



City of York

**LDF** | Local  
Development  
Framework

Revised draft

Local  
Development  
Scheme

January 2007

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# **1. Introduction and Context**

## **The New Planning System and its Scope**

- 1.1 In September 2004 the Planning and Compulsory Purchase Act (The Act) introduced a new planning system. For local authorities such as York the new system introduced a range of planning documents collectively known as the Local Development Framework (LDF).
- 1.2 The Act requires Local Authorities to prepare and maintain a 'Local Development Scheme' which is the project plan that explains the documents that the Council will prepare as part of its 'Local Development Framework' over the next three years. It also sets out the resources that will be required and the timetable for each document.

## **Purpose and Content of the Local Development Scheme**

- 1.3 This document is the Council's Scheme for 2007 to 2010. Its main purposes are:
  - To inform the community and other partners of the Local Development Documents that will make up the Local Development Framework for the area and the timescales they can expect for their preparation; and
  - To establish the Council's priorities for the preparation of Local Development Documents and their associated work programmes, including in relation to budgeting and resources.

## **The Present Development Plan for the City of York**

### **Strategic Planning Guidance**

- 1.4 The North Yorkshire County Structure Plan Alteration No.3 (1995) and the Regional Spatial Strategy for Yorkshire and the Humber to 2016 based on the Selective Review of RPG 12 constitute the formally approved development plan covering the City of York area and thus should where possible be used in the assessment of planning applications.
- 1.5 The North Yorkshire County Structure Plan Alteration No. 3 (1995) covering the City of York and North Yorkshire relates to the period up to 2006. Transitional arrangements allow for this plan to be saved for three years from commencement of the Act. The Council is presently exploring whether it is necessary to save some of the key policies within this plan to cover the time period from September 2007 to the publication of emerging RSS.
- 1.6 The emerging Regional Spatial Strategy was subject to an examination in public in Autumn 2006 and the present timetable indicates that the Panel's Report will be issued in February 2007 and a final version issued in autumn 2007.

- 1.7 Where any conflict exists between The North Yorkshire County Structure Plan Alteration No. 3 (1995) and the Regional Spatial Strategy for Yorkshire and the Humber to 2016 based on the Selective Review of RPG12 the latter will take precedence as it was approved more recently.

## **Locally**

- 1.8 In November 1999 a public inquiry opened to examine objections to the City of York Local Plan. One of the first issues to be considered by the independently appointed Government Inspector was the York Green Belt. In January 2000 he published his provisional views, which made it clear that the Plan should seek to adopt a permanent Green Belt. This differed to the approach advocated by the Council which involved initially designating an interim Green Belt whose boundaries would endure only for the life time of the Local Plan i.e. until 2006. Taking its lead from the inspector, in February 2000, the Council suspended the inquiry and officers began a Green Belt Review, which led to the Third Set of Changes to the Plan.
- 1.9 The consultation on the Third Set of Changes was held in February and March 2003. The Council received over thirteen thousand representations. This led to the production of a Fourth Set of Changes to the plan. The Local Plan up to and including the Fourth Set of Changes stages has been approved for Development Control purposes by the Council. Although this document does not have full Development Plan status as it has not been through the Inquiry process, it is considered to be an important material consideration in the assessment of planning applications. This document would then be used for the purposes of Development Control until such time as it is superseded by elements of the LDF.
- 1.10 In addition to the draft Local Plan the Council has produced and is producing a range of draft supplementary planning documents to support policies included in the draft Local Plan up to and including the Fourth Set of Changes as approved by the Council for Development Control purposes (see Annex D). These documents are considered to be material considerations in terms of determining planning applications and will continue to be used by the Authority until such time as they are superseded.

## **Further Information**

- 1.11 A glossary of terms is provided in Annex F. Further general information about the LDF can be obtained from the Council's web page at [www.york.gov.uk](http://www.york.gov.uk) or the Planning Portal Website (the government's online service for planning) at [www.planningportal.gov.uk](http://www.planningportal.gov.uk).

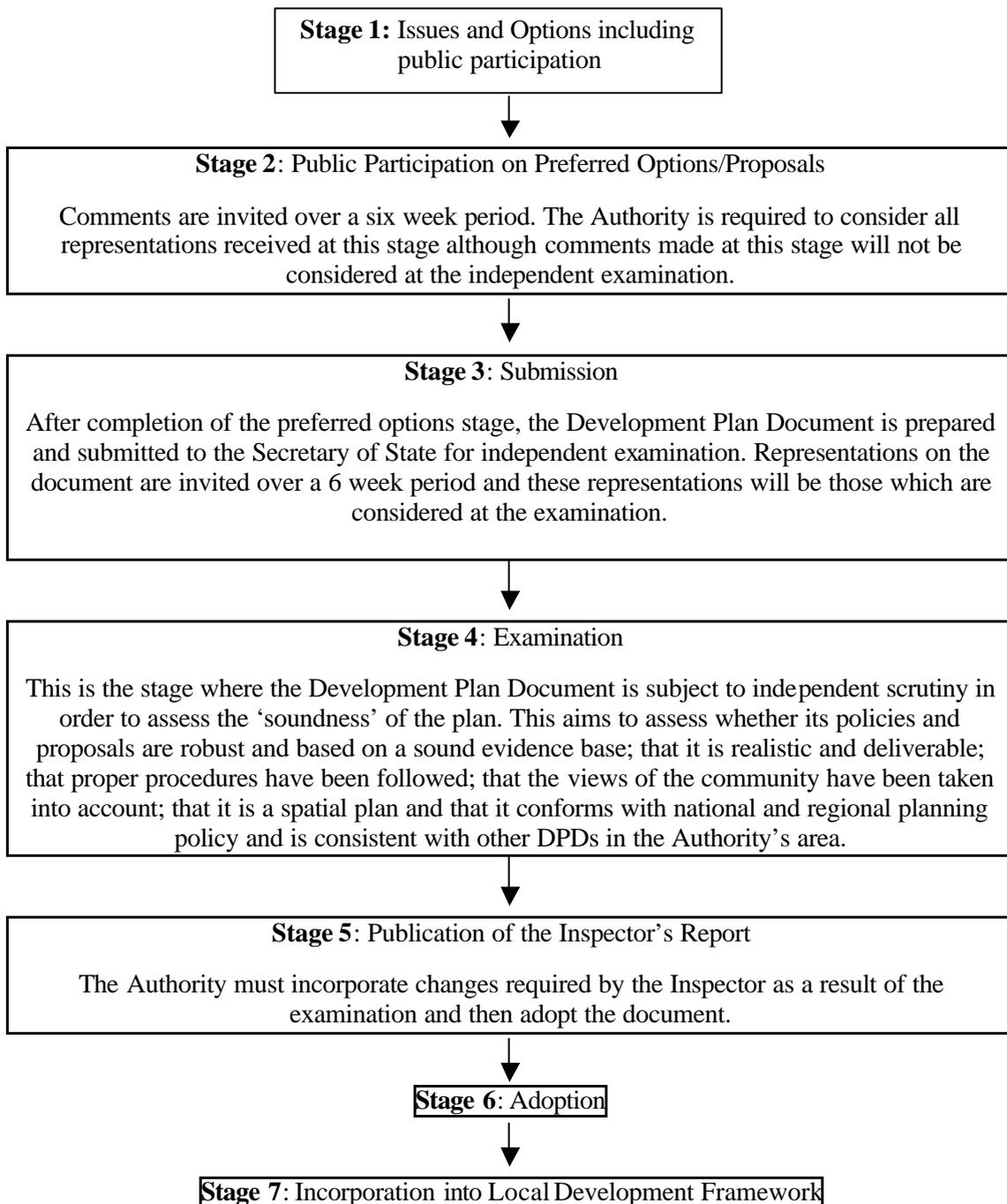
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## 2. Programme & Content

