



City of York

LDF

Local
Development
Framework

**Core Strategy
Submission
(Publication)**

September 2011

City of York
Local Development Framework Core Strategy
Submission (Publication) September 2011

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The Council is inviting comments on this Core Strategy Submission (Publication) document as part of formal Publication consultation¹.

All comments should be made via the comments form which is available on the website or from the Integrated Strategy Unit, who will also be happy to answer any questions or queries about the consultation (contact details outlined above). All comments must be received by the Integrated Strategy Unit at the address above by **5pm on Monday 7th November 2011**.

¹ Regulation 27 of the The Town and Country Planning (Local Development) (England) (Amendment) Regulations 2008.

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This section sets out what this document is all about. It explains the structure of the document and what its purpose is. At the start of each section there is a box explaining what the section covers. The glossary at the end of this document explains what some of the technical words used in the document mean.

York: A City Making History

Making our mark by:

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

About the Plan

What is the Local Development Framework?

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

What is the Core Strategy?

- ii) The Core Strategy lies at the heart of the LDF. Its purpose is to set out a vision, strategic objectives, targets and policies to guide where development goes in a way that will ensure the protection and enhancement of the City's historical and green assets whilst ensuring that carefully designed new developments are brought forward to meet local needs in line with national policy requirements.

Consultation so far

- iii) The Submission stage of the Core Strategy follows on from the Issues and Options stage which was consulted on in June 2006 (*Core Strategy: Issues and Options 1 (2006)*) and again in August 2007 (*Core Strategy: Issues and Options 2 (2007)*) and the Preferred Options stage (*Core Strategy: Preferred Options (2009)*), which was consulted on from June until August 2009 (but with an extension to allow additional comments until October 2009). This document draws from the responses that were received during the consultation events as well as feeding in the evidence base findings and higher level policy such as national planning policy.
- iv) *A Core Strategy Submission (Publication) Consultation Statement (2011)* has been prepared in accordance with Government Regulations. This document identifies who made representations at the issues and options and preferred options stages, it sets out a summary of the main strategic issues raised and how any representations made have been taken into account. This is available to read alongside this document.

Sustainability Appraisal and Habitats Regulation Assessment

- v) All stages of the Core Strategy have been accompanied by a Sustainability Appraisal (SA) which assesses the implications of the proposed policies on the social, economic and environmental objectives for the City and recommends how the plan can be more sustainable by suggesting amendments to avoid or mitigate any negative impacts on the principles of sustainable development. An updated SA is available to read alongside this Submission document. This gives an indication of how each policy meets the requirements to achieve sustainable development objectives in York.

- vi) The Core Strategy is also accompanied by a Habitats Regulation Assessment, which establishes whether the strategy will have potential adverse impacts on Internationally recognised nature conservation sites (Special Areas of Conservation and Special Protection Areas) in accordance with the Habitats Directive. The Appropriate Assessment included within this sets out the potential impacts on the flora and fauna for which these internationally designated sites are recognised. This document should be read in conjunction with the SA.

Heritage Appraisal

- vii) At all stages of development the Core Strategy has noted the significance and concentration of Listed Buildings, Scheduled Ancient Monuments and Conservation Areas (amongst other assets) in York. While such a 'heritage assets' approach will help at a site specific level, providing guidance about the sensitivity of a particular location, the overall pattern and profile of monuments and buildings, and indeed of other features such as historic parks and gardens, it cannot describe the significance and sensitivity of the wider historic environment, nor what elements of the City's character we should strive to protect or hope to strengthen.
- viii) In order to develop a sound basis for informed decision making, a *Heritage Topic Paper and Heritage Impact Appraisal (2010)* have been undertaken. The Heritage Topic Paper aims to capture the significance of York's many historic assets, describing why they are special or unique to the City, and uses this to assess what the impact of the LDF's emerging development strategy would be on those assets. First, it provides an evidence base for the historic environment for the Core Strategy. Second, it provides a view of the special character and significances of this historic environment. Third, it provides a methodology for testing, at a high level, the potential impacts of the policy statements contained in the LDF Core Strategy. The *Heritage Topic Paper and Heritage Impact Appraisal (2010)* for the Core Strategy are available to read alongside this Submission document.

Structure of this document

- ix) This document is divided into the following chapters:

Background and Vision

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

Spatial Strategy

- xi) The Spatial Strategy sets out the general spatial principles that will underpin the distribution of future development in York. It identifies a settlement hierarchy where each level has a different role in meeting future development needs and considers a range of issues which will influence the spatial strategy. The role of the Green Belt, and the City Centre and York Northwest areas are also addressed in this chapter. The Spatial Strategy, The Role of York's Green Belt, York City Centre and York Northwest sections inform all of the policies of the Core Strategy.

Objectives, Targets and Policies

- xii) These are included in the sections below which are grouped under the relevant vision headings:

York's Special Historic and Built Environment

- York's Special Historic and Built Environment

Building Confident, Creative and Inclusive Communities

- Housing Growth and Distribution
- Aiding Choice in the Housing Market
- Affordable Housing
- Community Facilities

A World Class Centre for Education and Learning for All

- Education, Skills and Training

A Prosperous and Thriving Economy

- Sustainable Economic Growth
- Retail

A Leading Environmentally Friendly City

- Sustainable Transport
- Air Quality
- Green Infrastructure
- Sustainable Design and Construction
- Flood Risk
- Sustainable Waste Management
- Minerals

Delivery and Review

- xiii) This section addresses the delivery of the Core Strategy and considers how new supporting infrastructure will be funded. Further detail will be set out in the Infrastructure Delivery Plan. It also outlines how the Council intends to 'monitor and manage' the Core Strategy. This outlines the process that will be used to monitor the effectiveness of the Core Strategy in terms of delivering the vision and spatial objectives and in implementing the spatial strategy.

Next Steps

- xiv) This Submission Draft document will be subject to public consultation ahead of it being submitted to the Secretary of State. Following which it will be considered at an Examination in Public.

Further Information

- xv) For further information about this document or any other parts of the LDF, please contact the Integrated Strategy team using the details below:

