



City of York

LDF

Local
Development
Framework

Core Strategy Issues and Options

June 2006

City of York Council

**Local Development Framework
Core Strategy
Issues and Options**

June 2006

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1. Introduction

Background

In Autumn 2004 the government introduced a new planning system in this country. For local authorities such as York the new system introduced a range of planning documents collectively known as the Local Development Framework (LDF). The LDF (illustrated in Figure 1) is effectively a folder containing a range of documents including the Core Strategy. The Core Strategy will provide the overall planning vision and strategy for the City and will be closely related to the Community Strategy. All other documents prepared by the Council will have to fit with the Core Strategy and contain policies and proposals which support its strategic vision. This document, it should be noted, will not however include information on specific sites which will be covered in other subsequent documents.

The production of the Core Strategy will be informed by a sound evidence base and will draw extensively on work undertaken for the City of York Local Plan, which has been approved by the Council for the determination of planning applications, until such time as its replaced by the emerging LDF.

This document seeks to highlight key issues and options facing the authority area and consultation responses will help to inform the content, scope and direction of the Core Strategy. The Core Strategy will be subject to two further stages of consultation at its 'Preferred Option' and 'Submission' stages.

Measuring Sustainability

The LDF including the Core Strategy is subject to a Sustainability Appraisal. This appraisal will examine the Core Strategy against a range of different criteria to assess its contribution to the achievement of sustainable development. The 'Core Strategy Issues and Options Sustainability Appraisal' should be read together with this document to help understand the impact of different options on sustainability and the different sustainability trade offs that might exist. For further information please see section 3.5 of this document.

Playing your part

Your comments on this document will enable you to influence the LDF Core Strategy for the City of York. Please let us know what you think by 21/07/06 so we can take your views into account. You can answer the questions included within the various sections of this document - if however you have other comments we would be happy to receive them.

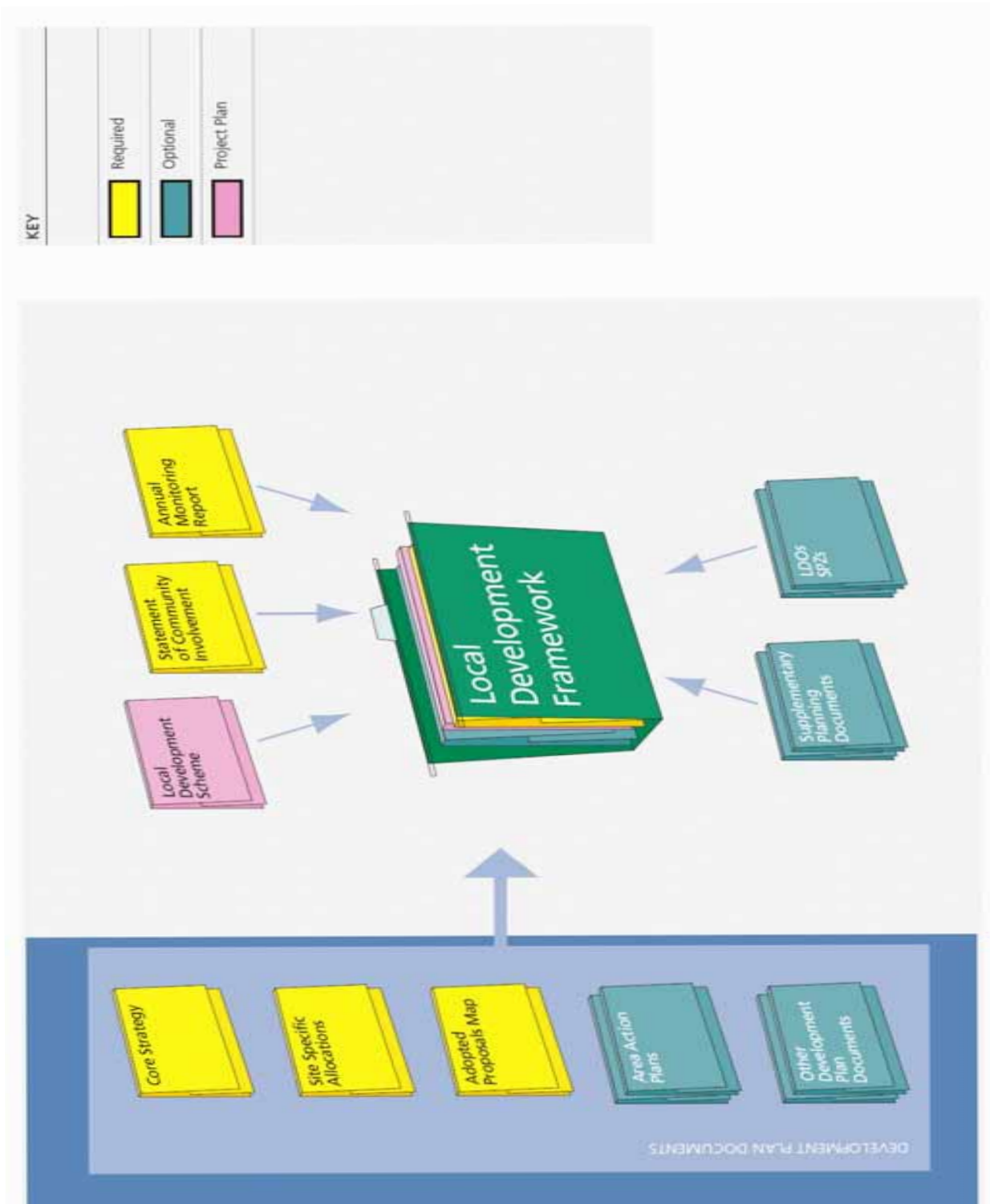
Further general information on the LDF can be obtained from the Council's Local Development Scheme, which is a three-year project plan for producing the LDF. This is available to view on the Council's web page: www.york.gov.uk.

If you would like to discuss any of the issues raised in this document or the LDF in general please contact:

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Figure 1: Local Development Framework



2. Spatial Portrait



2. Spatial Portrait

2.1 Introduction

Under the new Local Development Framework (LDF) system planning should be based on a clear understanding of the area, what makes it distinctive and the key social, economic and environmental characteristics that help define it. This spatial portrait seeks to 'set the scene' for the consideration of the key issues facing the area.

2.2 Geography

City of York Council is a unitary authority covering approximately 105 square miles with a population of around 185,000. The City of York Council area is made up of the historic City Centre and the surrounding urban area along with a number of villages, semi-rural settlements and surrounding countryside.

York is a nationally and internationally prominent City for a number of reasons, not only as a historic City and one of the UK's most visited tourist destinations. The City is also an important location for the Church of England and is an academic centre of excellence. York also plays an important role as a regional and sub-regional employment, retail and entertainment centre. The nearest towns are Selby (14 miles), Harrogate (21 miles) and Malton (19 miles) and the cities of Leeds (24 miles) and Hull (37 miles).

The emerging Regional Spatial Strategy (RSS) identifies a series of seven 'sub areas' that reflect existing functional relationships between places. York is identified as part of the Leeds City Region and also is part of a wider 'York sub area' which covers the City of York and its wider hinterland or 'area of influence'. This includes up to Malton, some of the East Ridings, west to the A1 and south to Selby.

2.3 History

York's history can be traced back to around AD71 when the Romans conquered the Celtic tribes and founded Eboracum, which, by the 4th century was the capital of



lower Britain. In the 7th century known as Eoferwic it was the chief city of the Anglo-Saxon King Edwin of Northumbria and two centuries later as Jorvik, it became an important trading centre for the Vikings. The City was damaged by William the Conqueror but by the middle Ages had become an important commercial centre. In Georgian times York was the social capital of the north and in the 19th century with the coming of the railway and major chocolate manufacturing its industrial future was assured. In more recent times York has diversified to become a major international tourist destination and a focus for higher education and science related growth.

2.4 The Environment

The setting of York is characterised by open approaches leading towards the City. Long views are achieved across the relatively flat landscape with only occasional woods to interrupt extensive views. The series of green wedges enables long vistas to be experienced from the outskirts towards important city

landmarks. . Open approaches enable the City to be experienced within its wider setting. The green wedges are a characteristic feature of York, contributing to a unique urban form. They are large tracts of undeveloped land which extend from the countryside into the heart of the city. The green wedges comprise the land around the historic 'strays' and the Ouse 'ings'.

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 and surrounded by a relatively evenly spaced pattern of villages. In more detail it includes distinctive water meadows adjacent to the Ouse, a pattern of fields divided by hedges or ditches and occasional blocks of deciduous trees, bog, heath land and coniferous plantations. Within a relatively small area the City of York boasts a range of sites and habitats which provide for some of Britain's rarest breeding birds and a diverse range of plant life and are recognised as being of exceptional nature and conservation value. They include ancient flood meadows, species-rich grasslands, lowland heath, woodlands and wetlands. The City of York area is home to a variety of European protected species including bats, great crested newts, otters and other rare species such as the Tansy Beetle.

The City of York has eight Sites of Special Scientific Interest (SSSI). Two of these (Strensall Common and Derwent Ings) are also of international importance. In addition to the statutory sites of international and national importance, there are 41 non-statutory sites of importance for nature conservation and 3 local nature reserves Hob Moor, Clifton Backies and St Nicholas Fields. There are also a number of nature sites that have been identified by local community groups including for example New Earswick Nature Reserve, Fosslands Nature Reserve, Wheatlands Educational and Community Woodland and Danesmeade Residents and Meadows Association. The City of York has a total woodland coverage of 998ha, which is 3.7% of the total land area and approximately 5.5 hectares per 1,000 people. This is lower than the regional coverage of 5.8% of the total land area and 18.2 hectares per 1,000 people.

Flooding is a key issue for the City of York, a concern which was brought sharply in to focus with the events of Autumn 2000. The City of York is affected by 3 main rivers (Foss, Ouse and the Derwent) along with associated becks and tributaries. Given recent reports on climate change and the effect of modern drainage systems on river levels the expectations are that flood risk is likely to become an increasing problem.

An important element of York's environment is its unique City Centre. The City of York is one of only five historic centres in England that has been designated as an Area of Archaeological Importance. The City has around 1800 listed structures (of which 241 are Grade I and II*). There are 22 scheduled monuments in the City including the City Walls, York Castle, Clifford's Tower and St Mary's Abbey. The City also has 4 registered historic parks and gardens, which include the Museum Gardens and Rowntree Park. Design and conservation issues are a very important consideration for the City of York. Much of the unique attractiveness of the City as a place to live and work, and for leisure and tourism arises from its historical assets and special relationships between its buildings, streets, squares and open spaces. This special character is equally important both in the City Centre and in many of the outer urban areas and villages in the City of York.

York Minster is the most important landmark in the city, it is the largest gothic cathedral in Northern Europe. Built between the 13th and 15th century it is a fine example of medieval gothic architecture. The Minster can be viewed clearly from numerous positions within the surrounding landscape of York including the ring road, many approach roads into the City and from the green wedges. Views of the Minster are widely held to be very important in defining the special character of York and it's setting. Additionally, the bar walls form an important city landmark, the original parts being built by the Romans although most were built during the 12th to 14th Century.

The properties in the central historic core have gone through a continuous series of changes since the 10th century, often gradual, but also marked with some accelerated periods of growth at certain periods of the City's history. There is a series of surviving examples of

the different periods in this process of layers of change, with the following examples as representative of their time:

- 12th Century Norman House (Shambles) & Holy Trinity (Micklegate);
- 13th Century St Mary's Abbey & Clifford's Tower;
- 14th Century - The Shambles & Merchant Adventurers Hall;
- 15th Century - The Guildhall & St William's College;
- 16th Century Black Swan Public House (Peaseholme Green) & Herbert House and Lady Peckitt's Yard (Pavement);
- 17th Century Treasurer's House (College St) & Ingram House (Bootham);
- 18th Century Assembly Rooms & Castle Museum Complex;
- 19th Century Railway Station & Yorkshire Museum;
- 20th Century Odeon Cinema, Theatre Royal extension & City Screen.

Architectural styles have altered alongside technological changes, and in the future architectural design will need to respond to the changing advances in environmental standards.

2.5 The Economy and Retail

York's economy has seen significant structural change with the decline of its traditional industrial base through the late 1980's and early 1990's. In its place an economy based on science and technology, financial services and higher value added tourism has emerged helping to make York a vibrant City. The City's role as a major tourist destination, as a regional shopping centre, and its proximity to the rapidly growing Leeds conurbation, together with the availability of a skilled workforce, have combined to bring strong development pressures for a wide range of uses.

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 environment whilst allowing social progress that recognises the needs of all people. There is also a need to invest in the city's heritage and tourist industries, its cultural sector and the city centre economy and a need to make opportunities and increased income levels accessible to local people.

In 1998 the UK Minister of Science launched Science City York, an initiative designed to stimulate the further growth of clusters of knowledge-based businesses that have grown in the city. The attraction of investment into the city, particularly through Science City York, is key to the success of York's economy to ensure that it has continued prosperity and long-term sustainability.

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. The City has most of the cluster businesses, accounts for half of the sub-region's exports, most of the links to universities and higher qualified residents.

The City provides good job opportunities for residents in the area. Overall, employment growth in York has been greater than the region as a whole, with an increase in employment of 16% between 1991 and 2002, which is set to continue in the future. The City of York as a whole has a high employment rate. Of York's working age population the employment rate was 79.5% during 2004/5 compared with a Great Britain average of 74%. The city also has a low unemployment rate 1.2% below the national average in 2004/5.

In retail terms, York City Centre benefits from a diversity of provision, from large national retailers to small specialist shops. A recent retail study for York carried out on behalf of the Council by retail consultants Roger Tym and Partners (York Retail Study, October 2004) demonstrated that York City Centre is essentially healthy. The City Centre has a good diversity of retail and service uses, a low overall vacancy level and a continued high level of interest

from national retailers. However, the City Centre did appear to lag behind other competitor centres in some key areas. The key omissions from York City Centre's current retail offer are a large, modern high-profile department store, a City Centre format high-profile supermarket and high profile fashion outlets. The retail study concluded that without substantial improvements to York's offer it is likely that York's role as a regional and sub-regional shopping centre could be further marginalised with more retail spend being attracted to other competing centres such as Leeds and Hull. Given York's key tourist role it also has to compete with other key tourist destinations in the UK such as Oxford, Cambridge, Bath and Chester.

The City has number of out of town retail developments which include:

- Monks Cross Shopping Park which is located to the north east of York City Centre on the outer ring road (A1237)
- Clifton Moor Retail Park which is located to the north of the City on the outer ring road (A1237); and
- The McArthurGlen Designer outlet centre which is located to the south of York on the interchange of the A64 and the A19.

The wealth of local shops that significantly add to the amenity of local areas should also be recognised as contributing to the success of York's economy. It is therefore important that local shops in these areas are retained. The City of York Council are keen to ensure that smaller, independent shops are also retained and encouraged in the City Centre, as these shops offer a valuable element of retail provision in the City adding to wealth retention in the local economy. In a number of cases, the type of goods sold at such shops is more specialised and cannot be found in the larger shops in the City.

2.6 Housing

There were 76,920 households in the City of York at the time of the 2001 Census, with an average household size of 2.3 persons per household. 32% of York's dwellings were owned outright at the time of the

Census (England 30%), 40.3% were owner occupied with a mortgage (39% in England), 10.4% were Local Authority dwellings (13% in England), 4.6% housing association (6% in England) and 11.6% were private rented (11% in England).

The population of York is increasing, growing by 9.1% between 1991 and 2001, from 166,040 to 181,094 and is projected to increase by 4.2% to 191,400 between 2001 and 2011. Currently children aged five or under make up 5% of the population which is slightly lower than the national average of 6%. 19.5% of the population are of retirement age compared to an average in England and Wales of 18.5%. Population density in York averages 670 people per square mile compared to an average of 323 in the region and 380 for England.

House prices are consistently high across York and the rest of the North Yorkshire area. The average price (January to March 2006) in York was £184,465 compared to £133,224 in the Yorkshire and the Humber region and £182,850 nationally. The average house price in York has increased dramatically from £77,758 in 1999, a 137% increase.

As of June 2005 the York housing list stood at 3479 applicants. Demand on this list is mainly for rented accommodation, 37% of which is for family housing. In August 2002 the City of York Housing Needs Survey was published. The survey was carried out on behalf of the Council by housing consultants 'Fordham Research'. As a headline summary, the study identifies a need for 954 additional affordable homes per annum over the five year period to 2007 to meet the city's housing need, i.e. a total requirement for 4,770 more affordable homes. The survey concludes that, of all households who require affordable housing in York, 97.5% earn £20,000 per annum or less and those household incomes had failed to keep pace with rising house prices.

The private rented sector has also seen steadily increasing prices with low-income households experiencing difficulty accessing this sector. There is a high demand for private rented accommodation both for students and for workers who are unable to afford

high property prices.

2.7 Education

Educational attainment in York is high; GCSE/GNVQ and GCE/VCE A/AS achievements are significantly higher than both the Yorkshire and Humber region and England average. In York 56.5% of 15 year old pupils achieved 5+ grade A*-C at GCSE compared to an average in other unitary authorities of 49.1% (2004/5 figures). York continues to be above the national average (ranked 33rd) when looking at GCSE achievement, however, 2004/5 saw the first dip in 6 years (56.5% in 2004/5 compared to 58.9% in 2003/4).

In the City of York 11% of the population aged 16-74 years were school pupils or full time students at the time of the 2001 Census compared to 5.1% in England and Wales as a whole.

Over the last five years standards in education as shown by SATS (Standard Assessment Tests) have improved in respect of younger students in York. The percentage of pupils achieving at least level 4 at Key Stage 2 (aged 11) in maths has improved from 75% in 1999 to 79% in 2004 and in English from 76% to 80%.

In York 25% of people aged 16-74 years have no formal qualifications compared to 33% in the Yorkshire and Humber Region and 29% in England and Wales. 23.5% of 16-74 year olds in York have a degree level or above qualification compared to 19.7% in England and Wales.

2.8 Deprivation and Health

Deprivation is measured in England in relation to income, employment, health, education, barriers to housing and services, environment and crime. In addition, two further factors are considered, which measure the proportion of children aged under 16 years who live in families in receipt of income support and other means tested benefits, and the proportion of people aged 60 years and over who are in receipt of benefits.

The City of York is ranked 219 out of 354 local authorities in the country, where a rank of 1 is the most deprived in the country and a rank of 354 is the least deprived. To assess deprivation York is divided up into 118 Super Output Areas (SOA's). Within this overall figure York has one area, in Westfield ward, in the bottom 10% (i.e. most deprived) in the country and 26 areas in the top 10% (i.e. least deprived). Just over 9% of York's super output areas are within the most deprived 20% in the country. These areas cover part of Westfield ward to the west of the City, Clifton ward, Heworth ward, Guildhall (City Centre) and Hull Road ward. The City also has 6 areas in the bottom 10% (i.e. most deprived) of the country when looking at income deprivation affecting children. In addition York is ranked 120th in the country (of a total of 354 local authorities) when looking at adult income deprivation.

Access to basic facilities and services is also an indication of levels of deprivation and social exclusion. Improving access to services for all is a key priority of the Local Transport Plan 2006-2011 (LTP). The LTP identifies that more than one in four York households do not own a car and that this has a significant impact on their ability to access education, training and employment opportunities in some areas as well as health services and other facilities. In addition the LTP indicates that access to key services is an important issue in some of York's rural areas. In York, 19% of the population reside in rural parts of the authority area and although none of the settlements are more than 10 miles from the centre of York and some are well equipped with post offices, schools and health centres, infrequent public transport links and the lack of essential services in many villages can lead to the creation of socially excluded communities.

In relation to the health of York, 17% of the total population perceive themselves to have a limiting long-term illness, whilst 70% of the population described their health as good (Source: Census 2001). Life expectancy at birth in York is 76.8 years for males and 81.9 years for females, which is slightly higher than the England average of 76.1 yrs and 80.7 yrs respectively (Source: Neighbourhood Statistics). York also has a lower mortality rate than the national average with the infant mortality rate (deaths up to 1 year) in the City

currently at 3.3 deaths per 1,000 live births. This is also lower than the national rate of 4.9.

2.9 Transport and Patterns of Movement

York can be reached directly by rail from London, Edinburgh, Glasgow, Birmingham, Bristol, Leeds, Manchester, Newcastle, Nottingham, Liverpool and Manchester International Airport. York has excellent motorway links to all regions of the UK. Situated midway between Edinburgh and London, just 20 minutes from the M1/M62 motorway network, York is within comfortable travelling times of most regions in the UK.

York is one of the country's premier cycling cities, with traffic-free routes, country roads and on-road cycle lanes. Five Park & Ride sites currently operate in York. They allow you to travel to York by car, park for free in secure car parks and complete your journey into the City Centre by bus.

Traffic congestion, and its associated air quality and safety problems is an important issue facing the City. Without further significant action to encourage greater use of alternative modes of travel and tackle an increasing use of the car, the City faces a future with a congested road network. By 2011 traffic levels are forecast to increase by 14% with this figure doubling by 2021. This will affect not only the quality of life for residents of York but also the ability of the City to attract new jobs, investment and tourism. The Council's second Local Transport Plan proposes a range of initiatives to address this issue.

Generally, across the district, the private car is the dominant mode of transport for most journeys. However, in the case of journeys to the City Centre, a significant 18% are made by bus (including Park and Ride), a further 13% by foot and 3% by cycle. A relatively high proportion of commuting journeys in York are under 5km, 56% compared to 40% in England as a whole. For journeys to work across the district, over four times the number of trips are made by bicycle in York compared to England and Wales as a whole and

around one and a half more trips by foot.

York is one of five local authorities in the Yorkshire and Humber region that experiences a positive net flow of daily trips into the city centre for work. Around 25% of these journeys to work in the city centre originate from areas outside the city, the remainder being internal trips within the City of York boundary. Overall, 19.7% commute out of the city each day to work elsewhere. The past 10 years has seen a significant increase in the number of daily commuting trips there were 22,445 journeys into York and 17,199 journeys out of York at the time of the 2001 Census which is around a 65% increase on the respective flows at the time of the 1991 Census. The majority of journeys into York from outside the boundary are from neighbouring authorities, particularly the East Riding of Yorkshire, Leeds and Selby. 31% of daily journeys which originate in York are bound for the Leeds area.

2.10 Open space, leisure & social facilities

The City of York has approximately 480ha of parks and open spaces. The City's historic strays form over 320ha of this open land and are important for their distinctive character and historical association to the City of York. They include Bootham Stray, Monk Stray, Walmgate Stray and Micklegate Stray. Although some parts of the strays are retained for grazing, others are becoming highly valued spaces for informal recreation. They also provide value in terms of their open aspect and views.

Parks also represent valuable open spaces within and around the City of York. Both Rowntree Park and Glen Gardens have received the Green Flag Award 2005/06 for high quality green spaces. They are amongst 22 of the parks and gardens within the Yorkshire and the Humber region to be awarded. Facilities available at Rowntree Park include a canal, water cascade, and a large lake hosting model boat regattas. There is also a sculpture play trail, woodland walk, bowling green, skate park, basketball and tennis courts. The museum gardens, located within the city centre is one of York's largest parks and is home to the Yorkshire Museum.

Museum Gardens also contains the ruins of St Mary's Abbey, that includes the 13th Century Abbey Church.