### Process

- 2.1 The process for the production of Development Plan Documents that will form the Local Development Framework for the City is described in Figure 1 below.

#### **Figure 1: Preparation of Development Plan Documents (DPDs)**



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## Local Development Documents

### *Progress to Date*

- 2.2 Since the last LDS was produced in 2005, work has commenced on the production of the Core Strategy, Statement of Community Involvement and Development Control Policies Development Plan Document. In addition evidence base work relating to the Key Allocation and Proposals Map DPD has also started. In terms of the Core Strategy, an Issues and Options paper was prepared and consultation was undertaken on this in Summer 2006. The Statement of Community Involvement is now at the Submission Stage and will be submitted to the Secretary of State in February 2007. Pre-production work has commenced on the Development Control Policies DPD, including initial consultation and discussion with Development Control.

### *Current Documents*

- 2.3 Over the next 3 years the following documents will be produced:
- Core Strategy and Strategic Policies Development Plan Document (DPD)
  - Key Allocations and Proposals Map DPD
  - Statement of Community Involvement
  - City Centre Area Action Plan
  - York Northwest Area Action Plan

The indicative timescales for the above documents are set out in Figure 2. Detailed information on the contents of the various Local Development Documents identified in this section is provided in Annex A.

- 2.4 In addition to producing the above documents, further work will also be undertaken to prepare the Development Control Policies DPD subject to achieving the milestones identified for the other DPDs. Further detail on the Development Control Policies DPD, including an indicative timescale for this ongoing work, is included in Annex B.





## Evidence Base

- 2.5 A key feature of the Local Development Framework (LDF) is that its policies and proposals are soundly based on up-to-date and reliable evidence. A robust evidence base is therefore required in order to inform content and direction. This evidence base will also provide vital information for its subsequent monitoring and review.
- 2.6 The existing evidence base includes:
- Biodiversity Audit (1996), Martin Hammond and CYC.
  - City of York Retail Study (2004), Roger Tym and Partners for CYC.
  - Draft Housing Market Assessment (2006), Fordham Research for CYC.
  - Landscape Character Assessment (1998), ECUS for CYC.
  - Local Transport Plan 2 (2006 – 2011) Accessibility Study (2006), CYC Transport Planning Unit.
  - Science City York: Employment Land to 2021: Report to the City of York Council in association with Science City York (2001), SQW for CYC.
  - Travel to Work Topic Report – District Level (2005), CYC.
  - City of York Local Plan: The Approach to the Green Belt Appraisal (2003), CYC.
- 2.7 In addition to the existing evidence base we are also working on an emerging evidence base which includes:
- Housing Market Assessment
  - Housing Land Availability Study.
  - Employment Land Review
  - Strategic Flood Risk Assessment
  - PPG17 (Open Space) Assessment
  - Central Historic Core Conservation Area Appraisal
  - SINC Sites Review (Sites of Importance for Nature Conservation).
- 2.8 Annex C provides further information on the existing and emergent evidence base and ongoing studies. As the Local Development Framework progresses, we will consider whether any further work or specialist studies are needed to develop or supplement this evidence base. This will be considered when preparing any Local Development Document and as part of the annual monitoring process. Consultants will be employed where the information required is of a specialist nature or the time needed to undertake the research is not available in-house.

## Risk Analysis

- 2.9 An assessment has been undertaken to identify key risks to the programme outlined in Table 1 below along with potential mitigating actions.

**Table 1: Risk Analysis**

<b>Risk</b>	<b>Impact L/M/H</b>	<b>Probability L/M/H</b>	<b>Mitigating Actions</b>
Staff Turnover	H	M	The potential loss of a team member could have a significant impact upon LDF delivery. To address this risk contingencies are in place (such as the redeployment of internal resources to cover a shortfall or use of 'agency' staff) to enable continuity in the programme in the event of a staff member leaving the employment of the Council.
New PPS's or RSS published that changes national or regional policies and guidance.	H	M	Ensure that the LDF team is fully aware of emerging national and regional context and responds to changes early.
Change in the Local Political Agenda.	H	M	Cross party LDF Member Working Party to provide ownership and feedback into the process.  Officers will have a greater awareness of potential issues and will be able to respond accordingly.
Objections	H	M	Whilst the SCI will set out the overall engagement strategy with all interested parties, it is likely that there will remain some interests whose case will need to be considered at Inquiry. However this will not be known until the DPD in question has been submitted to the SoS and formally consulted upon. Notwithstanding this, the front-loading of engagement with interested parties will seek to overcome as many objections as possible prior to the examination stage, where the most significant slippage in preparation may occur.
Capacity of Planning Inspectorate to Accommodate an as yet unknown Level of Nationwide Demand.	H	M	The capacity of PINS is not something that the Council can directly influence.

<b>Risk</b>	<b>Impact L/M/H</b>	<b>Probability L/M/H</b>	<b>Mitigating Actions</b>
Soundness of DPDs	H	L	Dialogue with GOYH and PINS at all key stages in the process will seek to minimise the risk. Issues and concerns would then be addressed in a timely manner.
Legal Challenge	H	L	All DPDs will be prepared upon a robust evidence base subject to a sustainability appraisal, and involve engagement with all interested parties. The Self-Assessment Soundness Toolkit produced by the Planning Advisory Service will be used.

