B. A full Sustainability Appraisal is also available as a separate document.

**Question 7:**

This section raises a range of key issues. Using the response form provided, please tell us what you think of the Council's preferred approach to York's special historic and built environment. Please feel free to give any comments you consider appropriate but in particular:

a) This policy sets out a range of contextual guidance which would be expected to inform and support development proposals. Do you think that there are other studies which the Council or applicants should undertake to inform understanding of York's special historic and architectural context? (please also refer to Section 3: The Spatial Strategy, which addresses issues of York's special character at the strategic level).



# Building Confident, Creative and Inclusive Communities

This section looks at where new houses should be built and what type and size they should be. It also looks at wider communities and what type of development is needed to make them work.

## York: A City Making History

### Making our mark by:

- **Building confident, creative and inclusive communities**
- **Being a leading environmentally-friendly city**
- **Being at the forefront of innovation and change with a prosperous and thriving economy**
- **Being a world class centre for education and learning for all**
- **Celebrating our historic past whilst creating a successful and thriving future**

## Section 8: Housing Growth, Distribution, Density and Mix

### Introduction

- 8.1 This section addresses the scale and distribution of housing to be provided in York, along with issues surrounding density, mix and type. The Local Development Framework (LDF) Vision included in Section 2 indicates that the scale of housing in York needs to respond to the targets included within the Regional Spatial Strategy (RSS), and that these figures need to be projected forward to the end date of the plan (2030) to create a permanent Green Belt. With regard to the distribution of housing the information below builds up the Spatial Principles (SP1, SP2 & SP3) detailed in Section 3.

### Housing Growth and Distribution

#### Context

##### *Policy Context*

- 8.2 Government's policy aims to ensure that housing is developed in suitable locations which offer a range of community facilities and with good access to jobs, key services and infrastructure. Government guidance (PPS3) advises that Local Planning Authorities, such as York, should use their LDFs, policies and strategies for delivering housing, including identifying broad locations and specific sites that will enable continuous delivery of housing for at least 15 years from the date of adoption...(and) should identify sufficient specific deliverable sites to deliver housing in the first five years. Where it is not possible to identify specific developable sites for years 11-15, broad locations for future growth should be indicated (para 55).
- 8.3 The Regional Spatial Strategy (RSS) (May 2008) sets out the required levels of growth in terms of future housing provision for York. It indicates that:
- over the period 2004-08, 640 new homes should be built each year; and
  - over the period 2008-26, 850 new homes should be built each year.
- 8.4 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 this plan (2030). This is to ensure that it can be guaranteed the City can meet its housing need without encroaching on proposed Green Belt land.
- 8.5 The RSS also sets out an approach to the distribution of development across the region, which was taken into account when developing the Spatial Strategy and associated Spatial Principles (SP1, SP2 and SP3) set out in section 3 of this document.

*Local Issues*

- 8.6 Using the information above York needs to build 21,260 homes between 2004 and 2030. Between 2004 and 2008, 3,387 dwellings have already been built 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, the delivery of which must be in line with the 'Spatial Strategy' outlined in section 3 of this document.
- 8.7 The draft Strategic Housing Land Availability Assessment (SHLAA) (2009) provides up to date information on potential future housing sites.
- 8.8 A number of major development sites highlighted on the key diagram will have an important role in meeting the City future housing needs. Some are longstanding allocations with planning permission, and others have been included within the SHLAA. These major sites include:
- (1) York Northwest: 3030 homes
  - (4) Hungate: 720 homes
  - (5) Nestlé South: 464 homes
  - (6) Germany Beck: 700 homes
  - (7) Derwenthorpe: 540 homes
  - (8) Terry's: 412 homes

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.

- 8.9 The SHLAA indicates that these major sites and others identified within the main urban area and most sustainable villages 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.
- 8.10 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 the 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 housing mix, density and allowance for infrastructure and open space in line

with the approach policy taken at Preferred Options and to support the SHLAA would equate to approximately 135 hectares of land.<sup>1</sup>

8.11 When considering how to provide of sufficient future land for housing it is important to take account of the need for flexibility. Taking account of the ring road as an absolute limit for urban extensions land at Monks Cross and Metcalfe Lane could provide up to 210 hectares of land. These areas are shown respectively as A and B on the Key Diagram. 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 major development sites (listed in para 8.8); and
- lack of certainty about the future deliverability of windfalls.

8.12 In the context of the Spatial Strategy, and taking into account both past development trends<sup>2</sup> and sites identified through the SHLAA (2009), around 98% of housing development over the Plan period would be directed to York itself, with the remainder split between the Local Service Centres and larger villages.

#### *You Told Us*

8.13 The following comments were provided as part of the Issues and Options consultations (for further information see 'Core Strategy Consultation Statement' (2009)). The options presented at Issues and Options stage did not quantify the proportions of housing development to York or to the other settlements within the authority although comments were received in relation to the general distribution of development through the spatial strategy, which are illustrated below;

- the majority of support was given to prioritising locations within or adjacent to York's main urban area in preference to further expansion of villages;
- the settlement hierarchy was broadly supported however it was felt that it should be quantified in terms of the number of homes; and
- It was noted that the LDF should deliver the levels of housing growth set out in the RSS.

## **Housing Density and Mix**

### **Context**

#### *Policy Context*

8.14 In relation to issues of housing mix and density PPS3 states that:

<sup>1</sup> The SHLAA suggests a suburban net site development ratio of 70:30 (30% of the site given over to other infrastructure and amenities).

<sup>2</sup> Includes allocated and unallocated sites, completed, part completed and with consent, 2004 - 2008.

- local authorities should have a stronger influence in promoting mixed communities, and ensure new housing development provides an appropriate mix, type and tenure;
- local authorities may wish to set out a range of densities across the plan area rather than one broad density range, although 30 dwellings per hectare (dph) net should be used as a national indicative minimum to guide policy development and decision-making until local density policies are in place;

### *Local Issues*

- 8.15 The SHMA (2007) states that between 2003 and 2006 almost two thirds of the residential development in York was flatted, whereas nearly two thirds of demand is for houses. The LDF plan period runs from 2004 in line with RSS therefore, to consider what mix we should aim to provide through new development, it is important to first consider the mix of housing which is already committed.
- 8.16 Table 1 below shows the split of this committed development between flats and houses. If we are to achieve the overall target of 60:40 houses to flats, this shows that approximately 70% of new housing development should be houses.

**Table 1: Committed Development in York 2004-2008**

<b>Housing Distribution</b>	<b>Houses</b>	<b>Flats</b>	<b>Houses and Flats</b>
Target 2004-2030	12756	8504	21260
Committed Development <sup>3</sup> 2004-2008	3112	4706	7818
Residual	9644	3798	13442
Proportion of housing to flats of residual figs	70%	30%	100%

### *You Told Us*

- 8.17 The following comments were provided as part of the Issues and Options consultations (for further information see 'Core Strategy Consultation Statement' (2009)). Delivering a policy which helps provide the appropriate type and mix of housing to meet York's needs was one of the priority actions for the LDF coming from consultation. This includes addressing the issues of affordability, 'lifetime homes', social inclusion and homelessness, housing for older people and assisted living, family housing, on and off-site student housing and housing for Travellers, Gypsies and Showpeople. Some of these issues are also picked up in Section 9.

<sup>3</sup> This relates to sites with permission, both built and, as yet, unimplemented.

- While no one density option was preferred outright, there was support for the intent to include a policy which could influence the minimum densities in general locations;
- Many felt that density levels should be something left to negotiation on a site by site basis, to be informed by conservation area appraisals, village design statements, development briefs or other character statements as they emerge.

## **The Preferred Approach**

### *Housing Growth and Distribution*

8.18 The Spatial Strategy outlined in section 3 has been produced in line with national and regional planning guidance and following the consideration of the locally derived evidence base. In terms of housing this results in an approach to identifying future land for housing through the Allocations DPD based on three sequential components:

- (i) firstly, directing development in line with the Settlement Hierarchy outlined in Section 3 prioritising, brownfield or infill development; and
- (ii) secondly, strategic extensions to the main urban area;
- (iii) thirdly, small-scale extensions proportionate to the size of existing settlements to meet local need, if required.

8.19 Based on information provided within the draft SHLAA it should be possible through the Allocations DPD to identify sufficient sites to meet the City's future housing need within York's main urban area and the most sustainable villages (Local Service Centre and Villages) up to at least 2021. After which point consideration will need to be given to Areas of Search for potential urban extensions at Monks Cross and Metcalfe Lane (identified on the key diagram as A+B).

8.20 How much land, and when such extensions may be required would be dependent on a number of factors including the numbers of windfalls sites coming forward during the first ten years of the plan, changes to the Regional housing requirement (either up or down) and the performance of currently known sites.

### *Housing Mix and Density*

8.21 Site specific mix and density targets will be established through the Allocations DPD and Area Action Plans, and through negotiations undertaken on a site by site basis, to ensure that proposals for housing development reflect local circumstances and the outcomes of the Housing Market Assessment (2007), and to restrain housing types where concentrations are unduly high.

8.22 To help deliver housing which meets locally identified need, the Core Strategy will use the results of the HMA and, in light of recent housing mix, will prioritise houses rather than flatted development in order to help redress imbalance in the city's housing market overall.

- 8.23 The Core Strategy will support housing development at density levels which, as a minimum, support national guidance, reduce overall demand for greenfield land, and help engender community cohesion by making more intensive use of land which offers the best access to facilities and services.
- 8.24 Given the importance of delivering houses, as opposed to flats in the future, the Council must ensure that a reasonable density figure is set which allows for the delivery of houses in all areas of the city whilst still ensuring an efficient use of land. Taking this approach, it is reasonable to allow for different minimum densities within the Urban, Suburban and Rural areas. Based on different schemes that have been implemented/recently granted planning permission in different areas of the city, Table 2 sets out appropriate density levels.

**Table 2: Density Levels**

Sub-Market	Net Density (dwellings per hectare)	Example and mix (houses/flats)
City Centre	75 dph	Bedern, behind Goodramgate, City Centre: 100% housing
Urban	50 dph	White Cross Lodge, Haxby Road: 75% housing
Suburban	40 dph	Derwenthorpe/Germany Beck: 90-100% housing
Rural	30 dph	PPS3 minimum density

**Strategic Objectives**

To deliver an adequate number of housing sites in suitable locations to ensure that;

- the RSS required housing numbers are achieved; and
- the distribution of growth reflects the overall LDF spatial strategy.

To ensure that York's current and future residents have access to decent, safe and accessible homes throughout their lifetime, by ensuring that new development proposals respond to the findings of the Strategic Housing Market Assessment.

**Targets**

**Progress towards achieving these objectives, will be measured against the following targets:**

- Delivering at least 640 additional dwellings per year 2004-2008 and 850 per year 2008-2030.
- Broadly, 98 % of new housing will be concentrated within or adjacent to the Sub Regional City of York.
- Minimum net housing densities of 75 dph (City Centre) 50 dph (Urban Area), 40 dph (Suburban Area and Haxby) and 30 dph (Rural Area) will be achieved.

- At least 60% of homes delivered over the plan period will be houses rather than flats.

## **Policy CS5 – The Scale of New Housing**

### **A. Housing Growth Levels**

The Council, housing providers and service providers together will seek to achieve the completion of the net additional dwellings required by the RSS, as follows:

- 2004-2008 640 dwellings per annum
- 2008-2026 850 dwellings per annum

Beyond the end date of the current RSS, and in order to create a Green Belt for York enduring until at least 2030, the Council, housing providers and service providers together will seek to achieve the completion of the net additional dwellings as follows;

- 2026-2030 850 dwellings per annum

### **B. Future Housing Sites**

The Council will identify future housing sites through the Allocations DPD and Area Action Plans, and assess applications for housing development, in the following way:

- through prioritising previously developed land and buildings within York, the Local Service Centres and Villages, in line with the Settlement Hierarchy
- considering greenfield sites within York, the Local Service Centres and Villages, in line with the Settlement Hierarchy, provided that their development would not prejudice other objectives of this plan relating to nature conservation, green infrastructure or recreation.

Both (i) and (ii) will include the delivery of the major housing development identified on the key diagram, including realising the full potential of the York Northwest area to help meet the City's future housing need.

- Finally, the expansion of the Sub Regional City of York (the main urban area) firstly adjacent to Monk Cross Huntington and secondly to the East of Metcalfe Lane (as illustrated on the key diagram).

**C. Housing Mix and Density****Refer to Figure 11**

The Council will identify sites through the Allocations DPD and Area Action Plans to deliver the spatial strategy, in order to address York's locally identified housing needs, guided by the Strategic Housing Market Assessment.

In order to create a better balance across York's housing market, an overall mix of 70% houses:30% flats will need to be achieved. Site-specific mix standards will be developed through the Allocations DPD and Area Action Plans.

The following minimum net housing densities should be achieved in new development:

City Centre 75 dwellings per hectare  
Urban area 50 dwellings per hectare  
Suburban area 40 dwellings per hectare  
Rural area 30 dwellings per hectare

**Sustainability Appraisal**

- 8.25 For a summary of the Sustainability Appraisal relating to the policy within this section, please refer to page 174 of Annex B. A full Sustainability Appraisal is also available as a separate document.

**Question 8:**

This section raises a range of key issues. Using the response form provided, please tell us what you think of the Council's preferred approach to housing growth and distribution. Please feel free to give any comments you consider appropriate but in particular:

- a) Do you think that by reflecting the spatial strategy set out in section 3, that this section identifies an appropriate approach to guide the future allocation of housing sites?
- b) The Strategic Housing Market Assessment recommends building more houses than flats to meet the needs of York's existing and future residential market. Do you support these findings, and the approach taken here, which aims to deliver 70% of new residential development as houses? If not, please provide evidence to support an alternative approach.
- c) The policy does not currently set a site threshold, but leave application to the Allocations DPD, Area Action Plans and site by site negotiation. Do you think this is an

appropriate approach, or that the policy should be more prescriptive in setting out the size of site/development to which it would apply?

c) The density levels put forward in this section are thought to be reasonable in terms of delivering the RSS housing figures in response to York's historic context and hierarchy of places. If you think that these are not suitable, please submit alternative evidence to support any proposed approach.

## Section 9: Access to Housing: Affordability and Type

### Introduction

- 9.1 A key function of the Local Development Framework (LDF) is its role in helping develop strong, supportive and durable communities. This is a major strand running through York's Sustainable Community Strategy. Housing provision is integral to building inclusive communities, by providing everyone with the opportunity of having a decent home. Section 8 of this report has already described how York could deliver the overall amount and mix of housing highlighted in the Regional Spatial Strategy (RSS) to meet local needs. This section considers York's long-term housing issues, such as how housing could be made available and accessible to all members of York's communities throughout their lifetime.

### Affordable Housing

- 9.2 Improving the quality and availability of decent affordable homes in York is one of the Council's Corporate Priorities over the next four years. Currently, the actual need for affordable housing in the city outstrips the total supply coming forward each year<sup>1</sup>. In effect there is technical justification for 100% affordable housing, although this is clearly not an economically viable option.

### Context

#### *Policy Context*

- 9.3 Government guidance (PPS3) highlights a number of key factors relevant to the consideration of housing affordability:
- it provides a definition of affordable housing, to concentrate public funding and planning contributions on genuinely affordable housing.
  - it presents a national indicative site size threshold of 15dwt, but allows for local authorities to lower this target or require developer contributions to affordable housing on smaller sites where it is viable and practicable; and
  - it highlights the importance of understanding that the provision of affordable housing is particularly important in rural areas, where opportunities for residential development tend to be more limited, in order to help create and maintain sustainable communities.
- 9.4 PPS3 provides the following definition of Affordable Housing: 'Affordable housing includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. Affordable housing should:
- Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices.

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<sup>1</sup> City of York Strategic Housing Market Assessment, 2007

- Include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision.'

9.5 The RSS advises giving early priority to providing more affordable housing through the planning system, drawing evidence from local Strategic Housing Market Assessments (SHMA 2007) and other more detailed local assessments. To enable the North Yorkshire sub-region to maximize opportunities for the provision of affordable housing and address need, the RSS policy H4 provisionally estimates that 40% of new housing in York may need to be affordable.

### *Local Issues*

9.6 York is a high demand area for housing, partly as a result of its proximity to Leeds and largely because it is an attractive place to live. High demand areas typically see significant levels of in-migration, as well as the demand created by newly forming households and existing households needing to move within the city.

9.7 Recent research (SHMA 2007) shows that (based on the last three years moves) in-migrants are typically more wealthy than existing households in York and considerably more affluent than newly forming households in the City. The Local Authority cannot control who purchases a property on the open market and therefore, in high demand areas, households on lower incomes are priced out of the market as house prices outstrip incomes.

9.8 The Council has 8,035 homes and housing associations a further 4,233<sup>2</sup>. Together these make up around 15% of the total housing stock in the city. In January 2009 the Council's Housing Waiting list stood at 3,183 households including 640 existing tenants who need a transfer to a more suitable home.<sup>3</sup>

9.9 The Council currently seeks to meet affordable housing need both directly, through its role as a social housing landlord of over 8,000 homes, and also in an 'enabling' role through policies and initiatives that ensure additional affordable homes are provided by other means. The use of planning policy is especially important in this respect; providing new affordable homes through securing on-site provision, as well as some off-site or financial contributions, through negotiations on individual planning applications. The current 50% affordable housing policy in York was approved by elected members in April 2005 and backed up by a Housing Needs Survey (carried out in accordance with government guidance), and was first undertaken in 2002 and then updated in 2006. The City Council's planning policy on affordable housing has provided a clear and consistent policy framework for the city which has, to date, secured over 1,500 new affordable homes (completions and outstanding permissions) for local families, couples and single people since the policy has been operating. It has been cited by the Government Office for Yorkshire & The Humber as an exemplar of good practice.

<sup>2</sup>Housing Strategy Statistical Appendix Annual Return 2008

<sup>3</sup> (Business Objects data provided by Management Information Team, Housing and Adult Social Services).

- 9.10 Other initiatives include bringing empty properties back into use, supporting ‘homes over shops’ and providing discounted land to enable Housing Associations to develop 100% affordable housing schemes with the support of Housing Corporation grant funding. Other emerging schemes include a downsizing scheme, freeing up larger properties to help house homeless families and works to bring inefficient or previously vacant properties up to modern living standards.
- 9.11 Vacancy rates in York are extremely low, with less than 2% of stock vacant at April 2008. No Council homes have been vacant for over 6 months at April 2008.<sup>4</sup>
- 9.12 The City of York Strategic Housing Market Assessment (2007) gives the Council and its partners a more rounded understanding of how the housing market operates in York. It draws out some of the big housing issues in York and suggests ways in which the Council could provide for future housing needs.

Key issues identified for future citywide provision are highlighted below.

- House prices are over a quarter higher than the regional average, and housing need is much higher than was previously thought; to alleviate all housing problems in York we would have to build 1218 affordable dwellings each year to meet existing need and projected need 5 years hence, which is well in excess of York’s overall housing requirement set by RSS. Based on net demand for housing from all groups, total demand for affordable housing equates to around 43% of all households.
  - The wide gap between private and social rents in York means that affordable intermediate housing (at a cost halfway between social rent and private rent) is prohibitively expensive for those in affordable housing need. SHMA concludes that 60% of the affordable housing coming forward in York should be for social rented and 40% intermediate – but crucially the intermediate homes must be discounted enough to be meaningfully affordable in local terms. For a 2-bed property to be usefully affordable, discount for sale would have to reduce the price by about 60% off open market value (OMV).
  - York has an important rural hinterland, much of which is draft green belt. Whilst major housing development is unlikely to take place in York’s villages, housing needs issues are often particularly acute in smaller rural communities, particularly since average house prices are higher than in urban or suburban York.
  - While over three quarters of older person only households are owner occupiers (the majority without a mortgage), the proportion of older person households spending more than 50% of their income on housing is higher than the average for the rest of the city.
- 9.13 The Strategic Housing Market Assessment supports a policy target of 50%, which is considered achievable, especially on unconstrained greenfield sites. However, it may not always be possible to realise 50% affordable housing. There may be contaminated sites, for example, with very high clear up costs, which could not have

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<sup>4</sup> Housing Strategy Statistical Appendix Annual Return 2008

been fully identified at the time of land acquisition. The existing Local Plan Policy is a maximum target and officers have been consistent but flexible in negotiations where developers have demonstrated that abnormal site costs mean that this figure cannot be fully met for reasons of site viability.

- 9.14 The economic downturn has led to a slowing down in housing applications coming forward and, in some cases, construction on sites has stopped. Since the majority of new affordable housing in York is currently secured as part of private developments, this has inevitably led to a slowing up of affordable housing coming forward.

### *You Told Us*

- 9.15 The following comments were provided as part of the Issues and Options consultations (for further information see 'Core Strategy Consultation Statement' (2009)). A summary of these comments received is provided below, along with comments from Developer Meetings held in June 2008 and from the Affordable Housing Workshop carried out in November 2008 by independent facilitators 'Icarus':

- people felt very strongly that current house prices make it hard for them to buy in York, particularly those entering the market;
- a significant majority of residents who responded to the Festival of Ideas 2 consultation agreed with the approach of the council's current affordable housing policy or felt more affordable housing should be provided;
- however, most respondents to the second Issues and Options document felt that the level of affordable housing required from new development should be reduced to a target closer to the RSS target of 40%, but that this should apply to small sites i.e. below 15 dwellings/0.3ha, as well as larger sites; and
- in terms of the approach to defining and delivering affordable housing, most respondents supported a mix of social rented and discount for sale, some with the proviso that the precise balance be a matter for negotiation on individual sites, and with consideration given to the potential to recognise intermediate housing as part of the affordable contribution.
- Currently, sites developed for student accommodation are not required to contribute towards affordable housing. Some felt this should be addressed, and additionally that sites should also be allocated specifically for student housing, to avoid concentrations in certain areas of the city.

- 9.16 Whilst the Local Plan policy, and subsequent negotiations, have been consistently applied there has been concern from the development industry that the 50% target is too challenging on medium size sites, and that the threshold above which the policy applies means that house builders will look to build on small sites (i.e. below the threshold of 15 homes) as a first priority.

- 9.17 These concerns have been acknowledged and, in June 2008, meetings were held with individual house builders and planning consultants in order to further pursue the representations. This was reinforced with a workshop later in the year, which

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<sup>5</sup> City of York Council Annual Housing Monitoring, quarterly submissions to Government Office for Yorkshire and the Humber

involved key housing stakeholders, and aimed to understand concerns and explore initiatives to provide more affordable housing in the city.

- 9.18 Strong developer support was received for lowering the affordable target closer to the RSS 40% minimum target, and a sliding scale for provision was suggested by a number of contributors. This would enable some affordable provision on small sites (which are currently being lost as schemes have been submitted below the threshold) and an increasing level of affordability as site size, dwelling numbers and economies of scale increase.

## **Gypsies and Travellers**

- 9.19 Research has consistently confirmed the link between the lack of good quality sites for gypsies and travellers and poor health and education. The LDF can help to address this shortfall by delivering additional sites and setting policy to guide future planning applications.

## **Context**

### *Policy Context*

- 9.20 Government guidance (PPS3) notes that LDFs should make provision for the diverse range of groups that make up a community and their distinct housing needs, including the importance of providing sufficient sites for gypsies and travellers.
- 9.21 Regional policy (RSS) acknowledges the need to provide additional pitches to address need in the Yorkshire and Humber area. While it sets out shortfall figures (overall shortfall of at least 255 pitches regionally, and at least 57 pitches in North Yorkshire) it also notes that local Gypsy and Traveller Accommodation Assessments will conclude that greater numbers of additional pitches will be required, and this additional need should be provided for through LDF documents.

### *Local Issues*

- 9.22 The Sub-regional Gypsy and Traveller Needs Assessment 2008 identifies York as being an area of undersupply (with a need for some 36 additional pitches), and also shows a small demand for a permanent base for Showpeople in the area. It also advises that Gypsies and Travellers are believed to experience the worst health and education status of any disadvantaged group in England.
- 9.23 The City of York Strategic Housing Market Assessment (2007) notes that, considering its size, York has a proportionally high number of Gypsy and Traveller caravans compared with the regional and national average, with 85 authorised caravans on 55 council provided social rented pitches. However, we know that demand still outstrips supply, and many people from Gypsy and Traveller communities are living in council housing because pitches are unavailable.

### *You Told Us*

- 9.24 The following comments were provided as part of the Issues and Options consultations (for further information see 'Core Strategy Consultation Statement')

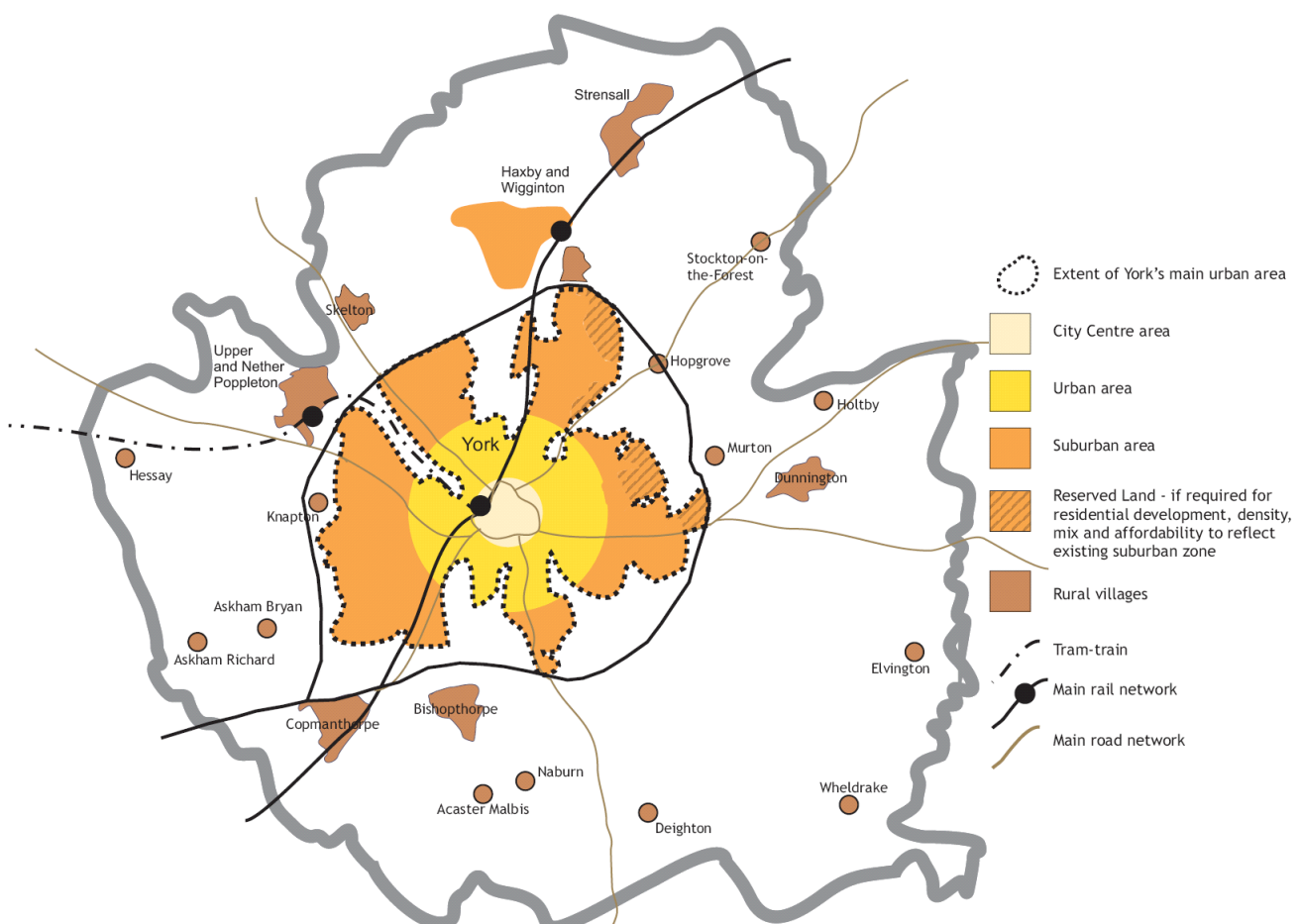
(2009)). Three key messages that came through government guidance and the consultations concerning Gypsy and Traveller housing needs, were namely that the LDF should:

- meet at least the numbers of additional pitches identified by local assessments of housing need
- allocate sites in Development Plan Documents;
- reduce the number of unauthorised encampments/developments

## The Preferred Approach

9.25 'Topic Paper 2: Affordable Housing' provides more detail on the context of the Preferred Approach to Affordable Housing.

**Figure 11: York's Housing Areas**



*Housing Special Needs Groups*

- 9.26 New housing development in York will be expected to meet the needs of all members of York's existing and future communities – section 8 discussed how providing more housing rather than flats would help provide for the needs of some groups. Consideration of the needs of other specific groups outside of those discussed here (e.g. sheltered housing/student accommodation) will inform the future allocation of housing sites (Allocations DPD) – through consultation we will explore their diverse needs, to consider whether specific site allocations are needed.

*Affordable Housing*

- 9.27 Within the context of PPS3, affordable housing in York includes social rented and intermediate (discount sale or shared ownership) housing provided to specified eligible households whose needs are not being met by the open housing market, and who cannot afford to enter that market. They are currently living in unsuitable accommodation for a variety of reasons. The definition specifically excludes low cost market housing.
- 9.28 Whilst the Housing Strategy sets out measures for delivering affordable housing through a variety of Council initiatives, such as the annual development programme and living over shops, planning policy remains key to delivery. This is why it is crucial to seek maximum provision of affordable homes through planning policy, whilst still ensuring that development is viable and not stifled. Key considerations include the % target, whether a sliding scale could be applied, proposed thresholds, when a financial contribution might be appropriate, along with site viability issues. The policy development is firmly based on evidence (Strategic Housing Market Assessment (SHMA), Housing Waiting List, Annual Monitoring Report), and will be tested by a Viability Assessment in order to ensure that any thresholds and targets set are financially viable for developers in accordance with guidance set out in PPS3.
- 9.29 In response to the consultation to the Issues and Options, Developer discussions and feedback from the workshop facilitators, a revised policy is set out below. It is intended that the policy will provide a fair and consistent base for developers in assembling land bids, and for more detailed site negotiations with the City Council. It has a robust evidence base, as set out above, and will be subject to a comprehensive assessment of viability. Topic Paper 2 sets out the Affordable Housing target on a site by site basis, together with actual numbers and percentages achievable, and a proposed breakdown of tenure - using the existing 60/40 rent/discount sale SHMA recommendation as a starting point.
- 9.30 Following discussions with key housing stakeholders in York, it is proposed that a sliding scale affordable housing policy will be introduced. Compared to the 2005 approved 50% policy target on all sites of 15 homes or more, this sliding scale approach will mean an increase in opportunities to provide affordable housing on small-medium sites (5-14 homes), a decrease from 50% on medium sites (15-27 homes) and the same for anything above that (28 homes and above) in the main urban area. For sites less than five units a commuted sum will be payable.
- 9.31 The levels of Affordable Housing delivered through new housing provision will be influenced by the policy targets. Allocated sites, identified in the Allocations DPD or

Area Action Plans, will set specific affordable housing targets for sites, which may be higher or lower than the sliding scale targets proposed. For example, more detailed viability work may be required for some allocated sites in order to identify costs early on and, therefore, to assess deliverability. The sliding scale thresholds will be supported by the PPS3 Viability Appraisal but, since the sliding scale is a target that covers all types of windfalls (i.e. straight forward greenfield sites and more complicated brownfield sites), the policy sets the highest viable target, in order to ensure affordable housing is maximised and to account for more buoyant market time given the length of time which this policy will be in place.

- 9.32 This is considered to be a fairer system, in that there is a gradual increase in affordable housing provision from 20% to 50% as site size, and economies of scale, increases. Annual monitoring of housing in York concludes that significant opportunities for providing affordable housing are currently lost on smaller sites. A total of 1101 homes were completed in the urban area on sites (between 1 and 14) in the last four years, resulting in no affordable housing because of the national/local policy thresholds. With the thresholds set at 15 homes there is no requirement or, indeed, incentive to provide affordable housing on sites of less than 15. Developers relate that, if you are to presume a nil return for affordable housing there is no financial incentive to build on sites of between 15 and 29 homes since full application of the 50% policy will conclude a total number of private open market homes less than 14 (e.g. 50% of say, 24 homes will be 12 open market value homes, 12 affordable homes). They could build 14 open market homes without any affordable housing provision under the current policy. There is, therefore, no financial gain in building 15 – 29 homes – unless assessments of viability lead to a lowering of the affordable contribution.
- 9.33 In villages surrounding York opportunities for providing affordable housing on-site are extremely limited, but the local need remains high. For this reason it is considered appropriate to retain a 50% target on all sites of 2 or more homes in settlements outside the main urban area, subject to assessments of site viability; and introduce a commuted sum payment for single dwelling sites, as is proposed for the main urban area. This would help to maximise provision, as there have been 117 completions on single dwelling sites in the rural area in the last four years.
- 9.34 The proposed targets will be tested by a district-wide viability assessment, which accords with Planning Policy Statement 3. This assessment will feed into the Core Strategy Submission document. Viability Assessments will be carried out periodically over the lifetime of the Core Strategy to ensure that targets remain relevant and reflect normal market conditions. The maximum targets will only be lowered where detailed and robust assessments of site viability can demonstrate that, with a reasonable developer profit, development on-site would not be viable at that level of affordable housing. Should the Council, accept a lower affordable housing provision following testing of viability, housing grants (where available) will need to be used to increase provision. Housing Grant is currently available from the Homes and Communities Agency. This may mean that housing design standards will need to be amended in order to meet grant providers' criteria.

*Rural Exception Sites*

- 9.35 York has an important rural hinterland, much of which is green belt. Whilst major housing development is unlikely in parts of rural York, housing needs issues are often particularly acute in smaller rural communities. 100% affordable rural exception sites to address locally identified need will be supported.

*Affordable Housing Supplementary Planning Document*

- 9.36 In order to build in more flexibility, and to be able to react to changing circumstances, such as new housing need and mix, more detailed information and advice on the operation of this policy will be set out and dealt with in the Supplementary Planning Document (SPD). This will include tenure splits, and will explain the process of negotiation, on site expectations with respect to integration and quality, subdivision of sites, application of grant, nomination criteria and viability assessments.

*Gypsy, Traveller and Showpersons Accommodation*

- 9.37 The approach to providing for the needs of Gypsies and Travellers in York will be to meet at least the levels of need identified by the GTAA through allocated sites or, where these cannot be identified, by enabling individual planning applications. The Core Strategy will set out the criteria against which both potential allocated sites and prospective planning applications will be determined.

**Strategic Objective**

To ensure that York's current and future residents have access to decent, safe and accessible homes throughout their lifetime, by ensuring that new development proposals respond to the findings of the Strategic Housing Market Assessment and Gypsy and Traveller Accommodation Assessment.

**Targets**

**Progress towards the strategic objective will be measured by the following targets:**

- Provision is made for at least 9,141 affordable homes for local people (43% of overall housing provision<sup>6</sup>).
- Delivery of Affordable Housing Supplementary Planning Document by 2011.
- Delivery of sites for 36 additional Gypsy and Traveller pitches by 2030.

<sup>6</sup> Relates to SHMA assessment of net demand for affordable housing

**Policy CS6 Affordable Housing****Refer to Figure 11**

New residential and mixed use developments will contribute towards meeting the Core Strategy target of at least 9,141 affordable homes between 2004 and 2030 on suitable sites, and where local affordable need can be demonstrated. Residential developments include all types of housing, including homes for older people, purpose built student accommodation and live/work units and covers both new build and conversion.

Allocated sites in the Allocations DPD and Area Action Plans may set specific targets for sites. These will be informed by the targets below, having regard to individual site characteristics, local need, viability and the spatial strategy.

*Main Urban Area*

In the main urban area of York, as illustrated in Figure 11, this will be achieved by negotiating for a realistic proportion of affordable homes within private housing schemes, in accordance with the following sliding scale.