The City has a wide range of sports and leisure facilities. Oaklands sport centre offers public access to flood lit sport pitches, sports hall, community room and viewing gallery. Edmund Wilson and Yearsley swimming pools are also available for public use. Public tennis courts are available at Hull Road Park, Glen Gardens and Rowntree Park. Huntington Stadium provides access to a flood lit 400m athletics track and seats approximately 500. The stadium is also home to the York Rugby League Club. York City football ground is currently located at Bootham Crescent which first staged league football in 1929. The ground has a capacity of just under 9 500.

Social facilities in York include a wide range of facilities. York's main public library is located in the city centre with more local libraries located within many of the district centres and surrounding villages. A mobile library also operates on a weekly basis. There are a number of youth facilities and clubs across the City. A number of established youth centres include Kingswater centre, Burton Stone Community Centre, 68 Centre, Fulford Youth Centre, Moor Lane Youth Centre, Newie Gnomes and Joseph Rowntree School. The council also runs four community centres across the authority area providing important facilities for clubs and societies. These are Bell Farm Social Hall, Burton Stone Community Centre, Foxwood Community Centre and Tang Hall Community Centre.

3. A sustainable vision for York



3. A sustainable vision for York

3.1 Introduction

This section of the 'Issues and Options' document considers what factors should be considered when coming up with the overall planning vision for York. It covers the importance of 'Sustainable Development', and the linkages that exist with the Council's Community Strategy.

3.2 Sustainable Development 'Securing the Future'

At the Rio summit in 1992, governments around the world committed to sustainable development. The UK government was the first to produce its national strategy in 1994. This was followed in 1999, when the UK government outlined how it proposed to deliver sustainable development in '**A Better Quality of Life**'. This set out a vision of simultaneously delivering economic, social and environmental outcomes as measured by a series of headline indicators. 1992 also saw the agreement of the UN Framework Convention on Climate Change which subsequently led to the Kyoto Protocol (February 2005). This requires reduction of green house gases to 12.5% below 1990 levels during 2008 - 2012 period. The UK target is to reduce emissions by 20% by 2010.

In March 2005 a new strategy '**Securing the Future**' was published which took account of new policies announced since 1999, in particular the 2003 Energy White Paper that sets a long-term goal of achieving a low carbon economy. It also takes account of the renewed international push for sustainable development from the World Summit on Sustainable Development in Johannesburg in 2002, and the Millennium Development Goals set out in 2000. '**Securing the Future**' incorporates the following 'purpose', as the new framework goal for sustainable development:

The goal of sustainable development is to enable all people throughout the world to satisfy their basic needs and enjoy a better quality of life, without compromising the quality of life of future generations.

For the UK Government and the Devolved Administrations, that goal will be pursued in an integrated way through a sustainable, innovative and productive economy that delivers high levels of employment; and a just society that promotes social inclusion, sustainable communities and personal wellbeing. This will be done in ways that protect and enhance the physical and natural environment, and use resources and energy as efficiently as possible.

Government must promote a clear understanding of, and commitment to, sustainable development so that all people can contribute to the overall goal through their individual decisions.

Similar objectives will inform all our international endeavours, with the UK actively promoting multilateral and sustainable solutions to today's most pressing environmental, economic and social problems. There is a clear obligation on more prosperous nations both to put their own house in order, and to support other countries in the transition towards a more equitable and sustainable world. (ODPM 2005)

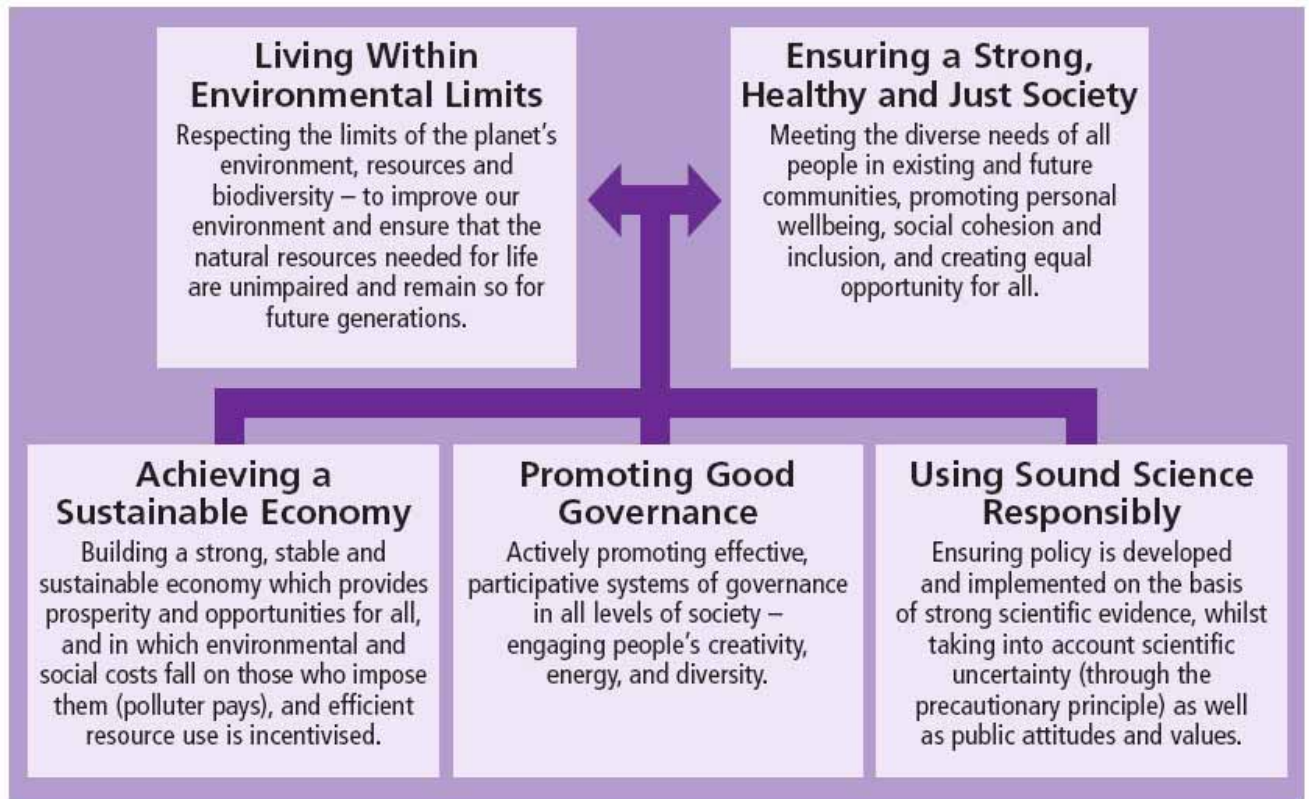
Figure 2 overleaf illustrates the principles identified in the strategy that will be used to achieve sustainable development. Importantly it is indicated that these principles will form the basis for policy in the UK and for a policy to be sustainable it must respect them all.

The Strategy also identifies several priority areas identified for immediate action. These are:

- **Sustainable Consumption and Production**
- **Climate Change and Energy**
- **Natural Resource Protection and Environmental Enhancement**
- **Sustainable Communities**

Government guidance produced to support the new planning system emphasises that sustainable development is at the heart of the planning system. In

Figure 2: Securing the future: Guiding Principles (ODPM 2005)



producing the LDF for the City of York it is therefore essential that we play our part in contributing to the overall goal of sustainable development taking full account of the aims, objectives and aspirations included in '*Securing the Future*' (ODPM 2005).

3.3 Sustainable City

The importance of sustainable development is also embedded into strategic policy at the local level. Government Guidance indicates that the LDF should be a key component in the delivery of the Community Strategy. The LDF has a role in helping to deliver across all the themes and objectives of the Community Strategy, however, it includes a top level objective relating to the **Sustainable City** which will influence all aspects of the LDF. The aim and objectives associated with this theme are summarised in Figure 3:

Figure 3: Sustainable City

Objective

That York should be a model sustainable city with a quality built and natural environment and modern, integrated transport network.

Strategic Aims

1. To significantly reduce the adverse impact on the environment of current lifestyles;
2. To ensure that all developments are well designed, sustainable and meet the needs of local people;
3. To ensure that the Local Plan and the Community Strategy are complementary and reflect the needs of local people;

4. To secure affordable, effective and accessible integrated local transport networks that minimise environmental impact and meet the need of both residents and the York economy;
5. To encourage organisations in York to take corporate responsibility in relation to the impact their actions have on the environment;
6. To promote taking pride in the environment to local people and support them in improving the quality of their communities;
7. To be a City with low levels of pollution and waste production and high levels of recycling;
8. To increase the amount and quality of publicly accessible green open space, including the amount of woodland;
9. To protect and enhance the biodiversity of nature in the City;
10. To conserve and enhance the existing historic environment and the special character of York;

3.4 Sustainable Vision for York

Sustainable development is the overarching goal that underpins the LDF for York. In attempting to meet this purpose, principles and priorities of the UK Government Strategy '*Securing the Future*' and the top level Community Strategy objective relating to the **Sustainable City** are fully recognised.

This goal will be pursued in an integrated way through a sustainable, innovative and productive economy that delivers high levels of employment; and a just society that promotes social inclusion, sustainable communities and personal wellbeing. This will be done in ways that protect and enhance the physical and natural environment, and use resources and energy as efficiently as possible (ODPM 2005). The Council will aim to ensure the most sustainable form of development possible at any given time. In achieving this goal full consideration will be given to the most up

to date information available and every effort will be made to utilize the latest technological advances. Within the wider goal of sustainable development it is the purpose of the LDF to make a positive contribution to the prosperity and quality of life of York's residents and communities by promoting development that helps deliver the seven key themes of the Community Strategy. To help deliver these objectives in a sustainable way the following spatial planning objectives have been developed (see figure 4). Each of these objectives are associated with topic areas and a range of issues and options will be discussed fully in each section of this document.

Figure 4: Spatial Planning Objectives

Objective 1: To ensure the sustainable location, design and construction of development;

Objective 2: To ensure economic wellbeing through sustainable economic growth;

Objective 3: To meet community development needs;

Objective 4: To maintain a quality environment;

Objective 5: To minimise motorised transport and promote sustainable forms of transport;

Figure 5 'Sustainable Vision for York' summarises the proposed vision and highlights the relationships between the Community Strategy top level objectives, spatial planning objectives and the issues and options discussed within this document.

3.5 Measuring Sustainable Development

When producing their LDF local authorities are required to consider at each stage of their 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 are aware of the implications of certain approaches.

The first stage in producing a Sustainability Appraisal involves developing sustainability objectives against which you intend to assess the emerging LDF. In York, our objectives are informed by the national and regional policy, **Local Agenda 21** process and the City's **Ecological Footprint**.

The **Ecological Footprint** is a key success measure for Sustainability included in the Council's Community Strategy. It is a way to measure the impact our lifestyles have on the Earth's resources. The Ecological 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 use. The Footprint of York also calculates the emissions generated by burning oil, coal and gas and determines how much land is required to absorb the pollution and waste created by the residents of York. It helps us judge how sustainable York is at the present - and what changes we might make to improve the quality of life now and in the future. (**See www.yorkfootprint.org for more information.**)

The Community Strategy indicates that it is the Council's aim to progressively reduce York's Ecological Footprint from 6.98 hectares to 3.5 hectares per person by 2033 and by 70% over the next 50 years. This would suggest that if everyone in the world were to live the life of a York resident our world would need just over 3 worlds to sustain us. The LDF within its overarching goal of sustainability aims to contribute to lowering York's ecofootprint.

The document you are reading is the first stage in the production of the LDF Core Strategy. It presents a number of options in the form of questions on which we are seeking the views of the wider public. The effects of selecting various options will clearly not be isolated and in many cases a certain answer could lead to an approach that will have implications for other aspects or parts of the LDF. For example, answers given to the questions relating to employment or housing could lead to a requirement for more land or a need to build at higher densities leading to impacts on the built and

natural environment. The Sustainability Appraisal that will accompany this document will provide more information on these trade offs through considering the implications of different approaches on sustainability, this will include environmental impacts.

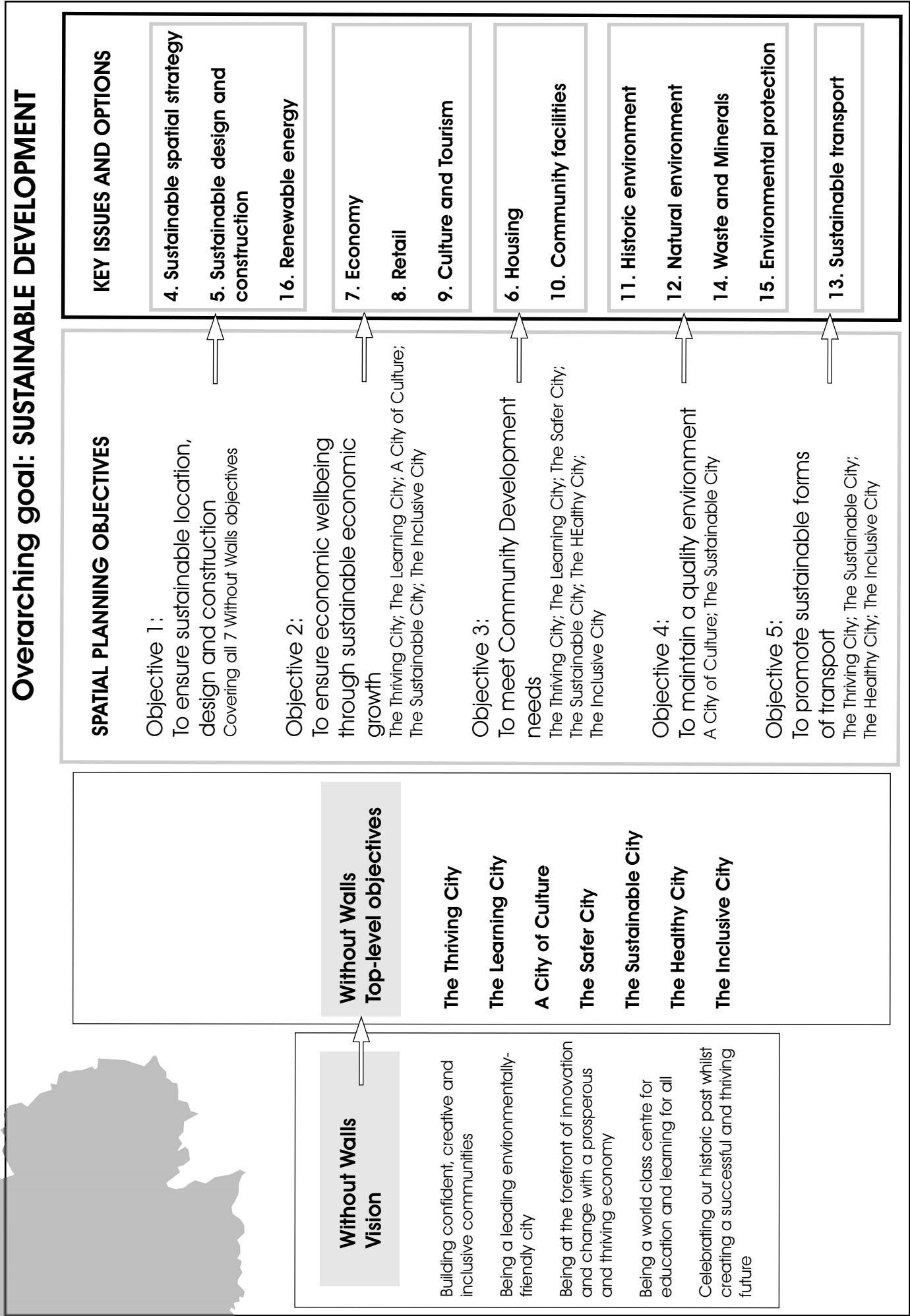
In some cases there may be possible conflicts between sustainability objectives, which in some cases cannot be resolved. It is the role of the Sustainability Appraisal to highlight these areas of conflict, and offer comment on how the objectives of sustainable development: the economy, the environment and society could be balanced. By way of example, it is likely that most brownfield sites which come forward for development in York will be in the urban area, and could therefore reduce journey numbers and distance travelled because of the easy access to services/public transport. However, an Air Quality Management Area was established in the City Centre due to predicted levels of NO₂ as a result of traffic. Unless people are encouraged to make more use of alternative forms of transport or reduce their need to travel, more development could lead to increasingly poor levels of air quality in the City Centre.

The Sustainability Appraisal will be used, along with consultation responses, to inform the next stage of the LDF Core Strategy The Preferred Options Stage. At this stage the Council will indicate its preferred approach to the issues included within the Core Strategy and why certain options have been dismissed. The Sustainability Appraisal of the preferred options will include the consideration of the full effects, including trade offs, of choosing a certain approach.

A sustainable vision for York: Key Issues and Options

Do you agree that the Community Strategy vision and objectives should be adopted for the LDF or alternatively should a completely separate vision and objectives be devised under the overarching aim of sustainable development?

Figure 5: Sustainable Vision for York



A sustainable vision for York: Key Issues and Options

In Figure 4 we translate the Community Strategy objectives into the following Spatial Objectives for the LDF:

Objective 1: To ensure the sustainable location, design and construction of development

Objective 2: To ensure economic wellbeing through sustainable economic growth

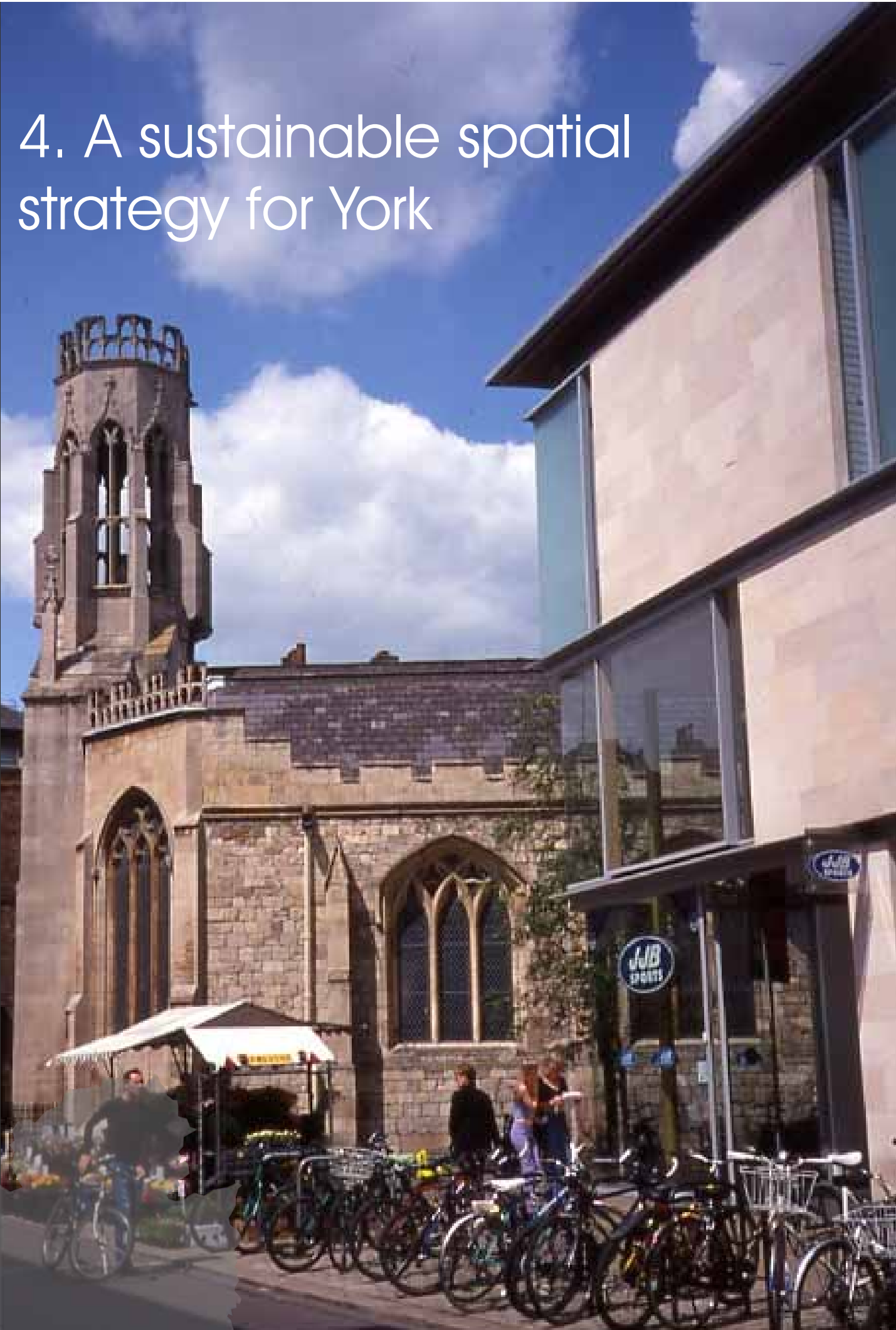
Objective 3: To meet community development needs

Objective 4: To maintain a quality environment

Objective 5: To minimise motorised transport and promote sustainable forms of transport

Do you consider that these objectives are appropriate or are there other alternative or replacement objectives that should be considered?

4. A sustainable spatial strategy for York



4. A sustainable spatial strategy for York

Spatial Planning Objective:

Covering all 5 Spatial Planning Objectives

Without Walls:

Covering all 7 Without Walls objectives

4.1 Introduction

The spatial strategy considers where development should take place in the authority area. This section describes the current approach to the location of development as set out in the existing Local Plan. It seeks to determine whether the approach taken to date should provide the basis for a sustainable spatial strategy for the Local Development Framework (LDF) for York. The overall amount of development required in the City of York authority area is considered under the appropriate topic headings in different parts of this document.

4.2 Background

The UK Sustainable Development Strategy ('*Securing the Future*', 2005) sets out the Government's overall principles and priorities for sustainable development. A key part of this is to create sustainable communities which embody the principles of sustainable development at the local level. To this end sustainable communities must combine social inclusion, homes, jobs, services, infrastructure and respect for the environment to create places where people will want to live and work now and in the future.

Determining suitable locations for development is a crucial aspect of meeting the objectives of sustainable development. Government guidance set out in PPS1 states that planning should facilitate and promote

sustainable and inclusive patterns of development by:

- making suitable land available for development in line with economic, social and environmental objectives to improve people's quality of life;
- contributing to sustainable economic development;
- protecting and enhancing the natural and historic environment, the quality and character of the countryside, and existing communities;
- ensuring high quality development through good and inclusive design, and the efficient use of resources; and
- ensuring that development supports existing communities and contributes to the creation of safe, sustainable, liveable and mixed communities with good access to jobs and key services for all members of the community.

PPG13 states that by shaping the pattern of development and influencing the location, scale, density, design and mix of land uses, planning can help to reduce the need to travel, enable people to make sustainable transport choices and promote a sustainable distribution of land uses.

The current Regional Spatial Strategy (RSS, December 2004) indicates that most development should be focussed within the main urban areas, starting with previously developed land that is suitable for development (i.e. does not need to be protected for reasons such as biodiversity, amenity, recreational or landscape/townscape value or to avoid flood risk). If sufficient suitable land cannot be found within the urban areas, then RSS (December 2004) states that well-planned extensions to the urban area should be considered. Only if sustainable forms of development cannot be found in the above manner should a third option be considered, i.e. development at nodes along public transport corridors. RSS (December 2004) also highlights that there will be a need for some development in smaller towns and rural areas to maintain their vitality and viability. The emerging RSS reasserts the approach set out in the current RSS (December 2004).