### **3. Annual Monitoring Report**

- 3.1 The Council is required to annually monitor the effectiveness of its policies and progress on the production of its Local Development Framework. As a part of this process it will prepare an Annual Monitoring Report before 31<sup>st</sup> December each year that will cover the previous financial year (1 April to 31 March).
- 3.2 Two Annual Monitoring Reports have been prepared and submitted to Government Office covering the time periods 2004/05 and 2005/06. Both are available to view on the Council's webpage [www.york.gov.uk](http://www.york.gov.uk) or from the Council City Development - Forward Planning Team (please see contact details in section 1).
- 3.3 The Annual Monitoring Report includes:
- national core indicators and locally devised indicators, which monitor the effectiveness of current planning policies. Future AMRs will also suggest actions to address any issues highlighted (but will not itself amend or revise policies);
  - an assessment of the progress made by City of York Council with regards to the Local Development Framework. This includes a review of the documents produced and ongoing work taking place. It also states the reasons why or why not progress has taken place; and
  - a comprehensive review of contextual statistics that help to paint a picture of the social, environmental, economic, physical and demographic background for the City of York.

### **4. Sustainability Appraisal and Strategic Environmental Assessment**

- 4.1 Section 39 of The Planning and Compulsory Purchase Act 2004 requires local development documents to be prepared with a view to contributing to the achievement of sustainable development. Local Planning Authorities must also comply with the European Union Directive 2001/42/EC which requires formal Strategic Environmental Assessment of certain plans and programmes which are likely to have significant effects on the environment. The Directive has been incorporated into English law by virtue of the Strategic Environmental Assessment Regulations 2004, and applies to all Local Development Documents where formal preparation begins after 21<sup>st</sup> July 2004. All Development Plan Documents and Supplementary Planning Documents will therefore be subject to Sustainability Appraisal (SA) incorporating Strategic Environmental Assessment (SEA).
- 4.2 In this way, Sustainability Appraisals assist and improve policy, project and programme development by assessing the likely significant effects on the economic, social and environmental objectives by which sustainable development can be defined.

- 4.3 The SA/SEA report will be an integral part of the plan making process, and will be undertaken in stages alongside the production of each DPD/SPD. The first stage involves establishing the Evidence Base, identifying key issues and developing sustainability objectives. In York, objectives will be informed by the national and regional policy, the Ecological Footprint and Local Agenda 21 process.
- 4.4 The Ecological Footprint tool provides a recognised and accepted (by the ODPM, DEFRA and Audit Commission) method of assessing the land required to meet York's needs. An Eco (Ecological) footprint is a way of measuring the impact our lifestyles have on the Earth's resources. The Eco Footprint of York considers how much land is needed to feed the people of York and provide them with all the energy, water and materials they need. The Footprint also calculates the emissions generated from burning oil, coal and gas, and determines how much land is required to absorb the pollution and waste generated by the residents of York. The footprint takes the area of usable land and divides it equally between the global population. The Fair Earthshare, as it is called, is about 2 hectares per person. The current Eco Footprint for York is over 6 hectares per person.
- 4.5 The Local Agenda 21 process in York has developed 50+ indicators covering social, economic and environmental data, and is collected annually and reported publicly biennially.

## **5. Existing Council Strategies**

- 5.1 Government guidance indicates that the LDF has a key role in delivering the spatial aspects of the Community Strategy. It is also clearly important that the LDF takes full account of other existing Council strategies that have spatial elements. Table 2 highlights existing Council Strategies that will be considered and scoped as part of on going work for the LDF. In addition to the existing Council Strategies Officers will seek to identify emerging strategies with implications for the LDF and ensure a consistent approach is taken.

**Table 2: Existing Council Strategies**

<b><u>Strategy</u></b>	<b><u>Role</u></b>	<b><u>Timescale</u></b>
Community Plan ‘Without Walls’.	<p>The Community Plan runs up to 2024. It sets a vision for the City which aims to:</p> <ul style="list-style-type: none"> <li>• build confident, creative and inclusive communities;</li> <li>• create a leading environmentally-friendly city;</li> <li>• ensure York is at the forefront of innovation and change with a prosperous and thriving economy;</li> <li>• create a world class centre for education and learning for all; and</li> <li>• celebrate our historic past whilst creating a successful and thriving future.</li> </ul>	To 2024
Local Transport Plan (LTP2) inc associated strategies in Annexes to LTP2	<p>Local transport authorities are required by the Transport Act 2000 to prepare a Local Transport Plan. The second LTP contains a long term strategy within which a five year implementation plan for 2006 to 2011 is set, and outlines how we intend to build a sustainable and safe transport network for the City of York.</p> <p>LTP2 also includes 14 transport strategies as Annexes to the document, which support the main document and contain more detailed information and background information on the various strategies and works carried out in developing the LTP.</p> <p>The LTP is set in the context of economic and spatial strategies, and is required to support targets for housing, jobs and social inclusion and the environment.</p>	2006 - 2011
Second Air Quality Action Plan (AQAP2) (associated with LTP2)	<p>Air quality issues in York are mainly related to traffic emissions. The Council has released it’s Second Local Transport Plan (LPT2). The key aims of the plan are to improve accessibility, air quality and safety, and ease congestion. A new Air Quality Action Plan (AQAP2) has been developed alongside LTP2, the key aim of</p>	2006 - 2021

<b>Strategy</b>	<b>Role</b>	<b>Timescale</b>
	which is to improve sustainable transport in the City.	
A Municipal Waste Management Strategy For the City of York and North Yorkshire	The Municipal Waste Management Strategy has been developed by the York & North Yorkshire Waste Partnership and provides the strategic vision for managing wastes and improving resource recovery in York and North Yorkshire. This Strategy contains the policies, aims, objectives and targets for the partnership area.	2006 - 2026
Economic Development Programme	Sets out the economic policy for the City and a set of priority actions for 2004/05. Priority themes include: increasing resources to the First Stop tourism partnership; investing in York's historic tourism; developing York's wider role in the regional economy and at a sub-regional level; intensifying Science City York activity; sustaining high profile inward investment; and promoting key transport issues across the economy.	2004/05
Children's Services Plan	This Plan aims to ensure that children and young people are well provided for, well supported by adults and well taught in schools so they can learn more effectively and achieve higher standards. Its aims are that all children and young people become healthy, happy, fulfilled and creative adults, and as they grow older, to play a major role in generating economic prosperity and improving the quality of life for themselves and the communities in which they live.	2006-2009
Active York	Active York is York's voice for Sport and Active Leisure in York. It is a City-wide partnership working to deliver the City Vision and Community Strategy.	2007
Housing Strategy	The assessment looks at supply and conditions of the housing stock, the numbers, demand and location. It also looks at the Council's approach to negotiating affordable housing on sites. It covers vulnerable groups and the homeless.	2006- 2009
Older People's Housing Strategy	The emergence of older people's housing needs in the context of demographic and social changes means that for the first time the Council have prepared a separate Older People's Housing Strategy. The Older People's Housing Strategy reflects the overall aims and ambitions of the Council's Housing Strategy, but also provides an	2006 - 2009