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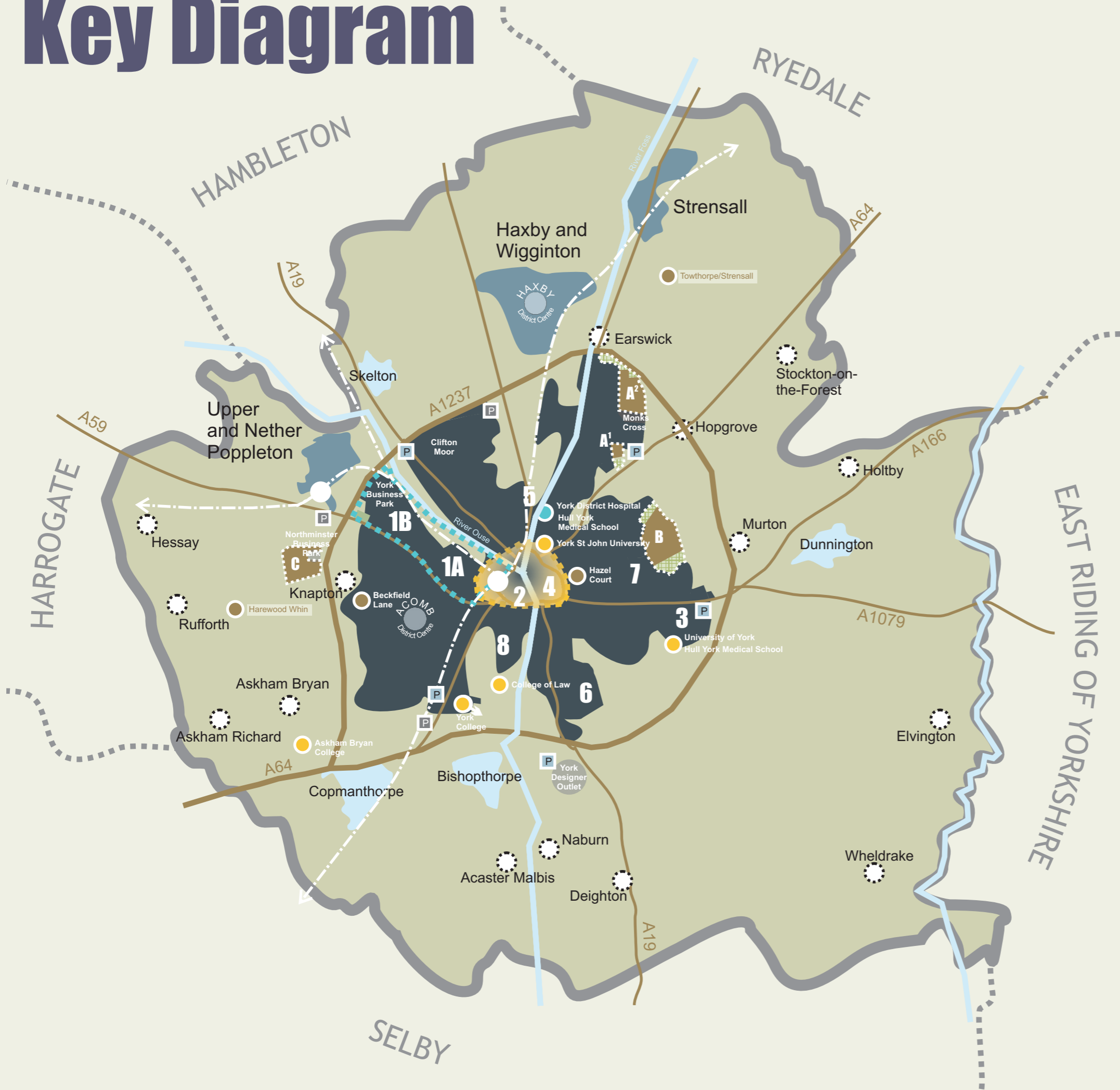
Telephone: 01904 551464

Fax: 01904 551392

Email: integratedstrategy@york.gov.uk

- xvi) All documents relating to the LDF Core Strategy past and present are available on the Council's website www.york.gov.uk/LDF/corestrategy

Key Diagram



York - Sub-Regional City (main urban area)
Relates to the main urban area of York as the focus of employment, housing, shopping, health, leisure, business and public service

Large Villages
The most sustainable settlements after York itself, ensuring good access to services, employment and public transport

Villages

Small Villages

District Centres

General extent of the proposed Green Belt

York Northwest Corridor

City Centre Area Action Plan

Strategic Allocations and Major Development opportunities

- 1** York Northwest Corridor
- A** York Central
- B** Former British Sugar/Manor School
- 2** Castle Piccadilly
- 3** Heslington East University expansion
- 4** Hungate
- 5** Nestle South
- 6** Germany Beck
- 7** Derwenthorpe
- 8** Terry's

Areas of Search

Strategic Open Space (in connection with Areas of Search)

Existing/proposed new or relocated Park and Ride site *exact locations to be determined

Main rail network

Main road network

Further and Higher educational establishments

Waste and recycling sites

Hospitals



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

BACKGROUND AND VISION

Section 1: Background

Introduction

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

Policy Influences

National Policy Influences

- 1.2 The LDF must embrace the need to ensure sustainable development by taking full account of the aims, objectives and aspirations of the *UK Sustainable Development Strategy – Securing the Future (2005)*. The Strategy identifies five principles and four key priorities for immediate action highlighted in Figure 1.1.

Figure 1.1: Principles and Priorities of the UK Sustainable Development Strategy

Principles:

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

Priorities:

- Sustainable production and consumption.
- Climate change and energy.
- Natural resource protection and environmental enhancement.
- Creating sustainable communities.

- 1.3 In addition the LDF must take full account of national planning guidance (Planning Policy Statements (PPSs) and Planning Policy Guidance Notes (PPGs)). These documents have been reviewed as highlighted in Annex B ‘National Planning Policy Guidance’ and the specific guidance they include is considered in the subsequent chapters.

Local Policy Influences

- 1.4 It is important that the Core Strategy provides the spatial or planning expression of York’s Sustainable Community Strategy, *York – A City Making History: Vision and Sustainable Community Strategy 2008 – 2025 (2008)*. The Sustainable Community Strategy vision is set out at Figure 1.2.

Figure 1.2: Vision from ‘York - A City Making History: Vision and Sustainable Community Strategy 2008-2025’

York: a City making history

Making our mark by:

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

1.5 This overall vision is supported by seven strategic ambitions designed to help deliver it, they comprise the following:

- use York’s distinctiveness as a way to improve the City further;
- keep the economy strong and competitive and our employment levels high;
- develop strong, supportive and durable communities;
- strike a healthy balance between physical growth and environmental sustainability;
- recognise and encourage York’s global brand and position;
- work in partnership for the benefit of everyone; and
- assert our role as an important Regional City.

1.6 The City of York Council in collaboration with Yorkshire Forward commissioned the production of a long-term, economic vision for the City of York in 2009 entitled *York New City Beautiful: Towards an Economic Vision (2010)*. The Economic Vision has been prepared by Professor Alan J. Simpson and a panel of urban, economic, cultural and movement advisers commissioned to work with Council Officers and Members and with local amenity, business and community interests for the City of York Council and Yorkshire Forward.

1.7 The document proposes an economic vision for York, which stresses the City must grow its economy by enhancing its cultural, social and physical assets, working with businesses, the universities and colleges, the voluntary sector and communities. It must continue to support the high quality small business community linked to the science and knowledge sectors and to the creative industries, improving the City’s levels of business density and self-employment. It must support skills development and tackle deprivation in order to raise aspirations and focus on reducing unemployment. The City must embed low-carbon economic opportunities into all of its enterprises; build on the strong bioscience and renewable research; and link this to the City’s carbon reduction targets and its strategy for renewable energy infrastructure. The City can give new life to its economy by focusing on six distinct strengths: as Conservation City; Knowledge City; City of Innovation; City of Contemporary Production; Entrepreneurial City; and Civic City.

1.8 The York New City Beautiful document explains how this approach must be reflected in the City’s physical development taking inspiration from the ‘City Beautiful’

movement of the early twentieth century. It describes a means of delivering a more accessible and attractive and indeed a more beautiful City, through a rediscovery and reinterpretation of key City assets as follows:

- The City Rivers;
- The City Walls and Gateways;
- The City's Streets, Places and Spaces;
- The City as Park;
- The Great Street; and
- York Central.