4.3 City of York Local Plan Spatial Strategy

Urban/Non-Urban Sites

Government guidance and RSS (December 2004) states that local planning authorities should maximise the amount of development that is directed to previously developed land within the urban area. This can help to minimise the amount of greenfield land required and can contribute to a more sustainable pattern of development by focusing new development at locations which are close to existing facilities and services. This approach is reflected in the Local Plan Location Strategy and the primary focus for development was therefore the main built up area of York. As part of the existing Local Plan process an urban potential study was undertaken to assess the amount of land that was currently vacant or underused that may be suitable for development. Following the completion of the urban potential study it was clear that further land would be required to meet the City's housing and employment requirements. It was therefore necessary to consider other options. The approach taken was underpinned by both national and regional policy which, as stated above, indicates that outside urban areas urban extensions should be considered in the first instance followed by non urban sites well served by public transport.

Within the urban and non-urban area, determining the most suitable locations for development included the consideration of:

Access

Providing access to jobs and essential services is a key part of delivering sustainable and inclusive communities. Developing at locations where these can be accessed by means other than the private car reduces the need to travel and can also improve the local environment and quality of life and promote social inclusion. In addition access to the services below were assessed. These services are considered to be

indicative of the types of facilities which should be available in local communities.

- primary schools
- health facilities
- food stores
- post offices
- pharmacies

Highway Capacity

A safe, efficient and integrated transport system is important in supporting a strong and prosperous economy in York and can contribute towards the Council's overall vision of ensuring the City is thriving, inclusive, healthy and sustainable. The City of York Council's Transport Planning Unit assessed the highway capacity of potential development locations and the likely impact on the City's roads. This assessment involved detailed computer modelling of York's road network. This work was designed to ensure that future developments would not have an undue impact on the City's road network.

Employment Sites

In addition to the factors outlined above, when evaluating possible future employment sites the Council felt it was necessary to take account of market requirements. It was considered that if the Council failed to do this there would be a real risk that firms would opt to locate elsewhere and both existing and new jobs could be lost. The market criteria used in this assessment are summarised in Table 1 below. They came from the work of Segal Quince Wicksteed, consultants the Council commissioned to consider the City's economic development needs and how these should be met through the existing Local Plan.

Table 1: Market Criteria For Employment Sites

Factor	Criteria
Image	Quality environment; well landscaped, trees Office type/low density/low profile buildings Good quality of surrounding development, with no 'bad neighbours' Active site management/care
Road access	Ready access to ring road / dual carriageway or uncongested radial route
Access to City Centre	Ready access to main City facilities, by public transport and car
Access to University	Easy physical access to University Access to IT/broadband facilities, linked with University
Synergy	Sufficient scale to create own distinctive environment on site Potential for separate quality enclave on larger site

Furthermore, when considering non-urban sites for all types of development the following factors were also considered:

Preserving the Historic Character and Setting of York

It was considered as a part of the existing Local Plan approach that regardless of the extent to which the City may have to identify further land to meet its development requirements and needs, there would be areas of land outside the built up areas of the City that should be retained as open land. PPG2 states that one purpose of Green Belt should be to preserve the setting and special character of historic towns. It is therefore important to identify what aspects of York's Green Belt contribute most to the historic character and setting of York. The areas within the Green Belt which contribute to this particular purpose are shown on Map 2 and are considered to be:

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.

The areas are divided into categories for the purposes of identifying their particular contribution to preserving the historic character and setting of York. No difference in value has been attributed to these categories.

Nature Conservation

The protection of areas with nature conservation value is viewed as a key element in ensuring sustainable development. 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. It was therefore considered essential in the existing Local Plan that such sites, along with appropriate buffers, were excluded when considering future potential development locations. This included both statutory and locally recognised sites. More information on the location of these sites can be found in the Natural Environment section of this document.

Flood Risk

To reduce future damage to property and infrastructure, and to maximise public safety, greenfield areas liable to flooding were ruled out of any locational search for future development sites. These sites were identified through the use of the most up to date map provided by the Environment Agency and aerial photographs taken during the 2000 flood (the worst flood experienced by the City for over 400 years). The most up to date Environment Agency maps are included (see map 3). As a part of the ongoing background work to the LDF the Council is producing a Strategic Flood Risk Assessment, this will take into account the flood plain maps produced by the Environment Agency in September 2005. The Assessment will provide further detailed guidance on how flood risk will affect the

A sustainable spatial strategy for York: Key Issues and Options

Have we identified the correct factors to consider when determining the location of future development in York? Are there any other factors which should influence the pattern of development?

5. Sustainable design and construction

5. Sustainable design and construction

Spatial Planning Objective

Objective 1: To Ensure Sustainable Location, Design and Construction

Without Walls

The Thriving City; A City of Culture;
The Safer City; The Sustainable City;
The Inclusive City

5.1 Introduction

The Government believes that good design ensures attractive, usable, durable and adaptable places and is a key element in achieving sustainable development. PPS1 recognises that design, specifically good design, goes far beyond aesthetic considerations. It suggests that good design should:

- address the connections between people and places by considering the needs of people to access jobs and key services;
- be integrated into the existing urban form and the natural and built environment;
- be an integral part of the processes for ensuring successful, safe and inclusive villages, towns and cities;
- create an environment where everyone can access and benefit from the full range of opportunities available to members of society;

and

- consider the direct and indirect impacts on the natural environment.

This section considers the issue of good design and construction and its role in contributing to sustainable development.

5.2 Quality Environments

Design issues are a very important consideration for York, as much of the unique attractiveness of the City arises from its historical assets and special relationships between its buildings, streets, squares and open spaces. This special character is not confined to one area such as the City Centre but can be related to many areas of York including suburbs and surrounding villages. These areas are not uniform in character and any approach to development clearly needs to respond to the local context. The RSS (December 2004) encourages the development of local design guidelines, in the format of Village or Town Design Statements, a process developed by the Countryside Agency whereby local communities are encouraged to identify valued features, characteristics and design aspirations for their locality. Village Design Statements have been completed for Copmanthorpe, Poppleton, Heslington, Rufforth and Holtby, clearly this could be expanded to cover other areas including non village locations.

In addition to ensuring the character of existing areas of value isn't compromised, it is important that the LDF promotes high quality design through new development. This includes the design of individual buildings and the quality of the streets and spaces between buildings. In design terms the latter is referred to as the quality of the public realm. Successful places, streets and spaces tend to have certain characteristics in common. In their publication, *'By Design Urban Design in the Planning System'* (2000), the Commission for Architecture and Built Environment (CABE) analyse these characteristics and set out the principles and objectives of good urban design:

Table 2: Principles and Objectives of Urban Design

Character: *A place with its own identity*

To promote character in townscape and landscape by responding to and reinforcing locally distinctive patterns of development, landscape and culture.

Continuity and enclosure: *A place where public and private spaces are clearly distinguished*

To promote the continuity of street frontages and the enclosure of space by development which clearly defines private and public areas.

Quality of the public realm: *A place with attractive and successful outdoor areas*

To promote public spaces and routes that are attractive, safe, uncluttered and work effectively for all in society, including disabled and elderly people.

Ease of movement: *A place that is easy to get to and move through*

To promote accessibility and local permeability by making places that connect with each other and are easy to move through, putting people before traffic and integrating land uses and transport.

Legibility: *A place that has a clear image and is easy to understand*

To promote legibility through development that provides recognisable routes, intersections and landmarks to help people find their way around.

Adaptability: *A place that can change easily*

To promote adaptability through development that can respond to changing social, technological and economic conditions.

Diversity: *A place with variety and choice*

To promote diversity and choice through a mix of compatible developments and uses that work together to create viable places that respond to local needs.

Current Local Plan Policy seeks a standard of design that will secure an attractive development and safeguard or enhance the environment. Existing policy therefore sets out key design issues which should be considered in new developments, for example, proposals are expected to:

- respect or enhance the local environment;
- be of a density, layout, scale, mass and design that is compatible with neighbouring buildings, spaces and the character of the area, using appropriate building materials;
- avoid the loss of open spaces, important gaps within development, vegetation, water features and other features that contribute to the quality of the local environment;
- retain, enhance and/or create urban spaces, public views, skyline, landmarks, and the rural

character and setting of villages and other townscape features which make a significant contribution to the character of the area, and to take opportunities to reveal such features to public view;

- provide and protect private, individual or communal amenity space for residential and commercial developments; and
- accord with sustainable design principles.

5.3 Designing out Crime

In addition to the urban design principles and objectives set out in Table 2 above, crime prevention should also be considered as a key objective in urban design. Poor quality environments can often create areas which feel

unsafe and impact on quality of life. Government Guidance PPS1 states that good design should be an integral part of the process for creating safe and accessible environments where crime and disorder or fear of crime do not undermine quality of life or community cohesion. The Government publication **'Safer Places the Planning System and Crime Prevention' (2004)**, sets out the attributes of sustainable communities which are particularly relevant to crime prevention, including access and movement, the structure of places, surveillance and overlooking, ownership, physical protection measures, human activity and planning for future management and maintenance. Current Local Plan policy requires new development to incorporate crime prevention measures to achieve natural surveillance of public spaces, secure parking and satisfactory lighting.

5.4 Energy

Energy Efficiency

Energy efficiency and the reduction of energy consumption through buildings is key to sustainable design. This can have a positive contribution on the energy hierarchy which ultimately seeks to reduce demand for energy. This is then followed by providing for as much energy from renewable sources, and only then will energy from fossil fuel and/ or nuclear sources be considered. Emphasising this, the Government's Paper **'The Planning Response to Climate Change: Advice on Better Practice' (2004)**, reports that Energy use in commercial, public sector and domestic buildings accounted for 42% of the UK's energy consumption in 1998. Encouraging energy efficient, low carbon developments as part of sustainable design is therefore an important part of the UK strategy to reduce emissions. Government targets as set out in the Energy White Paper: **'Our Energy Future- Creating a Low Carbon Economy' (2003)**, aim to cut UK carbon dioxide emissions by some 60% by 2050.

The Building Research Establishment (BRE) have developed an Environmental Assessment Method (BREEAM) which assesses the sustainability

performance of buildings in terms of energy use, pollution, transport, ecology, materials and water consumption. The RSS (December 2004) states that development should utilise energy efficient best practice measures in the design, layout and orientation of all development. Passive solar design can be incorporated into new developments which aims to make effective use of passive solar gains. The layout and orientation of buildings can be used to exploit opportunities, optimising solar gain and natural ventilation.

Renewable energy sources

New developments provide opportunities to include renewable energy initiatives. For example solar thermal panels can be incorporated which provides for hot water needs during the summer functioning without the use of a boiler. During the winter it can raise the temperature of the water in the heating system so the boiler does less work therefore using less energy. Such systems can save between 30-40% on fuel bills. Additionally, photovoltaic cells also use energy from the sun, producing electricity. Wind turbines and heat pumps also utilise renewable energy sources, promoting increased energy efficiency. There are opportunities to require developers to make provision for renewable energy generation within new developments. Current RSS policy (December 2004) requires at least 10% of the energy to be used in sizeable new development to come from on-site renewable energy sources.

BRE is currently leading a project on the Integration of New and Renewable Energy in Buildings (INREB) which concentrates on getting renewable energy technologies into all buildings with the aim of helping reach the UK's 60% reduction target in carbon dioxide. Regionally, Yorkshire and the Humber aim to achieve targets set out in the RSS (December 2004), with renewable energy meeting 9.4% of the region's electricity consumption by 2010 and 22.5% by 2020. The project led by BRE has a strong focus on residential properties aiming to incorporate energy refurbishment initiatives such as fabric insulation and high performance boilers to achieve zero carbon

emissions. It suggests that in order to achieve or exceed 60% carbon dioxide savings, the full package of energy efficiency measures needs to be combined in a total refurbishment of homes.

Further information on national and regional policy for renewable energy is provided in Section 16 (Renewable Energy) of this Paper.

5.5 Construction

The development process itself is resource intensive and can be highly wasteful. The Government is therefore working to promote the business case for developing sustainable construction practices.

Developing sustainable construction practices means addressing issues such as reducing consumption of materials and land, minimising waste, using recycled materials and managing site operations better to avoid pollution, (***Building a Better Quality of Life' a strategy for more sustainable construction, 2000***).

A key part of this could also be to encourage the use of locally sourced materials and local skills.

Sustainable waste management can be practiced during the construction stage. It aims to drive waste management up the "waste hierarchy" (see section 14.2), encouraging waste reduction, re-use and recovery. As part of this, construction and demolition wastes need to be considered. Such wastes arise from the construction, repair, maintenance and demolition of structures and buildings. They comprise brick, concrete, clay, plaster, subsoil, and topsoil and may contain metal and wood. The practices of reducing, minimising and re-cycling construction and demolition wastes in development is key to sustainable construction.

Current RSS (December 2004) states that 8.1 million tonnes of construction and demolition waste were treated or disposed of within the region in 1999. Of this, 39% was reused or recycled, 33% was landfilled as waste and 35% was sent to sites exempt from waste management

licensing for reuse or recycling. The proportion disposed of to landfill was the highest of all regions and significantly higher than the national average of 24%. There is an acute regional need therefore to promote the recycling and reuse of recycled aggregates. Further discussion regarding the principles and options of Sustainable Waste Management are referred to in Section 14.2. Local Plan policy currently requires development to minimize the use of non-renewable resources, re-use materials already on the development site, and seek to make use of grey water systems both during construction and throughout the use of the development.

Sustainable design and construction: Key Issues and Options

To ensure sustainable, high quality design and construction there are a number of options for the LDF. The approach taken could be based on the following factors:

- The production of local and village design statements for areas across the City;
- The establishment of city-wide design principles based on those set out in existing Local Plan policy and/or CABI's publication '*By Design*';
- The promotion of measures to reduce energy consumption in buildings through total refurbishment aiming for zero emissions;
- A requirement that a certain percentage of energy to be used in new developments will be provided through renewable energy sources;
- The promotion of measures to implement energy efficiency measures in new development and construction practices; and/or
- Ensuring sustainable waste management of materials in construction practices.

Are there additional principles/factors which you feel should be considered and should priority be given to any of the above?

6. Housing



6. Housing

Spatial Planning Objective

Objective 3: To Meet Community Development Needs

Without Walls

The Thriving City; The Sustainable City; The Inclusive City

Housing is a basic human need and key to our economic and social well-being. Presently, the Government intend that there should be greater choice of housing nationally and that housing should not reinforce social distinctions. This is central to the Council's overriding vision of an inclusive and sustainable city. In addressing issues related to housing this paper shall consider the following: Housing Need and Supply, Greenfield v Brownfield development, Affordable Housing, Housing in the Countryside, Housing Density, Housing Mix and Student Housing.

6.2 Policy and Strategy Context

National context

The Government believes that everyone should have the opportunity to have a decent home, and currently have housing high on their agenda. The Barker Review (March 2004), '*Delivering Stability: Securing our Future Housing Needs*' was commissioned by the Chancellor and Deputy Prime Minister to address the lack of supply and responsiveness of housing in the UK. It included recommendations based on four key objectives:

- to achieve improvements in housing affordability in the market sector;
- a more stable housing market;
- location of housing supply which supports patterns of economic development; and
- an adequate supply of publicly- funded housing for those who need it.

Existing government guidance (PPG3) as it currently stands emphasises the role of Planning Authorities in creating sustainable communities through the provision of a mix of housing to meet local needs. This covers: housing supply, reusing previously developed land, affordable housing, and the needs of specific groups (including minority and ethnic groups, first time buyers, students, people with disabilities, older people, gypsies and travellers). Emerging government guidance (PPS3) introduces important changes in the approach to planning for housing. It aims to make planning more responsive to the housing market and better able to deliver the variety and choice of housing which will ensure that communities are sustainable, mixed and inclusive, in both urban and rural areas. Plans and policies in relation to housing should take greater account of the housing market and of the need and demand for housing, so that plans and decisions reflect the different circumstances of different areas across the country. It also advocates regional affordable housing targets.

Regional/Local context

Regional Planning Guidance for Yorkshire and Humberside (RPG) published in October 2001 states that 45,000 (2,500 Annual Average) new households are required from 1998 to 2016 for North Yorkshire and the City of York. From this figure York is expected to provide approximately 675 dwellings per annum. Table 3 below shows what this means over the timeframe of York's existing Local Plan.

Table 3: Housing Requirements (1998-2011)

	1998-2011
Target	8,775
Minus Completions (1998-2001)	6,417

This was accommodated in the Local Plan through housing allocations and assumptions about the level of windfall sites that would come forward over the plan period. Planning authorities are required to monitor housing land to ensure that enough land is coming forward to meet these requirements. Table 4 below shows the gross and net housing supply in York over the past seven years.

Table 4: Housing Supply Net and Gross Figures

Year	Housing Completions	
	(Gross)	(Net)
1998-1999	779	770
1999-2000	887	882
2000-2001	712	706
2001-2002	1020	1002
2002-2003	844	834
2003-2004	669	525
2004-2005	1193	1160
Average (per annum)	872	840

The figures presented in the above table represent housing completions to date. This however does not set out a guaranteed future trend as account needs to be given for annual variations, such as an increase or decrease in housing windfalls.

6.3 Housing Demand and Supply

Future Housing Land Requirements

Following the changes to the Planning system made in September 2004 Regional Planning Guidance and Structure Plans will be replaced by the Regional Spatial Strategy (RSS). This will include new housing figures for the City of York which will have to be implemented locally through the Local Development Framework (LDF). RSS is to be submitted to GOYH in December 2005, with the final paper issued by Autumn 2007.

Latest RSS Position

RSS (December 2004) distributes housing requirements using household projections and assumptions about economic growth to 2021 as its basis. Issues such as housing affordability, environmental capacity, transport capacity and 'fit' with urban renaissance objectives are then considered, with the aim of developing a figure at a district level, such as for City of York. The figures are then 'reality checked' against local issues and 'strategic fit' with the emerging RSS.

This work is still ongoing but the latest proposed housing requirements for York are broadly similar to those in the Structure Plan and Local Plan, being 640(net) new units per annum in the period from 2004 to 2016 and 620(net) per annum in the period 2016-21. The lower figure in the period after 2016 is in recognition of the environmental capacity issues related to the need to protect the special character of historic York and its setting.

6.4 Greenfield v Brownfield-phasing

In order to make the most effective use of land government guidance (in PPG3) states that when we are looking for land on which to build houses, we should follow a 'sequential approach to selecting sites'. Houses should be built on previously developed sites (Brownfield land) within settlements first. The national

target is that by 2008, at least 60% of additional housing should be provided on brownfield land (PPG3). RSS (December 2004) also encourages Local Authorities to use a sequential approach for allocating sites- policy H2 states that 'priority should be given to the use of previously developed sites and conversions before greenfield land'.

Table 5 shows the Brownfield/Greenfield split for completed dwellings from April 1998 to April 2004 in the City of York. As you would expect these sites tend to be within the main urban area of York.

	98-99	99-00	00-01	01-02	02-03	03-04
BF	35%	54%	58%	86%	82%	89%
GF	65%	46%	42%	14%	18%	11%

A key brownfield site in York is York Central, which comprises a significant area of land within the urban area, located on the edge of the City Centre. York Central creates an opportunity to allow for the additional development needs of the City to be accommodated in a sustainable location, adjacent to the main railway station.

The issue of Greenfield and Brownfield sites has also been covered in the Spatial Strategy section of the Paper (at section 4.3). This should be referred to for any additional information, and for the key issues and options raised.

6.5 Housing mix and type

Government guidance (PPG3) encourages Local Authorities to adopt policies that take full account of changes in housing needs and develop mixed and balanced communities. It also advocates assessing the composition of current and future households in the local authority area in order to ensure that the needs of all groups are met.

Table 6 shows that the focus of housing supply has

been on the provision of one and two bedroom homes in recent years, although it is noted the proportion of new build flats has decreased between 03-04 and 04-05. The Council's forthcoming housing strategy is likely to seek to encourage a mix of housing types, sizes and tenure more appropriate to the demand for housing in York, and will be directed by the results of an updated Housing Market Assessment, due to be undertaken during 2006. The Housing Market Assessment will be used to direct the approach taken by the LDF.



Table 6a: 2003 - 2004 and 2004 - 2005 Completions - Housing Mix

Dwelling Type	1 bed		2 bed		3 bed		4 bed		5 bed	
	03-04	04-05	03-04	04-05	03-04	04-05	03-04	04-05	03-04	04-05
House/bungalow	3	15	23	118	81	185	50	127	16	21
Flat/Apartment/Studio	162	158	316	558	15	12	3	0	0	0
Flatted development as %age of total build	98.1%	91.9%	93.2%	82.5%	15.6%	6.1%	5.7%	0%	0%	0%

Table 6b: Total housing completions by type and year

	House/bungalow	Flat/apartment/studio	Total
03/04	173	496	669
04/05	466	728	1194

Affordable Housing

House prices are consistently high across York and the rest of the North Yorkshire area. The average price (January to March 2006) in York was £184,465 compared to £133,224 in the Yorkshire and the Humber region and £182,850 nationally. The average house price in York has increased dramatically from £77,758 in 1999, a 137% increase. In contrast, average incomes, while higher than the regional average, are significantly lower than the national average (£20,495 in York compared with £22,685 nationally).

Government legislation allows the Council to seek affordable housing from developers, to be provided as part of general market housing schemes. When planning permission is granted and the price of land rises, some of this increase in value can be used to benefit the community, and appropriate levels of affordable housing can be set as a basis for negotiation. Government guidance (in PPG3 and Circular 6/98) requires development plans to set out their approach to this process, including the proportion of affordable housing sought and the size of sites above which affordable housing must be sought. The City of York Deposit Draft Local Plan was

published in May 1998 and the level of affordable housing required was 25%. Following analysis of the Housing Needs Study in 2002, the target for affordable housing was increased to 50% as part of the Third Set of Changes. In April 2005 this new level of affordable housing was approved for development control purposes. The supplementary Affordable Housing Advice Note, July 2005, highlights the growing mismatch between house prices and local incomes in York, and explains the policy background and negotiation/delivery process (for further information go to <http://www.york.gov.uk/planning/affordable.html>). The Housing Needs Study will be updated in 2006 as part of the wider York Housing Market Assessment.

RSS (December 2004) indicates that there is a need to widen the range of housing opportunities to ensure that there is an appropriate mix of housing which must take account of affordability. The document specifies that Local Authorities will have to set affordable housing targets for their areas as need will vary across the region. It states that there are 'localised shortages of affordable housing in high demand areas which includes York'.

In the emerging RSS the North Yorkshire districts

(including York) and East Riding are identified as having high levels of affordable housing need. Final policies have not been agreed to date but the Regional Assembly are considering setting indicative targets for each district and also offering guidance on the different site thresholds that should apply in different parts of the region. Draft policy H3 advises Local Authorities to seek over 40% affordable housing on developments of more than 15 homes in areas of high need, which includes North Yorkshire districts. They are also likely to provide guidance on where rural 'exceptions sites' can be used, if there is evidence of affordable housing need. The role of the Golden Triangle Housing Partnership (to address the affordable housing issues between York, Leeds and Harrogate) is highlighted, although it is also acknowledged that the affordable housing problem is much wider across North Yorkshire.

The Joseph Rowntree Foundation has recently updated a study entitled '**Can Work Can't Buy**' (May 2003) which states that Yorkshire and Humber districts are 'among the more affordable for young homebuyers'. However, the study also emphasises that there are 5 districts within the region (including York) where a third or more of young working households do not earn the levels required to raise a mortgage on a modest starter home.

The Council's second study of housing needs prepared in 2002 by Fordham Research concludes a need to provide 950 homes per year over the period 2002-2007. Affordable housing will include both housing for rent and shared ownership, but the Council's study shows that the overwhelming priority housing need in York is for affordable rented homes, for those households on very low incomes unable to afford shared ownership/ discounted sale properties.