<b>Strategy</b>	<b>Role</b>	<b>Timescale</b>
	<p>opportunity to develop in much greater detail, actions to address older people's housing issues.</p>	
<p>Homelessness Strategy</p>	<p>Homelessness across the whole population has been rising in York for the past seven years and addressing this is a priority for the City of York Council.</p> <p>The Strategy has 3 overarching objectives:</p> <ul style="list-style-type: none"> <li>• to prevent homelessness wherever possible;</li> <li>• to minimise the impact of homelessness upon individual households; and</li> <li>• to ensure that there is an adequate supply of accommodation and appropriate support for those resettled after homelessness.</li> </ul>	<p>2003 - 2008</p>
<p>Supporting People Strategy</p>	<p>Supporting People provides a range of housing related support services that can help people to live independently in their own homes. It supports people who:</p> <ul style="list-style-type: none"> <li>• Are homeless;</li> <li>• Have learning difficulties;</li> <li>• Are an older person;</li> <li>• Have mental health problems;</li> <li>• Are at risk of offending;</li> <li>• Are fleeing domestic abuse;</li> <li>• Have a disability;</li> <li>• Have substance mis-use issues;</li> <li>• Are a young person who is leaving care;</li> <li>• A traveller.</li> </ul>	<p>2005 - 2010</p>
<p>Private Sector Renewal Policy</p>	<p>The Council's Private Sector Housing Renewal Policy was published in 2003 and included objectives and action plans that took account of the new powers under the Regulatory Reform Order and, where possible, the proposed Housing Bill (subsequently Housing Act 2004). The key objectives in the policy are:</p> <ul style="list-style-type: none"> <li>• To encourage and support owner occupiers to maintain and repair their</li> </ul>	<p>2003 - 2006</p>

<b>Strategy</b>	<b>Role</b>	<b>Timescale</b>
	<p>homes and introduce energy efficiency measures.</p> <ul style="list-style-type: none"> <li>• To help people whose independence may be at risk to remain in or return to their homes.</li> <li>• To encourage private landlords to provide good quality and well managed properties for their tenants.</li> <li>• To increase the supply of affordable homes available in York.</li> <li>• To strengthen existing and develop new partnerships to support the private housing sector.</li> </ul>	
Empty Homes Policy	The Empty Homes Policy explains the procedures and policies the Council has in place to assist in bringing empty homes back into use.	2004
Contaminated Land Strategy	<p>The Contaminated Land Strategy was written in response to Part IIA of the Environmental Protection Act 1990 which governs the inspection and remediation of contaminated land not being considered under the planning regime.</p> <p>The Strategy details the Council’s proposed method of identifying and prioritising potential contaminated land and details how the information collected would be managed.</p> <p>Part IIA of the Environmental Protection Act 1990 was designed to run parallel to the planning regime. Where a site could be considered under the planning regime, this is intended to be the desired method to ensure the clean up of contaminated land.</p>	Updated annually
City of York Council Life Long Learning and Leisure Plan	<p>This plan replaces the Education and Leisure Strategic Plan 2002 – 2006. It is a three year plan which is up-dated annually. The Outcomes it considers include:</p> <p>Outcome 1: Making York More Eventful</p> <p>Outcome 2: Engaging in Learning</p> <p>Outcome 3: Being Healthy</p>	2005-2008

<b><u>Strategy</u></b>	<b><u>Role</u></b>	<b><u>Timescale</u></b>
	Outcome 4: Making a Positive Contribution Outcome 5: Taking Pride and Pleasure in the Environment Outcome 6: Economic Well-being Outcome 7: Staying Safe Outcome 8: Infrastructure Planning	
Local Agenda 21	<p>The Local Agenda 21 Plan is a strategy to improve the quality of life for everyone in York, now and in the future. Fifteen factors arose from the Local Agenda 21 process and these form the basis for this plan. They include:</p> <ul style="list-style-type: none"> <li>• everyone would have access to a job, with good working conditions, in a local economy where the value of voluntary and unpaid work is recognised.</li> <li>• everyday goods and services, including those produced locally, would be available close to where people live.</li> <li>• low and decreasing crime levels would mean that all citizens felt safe and secure.</li> <li>• people would not have to rely on the car to get around.</li> <li>• resources would be used carefully, with minimal waste.</li> <li>• there would be as little pollution as possible.</li> <li>• a pleasant natural environment, which people could also enjoy, would support the largest possible range of native animals and plants.</li> <li>• people would enjoy good health, but effective treatment would be available for those suffering from ill health.</li> <li>• education and training would be available to people of all ages and abilities.</li> <li>• safe, affordable and nutritious food would be available to everyone.</li> <li>• everyone would have access to housing which is affordable, appropriately sized and in good condition.</li> <li>• there would be organised and casual leisure opportunities for everyone.</li> <li>• everyone would have the opportunity to be a part of a community, and to</li> </ul>	Updated Biennially

<u>Strategy</u>	<u>Role</u>	<u>Timescale</u>
	<p>play a part within it.</p> <ul style="list-style-type: none"><li>• the characteristics which make York unique would be protected and enhanced.</li><li>• everyone would have the chance to have their say in decisions affecting themselves and the city as a whole.</li></ul>	

## 6. Resources

### Financial

- 6.1 The financial implication of the production of the five DPDs highlighted in Table 3 has been fully assessed. The majority of the costs relating to staffing will be met through the City Development Team Revenue budget. In addition funds have also been identified to meet costs relating to the following:
- technical work for the LDF evidence base that cannot be undertaken in house (as detailed in Annex C);
  - consultancy work on the sustainability appraisals required for each DPD (incorporating SEA);
  - the public examinations into each DPD (this includes costs relating to the Planning Inspectorate, Programme Officer and venue);
  - the need for the additional temporary posts to aid the production of the core LDF documents and Area Action Plans;
  - legal and consultancy support on procedural issues; and
  - consultation and publication.
- 6.2 Table 3 below gives an indication of the likely costs arising from these areas during the lifetime of this project plan. It should be noted that these costs are indicative and will be kept under review.