1.9 The Council's *Climate Change Framework and Climate Change Action Plan (2010)* sets out the overarching ambition of York to accelerate actions to reduce carbon emissions across the City. It illustrates the actions already on-going across York and highlights the key areas the City needs to begin to drive forward in order to eventually reach the ambitious targets of a 40% reduction in Carbon Dioxide (CO₂) emissions by 2020 and the national *Climate Change Act (2008)* 80% reduction in Carbon Dioxide emissions by 2050. The Framework is to be used by organisations across the City, including the Council and Without Walls Partnership (WoW), to focus and drive forward coordinated action to tackle climate change.

1.10 The Action Plan is the delivery mechanism to achieving the Framework and the 10 key areas it aims to tackle as follows:

- sustainable homes;
- sustainable buildings;
- sustainable energy;
- sustainable waste management;
- sustainable transport;
- sustainable low carbon economy;
- low carbon lifestyle;
- sustainable planning and land use; and
- sustainable WoW – illustrating the climate change work they are doing as a partnership.

1.11 The Framework and Action Plan will help everyone in York to live and work in a more sustainable, low-carbon City, where people:

- live and work in energy-efficient buildings with smaller fuel bills;
- drive less and walk and cycle more;
- use renewable sources of energy to heat buildings or power cars and buses; and
- create less waste, recycle and compost more.

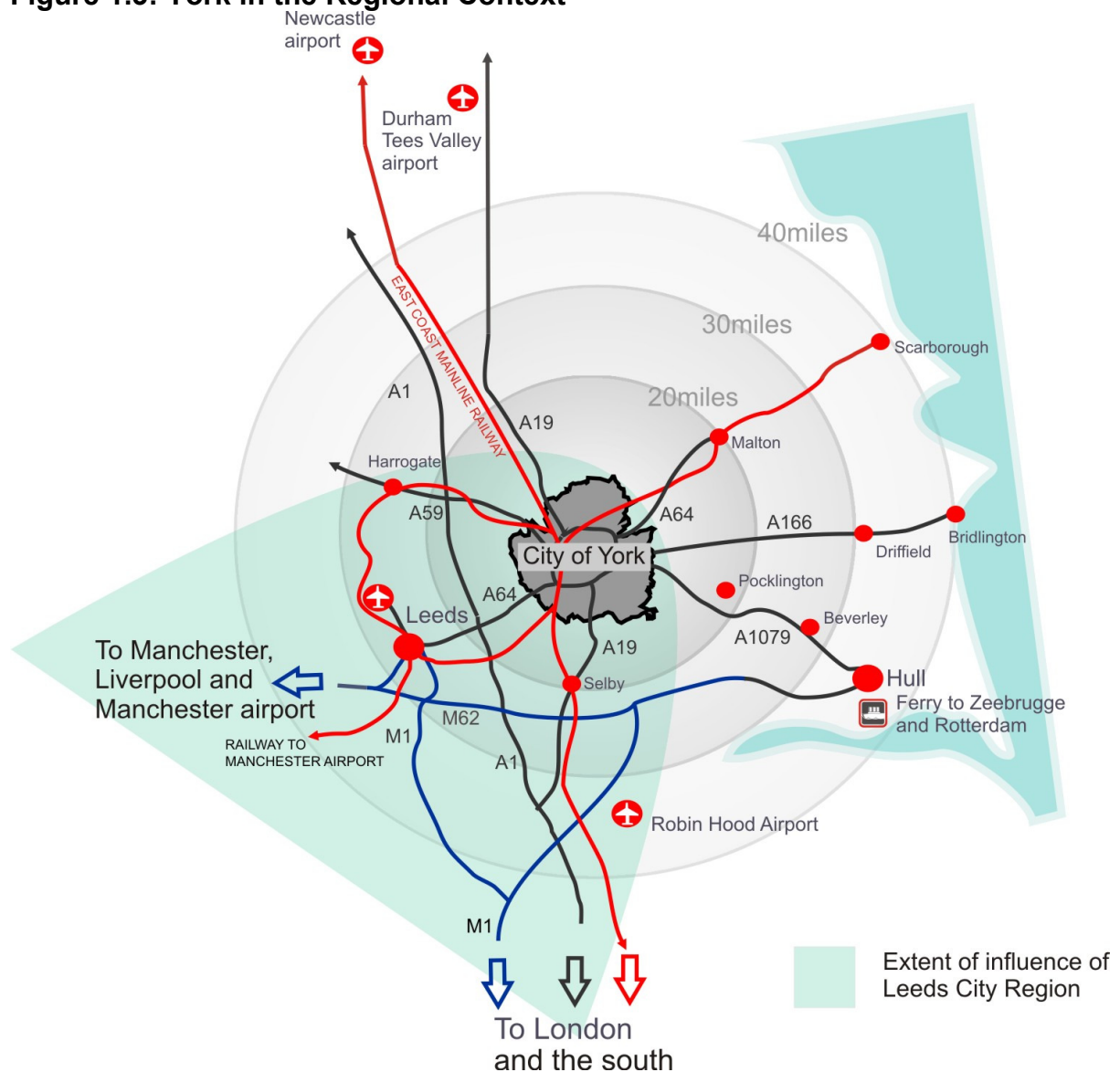
Issues, Challenges and Opportunities

Geography

1.12 The City of York Local Authority area covers approximately 105 square miles (272 square kilometers). Its proximity to other towns and cities in the region along with its

transport links to the region and the wider UK are highlighted in Figure 1.3. It is characterised by a compact urban area surrounded by several small settlements. The compactness of the main urban area is a key feature of the City. The close relationship of the City to its surrounding villages is also a key element of York's character. This relationship is not simply about the distance between the settlements but also their size. It is important that both these key characteristics are respected by the LDF when considering how York develops over the next two decades.

Figure 1.3: York in the Regional Context



- 1.13 The landscape of the York area is broadly characterised as relatively flat and low lying agricultural land dominated by the wide flood plain of the River Ouse, rising slightly to the east. This allows good views of the Minster tower which is the key defining feature of the skyline of York. It is prominent in a number of key views both across the City from within the urban area and in longer-distance views towards the city from the surrounding countryside. It is important that this is recognised and not compromised as we plan for the future. The Rivers Ouse, Foss and Derwent are important green corridors as well as important historic determinants to the City's

location. They do however make flooding a concern following the severe floods in 1982 and brought sharply into focus more recently with the events of Autumn 2000.

- 1.14 Another key aspect of York's character that must be considered when planning for the future is its unique Green Infrastructure. This includes the Green Wedges that extend from the open countryside into the heart of the main urban area. These wedges comprise the historic 'strays' and surrounding land and the Ouse 'Ings'. The strays are the residue of areas of common land on which the Freemen of York had the right from time immemorial to graze their cattle. York's Green Infrastructure also includes eight Sites of Special Scientific Interest, two of which (Strensall Common and Derwent Ings) are also of international importance along with locally important sites for nature conservation and recreational open space.
- 1.15 The majority of land outside the built up area has been designated as draft Green Belt since the 1950s with the principle of York's Green Belt being established through a number of plans. The detailed inner boundaries have never been formally approved; this will be an important role for the LDF.

P o p u l a t i o n

- 1.16 It is a key role of the LDF to respond to the needs of York's residents. The City of York currently has a population of around 194,900 people, with the majority of the population (around 140,000 people) residing in the urban area. The population is split approximately 48.5% male and 51.5% female. It is predicted that the overall population is likely to increase more than 25% to 245,500 people by 2029. International inward migration is a significant factor in this change and is likely to lead to a more ethnically diverse population. About 9% of York's population is from a black and minority ethnic background, compared to 4.89% in 2001. The 2001 Census tells us that whilst most people are Christian (74%) there are also significant minority faith groups in York representing all of the major world faith groups. Within the overall population projections the largest overall gain is likely to be in the over 70 age group which is expected to increase by over 50%. In contrast, the under 20 age group is expected to increase the least, at around 7%. In addition, during this period there is likely to be a decrease in household size with a 47% increase in single person households predicted between 2008 and 2029. Figures show that 30.5% of York households contain at least one disabled person.