<u>Site Size</u>	<u>Maximum Target (subject to viability testing)</u>
1 – 4 dwellings	Off site financial contribution (OSFC)
5 – 7 dwellings	20%
8 – 11 dwellings	25%
12 – 15 dwellings	30%
16 – 19 dwellings	35%
20 – 23 dwellings	40%
24 – 27 dwellings	45%
28+ dwellings	50%

For sites greater than five dwellings developers will be required to provide the affordable housing on site unless the City Council and the Developer agree that it is preferable for off site provision or a financial payment towards the delivery of affordable housing.

*Other settlements*

In settlements outside of York's Main Urban Area, all sites of 2 or more homes (or 0.03ha and above) will have a target of 50% affordable housing, subject to assessments of site viability. An off site commuted sum will be sought for single dwelling sites.

The maximum targets will only be lowered where detailed and robust assessments of site viability can demonstrate that, with a reasonable developer profit, development onsite would not be viable at that level of affordable housing.

Where lower levels are agreed, due to reasons of site viability, the City Council, in partnership with the site developer and Registered Social Landlord, will approach relevant funding bodies (for example the Homes and Communities Agency) to apply for grant (i.e. Social Housing Grant) in order to increase the affordable housing

provision on site.

#### *Exception Sites*

As an exception to the normal operation of the above policy, planning permission will be granted for schemes of 100% affordable housing designed to meet identified local housing needs on small sites within or adjoining villages, where no sites are available within the settlement.

Planning conditions or Section 106 agreements will be used to secure the affordable housing in perpetuity and for any off site contributions agreed.

Further details of how this policy will operate will be set out in the Council's Affordable Housing Supplementary Planning Document (SPD).

### **CS7 Gypsy, Traveller and Showperson Sites**

The Council will deliver sites to meet the demand for at least 36 additional Gypsy and Traveller pitches in the plan period. The following considerations will be taken into account when determining sites:

1. Safe and convenient vehicular and pedestrian access to the site should be provided.
2. The site must be large enough to provide for adequate on site facilities for parking, storage, play and residential amenity.
3. The site should be well located on the highway network.
4. Safe and convenient access to schools and local facilities
5. The site should not be detrimental to amenities of adjacent occupiers.
6. Adequate levels of privacy and residential amenity for occupiers should be provided.

Where specific sites cannot be identified, planning applications will be tested against this policy.

## **Sustainability Appraisal**

- 9.38 For a summary of the Sustainability Appraisal relating to the policies within this section, please refer to page 176 of Annex B. A full Sustainability Appraisal is also available as a separate document.

**Question 9:**

This section raises a range of key issues. Using the response form provided, please tell us what you think of the Council's preferred approach to housing growth and distribution. Please feel free to give any comments you consider appropriate but in particular:

a) Do you agree that we should be trying to achieve 43% of all housing being built as affordable as recommended in the Strategic Housing Market Assessment (2007). If not, please submit alternative evidence to support any proposed revised target.

b) A sliding scale has been devised to steer the level of affordable housing delivered from all sites in York's main urban area. The targets and thresholds take into account the aim of achieving 43% of all homes being affordable, however following viability assessment these may change. Do you agree with the principle of a sliding scale?

c) Commercial developments employ a wide range of employees and a proportion of these will be on a low income and will not be able to afford to buy a property. Unplanned commercial developments may therefore put a strain on existing housing stock. Other cities successfully operate a policy to secure financial contributions from new commercial development that generate significant need for affordable housing. Do you consider that this is an avenue that York should explore?

d) Do you consider that the policy promotes appropriate and fair methods to achieve the target of 43% of all homes being built as affordable? If not, what methods do you suggest?

e) Do you agree that we should be trying to deliver 36 new Gypsy and Traveller pitches, as recommended in the North Yorkshire Gypsy and Traveller Accommodation Assessment, 2008? If not, please submit alternative evidence to support any proposed revised target.

f) Are the listed criteria appropriate for assessing potential Gypsy, Traveller and Showperson sites. Should separate criteria be set out for these different communities?

## Section 10: Access to Services

### Introduction

- 10.1 The LDF vision is to create sustainable neighbourhoods where communities have good access to key services, including public transport, shops, education, healthcare and sports and community facilities. Some of these will be provided at a citywide level, whilst others will be more appropriately provided at a more local, neighbourhood level. The LDF will deliver sustainable neighbourhoods by ensuring that new development has access to key services and by seeking to address existing gaps in provision.

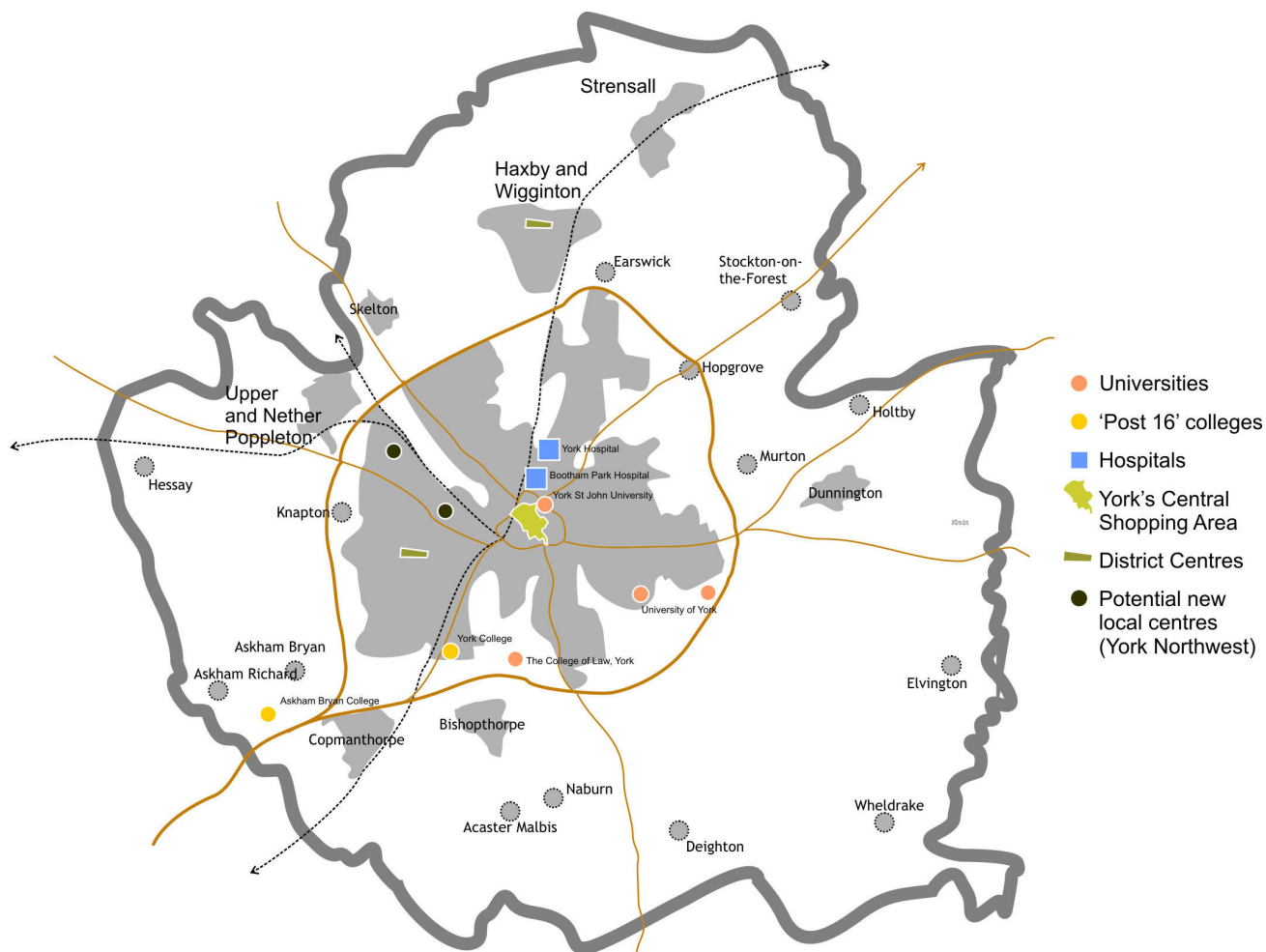
### Context

#### *Policy Context*

- 10.2 The government's principles for sustainable communities are that they should be based on good access to local services. Development should be located where everyone can access key services through walking, cycling or public transport (PPS1). Policy YH6 of the RSS states that in order to create attractive and vibrant places and communities, plans should seek to retain and improve local services and facilities, particularly in local service centres.

#### *Local Issues*

- 10.3 To inform the overall spatial strategy we considered the characteristics that make an 'ideal neighbourhood', based on the RSS Sustainable Settlement Study (2004) and work produced to support the Urban Task Force's 'Towards an Urban Renaissance' Report. One key characteristic of an 'ideal neighbourhood' is identified as access to local services. Access to services mapping completed to support the spatial strategy identifies the following as key local services: a GP surgery; schools; local shops to meet day to day needs; community facilities such as a library; and access to frequent public transport services. However, it is also appropriate for some of the services which are needed to support sustainable communities to be provided at a city wide level, such as a community stadium, large scale sports facilities, hospitals, facilities for the emergency services and higher and further education facilities. Specific issues and aspirations for each of these services, both city wide and local, are set out below.

**Figure 12: York's Existing Facilities**

## **City Wide Services**

### *Community Stadium*

- 10.4 It is a corporate priority for the Council to provide a new community stadium for the City. The Council is currently exploring the potential to combine sports provision with a variety of other uses that will have significant benefit to the wider community, such as healthcare, education and other community facilities. A new stadium will also help to deliver the needs outlined in the Sport & Active Leisure Strategy (2008). The Strategy identifies a need for a modern professional stadium for York City Football Club and York City Knights Rugby Club that meets league and safety standards and can attract investors, players and spectators to encourage participation and promote excellence.

### *Built Sports Facilities*

- 10.5 As highlighted above, information on sports provision is set out in the Sport and Active Leisure Strategy (2008), which has been produced by the Active York Partnership. Chapter 4 of the Strategy, titled Excellent Facilities identifies current gaps in provision which include a shortage of:
- indoor flexible multi sports space;

The current shortfall is equivalent to 24 badminton courts rising to 28 by 2015. The Strategy identifies a shortfall in provision at a number of secondary schools, and a general shortfall in the north of the city.

- public swimming space; and  
The current shortfall equates to 12x25m lanes of pool space, and this is projected to rise to 15 lanes by 2015. The Strategy identifies a particular need for new provision in the city centre.
- an artificial turf competition hockey facility.  
The Strategy identified a need for one citywide facility.

### *Hospitals*

- 10.6 York Hospitals NHS Foundation Trust aims to secure the hospital's future as a 'secondary care plus' centre for North Yorkshire. This will involve having a wider catchment area to enable the hospital to perform more specialist procedures and attract high quality staff. It is anticipated that this will have physical implications for the hospital site. Many of the existing hospital buildings are in need of modernisation and refurbishment and it is anticipated that significant new build will be necessary to facilitate the complicated decanting arrangements. The development of the multi-storey car park will unlock the development potential of the site and provide a long-term future for the hospital in its current location.
- 10.7 The Primary Care Trust (PCT) are reviewing mental health services in York which may in time impact on the potential use of Bootham Park Hospital. The LDF will need to respond to this review once it is complete.

### *Emergency Services*

- 10.8 The LDF needs to consider the spatial requirements of the emergency services in York, particularly the need for facilities at appropriate locations to provide an effective service and efficient call out times. The Yorkshire Ambulance Service is currently relocating their main ambulance unit, which is on the Hungate site. The main stations in York and Haxby will then be supported by a range of flexible stand-by response units as part of the new 'hub and spoke' system. These units ('spokes'), will be located at key points on the edge of the urban area in close proximity to both densely populated areas and key highway networks. They are expected to comprise a single parking bay with access to basic amenities such as toilets and seating areas. The Fire and Rescue Service are currently carrying out a review of their facilities, in particular this will consider the future of the station on Clifford Street and whether there is a need for a new station to the south of the city centre (with river access). The LDF will allow for the spatial implications of this review once it is complete.

### *Higher and Further Education*

- 10.9 In terms of higher and further education, the key issue is to facilitate the continued success of the University of York, York St John University and other establishments, including Askham Bryan College, York College and the College of Law. For the further education colleges, the approach will need to take account of national policy changes which will raise the school leaving age to 18 from 2015. This is likely to have particular implications for York College. A major element for higher education will be the additional University of York campus 'Heslington East' which is scheduled

to be developed over the next twenty years. The campus will include: university and ancillary uses; Science City York uses and its supporting services; housing for University of York staff and students; and arts, cultural and sports facilities. The development is projected to increase the number of students by 5,400, create 2,000 jobs at the University and 2,500 related research jobs.

### **Local Services**

#### *Local Health Facilities*

- 10.10 The North Yorkshire and York PCT strategy is to develop and commission services that are responsive to the current and projected needs of local communities (Joint Strategic Needs Assessment, 2008). The PCT state that General Practice, other primary care and community services will continue to be located within neighbourhoods, and that new services will be required as new residential areas are built and existing facilities will require redevelopment over time.

#### *Schools*

- 10.11 Given the scale and location of future housing development and overall increases in birth rates within the York area there will be a need to increase education provision, particularly in the York Northwest area which is highlighted in the spatial strategy as a major development site.
- 10.12 In addition to ensuring the amount of provision is sufficient, there is also a need to ensure that existing facilities can continue to meet educational and community needs. At a secondary level, improved or extended facilities will be required at up to 50% of York's secondary schools as part of the government's 'Building Schools for the Future' initiative. A key part of this initiative will be to ensure that schools provide a valuable resource to local communities, through shared use of educational, sports and cultural facilities.

#### *Local Shops*

- 10.13 The Retail Study (GVA Grimley LLP, 2008) recognises the role that the district and smaller centres (such as those within Local Service Centres, villages and neighbourhood parades within the urban area), play in providing easily accessible shopping to meet people's day to day needs. Whilst analysis in the study demonstrates that the majority of residents living in the built up urban areas have access to some form of convenience store, within a 5-minute drive time, it also identifies some gaps in provision. The study recommends that in order to address these deficiencies the LDF should seek to: enhance local foodstore provision in Acomb district centre, in the Local Service Centres of Haxby/Wigginton (Haxby is also identified as a district centre), Strensall and Poppleton, in the villages of Bishopthorpe and Copmanthorpe and in the small village of Wheldrake; resist the loss of existing retail units within all existing centres; and develop new provision to support future development, in particular to support new local centres on York Northwest.

*Community Facilities*

- 10.14 It is important that local communities have access to a range of community facilities such as community centres, places of worship, youth facilities, libraries, pubs and venues for clubs and societies to meet.

*Public Transport and Accessibility*

- 10.15 The location of housing, employment, retail, leisure and key services within an area have a significant impact on the number and type of journeys made. Careful consideration of the location of development and mix of uses within it can significantly reduce the need to travel. This is achieved by encouraging those people that have to travel to do so more sustainably by being located close to public transport routes; and by ensuring that the day to day services that people need are within walking distance of their homes.

*You Told Us*

- 10.16 The following comments were provided as part of the Issues and Options consultations (for further information see 'Core Strategy Consultation Statement' (2009)).
- Just over half of the respondents to the household questionnaire viewed 'building strong, safe and healthy communities' as a top priority.
  - New services and facilities should be provided to support new developments, with particular mention of York Northwest.
  - Local facilities should be accessible by public transport, walking and cycling.
  - Support thriving shops and services close to where people live.
  - Protect against the loss of local shops.
  - Secure community use of facilities at schools and other educational establishments.
  - the key priorities for leisure improvement should be facilities for young people and a new stadium.

**The Preferred Approach**

- 10.17 In order to deliver the vision of sustainable neighbourhoods the LDF will seek to provide accessible local services for all communities. In most circumstances these services will be best provided at a neighbourhood level. However some services will cover a wider catchment or even operate at a city wide level such as hospitals or a new stadium. New development should have access to a range of local services including healthcare, schools, local shops, other community facilities and public transport. Existing communities will be supported by seeking to ensure that current local services are not lost. All services should be accessible to the communities that they serve by walking, cycling and public transport.

**Strategic Objective**

To provide appropriate and accessible services as a key part of creating sustainable communities. All communities will have access to a range of local, and city wide, services including healthcare, education, local shops, a sports stadium, built sports facilities, other community facilities, public transport and emergency services.

**Targets**

Progress towards the strategic objective will be measured by all residential areas of the city to have access to appropriate services by 2030, including healthcare, education, local shops, a sports stadium, built sports facilities, other community facilities, public transport and emergency services.

**Policy CS8: Access to Services**

The Council will seek to create sustainable neighbourhoods where every community has access to quality local, and city wide, services.

- As required, new or improved healthcare, education, local shopping, built sports, public transport and other community facilities will be provided to support new development. The Council will require new development to contribute towards ensuring there are sufficient facilities to meet the needs of future occupiers.
- The Council will seek to secure community access to new sports and cultural facilities which are developed on education sites in order to increase the resources available to local communities.
- All new facilities, whether serving a local or citywide catchment, should be in locations which are well served by public transport and are accessible by walking and cycling.
- The Council will seek to protect against the loss of existing services. Proposals involving the loss of services will only be permitted where appropriate and accessible alternative provision is made to meet the needs of the community served by the facility.
- The Council will identify appropriate sites for a community stadium and new built sports facilities, including an artificial turf hockey pitch, through the Allocations DPD.
- The Council will support the Hospital and Primary Care Trusts to make the best use of their current sites, in particular by facilitating improvements to York Hospital to enable it to remain on its existing site for the long term.
- The Council will support the emergency services to provide an effective service, in particular through facilitating the development of the 'hub and spoke' system for the Ambulance service, and meeting any requirements for new fire stations.
- The Council will facilitate the continued success of higher and further education establishments in the city, in particular through supporting the development of the additional university campus 'Heslington East' and the potential expansion of further education establishments.

## **Sustainability Appraisal**

- 10.18 For a summary of the Sustainability Appraisal relating to the policy within this section, please refer to page 177 of Annex B. A full Sustainability Appraisal is also available as a separate document.

### **Question 10:**

This section raises a range of key issues. Using the response form provided, please tell us what you think of the Council's preferred approach to access to services. Please feel free to give any comments you consider appropriate but in particular:

- a) Do you feel that all the main services are covered in this section or do you think that any additional ones should be mentioned to achieve sustainable neighbourhoods?

This section looks at development that will provide jobs and money for the people of York and improve the overall attraction of York itself. It sets out where, in general, new offices, shops, tourist attractions should be built.

### **York: A City Making History**

#### **Making our mark by:**

- **Building confident, creative and inclusive communities**
- **Being a leading environmentally-friendly city**
- **Being at the forefront of innovation and change with a prosperous and thriving economy**
- **Being a world class centre for education and learning for all**
- **Celebrating our historic past whilst creating a successful and thriving future**

# Section 11: Future Economic Growth

## Introduction

- 11.1 Ensuring York's continued economic success and prosperity is fundamental to delivering the LDF vision. The LDF will ensure that York fulfils its role as a key driver in the regional economy and that employment levels remain high. This will involve supporting the development of Science City York and other knowledge based industries, business and financial services and culture, leisure and tourism. Fundamental to this is providing sufficient land in the right locations.

## Context

### *Policy Context*

- 11.2 Government guidance (PPG4) refers to the reuse of urban land and states that optimum use should be made of potential sites and existing premises in inner cities and other urban areas. The guidance also encourages developments which minimise the length and number of trips and can be served by sustainable modes of transport, and discourages developments that would unacceptably add to levels of congestion. In addition more recent guidance (Draft PPS4) indicates a positive stance should be taken towards economic development and states that local planning authorities should develop flexible policies which are able to respond to economic change and to recognise that "economic development" refers to a much wider range of land uses, beyond the usual industry and office development, such as retail, leisure, and tourism.
- 11.3 Government guidance (PPS6) identifies a range of uses that are suitable for a town centre location. These "town centre uses" include offices (B1a), retail, leisure, entertainment facilities, arts, culture and tourism. By directing these uses to town centres, it means that the vibrancy and vitality of existing centres is enhanced and that the developments are accessible to the majority of residents and visitors by sustainable means of transport. When referring to the evening economy, the guidance states that a range of uses which appeal to a wide range of age and social groups should be encouraged.
- 11.4 The Regional Spatial Strategy (RSS) identifies the following priorities for economic plans, strategies, investment decisions and programmes for the York sub area:
- to diversify and grow York as a key driver of the Leeds City Region economy by encouraging the business and financial services sector, knowledge industries and science based industries, leisure and retail services and the evening economy, and further developing its tourism sector; recognising the contribution that it makes to the local economy; and
  - to spread the benefits of York's economic success to other parts of the sub area and ensure that all members of the community have access to employment opportunities.

*Local Issues*

- 11.5 York's economy has seen significant structural change with the decline of its traditional industrial base through the late 1980s and early 1990s. In its place an economy based on science and technology, financial services and tourism has emerged, helping to make York a vibrant City. As a modern commercial City internationally renowned for its unique heritage, a key challenge is to achieve this economic success in a sustainable manner that protects the wider environment.
- 11.6 Tourism is forming an increasing part of York's economy, with almost a quarter of all jobs forecast to be related to the tourism sector by 2021 (currently 1 in 10 of the local workforce is employed in the tourism industry – 10,600 jobs in 2007-2008). It also has direct benefits for the cultural offer available to residents.
- 11.7 'Visit York', the city's tourism organisation, has proposed a Vision for Tourism for the city, and a set of ambitions. The vision seeks to deliver long term, sustainable growth of the visitor economy (the target is a minimum of 5% average annual growth in visitor expenditure), building on York's distinctiveness, enhancing the quality of the visitor experience and promoting the city as a world class visitor destination. The Vision also recognises that opportunities should be maximised to increase the length of stay of visitors. A greater focus on staying visitors has the potential to increase earnings without increasing the overall number of visitors.
- 11.8 The York and North Yorkshire Strategic Economic Assessment, which utilised the best available data to assess the strengths and weaknesses of the local economy, established that York is significantly outperforming the rest of the North Yorkshire Sub-Region on virtually all measures of productivity and business support.
- 11.9 Overall, employment growth in York has been greater than the region as a whole, with an estimated overall job growth for the period 2006-2021 of 16,000 jobs. The City of York as a whole has a high employment rate. Of York's working age population, the employment rate was 79.3% during 2007/2008 compared with the Yorkshire and Humber Region average of 73.3%. York also has a low unemployment rate although the economic downturn has affected unemployment figures in the City. In 2009 job seekers allowance claimants stood at 2.7% this is lower than the figures for Great Britain and the Yorkshire and Humber region (at 3.8% and 4.4% respectively). York's unemployment rate has been lower than national and regional figures since at least 1996.
- 11.10 The current economic climate is having a marked detrimental effect on the local construction industry. In order to maintain these skills, and to be ready for the up-turn in the economy, the Council are currently considering whether policies could be put in place which will maximise employment for local people during the construction phase of major developments. Similarly, the potential of ensuring that local employment is maximised through occupancy of new premises requires investigation.
- 11.11 The importance of York's economy has also been considered through the work of the Future York Group, who have undertaken an independent strategic review (June

2007) of the York economy. They recommend that the value of York's economy (Gross Value Added) should be doubled by 2026 and that the Council and its partners should create an economy which supports knowledge-led businesses and promotes financial and professional service activities.

- 11.12 The Group recommend that York should aim to enhance its visitor attractions, boost the quality of accommodation and hospitality provision, and improve the quality of the public realm, in order to attract high added value in the tourism sector, and strengthen the city's function as a tourism gateway for the wider region.
- 11.13 The Group endorse the proposals of Science City York, of City of York Council, and of the University of York for the expansion of innovation activity including the provision of high quality sites and premises for science-based businesses. The role of York Northwest in providing a high quality location for employment is recognised. They also recommend that the Council play a full role within the Leeds City Region. These views were effectively endorsed in the recent Independent Centre for Cities Report on the economy.

#### *Future Growth*

- 11.14 In July 2007 consultants SQW completed the first stage of York's Employment Land Review which primarily focused on future employment growth. Following the publication of RSS Entec were commissioned to look again at this issue and to consider the supply of employment land. This work supported the previous work produced by SQW in terms of overall employment growth. SQW indicated that the total number of jobs in York in 2006 was 90,418. They predicted 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. The Entec report notes that the overall job growth refers to all jobs, not just those in office, research & development, industry and storage & distribution ('B' use classes), which make up 49% of total jobs, the remainder is made up of all other sectors (retail, hotels and catering etc).
- 11.15 Recent months have seen a marked fall in national output and employment which is being reflected at the local level. At this time it is difficult to assess the stage the economic down turn has reached and its effect on employment levels. Commentators are divided but recovery is not expected before 2010 at the earliest. The overall economic position will continue to be closely monitored. Given the level of uncertainty related to the economic downturn, the approach in this document reflects planning under normal market conditions.
- 11.16 Table 3 below translates the forecast levels of employment growth identified in the Employment Land Review into floorspace and a land requirement for key employment sectors. The third column, on which the land requirement is based, includes an additional allowance for flexibility, adding a margin equivalent to the average development timescale of 2 years.<sup>1</sup>

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<sup>1</sup> The Employment Land Review assumes that for B1(a) 50% of the floor space requirement is provided in 4 storey buildings that occupy an 80% plot ratio, with the remaining 50% provided in 2 storey development at a 40% plot ratio.

**Table 3: Jobs Change, Employment Floor Space and Land Requirements**

Use Class	Jobs Change (2006-2029)	Floor Space (Sq Metres) to 2029	Land Requirement (ha)
Offices B1 a	+9,881	+193,329	+15.10
Research and Development B1b	+306	+9,651	+1.21
Light Industry B1c General Industry B2	- 886	0	0
Storage and Distribution B8	+2,450	+133, 154	+33.29
Total	+11,751	+336,134	+49.6

11.17 A key part of York's continued economic success is Science City York. In 1998 the UK Minister of Science launched Science City York, a partnership between City of York Council and the University of York. It is envisaged that Science City York will contribute to significant growth in B1 (a), (b) and (c)<sup>2</sup> sectors. Science City York is a successful business and skills development initiative, driving the creation and growth of business and employment opportunities across York and North Yorkshire within three fast-growing technology sectors – bioscience, creative industries, and IT & digital. The University Science Park is home to a range of knowledge-based enterprises with direct links to the University. Science City York aims to build a prosperous future for York and North Yorkshire as an internationally recognised centre of excellence for research, innovation and enterprise by:

- attracting, developing and supporting technology-based businesses to the area;
- working with partners in education and industry to develop and retain a workforce with the knowledge and skills to match employment opportunities and industry needs;
- promoting partnerships between industry and other bodies to create the infrastructure that meets the needs of the new economy; and
- promoting public understanding of science and technology.

#### *Distribution*

11.18 There are approximately 400 hectares of land used for employment (B1, B2 or B8) in the York area. Over 80% of this is within or adjacent to the main urban area (with a large proportion of this being within York's city centre).

11.19 Immediately adjacent to the eastern side of the city centre is the Layerthorpe area which consists of mainly industrial and warehouse occupiers as well as some retail developments. It is recognised that this area may present itself as a good regeneration and development opportunity in the future. It is proposed, as part of the LDF process, to undertake further work to explore the regeneration potential of this

<sup>2</sup> Use Class B1(a) Offices other than those in a use within Class A2 (Financial and Professional Services); (b) Research and Development (Laboratories, studios); (c) Light Industry

area. This will include consideration of a range of employment uses, including offices.

- 11.20 Approximately 33% of York's overall total employment land can be found in three relatively large business parks on the periphery of the main built up area i.e. Monks Cross, Clifton Moor and York Business Park.
- 11.21 The majority of the remainder is generally close to the existing villages of Elvington, Dunnington and Wheldrake. A notable exception to this is Northminster Business Park, a 6.6ha site, which sits in open countryside near to Upper Poppleton.
- 11.22 The Employment Land Review identifies the following existing employment areas as strategic employment locations; these are identified on the Key Diagram:
- York City Centre
  - Clifton Moor
  - Monks Cross
  - York Business Park
  - Northminster Business Park
  - Layerthorpe area
- 11.23 In addition to the redevelopment potential of the Layerthorpe area, three other key sites: York Central, Terry's and Nestlé are identified as sites with employment redevelopment opportunities. These are also identified on the key diagram.
- 11.24 York Central (a component of the York Northwest area) is highlighted as providing an opportunity for York to be able to accommodate, and significantly extend, the range and quality of its office accommodation. The site has been identified as an opportunity for developing a new office quarter in a highly sustainable location with excellent transport links both regionally and nationally. It is considered that the new office quarter could provide between 87,000-100,000 sq m of B1(a) office space equating to over 45% of the total predicted need up to 2029.
- 11.25 Terry's is a former chocolate factory in the south of York which has been identified as having potential for employment-led mixed use redevelopment. In September 2006 Nestlé Rowntree chocolate factory located in the north of the city announced redevelopment opportunities on the older, southern part of the site (referred to as Nestlé South) for a range of uses including employment.
- 11.26 In terms of the distribution of new employment sites, the Employment Land Review indicates that B1(a) Office uses would be appropriate within York City Centre, and surrounding urban areas including the York Central site, Hungate, Terry's, Nestlé, Monks Cross, the front of York Business Park and the Layerthorpe Area.
- 11.27 The Employment Land Review highlights that Heslington East, the University of York's new campus extension can accommodate all of the City's anticipated demand for free standing B1 (b) Research and Development uses. Heslington East has permission to develop around 25ha of research and development uses in addition to academic and other university uses.

- 11.28 The Study also highlights that B1(c) Light Industry, B2 General Industrial and B8 Storage and Distribution uses should be directed to underused or vacant industrial sites on the edge of the urban area. This includes existing sites such as York Business Park and the existing allocation and safeguarded land at Northminster Business Park (Area of Search I on the key diagram). The study also highlights land to the North of Hull Road (Area of Search C on the key diagram), currently within the draft Green Belt, as a good location for industry, storage and distribution. This area performed considerably better than the safeguarded land around Northminster in the Employment Land Review and could provide up to 30 hectares of land either additional to, or as an alternative to, the safeguarded land at Northminster. If this was additional it would provide flexibility in the future to respond to changing market conditions.
- 11.29 Sites in the rural area which have previously been allocated for employment uses such as Elvington, Wheldrake and Murton did not figure highly through the Employment Land Review however, the Study recognised that they perform an important role as employment sites for local need and should be retained as such.
- 11.30 North Selby Mine is identified through the Entec work as being well suited to the development of ‘green technologies’ for example, the development of renewable energy. Section 15 Resource Efficiency expands on the site’s potential.
- 11.31 Although the general approach is to focus economic development in city centre and sustainable urban locations, it is recognised that it is important to support diversifying and strengthening the role of the rural economy. This will be, in line with national and regional policy guidance, through allowing essential development for agriculture and forestry, supporting diversification schemes and encouraging the re-use of existing rural buildings.

### *You Told Us*

- 11.32 A summary of the comments received from the Core Strategy Issues & Options consultation are provided below (for further information see ‘Core Strategy Consultation Statement’ (2009)).
- the Core Strategy should reflect employment land requirements of the RSS;
  - there needs to be a significant supply of employment land to facilitate choice, movement and “churn” in the market;
  - employment land should be located where it can be accessed by a variety of transport modes and where there will be minimal impact on the road network;
  - support is given to the development of Bioscience, IT and Digital and Creative Technology clusters; and
  - the Core Strategy should not distinguish between the cultural life of York as enjoyed by residents and the needs of tourists.

## **The Preferred Approach**

- 11.33 The Council’s preferred approach to employment is to deliver the LDF vision in a way that meets Strategic Objective 1 ‘Spatial Strategy’ whilst ensuring sufficient land

is available in the right locations to allow York to fulfill its role as a key driver in the regional economy and to ensure that employment levels remain high. Fundamental to this approach is the delivery of a new office quarter as a part of the York Northwest Area Action Plan and the promotion of Science City York.

11.34 Based on the conclusions of the Employment Land Review, new employment development will be encouraged in sustainable locations:

- In the case of B1(a) office development, this is within York city centre; immediately adjacent areas such as the proposed new York Central office quarter; established employment areas in the urban area such as Monks Cross and York Business Park and the key redevelopment opportunities at Terry's, Nestlé and the Layerthorpe area.
- Preference for B1(b) Research and Development uses is within the proposed new university campus at Heslington East.
- B1(c) Light Industry, B2 General Industry and B8 Storage and Distribution uses will be directed towards underused or vacant industrial sites within and on the edge of the urban area that will not unacceptably add to levels of congestion including York Business Park, the safeguarded land at Northminster Business Park (Area of Search I on the key diagram) and/or the potential urban extension North of Hull Road (Area of Search C on the key diagram).
- Rural employment sites in the areas of Elvington, Wheldrake and Murton which are important for local need will be maintained.
- North Selby Mine has been identified as a site with potential for renewable energy production.

11.35 In general, development in accessible, sustainable locations that will enhance cultural and leisure provision for the benefit of both residents and visitors will be supported. The emerging City Centre Area Action Plan will set out detailed proposals for the future of the city centre; this will outline methods to deliver the broader Core Strategy objectives related to city centre uses. The York Northwest Area Action Plan will address employment uses within the new York Central office quarter.

### **Strategic Objective**

To deliver the appropriate number, type and size of sites for existing and future employment-related uses in York, to ensure that York fulfils its role at the centre of the York Sub Area and as part of Leeds City Region, including the delivery of a new York Central office quarter within the York Northwest area, enhancing the success of Science City and promoting York's tourism and evening economy.

**Targets**

**Progress towards achieving the strategic objective will be measured by the following targets:**

- a sufficient number of suitable new employment sites being allocated to allow for the job growth highlighted in Table 3;
- an increase in the percentage of working age population in employment;
- deliver annual growth in visitor expenditure by a minimum of 5% average; and
- an increase in the average length of stay of visitors to the city.

**Policy CS9: Future Growth of York's Economic Sector**

The LDF will support York's continued economic success and prosperity helping to ensure that it fulfils its role as a key driver in the regional economy through the provision of sufficient land in sustainable locations. This will involve:

- providing sufficient land through the Allocations DPD to accommodate the levels of growth highlighted in Table 3;
- retaining and enhancing York's successful employment sites;
- concentrating future employment development on the Sub Regional City of York as identified in Spatial Principle 3ii;
- identifying and developing a new office quarter of 87,000 to 100,000 sqm located on the York Central site within the York Northwest AAP;
- accommodating the need for office development (B1a) by allocating sites within:
  - York City Centre;
  - the new York Central office quarter and redevelopment opportunity areas in the Layerthorpe area, Terry's and Nestlé;
  - Monks Cross and York Business Park.
- recognising the role of the University of York and the Heslington East Campus in Research & Development (B1b) activities;
- prioritising the reuse of existing underused or vacant industrial sites for B1(c), B2 & B8 uses on the edge of the urban area of York, including York Business Park, the safeguarded land at Northminster Business Park (Area of Search I on the key diagram) and/or the potential urban extension North of Hull Road (Area of Search C on the key diagram) and within the rural areas of the authority where it can be accessed in a sustainable way and where it will serve local needs; and
- facilitating the development of appropriate rural industries, businesses and enterprises for example supporting rural diversification schemes.

**Policy CS10: Culture, Leisure and Tourism**

Through the production of the LDF, and in particular the development of the City Centre Area Action Plan, the Council will strongly support:

- the enhancement of cultural, leisure and tourism provision in York in locations which are easily accessible by a variety of transport modes;
- the improvement of visitor facilities and accommodation which will encourage overnight visitors;
- the establishment of a more diverse evening economy;
- improvements to the public realm including public spaces, signage, lighting investment and river frontages.

**Sustainability Appraisal**

- 11.34 For a summary of the Sustainability Appraisal relating to the policies within this section, please refer to page 178 of Annex B. A full Sustainability Appraisal is also available as a separate document.