**Table 3: Costs**

	<b>Costs 2007-2010 (£,000)</b>
Technical / Evidence Base Work	120
Sustainability Appraisal	150
Public Examinations	220
Temporary Staff	351
Legal & Consultancy Support	75
Consultation and publications	190
<b>TOTAL</b>	<b>1,106</b>

### Programme Management, Reporting and Responsibilities

- 6.3 The City Council's City Development service will be primarily responsible for delivering the LDF. Its components are illustrated by the family tree attached as Annex E. The section comprises four inter-related teams each led by a Principal Officer and covering Forward Planning, Research and Information, Development Projects and a team specifically constituted to undertake work relating to the York Northwest site.
- 6.4 The Principal Officer Forward Planning has the role of LDF project management supported by the Head of City Development and the Assistant Director of City

Development and Transport. The Assistant Director provides the link with both the Directorate and wider Council management team.

- 6.5 Within the City Development service primarily although not exclusively the Forward Planning team will lead on the production of the Core DPDs identified; the Research & Information Team will lead on the production of the evidence base and monitoring and review; and the Development Projects and York Northwest teams will lead on the production of the Area Action Plans.

### **Officer Group**

- 6.6 To provide technical input into the LDF process across the full range of relevant professional discipline an Officer Group has been set up. This group presently contains Officers from the areas identified in Figure 3 below. The composition of this group will be kept under review and may change over time.

### **Figure 3: Officer Group**

<p><i><b>City Development</b></i></p> <ol style="list-style-type: none"><li><i>1. Head of City Development</i></li><li><i>2. Principal Planner (Forward Planning) (Project Manager)</i></li><li><i>3. Principal Planner (R+I)</i></li><li><i>4. Principal Planner (Projects)</i></li><li><i>5. Principal Planner (York Northwest)</i></li></ol> <p><i><b>And Officers from the following areas:</b></i></p> <ol style="list-style-type: none"><li><i>6. Transport Planning</i></li><li><i>7. Development Control</i></li><li><i>8. Sustainability</i></li><li><i>9. Community Planning</i></li><li><i>10. Economic Development</i></li><li><i>11. Education &amp; Leisure</i></li><li><i>12. Housing</i></li><li><i>13. Conservation &amp; Historic Environment</i></li></ol>
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## **Reporting**

- 6.7 Issues relating to the LDF are reported to Council Members via the Local Development Framework Working Group. This is a formally constituted committee of the Council which meets in public and makes recommendations to the Council's Executive.
- 6.8 The Council's Executive is formally responsible for making decisions relating to LDF production other than approving document for submission to the Secretary of State or final adoption. Decisions relating to these issues must be made by Full Council.

## **Annex A : Local Development Documents**

Profiles of each document are presented in turn below.

### **Core Strategy and Strategic Policies (DPD)**

#### **Description and Role**

The Core Strategy will set out the overall strategy of the LDF and the key strategic policies against which all development will be assessed. All other DPDs prepared by the Council will have to be in conformity with the Core Strategy and contain policies and proposals which support its strategic vision, objectives and spatial strategy. The Core Strategy and Strategic Policies will contain:

- A vision;
- Strategic objectives
- A spatial strategy;
- Strategic policies for:
  - sustainable development;
  - scale and distribution of all development including housing and employment land;
  - meeting local housing needs (including affordable housing, community facilities, health and education);
  - environmental quality and local character;
  - natural resources;
  - economic growth and regeneration;
  - travel, transportation and accessibility;
  - retail hierarchy and town centre strategies;
  - national designations e.g. area of outstanding natural beauty (AONB) and sites of special scientific interest (SSSIs);
  - flood risk;
  - green belt (general extent);
  - waste management; and
  - a monitoring and implementation framework.

The Core Strategy will have to conform to the Regional Spatial Strategy (RSS) and will have full regard to other key Council Strategies and take into account issues such as sustainable development and promoting diversity and social inclusion.

The Core Strategy will be accompanied by a proposals map. This map will be at a registered scale showing the Local Authority area to which city wide policies will apply and areas of protection including location of Conservation Areas and nationally designated nature conservation sites.

**Table 4 : Core Strategy and Strategic Policies DPD Timetable**

End of consultation on Issues and Options Document	July 2007
Consideration of Representations on Issues and Options Document and Preparation of Preferred Options Document	August 2007 – March 2008
Public Participation on Preferred Options Document	April 2008 – May 2008
Consideration of Representations on Preferred Options Document and preparation of the Submission Document	June 2008 – December 2008
Submission to the Secretary of State	January 2009
Public Participation on Submission Draft	January 2009 – February 2009
Examination	July 2009
Adoption	February 2010

## **Key Allocations and Proposals Map (DPD)**

### **Description and Role**

This DPD and associated proposals maps will show all the sites which have been specifically identified for development in order to meet the Council's vision and objectives or strategic policies of the Core Strategy. It will set out policies and proposals maps relevant to the sites including detailed requirements for their development and phasing policies. Allocations will be developed from the vision and strategic objectives of the Core Strategy and will specify areas proposed for:

- housing,
- employment,
- open space or recreation
- retail
- green belt boundaries
- transport purposes (e.g. highways and cycle routes).
- waste
- community facilities
- health
- education

Some allocations will be phased to follow a sequential approach to release and thereby ensure that they are flexible and responsive. This is particularly relevant to housing. Like each of the Local Development Documents (LDD)s, the Allocations DPD will be subject to regular scrutiny through the monitoring process and an Annual Monitoring Report to ensure sites are coming forward as intended, to provide a suitable and available land supply.

**Table 5: Key Allocations & Proposals Maps DPD Timetable**

Pre Production	February 2007 - October 2007
Issue & Options Consultation	November 2007 – December 2007
Consideration of Representations on Issues and Options Document and Preparation of Preferred Options Document	January 2008 – August 2008
Public Participation on Preferred Options Document	September 2008 – October 2008
Consideration of Representations on Preferred Options Document and preparation of the Submission Document	November 2008 - May 2009
Submission to the Secretary of State	June 2009
Public Participation on Submission Draft	June 2009 – July 2009
Examination	December 2009
Adoption	July 2010

## **Statement of Community Involvement (LDD)**

### **Description and Role**

The Act requires Local Authorities to consult with the community throughout the preparation of the LDF. The Statement of Community Involvement sets out the Council's proposals for how the community will be involved in the production of the documents it intends to prepare. It describes the Council's standards for consultation, the bodies/communities/organisations to be involved, the different methods that will be used in relation to different LDDs and different groups, and when groups can expect to be consulted.

In order to make the most effective use of resources, it is anticipated that the existing consultation structures are utilised and this will be reflected in the Statement of Community Involvement. One of the key structures in place is the delivery mechanisms of the Community Plan, the Local Strategic Partnership. Key stakeholders include: the Economic Development Board; Learning Partnership, York@Large, Safer York Partnership, City of York Council Executive and Environmental Forum; Healthy City Board and the Inclusive City Reference Group. The key elements of the Local Strategic Partnership are illustrated in Annex E.