Y o r k ' s U n i q u e B u i l t E n v i r o n m e n t

- 1.17 York has an outstanding historical heritage. It contains masterpieces of human creative genius including York Minster and its surrounding precinct; Clifford's Tower and the buildings around the 'Eye of York' and the City Walls. The City contains many outstanding examples of structures which exhibit developments in architecture, monumental arts and town planning over a long span of time including the medieval Merchant Adventurer's Hall, Georgian town houses such as Fairfax House and the Mansion House, as well as Victorian engineering displayed at York Railway Station and Skeldergate Bridge.
- 1.18 For over two millennia, York has been an important City, both politically and economically. Founded by the Romans in 71AD as a major strategic fortress, York

developed into the capital of the northern province of Britain. The Vikings, who occupied the city in 866AD, created a great trading centre with links right across Europe. Following the conquest of 1066 William the Conqueror built a castle at York firstly at the confluence of the Foss and the Ouse and then at the area now known as Baile Hill. During the medieval period, economically and politically, York was England's second City with the Minster achieving its present form in a long building campaign that lasted from the early thirteenth century to the late fifteenth century. By the eighteenth century although York was no longer the economic power it had been, it was a social centre unrivalled by other northern cities. In the nineteenth century York's economic fortunes and regional and national importance again rose when the railways came to the city and it became a key base for the chocolate industry, with Terry's Chocolate Factory being established in the City in 1767 and Rowntrees being established in the centre of York in 1862, before moving to its current location on Haxby Road in 1906.

- 1.19 York's history has provided a complex mosaic of buildings and streets unique in character. The importance of York is highlighted by the City's status as only one of five historical centres in England designated as an Area of Archaeological Importance. It's wealth of historic buildings include: York Minster, England's largest (surviving) medieval church and the largest Gothic Cathedral in Northern Europe; around 2000 listed structures (of which 242 are Grade I and II*); and 22 scheduled monuments including the City Walls, Clifford's Tower and St Mary's Abbey.
- 1.20 A key challenge for York's LDF is to protect and enhance this unique built environment. *York New City Beautiful – Towards an Economic Vision (2010)* sets out a series of relevant potential interventions highlighted below:
- **The Great Street** - a new route, along dramatically improved existing streets, to unite the City's great civic, cultural, natural and educational amenities. It could reconnect the University of York to the Walled City, providing a direct, legible route to the Minster and York St. John University and continue to the City's grand entry point at York Railway Station.
 - **York Central** - planned not as a development site but as a new piece of city, able to contribute to the aspirations and the reality of York, the New City Beautiful. York Central lies due south of the River Ouse. Development proposals should seek to connect the area to the river by a series of routes, pathways and cycle ways, adding appropriately to the New City Beautiful plan and enhancing the role of the river.
 - **Gateways** - access between York Central and the historic core of the City will be critical in the development of the site as a piece of city and its long term economic success. Connections between York Railway Station, the City Walls and the City Centre through the existing tunnels beneath the City Walls are a further opportunity to create pedestrian linkages to the historic core.
 - **Distinctive approach to key development sites** - Castle Piccadilly, Hungate, University of York, British Sugar, Nestle South, Terry's, Derwenthorpe, Germany Beck, Barbican and Monk's Cross. The Economic Vision will be achieved only if these are treated as opportunities, not just to get something built, but also to be part of a place with the aspiration to become a New City Beautiful.

Climate Change

- 1.21 The fundamental challenge posed to humanity by climate change is acknowledged, including the responsibility of the LDF to contribute to York's ambitions to reduce CO₂ emissions as set out in the *Climate Change Framework and Action Plan (2011)*. Reduction of York's 'ecological footprint' is a key component of this approach. Ecological footprint expresses the land area that is required to feed, provide resources, produce energy, assimilate waste and to reabsorb the greenhouse gases produced by our use of fossil fuels. This approach uses land as its 'currency' and provides a notional figure – the global hectare (gha) for the land area required to support an individual, a community or a nation's population at its present lifestyle.
- 1.22 If all the biologically productive land and sea on the planet is divided by the number of people inhabiting it, our available footprint is 1.8 gha per person. The most up to date eco-footprint data from the Stockholm Environment Institute York Centre, identifies that in 2006 York's eco-footprint was 4.72 gha per person, just over the UK average of 4.64 gha per person. This eco-footprint is not sustainable and York needs to move towards a more resources efficient future through better resource management. The LDF can aid the creation of low carbon sustainable communities, promoting a reduction in ecological footprint. This can be achieved through the location of development, sustainable design and construction, promotion of 'green' jobs, sustainable waste management and maximising the use of renewable resources. Making better use of renewable energy is particularly important. The *Renewable Energy Strategic Viability Assessment for York (2010)* completed by AEA indicates that York has the potential to generate 39 Mega Watts (MW) of installed renewable electricity capacity and 15MW of installed renewable heat capacity by 2020. At its maximum, York currently generates 5.5MW of renewable energy.

Air Quality

- 1.23 Where national health based objectives are not being met the Council has a legal requirement to review and assess local air quality and declare Air Quality Management Areas (AQMAs). Currently, the annual average Nitrogen Dioxide (NO₂) objective is not being met in Fulford Main Street and at several locations adjacent to the inner ring road. AQMAs have been declared in these areas and Air Quality Action Plans have been prepared (Inner Ring Road), or are in the process of being prepared (Fulford). These detail how the Council aims to improve air quality. To date, air quality action planning has focussed primarily on achieving modal shift to walking, cycling and public transport but these measures alone are not sufficiently tackling air quality issues in the City and there is a risk that without a more holistic view, further areas may exceed legally acceptable levels of air quality. Salisbury Terrace in the Leeman Road area is approaching AQMA designation and elevated NO₂ concentrations have recently been recorded at roadside locations on The Stonebow, Poppleton Road, Heworth Green, Tadcaster Road and Hull Road. The LDF has an important role in helping the Council to meet its legal requirement to comply with national air quality objectives. Through helping to protect and improve air quality by ensuring appropriate patterns of development the LDF can help York become a low emission city.

Employment

- 1.24 York is a modern, economically prosperous City attracting visitors because of its unique heritage as well as having economic strengths in the science, technology, creative industries and professional and financial services. There also remains significant employment in chocolate and railways and York is the base for two of the largest building companies in the UK.
- 1.25 *The Future York Group Report: An Independent Strategic Review of the York Economy (2007)* recommends that the economy should be doubled in value by 2026 and that the Council and its partners create an economy which supports knowledge-led businesses and promotes financial and professional service activities. It will also be important to provide for a range of jobs to ensure employment opportunities for all York's residents.
- 1.26 The LDF must help deliver the continued economic success of the City. This includes fulfilling its role as a regional economic centre and as a key part of the Leeds City Region. However, this must be done in a way that fits with sustainable development and respects the City's unique environment. It will be important to support employment in the City Centre and other key employment locations to achieve critical mass for public transport provision.
- 1.27 Tourism is an important component of York's economy with visitors attracted by York's unique historic heritage, and the city's retail and leisure attractions. York is a premier visitor destination with over 7 million visitors per year and a gateway to the wider region. Given York's considerable offer in this respect it is important that the LDF recognises the importance of sustainable tourism.

