

Local Development Framework Working Group

12 April 2010

Report of the Director of City Strategy

**City of York Local Development Framework (LDF) – Core Strategy
Update and Preferred Options Consultation**

Summary

1. The purpose of this report is to provide Members with an update on the ongoing work relating to the LDF Core Strategy including the outcomes of the Core Strategy Preferred Options consultation.
2. Consultation on the Core Strategy Preferred Options document was carried out in Summer 2009 using a series of different documents and events (highlighted in paragraph 11). The intention was to try to maximise public involvement and to seek participation from a range of different groups in line with the Council's adopted 'Statement of Community Involvement'. An initial report on the consultation, setting out the results from the citywide leaflet, was considered by the LDF Working Group on 4 January 2010. This report and its associated annexes provides comprehensive feedback on all aspects of the consultation including the main document, events and workshops. Annex A (attached) provides a draft summary of the responses and Annex B (available in the Members' Library or on-line) comprises a full detailed summary of all the responses received.
3. The responses to the consultation alongside the further technical work detailed in paragraph 15 will be used to inform the production of the Core Strategy pre submission draft for the consideration of Members in Summer 2010. The document will then be subject to further consultation before its formal submission to the Secretary of State for public examination.

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 that it is in conformity with the Yorkshire and Humber Strategy, currently Regional Spatial Strategy for Yorkshire and the Humber (RSS), which constitutes part of the "statutory development plan" for the authority.
5. The production of a Core Strategy effectively involves its development through the three stages highlighted below.

- **‘Issues and 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 relating to the Council’s intended approach.
 - **‘Submission’ Stage** – consultation relating to 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. The Core Strategy is now significantly progressed and we are working towards the Submission stage. As the Core Strategy has developed it has been subjected to consultation at each stage. An initial consultation on Issues and Options took place during Summer 2006 and raised 124 responses. A second Issues and Options consultation was carried out as part of the ‘Festival of Ideas’ that took place in Autumn 2007 and generated 2,422 responses.
7. This report and its associated annexes provides details of the Preferred Options stage of consultation undertaken since Summer 2009.

Core Strategy Preferred Options Consultation

8. The consultation commenced in June 2009 and a series of publications and consultation techniques were used. These are detailed in paragraph 11 below. A key part of the consultation was a citywide questionnaire which was delivered to all York households (approx 90,000) in June 2009. Consultation on the questionnaire ran until the end of August 2009. In addition comments were also sought on the following documents:
- Core Strategy Preferred Options document;
 - Core Strategy Preferred Options Sustainability Appraisal; and
 - Core Strategy Preferred Options Habitat Regulations Assessment.
9. In addition, workshops, exhibitions and meetings with key groups were also held. Some of these were carried out in September and October to ensure that interested groups and individuals were not excluded. This was important as many organisations and interest groups did not meet during the summer months. The consultation deadline was also effectively extended.
10. It was decided that a wide variety of events over a long time scale were appropriate to ensure that the coverage of consultation was extensive. The leaflet helped to ensure that all residents of York were aware of the consultation whereas the specific events allowed for more in depth discussion with interested parties. The extension of the consultation into September and October facilitated maximum involvement by allowing additional time for groups to respond.
11. In summary, consultation comprised the approach highlighted overleaf. Further information is included in Annex A and B.

Document Availability:

- Citywide questionnaire delivered to all York households.
- Consultation documents were made available in all CYC libraries and the Guildhall and St Leonard's Place receptions.
- Consultation information, including copies of the documents and an online questionnaire were available on the Council's website.
- Consultation information was sent out to consultees on the LDF database.

Workshops:

- A half day workshop with key stakeholders on affordable housing.
- A one day conference event for interest groups, members of the Talkabout Panel and developers.
- An evening workshop with the York Professionals and York Business Forum.
- A half day workshop with the Inclusive York Forum.

Exhibitions:

- A series of manned public exhibitions across the city, including a two day exhibition in the city centre and one day exhibitions in the central library, at Monks Cross Shopping Park and the Designer Outlet.
- A manned exhibition at York College.
- Exhibitions for employees at a number of major employers in the city, including the Primary Care Trust, Shepherd Building Group and CPP.
- A lunchtime manned exhibition for CYC staff.

LSP Board Meetings:

- Presentations to the Without Walls Board and the Local Strategic Partnership Boards including the Environment Partnership, Economic Development Partnership, Learning City Partnership, York at Large, Inclusive York Forum and YorOK Board.

Ward Committees

- Attendance or exhibitions at all 18 ward committees.
- Presentations and 'question and answer' sessions at Holgate; Haxby and Wigginton; Derwent, Heworth Without and Osbaldwick; and Heslington and Fulford ward committees.

Meetings

- Meetings with key stakeholders, including York Civic Trust, Natural England, English Heritage, the Environment Agency; Government Office Yorkshire and Humber (GOYH) and Local Government Yorkshire and Humber (LGYH).
- Meeting with a focus group from the York Property Forum and York and North Yorkshire Chamber of Commerce.

- Meetings with neighbouring local authorities including Leeds City Council, Ryedale District Council and East Riding District Council.
- Presentations to meetings of the York Environment Forum, Open Planning Forum, York Independent Living Forum, York Archaeological Forum and Voluntary Sector Strategic Forum.

Advertisement

- A press release.
- Posters in all CYC libraries.
- An article in Your Ward and Your City.

Consultation Responses

12. In total approximately 3,000 people took part in the consultation by attending events or responding to the questionnaire. 2,250 questionnaires were completed, including 50 online responses. In addition a total of 1,249 separate comments on the Core Strategy document were received from 117 respondents. All the various elements of the consultation are reported in the annexes to this report:

- Annex A: provides a summary of responses including headline comments; and
- Annex B: provides a full, detailed summary of the consultation.