In undertaking consultation, every effort will be made to use the Council's existing Ward Committees. There are eighteen and they meet quarterly. Each is chaired by the appropriate ward members and are open forums where members of the public can ask questions and put forward views.

Efforts will also be made to fully engage with Parish Councils (there are currently thirty-one covering the City of York Authority) and also other groups such as York Property Forum, and the Open Planning Forum.

## **Proposed Approach**

The Council will actively seek the involvement of anyone who may have an interest in shaping the planning of the area, including national organisations, Government Agencies, regional organisations, local organisations, local community groups and local people. Consideration will be given to how that involvement can most effectively be achieved and detailed in the Council's Statement of Community Involvement. Special efforts will be made to consult with hard to reach groups and those who do not normally get involved in planning matters – such as young people, ethnic minorities etc.

### **Table 6: Statement of Community Involvement Timetable**

Submission to the Secretary of State	February 2007
Public Participation on Submission Draft	Feb - March 2007
Examination	May 2007
Adoption	August 2007

## **City Centre Area Action Plan (DPD)**

### **Description and Role**

Area Action Plans focus upon implementation, providing an important mechanism for ensuring development of an appropriate scale, mix and quality for key areas of opportunity, change or conservation. Action plans or area strategies with a geographic spatial dimension will benefit from having development plan status in contrast to their previous status as supplementary planning guidance.

There are clearly several areas of the City that could benefit from the production of Action Area DPDs. The City of York's architectural and archaeological history is famous worldwide and is one of the key factors in attracting large numbers of visitors to the City. The Minster itself is the largest Gothic Cathedral in Northern Europe. In addition, the Museum Gardens is registered on English Heritage's list of Parks and Gardens of Special Historic Interest. Given the historical importance of the City Centre, its key tourism, retail and business roles and the development issues it faces, it is considered that this should be one of the first areas to be the subject of this type of DPD.

**Table 7: City Centre Area Action Plan (DPD) Timetable**

Pre Production	April 2007 – February 2008
Consultation on Issues & Options Document	March 2008 – April 2008
Consideration of Representations on Issues and Options Document and Preparation of Preferred Options Document	May 2008 – December 2009
Public Participation on Preferred Options Document	January 2009 – February 2009
Consideration of Representations on Preferred Options Document and preparation of the Submission Document	March 2009 – October 2009
Submission to the Secretary of State	November 2009
Consultation on Submission draft	November 2009 - December 2009
Examination	May 2010
Adoption	December 2010

**York Northwest Area Action Plan (DPD)**

This is a major area for regeneration within the York urban area and includes land adjacent to the City Centre and York Station with a total size of over 76ha. The AAP will provide an overall comprehensive planning framework for the area. It comprises 2 major brownfield sites, York Central and British Sugar. An AAP is needed in order to ensure the environmental impact and infrastructure requirements from the development of the area are properly assessed. Consideration of the wider area will also assist in the preparation of the plan in terms of the type, scale and level of development that may be accommodated and the future implementation for this. The proposed timescales are put forward to take account of the size and complexity of the area and its potential impact on the City.

**Table 8: York Northwest Area Action Plan (DPD) Timetable**

Pre Production including consultation on Issues and Options Document	January 2007 – October 2007
Public Participation on Issues & Options	November 2007 – December 2007
Consideration of Representations on Issues and Options Document and Preparation of Preferred Options Document	January 2008 – December 2008
Public Participation on Preferred Options Document	January 2009 – February 2009
Consideration of Representations on Preferred Options Document and preparation of the Submission Document	March 2009 – October 2009
Submission to the Secretary of State	November 2009
Public Participation on Submission draft	November 2009 – December 2009
Examination	May 2010
Adoption	December 2010

### **Summary**

Table 9 below shows each DPD, its status, role and content, geographical coverage and its position in the chain of conformity.

**Table 9 : Summary of Key Documents**

Document title	Status	Role and content	Geographical coverage	Chain of conformity	Pre-production work and consultation on Issues and Options	Public participation on preferred options document	Date for submission to Secretary of State	Proposed date for adoption
Core Strategy and Strategic Policies	DPD	Sets out the spatial vision. Spatial objectives and strategy for the development of the area and framework for development control.	City of York authority area	Consistent with national planning policy and general conformity with regional spatial strategy	Up to July 2006 Further consultation on issues and options up to July 2007	April - May 2008	January 2009	February 2010
Key Allocations and proposals map	DPD	This shows all the sites which have been specifically identified for development in order to meet the Council's vision and objectives or strategic policies of the Core Strategy.	City of York authority area	Core Strategy and Regional Spatial Strategy	February 2007 – December 2007	September – October 2008	June 2009	July 2010
Statement of Community Involvement	N/a	Sets out the Council's proposals of how the community will be involved in the production of the documents it intends to prepare.	City of York authority area	N/a	Up to October 2005	February – April 2006 Sustainability report n/a	February 2007	August 2007

Document title	Status	Role and content	Geographical coverage	Chain of conformity	Pre-production work and consultation on Issues and Options	Public participation on preferred options document	Date for submission to Secretary of State	Proposed date for adoption
City Centre Area Action Plan	DPD	Provides an important mechanism for ensuring development of an appropriate scale, mix and quality for key areas of opportunity, change or conservation, in this case York City Centre.	City Centre, to be defined on the Core Strategy proposals map	To conform with the Core Strategy	April 2007 – April 2008	January – February 2009	November 2009	December 2010
York Northwest Area Action Plan	DPD	Provides an important mechanism for ensuring development of an appropriate scale, mix and quality for key areas of opportunity, change or conservation, in this case the York Central and British Sugar Sites.	A corridor from the City Centre to the Outer Ring Road including the areas covered by the York Central and British Sugar sites	To conform with the Core Strategy	January 2007 – December 2007	January – February 2009	November 2009	December 2010

## **Annex B: Development Control Policies DPD**

### **Description and Role**

The Development Policies (DPD) will include a limited suite of topic related policies covering broad planning considerations reflecting local circumstances. Government advice indicates that Local Planning Authorities should avoid producing a compendium of use-related policies which can be repetitive and quickly become out of date. Policies will pay full regard to, and complement, the national Planning Policy Statements and Guidance and the Regional Spatial Strategy but will not repeat their contents. Further information and detail on some development policies will be given in the form of Supplementary Planning Documents (SPDs) to be prepared in the longer term. The topics to be covered in the Development Policies (DPD) will include:

- protecting residential amenity;
- sustainable design & construction;
- protecting the character and appearance of the countryside;
- protecting the setting, form and character of settlements;
- conserving historic heritage;
- protecting the natural environment;
- promoting good quality design and landscape;
- promoting vital and viable town centres;
- accessibility and highway safety;
- supporting the economy and regeneration;
- encouraging walking, cycling and public transport;
- requiring developer contributions; and
- supporting communities.