Housing

- 1.28 A key challenge for the LDF is to deliver sufficient housing of the right type and mix to meet the City's needs. Affordability is also a key issue for York. There is currently a significant gulf between average earnings and average house prices. The Council's *Strategic Housing Market Assessment (2007)* gives the most up to date mean gross household income figure of £29,743 per annum, the median gross household income is lower at £23,750 per annum. The mean average income of newly forming households is not sufficient to enable them to purchase on the open market. This generally means that they are forced into private rental properties because of high purchase prices, and are unlikely to be able to save money towards buying a home in the future, especially as private rents in York are particularly high. The Council's *Strategic Housing Market Assessment (2007)* suggests that housing need is much higher than was previously thought, identifying need which is well in excess of York's overall annual new housing provision.
- 1.29 The type of housing that has come forward in recent years is also an issue; between 2003 and 2006 almost two thirds of new homes in York were flats, whereas nearly two thirds of demand is for houses. The need for houses rather than flats was a key factor in the recent planning approvals of housing schemes at Germany Beck and Derwenthorpe.

- 1.30 It is important that the LDF responds to the needs of York's population including specific groups, such as older persons, Gypsies and Travellers, and students. It is also important that provision reflects demographic change over the plan period. For example the anticipated increase in the number of people over 70 years old living in York during the plan period.
- 1.31 York has a large proportion of higher education students which is set to increase by over 5,000 students following the expansion of the University of York and as other establishments continue to provide modern education facilities to accommodate growing student numbers. Many students choose to live in the private rented sector, typically in Houses in Multiple Occupation which has been impacting on a difficult housing market. Hull Road, Heslington and Fishergate Wards have the highest proportion of student households, with significant concentrations also identified in the following Wards; Guildhall, Clifton and Heworth. Concentrations of student housing can have social, cultural, physical and economic impacts on neighbourhoods. However, it is often the social element and the replacement/displacement of established residents with a transient, generally young and single social grouping that is a primary factor in residents' concerns regarding student housing. It is important that the Council continues to monitor the spread and concentration of student housing and take appropriate action through the LDF.

Retail and Leisure

- 1.32 York City Centre is an attractive and vibrant retail destination with a good range of major mainstream multiple retailers, as well as numerous special interest, independent local shops that contribute greatly to the distinct character of the area. York also provides a wide variety of leisure facilities throughout the City including, museums, music venues, four theatres and three cinemas.
- 1.33 York currently has two recognised District Centres: Acomb, which is located to the west of the City Centre; and Haxby, located to the north of the City. Both these centres provide a range of shops and services, including banks, post offices, food shops, supermarkets, pharmacies and doctors surgeries. There are a number of Neighbourhood Shopping Parades within village centres (such as Copmanthorpe and Strensall) and within the main urban area, such as Bishopthorpe Road.
- 1.34 York has a number of out of centre retail destinations which perform a sub regional role. Monks Cross shopping park is located to the north of the City on the Outer Ring Road, and consists of a number of high street retailers, two large supermarkets, a number of retail warehouses and a leisure centre. Clifton Moor Retail Park, also located to the north of the City, consists of a large supermarket, a number of retail warehouses, a multiplex cinema, leisure club and industrial and office units. The Designer Outlet, located to the south of the City on the A64/A19 interchange, offers a range of discounted designer and high street stores.
- 1.35 York's *Retail Study (2008)* concludes that the greatest challenge to the success of the City Centre is growing competition from other shopping destinations such as Hull and Leeds and major out of centre locations. This is combined with a lack of space for higher quality, more varied and department store operators, to ensure the City

Centre can compete effectively. The study also found that whilst the network of district and smaller centres continues to provide easily accessible shopping to meet people's day-to-day needs, their performance has suffered as a result of the out of centre food stores and developments at Monks Cross and Clifton Moor.

Green Infrastructure

- 1.36 York's Green Infrastructure includes a network of multifunctional open spaces, including formal parks, gardens, woodlands, green corridors, strays, waterways, street trees, nature reserves and open countryside. These areas are intrinsically linked to York's unique character, valuable in maintenance and enhancement of biodiversity, provide opportunities for sport and recreation and contribute to wider environmental benefits.
- 1.37 *The City of York Bio-diversity Audit and Action Plan (2011)* identifies species and habitats which are of UK or local conservation importance and provides baseline information on which to prioritise further action. Extensive surveys have been carried out in York over the past three years to update the existing information and identify the extent and distribution of remaining areas of wildlife and biodiversity interest. This work is now complete and has identified 88 sites, covering 640 hectares (ha), that are of Sites of Importance for Nature Conservation (SINC) quality and a further 12 sites, covering a further 170ha, that are of possible SINC quality, excluding hedges. A further 48 hedgerows have also been assessed as being of SINC quality, although there will be a considerably greater number still awaiting recognition. The majority of the designated sites are wildflower rich grasslands and heaths but they also include areas of river, woodland, parkland and fen reflecting the diversity of wildlife present in York. In addition a further 137 sites covering 480ha that, whilst not of SINC quality, are still of very considerable value to the overall biodiversity interest.
- 1.38 All these sites together provide the core of the existing wildlife interest in York. These are the sites whose retention and good management are critical to retaining York's biodiversity and will provide the source for enhancement and expansion of the resource within the framework.
- 1.39 *The Open Space, Sport and Recreation Study (2008)* identified that in general, the quality of open spaces within the City is good, however there are concentrations of poor and average quality sites. The Study found that overall, there is slight shortfall of provision of certain types of open space in certain areas, with the greatest shortfall in quantity and access to open space for young people.
- 1.40 *York New City Beautiful – Towards an Economic Vision (2010)* identifies the 'City as Park' concept and presents it as a new way of thinking about York's existing and potential green spaces as a connected system of parks that could transform the ways in which people use and experience the City. It sets out a view that the City Centre will be focused on pedestrian movement along 'great streets', squares and parks, linked through a series of extended strays to all of the City's neighbourhoods and countryside beyond. It also sets out a vision of three new City Centre parks connected by the new circular 'Rampart Park' associated with the City Walls. Beyond the City Centre, it suggests that new country parks could be created at the ring road with outer and inner parks connected by enhanced and expanded strays and

protected green space to create a series of green spokes. The rivers are seen as an integral part of the Green Wedges, parkways and pathways.

E d u c a t i o n , S k i l l s a n d T r a i n i n g

- 1.41 Faster than predicted birth rates, coupled with a number of large scale residential developments has resulted in difficulties in accommodating pre-school and primary age pupils in certain areas of the city. Capacity issues exist in the Acomb/Holgate, Southbank, Clifton/Bootham and Dunnington areas. It is anticipated that by 2014/15 the increases in pupil numbers will reach the secondary sector which will in turn face overcrowding. A review of education provision is currently underway by the Council to explore these issues.
- 1.42 National education policy changes mean that in 2013, the school leaving age will be raised to 17 and in 2015, will be raised to 18. This will not necessarily mean that pupils will have to stay in the classroom or continue with academic lessons, however, they will be required to participate in some form of education or training until the school leaving age. Whilst this will be offset by falling pupil numbers in the short term, it places an emphasis on secondary and further education establishments for post 16 year olds, such as York College to provide extra skills-based training places which could potentially lead to a requirement for a physical expansion of further education premises in York.
- 1.43 The founding of the University of York in 1963, the growth of York St John University to its recent university status, the opening of the College of Law in the 1980s, the establishment of medical training at the Hull York Medical School in 2002, the role of Askham Bryan College of Agriculture and Horticulture and the recent landmark campus development of York College have contributed to making York a nationally and internationally renowned centre for further and higher education. It is important that the LDF supports the continued success of higher education in the City recognising the economic benefit it brings whilst managing any associated issues such as student housing. For some education institutions this may mean supporting future plans for expansion to accommodate growth.
- 1.44 Whilst York's level of unemployment is low and education, at every age, is high in comparison to national averages, employers still experience difficulties finding staff with the right skills to fill vacancies. The LDF has a role to play in making sure that local people have the right skills for the jobs available now and in the future by ensuring there are sufficient high quality and modern learning and training facilities.