**Question 11:**

This section raises a range of key issues. Using the response form provided, please tell us what you think of the Council's preferred approach to future economic growth. Please feel free to give any comments you consider appropriate but in particular:

- a) Do you think that this approach will deliver the right number of sites in the right location to ensure that York continues to perform as a economically successful city?
- b) More specifically, given the amount of land needed for future employment uses, do you think that Area of Search C (Land North of Hull Road) and/or Area of Search I (safeguarded land at Northminster Business Park) identified on the key diagram are suitable for industrial and distribution employment uses?

# Section 12: Retail Growth and Distribution

## Introduction

- 12.1 Strengthening the role of York as a sub-regional shopping centre is a key part of the LDF vision. Nearby centres such as Hull and Leeds, as well as Monks Cross and Clifton Moor are taking a growing proportion of comparison goods spend within York's catchment and this has had a detrimental impact on the city centre. In order to achieve a strengthened retail role for York it is crucial that the decline in the city centre's market share for comparison goods is halted and then increased to a 34% share (currently at 28%). Fundamental to this will be providing sufficient appropriate locations to accommodate this growth in retail provision. The LDF will also ensure that appropriate provision is made for convenience shopping to meet the additional capacity identified to 2029.

## Context

### *Policy Context*

- 12.2 The Government's approach to retail (PPS6) is that new retail development should be directed to town centres. This is in order to reduce the need to travel by car, to promote the improvement of public transport and to ensure the continued investment in town centres.
- 12.3 At the regional level, RSS Policy YH4 states that as a sub-regional city, York should be the prime focus for shopping facilities. The policy seeks to strengthen the identity and role of city centres as accessible and vibrant focal points for high trip generating uses. Policy YH6 on Local Service Centres asserts that they will be protected and enhanced as attractive and vibrant places and that local services within them should be retained and improved.

### *Local Issues*

- 12.4 The Retail Study (GVA Grimley LLP, 2008) makes the following recommendations on retail growth:
- Aim to halt the declining market share of the city centre and claw-back comparison goods trade travelling to competing shopping destinations. On the basis that York is able to increase its current market share to 34%, the study estimates capacity for an additional 35,127sqm net of comparison floorspace by 2017, 62,907sqm net by 2022 and 106,927sqm net by 2029.
  - Aim to increase the supply of modern retail units and enhance department store representation in the city centre, as well as retaining the independent retail sector.
  - The Study identified strong capacity for additional convenience retail space – an additional 5,034sqm net by 2017, growing to 7,036sqm net by 2022 and 10,015sqm net by 2029.
- 12.5 In terms of the location of retail growth the study concludes that the primary focus for new comparison retail should be the central shopping area of the city centre, followed by extensions to the shopping area. The study identifies good infill

opportunities on small sites within the existing shopping area as well as opportunities on The Stonebow (Stonebow House, Telephone Exchange and Hungate), but that the most appropriate location for large-scale retail development early in the LDF period (by 2017) is Castle Piccadilly (shown on key diagram). The study recognises that technical difficulties with the redevelopment of the Telephone Exchange may increase timescales and costs. However, the Stonebow area is sequentially equal to Castle Piccadilly and its development should be encouraged early in the LDF period.

- 12.6 Given the level of retail growth proposed, the study recognises the need to identify development opportunities in addition to those outlined above. The compact nature of the city centre and the constraints of the historic environment mean that there are limited opportunities for new retail development within the central shopping area or within the city centre as a whole. As a result it is necessary to consider edge of centre or out of centre locations to accommodate the unmet retail capacity. The study looked at future locations to accommodate retail growth and recommends that we consider options for retail on York Central (part of the York Northwest Area Action Plan area). These options should ensure that there is no adverse impact on the vitality and viability of the city centre, focusing on providing a complementary, rather than competing, retail offer and seeking to improve linkages with the city centre to facilitate linked trips, rather than creating a separate shopping destination.
- 12.7 The Retail Study states that additional convenience retail should be directed in the first instance to the city centre, to district and smaller centres and to support the development of new centres on York Northwest (as identified in Section 10 on Access to Services). The study recommends against further out of centre food store development, unless it meets the requirements set out in PPS6.

#### *You Told Us*

- 12.8 The following comments were provided as part of the Issues and Options consultations (for further information see 'Core Strategy Consultation Statement' (2009)).
- Overall there was a mixed response as to whether York should seek to increase its share of the regional retail market.
  - York should not seek to compete with other centres but should build on York's unique offer of small independent shops.
  - Maintain a diversity of shops, and support a new department store, new city centre food store and speciality shops.
  - Retail growth should be directed to the city centre and district centres, then support extensions of existing centres rather than more out of town shopping.
  - Any extensions should avoid expanding the centre in a linear form.
  - The LDF should recognise the retail opportunities provided by major development sites such as York Northwest.
  - Food stores should be better distributed in the city as a whole to allow better access for all residents.
  - We should be cautious in our approach to retail growth in district centres as this may conflict with their roles as Local Service Centres as set out in RSS.

## The Preferred Approach

- 12.9 The key issues of retail growth and the location of new retail development were both discussed in the Issues and Options documents. There was no clear overall view from respondents as to whether we should aim for comparison retail growth and seek to increase the city centre's market share. However, the Retail Study shows that the city centre has already experienced a decline in its market share and that this would only accelerate if we were to pursue a 'no development' scenario. In order to address this decline and achieve the vision of a strengthened role for the city centre, the preferred approach is to seek to increase the market share to 34%.
- 12.10 With regard to the location of future comparison retail growth, the preferred approach reflects national and regional policy and the views of the majority of respondents by proposing that the central shopping area, or extensions to it, remain the primary focus for new retail development. However, in line with the recommendations of the Retail Study the preferred approach is to also consider whether additional retail capacity, over and above that which can be achieved within the city centre, could be delivered on York Central (part of York Northwest Area Action Plan). Further work has been commissioned to consider potential options for retail on York Central and this will be used to inform the approach as the Core Strategy is developed further.
- 12.11 In order to address the needs identified in the Retail Study, the preferred approach is to increase the amount of convenience retail, directed towards existing centres.

### Strategic Objectives

#### Delivering Adequate Shopping Provision

**To deliver new shopping provision to support the economic role of the city centre and meet local shopping needs. This will be achieved by:**

- Ensuring that any new shopping provision positively contributes towards the vitality and viability of the city centre.
- Maintaining and enhancing the city centre's role as a regional shopping location through encouraging proposals that increase the quality and range of shopping.
- Recognising the role that shopping plays in tourism, by ensuring that new proposals contribute towards the diversity of shops which makes the York shopping experience unique.
- Protecting the primary retailing role of the city centre within the context of a mixed-use centre with complementary housing, office, cultural and leisure provision.
- Providing for additional convenience shopping within existing centres.

**Targets**

**Progress towards achieving these objectives, will be measured against the following targets:**

- To achieve an increase in comparison goods floorspace of 35,127sqm net by 2017, 62,907sqm net by 2022 and 106,927sqm net by 2029.
- To halt the decline in the market share achieved by the city centre and increase the share to 34%.
- To achieve an increase in convenience goods floorspace of 5,034sqm net by 2017, 7,036sqm net by 2022 and 10,015sqm net by 2029.

**Policy CS11: Distribution of Retail Growth**

The Council will seek to provide for future shopping needs by making appropriate provision for convenience and comparison shopping. This will include identifying sites to increase the city centre comparison goods market share to 34%.

The central shopping area and adjacent areas will continue to be the primary focus for new comparison goods retail development. Priority will be given to developing the Castle Piccadilly area and the Stonebow area for retail as shown on Figure 13. Options for retail development will also be considered on York Central (part of York Northwest Area Action Plan), focusing on providing a complementary retail offer.

Further convenience retail development will be directed to the city centre, Acomb and Haxby district centres and smaller centres (within other Local Service Centres, villages and small villages) at an appropriate scale.

**Sustainability Appraisal**

- 12.12 For a summary of the Sustainability Appraisal relating to the policy within this section, please refer to page 179 of Annex B. A full Sustainability Appraisal is also available as a separate document.

**Question 12:**

This section raises a range of key issues. Using the response form provided, please tell us what you think of the Council's preferred approach to retail growth and distribution. Please feel free to give any comments you consider appropriate but in particular:

- a) Do you think that this section addresses the role of York as a sub regional shopping centre by ensuring that the correct amount, type and location of retail development will be delivered?

**Figure 13 to follow...**



This section looks at issues which are important aspects of the environment such as wildlife sites and open space and how they can be protected. It also looks at issues which could harm the environment such as transport, flooding, and waste and how these effects can be stopped or slowed down.

## **York: A City Making History**

### **Making our mark by:**

- **Building confident, creative and inclusive communities**
- **Being a leading environmentally-friendly city**
- **Being at the forefront of innovation and change with a prosperous and thriving economy**
- **Being a world class centre for education and learning for all**
- **Celebrating our historic past whilst creating a successful and thriving future**

## Section 13: Sustainable Transport

### Introduction

- 13.1 Addressing the issues of congestion, accessibility, safety and air quality is a key part of the LDF vision. The policies within the LDF will enable appropriate development to take place that not only widens transport choice, particularly for the more sustainable forms of transport, thereby reducing the use of the private car and improving access to services and facilities, but also, minimises the need to travel. For more information on Access to Services, please refer to Chapter 10. Encouraging sustainable transport modes, the reduction of congestion and providing accessibility for all are also key components in York's Sustainable Community Strategy and Local Transport Plan 2006-2011 (LTP2), both of which the LDF supports.

### Context

#### *Policy Context*

- 13.2 Successive Government White Papers, Planning Policy Guidance, the Regional Spatial Strategy (RSS) and York's LTP2 all promote the same idea of encouraging the most sustainable forms of transport and discouraging the least sustainable.
- 13.3 The RSS sets out the key transport requirements for the York sub area, including:
- develop the role of York as a key node for public transport services for the sub area;
  - implement stronger demand management in York and in relation to the strategic highway network;
  - improve accessibility to and within York, particularly by improved facilities for walking and cycling, increased capacity and quality of public transport, and new park and ride facilities;
  - improve public transport links between Local Service Centres and other rural communities and York and the sub area's Principal Towns; and
  - improve access between York and Scarborough / the east coast.

The RSS also advocates greater connectivity between urban centres within the Leeds City Region.

#### *Local Issues*

- 13.4 York's LTP2 sets out the Council's agreed Transport Strategy and a package of deliverable measures to help achieve this, initially, over the five-year period to 2006-2011 and beyond to 2021. Table 4 sets out the strategic themes for transport planning, followed by the key actions and delivery mechanisms which will help to deliver the strategic themes.

**Table 4: Strategic Themes, Key Actions and Delivery Mechanisms for Transport.**

<b>Strategic Themes for Transport Planning:</b>
<ol style="list-style-type: none"> <li>1. Tackling congestion</li> <li>2. Improving accessibility for all</li> <li>3. Safety</li> <li>4. Improving air quality</li> <li>5. Improving quality of life</li> <li>6. Supporting the local economy</li> </ol>
<b>Key Actions and Delivery Mechanisms (2006-2021)</b>
<p><b>‘Access York’, Phase 1</b> (Up to 2011)</p> <ul style="list-style-type: none"> <li>• the provision of new Park &amp; Ride sites on the A59 and on Wigginton Road and the relocation and enlargement of the existing Park &amp; Ride site at Askham Bar;</li> <li>• enlargement of A59/A1237 Roundabout to increase capacity; and</li> <li>• provision of an improved pedestrian/cycling crossing of the Outer Ring Road at the A59 junction.</li> </ul> <p><b>‘Access York’, Phase 2</b> (2011 – 2021)</p> <ul style="list-style-type: none"> <li>• upgrading of all seven roundabouts on the York Outer Ring Road from Wetherby Road to Strensall Road;</li> <li>• provision of subways at Wigginton Road and Strensall Road;</li> <li>• construction of cycle route from Strensall Road to Wigginton Road parallel to the York Outer Ring Road; and</li> <li>• improve interchange facilities at railway station.</li> </ul> <p><b>Further Highway Improvements</b></p> <ul style="list-style-type: none"> <li>• Junction improvements at the Hopgrove and Strensall Road Roundabouts (up to 2011), and improvements to the York Outer Ring Road (A1237). These improvements are set out above under the Access York Phase 2 section (2011 – 2021).</li> </ul> <p><b>Public Transport</b></p> <ul style="list-style-type: none"> <li>• The development of the Tram-Train initiative through helping to facilitate the following routes: <ul style="list-style-type: none"> <li>- York to Harrogate to Leeds line;</li> <li>- York to Askham Bar Park &amp; Ride with the potential to extend to Copmanthorpe; and</li> <li>- York to area north east of the city centre; (dependant upon feasibility studies due for completion in 2014).</li> </ul> </li> <li>• Facilitate the development of Haxby rail station (2013)</li> <li>• To facilitate the re-opening of the York-Beverley rail line by safeguarding land</li> </ul>

through the Allocations DPD.

- To facilitate additional Rendezvous Points at the following locations: Reynard's Garage, Piccadilly B and Lord Mayor's Walk B, by safeguarding land through the Allocations DPD.

### **Cycling**

- Expansion of (safer) cycling and walking routes throughout the City including supporting the delivery of 'Cycling City' Strategy Projects (2011) and a new pedestrian / cycle bridge at Scarborough Bridge (2011-2021)

### **Foot (up to 2011)**

- Further expansion of Footstreets zone including Goodramgate and Fossgate

### **Freight (2011-2021)**

- Identify locations for Urban (Freight) Consolidation Centre(s);

13.5 Since the publication of the LTP2 several other important transport schemes have emerged which will be integrated into the LDF Core Strategy, these include:

- Tram-Train;
- supporting further improvements to the York Outer Ring Road (A1237), (including dualling if it's the most beneficial option) and other elements within 'Access York';
- 'Cycling City' Status projects; and
- revised Coach Strategy (including Rendezvous Points).

13.6 Several road improvement schemes are being undertaken throughout York, these include the following and are highlighted on the Transport Issues Map (Figure 14):

- James Street Link (Phase 2) / Heworth Green Link Road
- Crichton Avenue / Wigginton Road Junction
- Piccadilly / Castle Mills Bridge Junction
- Bishopthorpe Road
- Mansfield Street
- Mannor lane / Hurricane Way (Clifton), (little connection near the Works)

### *You Told Us*

13.7 The following comments were provided as part of the Issues and Options consultations (for further information see 'Core Strategy Consultation Statement' (2009)):

- the measures put forward in York's Local Transport Plan which could be delivered through the LDF should be taken forward;
- there was also some support for investigating the Tram-Train proposal including improving rail facilities and implementing new Park & Ride sites on the A59 and on Wigginton Road.
- it was also suggested that the Tram-Train scheme should be emphasised over private motorized vehicles;
- there was a mixed response to the dualling of the York Outer Ring Road. However twice as many respondents were cautious of the proposal compared to those that were in support of it.
- in relation to walking and cycling movements it was suggested that there is a need for a wider strategic approach to green space planning; and
- the need for integrated public transport interchange(s) was seen as a priority;

## **The Preferred Approach**

- 13.8 To improve our quality of life we need to improve transport connections in a way that promotes accessibility - but which is also sensitive to York's unique environment. To achieve this and enable people to live more sustainably the Local Development Framework Core Strategy will promote sustainable transport, minimise the need to travel, support the objectives of the LTP2, and the schemes proposed since the LTP2 was published to reduce congestion. Locating development in sustainable locations will also support this aim.
- 13.9 In recognition of the findings through the comments received as part of the Core Strategy Issues and Options consultations, which asked respondents what approach the LDF should take to address the transport issues currently facing York, the preferred approach advocated by respondents referred to the proposed measures put forward in York's Local Transport Plan which could be delivered through the LDF.
- 13.10 In addition to the current Local Transport Plan, further transport schemes have since come to light including the Tram Train, improvements to York Outer Ring Road, Cycling City project and the revised Coach Strategy. Support was evident for the Tram Train scheme, however there was a mixed response to the Outer Ring Road improvements. The Cycle City scheme is a new scheme which has emerged since the consultation took place. All of these will be included within the preferred approach.

**Strategic Objectives****Delivering Sustainable Transport**

- To support development in locations accessible to public transport and appropriate key services by means other than the private car, including maximising the potential of existing and potential rail stations, Park & Ride sites, and, bus, walking and cycling routes.
- Reducing congestion through promoting a shift to more sustainable forms of transport.
- To reduce the need to travel and deliver a sustainable transport network that supports York's long-term growth, improves connectivity within York and the wider region and provides an improved environment and a high quality of life for the city's communities.

**Targets**

**Progress towards achieving these objectives, will be measured against the following targets:**

- 1 Increase bus patronage to 17.5 million passengers (journeys) annually
- 2 2.7 million Park & Ride passengers annually
- 3 15% increase in city centre walking trips
- 4 1% increase in cycling to work and 3% overall increase in cycling trips
- 5 reduce the number of car trips to work by 3.5%, and
- 6 reduce projected traffic growth in the peak period from predicted 14% (based on previous trends) to 7% above 2003/04 levels.

Average car journey time per mile during the am peak less than 4 minutes, by 2011 with no increase beyond then.

**Policy CS12: Local Transport Considerations****The City of York Council will support the following:**

The Local Development Framework will support accessibility, help reduce congestion through promoting a shift to more sustainable forms of transport, reduce the need to travel and promote the delivery of a high quality sustainable transport network. This will be achieved through ensuring the sustainable location of development and aiding the delivery of the transport schemes and programmes highlighted below:

**‘Access York’, Phase 1 (Up to 2011)**

- the provision of new Park & Ride sites on the A59 and on Wigginton Road and the relocation and enlargement of the existing Park & Ride site at Askham Bar;
- enlargement of A59/A1237 Roundabout to increase capacity;
- provision of an improved pedestrian/cycling crossing of the Outer Ring Road at the A59 junction.

**‘Access York’, Phase 2 (2011 – 2021)**

- upgrading of all seven roundabouts on the York Outer Ring Road from Wetherby Road to Strensall Road;
- provision of subways at Wigginton Road and Strensall Road;
- construction of cycle route from Strensall Road to Wigginton Road parallel to the York Outer Ring Road; and
- improve interchange facilities at railway station.

**Further Highway Improvements**

- Junction improvements at the Hopgrove and Strensall Road Roundabouts (up to 2011), and improvements to the York Outer Ring Road (A1237). These improvements are set out above under the Access York Phase 2 section (2011 – 2021).

**Public Transport**

- The development of the Tram-Train initiative through helping to facilitate the following routes:
  - York to Harrogate to Leeds line;
  - York to Askham Bar Park & Ride with the potential to extend to Copmanthorpe; and
  - York to area north east of the city centre; (dependant upon feasibility studies due for completion in 2014)
- Facilitate the development of Haxby rail station (2013)
- To facilitate the re-opening of the York-Beverley rail line by safeguarding land through the Allocations DPD.
- To facilitate additional Rendezvous Points at the following locations: Reynard’s Garage, Piccadilly B and Lord Mayor’s Walk B, by safeguarding land through the Allocations DPD.

**Cycling**

- Expansion of (safer) cycling and walking routes throughout the City including supporting the delivery of ‘Cycling City’ Strategy Projects (2011) and a new pedestrian / cycle bridge at Scarborough Bridge (2011-2021)

**Foot** (up to 2011)

- Further expansion of Footstreets Zone including Goodramgate and Fossgate

**Freight** (2011-2021)

- Identify locations for Urban (Freight) Consolidation Centre(s);

**Sustainability Appraisal**

- 13.11 For a summary of the Sustainability Appraisal relating to the policy within this section, please refer to page 180 of Annex B. A full Sustainability Appraisal is also available as a separate document.

**Question 13:**

This section raises a range of key issues. Using the response form provided, please tell us what you think of the Council's preferred approach to sustainable transport. Please feel free to give any comments you consider appropriate but in particular:

- a) Do you feel that this section adequately supports sustainable forms of transport to reduce traffic congestion and address other key transport issues in York?

**Figure 14 to follow...**

## Section 14: Green Infrastructure

### Introduction

- 14.1 The Council has a duty to protect and enhance York's Green Infrastructure which encompasses all "green" assets in York. Green Infrastructure comprises many individual components ranging from established public parks and protected natural sites, through to river corridors and street trees, and from unmanaged and undeveloped sites through to designed and planted open spaces within new built development. 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 and adaptation of climate change;
  - contribution to sustainable drainage and flood mitigation;
  - enhanced environmental backdrop and landscape 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.
- 14.2 The multiple functions listed above are generally covered under the three key categories of green infrastructure that the LDF will cover:
- Nature Conservation;
  - Open space;
  - Green Corridors and Linkages.

The context and local issues surrounding each of these key elements is considered below.

### **Nature Conservation**

- 14.3 Enhancing and protecting York's natural environment is critical to the city's image, as well as bringing both social and economic benefits to its communities and providing a safe and high quality environment for York's wildlife. 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 figure 7 in the spatial strategy section.

## Context

### *Policy Context*

- 14.4 Government guidance (PPS9) sets out the planning policies on the protection of biodiversity and geological conservation through the planning system. It specifically requires LDFs to take an integrated approach to biodiversity and subsequently they should;
- indicate the location of designated sites of importance for biodiversity, making clear distinctions between the hierarchy of international, national, regional and locally designated sites; and
  - identify any areas or sites for the restoration or creation of new priority habitats, including multifunctional sites which contribute to regional targets, and support this restoration or creation through appropriate policies.
- 14.5 The Accessible Natural Greenspace Standard (ANGSt) model is a national standard which aims to ensure that all homes in England are served by good quality accessible natural greenspace. This is based on the notion that everyday contact with natural greenspace is important for well being and quality of life. The model states that:
- no person should live more than 300m from their nearest area of natural greenspace of at least 2 ha in size;
  - there should be at least one accessible 20ha site within 2km of home;
  - there should be one accessible 100ha site within 5km of home;
  - there should be one accessible 500ha site within 10km of home; and
  - there should be 1ha of Local Nature Reserve (or other designated wildlife site which is accessible to the public) per 1000 population.
- 14.6 The Council will implement this model on a local scale through the LDF; this will be addressed as part of wider green infrastructure work and a subsequent supplementary planning document.
- 14.7 RSS recognises that we should safeguard, manage and enhance the region's existing tree and woodland resource in line with the Regional Forestry Strategy (2005), and in particular increase the area of woodland under active management and increase the total woodland in the Yorkshire and Humber area by approximately 500 ha per year.
- 14.8 RSS requires that biodiversity is safeguarded and enhanced and incorporated into development.

### *Local Issue*

- 14.9 The Council has commissioned and carried out several pieces of work which will help form the LDF evidence base. These include a Biodiversity Audit and Biodiversity Action Plan. The Audit reviews the biodiversity value of existing and potentially new locally significant wildlife sites (SINCs). The baseline information set out in the Audit will be used to prioritise further action through a Biodiversity Action Plan which acts as a framework for biodiversity issues within York.

*You Told Us*

14.10 A summary of the comments to the previous 'LDF Issues and Options consultations, are provided below;

- high importance should be given to protecting the environment and the landscape character and quality;
- nature conservation sites, valuable landscapes, watercourse corridors and tree cover should all be given equal weight and not be prioritised above one another; and
- the Core Strategy should consider the provision of new sites of natural and semi-natural open space as well as safeguarding and enhancing existing ones.

14.11 A Consultation Statement (2009) has been prepared which sets out all the methods of consultation and a summary of the findings of the issues and options consultation. This is available to read alongside this document.

**Open Space**

14.12 Through the LDF the Council considers the quality, quantity and accessibility of open space (sport, recreation and children's play facilities) across the City, in order to assess the existing and future needs of the residents of York. The aim is to enhance the provision of new open space, improve the quality of existing open space and to ensure that all residents have access to an appropriate range of recreational open spaces and sports facilities in order to promote healthy lifestyles.

**Context***Policy Context*

14.13 Government guidance on open space, sport and recreation (PPG17) states that local authorities should undertake robust assessments of the existing and future needs of their communities for open space, sport and recreational facilities. It also states that local authorities should undertake audits of existing open space, sports and recreational facilities, which should be used to set locally derived standards of provision in their area. The government believes that the development and implementation of national standards would be inappropriate, as they do not take into account the demographics of an area, the specific needs of residents or the extent of built development. Therefore PPG17 sets out priorities for local authorities in terms of:

- assessing needs and opportunities - undertaking audits of open space, sport and recreational facilities;
- setting local standards;
- maintaining an adequate supply of open space; and
- planning for new open space.

14.14 RSS recognises the importance of open space, sport and recreation plays in helping

to improve the health of residents, through increased participation and activity. Consequently, the associated policy aims to provide, safeguard and enhance high quality facilities for sport and recreation. The RSS also seeks to protect open space and playing fields, particularly in urban, urban fringe and adjacent countryside areas, through defining a hierarchy of green infrastructure.

### *Local Issues*

- 14.15 In order to carry out a full assessment of open space, as outlined in PPG17, the Council commissioned consultants, PMP, to undertake an assessment of the City's open space, sport and recreation facilities, and their future need (the PPG17 Study).
- 14.16 A citywide consultation gave an overall picture of local need in York and a site survey identified a total existing supply of 657 sites. These sites were then assessed for their accessibility, quality and wider benefits including their biodiversity value/potential which produced an overall score for each site. Local standards have been identified which were based on the audit and site assessments of needs and existing provision.

### *You Told Us*

- 14.17 The following comments were provided as part of the Issues and Options consultations (for further information see 'Core Strategy Consultation Statement' (2009)).
- the quantity, quality and accessibility of open space should be considered as equally important;
  - overall the protection and enhancement of open space is of great importance;
  - the issue of privately owned open space (gardens etc) are important to the character of areas and general public amenity.

## **Green Corridors & Linkages**

- 14.18 Green Corridors are a fundamental element of green infrastructure as they form linkages between assets making green infrastructure a network as opposed to a collection of sites. York is special as it has several natural green corridors formed by the rivers, the Strays and green wedges which essentially link the central urban area with the wider countryside; these areas generally form part of York's green belt which is discussed in section 4. The size and function of green corridors varies across York; the river corridors of the Ouse, Foss and Derwent are considered regionally significant green corridors and are identified on figure 7 in the spatial strategy section.

## **Context**

### *Policy Context*

- 14.19 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 links are important both in terms of providing routes or stepping-stones for the migration, dispersal and genetic exchange of species and also for the movement of

humans for recreational or general travelling purposes.

#### *Local Issues*

- 14.20 As part of the ongoing work on green infrastructure, existing green assets have been mapped and a network of green corridors have been drawn. These corridors have been identified as being significant on a regional, district and local level. The regionally significant corridors, namely the River Ouse, Foss and Derwent corridors are shown on the key diagram and are identified as being significant at this level as they have a wide range of functions and cross over into adjacent authorities in our region.

#### *You Told Us*

- 14.21 The following comments were provided as part of the Issues and Options consultations (for further information see 'Core Strategy Consultation Statement' (2009)).
- Wish to see the policy topics in the Core Strategy covering the provision, protection and enhancement of green infrastructure including public open spaces, green wedges and links, wildlife corridors and stepping-stones.
  - Significant opportunities for pedestrian and cycle movement can be found by taking a wider strategic approach to green space planning.

### **The Preferred Approach**

- 14.22 The key issues related to nature conservation and open space were discussed in the Issues and Options documents. The overall view from respondents was that all aspects of the environment should be considered equally important and the steer from government organisations was that green infrastructure needed to be reflected in the core strategy. The preferred approach does this by addressing all green assets under the wider green infrastructure framework.
- 14.23 It is the purpose of the Core Strategy to set out the strategic approach to green infrastructure, showing how York's green assets link with the wider region. The Council intends to adopt a Green Infrastructure Strategy Supplementary Planning Document (SPD) which will link to and expand on the Core Strategy policy and will be a flexible means of setting out the detailed objectives, recommendations and actions for Green Infrastructure in York.
- 14.24 Drawing on the overall Core Strategy vision and on the issues highlighted above, the following Strategic Objectives, Targets and Policy have been developed.

**Strategic Objectives****Nature Conservation**

- To conserve and enhance biodiversity having particular regard to the maintenance, restoration and re-creation of priority habitats and species.
- To maintain and increase the tree cover across York whilst ensuring specific protection for ancient woodland, aged and veteran trees.
- To preserve and enhance the River Ouse, Foss, Derwent and other waterways and their flood plains for biodiversity
- To promote multifunctionality and accessibility where appropriate

**Open space (recreational and natural)**

- To protect existing open space provision
- To enhance the quality of existing open space and promote biodiversity where feasible.
- To increase accessibility to existing open space
- To create new areas of open space where needed
- To promote understanding of and interest in natural open space

**Green Corridors and Linkages**

- To maintain and enhance a city-wide network of green corridors that link the above as part of the wider green infrastructure network

**Targets****Nature Conservation**

- no loss or damage to existing wildlife habitats;
- an increase in the number of sites incorporating management for biodiversity;
- an increase in woodland cover in York whilst protecting ancient woodland, aged and veteran trees;
- an increase in the area and extent of waterways and floodplains under management for biodiversity;

**Open space**

- an increase in the overall level of quality of provision across York;
- a reduction in the open space deficiencies identified in the PPG17 Study;
- all new developments meeting the standards as identified in the PPG17 Study; and
- an increase in the multifunctional quality of open space; and

**Green Corridors and Linkages**

- an increase in the quality and extent of green corridors and linkages.

**Policy CS13: Green Infrastructure**

The Council's approach to nature conservation, open space and the green corridors which link them is brought together in this policy and will be expanded on through a Green Infrastructure Strategy SPD which will ensure the protection, enhancement, management and maintenance of York's green corridors and wider green infrastructure network.

The SPD will act as a strategy that will support the Council to:

- **promote effective stewardship of the city's wildlife through;**
  1. identifying and safeguarding nature conservation sites identified through the Biodiversity Audit as well as national and international protected sites from inappropriate development;
  2. developing and maintaining a citywide network of local wildlife sites and wildlife corridors, links and stepping stones between areas of natural green space;
  3. ensuring that development retains, protects and enhances features of geological, geomorphological or biological interest, and provides for the appropriate management of these features;
  4. ensuring development seeks to produce a net gain in biodiversity by designing in wildlife, and ensuring any unavoidable impacts are appropriately mitigated;
  5. supporting wildlife enhancements which contribute to the habitat restoration targets set out in the Regional Biodiversity Strategy and the emerging York Biodiversity Action Plan;
  6. maintaining tree cover across the city and ensuring that important individual trees, groups of trees and hedgerows are protected and enhanced; and
  7. ensuring that the Rivers Ouse, Foss and Derwent and other smaller waterways are maintained and enhanced for biodiversity as well as recreational activities.
- **ensure that provision will be made for all levels of open space based on those required in the PPG17 Study by;**
  8. protecting existing open space in York in areas where a deficiency has been identified;
  9. implementing the open space standards identified in the PPG17 Study; and
  10. identifying new open space sites through the Allocations DPD process both within new development sites and as freestanding spaces.
- **protect, enhance and create green corridors which promote walking and cycling for recreational and commuting purposes.**

## **Sustainability Appraisal**

- 14.25 For a summary of the Sustainability Appraisal relating to the policy within this section, please refer to page 181 of Annex B. A full Sustainability Appraisal is also available as a separate document.

### **Question 14:**

This section raises a range of key issues. Using the response form provided, please tell us what you think of the Council's preferred approach to green infrastructure. Please feel free to give any comments you consider appropriate but in particular:

- a) Do you think that the multifunctional benefits of Green Infrastructure are adequately reflected in this section and will the policy ensure the creation, protection and maintenance of nature conservation sites, recreational open space and green corridors?

## Section 15: Resource Efficiency

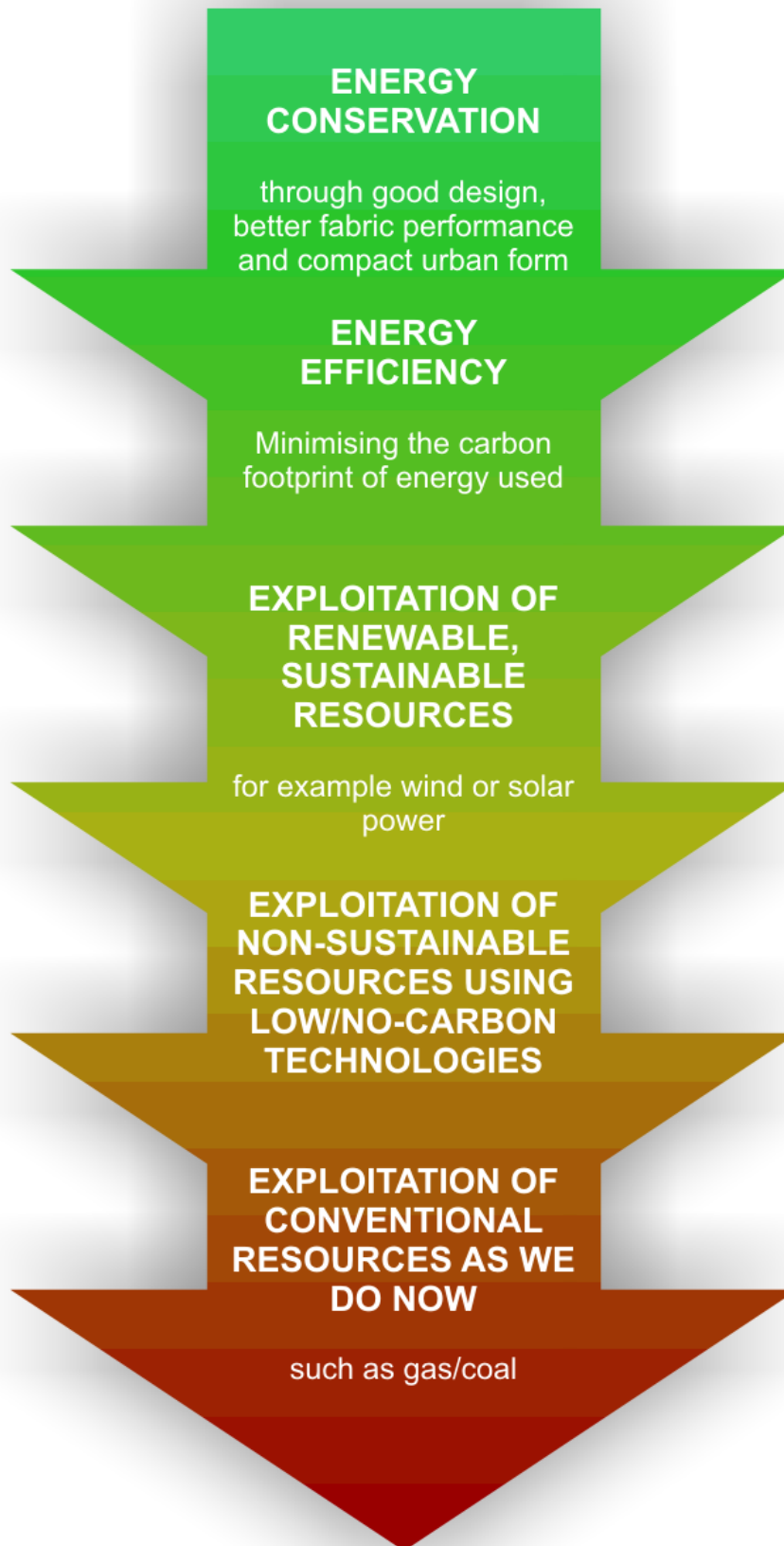
### Introduction

- 15.1 Balancing physical growth with environmental sustainability is a key part of both the LDF vision and York's Sustainable Community Strategy's strategic ambitions. In order for York to be a leading environmentally friendly city, it is essential that we move towards a more resource efficient future. The policies within the LDF will help to reduce York's eco and carbon footprint through the promotion of sustainable design and construction, energy efficiency and renewable energy, thereby reducing overall energy use and help in the fight against Climate Change.