**Table 10: Development Control Policies DPD Timetable**

Pre Production	October 2006 - March 2008
Issue & Options Consultation	April 2008 – May 2008
Consideration of Representations on Issues and Options Document and Preparation of Preferred Options Document	June 2008 – January 2009
Public Participation on Preferred Options Document	February 2009 – March 2009
Consideration of Representations on Preferred Options Document and preparation of the Submission Document	April 2009 – October 2009
Submission to the Secretary of State	November 2009
Public Participation on Submission Draft	November 2009 – December 2009
Examination	May 2010
Adoption	December 2010

## **Annex C: Evidence Base**

**Table 11: Completed Evidence Base and Background Studies.**

<b>Study</b>	<b>Date of Production</b>	<b>Synopsis</b>
City of York Biodiversity Audit  (produced by: Martin Hammond (Ecological Consultant) and the City of York Council)	November 1996	The study reviews sites of nature conservation importance, assesses habitat resources in the City and reviews the status of species of conservation concern known to occur within the City boundaries.
City of York Local Plan: The Approach to the Green Belt Appraisal  (Produced by City of York Council)	February 2003	The study aimed to identify the most valuable areas of green belt from the perspective of the PPG2 Purpose relating to the historic character and setting of the City.
City of York Retail Study  (Produced by: Roger Tym and Partners for the City of York Council)	October 2004	An assessment of the overall vitality and viability of the City Centre. Prepared in accordance with the provisions of PPG6.
Draft Housing Market Assessment  (Produced by: Fordham Research for the City of York Council)	September 2006	The Draft Housing Market Assessment has been carried out in accordance with the technical outputs set out in the ODPM practice manual, but using 2002 postal survey data (robust for 5-7 years) with updated information on prices, incomes and other relevant data. The Assessment has 'draft' status because it was not subject to stakeholder consultation.

Study	Date of Production	Synopsis
<p>Local Transport Plan 2 (2006-2011) Accessibility Strategy</p> <p>(Produced by the City of York Council Transport Planning Unit)</p>	<p>March 2006</p>	<p>An assessment of accessibility across the City, developed as part of the LTP. Such a strategy will:</p> <ul style="list-style-type: none"> <li>▪ aim to improve accessibility for all (particularly for disadvantaged groups)</li> <li>▪ focus on accessibility to employment, learning, health care and food shops together with other key services.</li> </ul>
<p>Science City York: Employment Land to 2021: Report to the City of York Council in association with Science City York.</p> <p>(Produced by SQW for the City of York Council)</p>	<p>2001</p>	<p>The report considered indicative forecasts of likely employment need to 2021. It considered economic futures and how these might be manifested in York and interpret the implications for land use development in and around the City.</p>
<p>Travel to Work Topic Report – District Level</p> <p>(Produced by City of York Council, City Development)</p>	<p>March 2005</p>	<p>An assessment of district to district travel to work statistics giving key information on the number of inflows and outflows and modal split.</p>
<p>York Landscape Appraisal Report</p> <p>(Produced by Environmental Consultancy University of Sheffield (ECUS) for the City of York Council)</p>	<p>December 1996</p>	<p>An assessment of the landscape character types together with strategies for their management.</p>

**Table 12: Emerging Evidence Base and Background Studies.**

Study	Date of Production	Synopsis
Central Historic Core Conservation Area Appraisal  (Produced by: BDP for the City of York Council)	Summer 2007	Detailed appraisal to create clear guidelines to ensure that development is controlled in order to protect and enhance the historic value of the central historic core.
Employment Land Review  (Produced by: SQW for the City of York Council)	Spring 2007	This study will reconsider the previous work produced by SQW which is detailed in figure 5 and provide new employment projections. It will guide new employment development and land use up to 2021. It will consider the protection of proposed employment provisions and potentially the allocation of new employment sites in the LDF.
Full Revised Housing Market Assessment  (Produced by: Fordham Research for the City of York Council)	July 2007	The Housing Market Assessment will provide a robust evidence base for housing policy in York. It will provide information on the need and demand for particular types of housing, including affordable housing and focus on the needs of particular groups, such as families, students and older people. The Assessment will be subject to full stakeholder involvement in accordance with national guidance.
Housing Land Availability Assessment  (Produced by the City of York Council, City Development)	Spring 2007	This study will identify potential housing sites for development. Primarily the study will be used to inform the Allocations DPD.
PPG17 Assessment of Local Needs  (Produced by PMP for the City of York Council)	May 2007	This study assesses the City's open space and outdoor sports and recreation facilities, together with an assessment of local needs and the identification of local standards.

<b>Study</b>	<b>Date of Production</b>	<b>Synopsis</b>
SINC (Sites of Importance for Nature Conservation) Review  (Produced by: the City of York Council)	March 2007	This study is a re-appraisal of the procedures and criteria for designating sites of importance for nature conservation, in line with new guidance produced by Defra. It is also a review of SINC sites across York.
Strategic Flood Risk Assessment (SFRA)  (Produced by York Consultancy, for the City of York Council)	March 2007	The SFRA will enable the Local Planning Authority to adopt a strategic approach to managing the issue of flood risk from a planning perspective. The SFRA will provide sufficient information to enable Local Planning Authorities to understand the flood risk consequences in the allocation of development sites and prioritise the allocation of sites utilising a sequential test to manage flood risk.

### **Table 13: Ongoing Evidence Base and Background Studies.**

Table 13 sets out the ongoing evidence base and background studies. These include a range of studies which the Council produces on an annual basis.

<b>Study</b>	<b>Date of Production</b>	<b>Synopsis</b>
Equipped Playspace Audit  (Produced by: City of York Council, Lifelong Learning & Leisure )	Completed annually. Next audit due Feb/Mar 2007	To determine the quantity and quality of playspace for children within the city
Housing and Employment Land Monitoring Reports and Maintenance of Database.	2004/05 Complete (updated Annually)	Assessments of the take up of both housing and employment land, together with evaluation of the performance of existing key planning policies.