Housing in the Countryside

Government guidance (PPS7) outlines the Government's approach to addressing housing in the countryside, which suggests that housing development should be focused in existing towns and service centres. New house building in the open countryside should be strictly controlled. However, there are exceptions where housing may be

permitted in the countryside. A list of these exceptions is set out below:

- Dwellings for agricultural, forestry, stud and other rural workers, where there is an essential need to live permanently at or near to their place of work in the countryside;
- Affordable housing schemes for local people, usually located within existing villages;
- Gypsy caravan sites. This section of the community cannot usually afford to purchase land within settlement boundaries. Proposed changes to legislation (forthcoming circular 'Planning for Gypsies and Travellers Sites') make it clear that there will be a need to find a site, or sites for gypsies and travellers through the LDF process;
- Conversion of rural buildings to residential use, where re use for business is not appropriate or cannot be achieved.

Emerging government guidance (PPS3) encourages such exception sites as a means to enable small sites within and adjoining existing rural communities (which may be subject to policies of restraint) to be released for market housing. Local Plan policy supports the Government's approach, stipulating that housing development (other than replacement dwellings) outside defined settlement limits in the Green Belt and open countryside will only be permitted where (a) it is essential for agricultural or forestry in the area; or (b) it is for affordable housing development on small exception sites. This can ensure that affordable houses are provided in villages, where development is usually of a smaller scale. It is estimated that 15% of York residents live outside the urban area of York.

Student Housing

Government guidance (PPG3) encourages Local Planning Authorities to work jointly with housing departments to assess the range of needs for different types and sizes across all tenures. PPG3 highlights that this should include housing to help meet the needs of specific groups, which includes students. There is currently an increased debate and interest in

student housing issues and the student intake at the City's Universities is projected to increase over the next 10 - 15 years. Overall student numbers recorded in December 2004 show approximately 11,000 students at the University of York and a further 5,000 at York St Johns College. An increased number of students have sought accommodation in private rented households and landlords have been quick to respond by converting traditional 'family houses' into multi-occupancy rented accommodation within existing residential neighbourhoods. There are instances where this can cause a detrimental impact, such as in terms of extra traffic, car parking issues and noise pollution. Local shops may suffer unsteady trade outside of term time, and local schools may not see sufficient student numbers to make them viable. The Council have allocated land to the South of Field Lane, Heslington solely to meet the University of York's future expansion requirements. Part of the development on this site will be to accommodate student housing as the University will be expected to house the extra demand created by an increase in student numbers on their campus.

Some student housing may fall within the definition of affordable housing. Development of self contained dwellings, for example, or those managed by a Registered Social Landlord (or other appropriate provider of student housing) could be subject to the same negotiable affordable housing target as other sites. Where halls of residence are to be privately occupied, for example over the summer holiday period, a financial contribution towards off site provision could be sought.

Housing for older persons

York has an ageing population, with the number of older residents aged over 75 projected to rise by 8% in the period up to 2011. The council needs to plan for this projected increase. We know that the number of older people owning their own homes is increasing, and there is also evidence that older people want to live in their own homes for as long as possible. In recognition of this, the Council is for the first time publishing a Housing strategy document aimed specifically at the needs of older persons (due later this year). This will look at the type and tenure of housing

needed for this specific group and develop approaches to the ways care and facilities can be provided. In past years this has resulted in the provision of sheltered accommodation, including warden assisted residential schemes and nursing homes.

Housing for those with disabilities

In 2003, the Council published a strategy for people with learning disabilities, giving overall numbers of people living in York who have learning disabilities, their current living circumstances and their housing needs. As people seek greater independence there is an increasing need for more supported housing. Providing housing support for people with mental disabilities has been a well established policy in York over a number of years. The Council needs to understand the needs of customers, and work with the Primary Care Trust and other associations (including Housing Associations) to deliver the recommendations of the Housing Strategy, and provide for those with disabilities across all tenures. This could include providing new supported living schemes and residential care homes.

Social integration should extend to all members of society, including older people, the sick and disabled. One critical aspect of this is to make adequate provision for people with reduced mobility. We need to respond sensitively to this distinct set of needs so that everyone can participate fully.

Gypsies and Travellers

The Government published a consultation paper entitled '*Planning for Gypsy and Travellers Sites*' in December 2004. This document highlights the Government's commitment to ensuring that members of the gypsy and traveller communities should have the same access to decent and appropriate accommodation as every other citizen, and that there are sufficient sites available to meet their needs. The identification of suitable sites for gypsies and travellers should be made through the LDF process.

The existing Local Plan highlights that any gypsy sites put forward should be in locations suitable to meet the

needs of gypsies and travellers but not to have an adverse impact on the environment, on residents' amenity or on the public highway. It is recognized that the management of any gypsy / traveller site is crucial to its success. There are currently 3 sites for gypsies / travellers within the City of York, these include: James Street; Outgang Lane, Osbaldwick; and Water Lane, Clifton Moor.

Housing: Key Issues and Options

To provide sustainable new housing development, the LDF must provide for housing types and tenures that address local need. More specifically this involves addressing the needs of the following groups:

- Families, in locations with good links to necessary services, such as schools, shops and public transport nodes;
- Those who require housing at affordable rates, with the emphasis on affordable rent;
- Student accommodation;
- Housing for older persons;
- Housing built to 'lifetime homes' standards;
- Gypsies and Travellers.

Do you think there are other specific groups which we should target?

In order to accommodate the needs of the above groups, a policy approach based on the following could be developed:

- a) Revisit employment land allocations, where sites may be better suited to brownfield housing development;
- b) Maximise the potential for new housing (with associated amenity provision) on sites with good transport links, through building at higher densities;
- c) Provide different types of housing to meet the requirements of particular groups, e.g. housing for older persons.
- d) Provide for a mix of housing on sites to avoid concentrations of a single use.

Do you agree that a policy approach should be developed based on the above? Are there any other factors which you think we should consider? What should be the priorities?

7. Economy and Employment

7. Economy and Employment

Spatial Planning Objective

Objective 2: To Ensure Economic Wellbeing through Sustainable Economic Growth

Without Walls

The Thriving City; The Learning City; A City of Culture; The Sustainable City; The Inclusive City

economic, environmental and social objectives (paragraph 5). The planning system has an important role to play to integrate economic and environmental objectives.

In PPG4 the Government encourages economic development in line with a high quality environment, and states that consideration to environmental issues makes good economic sense for business and industry. In particular, planning authorities when preparing development plans should encourage development in locations that: minimise the length and number of trips by motor vehicle; can be served by energy efficient modes of transport; and will not add unacceptably to congestion.

Government guidance (PPS6) states that the main uses in town centres include retail, leisure, offices, and arts and tourism and that they should be the first choice of location for such uses. The Government's objectives for the rural economy are set out in PPS7 and include the promotion of sustainable economic growth and diversification.

7.1 Introduction

This section seeks to identify the development issues relating to economic and employment issues facing the City of York, consider them within their local, regional and wider strategy context and seek your views on how they should be addressed in the Local Development Framework.

7.2 Policy and Strategic Context

National Context

'*Securing the Future*' (2005), the UK sustainability strategy indicates that one way the goal of sustainable development will be pursued is through an innovative and productive economy that delivers high levels of employment, coupled with social justice and the protection of the environment. PPS1 also states that a sustainable, innovative and productive economy (paragraph 4) that aims to bring jobs and prosperity for all (paragraph 23), is an important part in achieving sustainable development. This includes making suitable land available for economic development in line with

Regional Context

Regional Planning Guidance (RPG12), the emerging *Regional Spatial Strategy (RSS)* and the *Regional Economic Strategy (RES)* and its review, are key strategies in planning for sustainable economic development in the region and in York.

The *Selective Review of Regional Planning Guidance (RPG12)*, adopted in December 2004, has economic policies to:

- Provide the framework for achieving high and stable levels of economic growth and employment;
- Ensure this is focussed on the main urban areas and regeneration priority areas;
- Ensure an adequate portfolio of sites in the region in locations well-served by a choice of means of transport and appropriate transport infrastructure;
- Co-ordinate the supply and release of regionally significant sites;
- Encourage small and medium sized enterprises

in both urban and rural areas and encourage a sustainable tourism industry.

The need for a 'premium site' to serve Greater York was identified in Policy E3, to serve major employment projects with a national or international choice of location. The Monks Cross North and South employment sites are allocated to meet this purpose in York's Local Plan.

The Emerging RSS is being prepared by the Yorkshire and Humber Assembly which will replace RPG12. This document was published for consultation (January to March 2006). The City of York falls within the Leeds City Region and also is part of a separate but overlapping York Sub Area covering York and its hinterland. The Leeds City Region is seen as an engine for economic growth. Recognition is given for the need for quality of life and environmental constraints to be taken into account to ensure economic development is sustainable and planned. The York Sub Area concept sees York as the economic heart of a wider hinterland but also recognises the need to spread the benefits of its economic successes (such as Science City) to areas within its hinterland such as Malton and Selby. This accords with the *Sub Regional Investment Plan (SRIP)* for York and North Yorkshire, prepared to deliver the *Regional Economic Strategy* at the local level.

The draft RSS paper provides employment forecasts for the region to 2016; this projects a figure of 87,300 to 93,700 jobs for York, which amounts to up to 5,447 additional jobs over and above the 2005/6 baseline. The City of York draft local plan takes a 19,000 jobs scenario as the basis both for allocating land for new employment development and policy preparation (see section 7.3).

The *Regional Economic Strategy (RES)* for Yorkshire and the Humber, developed by Yorkshire Forward sets out a ten year strategy to improve the region's economic performance. It is presently being reviewed following public consultation and is due to be approved early in 2006. The draft highlights York's role as a regional economic driver and its specific role as the region's Science City. There is also a greater emphasis on achieving sustainable economic development and improving essential transport links.

The *SRIP* for York and North Yorkshire divides the sub-region into two distinct areas, areas of opportunity and areas of regeneration. The City of York is classified as an area of opportunity with the necessary mix to achieve economic growth and increase productivity.

Key themes are:

- To build and develop York's Key City role, in particular its Science city function, and;
- To develop the City's economic linkages in the region.

Priority actions are:

- Increase tourism investment;
- Invest in the City Centre and strategic sites;
- Expansion of the University of York and York Central;
- Enhance Science City York;
- Build tourism links with North Yorkshire;
- Build linkages with Harrogate cluster businesses;
- Connect Malton and Norton to the York economy and connect Selby infrastructure to York enterprise.

The *Northern Way Growth Strategy* is also of importance. It is seeking to raise the economic performance of the northern regions (the North West, North East and Yorkshire and the Humber) to bridge the £29 billion output gap between the North and the rest of the UK. The main focus of the initiative is in eight 'city regions', within which York falls into the Leeds City Region. The role of York in its own right, as a centre of higher education excellence, a successful Science City and a major international tourist destination, is also seen as something to capitalise on in the strategy.

The bigger picture: York in its sub-regional, regional and wider context

York has a growing economy and is located close to Leeds which is one of the fastest growing cities in the UK. The City of York makes an important contribution to the region, acting as an economic generator of real

significance in terms of tourism, science related growth and as a key retail centre in the region. The RES for Yorkshire and the Humber stresses the importance of utilising the City of York's technological assets, chiefly through Science City York, developing the opportunities in the York economy to act as an economic driver, and capitalising on the City as a major tourism resource.

Cities are high on the Government's agenda, seeing them as drivers for improved national and regional competitiveness. However, the UK's regional cities generally do not compare well with their comparative European cities, hence the Governments interest in making our cities cleaner, safer and greener centres for wealth creation, trade and culture, using their potential as the drivers for innovation. Within the RES, much work is being carried out to explore how York can fulfil its potential as a regional economic driver, in particular, working within the context of the Leeds City Region - with York leading on the theme of innovation, linked to its Science City York base.

Local Context

The Community Strategy (2004) sets out a vision for York to 2024 and a series of key actions to achieve this vision. One of the seven top level objectives is 'The Thriving City'. The objective is 'to support the progress and success of York's existing businesses and to encourage new enterprises in order to maintain a prosperous and flourishing economy that will sustain high employment rates', and that York should 'play a full regional and sub-regional economic role', be 'ranked as an international quality leisure and business visitor destination' and be 'a focus for high quality external investment'. The emphasis is to focus on quality job opportunities rather than volume jobs and thereby increase household income levels.

The Strategic Aims for this objective, which closely reflect those agreed when the City of York Economic Development Strategy was reviewed in 2003, are:

- To have a leading edge, modern, knowledge and science-based economy;
- To be ranked as an international quality leisure and business visitor destination;

- To have a broad based economic structure, characterised by good working practices, and with a highly skilled and motivated workforce;
- To provide a strong and distinctive cultural sector, enriching the lives of residents and visitors;
- To be a focus for high quality external investment and supportive of local business and small business development;
- That the University maintains its top 10 position within the UK and acts as a key local and regional economic generator;
- To play a full regional and sub-regional economic role;
- To have a modern, sustainable and uncongested transport network;
- To enable local people, including those with disabilities, to benefit from the new job opportunities and increased income levels from increased economic prosperity.

The existing Local Plan sets out land use policies and allocations to help deliver the Economic Development Strategy in York. The main employment objectives in the Local Plan are:

- To create the conditions necessary to stimulate the local economy and to protect and enhance existing jobs;
- To provide for a wide range of new employment opportunities to meet the needs of local and incoming employers whilst balancing market requirements with sustainable objectives; and
- To achieve increased sustainability in employment premises and processes.

The key elements of the Local Plan approach are: to identify a range of 'premier employment sites' to meet the needs of Science City York, other related uses and to attract inward investment; identify other 'standard employment' sites to meet a wider range of employment needs including the needs of general business such as production, manufacturing, distribution and warehousing; to seek to protect existing employment sites from redevelopment for

other uses (with the main pressure being for redevelopment for housing). The Local Plan also adopts a 'sequential approach' to new office development, with preference being first for City Centre, then Edge of Centre and then out of centre locations genuinely accessible by a wide choice of transport modes. A number of Action Areas, where economic uses are proposed, are also identified: Huntington (Monks Cross North and South Sites); A59, Poppleton (Northminster Business Park); Hungate; Heworth Green; Castle Piccadilly; University Campus 3 and York Central. The Action Area policy requires that a comprehensive and sustainable approach is adopted for achieving high quality development in these areas.

7.3 Employment growth

Today, the City has a population of 183,128, of which around 134,500 are of working age, and 93,000 are economically active. This employment rate was 79.5% in 2004/05, one of the highest in the region. The City provides good job opportunities for residents in the area and its surrounding hinterland, and has a low unemployment rate. Overall, the rate of employment growth in York has been greater than in the region as a whole. This is predicted to continue into the future. The hotel, restaurant and distribution industry has increased its number of employees by 11,000 in York between 1991 and 2002. The Science City York sector has grown to over 9000 employees in 2005. There has also been an increase in employees in banking, finance and insurance, and the transport and communications industry has nearly doubled its workforce. One of the most significant industrial changes is the decline in manufacturing since 1991 from 13,750 employees to 9,300 in 2002. This is also predicted to continue.

As part of the background work to inform the Local Plan, the Council commissioned Dr. Bernard Stafford, of the University of York, to predict the number of employees there would be in different employment sectors in 2021. His report (2000) looked at four scenarios relating to York's future economic performance:

Scenario 1. Rapid slow down of the York economy to national levels. Forecast: 11,000 net increase in jobs.

This was deemed to be unlikely, would put the current health/development of economy at risk, lead to the loss of current market position/competitiveness, and run the risk of rising unemployment.

Scenario 2. Gradual convergence of York/UK economies. Forecast: 19,000 net increase in jobs.

This was deemed to be likely, would allow the current development/restructuring of economy to continue, would mean that market position/competitiveness was retained and would address employment needs, but not the maximum employment potential.

Scenario 3. Convergence over a longer period (retaining recent level of performance for a longer period). Forecast: 26,500 net increase.

This was deemed to be likely, would allow the current development/restructuring to go further, would give the potential for a stronger market position and greater competitiveness and would be more likely to address employment needs, and allow for further growth

Scenario 4. No convergence. York continues to outperform the UK economy. Forecast: 29,000 net increase in jobs.

This was deemed possible, would allow current development/restructuring to achieve its maximum potential and would also maximise jobs potential.

During City-wide consultation on the Local Plan (2001) the option of a net 19,000 growth in employment was supported by 57.5% of residents and 55.5% of businesses. A further 30% of residents and 31% of businesses favoured the higher (29,000 net growth) option. Only 6% of residents favoured a lower option of 11,000 net job growth. The 19,000 growth option was

seen as the balanced approach, giving scope for further economic growth without compromising wider sustainable development objectives.

The existing Local Plan uses the 19,000 jobs scenario as the basis for its employment land allocations. Table 7 below summarises in quantitative terms the likely demand for both premier and standard employment sites per annum to 2011.

1. Premier employment sites have been identified for companies in the Science City sector, other 'knowledge based' clusters (such as Research and Development) and other high quality B1 uses (such as companies within the financial and professional sectors or headquarter functions).

Standard employment sites are all other B1 (Office), B2 (General Industrial) and B8 (Storage or Distribution) uses.

Table 7: Annual demand for Premier and Standard Employment Sites 2000-2011

Demand	Premier 2000-2011	Standard 2000-2011	Total 2000-2011
Science City York	2.0	1.0	3.0
Other	3.0	1.6	4.6
Total	5.0	2.6	7.6

The following sites were identified to meet the projected demand for 55ha premier employment land, and 28.6ha standard employment land':

Table 7(a):

Site reference	Site size	Location	Status
E1a.1 A59 site (North of Northminster Business Park)	14ha	Out of centre	No planning consent
E1a.2 North of Monks Cross	21.9ha	Out of centre	No planning consent
E1a.3 South of Monks Cross	13ha	Out of centre	Outline planning permission granted
E1a.4 University Science Park	1.7ha	Urban area	Developed
E1a.5 Hungate	1ha	Urban area	Outline planning permission granted
E1a.6 Clifton Park	0.6ha	Urban area	Developed
E1a.7 Varvills warehouse	0.1ha	Urban area	Developed
E1a.8 York Central	5.5ha	Urban area	Site brief adopted. Masterplanning exercise to start 2007.

Table 7(b): Standard Employment Allocations

The following major employment allocations are reserved for business (B1), general industrial (B2) and storage or distribution (B8) uses, in addition to several smaller allocations (0.5ha or less).

Site reference	Site size	Status
E3a.1 York Business Park	16.4ha	Outline planning permission granted for all of development of site. Part developed
E3a.2 Elvington Airfield Business Park	4ha	Part developed
E3a.3 Wheldrake Industrial Estate	2.5ha	Outline permission on part of site
E3a.4 Centurion Park	2.6ha	Part developed
E3a.5 Holgate Park	2.2ha	Awaiting application
E3a.6 Heworth Green	0.7ha	Permission for mixed use development granted
E3a.12 Elvington Industrial Estate	1ha	Awaiting application
E3a.13 Grain Stores, Clifton	7.6ha	Awaiting application
E3a.14 Stirling Road, Clifton Moor	1ha	Outline permission for non-food retail granted
E3a.15 Annamine nurseries	1ha	Awaiting application

7.4 Science City York

Recent structural changes in the economy, with the move away from the traditional manufacturing industries of rail and confectionery, have highlighted the need to continue to diversify the economy and attract new investment into the City. The City's Economic Strategy has embraced this concept since the late 1990's.

The Science City York initiative, focusing on bioscience and healthcare, IT and Digital, and creative technology, has had significant success in creating new employment opportunities since its launch in 1998 (around 2600 jobs and 60 new businesses). Science City York is a key element of Council's Economic Development Strategy and the wider Community Strategy for York. It underpins our Local Plan approach,

which seeks to provide a range of 'premier employment sites' to meet this, and associated, need.

York has a top ten University, renowned for its science based research, a strong partnership between the education, research and business communities and has recently been designated one of only six national Science Cities (alongside Newcastle, Manchester, Nottingham, Bristol, and Birmingham). The maintenance of York's position as a market leader in the development of its knowledge and science base is a key issue in the Community Strategy. The continued success of the initiative is vital to creating prosperity. As a modern commercial City, internationally renowned for its unique heritage, a key challenge is to achieve this economic success in a sustainable manner.

Given the importance of Science City York, in 2001 Segal Quince Wicksteed (SQW), were asked to carry

out research into future demand generated by the Science City York element of the local economy. They investigated past growth levels and examined a sample of Science City York's firms own projections, then combined this information with their experience of growth patterns elsewhere. Using this analysis they predicted that Science City York could directly generate at least 15,600 jobs by 2021 with a further 3,400 new jobs attributed to indirect job generation. Further reports by SQW have reconfirmed that view and monitoring by the Science City York project has indicated that it is broadly on target to meet this level of growth.

7.5 The need to support general industry and employment

A key part of the Council's Economic Strategy is to develop York as a leading edge, modern, knowledge-based economy, using its science base as a key economic driver. As an international quality visitor destination, ranked among the top European cities, it acts as an economic generator for the economy as a whole. However, there is also a recognised need to target other sectors, such as finance and professional services, manufacturing, retail, education and health. Low pay levels in the City mean income deprivation is an issue. Although the average income in York is higher than the average for the region, it is below the national average, and house prices in York are much higher than the regional average. Generating quality jobs (rather than volume) is a key outcome, providing skilled, well-paid employment, and enabling local people to benefit from these opportunities by providing skills and learning development for all sections of the community. The aim is for this to be translated into increased household incomes.

A range of key organisations have identified a lack of suitable and available sites to meet the needs of Science City York businesses, relevant inward investment queries and to fulfil the expansion plans of existing businesses in York. This extends to general manufacturing, distribution and warehousing needs.

Although in quantity terms we do have a supply of sites for general employment allocations in the Local Plan, we should re-assess issues regarding their availability, quality and location. It is important to be able to offer readily available sites for such use, if we are to provide the necessary choice and provide for a balanced economy. There remains however, a clear need to identify quality sites and to ensure that they are available for that purpose, especially if York is to perform as a national Science City.

7.6 Loss of employment land to other uses

The existing Local Plan policy seeks to protect existing employment land and premises from other uses except where supply is sufficient in terms of quantity and quality, unacceptable environmental problems exist in relation to the site or use, the redevelopment will lead to significant benefits to the local economy or the use is ancillary to an employment use. The pressure from 'other uses' is predominantly from housing development either on existing employment sites or by conversion or demolition of city centre or edge of centre offices.

The emerging RSS is proposing a policy to protect such sites, and identifies places such as York as coming under pressure because of the high development pressures for housing.

York will be required to allocate significant greenfield sites to meet its development needs to 2021. Although major greenfield sites will be developed in a sustainable way in accordance with an agreed area framework, planning brief and masterplan, it can be argued that there would be less pressure for greenfield development if we released some existing employment areas for residential development to meet longer term needs to 2021. This would have to be strictly controlled so as not to undermine wider economic objectives, in particular maintaining a "quality sites" supply line and an adequate supply of land specifically for B2 and B8 (standard employment) uses. This would only focus on those employment uses/areas that are deemed to be inappropriately located, visually

unattractive, or create problems of noise or loss of amenity due to proximity to residential uses, also taking into account the need to support general industry as set out in section 7.5.

7.7 Role of the City Centre economy

The key retail and tourism roles of York City Centre are addressed in other sections of this Issues and Options Paper. However it should be acknowledged that York City Centre also plays a wider economic role in the City. It is a focus for a significant number of offices, commercial enterprises and other businesses. We need to ensure that the important economic role of the City Centre is recognised in the LDF a strong and competitive City Centre is one of the priorities of the City's Economic Strategy.