### Context

#### *Policy Context*

- 15.2 At the national level, *The Climate Change Act (2008)* sets a legally binding target for reducing UK carbon dioxide emissions by at least 26% by 2020 and at least 80% by 2050, compared to 1990 levels. The Energy White Paper 'Meeting the Energy Challenge' (May 2007) and the Energy Act (2008) (which provides the legal framework for the Energy White Paper), support these binding reduction targets and will move the UK towards a low carbon economy by placing renewables and energy efficiency at the heart of the UK's future energy system. This aims to also generate 10% of UK electricity from renewable energy sources by 2010 with an aspiration to double that figure to 20% by 2020. A key component of this approach is the Energy Hierarchy which primarily aims to reduce the need for energy followed by being more energy efficient, then using renewable energy. The Energy Hierarchy is shown in Figure 15 below:

**Figure 15: The Energy Hierarchy**

- 15.3 As part of tackling climate change and reducing carbon dioxide emissions, Government is tightening the Building Regulations to bring about a 20% reduction in carbon emissions from new housing by 2010 and nearly 50% by 2013, in order to achieve zero carbon residential development in 2016, this is in accordance with the *Building a Greener Future* Policy Statement (2007).
- 15.4 Supporting the above legislation and policies, Planning Policy Statement 1 (PPS1) sets out the Government's overarching planning policies on the delivery of sustainable development through the planning system. Planning Policy Statement (PPS): Planning and Climate Change - Supplement to Planning Policy Statement 1 sets out how planning, in providing for new homes, jobs and infrastructure needed by communities, should help shape places with lower carbon emissions and resilient to the climate change. In particular, local planning authorities should adhere to principles that limit carbon dioxide emissions in spatial plans and make good opportunities for decentralised and renewable and low carbon energy including Combined Heat and Power (CHP).
- 15.5 Planning Policy Statement 22 (PPS22) sets out the Government's policies for renewable energy and small-scale renewable energy developments, including CHP. The emerging Heat and Energy Strategy also sets out the Government's vision for a 30% reduction in emissions from households in 2020 compared to 2006, and for emissions from existing buildings to be approaching zero by 2050. Whilst it is acknowledged that a variety of decentralised and renewable and low carbon energy should be supported by the planning system, CHP should also be encouraged, alongside other options.
- 15.6 In relation to sustainable design and construction, government guidance advises that environmental assessment methods such as BREEAM (dealing with commercial development) and Code for Sustainable Homes (dealing with residential development) are used to rate the environmental performance of new and renovated buildings (including conversions and change of use). This is in accordance with PPS1: Delivering Sustainable Development.
- 15.7 The Government has set a target that by 2010 all new homes should achieve a Code for Sustainable Homes Level 3 status. This will then rise to Level 4 between 2013 and 2016 and then from 2016, all new homes should achieve a Level 6 status. These assessments have been designed to help tackle climate change and resource use and balance these issues against the need to provide safe and healthy homes and communities whilst incorporating high quality design.
- 15.8 The Regional Spatial Strategy (RSS) requires plans to improve energy efficiency and maximise the efficient use of power sources through the design, layout and orientation of buildings and maximise use of CHP (Policy ENV5). The RSS sets an indicative local target for installed grid-connected renewable energy of 11MW by 2010 and 31MW by 2021 for York. The RSS also states that new developments of more than 10 dwellings or 1000m<sup>2</sup> of non-residential floorspace and should secure at least 10% of their energy from decentralised and renewable or low-carbon sources,

unless, having regard to the type of development involved and its design, this is not feasible or viable.

### *Local Issues*

- 15.9 The eco-footprint for York indicates that we need 5.38 global hectares (gha) per person to support our current lifestyles and demand for food, energy and waste disposal. York has a target of 3.5 (gha) per person by the year 2033 which we are trying to meet. The impact of our lifestyles on the global environment and climate change can also be measured in terms of carbon dioxide emissions. In York the carbon footprint is currently calculated at 12.75 tonnes per person. This footprint is above average for the UK, which is 12.08 tonnes per person and above the regional average which is 11.94 tonnes per person. Through requiring high standards of sustainable design and construction (through environmental assessment methods such as BREEAM and the Code for Sustainable Homes) and decentralised renewable energy, this will have a significant positive impact on the eco and carbon-footprint for York.
- 15.10 In 2005 the Land Use Consultants produced a report entitled '*Delivering Sustainable Energy in North Yorkshire*'. The report recommends adopting the energy hierarchy, covering sustainable design, incorporating energy use assessments, requiring on-site and stand alone renewable energy generation, including policies on CHP and integrating with other policies and strategies. This evidence base was used to input into the RSS renewable energy targets and has also been used to influence our preferred approach and the targets and policy below.
- 15.11 North Selby Mine has been identified through the City of York Council Employment Land Review (Stage 2) as being well suited to the development of 'green technologies' and the generation of renewable energy. Due to the unique characteristics (including its remoteness in location) it was felt that the site could be used to help meet targets set through RSS for on-site energy production. It benefits from a 12MW power supply and a 2-way USP which means that electricity can be exported out of the site as well as being imported in, thus creating the potential for 'stand alone' renewable energy production.

### *You Told Us*

- 15.12 The following comments were provided as part of the Issues and Options consultations (for further information see 'Core Strategy Consultation Statement' (2009)).
- overall respondents agreed that resource efficiency should be a priority, encouraging the introduction of measures which would increase efficiency and reduce consumption of all resources including water and energy;
  - respondents were supportive of introducing standards for design and construction (such as BREEAM) and for on-site renewable energy generation. However, some highlighted that any standards need to take account of constraints beyond the developers control such as developments within listed buildings and conservations areas and limits on the ability to utilise certain types of renewable energy resources in certain areas.

## The Preferred Approach

- 15.13 Drawing on the overall Core Strategy vision and on the issues highlighted above, strategic objectives, targets and policies have been developed. The Preferred Approach would involve the following:
- The Energy Hierarchy – a key part of national guidance and the main driver in the approach to resource efficiency. This was also strongly supported by respondents during consultation.
  - It is essential that a high standard of sustainable design and construction for all new development is required. The standards used would be dependant upon best practice at the time (currently through BREEAM and Code for Sustainable Homes assessments). The Land Use Consultants report entitled *'Delivering Sustainable Energy in North Yorkshire'* sets out that on-site renewable energy equipment should be incorporated to reduce predicted carbon emissions by at least 10%. Further details of predicted carbon emission reduction targets will be delivered through an SPD associated with Policy CS14 outlined below.
  - It is also intended that the RSS target for York of 11MW by 2010 and 31MW by 2021 will be exceeded. As part of achieving the RSS target, new developments of more than 10 dwellings or 1000m<sup>2</sup> of non-residential floorspace and should secure at least 10% of their energy from decentralised, renewable or low-carbon sources.
  - As part of achieving the RSS targets, stand-alone renewable energy generation shall be required. This is to be carried out whilst taking into account nature conservation, the importance of any impact on the environment, sensitivity of the landscape, and the historic character and setting of York.
  - As recommended within the Land Use Consultants report, part of achieving national and regional policy relating to CHP, developers will be required to assess the feasibility of integrating CHP and district /block heating or cooling infrastructure (through renewable energy technologies) into new developments of over 1000m<sup>2</sup>.

### Strategic Objective

The City of York Council will seek to help reduce York's eco and carbon footprint through the promotion of sustainable design and construction, energy efficiency and renewable energy, thereby reducing overall energy use and help in the fight against Climate Change.

**Targets**

**Progress towards the Strategic Objective will be measured against the following targets:**

- All new developments to be built to the highest quality design using innovative construction and energy and water efficient methods based on targets set out in the forthcoming Sustainable Design and Construction SPD.
- To exceed the RSS targets of 11MW of renewable energy by the year 2010 and 31MW by the year 2021 using installed grid-connected technology.
- All new developments of more than 10 dwellings or 1,000m<sup>2</sup> of non-residential floorspace to offset at least 10% of the predicted carbon emission through on-site renewable energy generation.
- The number of planning applications for new developments over 1000m<sup>2</sup> that integrate CHP and district / block heating or cooling infrastructure.

**Policy CS14: Sustainable Resource Use**

The LDF will contribute to the reduction of York's eco and carbon footprint through Sustainable Design and Construction and promoting energy efficiency through the application of the Energy Hierarchy. This will be achieved in the following ways:

(i) Future development will be a high standard of sustainable design and construction using innovative techniques promoting high standards of energy and water efficiency.

All new development of more than 10 dwellings or 1,000m<sup>2</sup> of non-residential floorspace will offset at least 10% of the predicted carbon emission through on-site renewable energy generation.

(ii) Through ensuring we exceed the RSS targets for York through either on-site or off-site generation.

The Allocations DPD, will identify suitable sites for stand alone renewable energy, taking into account any impact on the environment, sensitivity of the landscape, and historic character and setting of York.

(iii) All new developments over 1000m<sup>2</sup> will be required to assess the feasibility of integrating CHP and district /block heating or cooling infrastructure (along with other renewable energy technologies).

An SPD will be delivered to address in detail, high quality design and construction, energy efficiency, carbon reduction targets, decentralised, renewable and low carbon

technologies and many other core principles of embedded sustainable development into the Local Development Framework.

## **Sustainability Appraisal**

- 15.14 For a summary of the Sustainability Appraisal relating to the policy within this section, please refer to page 182 of Annex B. A full Sustainability Appraisal is also available as a separate document.

### **Question 15:**

This section raises a range of key issues. Using the response form provided, please tell us what you think of the Council's preferred approach to resource efficiency. Please feel free to give any comments you consider appropriate but in particular:

a) Do you think that the sustainable design and construction, energy efficiency, and renewable energy methods highlighted in this section will help to reduce York's eco and carbon footprints thereby reducing overall energy use in line with the Energy Hierarchy and help in the fight against Climate Change?

b) Do you think that the Council should undertake further work to identify suitable York-based thresholds (beyond those set out in RSS) for renewable energy generation and to identify general locations suitable for CHP generation and other appropriate renewable energy methods?

## Section 16 - Flood Risk

### Introduction

- 16.1 Ensuring that new development is not subject to, or contributes to inappropriate levels of flood risk from the River Ouse, Foss and Derwent is a key part of the Local Development Framework (LDF) vision. Flood risk is a particularly important issue for York, the city has a history of flooding and the management of flood risk continues to be an important issue, particularly following several major flooding events in recent years. The Sustainable Community Strategy supports measures to reduce the risk of flooding. Furthermore, it is anticipated that the flooding threat will increase as a result of climate change, due to more intense rainfall and increased peak river flows. The LDF has a role to play in reducing future levels of flood risk, both in terms of the location of new development and also in the design and layout of development.

### Context

#### *Policy Context*

- 16.2 Government guidance (PPS25) aims to reduce the risks from flooding to people, and both the built and natural environment. It sets out three key requirements that influence how planning authorities should deal with development and flood risk:
- the need to adopt a risk-based approach to proposals for development in or affecting flood risk areas;
  - the requirement to apply this risk-based approach to the preparation of development plans and development control decisions through a Sequential Test and where appropriate the Exception Test; and
  - the need for all development plans to consider flood risk areas and for the Environment Agency to provide advice on flood risk and flood defences.
- 16.3 At a regional level, the Regional Spatial Strategy (RSS) sets out the key environmental flooding requirements for the York sub area. York should help to mitigate flooding through proactive planning and management and provide appropriate protection. In addition the RSS states that the region will manage flood risk proactively by reducing the causes of flooding to existing and future development, avoiding development in high flood risk areas where possible, and putting those areas unsuitable for built development into a variety of green infrastructure uses.

#### *Local Issue*

- 16.4 The characteristics of the York river catchment, in addition to the significant amount of rainfall it receives, makes York particularly susceptible to flooding. The Strategic Flood Risk Assessment (2007) (SFRA) assesses the different levels of flood risk in the York area and provides advice on what development is appropriate in each flood risk zone. These zones are set out in Figure 16 below:

**Figure 16 : Strategic Flood Risk Assessment Flood Risk Zones**

- Zone 1: Little or no risk
- Zone 2: Low to medium risk
- Zone 3a (i) – areas at high risk of flooding which are currently defended to 1in100 year protection.
- Zone 3a (ii) - areas at high risk of flooding which are currently defended to 50 year protection for existing development, but are not defended to the appropriate 1 in 100 year for new development.
- Zone 3a (iii) - areas at high risk of flooding which are not currently defended to 50 year protection
- Zone 3b: Functional Floodplain

- 16.5 The high flood zones (3a i,ii,iii and 3b) are illustrated within the Spatial Strategy (Section 3) in Figure 8. The SFRA approach advocates directing development to the lowest areas of flood risk by applying the Sequential Test.
- 16.6 Only after the Sequential test has been applied, can the Exception Test be undertaken. The Exception Test approach recognises the need to balance wider sustainability issues with flood risk. This test involves the consideration of whether the proposed development contributes to sustainable development in its wider sense; is located on brownfield land; and whether a detailed site specific flood risk assessment indicates that the development will be safe and will not increase flood risk elsewhere. The Exception Test essentially allows a balance to be struck in some instances between flood risk and wider sustainability objectives, for example where a highly accessible brownfield development site lies within a high flood risk zone.
- 16.7 To protect existing built up areas, funding has been made available through the Yorkshire Regional Flood Defence Committee. The Leeman Road area of the City has received part of this funding to develop new flood embankments to protect the area when the River Ouse bursts its banks. Preliminary work has now commenced with the two-year construction project due to start in 2011/2012.

#### *You Told Us*

- 16.8 The following comments were provided as part of the Issues and Options consultations (for further information see 'Core Strategy Consultation Statement' (2009)):
- it was thought that the findings of the SFRA should be used to identify suitable sites for development.
  - development should only be allowed to take place in areas with the lowest risk of flooding.
  - as a result of climate change, the increased risks of flooding were highlighted, and it was emphasised that there is a need for urgent technical solutions as well as employing mitigation measures such as SUDS.

## The Preferred Approach

- 16.9 Flood risk is identified as a key constraint in the overall spatial strategy and has been used to inform the location of future housing and employment growth. In addition both the Sequential and Exception Tests set out in the SFRA will be applied to development proposals.
- 16.10 During previous consultations we asked how the LDF should seek to balance flood risk and sustainability issues when locating development in high flood risk areas. The preferred option seeks to prioritise brownfield sustainable locations and to mitigate potential flood risk through technical solutions. The identification of sites in low flood risk areas regardless of site sustainability was discounted as it goes against the advice in the SFRA in relation to the Exception Test.

### Strategic Objective

The City of York Council will seek 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, taking into account the full likely future impacts of climate change.

### Targets

**Progress towards the Strategic Objective will be measured against the following targets:**

- No planning permissions granted contrary to the advice of the Environment Agency on either flood risk (for zones 3 a(i,ii,iii) and 3b), flood defence or water quality grounds.
- All brownfield developments in York will be required to demonstrate that there will be a reduction of at least 30% in existing run-off rates as a result of the development. All greenfield developments need to demonstrate no alteration of run-off rates following completion of development.

**Policy CS15: Flood Risk**

In identifying sites for development the City of York Council will ensure that flood risk is minimised to new development from the River Ouse, Foss, Derwent and their associated tributaries and watercourses. Development in the functional flood plain (Flood Zone 3b) will not be allowed apart from Water Compatible and Essential Infrastructure uses. Development in high flood risk areas (Flood Zone 3a(i,ii,iii)) will be subject to consideration of an Exception Test. This will involve the consideration of balancing wider sustainability issues, alongside site specific mitigation measures identified through a detailed Flood Risk Assessment (FRA).

In line with the City of York Council Strategic Flood Risk Assessment, a site-specific Flood Risk Assessment, which takes account of future climate change must be carried out when allocating sites through the LDF process and submitted with appropriate planning applications (as outlined in Appendix E of PPS25). This relates to Flood Zones 2, 3a(i), (ii), (iii) and 3b and for development proposals of 1 hectare or greater in Flood Zone 1.

Brownfield developments in York will be required to demonstrate that there will be a reduction of at least 30% in existing run-off rates as a result of the development, Greenfield developments need to demonstrate no alteration of run-off rates following completion of development.

All new developments will include the implementation of Sustainable Urban Drainage Systems where technically feasible.

**Sustainability Appraisal**

- 16.11 For a summary of the Sustainability Appraisal relating to the policy within this section, please refer to page 182 of Annex B. A full Sustainability Appraisal is also available as a separate document.

**Question 16:**

This section raises a range of key issues. Using the response form provided, please tell us what you think of the Council's preferred approach to flood risk. Please feel free to give any comments you consider appropriate but in particular:

- a) Do you think that the policy will ensure that new development is not subject to, or contributes to inappropriate levels of flood risk from the River Ouse, Foss and Derwent?

b) Do you think that the 30% target for the reduction of run-off rates is achievable on all brownfield sites? If not, please submit alternative evidence to support any proposed revised target.

## Section 17 - Sustainable Waste Management

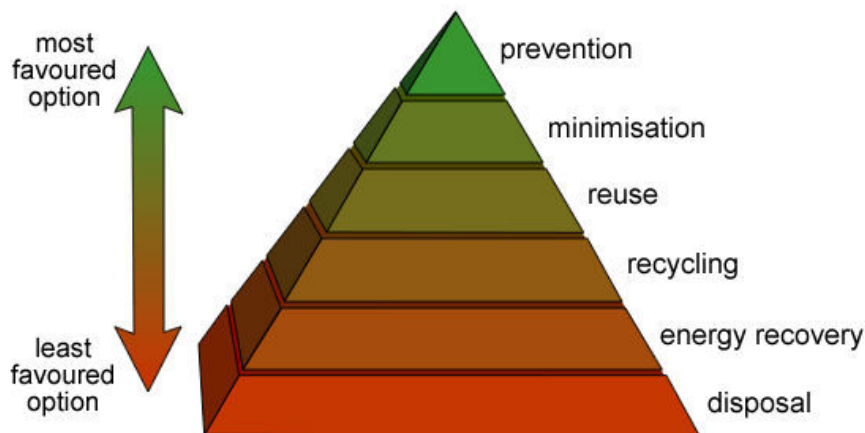
### Introduction

- 17.1 For York to be an environmentally friendly city we must consider the way we deal with the waste that we create. The LDF will aim to reduce waste production through supporting innovation and improvement of current waste practices, promoting recycling and providing sustainable and accessible waste sites, with the overall aim of achieving sustainable waste management. This is also a fundamental part of both the LDF vision and York's Sustainable Community Strategy.
- 17.2 The LDF must ensure that adequate sites and facilities are available to manage the quantities of municipal, commercial and industrial, construction and demolition, agricultural, and hazardous waste which will be produced over the plan period. Waste sites will be identified through the Allocations DPD. The Core Strategy will include planning policies to guide the location of new waste facilities, and encourage waste minimisation.

### Context

#### *National Context*

- 17.3 The Government highlights through PPS10 that a plan-led approach to the delivery of waste management facilities should be adopted. PPS10 specifies that the Core Strategy should set out the planning strategy for sustainable waste management that enables sufficient opportunities for the provision of waste management facilities in appropriate locations. In addition it highlights broad location types that should be considered for waste management including industrial sites, co-location opportunities and previously developed land.
- 17.4 A key principle of government guidance in PPS10, is to drive waste management up the Waste Hierarchy by addressing waste as a resource, with disposal as a last option. The Waste Hierarchy primarily aims to reduce the generation of waste followed by reusing, recycling and energy recovering. If none of these options are viable only then should waste be disposed of. Sustainable waste management requires that more waste is managed by the options toward the top of the Waste Hierarchy (See Figure 17).

**Figure 17: The Waste Hierarchy**

To measure progress towards this, the Council is required to contribute to achieving national landfill diversion, recycling and waste recovery targets.

- 17.5 The Waste Strategy for England 2007 highlights several key objectives that Local Authorities should build on through their LDFs, these include:
- decouple waste growth (in all sectors) from economic growth and put more emphasis on waste prevention and re-use;
  - meet and exceed the Landfill Directive diversion targets for biodegradable municipal waste in 2010, 2013 and 2020;
  - increase diversion from landfill of non-municipal waste and secure better integration of treatment for municipal and non-municipal waste;
  - secure the investment in infrastructure needed to divert waste from landfill and for the management of hazardous waste; and
  - get the most environmental benefit from that investment, through increased recycling of resources and recovery of energy from residual waste using a mix of technologies.
- 17.6 England has made significant progress since the original Waste Strategy in 2000. Recycling and composting of waste has nearly quadrupled since 1996-97, achieving 27% in 2005-06. The recycling of packaging waste has increased from 27% to 56% since 1998. Less waste is being sent to landfill, with a 9% fall between 2000-01 and 2004-05. Waste growth is also being reduced with municipal waste growing much less quickly than the economy at 0.5% per year.
- 17.7 This progress has been driven by significant changes in government policy. The landfill tax escalator and the introduction of the Landfill Allowance Trading Scheme (LATS) have created sharp incentives to divert waste from landfill. Additional funding to help local authorities achieve this has been made available through PFI credits. Further

funding made available for local authorities has also led to a major increase in kerbside recycling facilities.

- 17.8 The new Waste Strategy for England 2007 sets higher national targets for:
- recycling and composting of household waste – at least 40% by 2010, 45% by 2015 and 50% by 2020; and
  - recovery of municipal waste – 53% by 2010, 67% by 2015 and 75% by 2020.

### *Regional Context*

- 17.9 The Regional Spatial Strategy (RSS) also places great emphasis on applying the Waste Hierarchy. The policies identify key regional objectives and address issues related to the type and location of waste management facilities. In addition the RSS provides waste arisings forecasts for the whole region broken down to a local authority basis. Tables' 5 and 6 show the forecasts for York. In summary the City of York Council are required to manage 146,000 tonnes of Municipal Solid Waste and 299,000 tonnes of Commercial and Industrial Waste by 2021.

### *Local Context*

#### *Waste Streams Arising in York*

- 17.10 Guidance indicates that Waste Planning Authorities need to ensure that adequate sites and facilities are available to manage a range of municipal, commercial and industrial, construction and demolition, agricultural and hazardous waste streams. In order to determine land requirements for these different types of waste the volumes to be managed need to be considered. Information on waste volumes are set out below and the land requirements are addressed through the Preferred Approach section within this chapter.

#### *Municipal Solid Waste:*

- 17.11 Municipal Solid Waste (MSW) is a waste type that includes predominantly household waste including biodegradable waste (e.g. green waste and kitchen waste), with the addition of the following:
- Recyclable materials e.g. paper, glass bottles, cans and plastics
  - Inert waste: e.g. Construction and Demolition waste

The RSS forecasts for MSW are set out below in Table 5.

**Table 5: RSS forecasts for MSW**

Year	Tonnes to be managed	Maximum landfill capacity	Minimum treatment capacity	Minimum tonnage to be recycled
2005	119	87 (73%)	32 (27%)	32 (27%)
2010	127	60 (47%)	67 (53%)	51 (40%)
2015	135	45 (33%)	91 (67%)	61 (45%)
2021	146	37 (25%)	110 (75%)	73 (55%)

Commercial and Industrial Waste:

- 17.12 Commercial and Industrial (C&I) waste is controlled waste arising from the business sector. Industrial Waste is waste generated by factories and industrial plants whereas Commercial Waste arises from the activities of wholesalers, catering establishments, shops and offices.

RSS forecasts for C&I waste are set out below in Table 6.

**Table 6: RSS forecasts for C&I Waste**

Year	Tonnes to be managed	Maximum landfill capacity	Minimum treatment capacity
2005	276	91 (33%)	185 (67%)
2010	281	93 (33%)	188 (67%)
2015	289	95 (33%)	194 (67%)
2021	299	99 (33%)	200 (67%)

Hazardous Waste:

- 17.13 Hazardous waste is essentially waste that contains hazardous properties that may render it harmful to human health or the environment and includes items such as asbestos, refrigeration equipment, oils, batteries, televisions and chemicals.
- 17.14 Figures produced by the Environment Agency indicate that 8,380 tonnes of Hazardous Waste per annum is produced in the York area. 5,030 tonnes per year of this waste is managed by the City of York Council. The disposal methods are highlighted below in Table 7:

**Table 7: Hazardous Waste Disposal Methods**

<b>Type of Disposal</b>	<b>Amount (Tonnes)</b>
Landfill	13.31
Recycling / Reuse	1179.45
Transfer (Recovery)	49.61
Treatment	3787.84
<b>Total</b>	<b>5030.21</b>

**Agricultural Waste:**

- 17.15 In May 2006 new regulations came into force which affect whether or not farmers can burn, bury, store or use their waste on the farm or send it elsewhere. The Environment Agency acts as the regulation body and issues exemption licences and visits sites to monitor the waste-related activities on farms. In some cases, the issuing of licences mean that farmers are able to deal with some of their waste themselves on their land, however in most cases, the waste needs to be taken to waste disposal sites or be dealt with by professional waste collectors in accordance with a Duty of Care transfer note.
- 17.16 At present, the Council does not deal with agricultural waste in terms of regulating or collecting it.
- 17.17 The Environment Agency have provided Agricultural Waste Arising figure for 2006 on a regional level. These are set out below in Table 8 for Yorkshire and the Humber:

**Table 8: Regional Agricultural Waste Arisings**

<b>Agricultural Waste Type</b>	<b>Amount (Tonnes)</b>
Agricultural Plastics	9585
Agricultural Paper	767
Animal Health Waste	183
Metal Waste	3096
Milk Waste	1153
CFCs (Containers)	0.76
Chemical Deposits and Residues	13207
Oils	2771
Asbestos Roof Sheeting	3324
Batteries	341
CFCs (Gas)	0.06
Tyres	2872
<b>TOTAL</b>	<b>37,299</b>

*Sub-Regional and Local Waste Strategies*

- 17.18 In 2006 the City of York Council and North Yorkshire County Council produced a joint Municipal Waste Management Strategy entitled 'Let's Talk Less Rubbish'. The strategy sets out the aspirations of the partnership for dealing with municipal waste for the period

2006-2026. It sets out targets for the reduction of waste disposal to landfill, and increases in recycling rates throughout the partnership, these are set out below:

- Divert 75% of municipal waste from landfill by 2013
- Recycle or compost 40% of household waste by 2010
- Recycle or compost 45% of household waste by 2013
- Recycle or compost 50% of household waste by 2020

- 17.19 The existing City of York Council Waste Management Strategy 2002 – 2020 (2002/amended 2004) effectively sits beneath the ‘Let’s Talk Less Rubbish’ document and will be delivered through action plans. Both strategies highlight the importance of developing waste management schemes and services which will enable York to meet the local, regional and national recovery/recycling targets in a cost effective manner. This must also be in line with the principles of Best Value, Best Practicable Environmental Option (BPEO), Waste Hierarchy, proximity principle and self-sufficiency. In September 2008 a Waste Management Strategy – refresh for the period 2008 - 2014 was approved at the City of York Council’s Executive Meeting. The Waste Strategy key aim was to reduce waste going to landfill and increase kerbside collections to all households including terraced properties and flats. It was expected that the outcome of this would increase the amount of waste diverted from landfill and would result in a household waste recycling rate of about 50% once fully implemented.
- 17.20 York is working jointly with North Yorkshire County Council to divert biodegradable waste from landfill, this is likely to require a new treatment facility. The Councils have received £65 million of PFI credits which was approved in July 2007 by the DEFRA funding programme. The project is currently at an advanced stage within the procurement process. It is expected that the preferred bidder will be selected in mid 2009, after which they will apply for planning permission and the plant should be operational in 2013. This scheme requires suitable sites to be identified for large waste treatment plants, for example, energy from waste (EfW) and/or mechanical biological treatment (MBT) facilities. It has been agreed that the facility will be located within the North Yorkshire County Council area. Dependent upon where the large waste treatment plant is located in North Yorkshire, York may need to identify suitable sites for Waste Transfer Stations (where waste is delivered for separation or bulking up before being removed for recycling, treatment or disposal).
- 17.21 The Council’s Household Waste Recycling Centres (HWRC) are also being evaluated. Beckfield Lane has been acknowledged within the City of York Council’s Policy Prospectus as a possible waste facility to be replaced. The current site has problems due to its close proximity to a residential area leading to antisocial behaviour and noise problems. The physical size of the Beckfield Lane site is also a constraint due to the lack of opportunity to expand. Following the evaluation of existing facilities, the Allocations DPD will undertake an assessment of any potential future sites.

*You Told Us*

17.22 The following comments were provided as part of the Issues and Options consultations (for further information see 'Core Strategy Consultation Statement' (2009)):

- respondents felt that different policies needed to be developed for the different phases of waste management e.g. waste generation, waste collection and waste treatment;
- it was argued that the Core Strategy should either identify specific sites for waste facilities or provide sufficient and clear locational criteria from which acceptable sites can be identified;
- in terms of identifying sites it was felt that maximum use should be made of previously developed land and existing waste sites. The allocation of these sites should also be informed by the Strategic Flood Risk Assessment (SFRA);
- on a smaller scale, respondents stated that all development should include space for the separation and segregation of waste at source; and
- with regard to waste treatment it was argued that new waste technologies should be explored.

**The Preferred Approach**

17.23 As stated previously the City of York Council needs to ensure that adequate sites and facilities are available to manage a range of municipal, commercial and industrial, construction and demolition, agricultural and hazardous waste streams. The land requirements for these various waste streams are discussed below:

*Municipal Solid Waste*

17.24 Table 9 below indicates the amounts of municipal waste and its disposal methods in the City of York Council area over the past three years:

**Table 9: Municipal Waste Arisings and Disposal Methods**

Year	Total Waste	Landfill	Recycled
2006/2007	122,380 tonnes	74,210	39.93%
2007/2008	118,600 tonnes	68,040	43.37%
2008/2009 Estimates	114,780 tonnes	64,240	45.17%

17.25 The total waste and recycling figures indicated in Table 9 above show that the City of York Council are currently performing beyond some of the targets set out in the Waste Strategy for England 2007, RSS figures indicated in Table 5 and in Let's Talk Less Rubbish. However the Council intends to build on these through increased kerbside collections for flats and terraces, and other initiatives as set out in the Councils Waste Strategy Refresh for the period 2008-2014 (Executive September 2008).

- 17.26 The figures in Table 10 below are municipal waste projections over the next 10 years based on a 1% growth rate (based on zero growth in existing domestic property base but with additional waste arisings from 1000 new households per annum):

**Table 10: Municipal Waste Projections 2009/2010 - 2019/2020**

<b>Year</b>	<b>Total Waste</b>	<b>Recycled</b>
2009/2010	115,750 tonnes	48.3%
2010/2011	116,730 tonnes	50.0%
2011/2012	117,720 tonnes	50.5%
2012/2013	118,720 tonnes	51.0%
2013/2014	119,730 tonnes	51.5%
2014/2015	120,750 tonnes	52.0%
2015/2016	121,780 tonnes	52.5%
2016/2017	122,820 tonnes	53.0%
2017/2018	123,870 tonnes	53.5%
2018/2019	124,930 tonnes	54.0%
2019/2020	126,000 tonnes	54.5%

- 17.27 The targets in Let's Talk Less Rubbish, Landfill Allowance Trading Scheme and in the Waste Strategy for England 2007 indicate reducing biodegradable waste going into landfill is key. This is being managed through the Waste PFI process and the identification of a site within North Yorkshire for the major waste treatment facility. The Allocations DPD will identify sites for appropriate smaller waste transfer stations within York and any other facilities if they are required by the Waste Management Strategy.
- 17.28 Construction and Demolition waste is also a component of Municipal Solid Waste. A small element of this waste stream is dealt with at York's three Household Waste Recycling Centres (an estimated 5,450 tonnes in 2008/2009). In connection with the sustainable design and construction requirements referred to under Policy CS14 within the Resource Efficiency Chapter, standards will be introduced to require developers to minimise construction waste and to include design measures which maximise opportunities for future occupiers to reduce the amount of waste eventually sent to landfill (for example through the provision of recycling and composting facilities).

*Commercial and Industrial, Hazardous and Agricultural Waste*

- 17.29 Commercial and Hazardous Waste is dealt with by private waste management firms and the City of York Council. Industrial and agricultural waste is primarily dealt with by private waste management firms. To gain an increased understanding of the land requirements for these waste streams we will discuss waste arisings and required facilities with the key operators as part of the Preferred Options consultation.

**Strategic Objectives****The City of York Council will seek to:**

Maximise the extent to which waste is reduced, reused and recycled, and provide appropriate sites for waste management in accordance with both the regional and local Waste Management Strategies. This will be achieved through:

- 1 supporting and encouraging waste minimisation,
- 2 supporting and promoting reduction, reuse, recycling, and composting of waste in line with the Waste Hierarchy, this includes meeting or exceeding the requirements of the European Landfill Directive, National Waste Strategy, RSS and sub-regional / local strategies;
- 3 providing adequate household recycling facilities across the City; and
- 4 allocating sufficient, appropriate and accessible land within York that is capable of accommodating a range of strategic waste management and treatment facilities, including facilities in relation to the Waste Private Finance Initiative (PFI).

**Targets**

By providing sufficient land and facilities for waste management, the Council will aid progression towards the Strategic Objectives, this will be measured against the following targets:

- 1 To reduce residual household waste per household from 663kg in 2008 to 563kg by 2011.
- 2 To reuse, recycle and compost - at least 54.5% of household waste by 2020. This exceeds the Waste Strategy for England 2007 target of 50% by 2020.
- 3 To recover at least 67% of municipal waste by 2015 and 75% by 2020.
- 4 In accordance with the European Landfill Directive and avoid financial penalties, to reduce the amount of biodegradable municipal waste (BMW) sent to landfill. In key target years the amount of BMW sent to landfill should not exceed:
  - 2009/2010 - 44,280 tonnes
  - 2012/2013 - 29,490 tonnes
  - 2019/2020 - 20,640 tonnes

**Policy CS16 - Sustainable Waste Management**

The Council will promote sustainable waste management by encouraging waste minimisation through the use of the Waste Hierarchy and effectively managing York's waste arisings. This will be achieved by:

1. facilitating the provision of new or enhanced waste management and treatment facilities by identifying suitable sites through the Allocations DPD, if required, to accommodate commercial and industrial or municipal waste transfer, recycling and recovery facilities; and
2. requiring the integration of facilities for waste minimisation, re-use, recycling and composting in association with the planning, construction and occupation of new development;

In considering proposals for new or expanded waste facilities, consideration will be given to environmental, operational, transportation factors and the locational criteria set out in PPS10. This will include protecting the historic character and setting of the City and protecting the amenity of residents.

**Sustainability Appraisal**

- 17.30 For a summary of the Sustainability Appraisal relating to the policy within this section, please refer to page 183 of Annex B. A full Sustainability Appraisal is also available as a separate document.

**Question 17:**

This section raises a range of key issues. Using the response form provided, please tell us what you think of the Council's preferred approach to sustainable waste management. Please feel free to give any comments you consider appropriate but in particular:

- a) Do you think that the correct approach is being taken in relation to the Waste Hierarchy in terms of promoting waste prevention, minimisation, reuse and recycling?

## Section 18 - Minerals

### Introduction

- 18.1 An important aspect of resource efficiency is considering how we manage minerals. They are a finite, but vital resource. The Sustainable Community Strategy highlights the importance of tackling climate change with the reduction of Mineral extraction playing a key role. The LDF will seek to reduce dependency on primary extraction through encouraging the use of secondary and recycled aggregates wherever possible. Safeguarding mineral deposits along with reducing the use of non-renewable resources, is a key part of the LDF vision. Where mineral deposits exist the LDF must ensure that they are safeguarded from sterilisation.

### Context

#### *Policy Context*

- 18.2 National planning policy on minerals (MSP1: Planning and Minerals) recognises the need for an adequate and steady supply of material to provide the infrastructure, buildings and goods that society, industry and the economy needs, but highlights that this provision needs to be made in accordance with the principles of sustainable development. MSP1 states that in order to secure the long-term conservation of minerals it is necessary to make the best use of them. This can be achieved by adopting a hierarchical approach to minerals supply, which aims firstly to reduce as far as practicable the quantity of material used and waste generated, then to use as much recycled and secondary material as possible, before finally securing the remainder of material needed through new primary extraction.
- 18.3 Where extraction is necessary an integrated approach should be adopted which considers the social, environmental and economic factors of doing so and securing avoidance or appropriate mitigation of environmental impacts.
- 18.4 At a regional level, the Regional Spatial Strategy (RSS) seeks the safeguarding of mineral deposits, and maximisation of the use of secondary aggregates. However, the sub-regional apportionments set out in the RSS does not identify York as needing to produce aggregates in the period 2001 to 2016. Therefore, at this stage, the Council will not be identifying specific sites and areas for future working.
- 18.5 However, MSP1 requires that Mineral Safeguarding Areas (MSAs) are defined in Development Plan Documents to ensure that proven resources are not needlessly sterilised by non-mineral development, although there is no presumption that resources defined in MSAs will be worked.