(Annex A is attached. Annex B is available in the Members' Library and from the author of the report or on-line).

Overall Approach

13. Comments were received from both Government Office for Yorkshire and the Humber (GOYH) and Local Government Yorkshire and Humber (LGYH) as part of the consultation. LGYH commented that the spatial strategy is generally emerging in line with the RSS and expressed support for the vision which they felt reflected the ambitions of the RSS. In discussions with GOYH they have indicated that they are pleased with progress so far on the Core Strategy.
14. During the consultation, York's approach to Preferred Options was presented to CABI (the Government adviser on architecture, urban design and public space). Their response was very positive and York was used as a good practice case study in a CABI publication as well as being referred to in a national publication related to planning. The preferred options document was recognised as clearly and concisely setting out the local and regional context, the issues that York is facing and the vision for the future of the city.

City Wide Leaflet Questionnaire

15. The report to the LDF Working Group in January provided a brief summary of key messages that came from the citywide questionnaire consultation. Given the importance of the citywide questionnaire these are repeated below.

16. The responses showed strong support for the LDF Vision and key themes (86%); the key constraints used to help shape the spatial strategy (90%); the approach to Green Infrastructure (99%) and the proposed approach to transport in the LDF (86%). The majority of respondents (83%) agree that we should build more houses than flats and just over three-quarters (77%) of respondents agree that we should be allowed to include a higher level of windfalls in the plan.
17. Other key issues covered in the responses were:
 - i. Over half of respondents (52%) felt that York's economy should grow by 1000 or more jobs per year, that we should be building less than 850 new homes a year (approx 58%).
 - ii. Around 60% of respondents felt that land should not be identified in the draft green belt for housing or employment. However, if we had to identify land in the draft green belt for housing, 67% of respondents felt that Areas A and B are most suitable. 58% of residents believed that Area C is suitable for industrial and distribution employment, whilst 41% agree that Area I is suitable.
 - iii. Over half (58%) of respondents think we should require a level of affordable housing or equivalent financial contribution in both the city and villages from 10% (on small sites) to at least 40% (on large sites) and that developers should have an option to supply properties off site from their main development.
 - iv. Around two-thirds (68%) of the sample agree that towards the end of the plan period there should be an increase to a greater number smaller properties if this reflects the changing needs of York.

Other Responses

18. The following sets out a brief summary of some of the key topics raised through the other forms of consultation. More detailed explanation and information is provided in the Annexes.
 - i. The importance of protecting York's historic environment.
 - ii. York's role in the Leeds City Region and the regional economy and the need for clear linkages with the RSS.
 - iii. The need for clear linkages between the Spatial Strategy and the vision.
 - iv. The need to emphasise the importance of culture and tourism and the role of the Universities and other education establishments.
 - v. The approach to the economy needs to reflect the influence of factors such as transport and the built and natural environment and a wide range of jobs.
 - vi. Concerns surrounding the levels of growth of housing, employment and retail including implications for the green belt, infrastructure implications and the environmental impact of the proposed overall approach. Although there was support for focusing growth on the main urban area.
 - vii. Comments both against and for the proposed areas of search, including issues about phasing and location and whether the outer ring road should form a constraint.
 - viii. Support for the precautionary approach to flood risk and the focus on previously developed land.
 - ix. Discussion on how to deliver the right mix and type of housing, comments both for and against the inclusion of windfalls and the need for a flexible approach to housing density.

- x. YNW recognised as essential to achieving the Core Strategy vision.

Towards Submission

19. All responses to the consultation will be used alongside further technical work to inform the preparation of the Core Strategy Submission Draft. Technical work is being progressed in relation to the areas highlighted below. Where possible, consultation responses are being used to help inform this work.
- **Housing** – viability work relating to affordable housing, Strategic Housing Land Availability Assessment, older persons housing, and work relating to Gypsies and Travellers.
 - **Economy** - validation of employment projections, skills and training, York Central retail, Local Shopping Assessment and ensuring fit with the new PPS4.
 - **Deliverability and Infrastructure** – transport, key services and major sites.
 - **Economic Visioning & Masterplanning.**
 - **Green Infrastructure.**
 - **Renewable Energy.**
 - **Heritage Appraisal.**
 - **The role of the Higher Education Sector.**
 - **Waste and Minerals.**
 - **Population and Commuter Analysis.**
 - **York Sub Area.**
20. Based on current progress with this technical work it is programmed that a submission draft will be available for Members' consideration in Summer 2010. The document will then, subject to Member recommendations, be published for further consultation, before its formal submission to the Secretary of State for public examination.

Corporate Priorities

21. The Core Strategy has the potential to contribute towards the delivery of all the Corporate Priorities through its policies and actions. It will aim to make York a:
- Sustainable City
 - Thriving City
 - Safer City
 - Learning City
 - Inclusive City
 - City of Culture
 - Healthy City

Implications

22. 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

23. In compliance with the Council's Risk Management Strategy, there are no risks associated with the recommendations of this report.

Recommendations

24. It is recommended that Members:
- i) note the comments received from consultees in response to the Preferred Options consultation and note the next steps in developing the Core Strategy submission draft.

Reason: To inform Members of the consultation responses and the next stage of the Core Strategy production.

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**Report
Approved**



Date 1/04/2010

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

All

For further information please contact the author of the report

Background Papers:

- Core Strategy Preferred Options
- Core Strategy Preferred Options Sustainability Appraisal
- Planning York's Future city-wide questionnaire

Annex A: Core Strategy Preferred Options Draft Consultation – Summary (2010)

Annex B: Core Strategy Preferred Options Draft Consultation Statement & Schedule of Responses (2010) – available on request or on-line