C o m m u n i t y F a c i l i t i e s

- 1.45 Through Neighbourhood Action Plans and the Council's Area Asset Management Plans, the needs of the City's neighbourhoods will be analysed and an approach developed to tackling any issues in partnership with the community and service providers. This will ensure that there are sufficient community facilities to meet residents' needs. As development takes place it will be important that community facilities meet existing and future residents' needs.

- 1.46 Strategic planning, through the LDF has a specific role to play in helping to deliver City-wide and large scale built sports and community leisure facilities to meet residents' needs. Ongoing work to support Active York's emerging Sports and Active Leisure Strategy has identified unmet demand for flexible indoor sports space, artificial turf pitches, new swimming pool provision and a community stadium which will cater for a range of community uses as well as being a home for the City's professional teams: York City Football Club and York City Knights Rugby Club.
- 1.47 In York, health care is covered by two main organisations, the York Hospitals NHS Foundation Trust and York and North Yorkshire Primary Care Trust. Alongside local healthcare facilities, within York the York Hospitals NHS Foundation Trust provides healthcare from its main site, York Hospital, plus two community rehabilitation hospitals at St Helens (Tadcaster Road), and Whitecross Court (Huntington Road). In ensuring that services are responsive to the current and future healthcare needs of local communities the LDF has a role to play in assisting York Hospitals NHS Foundation Trust, North Yorkshire and York Primary Care Trusts and any successor organisations in the delivery of new healthcare development. This is also true for the emergency services, for whom facilities must be at appropriate locations to provide effective service and call out times. In York area the key emergency service providers are North Yorkshire Police, the Yorkshire Ambulance Service NHS Trust and North Yorkshire Fire and Rescue Service.

T r a n s p o r t

- 1.48 Within the City of York Local Authority area, there is one section of the Strategic Road Network managed by the Highways Agency, the A64(T), an all-purpose trunk road, comprising the southern and eastern sections of York bypass. To the west of the City, the A64(T) connects with the A1(M) and the National Strategic Motorway Network. To the north east, the A64(T) connects the market town of Malton and the coastal resort town of Scarborough.
- 1.49 York is one of five Local Authorities in the Yorkshire and Humber Region that experiences a net inward flow of trips to work (22,500 commute trips in, 17,200 commute trips out). This reflects York's role as a major economic centre within the region. The ten-year period 1991 – 2001 saw a rise in commuting trips of approximately 65%. Future development in the city to meet housing need and its economic potential is likely to continue, and possibly accelerate, this trend.
- 1.50 York currently faces a range of traffic issues mainly resulting from population growth and increased use of the private car that the LDF can help to address. The effect of this growth in York on the City's transport network may be to impose demands beyond its current capacity.
- 1.51 If there is insufficient future investment in transport infrastructure and other transport measures, congestion delay time across the network could almost triple by 2026. To mitigate this a range of sustainable transport measures and investment in transport infrastructure will be needed. These issues will be addressed in the Council Local Transport Plan which will complement the LDF. Even with all the reasonably practicable and deliverable transport investment in place, congestion delay across the network will double by 2026.

Waste and Minerals

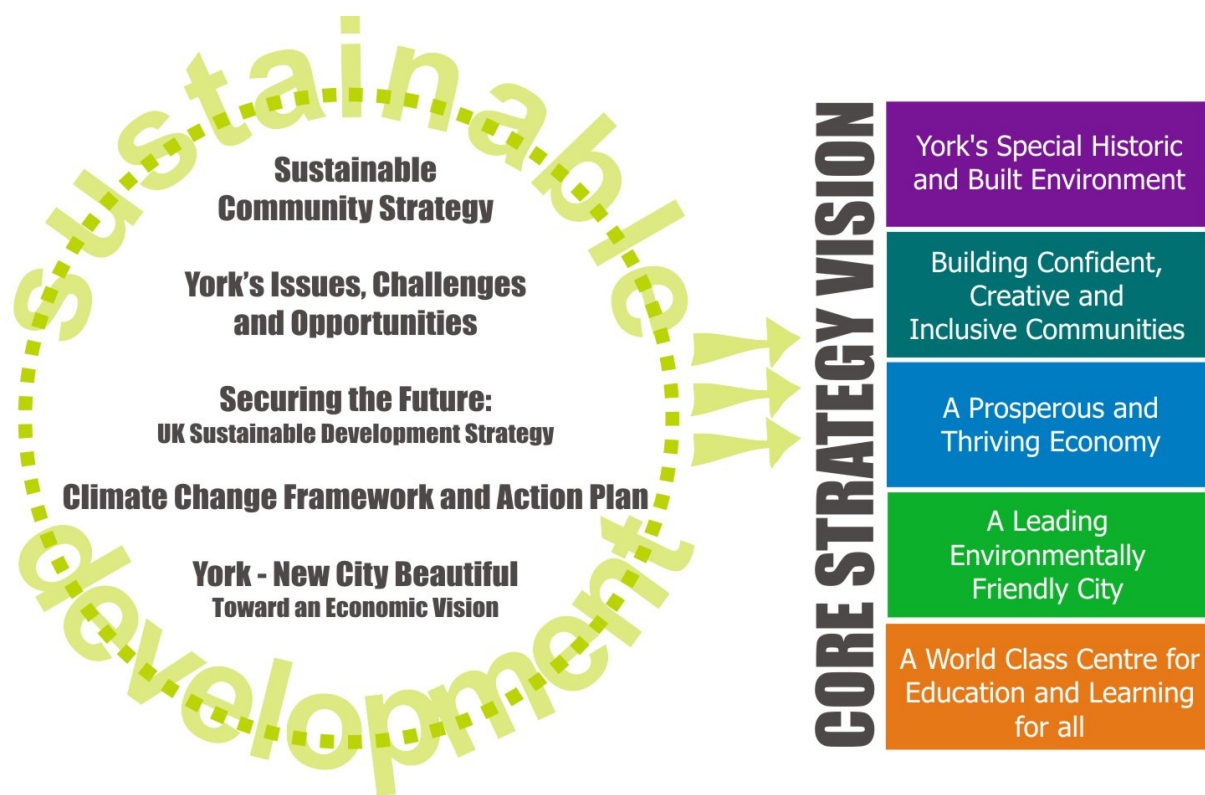
- 1.52 The *Let's Talk Less Rubbish: A Municipal Waste Management Strategy for the City of York and North Yorkshire 2006-2026 (May 2006)* highlights the need to develop planning policies relating to waste. This is supplemented by the existing *City of York Waste Management Strategy: 2002 – 2020 (2002, amended 2004)* and *Waste Management Strategy: Refresh for the period 2008 – 2014 (2008)*. These strategies highlight the importance of developing waste management schemes and services which will enable York to meet the local, regional and national recovery/recycling targets in a cost effective manner. This must also be in line with the principles of the waste hierarchy.
- 1.53 Minerals resource mapping undertaken by the British Geological Survey for North Yorkshire identifies broad areas of potential reserves in York for several types of mineral resources. In recent history however, York has not had a key role in providing minerals but national policy stresses the importance of safeguarding mineral deposits. It is therefore important that this issue is considered as a part of the LDF process.