#### *Local Issues*

- 18.6 In 2001, the British Geological Survey were commissioned by Yorkshire and Humber Regional Aggregates Working Party to produce the Yorkshire and Humber Sand and Gravel Study, to identify the broad areas of sand and gravel resources in the region and to further identify potentially suitable resources for use as concrete aggregate. Phase 1 of this study examines the broad areas of potential reserves of sand and gravel suitable for use as a concrete aggregate. The results of this study confirmed

areas within York which offer potential reserves of sand and gravel. Phase 2 of the study assesses the likely social, economic and environmental impacts of extraction. Also, funding for a building materials study is being sought to assess the levels and location of brick clay and other minerals in Yorkshire and the Humber. The Core Strategy will need to reflect the findings of these studies once they are complete.

### *You Told Us*

- 18.7 The following comments were provided as part of the Issues and Options consultations (for further information see 'Core Strategy Consultation Statement' (2009)).
- as a starting point respondents argued that we should maximize the recycling of building waste and aggregates from all developments;
  - there was a mix of views as to when minerals extraction should be permitted ranging from when there was a national shortfall to giving priority to local market need;
  - on extraction this was supported only when there is a minimal impact on the surrounding area, natural environment and local communities; and
  - it was also argued that any new extraction should be informed by the Strategic Flood Risk Assessment (SFRA).

## **The Preferred Approach**

- 18.8 Drawing from the overall approach of the Core Strategy and the issues highlighted above, a strategic objective, target and policy approach has been developed, as shown below.
- 18.9 During previous consultations we asked how the LDF should seek to manage mineral deposits. All respondents agreed that the exploration, appraisal, winning and working of sand and gravel should be permitted provided there is a demonstrable need and demand locally in the York area. However it has been suggested that this option is only suitable if it is made clear that there will be minimal impact on the surrounding area, natural environment and local communities.

### **Strategic Objective**

The City of York Council will seek to safeguard mineral deposits and reduce the consumption of non-renewable mineral resources by encouraging re-use and recycling of construction and demolition waste, whilst contributing to meeting the RSS, Sand and Gravel and Brick Clay Study requirements.

**Targets**

**Progress towards the Strategic Objective will be measured against the following targets:**

- No developments permitted which would compromise the mineral resource protection area set through the Regional Sand and Gravel Study.
- All developments to demonstrate good practice in the use, re-use and recycling and disposal of construction materials.
- Meet the RSS, Regional Sand and Gravel and Brick Clay Study requirements.

**Policy CS17: Safeguarding Mineral Resources and Local Amenity**

The Council will safeguard mineral resources in any locations which are identified in the Yorkshire and Humber Sand and Gravel Study from other forms of development that would prejudice future mineral extraction.

Minerals extraction will be considered in line with future mineral requirements set out in RSS. Minerals development will not be permitted where it would adversely affect the amenities enjoyed by existing or future occupiers and users of nearby dwellings and buildings, or other adverse impact on significant natural or historic features. The Council will also require satisfactory after care and restoration proposals.

The Council will promote minimising the consumption of non-renewable mineral resources by requiring developments to demonstrate good practice in the use, reuse, recycling and disposal of construction materials.

**Sustainability Appraisal**

- 18.10 For a summary of the Sustainability Appraisal relating to the policy within this section, please refer to page 184 of Annex B. A full Sustainability Appraisal is also available as a separate document.

**Question 18:**

This section raises a range of key issues. Using the response form provided, please tell us what you think of the Council's preferred approach to minerals. Please feel free to give any comments you consider appropriate but in particular:

- a) Do you agree that known locations which contain mineral resources should be safeguarded from other forms of development that would prejudice future mineral extraction?



This section looks at how the Council will make sure that developers build the right type of building in the right place whilst making sure that important parts of the environment aren't damaged. It also sets out how the Council can check whether the rules set out in this document are used and whether they work towards making York a better place.

# Section 19: Delivering New Infrastructure

## Introduction

- 19.1 This section is concerned with ensuring that the physical, social and green infrastructure needed to support the amount and distribution of development proposed is delivered. It is crucial that new development is supported by appropriate infrastructure to ensure the creation of sustainable communities.

## Context

### *Policy Context*

- 19.2 Government guidance (PPS12) emphasises the role of delivery and expects Core Strategies to include a delivery strategy. The delivery strategy should identify as far as possible:
- infrastructure needs and costs;
  - phasing of development;
  - funding sources; and
  - responsibilities for delivery.
- 19.3 As the Core Strategy develops, we will work with key delivery partners to identify infrastructure needs and costs. A key source of funding for infrastructure will be developer contributions, of which a number of potential mechanisms are set out in the paragraphs below.

### *Planning Obligations*

- 19.4 National legislation has put in place a system for agreeing planning obligations. Planning obligations (also referred to as Section 106 Agreements) are agreements between a local authority and a landowner/developer to mitigate a development's impact. They are commonly used to bring development in line with the objectives of sustainable development. Planning obligations can be used for a range of different purposes, such as:
- to prescribe the nature of the development (e.g. requiring that a certain proportion of housing is affordable);
  - to secure a contribution from the developer to compensate for loss or damage caused by the development (e.g. loss of open space); or
  - to mitigate a development's impact (e.g. through increase public transport provision).
- 19.5 Contributions can also take different forms, including contributions 'in kind' or financial contributions and these can be made through one off payments, phased payments, maintenance payments or pooled contributions.
- 19.6 The Practice Guidance on Planning Obligations (2006) states that planning authorities should use the Core Strategy to outline their high level planning

obligations which contribute towards delivering their spatial vision and policies. They should generally cover the following issues:

- the circumstances in which planning obligations will be sought (applying policy tests of Circular 5/05<sup>1</sup>);
- the range of infrastructure, facilities and services for which contributions are likely to be sought for different types of development; and
- the types of contribution that will be sought e.g. whether pooled or phased contributions will be used and when maintenance payments will be sought.

19.7 Other Development Plan Documents (DPDs) should be used if it is intended to use a specific approach to obligations policy for particular sites or areas, for example in an Area Action Plan (AAP) or Allocations DPD. Supplementary Planning Documents (SPDs) should be used to set out the detail of the obligations policy as there may be a need to revise or update detail due to changing circumstances, pricing or formula.

19.8 The Council's current advice note to applicants on planning obligations outlines the matters which obligations commonly cover:

- Education
- Public open space
- Affordable housing
- Off site highways works
- Payments in lieu of a shortfall in on site car or cycle parking provision
- CCTV contributions
- Green Travel Plans or Transport Policy Statements
- Energy efficiency schemes
- Restrictions on use of adjacent land
- Riverside walkways
- Drainage and flood protection measures
- Environmental improvements

19.9 In light of policy areas emerging through the Core Strategy, future additions to this list might be:

- Community facilities
- Pedestrian, cycleway and public transport initiatives
- Green infrastructure
- Public realm improvements
- Protection and improvement of the historic environment
- Public art

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<sup>1</sup> A planning obligation must be: relevant to planning; necessary to make the proposed development acceptable in planning terms; directly related to the proposed development; fairly and reasonably related in scale and kind to the proposed development; and reasonable in all other respects.

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*Tariffs and Standard Charges*

- 19.10 Guidance on planning obligations encourages the use of formulae and standard charges to help calculate the level of obligations that might be appropriate for certain types of development. Standard charges are now being used increasingly by local authorities as part of their framework for securing obligations. A number of authorities are also introducing standard tariffs in their LDFs, so that individual developments contribute to the delivery of strategic infrastructure and cumulatively contribute towards ensuring that a place grows in a sustainable way.

*Community Infrastructure Levy*

- 19.11 PPS12 refers to the introduction of a Community Infrastructure Levy (CIL) which local authorities could charge to help finance the infrastructure needed to support growth. The intention is that CIL would be a standard charge, set by local authorities, which is then levied on most types of development on the basis of how many units or how many square metres are proposed. The receipts would then be used to fund infrastructure ranging from transport, schools, and health centres to flood defences, play areas and open space. It is proposed that these new powers will come into effect by Autumn 2009.
- 19.12 The government are also exploring whether it would be appropriate to allow different rates of CIL to be charged within an authority's area, reflecting the fact that some authorities have already designed tariffs which require different rates for different areas.

**The Preferred Approach**

- 19.13 The Council is committed to the comprehensive delivery of the Core Strategy. A key element of delivery will be to ensure that the infrastructure needed to support development is provided and funded. The Council is currently considering the best approach and working with key delivery partners to ensure this is achieved. This will take account of national policy changes, in particular, the anticipated introduction of the Regulations to guide the charging of a Community Infrastructure Levy (CIL) in 2009 and any subsequent restrictions on the use of planning obligations. It is likely that a future approach would combine obligations with a standard tariff or CIL approach. For example, affordable housing may continue to be delivered through obligations whilst other contributions to infrastructure would be sought through a tariff or CIL approach. The overarching approach will be set out in a Core Strategy policy, with the supporting detail then included in a SPD.
- 19.14 The Monitoring and Delivery section currently identifies the key delivery agencies and mechanisms for implementing the Core Strategy policies. At the next stage this will be expanded to include delivery of any key infrastructure schemes and will provide indicative timescales for delivery and identify sources of funding.
- 19.15 Whatever approach is adopted through the Core Strategy it is recognised that contributions should not prejudice development which supports the Council's vision and objectives. If it is claimed that a development is unable to support the costs of a planning obligation, tariff or CIL (other than those essential to allow the development

to proceed) then this would be the subject of negotiations. In such cases, the developer will have to demonstrate non-viability via an 'open book' approach. Normal development costs, and the costs of high quality materials and urban design considerations are universally applicable and will not be allowed for in negotiations to reduce contributions.

**Policy CS18 Infrastructure and Developer Contributions**

New development will be supported by appropriate physical, social and economic infrastructure provision. The Council will work with infrastructure providers and other delivery agencies to determine the appropriate level of provision. The Council will seek contributions from developers to ensure that the necessary infrastructure is in place to support development.

The Council will prepare a Supplementary Planning Document which will set out the mechanism through which developer contributions will be sought. This could include the use of planning obligations, tariffs, standard charges or a Levy.

**Question 19:**

This section raises a range of key issues. Using the response form provided, please tell us what you think of the Council's preferred approach to delivery and review. Please feel free to give any comments you consider appropriate but in particular:

a) Do you have any views on what would be an appropriate mechanism for funding infrastructure? Should the Council use one, or a combination, of the following:

- planning obligations;
- standard charges;
- a standard tariff system; or
- a Community Infrastructure Levy (if introduced by national policy)?

b) Are there any other approaches which you think we should consider?

## Section 20: Monitoring and Delivery

20.1 One of the key features of the Local Development Framework (LDF) is the ability to maintain flexibility to changing circumstances through the plan, monitor and manage approach which is inherent in the process. This allows the plan to be updated when required due to changes in circumstances.

20.2 It is essential that the LDF allows mechanisms to:

- Monitor the strategy's preparation and outcomes by reviewing its performance, effectiveness and relevance;
- Manage its implementation by taking early action to overcome barriers to delivery, or reviewing the strategy to meet changing circumstances.

### Monitor

20.3 A set of key indicators and targets have been developed for each strategic objective, allowing their direct and indirect effects to be monitored. As the Core Strategy has been developed, the policies and proposals have been assessed in terms of their performance against key objectives and targets included in the Sustainability Appraisal, to assess their contribution towards promoting sustainable development.

20.4 The Annual Monitoring Report (AMR) is the main process for addressing LDF performance. The AMR is a requirement, as set out in the Planning and Compulsory Purchase Act 2004, and provides an annual assessment of the implementation of the Local Development Scheme, and the extent to which the policies in Local Development Documents, including the Core Strategy, are being successfully implemented. Whilst many of the indicators have an existing monitoring process through the AMR, some of the proposed indicators in this section are new (shown in *italics* in the following table) and work on how the information will be collected is currently ongoing.

### Delivery

20.5 The delivery of the policies in the Core Strategy will be undertaken through a range of public, private and voluntary bodies working in partnership with the Council. The role of the Core Strategy is to provide a clear policy framework to guide development and investment in the City.

20.6 York's Local Strategic Partnership (LSP) – Without Walls, will also play a key role in delivery. The LSP prepared York's Sustainable Community Strategy (SCS), which has informed the overarching vision of the LDF and the strategic objectives set out in the Core Strategy. The policies within the Core Strategy will therefore help to deliver the aims and objectives of the SCS and it will be critical to work with LSP partners to deliver these common objectives. Once the LDF is adopted then the SCS will be refreshed and refined and the measures in the delivery plan (the Local Area Agreement) reviewed to ensure the LDF and SCS are fully integrated.

- 20.7 Within the Local Development Framework itself, the Local Development Scheme (LDS) will provide a vital role in assisting in implementing the policies and proposals set out in the Core Strategy. The LDS is a management tool, setting out the programme for all the documents which form the LDF, which will support and enable the Core Strategy. The LDS will provide an approach which ensures an integrated policy approach across all the LDF documents and allows for co-ordinated timescales for the documents and associated issues. This will assist in ensuring an efficient and ordered approach to the objectives set out in the Core Strategy.
- 20.8 In developing the Core Strategy the Council is working with key delivery partners to ensure that the agencies and funding necessary for delivery of the policies and proposals will be in place. This will include identification of the level and type of infrastructure required to deliver the Core Strategy. As a result of this ongoing work, at the next stage, the Core Strategy will also provide indicative timescales for delivery and identify potential sources of funding.
- 20.9 The table at the end of this Section outlines the strategic objective, target, indicator and delivery agency for each policy in the Core Strategy. Together, this information will provide a comprehensive overview of the success and efficiency of each policy and indicate how each policy will be implemented and the partners involved in its delivery.

Core Strategy Policy	Strategic Objective	Target	Indicator ( <i>new indicators shown in italics</i> )	Delivery Agency and Delivery Mechanism
<b>Section 3 – Spatial Strategy</b>				
<p>Spatial Principle 1: A Sustainable Settlement Hierarchy (SP1)</p> <p>Spatial Principle 2: Areas of Constraint (SP2)</p> <p>Spatial Principle 3: Approach to Future Development (SP3)</p>	<p>To deliver the LDF vision through the adoption of a strategic spatial strategy for the distribution of development which allows the city to meet its economic and social aspirations whilst ensuring the following:</p> <ul style="list-style-type: none"> <li>• York's unique character &amp; setting is protected;</li> <li>• future development is concentrated in the locations well served by public transport &amp; services;</li> <li>• that flood risk is appropriately managed; and</li> <li>• wildlife habitats are protected.</li> </ul>	To ensure that all future development including allocations and windfalls are in conformity with the Spatial Principles highlighted below.	As the Spatial Strategy sets the overarching approach to development in York, the indicators in the individual Sections will also be used to judge the success of the Spatial Strategy.	<p><u>Delivery Agency:</u> City of York Council</p> <p><u>Delivery Mechanism:</u> Allocations DPD, determination of planning applications</p>
<b>Section 4 – The Role of York's Green Belt</b>				
CS1: The Role of York's Green Belt	<ul style="list-style-type: none"> <li>• To set a permanent green belt for York that will not need to be reviewed for at least 20 years;</li> <li>• To maintain and preserve the historic setting of York;</li> <li>• To retain and protect special features such as the strays, green wedges and views of the Minster;</li> <li>• To reflect the five purposes set out in PPG2.</li> </ul>	Adoption of detailed Green Belt boundaries through the Allocations DPD.	<ul style="list-style-type: none"> <li>• Progress on preparation of the Allocations DPD.</li> </ul>	<p><u>Delivery Agency:</u> City of York Council</p> <p><u>Delivery Mechanism:</u> Allocations DPD</p>
<b>Section 5 - York City Centre Area Action Plan</b>				
CS2: York City Centre	York City Centre will have a vibrant, successful economy that respects its heritage and historic settings. It	The adoption of a City Centre Area Action Plan by 2011.	<ul style="list-style-type: none"> <li>• Progress on preparation of City Centre Area Action Plan.</li> </ul>	<u>Delivery Agency:</u> City of York Council

Core Strategy Policy	Strategic Objective	Target	Indicator ( <i>new indicators shown in italics</i> )	Delivery Agency and Delivery Mechanism
	will be able to host a variety of cultural and community activities in an attractive environment, and will be a place to enjoy living, working and visiting.			<u>Delivery Mechanism:</u> City Centre Area Action Plan
<b>Section 6 – York Northwest Area Action Plan</b>				
CS3: York Northwest	<ul style="list-style-type: none"> <li>To create new sustainable and inclusive communities;</li> <li>To ensure the new communities and development are fully integrated with existing communities;</li> <li>To maximise a unique opportunity to contribute to the overall economic prosperity of the City.</li> </ul>	<ul style="list-style-type: none"> <li>Provision of up to 3030 dwellings by 2030;</li> <li>Provision of a minimum of 87,000sqm employment space by 2030 as part of a new office quarter;</li> <li>Adoption of York Northwest Area Action Plan by 2011.</li> </ul>	<ul style="list-style-type: none"> <li><i>Number of dwellings completed on York Northwest;</i></li> <li><i>Amount of employment floorspace completed on York Northwest;</i></li> <li><i>Progress on preparation of York Northwest Area Action Plan.</i></li> </ul>	<u>Delivery Agency:</u> City of York Council.  <u>Delivery Mechanism:</u> York Northwest Area Action Plan, determination of planning applications
<b>Section 7 – York’s Special Historic and Built Environment</b>				
CS4: Urban Design and the Historic Environment	To continue to protect, preserve and enhance York’s exceptional historic legacy, including its architecture and archaeology, significant views and the distinctive townscape characteristics of York’s neighbourhoods, and ensure that all new development delivers the highest quality of urban design, architecture and public realm.	<ul style="list-style-type: none"> <li>The completion of characterisation studies for key strategic sites;</li> <li>The completion of a Conservation Area Appraisal for the Central Historic Core and delivery of the City Centre Area Action Plan by 2011;</li> <li>All large sites of at least 10 completed dwellings to be measured against the Building For Life criteria.</li> </ul>	<ul style="list-style-type: none"> <li><i>Local Indicator: Progress on preparation of characterisation studies for key strategic sites;</i></li> <li><i>Local Indicator: Progress on preparation of Conservation Area Appraisal for the City Centre and delivery of the City Centre Area Action Plan;</i></li> <li>Core Indicator H6: Housing Quality (Building For Life Assessments).</li> </ul>	<u>Delivery Agency:</u> City of York Council, English Heritage, developers.  <u>Delivery Mechanism:</u> City Centre Area Action Plan, characterisation studies, Conservation Area Appraisal
<b>Section 8 – Housing Growth and Distribution</b>				
CS5: The Scale of New Housing	To deliver an adequate number of housing sites in suitable locations to	<ul style="list-style-type: none"> <li>Delivering at least 640 additional dwellings per</li> </ul>	<ul style="list-style-type: none"> <li>Core Indicator H1: Plan Period and Housing Targets;</li> </ul>	<u>Delivery Agency:</u> City of York Council,

Core Strategy Policy	Strategic Objective	Target	Indicator ( <i>new indicators shown in italics</i> )	Delivery Agency and Delivery Mechanism
	<p>ensure that:</p> <ul style="list-style-type: none"> <li>The RSS required housing numbers are achieved; and</li> <li>The distribution of growth reflects the overall LDF spatial strategy.</li> </ul> <p>To ensure that York's current and future residents have access to decent, safe and accessible homes throughout their lifetime, by ensuring that new development proposals respond to the findings of the Strategic Housing Market Assessment.</p>	<p>year 2004-2008 and 850 per year 2008-2030;</p> <ul style="list-style-type: none"> <li>At least 91% of new housing concentrated within or adjacent to the Sub Regional City of York;</li> <li>Minimum net housing densities of 75dph (City Centre), 50dph (Urban Area), 40dph (Suburban Area and Haxby) and 30dph (Rural Area) will be achieved;</li> <li>At least 60% of homes delivered over the plan period will be houses rather than flats.</li> </ul>	<ul style="list-style-type: none"> <li>Core Indicator H2: <ul style="list-style-type: none"> <li>a) Net additional Dwellings (in previous years)</li> <li>b) Net additional dwellings (for reporting year)</li> <li>c) Net additional dwellings (in future years)</li> </ul> </li> <li>Core Indicator H3: New and Converted Dwellings - on Previously Developed Land (PDL);</li> <li><i>Local Indicator: Percentage of new housing concentrated within or adjacent to Sub Regional City of York;</i></li> <li><i>Local Indicator – Housing Mix (% of houses / flats - type and size of dwellings completed);</i></li> <li><i>Local Indicator - % of new dwellings completed at</i> <ul style="list-style-type: none"> <li>i) <i>less than 30dph;</i></li> <li>ii) <i>between 30 and 40dph;</i></li> <li>iii) <i>between 40 and 60dph;</i></li> <li>iv) <i>over 75dph</i></li> </ul> <i>in each of the location zones.</i> </li> </ul>	<p>developers</p> <p><u>Delivery Mechanism:</u> Allocations DPD, determination of planning applications</p>

Core Strategy Policy	Strategic Objective	Target	Indicator ( <i>new indicators shown in italics</i> )	Delivery Agency and Delivery Mechanism
<b>Section 9 – Housing Affordability, Mix and Density</b>				
CS6: Affordable Housing  CS7: Gypsy, Traveller and Showperson Sites	To ensure that York's current and future residents have access to decent, safe and accessible homes throughout their lifetime, by ensuring that new development proposals respond to the findings of the Strategic Housing Market Assessment and Gypsy and Traveller Accommodation Assessment.	<ul style="list-style-type: none"> <li>Provision is made for at least 9,141 affordable homes for local people (43% of overall housing provision);</li> <li>Delivery of Affordable Housing Supplementary Planning Document by 2011;</li> <li>Delivery of sites for 36 additional Gypsy and Traveller pitches by 2030.</li> </ul>	<ul style="list-style-type: none"> <li>Core Indicator H5: Gross Affordable Housing Completions;</li> <li>Affordable housing completions as a percentage of overall housing completions per year;</li> <li><i>Progress on preparing Affordable Housing Supplementary Planning Document;</i></li> <li><i>Local Indicator – Number of affordable dwellings provided on rural exception sites;</i></li> <li>Core Indicator H4: Net additional pitches (Gypsy &amp; Traveller).</li> </ul>	<u>Delivery Agency:</u> City of York Council, developers  <u>Delivery Mechanism:</u> Allocations DPD, determination of planning applications
<b>Section 10 – Access to Services</b>				
CS8: Access to Services	To provide appropriate and accessible services as a key part of creating sustainable communities. All communities will have access to a range of local, and city-wide services including healthcare, education, local shops, a sports stadium, built sports facilities, other community facilities, public transport and emergency services.	All residential areas of the city to have access to appropriate services by 2030, including healthcare, education, local shops, a sports stadium, built sports facilities, other community facilities, public transport and emergency services.	<ul style="list-style-type: none"> <li><i>Local Indicator: The amount of new residential development within 30 minutes public transport time of a GP, hospital, primary school, secondary school, employment areas, sports stadium, and retail centres;</i></li> <li><i>Amount of new development within walk time of primary school, local shop;</i></li> <li><i>Access to public transport from new residential development;</i></li> <li><i>Percentage of population within 20 min travel time of 3 sports facilities.</i></li> </ul>	<u>Delivery Agency:</u> City of York Council, Primary Care Trust, Hospital Trust, developers, transport providers, emergency services providers  <u>Delivery Mechanism:</u> Allocations DPD, determination of planning applications
<b>Section 11 – Future Economic Growth</b>				
CS9: Future Growth	To deliver the right number, type	<ul style="list-style-type: none"> <li>A sufficient number of</li> </ul>	<ul style="list-style-type: none"> <li>Core Indicator BD1: Total</li> </ul>	<u>Delivery Agency:</u> City of

Core Strategy Policy	Strategic Objective	Target	Indicator ( <i>new indicators shown in italics</i> )	Delivery Agency and Delivery Mechanism
of York's Economic Sector  CS10: Culture, Leisure and Tourism	and size of sites for existing and future employment-related uses in York whilst ensuring that York fulfils its role at the centre of the York Sub Area and as part of Leeds City Region, by delivering a new York Central office quarter within the York Northwest area, enhancing the success of Science City and promoting York's tourism and evening economy.	suitable new employment sites being allocated to allow for the job growth highlighted in table 5; <ul style="list-style-type: none"> <li>• An increase in the percentage of working age population in employment;</li> <li>• Deliver annual growth in visitor expenditure by a minimum of 5% average; and</li> <li>• An increase in the average length of stay of visitors to the city.</li> </ul>	amount of additional employment floorspace – by type (gross & net); <ul style="list-style-type: none"> <li>• Core Indicator BD2: Total amount of employment floorspace on Previously developed land;</li> <li>• Core Indicator BD3: Employment Land available by type;</li> <li>• Local Indicator: % of working age population in employment;</li> <li>• Annual visitor expenditure;</li> <li>• Core Indicator BD4: Amount of completed retail, office and leisure development in the City Centre;</li> <li>• Local Indicator: Increase in the average length of stay of visitors to the City.</li> </ul>	York Council, developers, inward investment board  <u>Delivery Mechanism:</u> Allocations DPD, determination of planning applications
<b>Section 12 – Retail Growth and Distribution</b>				
CS11: Distribution of Retail Growth	To deliver new shopping provision to support the economic role of the city centre and meet local shopping needs. This will be achieved by: <ul style="list-style-type: none"> <li>• Ensuring that any new shopping provision positively contributes towards the vitality and viability of the city centre;</li> <li>• Maintaining and enhancing the city centre's role as a regional shopping location through encouraging proposals that increase the quality and range of</li> </ul>	<ul style="list-style-type: none"> <li>• To achieve an increase in comparison goods floorspace of 35,127sqm net by 2017, 62,907sqm net by 2022 and 106,927sqm net by 2029;</li> <li>• To halt the decline in the market share achieved by the city centre and increase the share to 34%;</li> <li>• To achieve an increase in convenience goods floorspace of 5,034sqm net</li> </ul>	<ul style="list-style-type: none"> <li>• Core Indicator BD4: Amount of completed A1 &amp; A2 retail developments in the City Centre;</li> <li>• <i>Amount of comparison goods floorspace developed;</i></li> <li>• <i>Market share of the city centre (NB: This indicator is collected as part of the Retail Survey, and is therefore, not collected annually);</i></li> <li>• <i>Amount of convenience goods floorspace developed.</i></li> </ul>	<u>Delivery Agency:</u> City of York Council, developers  <u>Delivery Mechanism:</u> Allocations DPD, determination of planning applications

Core Strategy Policy	Strategic Objective	Target	Indicator ( <i>new indicators shown in italics</i> )	Delivery Agency and Delivery Mechanism
	shopping; • Recognising the role that shopping plays in tourism, by ensuring that new proposals contribute towards the diversity of shops which make the York shopping experience unique; • Protecting the primary retailing role of the city centre within the context of a mixed use centre with complementary housing, office, cultural and leisure provision; • Providing for additional convenience shopping within existing centres.	by 2017, 7,036sqm net by 2022 and 10,015sqm net by 2029.		
<b>Section 13 – Sustainable Transport</b>				
CS12: Local Transport Considerations	• To support development in locations accessible to public transport and appropriate key services by means other than the private car, including maximising the potential of existing and potential rail stations, Park and Ride sites, and bus, walking and cycling routes; • Reducing congestion through promoting a shift to more sustainable forms of transport; • To reduce the need to travel and deliver a sustainable transport network that supports York's long term growth, improves	1) Increase bus patronage to 17.5 million passengers (journeys) annually; 2) 2.7 million Park and Ride passengers annually; 3) 15% increase in City Centre walking trips; 4) 1% increase in cycling to work and 3% overall increase in cycling trips; 5) Reduce the number of car trips to work by 3.5%; and 6) Reduce projected traffic growth in the peak period from predicted 14% (based on previous trends) to 7%	• Use of local bus services (LTP Indicator 3a); • Usage of park and ride (LTP Indicator 9a); • Levels of walking in and around the city centre (LTP Indicator 8b); • Local Indicator: Modal split of journey to work; • City wide cycle usage (LTP Indicator 8a); • Change in area-wide traffic mileage (LTP Indicator 3b); • Congestion – Vehicle delay (LTP Indicator 6c).	Delivery Agency: City of York Council, public transport providers  Delivery Mechanism: LTP2, Allocations DPD,

Core Strategy Policy	Strategic Objective	Target	Indicator ( <i>new indicators shown in italics</i> )	Delivery Agency and Delivery Mechanism
	connectivity within York and the wider region and provides an improved environment and a high quality of life for the City's communities.	above 2003/04 levels. Average car journey time per mile during the am peak less than 4 minutes, by 2011 with no increase beyond then.		
<b>Section 14 – Green Infrastructure</b>				
CS13: Green Infrastructure	<p><u>Nature Conservation:</u></p> <ul style="list-style-type: none"> <li>• To conserve and enhance biodiversity having particular regard to the maintenance, restoration and re-creation of priority habitats and species;</li> <li>• To maintain and increase the tree cover across York whilst ensuring specific protection for ancient woodland, aged and veteran trees;</li> <li>• To preserve and enhance the River Ouse, Foss, Derwent and other waterways and their flood plains for biodiversity;</li> <li>• To promote multifunctionality and accessibility where appropriate.</li> </ul> <p><u>Open Space (recreational and natural):</u></p> <ul style="list-style-type: none"> <li>• To protect existing open space provision;</li> <li>• To enhance the quality of existing open spaces and promote biodiversity where feasible;</li> <li>• To increase accessibility to</li> </ul>	<p><u>Nature Conservation:</u></p> <ul style="list-style-type: none"> <li>• No loss or damage to existing wildlife habitats;</li> <li>• An increase in the number of sites incorporating management for biodiversity;</li> <li>• An increase in woodland cover in York whilst protecting ancient woodland, aged and veteran trees;</li> <li>• An increase in the area and extent of waterways and floodplains under management for biodiversity.</li> </ul> <p><u>Open Space:</u></p> <ul style="list-style-type: none"> <li>• An increase in the overall level of quality of provision across York;</li> <li>• A reduction in the open space deficiencies identified in the PPG17 Study;</li> <li>• All new developments meeting the standards as</li> </ul>	<p><u>Nature Conservation:</u> Core Indicator E2: Change in areas and population of biodiversity importance including:</p> <ul style="list-style-type: none"> <li>• Loss and addition of priority habitats and species by type; and</li> <li>• Change in areas designated for their intrinsic environmental value including sites of international, national, regional, sub-regional or local significance;</li> <li>• <i>indicators to measure management of areas, waterways, floodplains for biodiversity and increases in woodland cover.</i></li> </ul> <p><u>Open Space:</u></p> <ul style="list-style-type: none"> <li>• <i>The number of open spaces meeting the quality standards identified in the PPG17 study;</i></li> <li>• <i>Performance against open space deficiency standards identified in the PPG17 study;</i></li> <li>• <i>Local Indicator: percentage of new residential developments</i></li> </ul>	<p><u>Delivery Agency:</u> City of York Council, developers, Natural England</p> <p><u>Delivery Mechanism:</u> Green Infrastructure SPD, Allocations DPD, determination of planning applications</p>

Core Strategy Policy	Strategic Objective	Target	Indicator ( <i>new indicators shown in italics</i> )	Delivery Agency and Delivery Mechanism
	<p>existing open space;</p> <ul style="list-style-type: none"> <li>To create new areas of open space where needed;</li> <li>To promote understanding of and interest in natural open space.</li> </ul> <p><u>Green Corridors and Linkages:</u></p> <ul style="list-style-type: none"> <li>To maintain and enhance a city-wide network of green corridors that link the above as part of the wider green infrastructure network.</li> </ul>	<p>identified in the PPG17 Study; and</p> <ul style="list-style-type: none"> <li>An increase in the multifunctional quality of open space.</li> </ul> <p><u>Green Corridors and Linkages:</u></p> <ul style="list-style-type: none"> <li>An increase in the quality and extent of green corridors and linkages.</li> </ul>	<p><i>meeting the standards set in the PPG17 Study;</i></p> <ul style="list-style-type: none"> <li><i>Number of schemes to improve the biodiversity value of existing open spaces.</i></li> </ul> <p><u>Green Corridors and Linkages:</u></p> <ul style="list-style-type: none"> <li><i>Number of schemes to improve the quality of green corridors and linkages;</i></li> <li><i>New or extended green corridors and linkages such as footpaths and cycle paths.</i></li> </ul>	
<b>Section 15 – Resource Efficiency</b>				
CS14: Sustainable Resource Use	<p>The City of York Council will seek to help reduce York's eco and carbon footprint through the promotion of sustainable design and construction, energy efficiency and renewable energy, thereby reducing overall energy use and help in the fight against Climate Change.</p>	<ul style="list-style-type: none"> <li>All new developments to be built to the highest quality design using innovative construction and energy efficient methods based on targets set out in the forthcoming Sustainable Design and Construction SPD;</li> <li>All new developments of more than 10 dwellings or 1,000m<sup>2</sup> of non-residential floorspace to offset at least 10% of the predicted CO<sub>2</sub> emission through on-site renewable energy generation;</li> <li>All planning applications for new developments over</li> </ul>	<p><u>Local Indicators:</u></p> <ul style="list-style-type: none"> <li><i>Percentage of new developments achieving highest quality design as required by the Sustainable Design and Construction SPD;</i></li> <li><i>Number of planning applications for large scale non-residential developments (1000sqm+) and residential developments of 10 or more that offset at least 10% of the predicted CO<sub>2</sub> emission through onsite renewable energy generation;</i></li> <li><i>Number of planning applications for new developments over 1000m<sup>2</sup> that integrate CHP and district / block heating or cooling infrastructure (subject to</i></li> </ul>	<p><u>Delivery Agency:</u> City of York Council, developers, energy providers</p> <p><u>Delivery Mechanism:</u> Sustainable Design and Construction SPD, determination of planning applications</p>

Core Strategy Policy	Strategic Objective	Target	Indicator ( <i>new indicators shown in italics</i> )	Delivery Agency and Delivery Mechanism
		<p>1000m<sup>2</sup> to integrate CHP and district / block heating or cooling infrastructure;</p> <ul style="list-style-type: none"> <li>To achieve the RSS targets of 11MW of renewable energy by the year 2010 and 31MW by the year 2021 using installed grid-connected technology.</li> </ul>	<p><i>change?</i>);</p> <ul style="list-style-type: none"> <li><i>Performance against the RSS targets of 11MW of renewable energy by the year 2010 and 31 MW by the year 2021, using installed grid connected technology;</i></li> <li>Core Indicator 9: Renewable energy capacity installed by type.</li> </ul>	
<b>Section 16– Flood Risk</b>				
CS15: Flood Risk	The City of York Council will seek 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, taking into account the full likely future impacts of climate change.	<p>1) No planning permissions granted contrary to the advice of the Environment Agency on either flood risk (for zones 3a(i, ii, iii) and 3b), flood defence or water quality grounds;</p> <p>2) All brownfield developments in York will be required to demonstrate that there will be a reduction of at least 30% in existing run-off rates as a result of the development. All greenfield developments need to demonstrate no alteration of run-off rates following completion of development.</p>	<ul style="list-style-type: none"> <li>Core Indicator E1: No planning permissions granted contrary to Environment Agency advice on flooding and water quality grounds;</li> <li><i>Number of developments achieving the targets for run-off rates.</i></li> </ul>	<p><u>Delivery Agency:</u> City of York Council, developers, Environment Agency</p> <p><u>Delivery Mechanism:</u> determination of planning applications, Allocations DPD</p>
<b>Section 17 – Sustainable Waste Management</b>				
CS16: Sustainable Waste Management	The City of York Council will seek to: Maximise the extent to which waste	1) To reduce residual household waste per household from 663kg in	Core Indicator W1: Capacity of new waste management facilities by waste planning authority;	<u>Delivery Agency:</u> City of York Council, waste services providers

Core Strategy Policy	Strategic Objective	Target	Indicator ( <i>new indicators shown in italics</i> )	Delivery Agency and Delivery Mechanism
	<p>is reduced, reused and recycled, and provide appropriate sites for waste management in accordance with both the regional and local Waste Management Strategies. This will be achieved through:</p> <ol style="list-style-type: none"> <li>1) supporting and encouraging waste minimisation;</li> <li>2) supporting and promoting reduction, reuse, recycling, and composting of waste in line with the waste hierarchy, this includes meeting or exceeding the requirements of the European Landfill Directive, National Waste Strategy RSS and sub-regional / local strategies;</li> <li>3) Providing adequate household recycling facilities across the City; and</li> <li>4) Allocating sufficient, appropriate and accessible land within the west of York that is capable of accommodating a range of strategic waste management and treatment facilities, including a potential household waste site to replace Beckfield Lane and facilities in relation to the Waste Private Finance Initiative (PFI)</li> </ol>	<p>2008 to 563kg by 2011;</p> <ol style="list-style-type: none"> <li>2) To reuse, recycle and compost at least 54.4% of household waste by 2020;</li> <li>3) To recover at least 67% of municipal waste by 2015 and 75% by 2020;</li> <li>4) In accordance with the European Landfill Directive and avoid financial penalties, to reduce the amount of biodegradable municipal waste sent to landfill. In key target years the amount of BMW sent to landfill should not exceed: <ul style="list-style-type: none"> <li>• 2009/2010 – 44,280 tonnes;</li> <li>• 2012/2013 – 29, 490 tonnes;</li> <li>• 2019/2020 – 20,640 tonnes.</li> </ul> </li> </ol>	<ul style="list-style-type: none"> <li>• Core Indicator W2: Amount of municipal waste arising and managed by managed type, and the percentage each management type represents of the waste managed;</li> <li>• <i>Amount of biodegradable waste going to landfill;</i></li> <li>• Local Indicator: The number of waste sites that are allocated and subsequently developed within York.</li> </ul>	<p><u>Delivery Mechanism:</u> Allocations DPD,</p>

Core Strategy Policy	Strategic Objective	Target	Indicator ( <i>new indicators shown in italics</i> )	Delivery Agency and Delivery Mechanism
<b>Section 18 - Minerals</b>				
CS17: Safeguarding Mineral Resources and Local Amenity	The City of York Council will seek to: Safeguard mineral deposits and reduce the consumption of non-renewable mineral resources by encouraging re-use and recycling of construction and demolition waste, whilst contributing to meeting the RSS, Sand and Gravel and Brick Clay Study requirements.	<p>No developments permitted which would compromise the mineral resource protection area set through the Regional Sand and Gravel Study;</p> <p>All developments to demonstrate good practice in the use, reuse, recycling and disposal of construction materials;</p> <p>Meet the RSS, Regional Sand and Gravel and Brick Clay Study requirements.</p>	<ul style="list-style-type: none"> <li>• <i>The number of developments permitted which compromise the mineral resource protection area.</i></li> <li>• <i>Number of developments demonstrating good practice in the use, reuse, recycling and disposal of construction materials;</i></li> <li>• Core Indicator M1: Production of primary land won aggregates by mineral planning authority;</li> <li>• Core Indicator M2: Production of Secondary and recycled aggregates by mineral planning authority.</li> </ul>	<p><u>Delivery Agency:</u> City of York Council, developers, mineral extractors</p> <p><u>Delivery Mechanism:</u> Sustainable Design and Construction SPD, Allocations DPD, determination of planning applications</p>

## Annex A:

# Glossary of Terms

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

**Annual Monitoring Report (AMR):** Part of the *Local Development Framework*, the Annual Monitoring Report will assess the implementation of the *Local Development Scheme* and the extent to which policies in *Local Development Documents* are being successfully implemented.