A City Centre Action Area Plan will be prepared as part of the LDF. Through the Economic Strategy for the City, a new City Centre Partnership has just been formed with a Board comprising the Council and other key business interests within the City Centre, and they will be developing a City Centre Strategy and Action Plan. Its primary aim will be to enhance the competitiveness of the City Centre economy (especially retail) and to generate proposals for a Business Improvement District which will contribute towards achieving this and generating a quality City Centre environment.

This will need to be properly integrated with work on the LDF. The LDF Core Strategy will provide the opportunity to clearly articulate the key role of the City Centre across a range of different uses. The LDF City Centre Action Area Plan will provide a strategic planning framework to help deliver the development, transport and environmental priorities required to ensure the City Centre remains a quality place to visit and do business. In effect, it can help deliver the land use and development objectives identified in the City Centre Strategy.

7.8 York Central

York Central is a key priority in the Community Strategy and Local Plan. The emerging RSS identifies York as a focus of regional significance for economic growth and states that future development should be accommodated 'to build upon the success of its economy in a sustainable way which respects its historic character'. As a walled City, the centre of York is constrained in terms of its capacity to accommodate significant new employment and office development. York Central would allow for a significant proportion of the additional development needs of the City to be accommodated in a sustainable location, adjacent to the main Railway Station.

The approved Planning Brief for York Central (2004) outlines the Council's vision for this area. A mixed use new neighbourhood underpins this vision including residential, employment and leisure uses and quality civic and open spaces. Part of that vision is the creation of a modern, central business district, to complement the City Centre and expand and diversify the City's urban economy. It would provide specialist office and business space for Science City York uses and a wider range of office and headquarter functions.

7.9 The rural economy

While the main built up area of York is surrounded by a significant expanse of open countryside, and a number of villages, the City and its services are easily accessible by those living outside of the main settlements. Although the focus of development planning in York is on the city itself, we need to understand the particular issues facing rural York in terms of its economy.

The Government's objectives for the rural economy, as set out in PPS7, include the promotion of sustainable economic growth and diversification, and the development of competitive, diverse and thriving rural enterprises that provide a range of jobs. Planning authorities should support a range of economic activity in rural areas, including permitting future expansion of business premises to facilitate healthy and diverse

economic activity. For agricultural development, support should be given to enable farmers to adapt to new and changing markets, diversify into new agricultural opportunities, broaden operations to 'add value' to primary produce or diversify into non-agricultural activities. In York, there is a particular demand for the reuse of buildings in the countryside to provide tourist accommodation.

In developing policy we need to recognise that, because of the close relationship between the urban area of York and the wider countryside, many of the issues in relation to development in the countryside will involve addressing the land use issues and opportunities to be found in the countryside around and adjacent to the main settlements. Such land can provide the nearest and most accessible countryside to urban residents. In particular, we should promote and improve public access, and facilitate the provision of appropriate sport and recreation facilities.

Economy and Employment: Key Issues and Options

The amount of employment land

The medium growth option of 19,000 jobs is considered to be most appropriate by the Council's Economic Development Strategy, giving scope for York's economic success to be sustained without compromising wider sustainable development objectives.

The existing Local Plan identifies 7.6ha of employment land per annum (5ha Premier Employment and 2.6ha Standard Employment). Although we are on target to achieve the medium growth forecast, this has been achieved with an average annual take up rate that is less than 5ha per annum.

Some possible options for the LDF are to:

- Review the amount, and type (B1/B2/B8), of employment land required to meet the medium growth option for all types of employment given past take up rates, and reallocate or allocate land accordingly for separate uses;
- Consider reallocating employment land to accommodate housing requirements in the LDF timescale, if not required for employment uses.
- Incorporate planning policies/guidelines that ensure the emphasis is placed on quality sites that take account of wider sustainability objectives, such as reducing dependence on the car. Measures to ensure sites are used for their identified purpose (such as for Science City York) could be introduced.

What are your views on the above options? Are there alternatives which you consider more appropriate?

8. Retail



8. Retail

Spatial Planning Objective

Objective 2: To Ensure Economic Wellbeing through Sustainable Economic Growth

Without Walls

The Thriving City; A City of Culture; The Sustainable City

8.1 Introduction

Retail is key to both the culture and economy of the City of York. Maintaining a sufficient quantity and quality of retail provision and adapting this in light of changing needs across the City is central to the Council's vision of achieving sustainable development. In addressing retail issues the paper is divided into the following sections: retail planning policy, York City Centre health check, the focus of new retail development and the need for future retail development.

8.2 Background

City Centres serve as a focal area for local communities. They provide the main local sources of essential goods and services, as well as opportunities for leisure and civic pride. Retail contributes to the distinct character of York City Centre and plays an important role in promoting the City as a regional and national tourist destination. The local and regional character of the City Centre is enhanced through the smaller, independent shops which, in a number of cases, sell specialised goods that cannot be found in the larger shops across the City. These independent retailers contribute to wealth retention in the local

economy.

Stonegate/Minster Gates and the Shambles are examples of streets which are almost exclusively retail in character with a unique speciality nature.

Within the City of York area there are a number of shopping destinations in addition to the main City Centre. The City of York currently has two district centres Acomb which is located to the west of the City and Haxby located in to the north of the City. These centres both provide a range of shops and services including banks, post office, food shops, supermarkets, pharmacies and doctors surgeries. There are a number of neighbourhood shopping parades within the area located in village centres such as Copmanthorpe and Strensall, and within urban areas of the City such as at Bishopthorpe Road. It is important to retain the provision of these local and village shops outside the City Centre in that they help to provide an accessible local service and encourage more sustainable lifestyles. This is particularly important for those without private transport who are unable to make journeys to larger centres to meet their everyday needs.

Part of the land at Foss Islands, located on the edge of the City Centre, has been allocated for redevelopment in the existing Local Plan for shopping uses. Foss Islands is identified as edge of centre but does form a separate shopping destination to the City Centre and therefore it is essential that any retail development on this site does not undermine the City Centre. The site is allocated for bulky goods retail and currently has permission for a bulky goods retail scheme and a supermarket.

The City also has a number of out-of-centre retail destinations. Monks Cross Shopping Park is located to the north of the City Centre on the outer ring road (A1237). The shopping park consists of a number of high street retailers along with two large supermarkets and several other stand-alone retail units. Within the Monks Cross area there are also a number of large employment sites, a park and ride site, leisure facilities and some residential properties.

Clifton Moor Retail Park is located to the north of the City

on the outer ring road (A1237). The Clifton Moor area consists of a large supermarket, a number of retail warehouses, a multiplex cinema, leisure club and a number of industrial and office units. The Clifton Moor retail park is also close to a large residential area.

The McArthurglen Designer outlet centre is located to the south of York on the interchange of the A64 and the A19. It is a large indoor shopping mall of almost 350,000 square feet with over 115 stores selling brands and designer labels.

The main role of the planning system is to ensure that there is sufficient local provision of goods and services and that they are located in accessible places. City of York Council's objective within the current Local Plan strategy has been to maintain and enhance the vitality (liveliness) and viability (economic prospects) and range of shopping provision in York City Centre (from national retailers to small specialist shops), the district centres and neighbourhood shopping parades such as those located in village centres and urban areas and to sustain York City Centre's role as a sub-regional shopping centre.

Through the Core Strategy in the LDF for the City of York, the Council will need to set out a spatial vision in terms of retailing and a strategy for the network and hierarchy of centres, including local centres, within York, setting out how the role of different centres will contribute to the overall spatial vision for the area.

8.3 Retail Planning Policy

The Government's approach to retail (PPS6) has been that the preference for new retail development is in town centres. This approach applies not only to new retail (shops) but also to leisure (cinemas, theatres, restaurants), hotels and offices. This is in order to reduce the need to travel, reduce reliance on the car, reduce the exclusion of those without cars who are unable to access such facilities, promote the improvement of public transport and to ensure the continued investment in town centres.

In addition, government guidance indicates that local

planning authorities should actively promote growth and manage change in town centres; define a network and hierarchy of centres each performing their appropriate role to meet the needs of their catchments; and adopt a proactive, plan-led approach to planning for town centres.

8.4 Need for Future Retail Development

In line with government guidance, retail consultants Roger Tym and Partners undertook a retail study for York in October 2004. The study examined the health of York City Centre and the future need for additional retail floorspace.

Generally the study concluded that York City Centre is healthy with a good range of uses, a low overall vacancy level and a continued high level of interest from national retailers seeking to locate in York. However, they also concluded that the City continues to face strong competition from other regional centres such as Leeds and Hull. The study identifies some key omissions from York City Centre's current offer. These include a high profile department store, a City Centre format food store and other high profile fashion outlets. The study concludes that without substantial improvements to York's retail offer it is likely that York's role as a regional and sub-regional shopping centre could be further marginalised with more retail spend being attracted away to other competing centres such as Leeds, Harrogate and Hull.

The York Retail Study (Roger Tym and Partners, October 2004) estimates how much more shopping space is needed in addition to the shops and retail warehouses already found in the area. The study estimates the amount of shopping space needed by multiplying the likely increase in population of York by the expected growth in spending per head, as the economy grows based on national shopping trends.

Food Shopping

The retail study concluded that in terms of food (convenience) shopping there is a significant amount of floorspace located in out-of-centre locations such as Clifton Moor and Monks Cross. Therefore, following the recent planning permissions which have been granted for an extension to the Sainsbury's store at Foss Bank and the new Morrison's food store at Foss Islands, the consultants recommend that the council should take a cautious approach to new food store proposals unless they help to meet the need for improved customer choice and access in York City Centre.

Non-Food Shopping

In terms of non-food (comparison) shopping, the retail study demonstrates that there is a clear need for additional floorspace in York City Centre. The study sets out three different scenarios:

a) Static Market Share i.e. the City Centre continue to hold onto its current Market Share of 31% of the overall available expenditure in the catchment area;

b) Rising Market Share i.e. the City Centre improves its share of the available expenditure from 31% to 34% by 2016 to help York stay competitive with other competing locations and to claw back some of the expenditure lost since the previous retail study was carried out in 2000 which estimated that the City Centre attracted 37% of the overall available expenditure; and

c) Falling Market Share i.e. the City Centre declines from its current share of 31% of available expenditure to 29% by 2016 with a likely further slippage in terms of its offer and competitiveness.

As Table 8 shows, the three scenarios give a capacity for additional shopping floorspace up to 2011 of between 87,800 square feet (net) and 189,000 square feet (net) with an additional amount required in the period 2011 to 2016 of between 149,000 square feet (net) of additional shopping space under scenario c, (falling share) to 275,800 square feet (net) under scenario b, (rising share). It is important to note that with all three scenarios including the falling market share there is a need to provide additional shopping floorspace in the City Centre of at least 87,800 square feet to 2011.

The Council considered the various scenarios in the time period up to 2011 as part of the existing Local Plan. In the context of the identified need for a high profile department store and further high fashion retailers and York's loss of market share since the previous retail study was undertaken (Hillier Parker, 2000) the Council concluded that scenario b, (rising market share) was the preferred option. This gives a capacity for new shopping space up to 2011 of 189,000 square feet (net). The Local Plan identified the Castle Piccadilly site as a possible extension to the core shopping area to meet the identified need to 2011. This would be part of a comprehensive mixed-use scheme incorporating civic/open space and other appropriate uses.

Table 8: Retail Gross Scenarios

Scenario	Additional non-food shopping space required to 2011 (net)	Additional non-food shopping space required 2011 to 2016 (net)
A. Static market share	120,600sqft/11,200sqm	210,800sqft/19,600sqm
B. Rising market share	189,000sqft/17,600sqm	275,800sqft/25,600sqm
C. Falling market share	87,800sqft/8,200sqm	149,000sqft/13,800sqm

It is essential that any proposals for new retail floorspace be of high quality so as to ensure that the vitality and viability of York City Centre is maintained. The need for additional floorspace in the City Centre does not necessarily mean that there is scope for further out-of-town development.

To meet non-food retail need in the period beyond 2011 the Council will need to identify further sites. Depending on which scenario is chosen as the most suitable the amount of new shopping space required in the period between 2011 and 2016 will range from between 149,000 square feet (scenario c) and 275,800 square feet (Scenario b).

8.5 Where should retail be focused?

The current Local Plan strategy, in accordance with government guidance, identifies a hierarchy of centres where investment in new retail development will be promoted and existing provision enhanced. The existing retail hierarchy, as defined in the current Local Plan is as follows:

- a) York City Centre
- b) Edge of City Centre sites
- c) Acomb and Haxby district centres
- d) Other out-of-centre locations well served by public transport

This hierarchy gives clear priority to York City Centre as the main focus of retailing activity in order to protect its sub-regional shopping centre role.

Government guidance in PPS6 states that local planning authorities should work in conjunction with stakeholders and the community to identify the centres within their area where development should be focused. The Council as part of the Core Strategy needs to plan carefully how best to distribute any identified growth and also consider whether there is a need to rebalance the hierarchy of centres, to ensure that there is a more even distribution of town centre uses and that people's everyday needs are met at the local level.

Retail: Key Issues and Options

Retail Growth

For the City of York to remain competitive with other regional centres such as Leeds and Hull, the LDF will need to consider retail growth.

In approaching future retail growth which scenario do you think the Council should seek to achieve in the two separate timeframes; i) up to 2011, and ii) between 2011 to 2016?

- scenario a;
- scenario b;
- scenario c.

Location of Retail Development

Government guidance requires local planning authorities to identify the centres within their area where development should be focused. There may also be a need to rebalance the hierarchy of centres to ensure that people's everyday needs are met at the local level.

How best do you think the Council should approach the location and distribution of new retail development across the authority area?

- continue to give priority to York City Centre as the main focus of retailing activity, including the development of a new high profile department store and new format food store;
- encourage new retail development in edge of centre sites;
- concentrate on district centre retailing;
- identify areas outside the City Centre for retail growth;
- assess deficiencies in the provision of local convenience shopping and identify opportunities for remediation.

9. Culture and Tourism



9. Culture and Tourism

Spatial Planning Objective

Objective 2: To Ensure Economic Wellbeing through Sustainable Economic Growth

Without Walls

The Thriving City; A City of Culture; The Sustainable City; The Inclusive City

9.1 Introduction

Current government policy seeks to support the tourism, creative and leisure industries and improve quality of life for all through cultural and sporting activities (*'Living Life to the Full'*, Department for Culture, Media and Sport, 2005). Culture and tourism are important influences on the built environment of York, and both offer significant benefits for the local economy. Together they contribute to the vitality and diversity of York for both residents and visitors.

9.2 Culture

The Regional Spatial Strategy (RSS), (December 2004), identifies that future development of the region should acknowledge the role that arts and culture can play in economic diversification, improved quality of life, regeneration, social inclusion and improvements to the built environment. York's Community Strategy (2004) outlines the need to protect the historical importance of York, whilst meeting present cultural needs and developing a more modern, cosmopolitan outlook.

There is concern about a lack of diversity in the current cultural provision and there is a need to take steps to ensure that York's cultural provision is more diverse, inclusive and accessible. The Community Strategy

(2004) sets out strategic aims in *York A City of Culture* to address these concerns. In doing so the Strategy aims to secure a major cultural role for York at a regional, national and international level whilst ensuring that York residents feel that what is on offer is for them and encourages them to participate. These aims include:

- **Articulate a sense of what York is** celebrating and interpreting what's already there and championing the cultural sector in its widest sense: arts and heritage, sport & active leisure, play, open spaces, learning and the built environment.
- **Encourage creative expression and talent** supporting and promoting the cultural sector's contribution to York's economy, inspiring entrepreneurs to develop cultural enterprise in the City.
- **Raising aspirations** creating debate and engagement, challenging the city's existing assumptions on culture thus inspiring our citizens to do new things, visit a variety of places and try new experiences. This will increase participation in, and improve the quality of, the cultural life of York.
- **Getting more people involved** raising awareness of the opportunities that are available for active lifestyles, creativity and learning for life. Seeking to identify the barriers to this and being active in breaking the barriers down.
- **Using all of our resources** maximising the opportunities to enjoy our parks, rivers and open spaces.
- **Raise the quality of provision** increasing investment in the city's cultural infrastructure, identifying the gaps and the priorities.

Many of these aims can be addressed in spatial terms, covering key aspects of York's cultural offer, including; civic spaces; the rivers; the built heritage; other cultural attractions and public art.

City Centre Major Cultural Assets

A key aspect of York's successful economy has long been its attractiveness to visitors who come to enjoy its unique heritage assets. The major attractions alone bring around 2.5m visitors per annum. York has a good record on innovation in the experience it offers to visitors, with each attraction bringing something different and of international standard. However, in the last 20 years there has been little significant investment in York's existing attractions. Furthermore, there is now stiff competition from other cities and some smaller attractions have closed. There is a need to reinvest in York's heritage and cultural assets.

Developing a Cultural Quarter

The development of a 'cultural quarter' could provide a sustainable approach to improving York's cultural offer, it would build on existing strengths by linking together existing attractions and facilities. The quarter would be a distinct geographical district within the City which would provide a focus for improvements to the cultural infrastructure. A proposal put forward by York@Large, the partnership responsible for progressing the culture theme in the *Community Strategy*, is that the 'cultural quarter' could cover an area of the City Centre taking in the National Railway Museum, and then crossing the River Ouse to take in the Museum Gardens, Yorkshire Museum, the York Art Gallery, Kings Manor, the Theatre Royal and De Grey Rooms, the Minster and Dean Gardens. This would provide an improved gateway to the City from the station area and better use could be made of the River Ouse frontage, possibly focusing on a new or improved walkway adjacent to the River and additional pedestrian river crossings.

Public Art

The Council has had a public art policy since 1998 under which a 1% voluntary contribution is sought from developers to include public art within development. Good public art can help create interesting and attractive environments, stimulate community involvement and bring about civic pride. RSS cites the need to recognise the ways in which more modern,

innovative designs and public art can contribute to the quality of the local environment. The Commission for Architecture and the Built Environment (CABE), in their publication *'Design Reviewed: Town Centre Retail'* (2004) recognise the value of public art, but advise that rather than being considered in isolation, art work should be considered at the outset of any development so that it can infuse the whole project. Current public art in York ranges from traditional forms such as statues, to more modern and abstract installations such as the arch at Holgate Park (commemorating the railway works and representing the history of carriage and coach building on the site) or the Millennium Art Project at Poppleton.

Public Spaces

York's streets, squares and spaces already play host to a variety of uses ranging from markets to street theatre, from the occasional busker to major festivals. They provide a key opportunity to develop the brand of *York City of Festivals*, to build on the success of current festivals, to 'internationalise' key events, to build community participation, and to remove current barriers to events in the City. However, there are difficulties arising from the fact that the spaces are often cluttered, difficult to use, and lack the necessary infrastructure. Work is ongoing to improve the lighting facilities and to promote these spaces as multi use and vibrant, but there is more to do to improve the design and layout of spaces if they are to be more accessible, eventful and vibrant.

The Rivers

York's *'Making More Use of the Rivers'* (September 2003) scrutiny report recognised that the Rivers Ouse and Foss within the urban area offer excellent opportunities for recreation and relaxation, as well as being havens for wildlife. Access to the rivers though is piecemeal and the facilities that are available are limited. Improvements are needed if the rivers are to make the city more attractive and welcoming to visitors and residents alike. For example, there is a shortage of moorings for visiting boaters and a deficit of accessible river front for disabled anglers. Areas for wildlife are not continuous, and being broken in places

by harsh, sterile waterfronts which leave little space for nature.

9.3 Tourism

Government Guidance (PPG21) acknowledges the importance tourism plays in contributing to the national economy and the prosperity and growth of many towns and cities. It highlights that the tourism industry should flourish in response to the market, whilst respecting the environment which attracts visitors. On a regional scale, the RSS (December 2004) and Regional Economic Strategy (2003) acknowledge the importance of tourism in the Yorkshire and Humber economy, in cities such as York.

York has a central role to play in the development of tourism in the region, based on the strengths of York as Yorkshire's premier visitor destination and gateway, as so many of York's visitors also visit other parts of Yorkshire. Consequently tourism is a major element of the City's economy, with visitor spending creating enough jobs for one in ten of the local workforce. Estimates by the York Research Partnership for the year 2004 showed that 4 million visitors a year come to the City, spending £283.6m and that over 8,800 jobs are generated by these visits. The significant tourism industry gives York a huge advantage in developing a high national and international profile. Surveys carried out by the City of York Council have shown that the majority of residents are generally supportive of tourism in York. In response to a 'Talkabout' survey (August 2002), 92% of respondents acknowledged the employment and economic benefits of tourism, whilst only 3% see that the benefits are outweighed by problems of crowds and congestion.

The region's **Tourism Action Plan** (Yorkshire Forward and Yorkshire Tourist Board, 2002) aims to create a sustainable tourism sector, through the protection and enhancement of the natural and built environment, the provision of adequate visitor infrastructure (variety of accommodation types, quality visitor facilities and improved communications and support networks) and improved access for day visitors and tourist activity in rural and urban areas, especially through non car

dependent modes. At the same time it takes into account both the needs of local communities, and spreading the benefits of tourist related developments. These aims are reflected in York's **Tourism Strategy** (First Stop York Partnership, 2005) which seeks to maximize the economic and employment advantages of tourism in York to the benefit of businesses, employees, residents and visitors. However, it recognises that to make the most of these benefits it is necessary to manage the environmental implications for the historic City and its citizens, such as crowded streets, traffic problems and development pressures on the surrounding countryside.

Improving the quality of visitor facilities

Yorkshire Forward ('**Strategic Framework for the Visitor Economy**', 2005) state that the overall objective for tourism development in the region should be a focus on growth in the value of tourism rather than growth in the volume of tourism. Priority should therefore be given to improving the quality of the existing facilities (visitor facilities, attractions, transport and services) rather than developing new attractions. A key part of this would be to improve the infrastructure which supports the tourism industry, for example the First Stop York '**Tourism Strategy**' identifies the need for an international standard luxury hotel facility in York to improve the range of accommodation which is available for visitors. This would also provide high quality business/conference facilities and further employment opportunities within the tourism sector. In addition, opportunities for York to improve its existing visitor attractions are outlined in the culture section above.

Increasing the length of stay of visitors

Yorkshire Forward have produced a '**Strategic Framework for the Visitor Economy**' (2005) which recognises that, while the region earns a similar level of income from day visitors and staying visitors, it receives a much greater volume of day visitors, which puts pressure on infrastructure and can lead to congestion in some areas at peak times. In order to spread the benefits of tourism to encourage more sustainable development, opportunities should be

maximised to increase the length of stay of visitors as opposed to attracting more day visitors. A greater focus on staying visitors has the potential to increase earnings without increasing the overall number of visitors. One approach to addressing this issue could be to develop the evening economy and improve safety for residents and visitors by creating a busier and more relaxed atmosphere in the evenings. Special events can also help to extend the length of the visitor day, such as the innovative lighting schemes that are being developed in York, both architectural and artistic.

Culture and tourism make an important contribution to York's economy and the quality of life of its residents. There is a need to develop both of these in a sustainable way which delivers benefits for the York economy and its residents, whilst minimising the impact on the environment of York.



Culture and Tourism: Key Issues and Options

It is important that the LDF Core Strategy helps to deliver modern and sustainable tourist and cultural provision in York. To achieve this a policy approach could be developed that helps facilitate the following:

- improved design and layout of York's public spaces, particularly with regard to them being used for events and festivals;
- improved access to the rivers within York by developing policies which restrict development along the waterfront;
- the improvement of York's major heritage and cultural assets;
- the development of a 'cultural quarter' in the City;
- contributions to public art from developers;
- the development of an international standard luxury hotel within York; and/or
- the development of the evening economy by including policies which will support and encourage evening economy uses at certain locations.