Section 2: Vision

Introduction

2.1 This section of the document sets out York’s Local Development Framework (LDF) Vision. It is the key to understanding the Core Strategy and provides the context for everything that follows, in this document and in the other components of the LDF. The key factors influencing the Vision are shown in Figure 2.1. These include the planning issues, challenges and opportunities facing York set out in detail in Section 1 ‘Background’. The consultation undertaken during the development of this document has also had a key role in shaping its final form.

Figure 2.1: Vision – Key Influences



2.2 The Vision comprises a ‘high level’ vision statement supported by a fuller descriptive vision to provide clarity and detail. Subsequent sections set out the objectives and policies, which explain how the Vision will take shape and targets to assess how well its aims are being met.

LDF Vision for York

York aspires to be a City whose special qualities and distinctiveness are recognised worldwide; where its unique legacy of historic assets and its natural environment are preserved and enhanced. Within this context its future development will contribute to the creation of creative and inclusive communities; a prosperous economy at the forefront of innovation and change; its role as a world class centre for education and its aspiration to be a leading environmentally friendly City.

This will be achieved in a way that ensures that York takes a lead role at the centre of wide functional sub area stretching beyond its immediate boundaries and as a key driver within the Leeds City Region.

The LDF will take this agenda forward, providing a planning framework to 2031 and beyond for the City's sustainable development.

York's Special Historic and Built Environment

The LDF will help York to safeguard its outstanding heritage for future generations by promoting development which respects the City's special character and encourages opportunities for rediscovering and reinterpreting those assets which make it an attractive, beautiful and accessible city. Enhancing York's physical appearance, increasing accessibility and improving its image and perception are vital if the City is to increase investment, employment and wealth.

York's future and past are interdependent. The City's unique historic character and setting is an essential component of its continued economic success as well as being valuable in its own right. York's outstanding architectural and archaeological heritage contribute to the City's special significance, distinctiveness and sense of place. The LDF will ensure that the City's heritage assets are preserved and enhanced. These assets include the architecture and archaeology of its historic centre, its skyline, views, street patterns, the Minster and its precinct, the Medieval and Roman walls, Clifford's Tower, Museum Gardens and other open spaces. Beyond the City Centre, the key radial routes are of particular importance, and the surrounding villages and Green Infrastructure, including its valued strays, river corridors and open spaces, that contribute to the City's setting. The primary function of York's Green Belt will be to preserve its setting and special character.

It is vital to understand those characteristics which give the city its sense of identity - communal or cultural values often survive changes to physical form or use. Particular examples in York include associations with the City's chocolate and railway heritage. We recognise that by investigating and describing the City's social and cultural history, the LDF can provide the means through which to better involve people in decisions about physical change to the City. The LDF will continue to encourage and support the involvement of local people in the planning process.

The potential provided by the City's portfolio of development sites to contribute to York's unique environment will be ensured through the LDF, through the delivery of

appropriate high quality, low carbon, sustainable urban design and architecture across the whole of the area.

**Building Confident,
Creative and
Inclusive Communities**

A key element of the LDF is its role in maintaining community cohesion and helping the development of strong, supportive and durable communities. To do this York's LDF will promote the creation of sustainable neighbourhoods to help people live lower carbon lifestyles. Many of the City's existing neighbourhoods already provide attractive living environments with good access to local facilities. The LDF will prioritise tackling gaps in provision where they exist and also ensure that future development is located where it will enable people to access jobs and key services, including education, training, healthcare and recreation.

The LDF will also aim to provide accessible and varied opportunities for leisure and recreational activities in order to promote healthy lifestyles including ensuring all residents have access to a range of recreational open spaces and sports facilities. A key element of this will be to deliver a new swimming pool and a new community stadium for the City which will cater for a range of community uses as well as being a home for the City's professional teams: York City Football Club and York City Knights Rugby Club.

In meeting the area's future housing need, development will be concentrated on York's main urban area. This will include a significant contribution from the area covered by the York Northwest Strategic Allocations and Major Development Opportunities with planning consent including Germany Beck, Derwenthorpe, Terry's and Hungate. In addition, housing development will be distributed to settlements around York in line with their relative sustainability. Finally, to ensure supply in the latter part of the plan period, potential sustainable extensions to the main built up area will be identified to be brought forward should they be required to meet the City's needs.

Addressing the housing needs of York's ageing population, providing affordable housing and managing student housing are priorities which LDF policy addresses. Meeting the City's housing needs is reliant on maintaining a steady supply of new development, hence viability will be a key issue to consider throughout the plan period.

**A World Class Centre for
Education and Learning
for all**

The University of York, York St John University, the College of Law, the Hull York Medical School and Askham Bryan College of Agriculture and Horticulture have together made York a nationally and internationally renowned centre for higher education. This is complemented by the further and higher education role of York College and secondary and primary schools throughout the City.

The LDF will help support the continued success of the City's further and higher education institutions. This will include development and redevelopment at their current sites (identified on the Key Diagram) to respond to changing local and national requirements during the lifetime of the plan.

Given the scale and location of future housing development and overall increases in birth rates the LDF will respond to the need to increase primary and secondary education provision. This will include addressing need arising from the York Northwest Strategic Allocations and other Major Development Opportunities along with supporting proposals to ensure that existing facilities can continue to meet modern educational requirements.

The education sector plays a key role in the community, both by allowing shared access to facilities and contributing directly and indirectly to economic prosperity. The latter point includes recognising the key role of the University of York in relation to Science City York and other knowledge based sectors. The LDF will continue to support all tiers of York's education hierarchy. Through the development of major sites identified in the plan the LDF will aim to promote construction and development skills and training related to sustainable development.

A Prosperous and Thriving Economy

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

City York and other knowledge based industries, business and financial services and tourism. Fundamental to this is providing sufficient land in the right locations to allow the economy to realise its potential, whilst respecting the City's special historic and natural environment. This will include a new office quarter within the York Central Strategic Allocation. To ensure a continuous supply of sites to meet the City's needs, land beyond the existing main urban area (Sub Regional City), adjacent to the existing Northminster Business Park has been identified to be brought forward if required.

The LDF will aim to support the growth of the local economy in a sustainable way which delivers increased prosperity for the whole community whilst reflecting the challenge of addressing climate change. The promotion of a low carbon economy will be central to this approach.

By the end of the plan period (2031), York City Centre will have strengthened its role as a sub-regional shopping and entertainment centre. This will involve increasing the supply of modern retail units and enhancing department store representation to attract a broader range and quality of multiple retailers to trade alongside the already strong independent retail sector. This will include the development of the Castle Piccadilly Major Development Opportunity and the Stonebow Area initially and then the York Central Strategic Allocation. Capacity for additional convenience floorspace has also been identified, which will be directed to the City Centre, District Centres and smaller centres.