**Area Action Plan:** Used to provide a planning framework for areas of change and areas of conservation. Area Action Plans will have the status of *Development Plan Documents*.

**Biodiversity:** The different plants, animals and micro-organisms, their genes and the ecosystems of which they are a part.

**Biomass:** The shared description for the controlled release and use of the energy potential locked up in trees and plants – straw, reeds or willow - or created as a part of regularly recurring natural processes – the bi-products of the process of decomposition or the bacterial digestion of natural things i.e. sewerage, various farm wastes or decaying material such as garden clippings and/or other largely natural materials such as paper.

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

**CABE, the Commission for Architecture and the Built Environment:** The government's advisor on architecture, urban design and public space. CABE was set up in 1999 to work with architects, planners, designers, developers and clients and provide advice on behalf of the public.

**Carbon Emissions:** Emissions to the atmosphere principally from the burning of fossil fuels and deforestation.

**Community Infrastructure Levy (CIL):** Initiative proposed in the Planning Bill that would enable the Council to require a contribution to be sought from each dwelling provided and other forms of development towards a range of identified infrastructure and service provision.

**Comparison Goods:** Comparison goods comprise clothing, footwear, household appliances (electric or gas), carpets, furniture, computers, books, music/videos, toys, DIY equipment, audio-visual equipment, sports equipment and leisure goods.

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

**Convenience Goods:** Convenience goods comprise food, drink, tobacco, newspapers, magazines and confectionery. Outlets include bakers, confectioners, butchers, tobacconists, newsagents, fishmongers, frozen food stores, greengrocers, delicatessens, health food stores, off licenses, shoe repairs/key cutting stores, petrol forecourt stores and supermarkets, although not all of the goods sold at these stores are convenience goods.

**Core Strategy:** Part of the Local Development Framework (LDF). The Core Strategy sets out the long-term spatial vision for the local planning authority area and the spatial objectives and strategic policies to deliver that vision. The Core Strategy will have the status of a *Development Plan Document*.

**Development Plan:** As set out in Section 38(6) of the Act, an authority's Development Plan consists of the relevant *Regional Spatial Strategy* and the *Development Plan Documents* contained within its *Local Development Framework*.

**Development Plan Documents (DPDs):** Spatial planning documents that are subject to independent examination, and together with the relevant *Regional Spatial Strategy*, will form the *Development Plan* for a local authority area for the purpose of the Act. They can include a *Core Strategy*, an *Allocations DPD*, and *Area Action Plans* (where needed). Individual Development Plan Documents or part of a document can be reviewed independently from other Development Plan Documents. Each authority must set out the programme for preparing its Development Plan Documents in the *Local Development Scheme*.

**Development Control Policies:** These will be a suite of criteria-based policies which are required to ensure that all development within the area meets the spatial vision and spatial objectives set out in the *Core Strategy*. They may be included in any *Development Plan Document* or may form a standalone document.

**GIS (Geographical Information System):** GIS allows a variety of spatial information to be viewed in a map format. It is a system that uses one or more

‘mapped’ information layers over Ordnance Survey base maps; (for example layers could include residential areas, shopping centres, roads etc).

**Geology:** is the science and study of the solid and liquid matter that constitute the Earth.

**Geomorphology:** is the study of landforms and the processes that shape them. Geomorphologists seek to understand why landscapes look the way they do.

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

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

**Greenhouse Gases (GHG):** A group of gases that absorb solar radiation, storing some of the heat in the atmosphere. The major natural greenhouse gases are water vapour, carbon dioxide, and ozone. Other greenhouse gases include, but are not limited to: methane, nitrous oxide, sulphur hexafluoride, and chlorofluorocarbons.

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

**Issues and Options:** Produced during the early production stage of the preparation of *Development Plan Documents* and may be issued for consultation.

**Lifetime Homes:** Are homes that incorporate design features that together create a flexible blueprint for accessible and adaptable housing in any setting. Lifetime homes increase choice, independence and longevity of tenure, vital to everyone’s well-being.

**Local Development Document (LDDs):** The collective term in the Act for *Development Plan Documents*, *Supplementary Planning Documents* and the *Statement of Community Involvement*.

**Local Development Framework (LDF):** The name for the folder of *Local Development Documents*. It consists of *Development Plan Documents*, *Supplementary Planning Documents*, a *Statement of Community Involvement*, the *Local Development Scheme* and *Annual Monitoring Reports*. Together these documents will provide the framework for delivering the spatial planning strategy for a local authority area.

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

**Local Plan:** A document which, forms part of the *Development Plan* for a specified area. The Local Plan consists of a Written Statement and a Proposals Map. It sets out detailed policies and proposals for the development and use of the land within the District. Local Plans are prepared by local planning authorities at District level, following statutory procedures, including public consultation exercises and if necessary, a Local Plan Inquiry. The Planning and Compensation Act 1991, requires that new Local Plans provide district wide coverage.

**Local Transport Plan (LTP):** A 5-year strategy prepared by each local authority for the development of local, integrated transport, supported by a programme of transport improvements. It is used as a bid to Government for funding transport improvements.

**Planning Policy Guidance Notes (PPG) and Planning Policy Statements (PPS):** These are prepared by the government after public consultation to explain statutory provisions and provide guidance to local authorities and others on planning policy and the operation of the planning system. They also explain the relationship between planning policies and other policies which have an important bearing on issues of development and land use. Planning Policy Statements replace Planning Policy Guidance Notes.

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

**Proposals Map:** The adopted proposals map illustrates on a base map, (reproduced from, or based upon a map to a registered scale) all the policies contained in the *Development Plan Documents*, together with any saved policies. It must be revised each time a new *Development Plan Document* is adopted, and it should always reflect the up-to-date planning strategy for the area. Proposals for changes to the adopted proposals map accompany submitted *Development Plan Documents* in the form of a submission proposals map.

**RAMSAR:** The Convention on Wetlands, signed in Ramsar, Iran, in 1971, is an Intergovernmental Treaty which provides the framework for national action and international cooperation for the conservation and wise use of wetlands and their resources. There are presently 151 Contracting Parties to the Convention, with 1593 wetland sites, totaling 134.7 million hectares, designated for inclusion in the Ramsar List of Wetlands of International Importance.

**Regional Spatial Strategy (RSS):** Sets out the region's policies in relation to the development and use of land and forms part of the development plan for local planning authorities. Planning Policy Statement 11 'Regional Spatial Strategies' provides detailed guidance on the function and preparation of Regional Spatial Strategies.

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

**SSSI:** Sites of Special Scientific Interest.

**Statement of Community Involvement (SCI):** Sets out the standards which authorities will achieve with regard to involving local communities in the preparation of *Local Development Documents* and development control decisions. The Statement of Community Involvement is not a *Development Plan Document* but is subject to an independent examination.

**Strategic Environmental Assessment (SEA):** A generic term used to describe environmental assessment as applied to policies, plans and programmes. The European 'SEA Directive' (2001/42/EC) requires a formal 'environmental assessment of certain plans and programmes, including those in the field of planning and land use'.

**Sub-Regional City of York:** Sub Regional Cities should be the prime focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities in the city.

**Sustainability Appraisal (SA):** Tool for appraising policies to ensure they reflect sustainable development objectives (i.e. social, environmental and economic factors) and required in the Act to be undertaken for all local development documents.

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

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

**Sustainable Urban Drainage Systems (SUDS):** Sustainable drainage is a concept that includes long term environmental and social factors in decisions about drainage. It takes account of the quantity and quality of run-off, and the amenity value of surface water in the urban environment. Many existing urban drainage systems can cause problems of flooding, pollution or damage to the environment and are not proving to be sustainable.

**Supplementary Planning Documents (SPDs):** Provide supplementary information in respect of the policies in the *Development Plan Documents*. They do not form part of the *Development Plan* and are not subject to independent examination.

**Use Class:** The Town and Country Planning (Use Classes) Order 1987 requires the type of use which is being determined in a planning application to be identified for instance A1 is classified as shops, B1 is business etc.

**Windfalls:** Windfall sites, as defined by PPG3, are those, which have not been specifically identified as available in the local plan process through land use allocations. They comprise previously developed sites that have become unexpectedly available. These could include for example, large sites such as might result from a factory closure or very small changes to the built environment, such as a residential conversion or a new flat over a shop.

**York Northwest:** An area immediately to the north and west of York city centre consisting of two distinct brownfield sites: York Central and British Sugar. These sites are separate but are located close to one another. There is a separate *Area Action Plan* for York Northwest that will link-in with the *City Centre Area Action Plan*.

## Annex B:

### Core Strategy Preferred Options

#### Sustainability Appraisal Chapter Summaries

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## Introduction

This document summarises the key sustainability issues arising from the Sustainability Appraisal for the City of York Core Strategy Preferred Options document and makes recommendations on how to make the policy more sustainable. The findings of the SA should be taken into consideration and reflected within the adopted DPD to ensure that it maximises its contribution to future sustainability.

The Development Plan Documents within the Local Development Framework must be subject to Sustainability Appraisal (SA). SA involves identifying and evaluating a plan's impacts on a community, the environment and the economy, which are the three core themes of sustainability. Importantly, the City of York SA process also incorporates the requirements of European Directive 2001/42/EC, which requires that spatial and land use plans undergo a Strategic Environmental Assessment (SEA).

The SA for the Core Strategy Preferred Options has assessed each policy within the document against the SA sustainability objectives set out in table 1 to understand the positive and negative impacts of the policy and how compatible it is with sustainable development principles. The full sustainability appraisal should therefore be read in addition to the summarised information and in conjunction with the Preferred Options report.

Following consultation, the Council will make appropriate changes to the Core Strategy Preferred Options in light of responses and / or the findings of this appraisal. Any changes regarded as particularly significant will be subject to further appraisal. The SA process also involves monitoring the agreed Core Strategy, which will begin once this document has been adopted.

There have been preceding sustainability documents produced for the Core Strategy, which have been taken into consideration in the preparation of the Preferred Options Core Strategy Report and SA analyses; including:

- Sustainability Scoping Report (June 2006)
- Issues and Options Initial Sustainability Report (June 2006)
- Issues and Options 2 Initial Sustainability Report (August 2007)

**Table 1: Sustainability Objectives**

<b>Headline Objective</b> <b>H1. To reduce City of York's Ecological Footprint</b>		
<b>Environmental</b>	<b>Social</b>	<b>Economic</b>
EN1. Land use efficiency that maximises the use of brownfield land	S1. Enhance access to York's urban and rural landscapes, public open space/recreational areas and leisure facilities for all	EC1. Good quality employment opportunities available for all
EN2. Maintain and improve a quality built environment and the cultural heritage of York and preserve the character and setting of the historic city of York	S2. Maintain or reduce York's existing noise levels	EC2. Good education and training opportunities for all which build skills and capacity of the population
EN3. Conserve and enhance a bio-diverse, attractive and accessible natural environment	S3. Improve the health and well-being of the York population	EC3. Conditions for business success, stable economic growth and investment
EN4. Minimise greenhouse gas emissions and develop a managed response to the effects of climate change	S4. Safety and security for people and property	EC4. Local food, health care, education/training needs and employment opportunities met locally
EN5. Improve Air Quality in York	S5. Vibrant communities that participate in decision-making	
EN6. The prudent and efficient use of energy, water and other natural resources	S6. Reduce the need to travel by private car	
EN7. Reduce pollution and waste generation and increase levels of reuse and recycling	S7. Developments which provide good access to and encourage use of public transport, walking and cycling	
EN8. Maintain and Improve Water Quality	S8. A transport network that integrates all modes for effective non car based movements	
EN9. Reduce the impact of flooding to people and property in York	S9. Quality affordable housing available for all	
	S10. Social inclusion and equity across all sectors	

## Sustainability Appraisal Chapter Summaries

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### Background and Vision

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#### **Section 1: Background**

The background section uses information and updated statistics from the Annual Monitoring Report and Baseline chapter of SA Scoping Report. The main topics covered in the document set out clearly the issues in York. More detailed information will be included within the full Sustainability Appraisal under the “Identification of Sustainability Issues”.

#### **Section 2 : Vision and Objectives**

##### **VISION**

The purpose of the Vision is to set out the aspirations for the city and respond to the planning issues challenges and opportunities facing York over the coming years. The Vision set out in the Core Strategy is split into 4 main sections which contain specific information with which directly address the 3 core strands of sustainable development and will help to achieve the SA sustainable development objectives. Each section of the vision interlinks with the a short analysis of each section of the vision is below:

##### ***York’s Special Historic and Built Environment***

This section addresses the need to protect and conserve the historic character and setting of the city, including the heritage assets and valued openspaces, and promotes high quality urban design and architecture. The aims set out will help to directly meet environmental sustainability objectives EN2, EN3 and EN6 with regards to maintaining the historic environment and conserving a biodiverse natural environment. This section of the vision will also help to support economic objective EC3 with regards to maintaining conditions for business success and economic growth given that the unique character of the city is a key driver to the success of tourism within the city.

##### ***Building Confident, Creative and Inclusive Communities***

This section aspires to support and promote sustainable communities in terms of equity of access to services and facilities, jobs, education and training, recreational facilities and a range of homes. This therefore helps to achieve a broad range of sustainability objectives set out by Table 1. The key social objectives that will be met are S9, S10, S4, S3 and S1 relating to quality housing for all, social inclusion and equity across all sectors, access to openspace and recreational facilities and the health and wellbeing of the population. The policy will help to also meet all of the economic objectives as directly supporting communities will support a workforce, training and education, employment opportunities and local access to services. This section therefore aims to address key social needs within the city such as quality housing but will also support conditions for economic success. The vision also relates well to setting the spatial principles within the city for the locations of development including its strategic sites and is upfront about potential future growth based upon sustainable extensions. The consideration of specific aspects of the strategic sites and urban extensions is undertaken in the relevant chapters and SA policy analysis but will help to partly achieve environmental objective EN1: maximising the use of

previously developed land through the identification of some of York's known brownfield sites. However, this is positive in conveying the importance of sustainable development within the city in relation to building confident and inclusive communities as a key theme for the Core Strategy to consider.

### ***A Prosperous and Thriving Economy***

Delivering continued economic success and prosperity is fundamental to this section of the vision. It advocates an approach which will support the development of different industries across the city to ensure York's role as a key driver in the regional economy and high employment levels, strengthening York's role as a sub-regional shopping and entertainment centre as well as its role as a world class centre for further and higher education. This section of the vision will help to achieve all of the economic sustainability objectives (see table1) through the promotion of employment opportunities, education and training, conditions for business success and provision of further shopping and entertainment opportunities. This also links well to social sustainability objectives with regards to access to recreational facilities and retail (S1) and social inclusion (S10). The section also relates to how this will be implemented spatially through the identification of strategic sites which will help to deliver the vision. The consideration of specific aspects of the strategic sites and urban extensions is undertaken in the relevant chapters and SA policy analysis but will help to partly achieve environmental objective EN1: maximising the use of previously developed land through the identification of some of York's known brownfield sites. The aim to support growth across the city which will be prosperous for the whole community also helps to make it relevant to consider the localised economy within communities and links well to social objectives.

### ***A Leading Environmentally Friendly City***

This section firstly aspires to deliver a reduction in York's carbon and eco-footprint as well as mitigate and adapt the city to climate change. It also addresses the city's transport issues and creating a permanent greenbelt as well as aiming to protect the countryside and diversity of wildlife and habitats within York. A broad range of sustainability objectives have been met in this section within each part and therefore has been individually analysed below:

- The first part of this section aims to achieve the headline sustainability objective for York which is to reduce the ecological footprint. To do this the approach aspires to balance physical growth and sustainability, reduce energy use and produce renewable energy, reduce waste but also provide accessible and suitable waste sites, limit flood risk, promote sustainable design and construction and avoid the depletion of the Sherwood Sandstone Aquifer. These aspirations will help to meet the environmental sustainability objectives EN2, EN4, EN5, EN6, EN7, EN8 and EN9. It could also help to meet social objectives S3 and S4 with regards to having a positive impact on the well-being of the population and safety of people and businesses.
- The second part of this section aims to reduce the need to travel followed by ensuring sustainable transport provision to deliver a fundamental shift in travel patterns. This will help to meet a broad range of sustainability objectives. The environmental and social objectives met relate to reducing greenhouse gas emissions and improving air quality (EN4 and EN5) as well as reducing the need to travel and a transport network that integrates modes for effective non car based travel specifically (S6 and S8). It would also help to improve equity of access and social inclusion through the ensuring accessibility which achieves social objective S10. These aspirations will also

help to improve movement and accessibility around the city which supports conditions for economic growth and success (E3).

- The section of the vision relating to the Greenbelt will achieve environmental objective EN2 with regards to maintaining the historic environment and character and setting of the city as well as EN3 on conserving the natural environment. The Aspiration however, to protect and improve the countryside and biodiversity including the historic strays and river corridors will help to meet specifically EN3 as well as indirectly help mitigate climate change (EN4) and maintaining the setting and character of the historic city (EN2).

### **Overview**

The LDF vision is comprehensive in meeting the majority of the sustainability objectives set out by the SA to meet sustainable development objectives for York. When all sections of the vision are read in conjunction there is a clear sense of how York is desired to be in the future and a direction of how this should be achieved. The vision expresses in detail the main issues which need to be addressed within the city and clearly steers the development of policies in the following chapters. There are however some inevitable strategic conflicts between different sections of the vision. These are:

- Reducing the ecological footprint for York whilst also advocating development growth for housing, employment, retail and leisure which will have impacts on resource consumption and reducing car travel.
- Advocating development growth to meet the needs of future populations whilst also trying to preserve the historic character and setting of the city, limiting flood risk and the prudent use of resources.

These conflicts relate to the impacts of growth on the city and specific concerns regarding this will be addressed in greater detail within each policy analysis, where applicable.

### **OBJECTIVES**

The Vision and Spatial Objectives set out in Figure 4 of the Preferred Options document clearly expand what is expected from the vision themes and the key areas for which the following chapters and policies should focus. The objectives are set out in each chapter of the Preferred Options Core Strategy document and relate to what each policy should aim to achieve. The analysis of the strategic objectives has therefore been taken into consideration within each section of the chapter and policy analysis.

## Spatial Strategy

### **Section 3: The Spatial Strategy**

Three Spatial Principles have been developed within the Preferred Options Core Strategy setting out the how the city will approach development and growth. These spatial principles should be read in conjunction with each other and should not be considered mutually exclusive. The analysis below addresses each spatial principle individually but also includes for cross over between the principles.

<b>Spatial Principle 1 will:</b>	
<b>Economic</b>	<ul style="list-style-type: none"> <li>• Maintain the long-term viability and vitality of the sub-regional city</li> <li>• Maintain the character and setting of the city through promoting differing levels of development in different location which is within short distances of essential services, facilities and sustainable transport links.</li> <li>• Not resolve limited service and sustainable transport provision within villages without further development than stipulated within the policy.</li> </ul>
<b>Social</b>	<ul style="list-style-type: none"> <li>• Direct the majority of development to the urban area and local service centres reducing the distances to existing services and encourage the use of sustainable transport links leading to a reduction in car use</li> <li>• Allow expansion of the city to meet affordable housing and openspace need</li> <li>• Risk exacerbating inequalities and undue pressure on existing infrastructure through not providing services and facilities in parallel to development.</li> </ul>
<b>Environmental</b>	<ul style="list-style-type: none"> <li>• Preserves the unique historic character and setting of the city. However, directing the majority of growth to urban areas may have adverse impacts on the historic environment and will need to be sensitively developed to mitigate this.</li> <li>• Limits development in environmentally important and unsustainable areas but should not lead to higher densities within the main urban area, local service centres or villages, which would potentially threaten the integrity of the historic setting and character.</li> <li>• Promotes a reduction in greenhouse gas emissions helping towards cleaner air quality and managing climate change</li> </ul>
<b>Recommendations:</b> <ul style="list-style-type: none"> <li>• Additional text could be incorporated to prioritise affordable housing development in small villages. Although the development advocated is for redevelopment and infill, including this additional text would ensure that affordable units would be provided in line with the affordable housing policy.</li> <li>• The policy could make it clearer that new employment opportunities in the villages and smaller villages will be supported in areas considered deficient which will be important to maintain the viability of smaller villages. These opportunities should be supported by the Council where these are sustainable, make use of previously developed land and provide local job opportunities.</li> <li>• The issues of housing and economic development in rural areas need to be addressed more fully.</li> </ul>	

<b>Spatial Principle 2 will:</b>	
<b>Economic</b>	<ul style="list-style-type: none"> <li>• Maintain the long-term viability and vitality of the sub-regional city by directing development to the most sustainable locations, in line with SP1, and through being accessible via public transport and not at risk from flooding to ensure conditions for economic success.</li> <li>• Maintain and preserve the historic character and setting of the city which is greatly important for sustaining economic growth, particularly tourism.</li> </ul>
<b>Social</b>	<ul style="list-style-type: none"> <li>• Support the majority of development to the urban area and local service centres (as per SP1) by making sure development locates where it reduces the distances to existing services leading to equity of access and encourages the use of sustainable transport links, including walking and cycling leading to healthier lifestyles as well as reduce use of the car.</li> <li>• The policy does not specify access to services as a criteria and should given its importance in meeting retail, leisure and employment needs locally.</li> </ul>
<b>Environmental</b>	<ul style="list-style-type: none"> <li>• Preserves the unique historic character and setting of the city.</li> <li>• Limits development in environmentally important and unsustainable areas, including areas of greenbelt importance and high flood risk.</li> <li>• Promotes a reduction in greenhouse gas emissions helping towards cleaner air quality and managing climate change</li> <li>• Conserve biodiversity and the natural environment</li> </ul>
<b>Recommendations:</b> <ul style="list-style-type: none"> <li>• Whilst the policy refers to access to a sustainable transport network, it could also refer to accessibility of services and facilities. The policy should incorporate additional text to refer to local provision of facilities and services, although it is acknowledged that this is a consideration in the determination of the Settlement Hierarchy within SP1.</li> <li>• The phrasing of the first requirement regarding accessibility to sustainable modes of transport could be strengthened to reference the transport network to promote linkages across the wider city.</li> <li>• The phrasing of SP2 could strengthen the links to climate change and the role sustainable transport and protection of greenspace / habitats will have in addressing climate change</li> <li>• The SA recommends that when assessing the impact of development on nature conservation sites, a buffer should also be included around the site to maintain its integrity more robustly. This should be indicated on the key diagram alongside</li> </ul>	
<b>Spatial Principle 3 will:</b>	
<b>Economic</b>	<ul style="list-style-type: none"> <li>• Maintain the long-term viability and vitality of the sub-regional centre by directing development to the most sustainable locations, inline with SP1, and ensuring conditions for economic success through the provision of land for growth.</li> <li>• Raise questions and issues of the viability of developing brownfield sites</li> <li>• Need to be monitored to check the cumulative impacts of developments on services given the allowance of infill development in villages and smaller villages.</li> </ul>

<b>Social</b>	<ul style="list-style-type: none"> <li>• Direct the majority of development to the urban area and to a lesser extent, the local service centres, in line with SP1, reducing the distances to existing services leading to equity of access and encouraging the use of sustainable transport links, including walking and cycling, leading to healthier lifestyles as well as reduced use of the car.</li> <li>• Need to develop services in parallel to developments to reduce adverse impacts and undue pressure on the existing facilities and transport provision</li> <li>• Potentially create a new sustainable community which would meet social objectives.</li> </ul>
<b>Environmental</b>	<ul style="list-style-type: none"> <li>• Maximise the use of previously developed/ brownfield land</li> <li>• Preserves the unique historic character and setting of the city.</li> <li>• Limits development in environmentally important and unsustainable areas, including areas of greenbelt importance and high flood risk.</li> <li>• Promotes a reduction in greenhouse gas emissions helping towards cleaner air quality and managing climate change</li> <li>• Potentially develop Greenfield sites which may could be adverse to biodiversity and a loss of the natural environment.</li> </ul>
<b>Recommendations:</b> <ul style="list-style-type: none"> <li>• Clarify in which order there is an intention to develop greenfield sites within the sub-regional centre with regards to if this is prioritised over and above brownfield and infill opportunities identified within the local service centres.</li> </ul>	

#### **Section 4: The Role of York's Greenbelt**

<b>Policy CS1- Greenbelt will:</b>	
<b>Economic</b>	<ul style="list-style-type: none"> <li>• Support conditions for business success through maintaining York's unique character and setting.</li> <li>• Allow space for the city's potential expansion to help meet economic growth targets.</li> </ul>
<b>Social</b>	<ul style="list-style-type: none"> <li>• Maintain access to openspace and the natural environment</li> <li>• Direct the majority of development, as per SP1, to the urban area and local service centres reducing the distances to existing services</li> <li>• Direct the majority of development, as per SP1, to the urban area will encourage the use of sustainable transport links and a reduction in car use</li> <li>• Allow expansion of the city to meet affordable housing and openspace need</li> </ul>
<b>Environmental</b>	<ul style="list-style-type: none"> <li>• Preserves key areas which are important to preserve the character and setting of the city</li> <li>• Limits development in environmentally important and unsustainable areas but should not lead to higher densities within the main urban area, local service centres or villages, which would potentially threaten the integrity of the historic setting and character.</li> <li>• Promotes a reduction in greenhouse gas emissions helping towards cleaner air quality and managing climate change</li> <li>• Maintains biodiversity and open land.</li> </ul>
<b>Recommendations:</b> <ul style="list-style-type: none"> <li>• It would be beneficial for the core strategy to encourage the use of land designated as Greenbelt in line with PPG2 to reinforce the designated land as an asset of the city. These uses could include rural diversification and the use of natural environment for recreational activity as well as supporting measures which address climate change in York and which would meet reducing York's ecological footprint. Accessibility will be</li> </ul>	

key to promoting use of the Greenbelt, however, so that the location of any facilities or schemes does not rely on, or increase, the use of the car.

## **Section 5: York City Centre**

<b>Policy CS2 - York City Centre will:</b>	
<b>Economic</b>	<ul style="list-style-type: none"> <li>• Maintain the long-term viability and vitality of the city centre and conditions for economic success through making it the primary focus for retail, leisure, office use and tourism and through enhancing the quality of the public realm and accessibility of the city centre.</li> <li>• Prioritising employment provision on previously developed land/brownfield sites</li> <li>• Enhance provision of services and facilities for residents as well as visitors.</li> </ul>
<b>Social</b>	<ul style="list-style-type: none"> <li>• Promote decision-making, social inclusion and engagement of people with the development of the city centre through the CCAAP.</li> <li>• Improve the appearance, connectivity and functionality of the city centre through enhancements to the sustainable transport network and public realm;</li> <li>• Promote healthier lifestyles through the provision and maintenance of openspace</li> </ul>
<b>Environmental</b>	<ul style="list-style-type: none"> <li>• Continue supporting the city centre as the social and cultural heart of York and preserve the unique historic character and setting of the city as well as its heritage assets.</li> <li>• Promote a reduction in greenhouse gas emissions improving air quality and helping to mitigate and manage climate change through sustainable travel and protection of greenspaces where possible</li> <li>• Need to specify in more detail how it intends to promote the prudent use of energy and natural resources.</li> </ul>
<b>Recommendations:</b> <ul style="list-style-type: none"> <li>• The policy should reference the preparation of the Central Historic Core Conservation Area Appraisal to help promote a proactive approach to development based upon an understanding of what makes the characteristics of York unique and special.</li> <li>• The City Centre Area Action Plan needs to highlight the issues that focus on the provision of specific sites for development and regeneration, housing, sustainable design and construction, including the prudent use of energy and resources and a framework for decision-making to fully meet sustainable development objectives.</li> </ul>	

## **Section 6: York Northwest Area Action Plan**

<b>Policy CS3 - York Northwest should:</b>	
<b>Economic</b>	<ul style="list-style-type: none"> <li>• Provide opportunity for significant employment space as part of a new office and urban quarter creating new employment opportunities</li> <li>• Deliver jobs with training and career prospects for those starting with low skills</li> <li>• York Northwest and particularly the new office quarter will be an attractive location for businesses who want to be located close to the City Centre and a major transport network</li> </ul>

Social	<ul style="list-style-type: none"> <li>• The policy should make reference to the provision of open space</li> <li>• Potential to create a vibrant mixed community</li> <li>• New residents, employees and visitors would be located close to a major public transport hub and within walking distance of the city centre</li> <li>• Opportunities should be maximised to integrate sustainable public transport to encourage non-car movements</li> <li>• Policy should make reference to provision of affordable housing</li> </ul>
Environmental	<ul style="list-style-type: none"> <li>• Potential to conserve or enhance biodiversity through careful design and provision of new green space</li> <li>• Focusing development in urban areas will help to reduce generation of polluting emissions and greenhouse gases</li> <li>• New development provides the opportunity to promote sustainable design and construction, resource efficiency and renewable energy generation</li> </ul>
<ul style="list-style-type: none"> <li>• <b>Recommendations:</b></li> <li>• The policy should make reference to high standards of sustainable design and construction and energy efficiency and water efficiency to be achieved on the site. The policy as it stands makes reference to a 'sustainable community' but does not clarify what this means or make any reference to adhering to the Resource Efficiency policy within the Core Strategy (CS14) or to the forthcoming SPD which will address these issues</li> <li>• It is recommended that explicit reference is made to the achievement of certain established standards on the York Northwest development such as BREEAM and the Code for Sustainable Homes</li> <li>• The policy could make it clearer that the vision for York Northwest is for an exemplar sustainable community which will have excellent provision of local services including education, public transport, open space and community facilities and services to serve the needs of the new population and surrounding areas.</li> <li>• The policy does not reference provision of open space. The policy should make reference to the provision of open space following the green infrastructure policy (CS13) set out in Chapter 14 of the Core Strategy</li> <li>• The policy should make reference to the increased priority and provision of public transport, cycling and walking to be delivered as part of the scheme and also to improved pedestrian and cycle access to the city centre</li> <li>• The policy refers to up to 3,030 dwellings being provided as part of a sustainable mixed use regeneration scheme but makes no reference to meeting affordable housing needs or providing a mix of dwellings in line with the policies in the emerging Core Strategy. The policy should make reference to the provision of affordable housing to help meet the city's needs and also to providing a suitable mix and size of dwellings in line with policy CS5.</li> <li>• The policy could make reference to the conservation and enhancement of the historic character and setting of York and to the high standards of design and construction that will be adhered to</li> <li>• This policy would benefit from the explicit inclusion of the approach to water management and efficiency.</li> </ul>	

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## York Special Historic & Built Environment

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### **Section 7: York's Special Historic & Built Environment**

<b>Policy CS4- Urban Design and the Historic Environment will:</b>	
<b>Economic</b>	<ul style="list-style-type: none"> <li>Maintain the long-term viability and vitality of the city and conditions for economic success through the preservation and enhancement of York's character and setting as well as the city's heritage assets which is vitally important to York's economy.</li> </ul>
<b>Social</b>	<ul style="list-style-type: none"> <li>Encourages a more accessible city through inclusive access and movement through the city's streets, spaces and buildings</li> <li>Promote a high quality built environment which will help to provide safe and secure locations for people to live and work.</li> <li>Encourage participation through the development of Village Design Statements and Parish Plans</li> </ul>
<b>Environmental</b>	<ul style="list-style-type: none"> <li>Preserve and enhance the unique historic character and setting of the city as well as its heritage assets.</li> <li>Promote a reduction in greenhouse gas emissions helping towards cleaner air quality and managing climate change through sustainable travel</li> <li>Need to resolve potential conflicts with waste generation and renewable energy implementation so that it will not have negative affects on the character of the city or any of the nationally and locally important historic assets.</li> </ul>
<b>Recommendations:</b> <ul style="list-style-type: none"> <li>The policy should clarify that the reference to "nationally and locally designated sites, buildings and other heritage assets" includes the care and protection of unlisted buildings of local importance as well as listed buildings with respect given to local character and architectural merit in addition to historic interest.</li> </ul>	

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## Building Confident, Creative & Inclusive Communities