Do you agree that a policy approach should be developed based on the factors outlined above? Are there any

10. Community Facilities



10. Community Facilities

Spatial Planning Objective

Objective 3: To Meet Community Development Needs

Without Walls

The Learning City; The Safer City;
The Sustainable City; The Healthy
City; The Inclusive City

community strategy. The *'Sport & Active Leisure Strategy for York' (2003)* produced by Active York, has two key aims with particular relevance to spatial planning. Firstly to improve the quality of facilities and provision, and raise standards across the City. Secondly to encourage and enable more people to take part in sport.

The Active York Partnership has identified gaps in indoor sports provision, which include a county standard competition swimming pool, indoor county standard competition facilities to cater for basketball, roller hockey and netball, and a water based synthetic hockey pitch.

Active York has also set out its strategy for increasing and improving the provision of outdoor facilities including:

- enhancing existing significant sports sites rather than placing new city wide facilities on isolated sites, which have little potential for sustainable community use;
- only developing new facilities if they fill identified gaps in provision and if a suitable infrastructure exists or can be established to manage and maintain them;
- ensuring that sports people have access to safe and secure facilities, which cater for the specific needs of the users; and
- addressing the pressing need for a modern multi-use stadium that meets modern safety standards and can attract investors, players and spectators. This venue must be designed and managed as a citywide, multi-sport facility meeting the needs of both the professional clubs and the community sector.

In relation to the fourth aspiration, the lease on the current York City Football Ground at Bootham Crescent expires in 2015 and the Club is considering moving to new facilities within the York area. The York City Knights Rugby League Football Club are also seeking a new ground, which would be large enough for them to operate as a Super League Club. Clearly one option would be to provide a community sports stadium for the City, which would provide a home for the football and

10.1 Introduction

Community facilities provide essential services for the residents of York, contributing to residents quality of life and social well being. They are diverse and cover a wide range of provision, including leisure facilities educational facilities, health facilities and emergency facilities.

10.2 Leisure Facilities

Leisure facilities cover sport, open space, and social facilities.

Sport

The Regional Spatial Strategy (RSS, December 2004), states that development plans such as the Local Development Framework (LDF), should recognise the contribution which sport makes to the health and wellbeing of communities in the region, and should be planned positively to meet the diversity of sport and other recreational needs. It is important that facilities are available in appropriate, accessible locations and that the wider sport and recreation needs of the community are addressed.

Active York is a partnership working to deliver the

rugby league football clubs and a community sports facility of a sub-regional standard.

Overall, the LDF could have a key role in helping to raise the quantity, quality and accessibility of sport and active leisure facilities. This could be achieved through the provision of new facilities and/or the protection and improvement of existing facilities.

Open Space

Government guidance (PPG17) recognises the importance of open space, in delivering the following objectives:

- supporting an urban renaissance;
- supporting a rural renewal;
- promotion of social inclusion and community cohesion;
- health & well-being; and
- promoting more sustainable development.

Open space in York includes approximately 480 hectares of parks and open spaces. This includes pitches for sport, formal and informal parks and around 76 children's play areas in York.

Existing open space however is not distributed in a uniform manner across the City, and certain areas do not have ready access to either children's play areas or good quality amenity open space. It is considered important that the LDF aims to address the issues of access. This could include the identification and allocation of land for open space.

To help ensure the current open space is not adversely affected by development, the Council currently places a strong emphasis on the protection of existing open space, only allowing their development for other uses in exceptional circumstances, and requires all housing developments, and commercial developments over 2,500m² gross floor space to make provision for the open space needs of future occupiers. The requirements of a contribution for a single dwelling and commercial development is unusual in that, many authorities have higher thresholds for housing and do

not require any contribution for commercial development. It is however seen as an important aspect of the Council's approach to dealing with open space, as such developments will clearly create a need.

Social Facilities

Government guidance recognises that the provision of good access to social facilities is an important aspect of sustainable development. RSS (December 2004) also recognises that it is important to ensure that a wide range of social infrastructure is accessible by non-car modes, to all.

Social facilities cover a wide range of uses, such as community halls, venues for clubs and societies to meet, libraries, youth facilities and public houses. The Community Strategy aims to improve access to services and facilities for all residents, neighbourhoods and those at most risk of exclusion. In particular, the Community Strategy identifies the need to increase opportunities available for young people and the need to better reflect their interests and provide a range of positive social activities. All social facilities are vital in creating 'inclusive' and 'sustainable communities' and help to create a sense of community identity. In order to meet the aims of the Community Strategy it is important that existing facilities are protected and that new facilities are developed in locations which are accessible to all who use them.

The LDF has a key role to play in encouraging suitable and accessible social facilities. The provision of facilities locally encourages non-car modes of sustainable transport, and is particularly important for those with mobility problems, who are unable to make journeys to facilities not based within a reasonable distance.

10.3 Educational Facilities

Yorkshire Forward's Regional Economic Strategy emphasises importance of radical improvement in the

development and application of education, learning and skills, including high-quality vocational skills. These issues are addressed in the **'Framework for Regional Employment and Skills Action'** (2003). In addition, RSS (December 2004) states that the development of business clusters in the region will also depend on good links with higher education facilities. Where communities are not served by good transport links, efforts should be made to provide outreach facilities to improve their access to education and training. These facilities can often be provided through the multi-use of one building and through support for distance learning education initiatives.

Educational Facilities in York

The City of York Council is responsible for 11 secondary schools, 46 primary schools, 4 junior schools, 4 infants schools and 2 special schools.

One of the key issues regarding the provision of education facilities in York is that the provision of places meets the demand for the facility, both within local communities, and across the City. The Council therefore considers that it is important to reduce surplus capacity where appropriate, and ensure that additional places are made available if there are areas of deficit. It must be ensured that the LDF is able to facilitate this through its lifetime, taking account of demographic change and any developments. The Council is also keen to ensure that school facilities, such as playing fields and some school buildings are able to perform a dual role outside teaching hours, for the use of the community, through organised groups or sports, supporting the principle of York being an 'Inclusive City' (i.e. its facilities should be accessible to all). By doing this, the use of the facility within the community is maximised.

York also has a wide range of further and higher education establishments, each one playing an important role in the educational, economic and cultural life of the City. They are amongst the City's largest employers and the spending of students and conference visitors greatly contribute to the local economy.

York College provides for Further Education in the City, and is currently in the process of having a new £60 million campus built on the old York Sixth Form College site on Sim Balk Lane, which is due to open in 2007. York College currently has approximately 13,000 students (3,000 full time and 10,000 part time). Additionally, Askham Bryan College, the College of Law, York St John College and the University of York provide for Higher Education facilities in the City. Total student numbers for Higher Education in the City are approximately 18,000 students.

The University of York is an internationally recognised institution. It is establishing a national and international reputation in a number of fields. In addition, the University and the City of York Council, are key partners in the Science City York initiative (See Chapter 7 'Economy & Employment', for more information)

To help facilitate the continued growth of the University of York, the Local Plan identifies a 65ha site to the south of Field Lane, Heslington, to meet the University of York's future expansion requirements. The City of York Council indicated that it was minded to grant approval to an application to develop the site, in March 2005. The proposed expansion of the University has been 'called in' by the Secretary of State, and a public inquiry will take place in 2006. It is important that the LDF Core Strategy recognises the Council's continuing support for the growth of Further and Higher Education in the City, especially the University of York.

Additionally, it is important to recognise that all education facilities need to be accessible, and should be located and designed with respect to their surrounding environment, and relate well to amenities and services.

The Council aims to provide for education in such a way that best balances cost effectiveness with quality, and to provide maximum choice for parents and students, by:

- maintaining plans for reducing surplus capacity in schools and by bringing forward new proposals based on these plans;
- seeking new users and new uses for school

buildings through implementation of the Extended Schools Initiative (including community use of school facilities, dual use of playing facilities etc);

- ensuring that, where new education facilities are proposed, they are sited appropriately, well designed and well related to neighbourhood services and amenities (including further and higher education);
- ensuring that new developments contribute appropriately to meeting education needs they generate; and
- helping to facilitate the continued growth and expansion of the University of York and other Further and Higher Education establishments in the City.

10.4 Health Facilities

Government guidance recognises that health provision in sustainable locations assists in helping to create a strong, stable and productive economy by providing improved access to health facilities. RSS (December 2004) recognises that in order to promote social inclusiveness, it is important that inequalities in the provision of, and access to, health facilities are reduced and that there is considerable opportunity for mutual reinforcement between NHS Local Delivery Plans, development plans such as the LDF, and local transport plans.

Health Facilities in York

In York, health care is covered by two main organisations: the York Hospitals NHS Trust, and the Selby and York Primary Care Trust (PCT). Further care facilities such as care homes and nursing homes for older persons and residential care facilities for people with disabilities are provided by a range of organisations, including City of York Council.

York Hospitals NHS Trust

Within York, the York Hospitals NHS Trust provides healthcare from its main site, York Hospital, plus two

community rehabilitation hospitals at St Helens (Tadcaster Road), and Whitecross Court (Huntington Road). Other facilities also exist outside the City of York Council area.

The York Hospitals NHS Trust are currently considering their key strategic health care aims for York Hospital for the next 15 years. This will aim to bring the existing facilities up to modern standards and create facilities which meet changing health care needs. This will require significant investment and some key decisions must be made in the coming months and years to shape the future of York Hospital. The Trust is working closely with its health care partners and the City of York Council to achieve these goals. The LDF will play an important part in providing a policy framework to help in the upgrading of these facilities.

Selby and York Primary Care Trust

The Selby & York PCT serves a population of approximately 270,000, which includes the City of York area, as well as outlying areas such as Selby, Tadcaster and Easingwold, which lie outside the City of York area. The Selby & York PCT is responsible for the majority of 'non' hospital based community and mental health care, such as doctors, dentists, pharmacists, opticians, mental health and carers. The main planning objective for the PCT is the modernisation of the estate to provide 'modern fit for purpose facilities'.

The PCT sets out its aspirations for primary care in York, in a document entitled '**Close to Home Care Strategy**' (2005), which sets out ten key principles for health care. In land use planning terms, the key Principles are 5 & 7:

'Principle 5: More services will be based in the communities where we live' and

'Principle 7: Hospital services will be encouraged to provide more specialist care.'

The PCT indicate that one of the possible options for addressing these principles is the setting up of 'diagnostic centres', which are intended to locate health care centres, covering a range of facilities, in one

building. Diagnostic centres are centres where patients clinical needs are assessed and form a 'middle ground' between GP's and hospitals, which can ultimately reduce the burden on hospital consultants. These could be located on a number of sites in the community, such as district centres or in suburban areas, thus making them more accessible.

Residential and Nursing Care Homes

Within the City of York area there are nine residential homes which are managed by the City of York Council and 49 residential and nursing homes operated by the independent sector. The homes provide for a wide range of nursing and residential needs and many offer specialist services such as EMI (elderly mentally ill) care, high dependency care, mental health and specialist care for adults with a disability.

In terms of provision for people with disabilities, there are residential homes in York which provide care for those with physical disablement, learning disability and mental illness. The Council has invested significantly in home care services, preventative approaches and supported housing models for customers in recent years which in line with people's wishes has seen the need for residential care services decline (housing for those with disabilities is discussed further in Section 6 of this Paper). However, the need for specialist provision in certain areas remains and the Council will continue to seek partnerships with providers in these areas. In 2003, the Council published a housing options strategy for people with learning disabilities. Current policy seeks to move more towards community based housing support and away from residential care homes. As a result, over the past 2-3 years there has been a significant reduction in the number of residential care places for those with learning disabilities in York. The Strategy anticipates that there will be only a limited requirement for more residential care places, in circumstances where young people reach 18 and require this level of care or where people who currently live in residential care outside York wish to return to the City.

In relation to care services for older people (housing for older people is discussed further in Section 6 of this

Paper), the Council has again invested in developing extra care housing for its residents, this has reduced the need for traditional residential care, however there will continue to be the need for high dependency care and services for people with mental health problems (e.g. dementia). Information gathered to inform York's Older People's Housing Strategy (due later this year) shows that the Council needs to be planning now for an increase in the number of older people. The most significant rise will be in the 85+ age group where there will be a 77% increase over the next 20 years (2746 people in York). In respect of older people with dementia, we should be planning for a 36% increase in the next 10 years with a 30% increase in the following 10 years.

A key consideration when providing these types of care provision is the needs of residents for accessible services and facilities. It is important that facilities such as a community centre, leisure facilities, a doctor's surgery and local shops are available within a reasonable distance, and that accessibility to these key facilities is possible for those with limited mobility.

10.5 Emergency Facilities

The key emergency service providers in the City of York area are:

- North Yorkshire Police
- Tees, East and North Yorkshire Ambulance Service (TENYAS)
- North Yorkshire Fire & Rescue Service

In terms of operational land use requirements, the York District Police intends to make better use of the existing York Police HQ at Fulford Road, with an intended development of a new custody complex at the rear of the site, which will be within the existing site boundary.

TENYAS aims to provide high quality premises from which to respond to emergency call outs. The TENYAS Estates Strategy aims to be flexible, with a need to respond to changing patterns of population and

demand. Consequently, the location and use of all TENYAS stations is under review. In particular, TENYAS is seeking to dispose of the Dundas Street (York Station) site, and re-provide this facility on the outskirts of York. They also intend to establish a number of smaller facilities in strategic locations across the area to provide staff with accommodation whilst they are on standby.

The North Yorkshire Fire & Rescue Service has considered its future plans for improving the efficiency of the service, including reducing call out times and is considering the potential relocation of the Clifford Street station. There are currently no plans to relocate any other fire stations in the York area.

In the case of all the emergency service providers, reducing call out response times is one of the key issues in improving the efficiency of the services. The planning system can assist in this issue by helping to locate such facilities in locations which reduce response times. For some emergency facilities, a central facility may be the most appropriate, whilst in other cases, a number of more localised facilities may be the most appropriate option. The nature and type of response required would be a key factor in this issue.



Community Facilities: Key Issues and Options

It is important that the LDF Core Strategy helps to deliver accessible, and sustainable community facilities in York, which meets the needs of the residents of the City. To achieve this, a policy approach could be developed based on the following:

Leisure facilities

- Raise quantity and quality of accessible sport, open space and social facilities in order to increase participation.
- Protect existing leisure facilities where appropriate.
- Fill in gaps in indoor and outdoor provision of sports facilities, as identified by Active York. This could include a community sports stadium for the City.
- Identify and allocate more land for open space, in areas where it is most needed.

Education Facilities

- Help to facilitate the reduction of surplus capacity and help to ensure additional places are made available if there are areas of deficit, and take account of any demographic change over the lifetime of the LDF.
- Seek new users and new uses for school buildings through implementation of the Extended Schools Initiative (including community use of school facilities, dual use of playing facilities etc).
- Ensure that, where new education facilities are proposed, they are sited appropriately, well designed and well related to neighbourhood services and amenities (including further and higher education).
- Ensure that new developments contribute appropriately to meeting education needs they generate.
- Help to facilitate the continued success of the University of York and other Further and Higher Education establishments in the City.

Health Facilities

- In terms of the York Hospitals NHS Trust, facilitate the continued modernisation of the service provision.
- In terms of the Selby and York PCT, facilitate the provision of services in the most accessible locations for those using such services. This could include the provision of 'diagnostic centres'.
- Help to ensure that adequate residential and nursing care facilities are provided to reflect local requirements.

Emergency Facilities

- Ensure that emergency service providers can provide facilities in the most efficient locations to reduce call out response times.

Do you agree that a policy approach should be developed based on the factors outlined above? Are there any other factors which you think we should consider? Should any factors be given priority?

11. Historic Environment



11. Historic Environment

Spatial Planning Objective

Objective 4: To Maintain a Quality Environment

Without Walls

A City of Culture; The Sustainable City

11.1 Introduction

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 quality of York's built historic environment is currently reflected through the 1,800 listed buildings and structures, 34 conservation areas and 22 scheduled ancient monuments. The City's archaeological history is reflected through many of the City's structures and buildings such as the Walls, Clifford's Tower and York Minster, with the Minster alone attracting over 2 million visitors annually. These are set alongside historical streets such as Stonegate, the Shambles and Minster Gates.

However, the City is a living and working place and one of the main aims of the Local Development Framework (LDF) Core Strategy is to reconcile the need for sustainable development and economic growth with the protection of the historic environment. This paper shall therefore address the protection and enhancement of the built historic environment in light of conservation, new development and archaeology.

11.2 Conservation

The City of York's historical environment is a key source of learning, a driver for both local and regional economies as well as an important contributor to the

quality of life for people in and around the City. As suggested in the Government's statement, '*A Force for Our Future*' (2001), the historic environment is central to our identity as individuals, communities and as a nation.

The conservation of the historic environment is addressed in Government Guidance (PPG15). Fundamental to this guidance is the provision of effective protection for all aspects of the historic environment, whether individual listed buildings, conservation areas, parks and gardens, battlefields or the wider historic landscape. Working alongside the Government, English Heritage is the national body charged with the protection of the historic environment offering technical advice on aspects of historic buildings with the principle aims of:

- Securing the conservation of England's historic sites, monuments, buildings and areas;
- Promoting people's access to, and enjoyment of, this shared heritage; and
- Raising the understanding and awareness of the heritage and thereby increase commitment to its protection.

Conservation and new development

At the local level, the City of York Council is required to develop policies which ensure the improvement of the physical environment. It also controls development to ensure that a suitable balance is reached between the need for development and economic growth with the protection of the historic environment by adopting the principles of sustainable development. Wider issues concerning design and the creation of a quality environment are outlined in section 5.2 of this document. However, current policy particularly recognises the need to develop sensitively in light of the built historic environment. Local Plan policy requires development to be designed with reference to their surroundings, by considering:

- a) Existing landforms and natural features;
- b) The scale and proportion of existing buildings and structures;
- c) The need to avoid the amalgamation of

- traditional plots and the creation of large, undifferentiated single-use buildings;
- d) Opportunities to improve the character and appearance of conservation areas;
 - e) Detailed design of new buildings and of extensions to existing buildings.

English Heritage and the Commission for Architecture and the Built Environment (CABE) commissioned a report '*Building in Context: New Development in Historic Areas*' (2001) which sets out a variety of case studies to exemplify and promote best practice for new development in historically sensitive areas. The best practice approach identified favours an informed character appraisal of the proposed development in relation to its surroundings. It further states that a successful project will:

- Relate well to the geography and history of the place and the lie of the land;
- Sit happily in the pattern of existing development and routes through and around it;
- Respect important views;
- Respect the scale of neighbouring buildings;
- Use materials and building methods that are high in quality as those used in existing buildings;
- Create new views and juxtapositions which add to the variety and texture of the setting.

One of the case studies within the report is specific to the City of York, outlining the development of the retail scheme containing 4 units located next to St Helen's Church on Davygate (pictured on page 19). The development of the original 1960s concrete building, previously used as a gas show room, required the new retail building to strike a suitable relationship with the adjacent church and with the widely differing listed and unlisted buildings in the immediate vicinity.

11.3 Archaeology and Ancient Monuments

The City of York contains a wide range of archaeological deposits, some of which are outstanding in importance. Archaeology and ancient monuments such as the Minster and City Walls are important to our local, regional and national identity, and valuable not only for their own sake, but also for their role in education, leisure and tourism.

The historic centre of York is one of only 5 historic centres nationally that have been designated as Areas of Archaeology Importance (AAI) under the Ancient Monuments and Archaeological Areas Act 1979. This affords access to the statutory investigating authority, (in the City of York this is the York Archaeological Trust) to undertake an excavation of archaeological remains that could potentially be destroyed during the development of particular sites.

As highlighted in Government Guidance (PPG16), archaeological remains are, in many cases highly fragile and vulnerable to damage and destruction. PPG16 advises that appropriate management is therefore essential to ensure that they survive in good condition. The guidance stipulates that where nationally important archaeological remains, whether scheduled or not, and their settings, are affected by proposed development there should be a presumption in favour of their physical preservation.

Historic Environment: Key Issues and Options

In order to ensure conservation is balanced with the need for development do you consider that an appropriate approach should be to use the principles listed below as set out in the Local Plan and CABI's best practice?

These principles suggest new development should:

- Relate well to the geography and history of the place and the lie of the land;
- Sit happily in the pattern of existing development and routes through and around it;
- Respect important views, for example protecting the minster's dominance on the York skyline and City Centre roofscape;
- Respect the scale of existing and neighbouring buildings;
- Use materials and building methods that are high in quality as those used in existing buildings;
- Create new views and juxtapositions which add to the variety and texture of the setting;
- Protect the key historic townscape features, particularly in the City Centre, that contribute to the unique historic character and setting of the City;
- Protect the environmental assets and landscape features which enhance the historic character and setting of the City.

In order to conserve archaeological remains and ancient monuments do think the LDF Core Strategy should adopt government guidance (PPG16) ensuring that where nationally important archaeological remains, whether scheduled or not, and their settings are affected by proposed development there should be a presumption in favour of their physical preservation?

12. Natural Environment



12. Natural Environment

Spatial Planning Objective

Objective 4: To Maintain a Quality Environment

Without Walls

The Sustainable City

12.1 Introduction

This section of the report looks at nature conservation, biodiversity and landscape. The conservation and improvement of the natural and built environment brings social, economic and environmental benefit for local communities and is therefore a key part of sustainable development.

12.2 Background

Government guidance (PPS1) states that planning policies should take account of the impact of development on landscape quality; the conservation and enhancement of wildlife species and habitats, the promotion of biodiversity, and focus on improving the built and natural environment in and around urban areas and rural settlements. Government guidance on biodiversity (PPS9) sets out the broad aim that development should have minimal impacts on biodiversity and enhance it wherever possible.

The Regional Spatial Strategy (RSS, December 2004) sets out the key aims of the region regarding the natural environment. Namely, to protect and enhance the region's biodiversity, to protect and enhance the quality, diversity and distinctiveness of the region's landscape and to increase tree cover in the region.

The City of York covers an area of 105 square miles and includes a range of sites and habitats such as ancient flood meadows, species-rich grasslands,

lowland heath, woodlands and wetlands. These provide for some of Britain's rarest breeding birds and a diverse range of plant life which are recognised as being of exceptional nature and conservation value.

12.3 Nature Conservation and Biodiversity

The following issues are key in terms of protecting and enhancing nature conservation and biodiversity in the City of York.

Designated Sites

Both nationally and internationally, there are designated sites for nature conservation, which are protected under statutory requirements, such as Sites of Special Scientific Interest (SSSI), of which there are currently nine in the City of York. These SSSIs are recognised as being of outstanding nature conservation importance, and three have been identified as being of national importance. Derwent Ings is part of the Lower Derwent Valley National Nature Reserve and Special Protection Area, which is classified as a wetland of international importance and is protected as a RAMSAR site.

In addition to this there are also sites identified for their local value. These non-statutory nature conservation sites include sites of importance for nature conservation and local nature reserves. All the sites identified in the Local Plan are shown on Map 4. There may be further areas, which could be identified.

In their publication; 'Environmental Quality in Spatial Planning (June 2005), the Countryside Agency, English Heritage, English Nature and the Environment Agency seek to encourage local authorities to provide better access to and interpretation of nature conservation sites and features in their area. Currently, many conservation sites in the City of York are only accessible where they are owned by the Council or because of existing footpath networks and rights of way. These sites provide an important educational and

recreational resource, therefore access should be given priority and protection.