## **Annex D : Draft Supplementary Planning Guidance**

### **SPGs:**

- *Education Contributions to Education Facilities (approved May 2002).*
- *Guide to Extensions and Alterations to Private Dwelling Houses (approved March 2001).*
- *Private Housing Development in York and the Negotiation of Affordable Homes (adopted October 2000, re-approved July 2005).*
- *Listed Buildings and Conservation Areas (adopted 2005)*
- *Planning Obligations & Agreements Procedure Note (adopted 2005)*

### ***Design Guides/additional Policy Guidance:***

*Highway Design Guide for York*

*Guidelines for the Preparation of Transport Assessments and Travel Plans (adopted 2001)*

*The York City Walls Conservation Plan (draft, 2004)*

*The York City Walls & Interpretation and Access Plan (draft, 2004)*

### ***Village Design Statements:***

*Copmanthorpe Village Design Statement, November 2002*

*Heslington Village Design Statement, April 2004*

*Rufforth Village Design Statement, September 2004*

*Poppleton (Upper and Nether Village Design Statement, August 2003*

*Askham Bryan Village Design Statement, June 2005*

*Holtby Village Design Statement, April 2005*

*Murton Village Design Statement, December 2005*

*Askham Richard Village Design Statement, June 2005*

*Dunnington Village Design Statement, March 2006*

*Knapton Village Design Statement, May 2006*

### ***SPGs currently being prepared:***

*Sustainable Design and Construction (proposed adoption Autumn 2007)*

*Designing Out Crime (proposed adoption 2007 /2008)*

*Trees on Development Sites (proposed adoption mid-2007)*

*Open Space in New Developments – A Guide for Developers (proposed adoption Autumn 2007)*

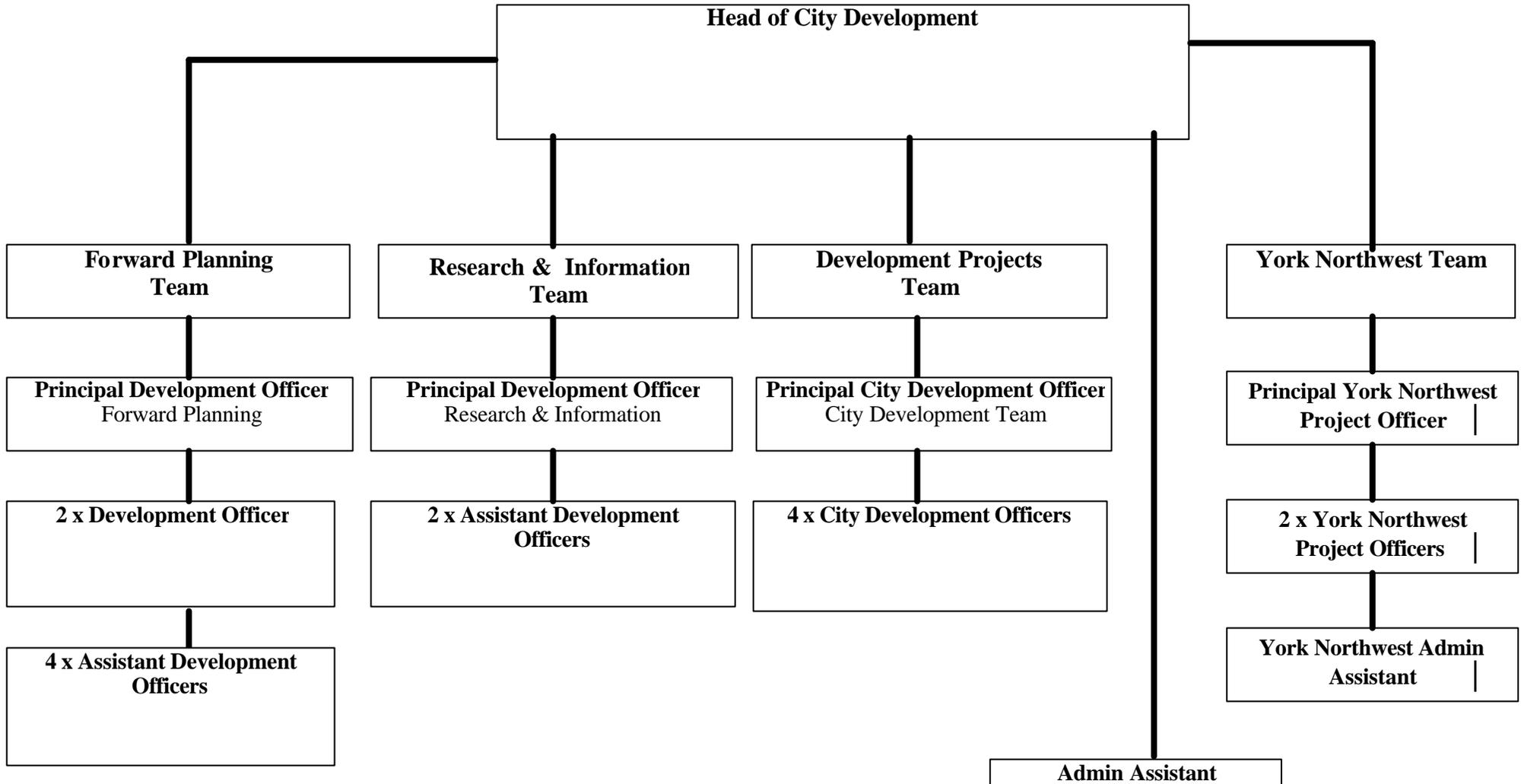
*Archaeology (proposed adoption Autumn 2007)*

*Local Lists (Consultation draft Autumn 2007)*

### ***Development Brief's:***

- *Elvington Airfield, Oct 1997*
- *Hessay Depot, Oct 1997*
- *Parkside Commercial Centre, March 2000*
- *Germany Beck, Sep 2001*
- *Metcalf Lane, June 2002*
- *Heslington East, February 2004*
- *York Central, March 2004*
- *Hungate, April 2005*
- *Castle Piccadilly, March 2006*
- *Terry's Factory, June 2006*

## Annex E: City Development



## **Annex F : Glossary of Terms**

**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*.

**Core Strategy:** set out the long-term spatial vision for the local planning authority area, 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* (or the Spatial Development Strategy in London) 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*, Site Specific Allocations of land, and *Area Action Plans* (where needed). Other Development Plan Documents, including generic Development Control Policies, can be produced. 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 areas 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, such as a Development Control DPD.

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

**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 (LDFs):** the name for the portfolio 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 and may also include local development orders and simplified planning zones.

**Local Development Scheme (LDS):** sets out the programme for preparing *Local Development Documents*. All authorities must submit a Scheme to the Secretary of State for approval within six months of the commencement of the Act.

**Local Transport Plan (LTP):** 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.

**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 each new *Development Plan Documents* 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.

**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.

**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'.

**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.

**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.

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