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### **Section 8: Housing Growth, Distribution, Density & Mix**

<b>Policy CS5 – The Scale of New Housing will:</b>	
<b>Economic</b>	<ul style="list-style-type: none"> <li>Support conditions for economic success and stable economic growth through the provision of housing that will support the needs of the workforce in line with job growth outlined by the Employment policy.</li> <li>Support the existing services and facilities within the city and stimulate the potential for more provision, which should take place in parallel to development</li> </ul>

Social	<ul style="list-style-type: none"> <li>• Deliver a range of quality homes, which will meet the needs of the population in York and support healthy living standards and well-being.</li> <li>• Improve equity of access to secure and affordable homes, which will promote community cohesion and sense of ownership in urban and rural areas.</li> <li>• Help to maximise the use of the existing infrastructure and spur the expansion of sustainable transport modes around the city which is important for equity of access to services and facilities across the city.</li> <li>• Need to limit undue pressure on existing services and facilities by developing sustainable access and service provision in parallel to development.</li> <li>• Need to adhere to the primary objective of providing and protecting existing openspace. Development should still allow for significant on and off site open space provision.</li> <li>• </li> <li>• Need to clarify how it intends to address the balance of housing to flats in villages and smaller rural locations.</li> </ul>
Environmental	<ul style="list-style-type: none"> <li>• Maximise the housing potential of brownfield land</li> <li>• Need to consider the historic context within which development would take place within the urban area</li> <li>• Need to minimise the inevitable effects on resource consumption through development which incorporates sustainable energy and resource efficiency measures as well as sustainable waste and water management techniques to help adapt and mitigate against climate change. This will be particularly important within the city centre (see policy CS14).</li> <li>• Need to provide openspace alongside development to maintain access and biodiversity (see policy CS13).</li> </ul>
<p><b>Recommendations:</b></p> <p><u>CS5 A and B</u></p> <ul style="list-style-type: none"> <li>• None– the issues raised can be addressed by emerging Core Strategy policies relating to design and biodiversity and relating to green space enhancement which will help to protect the Green Infrastructure that may be affected by development.</li> </ul> <p><u>CS5 C</u></p> <ul style="list-style-type: none"> <li>• Need to clarify the amount of area required to be set aside for infrastructure and community facility provision. This policy would benefit from the inclusion of more information regarding how much of a gross site area would be expected to be left, as a minimum, to implement this. It would be beneficial for the Allocations document and Area Action Plans to consider this in more detail.</li> <li>• Need to clarify how the policy will implement and ensure a 70/30 split of houses to flats and how this will link to location-specific needs identified through the Housing Market Assessment. The policy refers to site specific standards to be developed through the Allocations DPD so it is unclear at this stage how the policy will be implemented to ensure this. It is unclear from the policy whether any consideration has been given to villages and smaller rural settlements in addition to the urban area in terms of historic mix and size trends and what needs to be done to redress the balance in these locations. This should be considered as the core strategy moves towards submission.</li> <li>• To improve the performance of the policy higher density requirements could be set for locations with excellent access to sustainable transport routes and access to services and possibly the district centres to maintain and enhance the provision of services by increasing population to sustain the vitality and viability of the centre for the future.</li> </ul>	

**Section 9: Access to Housing: Affordability & Type**

<b>Policy CS6 - Affordable Housing will:</b>	
<b>Economic</b>	<ul style="list-style-type: none"> <li>• Help support and deliver economic growth through the provision of houses, which are affordable to rent and buy for residents in the city.</li> <li>• Secure a workforce in line with job growth</li> <li>• Support the existing services and facilities within the city and stimulate the potential for more provision, which should take place in parallel to development</li> <li>• Require negotiation with the development industry to ensure policy implications do not stagnate sites or investment in residential development.</li> </ul>
<b>Social</b>	<ul style="list-style-type: none"> <li>• Deliver a range of affordable homes, which will help to meet the needs of the population in York and support healthy living standards and well-being.</li> <li>• Improve equity of access to secure and affordable homes, which will promote community cohesion and sense of ownership in urban and rural areas.</li> </ul>
<b>Environmental</b>	<ul style="list-style-type: none"> <li>• Maximise the use land with a sliding scale in relation to affordable housing provision.</li> <li>• Need to provide homes which are sensitive to the character and setting of the city</li> <li>• Need to adhere to high energy and resource efficiency standards and waste and water management to help adapt and mitigate against climate change.</li> <li>• Need to provide openspace alongside development to maintain access and biodiversity.</li> </ul>
<b>Recommendations:</b> <ul style="list-style-type: none"> <li>• The SA recognises that “maximum targets” is terminology specific to affordable housing. However, it should be made clear that sites may deliver higher than the maximum targets and only deliver less affordable housing in exceptional circumstances.</li> </ul>	

<b>Policy CS7 - Gypsy, Traveller and Showperson Sites will:</b>	
<b>Economic</b>	<ul style="list-style-type: none"> <li>• Given the small number of sites required this policy is unlikely to have a significant effect on the economy. Well located permanent sites could improve Gypsy and Traveller access to work places</li> </ul>
<b>Social</b>	<ul style="list-style-type: none"> <li>• On the sustainability objectives linked to social issues there is a positive result. The policy will help to ensure that Gypsy, Traveller and show people have access to decent, appropriate and affordable accommodation and will help to redress inequalities related to their race and lifestyle. The policy should, in providing more and better permanent residential sites, improve the ability for gypsy and travellers to access health services and education.</li> </ul>
<b>Environmental</b>	<ul style="list-style-type: none"> <li>• Require strong site design and landscaping to mitigate against potential amenity and visual impact concerns.</li> </ul>

**Recommendations:**

- The policy could refer to addressing social inclusion and the need to improve relations between these groups and the surrounding communities
- The policy could make specific reference to enabling decent, appropriate, affordable housing for the Gypsy and Traveller community
- The policy could make specific reference to consideration of the historic character and setting of York when considering locations for sites
- The use of renewable energy sources is referred to in the Good Practice Guide, Para 7.21 'Any opportunities for using energy from renewable sources should be considered'. This could be added as a consideration in policy CS7.
- Recycling and reducing waste should be considered and refuse and recycling facilities should be provided on site
- Opportunities to encourage water efficiency on authorised developments should be maximised
- The use of permeable surfaces should be encouraged as well as the incorporation of green space within the site to minimise flood risk from increased surface run off
- The need to avoid locating sites where there is an unacceptable flood risk should be recognised in policy CS7.

**Section 10: Access to Services****Policy CS8 - Access to Services will:**

<b>Economic</b>	<ul style="list-style-type: none"> <li>• Provide community and neighbourhood services will help to ensure access to local shops, schools, community and health facilities. This is important for local provision as well as helping to provide conditions for business success.</li> </ul>
<b>Social</b>	<ul style="list-style-type: none"> <li>• Provide more built sports facilities, which will help to enhance access to sporting activities and promote healthier lifestyles and well-being</li> <li>• Provide other community facilities that will lead to greater participation in events and places where information can be shared</li> <li>• Make sure facilities are accessible by sustainable modes of transport ensuring equity of access for all whilst also helping to reduce the need to travel by private car</li> </ul>
<b>Environmental</b>	<ul style="list-style-type: none"> <li>• Help to reduce the use of the car and be positive in terms of improving local air quality, reducing greenhouse gas emissions and tackling climate change</li> <li>• Protect against the loss of services and facilities which may be detrimental to the character of the local area.</li> </ul>

**Recommendations:**

- It is recommended that the Council re-word policy CS8 to emphasise that new development in Local Service Centres and Villages should be premised on increasing accessibility. Development in these villages should be premised on increasing accessibility from employment and housing to services etc and maintaining the long term viability of these villages.
- To avoid pressure on existing services it will be important for the Council to ensure that new facilities do not 'lag behind' new development.

## A Prosperous & Thriving Economy

### Section 11: Future Growth of York Economic Sector

<b>Policy CS9 - Employment growth will:</b>	
<b>Economic</b>	<ul style="list-style-type: none"> <li>• Meet the economic objectives set out in the SA and stimulate economic growth and support conditions for business success.</li> <li>• Strengthen links between the universities and business in York.</li> <li>• Promote the creation of jobs. These jobs will need utilise the skills of the workforce in York to avoid large inward commuting in response to job growth.</li> </ul>
<b>Social</b>	<ul style="list-style-type: none"> <li>• Direct the majority of development to the sub-regional city of York (main urban area) reducing the distances to employment areas and encouraging the use of sustainable transport links, including walking and cycling, leading to healthier lifestyles as well as reduced use of the car.</li> <li>• Need to develop services in parallel to developments to reduce adverse impacts and undue pressure on the existing facilities and transport provision</li> <li>• Support employment opportunities in rural communities but must be cautious not to promote increased greenhouse gas emissions through car based access.</li> </ul>
<b>Environmental</b>	<ul style="list-style-type: none"> <li>• Help to maximise the use of brownfield land and minimise the amount of Greenfield land required for development.</li> <li>• Need to balance the need for expansion of employment land against natural land take-up and protecting the character and setting of the city from potentially adverse levels of high density development and inappropriate use.</li> <li>• Have the opportunity for encouraging new employment development and existing businesses to incorporate energy and resource efficiency, sustainable waste and water management. This will help to mitigate and adapt the city for climate change.</li> </ul>
<b>Recommendations:</b> <ul style="list-style-type: none"> <li>• The associated targets for the policy should incorporate additional text to refer to supporting the rural economies specifically to totally embed the support for this in the policy approach. There may be potential conflict between rural diversification and other policies in the core strategy (Greenbelt and Green Infrastructure), however, and a clear understanding should be made between the policies of what would be suitable development in these locations.</li> <li>• This policy does not reflect the growth of tourism, retail and leisure as it concentrates on specific business uses. These industries contribute to the economic growth of the city and additional wording should be added to show support for them and bridge the gap between policy CS9 and CS10 on culture, leisure and tourism.</li> </ul>	

<b>Policy CS10 - Culture, Leisure and Tourism will:</b>	
<b>Economic</b>	<ul style="list-style-type: none"> <li>• Help economic objectives through the enhancement of cultural, leisure and tourism facilities which will support tourism as a buoyant industry in York.</li> <li>• Maintain the long-term vitality of the city centre into the future and encourage people to visit the city into the future.</li> </ul>
<b>Social</b>	<ul style="list-style-type: none"> <li>• Provide beneficial effects by promoting an enhancing facilities and the establishment of a more diverse evening economy.</li> <li>• Promote equity of access through making facilities well connected via public transport, walking and cycling routes.</li> </ul>

<b>Environmental</b>	<ul style="list-style-type: none"> <li>Enhance the cultural assets of the city will also help to preserve the historic character and setting of the city which is a primary objective for the Core Strategy.</li> <li>Encourage access to facilities by alternative modes to the car which will have positive implications for minimising greenhouse gas emissions and on adapting/mitigating climate change.</li> <li>Provide an opportunity though enhancements to incorporate sustainable energy and resource consumption technologies, although these would need to be sensitive to the historic environment,</li> </ul>
<b>Recommendations:</b> <ul style="list-style-type: none"> <li>This policy does not reflect the growth of jobs in tourism, retail and leisure which is also lacking in Policy CS9. These industries contribute to the economic growth of the city and additional wording should be added to show support for them and bridge the gap between policy CS9 and CS10 on culture, leisure and tourism.</li> <li>The core strategy should confirm the opportunity to incorporate energy and resource efficiency measures alongside the enhancements to the cultural, leisure and tourist facilities to help the city, and particularly the city centre, manage, adapt and mitigate climate change</li> </ul>	

## **Section 12: Retail Growth and Distribution**

<b>Policy CS11 – Distribution of Retail Growth will:</b>	
<b>Economic</b>	<ul style="list-style-type: none"> <li>Maintain the long-term viability and vitality of the city and conditions for economic success through expanding York's retail provision (within the city centre primarily) and increasing the city's market share in the region.</li> <li>Need to make sure new retail development offers complementary retail provision and does not damage the vitality of existing shopping streets through being a competitive retail destination. Links between the city centre and York Northwest will be especially critical to achieve no harmful effects on the vitality of the city centre</li> </ul>
<b>Social</b>	<ul style="list-style-type: none"> <li>Encourage use of the existing transport network to access the retail destinations in order to reduce the need to use a car, particularly walking and cycling links between the city centre and York Northwest;</li> <li>Provide increased retail provision within Local Service Centres helping to provide local access to services and social inclusion.</li> </ul>
<b>Environmental</b>	<ul style="list-style-type: none"> <li>Maximise the use of brownfield sites for retail development;</li> <li>Promote a reduction in greenhouse gas emissions helping towards cleaner air quality and managing climate change through sustainable travel and access</li> <li>Mitigate through design inevitable impacts on resource and energy provision through the incorporation of energy and resource efficiency measures as well as the waste and water management schemes.</li> </ul>
<b>Recommendations:</b> <ul style="list-style-type: none"> <li>The policy should be reworded to explicitly include the anticipated linkage between the city centre and new retail areas.</li> <li>The locations for growth within the city centre at Castle Piccadilly and Stonebow need to also provide complementary retail to the city centre to avoid conflict with the existing retail offer. The policy should reflect this.</li> <li>Neighbourhood and community services and facilities need to be more strongly represented alongside the provision within villages in the policy to coordinate with policy CS8 on access to services.</li> <li>The issues regarding if particular areas of the city centre, such as shopping streets,</li> </ul>	

need to be recognised above others for their special character should be addressed through the City Centre Area Action Plan.

## A Leading Environmentally Friendly City

### Section 13: Sustainable Transport

#### **Policy CS12 – Local Transport Considerations will:**

<b>Economic</b>	<ul style="list-style-type: none"> <li>• Enable conditions for business success through the provision of a sustainable transport network which will allow better access to facilities and services in and around York for residents, workers and commercial/ non commercial traffic.</li> <li>• Need to mitigate any conflict between the benefits of commercial consolidation centres on the periphery of the city and potential impacts on businesses in terms of costs, timescales for delivery etc.</li> </ul>
<b>Social</b>	<ul style="list-style-type: none"> <li>• Encourage a model shift towards using the sustainable transport network to movement in and around York;</li> <li>• Enhance equity of access to services and facilities</li> <li>• Promote healthier lifestyles and the safety of pedestrians and cyclists;</li> <li>• Reduce short term impacts of congestion through road improvements but potentially increase car based travel in the long-term.</li> </ul>
<b>Environmental</b>	<ul style="list-style-type: none"> <li>• Promote a reduction in greenhouse gas emissions through a model shift away from car use helping towards cleaner air quality and managing climate change.</li> <li>• Reduce congestion and traffic impacts within the city centre and limit adverse effects of noise and pollution on the historic environment.</li> <li>• Need to address concerns over the impact of park and ride sites in attracting people to the city by car and that the bus routes include intermittent stops so to be usable for all and not just for those making use of the parking facilities.</li> <li>• Need to justify that road improvements will not lead to a long-term increase in car-based travel and have a negative effect on York's carbon footprint.</li> </ul>

#### **Recommendations:**

- The transport policy is quite urban focussed with little explicit consideration for rural communities. Additional wording should be included to relate specifically to the transport approach for rural communities.
- The background information to the policy acknowledges the sensitivity of inputting major infrastructure such as the tram-train route. The policy itself would benefit from making this more explicit to embed within the policy key considerations for the character and setting of York.
- Park and Ride facilities help to 'catch' local residents and visitors who would otherwise travel into the city centre by car and therefore helps to reduce congestion and improve local air quality. However, there is still reliance on car use for part of the journey and they should only be used as a starting point and considered in conjunction with other public transport for achieving a greater modal shift away from car use for whole journeys.
- The policy should advocate an approach that Park and Ride routes should contribute to the wider transport needs of city by integrating stops on route useable by all and not just park and ride users. However, this should not be detrimental to the viability of existing bus routes or deter from the attractiveness of using the park and ride facilities in terms of additional delays to journeys and

potential over crowding on buses.

- Road improvements must be queried as although improvements will reduce congestion in the short-term, with positive benefits in the short term for the economy and local air pollution, these are likely to be lost in the long term with rapidly increasing car use and increase emissions. It should be ensured that alongside road improvement schemes there are contributions made to improve public transport such as the implementation of bus lanes and dedicated cycle lanes.

## **Section 14: Green Infrastructure**

### **Policy CS13 - Green Infrastructure will:**

<b>Economic</b>	<ul style="list-style-type: none"> <li>• Support conditions for business success and the long-term viability of the city through maintaining York's unique character and setting.</li> <li>• Preserve and enhance access to openspace and green links to access facilities and services around the city.</li> </ul>
<b>Social</b>	<ul style="list-style-type: none"> <li>• Maintain and increase equity of access to openspace and the natural environment</li> <li>• Promote alternative sustainable transport by linkages across the city for walking, cycling and commuting, which will be positive in reducing the use of the car.</li> <li>• Promote health and well-being of the population</li> <li>• Enhance the safety of routes for pedestrians and cyclists.</li> </ul>
<b>Environmental</b>	<ul style="list-style-type: none"> <li>• Help to meet the majority of the environmental objectives.</li> <li>• Promote the importance of greenspace for both residents and flora and fauna.</li> <li>• Protect and enhance biodiversity within the urban area.</li> <li>• Protect the historic and unique character and setting of the city</li> <li>• Help to improve air quality and pollution levels through the preservation of greenspace</li> <li>• Need to resolve conflicts between recreational use of green space and potential adverse effects on the biodiversity value through trampling, litter etc.</li> </ul>

### **Recommendations:**

- The policy is positive in its links between green infrastructure but would benefit in integrating additional text with regards to linkages with sustainable public transport routes.
- This policy should reference the designated historic parks and gardens which are of particular cultural and recreational importance for the city.
- The policy should include an intention to manage open space to embed its importance within the policy approach and take forward the issue in the SPD.
- The policy should reference green infrastructure in relation to its intention for green walls, roofs and soft borders.

## **Section 15: Resource Efficiency**

### **Policy 14 - Sustainable Resource Use will:**

<b>Economic</b>	<ul style="list-style-type: none"> <li>The sustainable resource industry may be stimulated within York given that development will need to adhere to the policy which advocates the incorporation of sustainable design and construction and resource efficiency measures.</li> <li>Potentially cause conflict between the upfront cost of implementing schemes and it being economically effective for business against the long-term benefits in terms of lower running costs and positive environmental effects.</li> </ul>
<b>Social</b>	<ul style="list-style-type: none"> <li>Lead to positive benefits on health and well-being through the reduction of pollution from less use of fossil fuels and more use of renewable technologies.</li> <li>Promote high design and construction and energy and resource efficiency standards are incorporated within development assisting the provision of quality homes and reducing running costs for residents.</li> </ul>
<b>Environmental</b>	<ul style="list-style-type: none"> <li>Supports the implementation of sustainable energy and resource technologies and sustainable design and construction which will help achieve the majority of environmental objectives.</li> <li>Offset and minimise greenhouse gas emissions and also mitigate and adapt the city to climate change. This will also be positive in reducing the city's eco-footprint.</li> <li>Encourage, through design, the incorporation of open space which will have positive impact on biodiversity.</li> </ul>
<b>Recommendations:</b> <ul style="list-style-type: none"> <li>This policy should make clear the requirements of incorporating renewable technologies and energy efficiency measures in large-scale conversions and refurbishment projects to extend the remit of the policy beyond just new development. Where possible existing neighbourhoods should be linked into renewable energy technologies being installed into new developments.</li> <li>The SA recommends that the standards for development are included within the policy, such as BREEAM and the Codes for sustainable homes to make clear the construction standards expected.</li> <li>The SA thinks it would be beneficial to prepare the SPD in parallel to the production of the Core Strategy to make sure the policy is backed up by specific guidelines when it is adopted.</li> </ul>	

## **Section 16: Flood Risk**

<b>Policy CS15 – Flood Risk will:</b>	
<b>Economic</b>	<ul style="list-style-type: none"> <li>Deter development in York which will pose a high flood risk to residents or businesses, which will be positive in maintaining conditions for economic success.</li> </ul>

<b>Social</b>	<ul style="list-style-type: none"> <li>• Use openspace as multifunctional where necessary to reduce the vulnerability to and impact of flooding, enhancing flood water storage capacity, reducing the vulnerability to extreme weather such as storms, increasing the ability to collect rain water</li> <li>• Apply a Sequential and Exception test to development proposals, where required, in higher flood risk zones such as housing to help protect people from adverse impacts of flooding and maintain the safety and security of their belongings and improving water quality.</li> <li>• Help to minimise flood risk related health and well-being issues</li> </ul>
<b>Environmental</b>	<ul style="list-style-type: none"> <li>• Should advocate the incorporation of green spaces within development to help with flooding and also benefit through increased biodiversity.</li> </ul>
<b>Recommendations:</b> <ul style="list-style-type: none"> <li>• The SA suggests that the policy is strengthened to reflect and take full account of likely future impacts of climate change as the objective refers to this but the policy does not.</li> <li>• The policy states that all new developments will include the implementation of SUDS where technically feasible but it is considered that this policy could be made stronger by setting out more clearly how these measures could be incorporated into new developments</li> <li>• Opportunities for incorporating grey water recycling, water harvesting and green roofs/walls should be explored and could be referred to more explicitly in the policy</li> <li>• To reduce risk of flooding the policy could more specifically refer to safeguarding land that is required for current and future flood risk management (including risks associated to likely future climate change), reduce flood risk to and from new development through location, layout and flood resilient design and materials, make space for water-use, green infrastructure for water storage, conveyance and SUDS and take opportunities to relocate existing buildings that could be vulnerable to flooding.</li> </ul>	

## **Section 17:Sustainable Waste Management**

<b>Policy CS16 - Sustainable Waste will:</b>	
<b>Economic</b>	<ul style="list-style-type: none"> <li>• Potentially increase costs associated with waste disposal, particularly Landfill, given that a supplementary cost will be associated for waste to be disposed of over and above the quota for the city. Also, the costs associated with recycling and composting schemes at a commercial level, may also have an impact on businesses within York.</li> <li>• Identify opportunities to re-use and recycle waste which may open up new economic opportunities in York</li> </ul>
<b>Social</b>	<ul style="list-style-type: none"> <li>• Need to ensure local access to waste disposal facilities to reduce transportation of waste and increase residential recycling and composting schemes.</li> <li>• Potentially affect the landscape depending on the type and location of the facility. Potential negative effect will need to be mitigated.</li> <li>• Need to ensure no adverse effects to the health and well-being of the population.</li> </ul>

<b>Environmental</b>	<ul style="list-style-type: none"> <li>• Need to ensure limited adverse effects on the built environment and setting of the city</li> <li>• Need to ensure limited impacts on and the continued protection of the significant nature conservation sites within the authority.</li> </ul>
<b>Recommendations:</b> <ul style="list-style-type: none"> <li>• The continued screening and scoping of proposals to assess the need for an Environmental Impact Assessment</li> <li>• The continued protection of European Sites through the Appropriate Assessment procedures</li> <li>• The policy makes reference to protecting the historic character and setting of the City and protecting the amenity of residents but could be reworded to make specific reference to protecting York's natural environment and open spaces and noise and air quality issues</li> <li>• Policy CS16 makes reference to protecting the historic character and setting of the City when considering proposals for new or expanded waste facilities and promotes the waste hierarchy for disposal but does not set out specifically how this would be controlled or how the policy will be implemented to prove these matters have been thoroughly assessed (particularly by developers).</li> <li>• The policy could be re-worded to consider an assessment of the cumulative impact on local communities of these types of operation</li> <li>• More detail could be given on the strategic location of waste facilities so that these are delivered through the Allocations DPD in locations that will meet projected waste production and that reduce the need to travel.</li> </ul>	

## **Section 18: Minerals**

<b>Policy CS17 - Minerals will:</b>	
<b>Economic</b>	<ul style="list-style-type: none"> <li>• Unlikely to have significant effects for the economy.</li> <li>• Identify new potential economic opportunities in York</li> <li>• Need to address concerns that constraining supply would have adverse impacts on costs to local businesses.</li> </ul>
<b>Social</b>	<ul style="list-style-type: none"> <li>• Need to address concerns of mineral extraction on the landscape character and minimise potential effects on the built environment and setting of York;</li> <li>• Need to limit potential noise pollution from potential future extraction</li> <li>• Need to ensure consider the cumulative impacts of extraction on local communities.</li> </ul>
<b>Environmental</b>	<ul style="list-style-type: none"> <li>• Safeguard land for mineral extraction although this may not maximise the land in terms efficiency.</li> <li>• Need to ensure limited adverse effects on the built environment and setting of the city</li> <li>• Need to ensure limited impacts on and the continued protection of the significant nature conservation sites within the authority.</li> </ul>

**Recommendations:**

- The appropriate and sensitive restoration of mineral sites once mining has ceased to recognise that mineral development /extraction is 'temporary' based upon the amount of mineral deposit.
- A wide range of measures to protect the environment and the amenity of communities through the use of enforceable planning conditions attached to minerals permissions
- The continued screening and scoping of proposals to assess the need for an Environmental Impact Assessment and continued protection of European Sites through the Appropriate Assessment procedures
- The use of the word 'significant' is not defined and it is unclear as to what would be classed as a 'significant' natural or historic feature. The SA would query whether this offers enough protection to locally significant rural landscapes, public open spaces and important historic features.
- The policy sets out the need to take amenity issues into account but could specifically refer to noise pollution.
- The policy could be re-worded to consider an assessment of the cumulative impact on local communities of these types of operation
- There is the potential for new mineral extraction to result in adverse impacts on air quality. The policy should set out the need to take this into account in considering proposals.

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# Topic Paper

City of York

# LDF

Local  
Development  
Framework

**DRAFT**

Preferred Options  
Topic Paper 2  
Affordable Housing

April 2009

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## **1. Introduction**

1. The purpose of this background paper is to support the approach of the Affordable Housing Core Strategy Policy at Preferred Options stage. It sets the context for affordable housing issues in the city and surrounding villages and explains why the preferred approach is felt to be the most appropriate for York at this time.
2. Further details of how the policy will operate will be set out in an Affordable Housing Supplementary Planning Document; this paper supports the principles in the Core Strategy Policy.
3. This document should be read in conjunction with the Preferred Options Core Strategy, accompanying Sustainability Appraisal and the Strategic Housing Market Assessment (2007).

## **2. Context**

### **National Policy**

#### **Planning Policy Statement 3: Housing**

4. Planning Policy Statement 3 (PPS3) underpins the delivery of the Government's strategic housing policy objectives and our Corporate Strategy and Sustainable Community Strategy to ensure that everyone has the opportunity to live in a decent home, which they can afford in a community where they want to live. It encourages and supports Council's to negotiate a proportion of affordable housing in new developments.
5. Annex B of PPS3 defines affordable housing as:

***Affordable Housing includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. Affordable Housing should:***

- ***Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local income and local house prices.***
- ***Include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision.***

6. It defines **Social rented housing** as 'Rented housing owned and managed by local authorities and registered social landlords, for which guideline target rents are determined through the national rent regime. The proposals set out in the Three Year Review of Rent Restructuring (July 2004) were implemented as policy in April 2006. It may include rented housing owned or managed by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Housing Corporation as a condition of grant'<sup>1</sup>.
7. **Intermediate affordable housing** is defined as 'Housing at prices and rents above those of social rent, but below market price or rents, and which meet the criteria set out above. These can include shared equity products (e.g. Homebuy), other low cost homes for sale and intermediate rent'
8. Paragraph 29 states that, in Local Development Documents, Local Planning Authorities should:

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<sup>1</sup> The Housing Corporation are now part of the Homes and Communities Agency

- Set an overall target for the amount of affordable housing to be provided to meet the needs of both current and future occupiers, taking into account information from the Strategic Housing Market Assessment, and an assessment of the likely economic viability of land for housing within the area;
  - Set separate targets for social-rented and intermediate affordable housing where appropriate;
  - Specify the size and type of affordable housing that, in their judgement, is likely to be needed;
  - Set out the range of circumstances in which affordable housing will be required. The national indicative minimum site size thresholds are 15 dwellings. However, Local Planning Authorities can set lower minimum thresholds, where viable and practicable;
  - Set out the approach to seeking developer contributions to facilitate the provision of affordable housing, in lieu of on-site provision, where agreed.
9. Paragraph 30 of Planning Policy Statement 3 also advises that, where viable and practical, Local Planning Authorities should consider allocating and releasing sites solely for affordable housing, including using a Rural Exception Policy. This enables small sites to be used specifically for affordable housing in small rural communities that would not normally be used for housing because, of wider development policies of restraint or control. Rural exception sites will only be approved for affordable housing in perpetuity. Rural Exception Site policy will seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection, whilst also ensuring that rural areas continue to develop as sustainable, mixed, inclusive communities.

## **Regional Guidance**

### **Regional Spatial Strategy (2008)**

10. The Regional Spatial Strategy for Yorkshire and Humber (2008) Policy H4 – The Provision of Affordable Housing states that:

- A**     *The Region needs to increase its provision of affordable housing. Plans, strategies, programmes and investment decisions should ensure the provision of affordable housing to address the needs of local communities.*
- B**     *LDF's should set targets for the amount of affordable housing to be provided. Provisional estimates of the proportion of new housing that may need to be affordable are as follows:*
- *Over 40% in North Yorkshire districts and the East Riding of Yorkshire (including York)*
  - *30 – 40% in Kirklees, Leeds, Wakefield and Sheffield*
- Up to 30% in other parts of South and West Yorkshire, Hull, North Lincolnshire and North East Lincolnshire*

11. The Regional Spatial Strategy notes that housing has become less affordable in the region and there is a need to increase the supply of affordable homes for those that cannot afford to buy or rent on the open market.

**The Regional Housing Strategy**

12. The Regional Housing Thematic Board will be responsible for overseeing the implementation (and any revision) to the 2005 – 2021 Regional Housing Strategy for Yorkshire and the Humber.
13. The Regional Housing Strategy has 3 main purposes:
- To influence regional, sub-regional and local strategies across a range of housing priorities such as delivery of affordable housing, energy efficiency, fuel poverty, sustainable design and construction, and fair access to housing policies.
  - To set out regional housing priorities to steer the use of the accompanying regional investment strategy and its single housing pot
  - To steer wider investment towards integrated housing, economic and social activity
14. The Regional Housing Strategy identifies York and North Yorkshire as high value housing markets with particular need for additional affordable housing.

**Local Policy**

**The Sustainable Community Strategy – York: A City Making History 2008 – 2025**

15. The community Strategy identifies the lack of supply of affordable housing as a major issue that needs to be tackled in order for York to be able to achieve its strategic ambitions and realise its wider vision for the city.

**Corporate Strategy**

16. Affordable housing is a key priority in the Council's Corporate Strategy 2007 – 2011, with the aim being to improve the quality and availability of decent affordable homes within the city.

**Housing Strategy**

17. The overall aim of the council's Housing Strategy 2006 – 2009 is: *'To enable everyone to have a decent home at a price they can afford within a safe, inclusive and thriving community'*. It works towards achieving this by:
- Providing an over-arching review of housing and housing related issues across all tenures in York.
  - Setting out housing objectives for York taking into account national, regional, sub regional and local priorities.
  - Establishing priorities for action and a timetable to deliver them.

18. The strategy sets out the council's priorities for housing over the three years from 2006. This includes maximizing the supply of new affordable homes and ensuring the optimum use is made of the existing affordable housing stock. The strategy also focuses on, the quality of affordable homes by agreeing minimum standards and reviewing existing housing association developments. In 2009 the Housing Strategy will be updated alongside the publication of a North Yorkshire Sub-regional Housing Strategy.

#### **Existing Planning Policy**

19. The Development Control Local Plan Policy H2a Affordable Housing (2005) and the adopted Affordable Housing Advice Note (2005) sets out the current policy approach for negotiating affordable housing provision. The details of the policy are set out below:

***The City of York Council will seek to ensure, through negotiation and agreement, that proposals for all new housing development of 15 dwellings/0.3 hectares or more in the urban area, and 2 dwellings/0.03 hectares or more in villages with less than 5,000 population, will include affordable housing in line with the Council's Second Housing Needs Survey April 2002.***

***In order to achieve the maximum reasonable proportion of affordable housing, the following targets have been set on all suitable allocated and windfall sites in York:***

***45% for affordable rent, plus 5% for discounted sale, to address priority housing needs in the city (re. York Housing Waiting List). Where properties offered for discounted sale are not purchased it is appropriate that these are used for affordable rent. \****

***Lower targets previously agreed in Local Plan allocations or where clearly set out in approved Development Briefs will be reassessed down from 50% where the developer can demonstrate financial loss against previous land acquisition price.***

\* Revision to 30/20% approved at Sept 2007 Cttee following Strategic Housing Market Assessment Findings 2007

#### **Strategic Housing Market Assessment 2007 (SHMA)**

20. The SHMA, adopted by the Council for Development Control purposes in September 2007, follows the Department of Communities & Local Government (CLG) Good Practice Guidance and the requirements of Planning Policy Statement 3. It provides a wealth of useful information on housing in York, and is referred to in order to inform and progress housing policy for the city. The SHMA concludes:
- that housing need is much higher than was found in the (Interim) York Housing Needs Studies of 2002 and 2006;

- house prices exceed the regional average and are just below the national average;
- the total affordable housing need is 1,218 homes per annum in accordance with the Department of Communities & Local Government (CLG) model (over 5 yrs);
- the Balancing Market Models concludes that a ratio of 57% market to 43% affordable;
- that, given the high level of affordable need in York, a 50% affordable target in the city is supported in principle;
- that it is reasonable to set a 50% target on sites of 2 dwellings and above in rural areas;
- that 62% of the affordable housing element should be social rented and 38% intermediate, provided this can be discounted to be meaningfully affordable (This ratio split has been adopted for Development Control purposes following the adoption of the Strategic Housing Market Assessment (SHMA) by the Council– Sept 2007);
- A range of all house sizes and types (houses and flats) is needed.

#### **Council Housing Waiting list**

21. The Council has 8,035 homes and Housing Associations a further 4,233 (Housing Strategy Statistical Appendix Annual Return 2008). Together these make up around 15% of the total housing stock in the city. In January 2009 the Council's Housing Waiting List stood at 3,183 households, including 640 existing tenants who need a transfer to a more suitable home (Management Information Team, Housing and Adult Social Services).

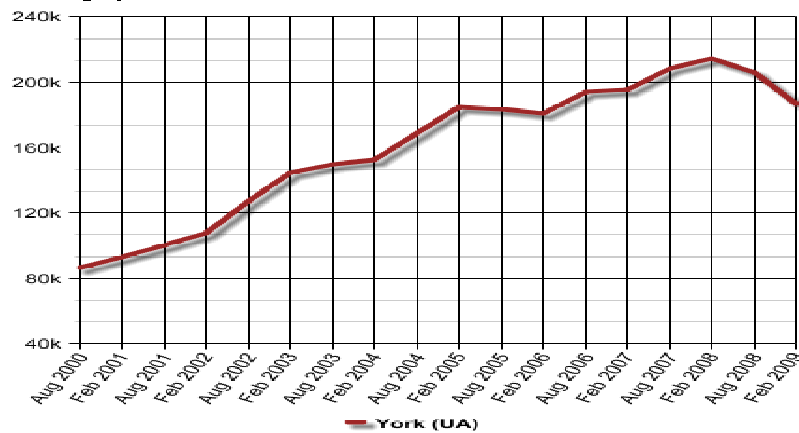
#### **Vacancy Rates**

22. Vacancy rates in York are extremely low compared to the regional and national average, with less than 2% of stock vacant at April 2008. No Council properties had been vacant for over 6 months at April 2008 (Housing Strategy Statistical Appendix Annual Return 2008).

### **3. Affordability**

23. The average property price in the York Local Authority area is £209,100 (based on sales and valuations over the last 3 months) compared to a regional average of £164,800 (Hometrack April 2009). Figure 1 below illustrates the dynamic state of the housing market in recent years. Prices in York, as with the rest of the country, increased massively between 2000 and early 2008 and, since then the prices has started to decrease. Since the peak in May 2008, the average house price has dropped from £220,000 to £209,100. It is difficult to predict with any certainty the future market. House prices statistics come from a number of different house price indices, each with their own methodology for calculating market change, and these different sources are showing different timelines for market recovery.