Brownfield

In order to make the most effective use of land, priority should be given to development on brownfield (previously developed) land, rather than greenfield (undeveloped) land. Government guidance (PPS9) states that the use of brownfield land for new development makes a major contribution to sustainable development by reducing the amount of countryside and greenfield land that needs to be used. However, it also highlights that some brownfield sites have a significant level of biodiversity, therefore Local Authorities should aim to retain this interest or incorporate it into the development of a site. RSS (December 2004) also recognises the positive contribution that many urban sites make to the regional biodiversity resource and notes that these areas often provide an essential contact with biodiversity for people within the area.

Habitat Depletion and Enhancement

Government guidance (PPS9) states that where possible, plan policies should aim to maintain and enhance, restore or add to biodiversity interests. Plans should identify any areas or sites for the restoration or creation of new priority habitats, which should be supported through appropriate policies. RSS (December 2004) identifies that the halting and reversal of habitat fragmentation should be considered when assessing development proposals and this is reflected in existing Local Plan policy, which recognises the opportunities to create and manage new natural or semi-natural habitats in the context of development schemes to avoid habitat depletion.

Species Protection

Many individual wildlife species receive statutory protection. However, there are other species, which require conservation because of the contribution they

make to biodiversity. In some cases their habitats may already be protected under other nature conservation designations, however, this may not always be the case. Government guidance (PPS9) states that planning authorities should ensure that these species are protected, along with their habitats, from adverse development. Existing Local Plan policy restricts development that would cause demonstrable harm to animal or plant species protected by law, or their habitats. In the City of York, the Tansy Beetle is a good example of a particular species whose habitat could warrant some form of protection. In the UK, the Tansy Beetle habitat is confined to part of the River Ouse around York.

12.4 Landscape

Landscape Character

The quality of the landscape is important for biodiversity and visual interest. RSS (December 2004) states that there is a need to conserve and enhance regionally distinctive landscape character and quality. It also recognises that some landscapes have become derelict or degraded, but that the landscape can offer opportunities for regeneration and improvement, through measures such as new planting, restoration of field boundaries and recovery of derelict sites. Compared to neighbouring districts, the City of York has far less variation in topography in the authority area. However, its landscape is the result of the interaction of many influences, so whilst there are no nationally designated areas of high landscape quality in York, there are areas, which are locally distinct and are therefore valued. Government guidance (PPS7) recognises that there are areas of landscape outside nationally designated areas that are of particularly high value locally, and are therefore worthy of protection.

Water Courses

In the publication, '*Environmental Quality in Spatial Planning*' (June 2005), the Countryside Agency, English Heritage, English Nature and the Environment

Agency state that local authorities should seek to promote the protection, restoration and enhancement of river corridors so as to conserve and enhance their natural and historic heritage, their amenity and their value for fisheries, recreation and tourism. The City of York contains sections of three principal rivers: the Ouse, the Foss and the Derwent and their tributaries. The river corridors include a diverse range of wildlife and are important for amenity and recreation uses. Current Local Plan policies seek to protect these corridors, and minimise any potential conflict between competing uses or interests.

Woodland, Trees and Hedgerows

Woodland, trees and hedgerows are important to the environment in that they provide habitats, form important features on the landscape, and contribute to the improvement of air quality. Increasing tree cover aids good drainage and helps to reduce flood risk, in both urban and rural areas. In the City of York trees cover only 3.7% of the total land area. Government

guidance (PPS7) seeks to achieve a steady expansion of woodland areas. The RSS (December 2004) also promotes the provision of new woodland and increased tree and vegetation cover. Current Local Plan policy seeks to protect existing trees and hedgerows during development and encourages replacement planting where necessary. It also encourages developers to consider new planting as part of any landscaping scheme. When considering the type of new trees and vegetation which should be planted, the Council requires species which are locally indigenous and this is decided on a site specific basis. The Forestry Commission has produced a '**Regional Forestry Strategy for Yorkshire and the Humber Region**' (July 2004). In the Strategy they set out key priorities for action, including to:

- Increase woodland creation in the reclamation of derelict and underused land;
- Protect and improve woodland SSSIs and ancient woodlands; and
- Increase tree and woodland planting to help to reduce flood risk.

Natural Environment: Key Issues and Options

It is important that the LDF Core Strategy helps to deliver the protection and enhancement of nature conservation, biodiversity and valued landscapes within the City of York. To achieve this, a policy approach could be developed drawing on existing Local Plan approaches, national and regional policy. This approach could be based around the following:

- identification of additional sites which are locally valued for nature conservation and biodiversity but currently have no formal designation;
- protection of species which are locally important;
- retention of landscape and biodiversity interests in the development of sites;
- designation of areas of landscape value within the City of York;
- protection and enhancement of the river corridors; and/or
- increasing tree cover as part of new development through section 106 contributions for tree planting, and protecting existing tree cover by increasing the number of Tree Preservation Orders (TPOs) in the City and surrounding area.

Do you think that the policy approaches outlined above are appropriate or are there any other factors which you think we should consider? Should any factors be given priority?

13. Sustainable Transport



13. Sustainable Transport

Spatial Planning Objective

Objective 5: To promote Sustainable forms of Transport

Without Walls

The Thriving City; The Sustainable City; The Healthy City; The Inclusive City

13.1 Introduction

Transport and access to jobs, shopping, leisure facilities and services have a direct impact on our quality of life. A safe, efficient, and integrated transport system is important in supporting a strong and prosperous economy within York. This can contribute towards the Council's overall vision of ensuring the City is thriving, inclusive, healthy and sustainable. However there are also safety and environmental problems associated with transport, alongside the economic benefits. This section of the report covers the following policy areas; traffic growth and congestion, demand management and public transport, walking and cycling.

13.2 Background

The Government has given a strong commitment towards transport improvements, and have published guidance on planning and transport which is set out in PPG13. This guidance highlights that planning can help contribute to sustainable development through reducing the need to travel, reducing the length of journeys and through making it safer and easier for people to access jobs, shopping, leisure facilities and services by public transport, walking and cycling.

Within the UK Government sustainability strategy

'*Securing the Future*' the Government recognises that transport has a key role in reducing carbon dioxide emissions. The transport sector is currently responsible for about a quarter of total UK carbon dioxide emissions, 80% of this is contributed by road users. The contribution to other total UK carbon dioxide emissions from domestic transport is expected to remain broadly stable to 2020 as emissions from other sectors are forecast to fall.

A second Local Transport Plan (LTP2) which will cover the period 2006-2011, and set the longer term transport vision to 2021. The LDF process will, where appropriate, reflect the emerging Transport Plan.

13.3 Traffic Growth and Congestion

Government planning guidance - PPG13 and two Government White Papers on *Integrated Transport (1998)* and the *Future of Transport (2004)* aim to encourage people to reduce car usage in favour of more environmentally-friendly modes through measures such as better land-use planning and greater parking restrictions as well as better investment in public transport.

In terms of local guidance, policy SP8 (Reducing Dependence on the Car) in the City of York Draft Local Plan, highlights that new developments should be designed and located to minimise the need to travel. And any application for large new developments must be able to demonstrate that they will reduce dependence on the private car by providing more environmentally friendly modes of transport.

Growth in the amount of traffic through York and on the Ring Road has consequential effects on the environment. Not only does this increase traffic congestion, causing frustration and delay as well as harming the local economy, but it also harms the environment in other ways. It increases air pollution which is detrimental to York's air quality, and has various impacts on health, it also contributes to climate change through the emissions of green-house gases. Traffic levels in York during the morning peak are

forecast to increase by 14% between 2005 and 2011, and by 27% up to 2021 (LTP2). This increase will arise from the national trend of increasing car ownership, together with that generated from development. This will contribute to increased congestion, leading to a drop in vehicle speeds and an increase in journey time.

Local residents and stakeholders have identified congestion as their main area of concern through the LTP2 consultation exercise with 34% of local people indicating their concern.

Given the government and local guidance that currently exists, and the problems of traffic growth and congestion it is clearly important for the LDF to help reduce dependence on the car in favour of more environmentally friendly modes of transport. The sections below set out some possible methods, these include:

- demand management;
- public transport;
- walking; and
- cycling

13.4 Demand Management

Whilst encouraging people to use public transport, cycle or walk is important in reversing the trend of growing traffic levels, other more direct means can be used to reduce car usage. The ease of finding a parking space at the end of a journey is one of the most influential factors in a person's decision whether or not to use a car. By restricting availability of parking it is possible to directly influence people's choice of mode of travel. PPG13 encourages local authorities to use parking policies to promote sustainable transport choices and reduce reliance on the car for work and other journeys. It recommends limiting the level of parking provided at new developments through the adoption of maximum parking standards and encourages the use of shared parking so as to use parking as a means of restraint on car use. The management and control of car parking spaces are

essential components of an effective transport strategy. Parking control by both capacity and price have historically been used in York, where city centre charges are used to encourage long stay parking at Park and Ride sites in order to improve air quality and reduce congestion. Park and Ride now keeps over one million cars out of the City Centre each year. At the same time short-term parking charges have been maintained so as to not impact on the economic viability of the City. Cost effective short-term parking is needed for business and personal trips that are short in duration to avoid any diversion of business away from the City Centre. The City of York Council has also made available car parking discounts for efficient small cars that are less than 2.7m in length. A guide for the owners of short cars has been produced and is available on the City of York Council's website.

13.5 Public Transport, Walking and Cycling

The availability of public transport is important when determining locational policies designed to reduce the need to travel by car. PPG13 states that local authorities, in conjunction with work on the Local Transport Plan, should identify;

- key routes for bus improvements and priority measures;
- identify the potential for improved transport interchanges between different transport services and between public transport and walking and cycling; and
- negotiate for improvements to public transport as part of development proposals, in order to reduce the need to travel by car and the level of parking at such sites.

Bus

The bus is the main mode of public transport in the UK, and for many provides the only alternative to the car for local journeys. Bus patronage in York has grown considerably with a 49% increase since 2000, and

continues to grow at an encouraging rate in the face of national decline. A regular 7 day a week service including regular evening services, where new development is proposed could positively contribute to further increases in bus passenger numbers.

Its flexibility, economic use of road space compared to the car and ability to carry large numbers of passengers in urban areas, means that it plays a major role in tackling congestion problems as well as improving accessibility to suburban and rural areas.

Rail

York is a pivotal railway hub located on key north/south, east/west and cross country rail corridors. Approximately 5.5 million passengers start or finish their journeys in York each year. Over the lifetime of the LTP, the Council has worked in partnership with Network Rail and local train operating companies to enhance existing railway facilities to contribute towards our transport and economic objectives. In order to reduce the demand for road space and promote modal shift away from car to rail based commuting, a number of initiatives are being considered which include:

- a new station at Haxby
- reopening the direct York-Pocklington Beverley line
- improvements on the York-Harrogate - Leeds Line
- Strensall and Poppleton Business Park to have rail stops

Rail Freight

The '**Regional Freight Strategy**' (RFS) (March, 2005) forms the most strategic guidance on freight policy within the Yorkshire and Humber Region, strengthening national policy, informing and being informed by other regional policies and leading local freight transport policy.

Both the East Coast Mainline and the Trans Pennine are very important as they form a core part of the national network for freight. Rail freight makes an important contribution to government economic,

strategic and environmental objectives. The transport of freight by rail can lead to substantial environmental benefits by removing lorries from congested road networks. Rail freight is a sustainable transport mode and it is suggested that further use should be encouraged and facilitated.

Park and Ride

Park and Ride has remained a core element of the City's Transport Strategy for the past 20 years, and the City now has five purpose built sites carrying nearly 2.3 million passengers per year. This represents more than 1 million vehicles, providing a significant contribution to reduce congestion in the City Centre. In addition, the sites also provide good interchange opportunities by bus and cycle, providing high quality interchange opportunities on the outskirts of the City.

Walking and Cycling

National and local transport policies aim to encourage more walking and cycling for short journeys as these alternative modes of transport have a key role to play in ensuring more sustainable travel patterns. They also offer both environmental and health benefits and help to reduce congestion.

Many short, local journeys could be made by walking or cycling. Providing well maintained, safe routes through a strategic cycling network, and pedestrian priority network and by creating other facilities for pedestrians and cyclists, could help encourage this. The City of York Draft Local Plan, stipulates that all new built development should contribute towards the development and improvement of consistent, well connected and dedicated pedestrian and cycle route networks, including additional pedestrian and cycle river crossings. The completion of the cycle and pedestrian network also forms an integral part of the LTP2. Over the course of LTP2 the Council will progressively incorporate Public Rights of Ways (PROW) improvement into planning. This will ensure that the rights of way can deliver sustainable transport networks for walkers cyclists and the mobility impaired.

Since the start of the first LTP period there are 35%

more pedestrians walking to/from the City Centre throughout the day and even more during peak periods. It is important, therefore that new development is located where walking is a viable form of access and that that funds are invested in promoting pedestrian routes.

Cycling is also a viable alternative means of transport for many local journeys. York has established itself as one of the most cycle-friendly cities in the UK and in 2004 maintained its status as England's "top cycling city" following the results of the English Regions Cycling Development Teams performance assessment. However the York Outer Ring Road (A1237) and the section of the A64 to the East and South of the City from the Hoptrove Roundabout to Copmanthorpe, constitutes a substantial physical barrier for pedestrian and cycle movements between the City of York and commuter settlements.

During the first phase of the LTP2 consultation, almost 20% of all comments concerned cycling with the most popular themes being the need for more cycle lanes, fears about safety and improving existing routes. Improving facilities for cyclists, and improving City Centre links to National Cycle Routes could encourage more people to cycle rather than use their car. The City of York Draft Local Plan suggest that to maintain and promote cycle usage, a high standard of parking for bikes, associated with development will continue to be required.



Sustainable Transport: Key Issues and Options

A key aim of the LDF is to reduce dependence on the car. A number of measures have been suggested to help reduce car usage which include;

- Demand Management;
- Public Transport;
- Walking; and
- Cycling.

Do you think that these proposed measures have an impact on reducing car usage or do you feel that there are other methods, if so, what do you think they are?

14. Waste and Minerals



14. Waste and Minerals

Spatial Planning Objective

Objective 4: To Maintain a Quality Environment

Without Walls

The Sustainable City

14.1 Introduction

In July 2005 the government published PPS10 which highlights that the overall objective of government policy on waste, which is to protect human health and the environment by producing less waste and by using it as a resource wherever possible. This has the potential to be achieved through increased sustainable waste management, moving the management of waste up the 'waste hierarchy' of reduction, re-use, recycling and composting. The Government also aims to break the link between economic growth and the environmental impact of waste by using waste as a source of energy, and only disposing of it as a last resort. This means a step change in the way that waste is handled and significant new investment in waste management facilities.

Minerals Planning Guidance Note 1 (MPG1) sets out the principles and key planning objectives for minerals. This guidance highlights that minerals are important natural resources which make an essential contribution to the nation's prosperity and quality of life. It is essential for the national economy, that there is an adequate and steady supply of minerals.

14.2 Sustainable Waste Management

Background

Over the coming years the City of York Council has to meet a number of waste management targets. To meet the targets, and plan how waste from the City should be dealt with, York has developed its own waste strategy. A main objective of the strategy is to develop and implement a plan that minimises waste and maximises recycling. The York and North Yorkshire Waste Management Partnership have produced a consultation document called the Joint Municipal Waste Management Strategy (Autumn 2005), which states that the City of York in 2004/2005 managed 123,510 tonnes of waste.

Under the Landfill Directive, the United Kingdom is obligated to reduce the amount of biodegradable municipal waste (BMW) being sent to landfill for disposal. Reduction targets have been set based on the amount of BMW that was sent to landfill in 1995. Key targets are to reduce the amount of BMW going to landfill to 75% of the 1995 level by 2010, to 50% by 2013 and to 35% by 2020.

To help attain the targets each Waste Disposal Authority (WDA), is required to contribute towards meeting the national targets, and has been given an annual tonnage allowance specifying the maximum amount of BMW that can be sent to landfill in each financial year from 2005/2006 to 2019/2020. Breaching these allowances will result in fines being levied on the WDA at a rate of £150 per tonne for each tonne of BMW landfilled in excess of annual allowances.

The implications to the City of York Council in key target years is that the amount of BMW being sent to landfill must not exceed the following tonnages:

- 2009/2010 - 44,280 tonnes
- 2012/2013 - 29,490 tonnes
- 2019/2020 - 20,640 tonnes

Other targets have been set for England and Wales for recycling and composting, as set out in Waste Strategy 2001, and are as follows:

- To recycle or compost at least 25% of household waste by 2005
- To recycle or compost at least 30% of household waste by 2010
- To recycle or compost at least 33% of household waste by 2015

Targets for recovery are:

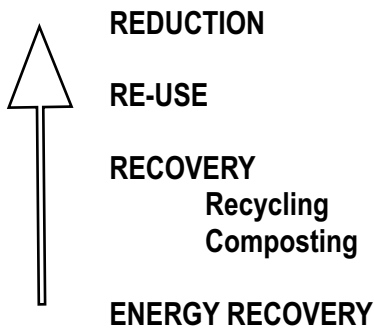
- To recover value from 40% of municipal waste by 2005
- To recover value from 45% of municipal waste by 2010
- To recover value from 67% of municipal waste by 2015

Sustainable Waste Management Options

Government guidance (PPS10) reaffirms the government's commitment towards sustainable development through driving waste management practice up the "Waste Hierarchy". Sustainable waste management requires that more waste is managed by the options toward the top of the waste hierarchy.



Figure 6: The Waste Hierarchy



- the most effective environmental solution is often to reduce the generation of waste, ie *reduction*
- products and materials can sometimes be used again, for the same or a different purpose, ie *re-use*
- resources can often be recovered from waste *recycling and composting*
- value can also be recovered by generating energy from waste, ie *energy recovery*

Only if none of the above offer an appropriate solution should waste be disposed

14.3 Minerals Extraction and Resource Protection

Background

The construction of homes, schools, hospitals and other types of development cannot proceed without the supply of minerals. Mineral working also makes an important contribution to the local economy through direct and indirect employment. However, unlike other forms of development, the location of mineral working is constrained as minerals can only be worked where they are found.

Minerals are a non-renewable resource; once worked they no longer exist in their original form. It is therefore important to encourage the sustainable husbandry of mineral resources and encourage use of alternatives to primary mineral resources. Providing further primary resources to replenish existing, diminishing, mineral reserves is likely to involve higher environmental costs as potential new sources become increasingly constrained by geology or other environmental factors.

Given the constraints facing the extraction of minerals, it will also become increasingly important to prevent the sterilisation of potential mineral reserves by non-minerals related development, in order to help continuity of supply in the long term.

14.4 Aggregate and Non Aggregate Minerals

Draft Mineral Policy Statement 1 indicates that in formulating its policies, a Mineral Planning Authority should encourage the use of substitute or recycled materials in place of primary resources wherever practicable. These materials, commonly referred to as secondary and recycled aggregates, are by products from other processes such as power station ash, colliery spoil and construction and demolition waste.

Aggregate minerals are sand, gravel, crushed rock and other bulk materials used in the construction industry. MPG6: Guidelines for Aggregates Provisions in England (1994) requires the identification of land banks (stocks of reserves with planning permission for extraction) for aggregate minerals to enable the industry to maintain access to a continuous supply.

In the case of sand and gravel, MPG6 states that land banks should be sufficient for at least 7 years supply. Government guidance does not specify the duration required for crushed rocks land banks, although the North Yorkshire Minerals Local Plan considers a period of 10 years to be appropriate.

A sand and gravel area of search lies within the City of York along the north western boundary of the District. This area of search has been brought forward on the

basis that its primary purpose is to offer long term flexibility.

In addition to aggregate and energy minerals the Yorkshire and Humber region also contains a number of non-aggregate minerals including silica sand, clay and building stone.

Guidance in MPG15 requires that a land bank of at least 10 years supply is maintained to ensure an adequate and steady supply. There is currently one site at Escrick on the City of York Council's border which retains productive capacity for clay production.



Waste and Minerals: Key Issues and Options

Waste

The LDF Core Strategy needs to meet the target requirements identified for (a) landfilled BMW, (b) recycled or composted household waste, and (c) recovered municipal waste (see section 14.2), and to ensure sustainable waste management through driving management practice up the Waste Hierarchy. To achieve this, a policy approach could be developed based on the following:

- Maximising the potential contribution to waste minimisation, re-use and recycling for all new industrial, commercial and residential development. This could be achieved through promoting waste minimisation and re-use, sustainable resource use during construction and the provision of adequate facilities for recycling within new developments;
- Providing sufficient waste sites so that the City can maximise its contribution to sustainable waste management. Larger scale facilities could be located on strategic sites identified within the LDF. Other facilities could be located on local sites capable of accommodating recycling and composting infrastructure;
- Identifying the location of new facilities and waste policies through locating facilities:
 1. wherever possible on previously developed land;
 2. close to waste arisings thus reducing the need to travel;
 3. in areas that are relatively unconstrained by sensitive environmental or cultural designations.

Do you agree that a policy approach should be developed based on the factors outlined above? Are there any other factors which you think we should consider?

Minerals

Government guidance indicates that we must reduce the consumption of non-renewable mineral resources by encouraging reuse and recycling. How should the proposals for mineral and aggregates provision be directed?

- Proposals for the exploration, appraisal, winning and working of minerals and aggregates will only be permitted where it can be shown that there is a demonstrable need and market demand for the resource;
- or
- Proposals for the exploration, appraisal, winning and working of minerals and aggregates will only be permitted where it can be shown that there is a national requirement/shortfall for the resource.

15. Environmental Protection



15. Environmental Protection

Spatial Planning Objective

Objective 4: To Maintain a Quality Environment

Without Walls

The Sustainable City

15.1 Introduction

The quality of life people enjoy is closely related to the quality of the environment in which they live. Any planning approach for the City should aim to safeguard this quality of life through protecting residential amenity and natural resources. This supports one of the Government's key aims for Sustainable Development included in government guidance (PPS1), emphasising the increasing need for the effective protection of the environment. This paper considers issues relating to environmental protection through the consideration of noise and air pollution.

15.2 Noise and Air Pollution

Noise

Noise can have a significant effect on the City's environment. This can impinge upon the quality of life and amenity enjoyed by both individuals and communities. Noise pollution can be generated through development in varying ways, including for instance; 1) road and rail traffic, 2) users of pubs, hot food takeaways and recreational facilities, and 3) through the operation of industrial and commercial premises. Consequently, problems can arise, most notably where development which generates noise is proposed near a use that may be sensitive to noise,

such as housing, hospitals or schools. Conversely, noise sensitive developments near to existing noise sources, such as roads, need to be progressed with care.