**Figure 1 – Average House Prices in York**  
**Average price**



**Note**

The chart shows the average property price over time for all types of housing in the area selected. Small sample sizes can distort the price over time in some areas. The data for this analysis is based on data from the Land Registry.

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24. Affordability in York based on household disposable income is 6:1 compared to the Regional Ratio of 5:1. This means that an individual would need a mortgage over 6 times their gross salary to buy an average priced property. The lower quartile house price to income ratio in York is 8.9:1, meaning an individual would need a mortgage nearly 9 times their gross salary to buy an average priced property. (Hometrack – Housing Market Evaluation System March 2009).

### **Background/Context**

25. The Strategic Housing Market Assessment (2007) (SHMA) concludes that there is a net annual affordable housing need per year for York of 1,218 homes. Table 1 (on the next page) sets out the different components of affordable need as set out in the

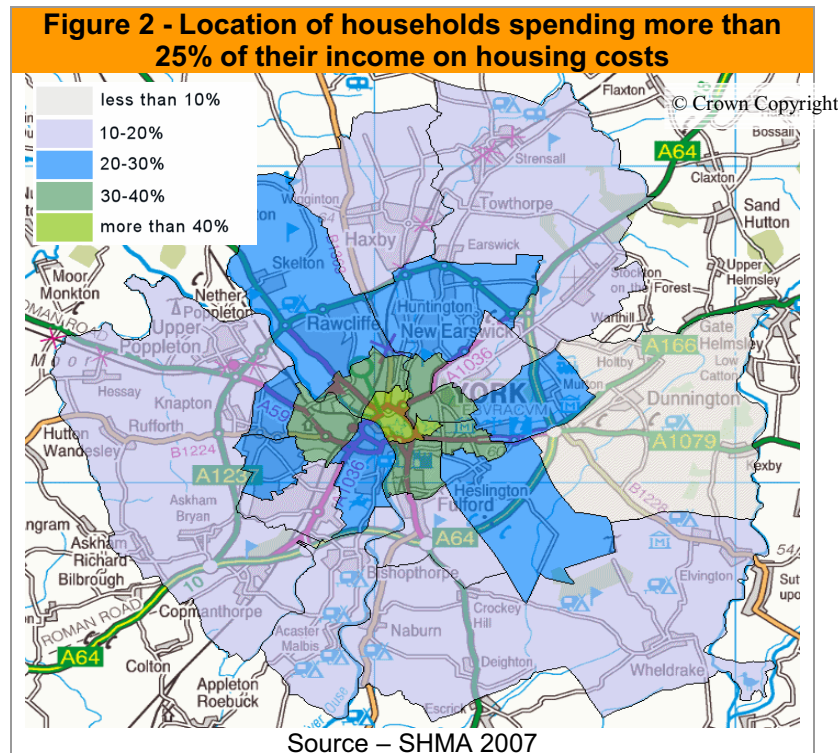
Strategic Housing Market Assessment (SHMA), as recommended in the Department of Communities & Local Government Strategic Housing Market Assessment Guidance (March 2007).

**Table 1 - Social rented and intermediate housing requirements in York**

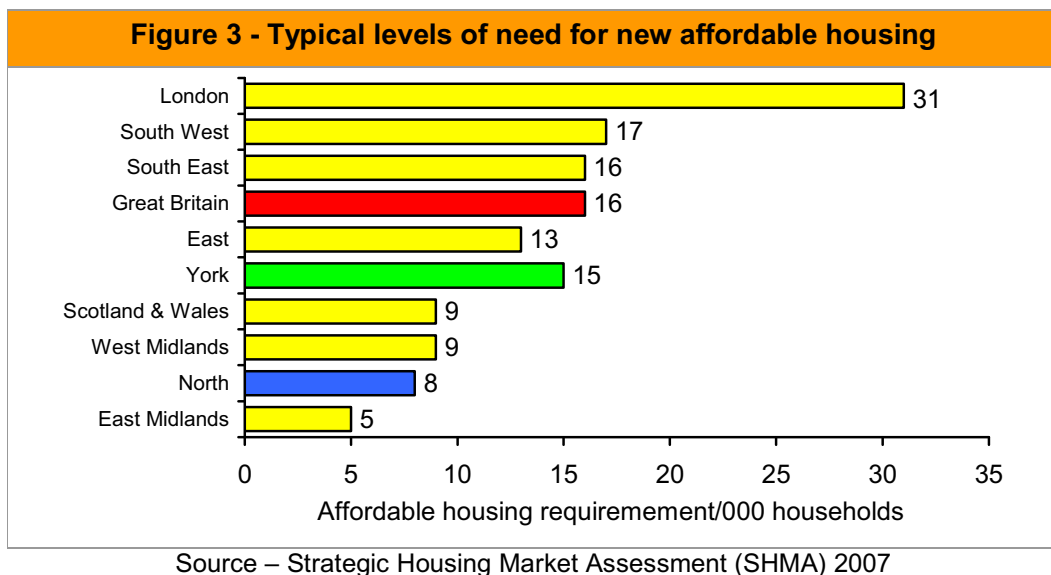
	Social rented	Intermediate housing	Total
Annualised current need	288	26	314
Annualised available stock	182	6	188
Newly arising need	1,728	429	2,157
Future supply	1,055	10	1,065
Net shortfall or surplus	779	439	1,218
% of net shortfall	67.0%	33.0%	100.0%
Gross annual need	2,016	455	2,471
Gross annual supply	1,237	16	1,253
<b>Net annual need</b>	<b>779</b>	<b>439</b>	<b>1,218</b>

Source – Strategic Housing Market Assessment (SHMA) 2007

26. Another indicator of affordability is the amount of household income spent on housing. As a guide, the government says that anything over 25% is technically unaffordable and the map below illustrates that for large areas of the city average spending is over this level.



27. The model based on the Department of Communities & Local Government guidance (CLG) illustrates that, within those households in need for affordable housing, only 18.4% of households could afford intermediate housing. The vast majority of affordable housing supply comes from the social rented sector, meaning that it is more likely that a household requiring social rent will have their needs met than one who can afford intermediate housing.
28. The overall level of need in the CLG model is made up of two elements, the newly arising need and the backlog need. The newly arising need is 1,092 per annum and the backlog need is 126 per annum. The total need is therefore 1,218 per annum. When standardised by dividing this from the number of thousands of households in York (81) this produces an index of 15. This is higher than almost any other level of housing need found in the north of England, and just below the national average of 16, as illustrated in Figure 3 below.



29. The CLG model for calculating the need for affordable housing is a useful comparison figure across the country. It produces an ideal figure, based on such assumptions that no more than 25% of income should be spent on housing costs, and on meeting all existing and projected housing need over a 5year period. Unfortunately neither assumption fully reflects the reality of people's housing choices. The Strategic Housing Market Assessment (SHMA) carried out on behalf of the Council therefore takes into account realities such as households in the private rented sector on housing benefit, and households in suitable accommodation spending more than 25% of income on housing through choice. This methodology is called Balancing Housing Markets Model (BHM). It is considered to provide more pragmatic outputs than the CLG Model. It looks at the whole local housing market, considering the extent to which supply and demand are balanced across tenure and property size.
30. The BHM model reveals:

- A ratio of 57% market to 43% affordable in terms of unconstrained demand in York;
- An unconstrained demand for 557 market dwellings and 425 affordable dwellings per annum;
- An ongoing requirement for owner occupied accommodation and a potentially large requirement for intermediate housing;
- That the main shortfall is for two and three bedroom houses but with shortfalls also recorded for other types and sizes of accommodation;
- That the house/flat balance in recent completions data is significantly out of step with demand;
- The demand is particularly high in relation to population size in the central urban area.
- That although overall demand, even taking into account the smaller population, is lower in the rural area, 76% of this is for affordable housing.

31. The Balancing Housing Market (BHM) results set out in table 2 below suggest that there is a need for all sizes of both social rented and intermediate housing except for 4-bed intermediate. The need for 1 bed social rented is also very slight. The overall proportions of affordable housing are highlighted in blue.

<b>Table 2 - Balancing Housing Markets results for City of York (per annum)</b>					
Tenure	Size requirement				TOTAL
	1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms	
Owner-occupation	37	209	176	70	492
Private rented	117	-139	11	76	65
Intermediate	46	78	32	0	<b>156</b>
Social rented	10	133	66	60	<b>269</b>
<b>TOTAL</b>	<b>211</b>	<b>282</b>	<b>285</b>	<b>204</b>	<b>982</b>

Source – SHMA 2007

32. The figure of 425 new affordable homes per year is derived from the BHM model. The figure does contrast with the net annual total of 1,218 indicated by the Department of Communities & Local Government (CLG) model but, as stated before, the two figures are derived differently and, in terms of realism, the BHM version is preferable. It takes account of the dynamics of the housing market and provides a more reliable indication of proportions of tenure types of affordable housing. It must be stressed that both targets are considerably higher than past rates of completions, which illustrates that a high level of affordable housing is needed in York to meet existing and newly arising need.
33. The Strategic Housing Market Assessment (SHMA) (2007) recommends that 38% of affordable homes should be intermediate and 62% social rented in order to address affordable need. It qualifies the point that intermediate housing for sale must be meaningfully affordable (typically 50 - 60% discounts off open market value), which York has proven is possible in recent years (Appendix 1 contains details of resale restrictions for discount for sale properties, illustrating the increasing discounts

needed off open market value as house prices have risen). If the discounts are not large enough, then that element of the affordable housing offer should revert to social rented.

34. The Regional Spatial Strategy (RSS) sets the level of overall (open market and affordable) house building for York. The RSS target was 640 new dwellings per annum up to 2008 and has been set at 850 dwellings per annum between 2008 - 2026. The Strategic Housing Market Assessment (SHMA) identifies that the unconstrained demand and need for housing in York is substantially greater than the target in the RSS. The fact that demand/need exceeds the RSS target is, the study concludes, a compelling argument for a higher than 40% affordable housing target.
35. To conclude, the SHMA illustrates that there is substantial need for affordable housing in York and the Council's Housing Waiting List and annual monitoring of past delivery supports this.
  - The Balancing Housing Market (BHM) gives a ratio of 57% market to 43% affordable in terms of York's unconstrained demand for housing;
  - A ratio of 60:40 (Social rented: intermediate) is supported;
  - The SHMA supports, in principle, the retention of the existing 50% affordable housing target,
36. The SHMA also highlights the fact that the affordable housing policy should be tested for viability before being finalised (see Paragraph 62 – Next Steps).

## **The Preferred Options Approach**

37. The key principle behind the Core Strategy Affordable Housing Policy follows national objectives and guidance. It aims to maximise opportunities for providing more affordable housing in York, whilst ensuring that schemes remain viable. The proposed policy is set out below.
38. Crucially, and following focused consultation, it proposes to include smaller sites as suitable for a realistic level of affordable housing in the main urban area. Only by including these sites can we hope to achieve higher levels of affordable housing in York.

### **Policy CS6 Affordable Housing**

#### **Refer to Figure 11 below**

New residential and mixed use developments will contribute towards meeting the Core Strategy target of at least 9,141 affordable homes between 2004 and 2030 on suitable sites, and where local affordable need can be demonstrated. Residential developments include all types of housing, including homes for older people, purpose built student accommodation and live/work units, and covers both new build and conversion.

Allocated sites in the Allocations DPD and Area Action Plans may set specific targets for sites. These will be informed by the targets below, having regard to individual site characteristics, local need, viability and the spatial strategy.

#### *Main Urban Area*

In the main urban area of York, as illustrated in Figure 11, this will be achieved by negotiating for a realistic proportion of affordable homes within private housing schemes, in accordance with the following sliding scale.

<u>Site Size</u>	<u>Maximum Target (subject to viability testing)</u>
1 – 4 dwellings	Off site financial contribution (OSFC)
5 – 7 dwellings	20%
8 – 11 dwellings	25%
12 – 15 dwellings	30%
16 – 19 dwellings	35%
20 – 23 dwellings	40%
24 – 27 dwellings	45%
28+ dwellings	50%

For sites greater than five dwellings developers will be required to provide the affordable housing on site unless the City Council and the Developer agree that it is preferable for off site provision or a financial payment towards the delivery of affordable housing.

*Other settlements*

In settlements outside of York's Main Urban Area, all sites of 2 or more homes (or 0.03ha and above) will have a target of 50% affordable housing, subject to assessments of site viability. An off site commuted sum will be sought for single dwelling sites.

The maximum targets will only be lowered where detailed and robust assessments of site viability can demonstrate that, with a reasonable developer profit, development onsite would not be viable at that level of affordable housing.

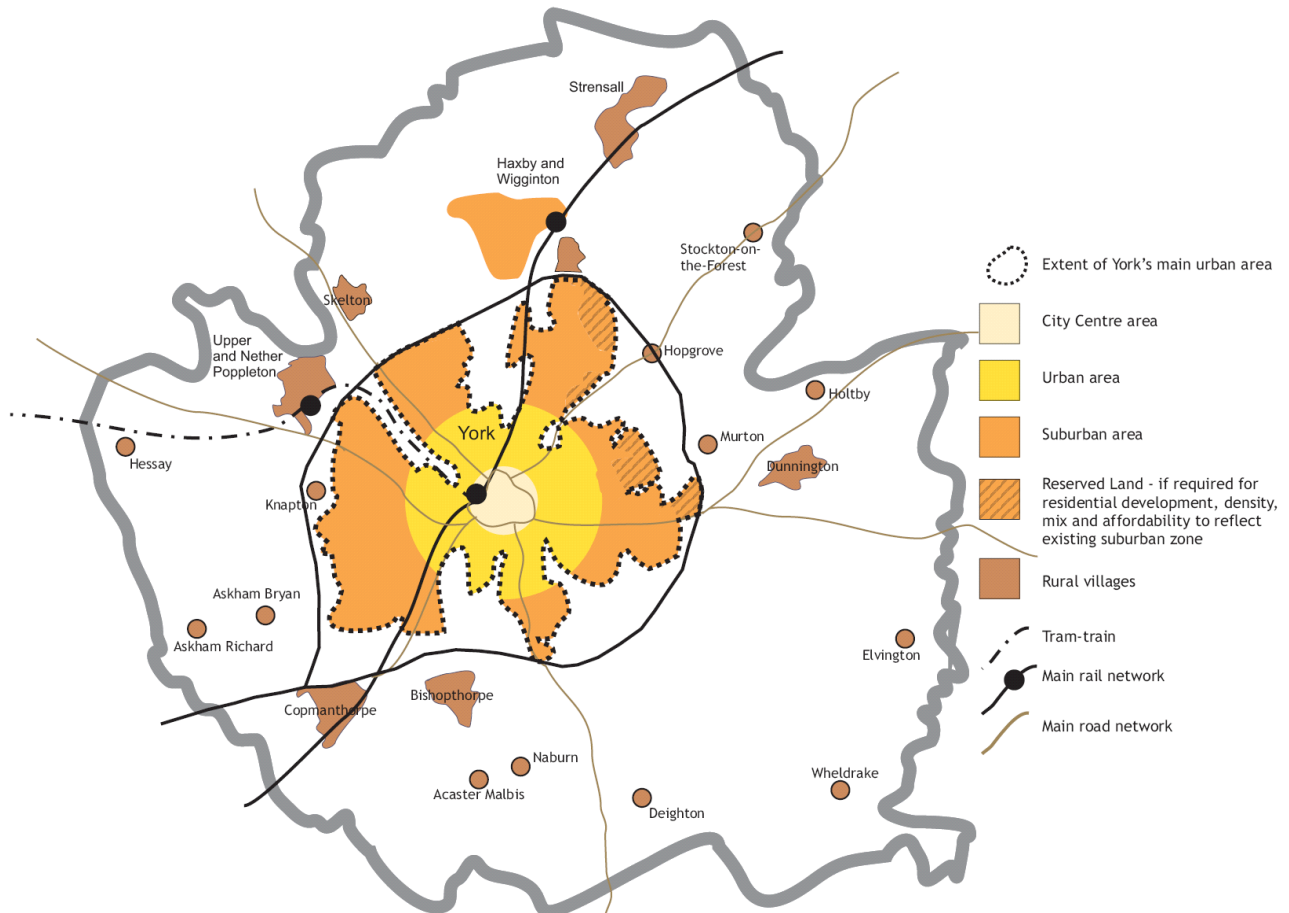
Where lower levels are agreed, due to reasons of site viability, the City Council, in partnership with the site developer and Registered Social Landlord, will approach relevant funding bodies (for example the Homes and Communities Agency) to apply for grant (i.e. Social Housing Grant) in order to increase the affordable housing provision on site.

*Exception Sites*

As an exception to the normal operation of the above policy, planning permission will be granted for schemes of 100% affordable housing designed to meet identified local housing needs on small sites within or adjoining villages, if no sites are available within the settlement.

Planning conditions or Section 106 agreements will be used to secure the affordable housing in perpetuity and for any off site contributions agreed.

Further details of how this policy will operate will be set out in the Council's Affordable Housing Supplementary Planning Document (SPD).

**Figure 11 – York's Housing Areas**

### **Annual Affordable Housing Target**

39. The table below illustrates the annual affordable housing target for York based on the overall required level of growth set out in the Regional Spatial Strategy and the Strategic Housing Market Assessment (2007) Balancing Housing Markets model, ratio of 57% market to 43% affordable.

RSS overall Housing Target (2004 – 2030)	21,260 homes
Overall Affordable Housing Target (2004 – 2030)	9,141 homes
<b>Annual Affordable Housing Target</b>	<b>435 homes</b>

## **Delivery of the identified affordable need**

### **Thresholds and Targets**

40. Based on evidence in the Strategic Housing Market Assessment (SHMA) (2007), the sliding scale approach to affordable housing targets will allow a degree of flexibility in negotiations on individual sites without due risk to the delivery of the overall target. Indeed, consultation with housebuilders and planning consultants suggests very strongly that delivery will be enhanced.

### **Allocated Sites**

41. The specific targets for allocated sites will be set having regard to individual site characteristics, local need, viability and the objectives of the core strategy. The thresholds and targets set out for unallocated sites will be the starting point but there may be circumstances where the target will differ for the reasons set out above. The reason for a revised target will be clearly set out in the Allocations Development Plan Document for transparency.

### **Unallocated Sites**

#### **Main Urban Area**

42. Given the high level of need that has been identified in the urban area by the SHMA and the spatial direction for new development in the Core Strategy, it is important that affordable housing provision is maximised in the main urban area. Taking into account past completions of affordable homes (Appendix 2) and consultation responses to the issues and options, at developer meetings and at an affordable housing stakeholder workshop in November 2008, a sliding scale approach is considered to be a fair and reasonable approach in the main urban area.
43. The main urban area in the Core Strategy is defined in Figure 11 (on the previous page). The existing Local Plan Policy included all settlements with a population of  $\geq 5000$ , as urban. However, to correspond with the new spatial approach in the Core Strategy, it is considered appropriate that the main urban area policy targets and thresholds should relate with the area shown in Figure 11 (on the previous page).
44. It is intended that the policy will provide a fair and consistent base for developers in assembling land bids, and for more detailed site negotiations with the City Council. The breakdown, on a site-by-site basis, is set out in table 3. The affordable target is also set out, together with actual numbers and percentages achievable, and a proposed breakdown of tenure - using the existing 60/40 rent/ discount sale tenure split. There will, of course, be instances where the percentages applied to a specific site proposal result in a fraction, and table 3 sets out the exact requirement for each scenario. The Affordable Housing Supplementary Planning Document will provide further details on operation and breakdown/tenure splits.

**Table 3 Affordable Housing Targets**

Site size (dwgs)	% target	Affordable nos.	Actual %	Rent/ dfs split
1	OSFC	0.2	20	N/a
2	OSFC	0.4	20	N/a
3	OSFC	0.6	20	N/a
4	OSFC	0.8	20	N/a
5	20	1	20	0/1
6	20	1	16.7	1/0
7	20	1	14.3	1/0
8	25	2	25	2/0
9	25	2	22.2	2/0
10	25	3	30	2/1
11	25	3	27.2	2/1
12	30	4	33.3	3/1
13	30	4	30.8	3/1
14	30	4	28.6	3/1
15	30	5	33.3	3/2
16	35	5	31.3	3/2
17	35	6	35.3	4/2
18	35	6	33.3	4/2
19	35	7	36.8	4/3
20	40	8	40	5/3
21	40	8	38.1	5/3
22	40	9	40.9	6/3
23	40	9	39.1	6/3
24	45	10	41.7	6/4
25	45	11	44	7/4
26	45	12	46.2	8/4
27	45	12	44.4	8/4
28	50	14	50	9/5
29	50	14	48.3	9/5
30	50	15	50	9/5

45. Compared to the 2005 approved 50% policy target on all sites of 15 homes or more, this sliding scale approach will mean an increase in opportunities to provide affordable housing on small-medium sites (5-14 homes), a decrease from 50% on medium sites (15-27 homes) and the same for anything above that (28 homes and above) in the main urban area. For sites less than five units a commuted sum will be payable.
46. This is considered to be a fairer system, in that there is a gradual increase in affordable housing provision from 20% to 50% as site size, and economies of scale, increases. Annual monitoring of housing in York concludes that significant opportunities for providing affordable housing are currently lost on smaller sites. A total of 1,101 homes were completed in the main urban area on sites (between 1 and 14) in the last four years, resulting in no affordable housing because of the national/local policy threshold. (Appendix 3 provides comparison tables of completions for geographical areas covered by the Preferred Options Policy and the

existing Local Plan Policy). With the thresholds set at 15 homes there is no requirement or, indeed, incentive to provide affordable housing on sites of less than 15. Developers relate that, if you are to presume a nil return for affordable housing, there is no financial incentive to build on sites of between 15 and 29 homes since full application of the 50% policy will conclude a total number of private open market homes less than 14 (e.g. 50% of, say, 24 homes will be 12 open market value homes and, 12 affordable homes). They could build 14 open market homes without any affordable housing provision under the current policy. There is, therefore, no financial gain in building 15 - 29 homes – unless assessments of site viability lead to a lowering of the affordable contribution.

47. This is supported by table 4 below, which shows approvals for sites of 15 – 27 since the introduction of the 50% policy on the 12 April 2005 for the urban area. It shows that only 4 sites have been submitted and approved. On further examination of these sites, three of the sites were submitted prior to the 50% policy being adopted and therefore were dealt with under the old 25% policy and the final scheme at Poppletongate Houses is a 100% affordable housing development on land owned by a housing association. It is fair to say that, generally, planning applications for new housing development have declined recently as the effects of the national economic downturn have taken hold.

**Table 4 – Approvals on sites of 15 – 27 dwellings since the introduction of the 50% Policy**

Site Name	Application Received Date	Decision Date
Hebden Rise Adult Training Centre	14/02/2005	21/04/2005
Derwent County Infant & Junior School, Osbaldwick Lane	24/03/2005	15/09/2005
Car Park adj Foss Bank, Heworth Green	07/03/2005	04/12/2006
Poppletongate Houses, Millgates	16/11/2007	14/02/2008

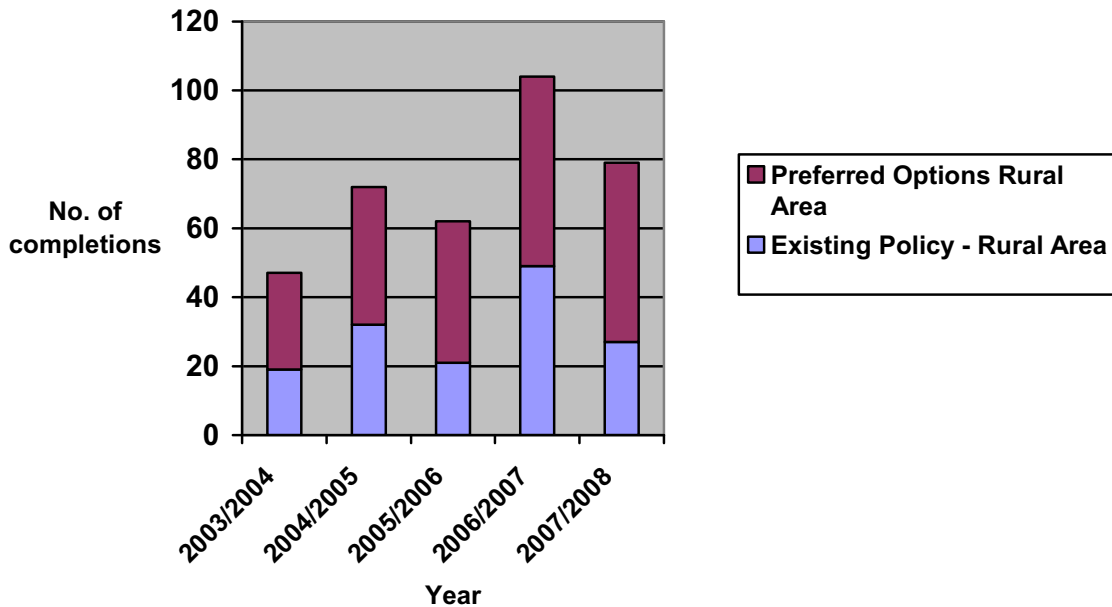
48. Theoretically, this Preferred Options approach would gain affordable housing provision on sites of 1 – 14 where previously there were none. It might be perceived that there is a decrease on sites of 15 – 27 homes due to the fact that, instead of a target of 50% being sought, there is proposed to be a sliding target ranging from 30% to 50%. However, in practice, (and following detailed consultation with developers), sites of between 15 and 27 homes will come forward as there will be no sudden trigger point at 15 dwellings. The disincentive that currently exists for developers to build between 15 and 29 homes will have been removed and affordable housing on these sites will be achieved as well, through having a reduced percentage target.
49. The disappointing element is that, if the current 50% *target* was properly acknowledged, developers would submit applications on sites of 15 – 27 homes with

a viability appraisal, which would demonstrate the case for a reduced element of affordable housing. This has been accepted where the viability appraisal is clear and robust, and lower levels of affordable housing provision have been agreed.

**Settlements outside the main urban area**

50. In settlements surrounding York opportunities for providing affordable housing on-site are extremely limited, but the local need remains high. For this reason it is considered appropriate to retain a 50% target on all sites of 2 or more homes in settlements outside the main urban area, subject to assessments of site viability; and also introduce a commuted sum payment for single dwelling sites, as is proposed for the main urban area. This would help to maximise provision, as there have been 117 completions on single dwelling sites in the rural area in the last four years, based on Figure 11 – York's Housing Area. (Appendix 3 provides comparison tables of completions for geographical areas covered by the Preferred Options Policy and the existing Local Plan Policy). The Affordable Housing Supplementary Planning Document (SPD) will set out further details on the financial contribution payment and on exceptions.
51. This part of the policy should achieve significantly more affordable homes than the existing policy, as areas such as Haxby and Wigginton are now included in this threshold requirement, as they lie outside the Core Strategy's Main Urban Area. Graph 1 shows the number of completions outside the main urban areas based on the Preferred Options Policy and the number of completions based on the existing policy. It clearly shows that a higher number of homes have been built in the area that is proposed to operate the 2 dwelling on site threshold; therefore more affordable housing should be provided within this area. The viability of this threshold for sites outside the main urban area is to be tested through the Planning Policy Statement 3 – Housing (PPS3) Viability Assessment.

Graph 1 - Rural Completions for site =&gt;2 Dwellings



Source – City of York Housing Monitoring Records

### **Commercial Development**

52. New commercial developments can cause an added pressure on the existing housing stock of a city. Other cities have successfully implemented a policy since 2006 in respect of obtaining financial contributions from new commercial developments, except for retail and non-profit making public sector projects.
53. Commercial developments employ a wide range of employees and a proportion of these will be on a low income and therefore unlikely to be able to afford to buy a property. The principle of financial contributions towards affordable housing from commercial developments is being considered as part of this consultation exercise. The details of the contribution to be sought will be set out in the Affordable Housing Supplementary Planning Document (SPD).
54. If the development is part of a mixed used scheme that includes an element of residential, the affordable housing provision should be built as part of the scheme.

### **Live/Work units**

55. An affordable contribution, preferably on-site, will be expected as part of live/work proposals, in line with the proposed targets set out in Table 3 of this Topic Paper.

**Exception Sites**

56. As set out in PPS3, 100% exception sites are encouraged in small rural communities in order to assist in delivering affordable homes where housing would not normally be delivered due to planning policy constraints. Given the location of new development as proposed in the spatial strategy, and the fact that a vast majority of the rural area of York lies within greenbelt, rural exception sites are a good way of securing local affordable housing provision in rural areas.
57. The Strategic Housing Market Assessment (SHMA) (2007) identifies a number of Parishes to target for housing needs surveys. The Council now has a Rural Housing Enabler Officer who is carrying out a rolling programme of Local Housing Needs Surveys. Given the high level of need identify in studies carried out so far, the Preferred Options Approach does not identify specific Parishes in a priority order and retains flexibility for rural exception sites to be provided in any settlements where a Local Housing Needs Survey illustrates a proven need.

**Supplementary Planning Document**

58. In order to give clarity and consistency, and to be able to react quickly to changing circumstances such as new housing need and mix, more detailed information and advice on the operation of this policy will be set out in the Affordable Housing Supplementary Planning Document (SPD). This will include tenure splits, and will explain the process of negotiation, on site expectations with respect to integration and quality, subdivision of sites, application of grant, nomination criteria and viability assessments.

**Viability**

59. The proposed targets will be tested by a district-wide viability assessment, which accords with Planning Policy Statement 3 - Housing. This assessment will feed into the Core Strategy Submission document. As the final policy will be based on a robust viability assessment, the maximum targets will only be lowered on individual site negotiations where detailed and robust assessments of site viability can demonstrate that, with a reasonable developer profit, development on-site would not be viable at that level of affordable housing. Should the Council accept a lower affordable housing provision following testing of viability, housing grants (where available) will need to be used to increase provision. This may mean that housing design standards will need to be amended in order to meet grant providers' criteria.
60. Viability Assessments will be carried out periodically over the lifetime of the Core Strategy to ensure that targets remain relevant and reflect normal market conditions.

**Next Steps**

61. The Policy thresholds and targets will be tested to inform planning policy. The District Wide Viability Study will specifically examine the impacts on development viability, and will apply existing and potential affordable housing percentages, unit thresholds

and tenures for residential development sites to ascertain whether a scheme would be viable or not. The final policy will reflect the findings of the Housing Viability Study and advice in national and regional policies.

**Appendix 1: Discount for Sale**

**Statistics under collation**

## **Appendix 2: Affordable Housing Completions**

**Statistics under collation**



### Appendix 3: Five Year Analysis of Completions by Site Capacity based on Preferred Options Areas

Site Size (Dwelling Capacity)	2003/04 Number of Site	Urban	Elsewhere	Dwellings Built per site capacity	2004/05 Number of Sites	Urban	Elsewhere	Dwellings Built per site capacity	2005/06 Number of Sites	Urban	Elsewhere	Dwellings Built per site capacity	2006/07 Number of Sites	Urban	Elsewhere	Dwellings Built per site capacity	2007/08 Number of Sites	Urban	Elsewhere	Dwellings Built per site capacity	Totals
1	40	28	12	40	70	44	26	70	50	24	26	50	73	43	30	73	68	45	23	68	301
2-4	25	48	12	60	36	71	12	83	37	76	15	91	42	77	25	102	33	66	13	79	415
5-7	8	32	4	36	14	62	6	68	11	56	3	59	13	53	10	63	10	27	17	44	270
8-11	4	25	1	26	7	45	13	58	3	19	3	22	6	54	0	54	6	27	22	49	209
12-14	2	24	0	24	1	14	0	14	3	39	0	39	5	62	0	62	4	40	0	40	179
15	0	0	0	0	0	0	0	0	1	15	0	15	0	0	0	0	1	15	0	15	30
16-19	5	62	6	68	2	17	0	17	3	55	0	55	1	16	0	16	1	18	0	18	174
20-23	4	66	2	68	2	10	2	12	5	92	0	92	8	122	20	142	3	49	0	49	363
24-27	3	42	0	42	3	30	6	36	3	40	20	60	2	32	0	32	0	0	0	0	170
28+	7	302	3	305	11	834	1	835	11	466	0	466	6	331	0	331	6	195	0	195	2132
		629	40	669		1127	66	1193		882	67	949		790	85	875		482	75	557	4243

Site Size (Dwelling Capacity)	2003/08 Number of Sites	Urban	Elsewhere	Dwellings Built per site capacity	Dwellings Built per site capacity 2003/04	Dwellings Built per site capacity 2004/05	Dwellings Built per site capacity 2005/06	Dwellings Built per site capacity 2006/07	Dwellings Built per site capacity 2007/08
1	301	184	117	301	40	70	50	73	68
2-4	173	338	77	415	60	83	91	102	79
5-7	56	230	40	270	36	68	59	63	44
8-11	26	170	39	209	26	58	22	54	49
12-14	15	179	0	179	24	14	39	62	40
15	2	30	0	30	0	0	15	0	15
16-19	12	168	6	174	68	17	55	16	18
20-23	22	339	24	363	68	12	92	142	49
24-27	11	144	26	170	42	36	60	32	0
28+	41	2128	4	2132	305	835	466	331	195
	659	3910	333	4243	669	1193	949	875	557

## Five year analysis of completions by site capacity based on Local Plan policy areas

Site Size (Dwelling Capacity)	2003/04 Number of Sites	Urban	Elsewhere	Dwellings Built per site capacity	2004/05 Number of Sites	Urban	Elsewhere	Dwellings Built per site capacity	2005/06 Number of Sites	Urban	Elsewhere	Dwellings Built per site capacity	2006/07 Number of Sites	Urban	Elsewhere	Dwellings Built per site capacity	2007/08 Number of Sites	Urban	Elsewhere	Dwellings Built per site capacity	Totals
1	40	31	9	40	70	47	23	70	50	27	23	50	73	52	21	73	68	55	13	68	301
2-4	25	55	5	60	36	73	10	83	37	76	15	91	42	83	19	102	33	70	9	79	415
5-7	8	32	4	36	14	62	6	68	11	56	3	59	13	53	10	63	10	27	17	44	270
8-11	4	25	1	26	7	45	13	58	3	19	3	22	6	54	0	54	6	48	1	49	209
12-14	2	24	0	24	1	14	0	14	3	39	0	39	5	62	0	62	4	40	0	40	179
15	0	0	0	0	0	0	0	0	1	15	0	15	0	0	0	0	1	15	0	15	30
16-19	5	62	6	68	2	17	0	17	3	55	0	55	1	16	0	16	1	18	0	18	174
20-23	4	68	0	68	2	10	2	12	5	92	0	92	8	122	20	142	3	49	0	49	363
24-27	3	42	0	42	3	36	0	36	3	60	0	60	2	32	0	32	0	0	0	0	170
28+	7	302	3	305	11	834	1	835	11	466	0	466	6	331	0	331	6	195	0	195	2132
		641	28	669		1138	55	1193		905	44	949		805	70	875		517	40	557	4243

Site Size (Dwelling Capacity)	2003/08 Number of Sites	Urban	Elsewhere	Dwellings Built per site capacity	Dwellings Built per site capacity 2003/04	Dwellings Built per site capacity 2004/05	Dwellings Built per site capacity 2005/06	Dwellings Built per site capacity 2006/07	Dwellings Built per site capacity 2007/08
1	301	212	89	301	40	70	50	73	68
2-4	173	357	58	415	60	83	91	102	79
5-7	56	230	40	270	36	68	59	63	44
8-11	26	191	18	209	26	58	22	54	49
12-14	15	179	0	179	24	14	39	62	40
15	2	30	0	30	0	0	15	0	15
16-19	12	168	6	174	68	17	55	16	18
20-23	22	341	22	363	68	12	92	142	49
24-27	11	170	0	170	42	36	60	32	0
28+	41	2128	4	2132	305	835	466	331	195
	659	4006	237	4243	669	1193	949	875	557