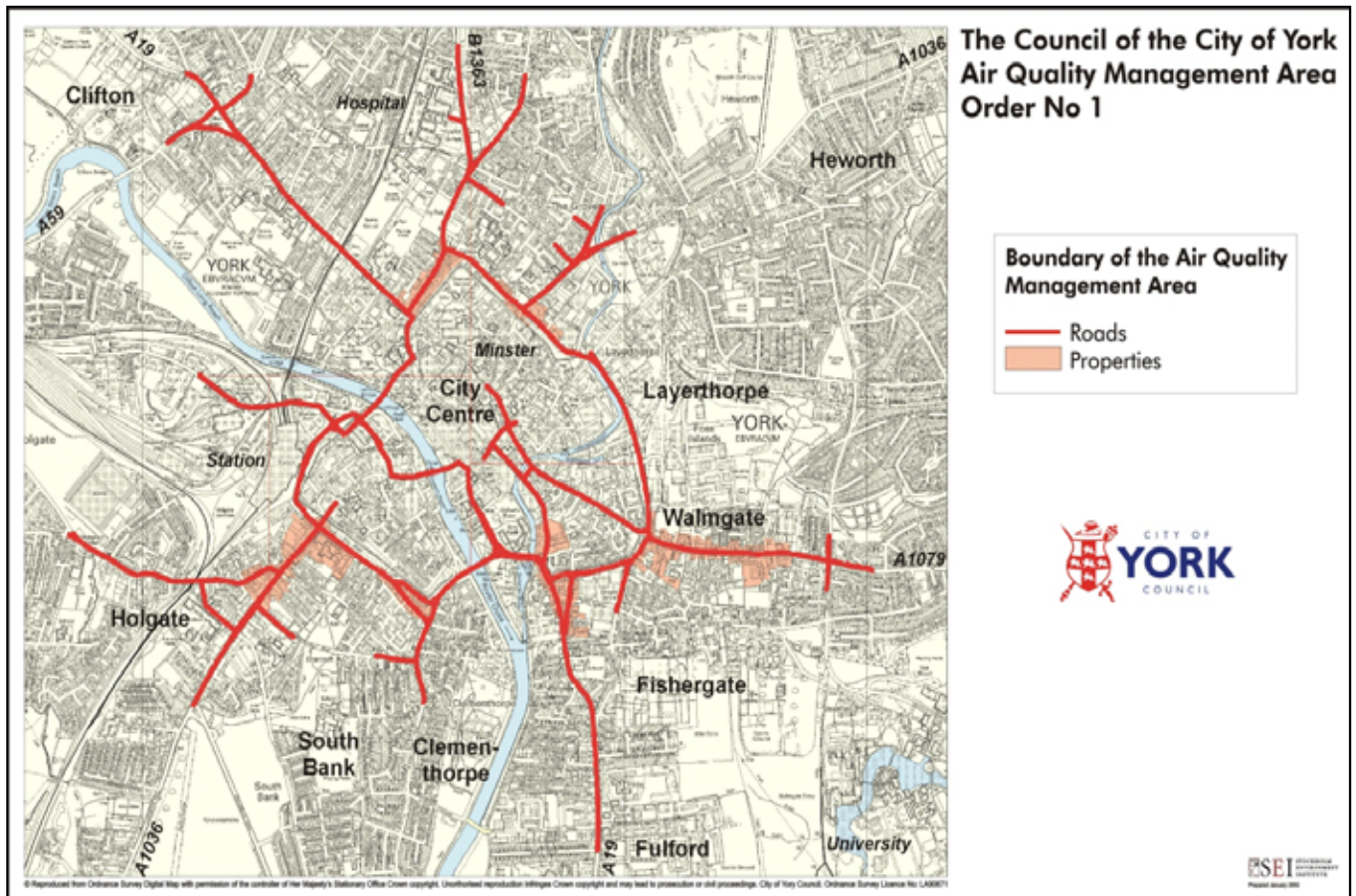
PPG24 builds on Circular 10/73 "Planning and Noise" recommending that, wherever practicable, noise-sensitive developments are separated from major sources of noise, and similarly, any new development involving noisy development should, if possible, be sited away from noise-sensitive land uses.

The *European Commission Environmental Noise Directive 2002/49/EC* has been the key driver for addressing noise pollution. It aims to achieve high quality environmental protection, with protection against noise as one of its key objectives. The implementation of this directive could ultimately include 'Noise Mapping', establishing areas of elevated noise levels. This could lead to the production of a Noise Action Plan for the City of York as a key focus in addressing noise pollution. The Action Plan could include the implementation of a zoning system to identify areas where certain activities that lead to noise problems could be tackled.

Air Quality

Poor air quality has the potential to adversely affect both health and quality of life. Annex 1: Pollution Control, Air and Water Quality, of PPS23 outlines the Government's strategy for Ambient Air Quality. The Strategy aims to improve and protect ambient air quality in the UK, and to protect people's health and the environment from the harmful effects of air pollution. The European Community have introduced a series of Directives to control levels of certain pollutants and to monitor their concentrations in the air. Framework Directive 96/62/EC on ambient air quality assessment and management was adopted by the Environment Council in 1996. This covers the revision of existing legislation and the introduction of new air quality standards for previously unregulated air pollutants, setting a timetable for the development of four daughter directives on a range of pollutants.

Map 5: Air quality management areas in the City of York



The Council is responsible under Part IV of the Environment Act 1995 for reviewing and assessing ambient air quality in and around the City of York. If there is a risk that levels of particular pollutants in any area exceed the objectives prescribed by the Air Quality Regulations 2000 the authority is then required to designate an Air Quality Management Area (AQMA), and to draw up an appropriate action plan. The location of the City's current AQMA is shown in map 5 above.

The AQMA was declared in York in January 2002 due to the exceedances of the annual average nitrogen dioxide (NO₂) objective set out by the government. The area shown in Map 5 was decided upon following a period of consultation with residents, businesses and key stakeholders in the city. The area covered by the AQMA is representative of the area over which consultees said they would like to see air quality

improved. Currently the air quality objectives are only being breached in the five areas on the map which are block shaded in red. In these five areas of the city the AQMA includes property boundaries. Outside the five shaded areas only the roads in red form part of the AQMA. Properties alongside these other roads are currently not included within the AQMA.

Highlighted above are the roads subject to AQM primarily as a result of harmful pollutants generated through traffic. Harmful vehicular emissions include carbon monoxide (CO), carbon dioxide (CO₂) and nitrogen dioxide (NO₂). City of York's first Air Quality Action Plan (AQAP1) (July 2004) sets out the council's initial proposals for improving air quality in the city. It contains 36 general measures and 29 key action points based around 8 themes:

- Reducing the need to travel
- Encouraging walking and cycling
- Encouraging the use of public transport
- Reducing the number and distance of trips within the AQMA
- Encouraging the use of alternative fuels and smaller more fuel efficient vehicles
- Improving traffic management and reducing congestion
- Reducing emissions from heavy goods vehicles and buses
- Reducing emissions from non transport related sources

A second AQAP is currently being prepared in conjunction with the Second Local Transport Plan (LTP2). This will build on the measures contained in AQAP 1 with a greater emphasis on the use of cleaner vehicles.

Environmental Protection: Key Issues and Options

Some areas within the City of York have existing pollution problems. How should the Council seek to achieve a strategic approach in tackling pollution?

- Implement a zoning system on a city wide basis. This could be used to control levels of noise pollution through zoning areas according to particular land uses; for example, residential, employment and late entertainment zones. Similarly this could be used for air quality purposes, such as zones for car free development areas and low emission zones;
- Target specific areas with existing pollution problems, such as AQMAs and avoid development unless the impact on pollution is minimised to an acceptable level; and/or
- Identify areas that may not yet pose pollution problems but potentially could, and control development to minimise impact.

16. Renewable Energy



16. Renewable Energy

Spatial Planning Objective

Objective 1: To Ensure Sustainable Location, Design and Construction

Without Walls

The Sustainable City; The Inclusive City; The Healthy City

16.1 Introduction

In North Yorkshire, as elsewhere in the UK, energy consumption is an essential feature of everyday life: in the home, at work, in industry, and in the way people travel and enjoy leisure time. However, the use of energy is widely taken for granted and there is a lack of awareness about how energy is generated and used.

Traditional energy generation, through the burning of fossil fuels is 'unsustainable'. Coal, oil and gas are finite resources and the environmental impacts of their exploitation are significant. There are increasing concerns about the UK's shift from being virtually self-sufficient in energy to becoming ever more dependent upon external supplies of oil, coal and gas. There is also uncertainty of the role that nuclear power has to play in the future energy mix.

Arguably the greatest challenge however is climate change. Greenhouse gas emissions from traditional forms of energy generation are a major cause of climate change. In 2004, the Prime Minister stated that climate change is the single most important issue we face as a global community. During the 20th century, global atmospheric temperatures have risen by about 0.7 degrees centigrade. This degree of change has already caused rising sea levels, shifting weather patterns and an increase in the frequency of extreme weather events. Future predictions suggest that by

2100 temperatures could rise by as much as 5.8 C, which could lead to unimaginable changes in the wider planetary system. Although this is a global problem, addressing the causes of climate change requires international, national, regional and local based action. York is particularly vulnerable to the effects of climate change (from flooding) and therefore must move towards a lower carbon future.

The UK government has developed a strategy to address sustainable development and the inherent themes issues of consumption and production, natural resource protection and environmental enhancement, sustainable communities and climate change and energy. ***Securing the Future: delivering the UK Sustainable Development strategy***, sets key priorities for immediate action, in particular noting the need to secure a profound change in the way we generate and use energy. This paper introduces the challenges set by national and regional policy, and suggests a strategic level approach to renewable energy. Further detail on specific measures associated with development are introduced by Section 5 (Sustainable Design and Construction) of this paper.

16.2 Renewable Energy Targets

In 2001, the Government Office for Yorkshire and the Humber commissioned a study to assess the potential for renewable energy production in the region. This led to the establishment of regional and sub-regional renewable energy targets. The study identified a target to generate 674 megawatts (MW) from renewable sources by 2010, with 194MW of this located in North Yorkshire. The regional target for 2021 is 1850 MW. Both these targets have subsequently been incorporated in the Selective Review of RPG12 (adopted as RSS for Yorkshire and the Humber to 2016 in December 2004). Local Authorities are advised to work towards these sub-regional targets positively and as a matter of urgency. It is advised that Development Plans should include measures which help to secure these targets as a minimum, and maximise the use of renewable energy resources. In line with PPS22, the RSS does not set targets for

which technology types should be used to meet the sub-regional targets.

The Consultation Draft Yorkshire and Humber Plan (revised RSS) published in December 2005 uses updated figures from the Sub-regional Renewable Energy Assessment and Targets Study 2004 (REAT 2004), and identifies regional capacity of 708MW to 2010, and 1862MW to 2021. Sub-regional targets for installed renewable energy capacity for North Yorkshire are 209MW to 2010, and 350MW to 2021. Draft Policy ENV5 also requires at least 10% of the energy to be used in sizeable new development to come from on-site RE sources.

firing, hydro and photo-voltaics. The focus is placed on these technologies as it is felt that they could make the most significant contribution to the sub-regional electricity target. This is based on large scale renewable energy generation and does not consider micro-generation of electricity or heat (with the exception of PV). In 2005 a subsequent study assessed the potential for additional 'micro-generation', such as solar water heating, ground source heat pumps, small scale wood heating, micro wind and photo-voltaics. **'Delivering Renewable Energy in North Yorkshire'** was jointly commissioned by North Yorkshire County Council, District Authorities and City of York Council. Indicative potential for small scale

Figure 6A: Indicative renewable energy potential for City of York

	Onshore wind	Biomass (wood)	Biomass (other)	Hydro	Photo-voltaics	Total	%age of households in York powered by renewables
2010 (MW)	10	-	-	0.9	0.32	11.22	14.6% ¹
2021 (MW) (inclusive of 2010 potential)	15	2.2	7.2	0.9	5.9	31.2	40.6%

1. This figure is indicative only, and is based on the 2001 census data figure of 76,920 households. In reality it is likely that energy generated would power commercial and other users.

The REAT 2004 study was intended to help Local Authority planners focus on what might be realistically achieved within their districts by showing how the RSS could be achieved through developments at a local level. The following table shows the indicative breakdown for York (nb as per guidance in PPS22, RSS does not split potential into specific technologies).

It is worth noting that a single 1MW wind turbine can supply power for around 1000 homes. Based on the figures below, almost 1 in 7 of York's households could be powered from wind energy were we to meet our indicative targets to 2011.

The main technologies identified in the 2004 REAT study are onshore and offshore wind, biomass, co-

renewables in City of York is as shown in Figure 6b

Such smaller scale generation is particularly suited to the development of Community Energy Schemes, which could provide heat and/or power to multiple buildings from one central source. For example, small scale wind schemes can choose to transfer the electricity they generate to the national grid, or use it to directly power surrounding homes, offices, schools, leisure centres or public buildings. It is anticipated that, owing to the introduction of new building regulations, there will also be a significant increase in the use of micro-renewables within the new build market. Since April 2004, all new properties have been able to use the energy contributions from micro-renewables to

Figure 6B Indicative 'micro-renewable' energy potential for City of York

	Solar water heating	Ground source heat pumps	Small scale wood heating	Micro-wind	Photo-voltaics	Total
2010 (MW)	2.32	2.37	6.47	0.37	0.16	11.69
2021 (MW) (inclusive of 2010 potential)	18.47	20.09	34.42	5.45	1.87	80.3

reduce the target emissions rate, which is required to meet the regulations.

16.3 Existing energy generation

The development of renewables within North Yorkshire is heavily constrained by its rich environmental and cultural heritage. Over 46% of the county is protected by international or national designations (ie National Parks, AONBs, Heritage Coast, SSSIs etc). The challenge is to find a means of securing sustainable energy development and its associated economic, environmental and social benefits whilst ensuring that the local environmental effects are minimised, and that the unique heritage of the county is protected, if not enhanced.

However, renewable energy generation has the potential to deliver significant benefits for York. The most obvious impact of climate change in York is flooding. The autumn and winter floods in 2000 were the worst for 270 years. The UK Climate Impacts Programmes (www.ukcip.org.uk) provides scenarios which show how our climate might change, and has predicted that flooding in the region would become more frequent as a result of heavy winter rainfall coupled with rising sea levels caused by increasing global temperatures. As well as helping to combat climate changes, the benefits of sustainable energy development could include diversifying energy generation, creating employment and aiding rural

diversification and regeneration. Important social benefits could include reducing levels of fuel poverty, and supporting local empowerment and greater community enterprise. We are also increasingly reliant on fossil fuels delivered from politically unstable regions of the world. Developing 'home grown' energy could reduce the potential vulnerability from these supply lines, and address the resulting issue of the rapidly increasing cost of fossil fuels.

North Yorkshire currently produces far more energy than it consumes, and this is also the case for the Yorkshire and the Humber region as a whole. North Yorkshire is a net exporter of electricity. This is because two coal fired power stations are located within the sub-region, Eggborough and Drax, which provide 17% of the UK's total electricity needs. However, The level of renewable energy generation within the sub-region is very low, with less than 10MW of energy being generated from renewable energy schemes. This is around 5% of North Yorkshire's potential, as set out in RSS. The existing schemes range from a single wind farm connected to the grid to landfill gas schemes, individual off-grid wind turbines and small scale solar installations on individual properties. The list below provides examples of some of the projects that are currently operational or have recently been granted planning permission within North Yorkshire.

Chelker Reservoir Windfarm

This Scheme has 4 wind turbines and a capacity of 1.2MW. It was developed by Yorkshire Water Services and is located near Draughton in North Yorkshire.

Harewood Whin Landfill site, which has a capacity of 2.37MW, and has been generating electricity since December 1997.

Nidderdale High School and Community College

A single wind turbine was installed at the school in 2003 to supply energy requirements. The turbine has the capacity to supply 15-20% of the energy requirements at the site.

16.4 Policy context

International

Securing the Future- the UK Sustainable Development Strategy (2005) states the Government's approach to tackling climate change. The UK Government will continue to work with other countries to establish both a consensus on the need for change and firm commitments to reduce carbon emissions, using the UN Framework Convention on Climate Change as its catalyst.

In December 1997, over 160 nations met in Kyoto in Japan to discuss the United Nations Framework Convention on Climate Change. The outcome of the meeting was the Kyoto protocol, in which developed nations set targets for limiting their greenhouse gas emissions. The protocol was ratified in 2005, and the UK Government have signed up to binding targets for reducing emissions of a basket of greenhouse gases up to 2012. In the UK, the target is to reduce greenhouse gas emissions by 12.5% below the base year levels over the period 2008-2012.

National

At the national level, in recognition of the need to address the challenge of reducing CO₂ emissions, the Government published the **Energy White Paper: Our Energy- creating a low carbon economy (Feb 2003)**.

This sets out a strategy to move towards a low carbon economy by placing renewables, energy efficiency and low carbon transport at the heart of the UK's future energy system (see Section 14 Waste and Minerals for further information on sustainable waste management and the waste hierarchy). This includes targets to cut the UK's CO₂ emissions by 60% by 2050 and to increase the proportion of electricity generation from renewables from a base of 3% in 2003 to 10% in 2010 and to aspire to 20% by 2020. These targets are carried through to **Securing the Future: The UK sustainable development strategy (March 2005)**.

When considering energy issues at this strategic level, the energy hierarchy provides a useful guiding framework. Renewable energy should not be considered separately from the debate about energy consumption as a whole. The national and regional level approach seeks to introduce policy that increases energy efficiency through passive design, better use of existing power sources and other measures as well as increasing installed renewable energy capacity in the Region. The Energy Hierarchy suggests four key principles to guide decisions on energy, whilst optimising environmental and economic benefits:

- Reducing the need for energy (be mean);
- Using energy more efficiently (be lean);
- Supplying energy from renewable sources (be green);
- Using fossil fuels more efficiently (be clean).

Government guidance in the form of PPS1: Delivering Sustainable Development (2005) states that development plan policies should seek to promote and encourage, rather than restrict, the use of renewable resources, and that regional planning authorities and local authorities should promote resource and energy efficient buildings; community heating schemes; the use of combined heat and power; small scale renewables and low carbon energy schemes in developments. PPS22: Renewable Energy (2004) sets out the Government's detailed policy stance and guidance on renewable energy. Briefly, the key requirements of PPS22 are as follows:

- Local Development Frameworks should contain policies designed to promote and

- encourage, rather than restrict, the development of renewable energy resources;
- Local Authorities should set out criteria based policies focused on the key criteria which will be used to judge applications for the development of particular types of renewable energy (as a more detailed level policy, this would form part of the forthcoming Development Control DPD);
- When assessing proposals for renewable energy, the wider environmental and economic benefits are material considerations that should be given significant weight in determining whether proposals should be granted planning permission.

Renewable Energy: Issues and options

Use of the Energy Hierarchy

The energy hierarchy provides a useful guiding framework for the consideration of energy issues, and is advocated nationally as an overarching approach to their prioritisation. It suggests four key principles to guide decisions on energy, whilst optimising environmental and economic benefits:

- Reducing the need for energy;
- Using energy more efficiently;
- Supplying energy from renewable sources;
- Using fossil fuels more efficiently.

It is recommended that the energy hierarchy should be adopted as the overarching framework for energy policy within the Core Strategy. Whilst the hierarchy suggests a prioritisation for energy activity, it is recommended that it should not be applied in a strictly sequential manner. Instead, development should be encouraged which minimises energy demand, improves energy efficiency and develops renewable energy technologies as part of an integrated approach, as this is the most sustainable way of reducing the dependence on fossil fuels.

Renewable energy targets

PPS22 sets out the Government's advice on how planning authorities should include requirements for renewable energy within their plans. Do you agree that the Core Strategy should positively encourage the development of all forms of renewables, including:

- Onshore wind
 - Biomass (wood)- solid fuel pellets are created from crops or forest residues. Examples range from traditional logs to processed fuels such as wood chips or wood pellets.
 - Biomass (other)
 - Hydro electricity
 - Ground source heat pumps
 - Photo-voltaics- a means of direct electricity generation from the sun, or bright daylight.
- and give support to the 2010 and 2021 sub-regional targets for renewable energy, as set out in Fig 6 of this paper?

Please note that consultation on the more detailed policy approach to delivering targets and encouraging renewable generation as both 'stand alone' and 'development associated' will be undertaken as part of a separate document, the Development Control Policies DPD.

The following websites provide more advice on renewable energy, energy efficiency and climate change:

www.nef.org.uk/energyadvice www.climatechallenge.gov.uk www.odpm.gov.uk/index.asp?id=1143908

A. Glossary

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.

AONB - Areas of Outstanding Natural Beauty

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: is 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.

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

Cofiring - Cofiring is a near term, low-cost option for efficiently and cleanly converting biomass to electricity by adding biomass as a partial substitute fuel in high-efficiency coal boilers.

Core Strategy: sets 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 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, such as a Development Control DPD.

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 vapor, carbon dioxide, and ozone. Other greenhouse gases include, but are not limited to: methane, nitrous oxide, sulfur 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.

Ground source heat pumps (GSHP)- transfer heat from the ground into a building to provide space heating and, in some cases, to pre-heat domestic hot water. They rely on the absorption of the heat produced by the sun being drawn into a compression unit with an evaporator coil heat exchanger which works like a fridge in reverse; making it possible to produce heat from external air temperatures of as little as 15°C, or

constant UK ground (12°C), or water temperatures.

Hydroelectric power - Hydroelectric power is electricity produced from the energy of falling water. The basic theory of hydroelectricity is to harness the potential energy within falling water. The potential energy is harnessed with the same principles used by a water wheel; the force of gravity makes the water fall making the wheel turn.

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 Plan: A document which, together with the *Structure Plan*, 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 plans provide district wide coverage.

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.

Offshore wind: Wind turbines situated a distance from the shore

Onshore: Wind turbines situated near or in the sea

Photovoltaics: Solar cells which directly convert sunlight into electricity, are made of semi conducting materials.

Planning Policy Guidance 2 : Green Belts (PPG2)

Planning Policy Guidance 3 : Housing (PPG3)

Planning Policy Guidance 4 : Industrial, Commercial Development and small firms (PPG4)

Planning Policy Guidance 5 : Simplified Planning Zones (PPG5)

Planning Policy Guidance 8 : Telecommunications (PPG8)

Planning Policy Guidance 9: Nature Conservation (PPG9)

Planning Policy Guidance 10 : Planning and Waste Management (PPG10)

Planning Policy Guidance 12: Development Plans (PPG12)

Planning Policy Guidance Note 13 : Transport (PPG13)

Planning Policy Guidance Note 14 : Development on Unstable Land (PPG14)

Planning Policy Guidance Note 15 : Planning and the Historic Environment (PPG15)

Planning Policy Guidance Note 16 : Archaeology and Planning (PPG16)

Planning Policy Guidance Note 17 : Planning for Open Space, Sport and Recreation (PPG17)

Planning Policy Guidance Note 18 : Enforcing Planning Control (PPG18)

Planning Policy Guidance Note 19 : Outdoor Advertisement Control (PPG19)

Planning Policy Guidance Note 20 : Coastal Planning (PPG20)

Planning Policy Guidance Note 21 : Tourism (PPG21)

Planning Policy Guidance Note 24 : Planning and Noise (PPG24)

Planning Policy Guidance Note 25 : Development and Flood Risk (PPG25)

Planning Policy Statement 1 : Delivering Sustainable Development (PPS1)

Planning Policy Statement 6 : Planning for Town Centres (PPS6)

Planning Policy Statement 7 : Sustainable Development in Rural Areas (PPS7)

Planning Policy Statement 9 : Biodiversity and Geological Conservation (PPS9)

Planning Policy Statement 10 : Planning for Sustainable Waste Management (PPS10)

Planning Policy Statement 11: Regional Spatial Strategies (PPS11)

Planning Policy Statement 12 : Local Development Frameworks (PPS12)

Planning Policy Statement 22 : Renewable Energy (PPS22)

Planning Policy Statement 23 : Planning and Pollution Control (PPS23)

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 *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.

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.

Solar Water Heating (SWH) - is a system for heating water using energy from the sun. Solar energy is collected by a panel, which is connected by pipes to a hot water storage device such as a hot water cylinder.

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'.

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 energy - Energy which is replenishable within a human lifetime and causes no long-term damage to the environment or future generations.

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.

Wind turbines convert power in the wind into electrical energy using rotating wing-like blades which drive a generator.

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