A Leading
Environmentally
Friendly City

The LDF will play a key role in helping to deliver the Climate Change Framework and Action Plan through contributing to a reduction of York's carbon and eco-footprint and helping the City to adapt to and mitigate against climate change.

This will involve striking an appropriate balance between physical growth and environmental sustainability and ensuring that the environmental consequences of our actions are adequately understood and managed. The LDF will support reducing energy use and carbon generation, setting ambitious renewable energy targets and ensuring that future development is designed and constructed in a sustainable way. The York Northwest Strategic Allocations are specifically recognised as providing an opportunity to build on the City's experience of sustainable development and implement further new and innovative eco design and technology.

Given the problems of flooding associated with certain areas of York it will be ensured that new development is not subject to, nor contributes to, inappropriate levels of flood risk from the Rivers Ouse, Foss and Derwent and other sources. This will take account of the likely impacts of climate change.

Improvements to air quality and the implementation of a Low Emission Strategy are important priorities for the Council. The LDF will play a key role in helping to deliver both these aims by supporting measures to help reduce the emissions of Nitrogen Dioxide, Particulate and Carbon Dioxide.

The LDF will play a key role in addressing the City's transport issues in terms of the wider environmental impacts but also the issues of congestion, accessibility, safety and air quality. The LDF will complement York's Local Transport Plan 3 and will help deliver a fundamental shift in travel patterns away from the car to more sustainable modes. Firstly, by reducing the need to travel and secondly by ensuring that sustainable transport provision is a key component of future development. It will also be ensured that future transport infrastructure is appropriate to the level of development proposed in this plan.

York's Green Infrastructure of multifunctional open spaces, including formal parks, gardens, woodlands, green waterways, street trees, nature reserves and open countryside are an intrinsic part of York's unique character. They are important elements in achieving the City's economic and social aspirations, as well as being important in their own right. They are a key component in delivering an attractive, accessible, more beautiful City.

The LDF will create a permanent Green Belt for York that will endure until at least 2031. Its aim will be to preserve and enhance the special character and setting of York which includes: areas which retain, reinforce and extend the pattern of historic green wedges; locations that provide an impression of an historic City situated within a rural setting; and finally the setting of villages whose traditional form, character and relationship with the City and the surrounding agricultural landscape is of historic value.

The LDF will protect and improve the countryside and the diversity of wildlife and habitats in the York area, including international, national and locally recognised areas of nature conservation value, the historic strays and river corridors. The LDF will also aim to protect, enhance and create a variety of quality open spaces to ensure that residents have access to an appropriate range of recreational open spaces to promote health and well-being in York. A green corridor network that has a wide range of functions including wildlife and recreational benefits will be maintained and enhanced. In addition new strategic open space will be identified, linked to the potential urban extensions. These issues will be addressed through the development and implementation of a Green Infrastructure Strategy for the City.

The LDF will contribute to the reduction of waste through supporting the innovation and improvement of current waste practices, promotion of recycling and provision of suitable and accessible sites. In addition, mineral deposits will be safeguarded and the use of non renewable resources reduced.



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

Section 3: Spatial Strategy

Strategic Objectives

To deliver the Local Development Framework (LDF) Vision through the adoption of a strategic spatial strategy for the distribution of development which allows the City to meet its economic and social aspirations whilst meeting the challenge of climate change. The spatial strategy will ensure:

- York's unique character and setting is protected;
- future development is concentrated in locations accessible by walking and cycling, well served by public transport and services, maximising the use of brownfield sites;
- flood risk is appropriately managed; and
- green infrastructure is protected and enhanced.

Targets

Progress towards achieving these objectives will be measured against the following target:

- All future development to be in conformity with Spatial Principles 1, 2 and 3.

Spatial Principle 1

Future development will be directed to existing settlements in conformity with the following settlement hierarchy (shown on the Key Diagram):

i. *The Sub Regional City*

York's main urban area will be the focus for the majority of new development.

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

ii. *Large Villages*

Haxby and Wigginton Strensall/Towthorpe Upper and Nether Poppleton

Large Villages will have limited development in proportion to their size to support economic diversification and to meet the needs for both market and affordable housing.

Haxby is identified as a District Centre with a key role in delivering retail and other services.

iii. *Villages*

Bishopthorpe Copmanthorpe Skelton Dunnington

Villages are appropriate for small scale development which is appropriate in scale and nature and helps support the viability of some of the existing facilities or addresses local needs, such as, for affordable housing.

iv. *Small Villages*

Villages and settlements not identified in (i) (ii) and (iii). In such locations, growth will be restricted to redevelopment and infill only.

Spatial Principle 2

The identification of sites or future areas for development will give priority to previously developed land and buildings and will be subject to ensuring that such locations meet the following requirements:

- i. York's special historic and built environment including the City's character and setting is preserved and enhanced;
- ii. they are accessible to sustainable modes of transport and a range of services and would not lead to unacceptable levels of congestion, pollution and/or air quality;
- iii. flood risk is appropriately managed to ensure that new development is not subject to, nor contributes to, inappropriate levels of flood risk from the Rivers Ouse, Foss and Derwent and other water courses; and
- iv. York's internationally, nationally and locally significant nature conservation sites, regional, district and local level green corridors and areas with an important recreation function are protected and where appropriate enhanced.

Spatial Principle 3

In accordance with Spatial Principles 1 and 2 the following sequential approach will be taken to meeting York's future development needs:

- i. Prioritise development within the Sub Regional City of York (the main urban area).

This will include the delivery of the Major Development Opportunities highlighted on the Key Diagram. Central to this approach is the need to ensure that the considerable potential offered by the York Northwest Strategic Allocations (York Central and Former British Sugar/Manor School) in meeting the City's economic, housing and retail needs is fully realised.

- ii. Brownfield or infill development within identified Large Villages and Villages or existing free standing employment sites which are appropriate in scale and nature and helps support the viability of some of the existing facilities or addresses local needs.

- iii Expansion of the Sub Regional City of York to meet future housing need sequentially in areas A1, A2 and B (shown on the key diagram).
- New strategic open space has been identified to be brought forward with each area should they be required.
- iv. To meet future need for employment land the expansion of employment uses adjacent to the existing Northminster Business Park, area C (shown on the Key Diagram).
- The options covered under (iii) and (iv) would only be pursued if necessary to maintain an appropriate 10 year supply of potential sites. This will be kept under review through the LDF Annual Monitoring Report.
- Small scale non–strategic expansions of settlements for housing or any additional provision of employment land outside the settlements identified will be guided by Spatial Principle 2.

Explanation

- 3.1 The above Spatial Principles will underpin the approach to accommodating York’s future growth through directing the location of new housing, employment and retail as covered in the subsequent sections of this document. They will also provide the basis of the approach to the allocation of sites in all other LDF documents.
- 3.2 The LDF Spatial Strategy comprised in the Spatial Principles above is derived with the aim of helping to mitigate against climate change through locating development in the most sustainable locations and more specifically from the following components:
- the relationship between York and its surrounding settlements;
 - the role of the City and District Centres;
 - preserving York’s special historic and built environment, including its historic character and setting;
 - protecting and enhancing York’s Green Infrastructure; and
 - minimising flood risk.
- 3.3 The components outlined have been used to develop the approach to development included in the Spatial Principles. This is explained in summary below and in more detail in the *Spatial Strategy Topic Paper (2009)*.

The Relationship Between York and its Surrounding Settlements

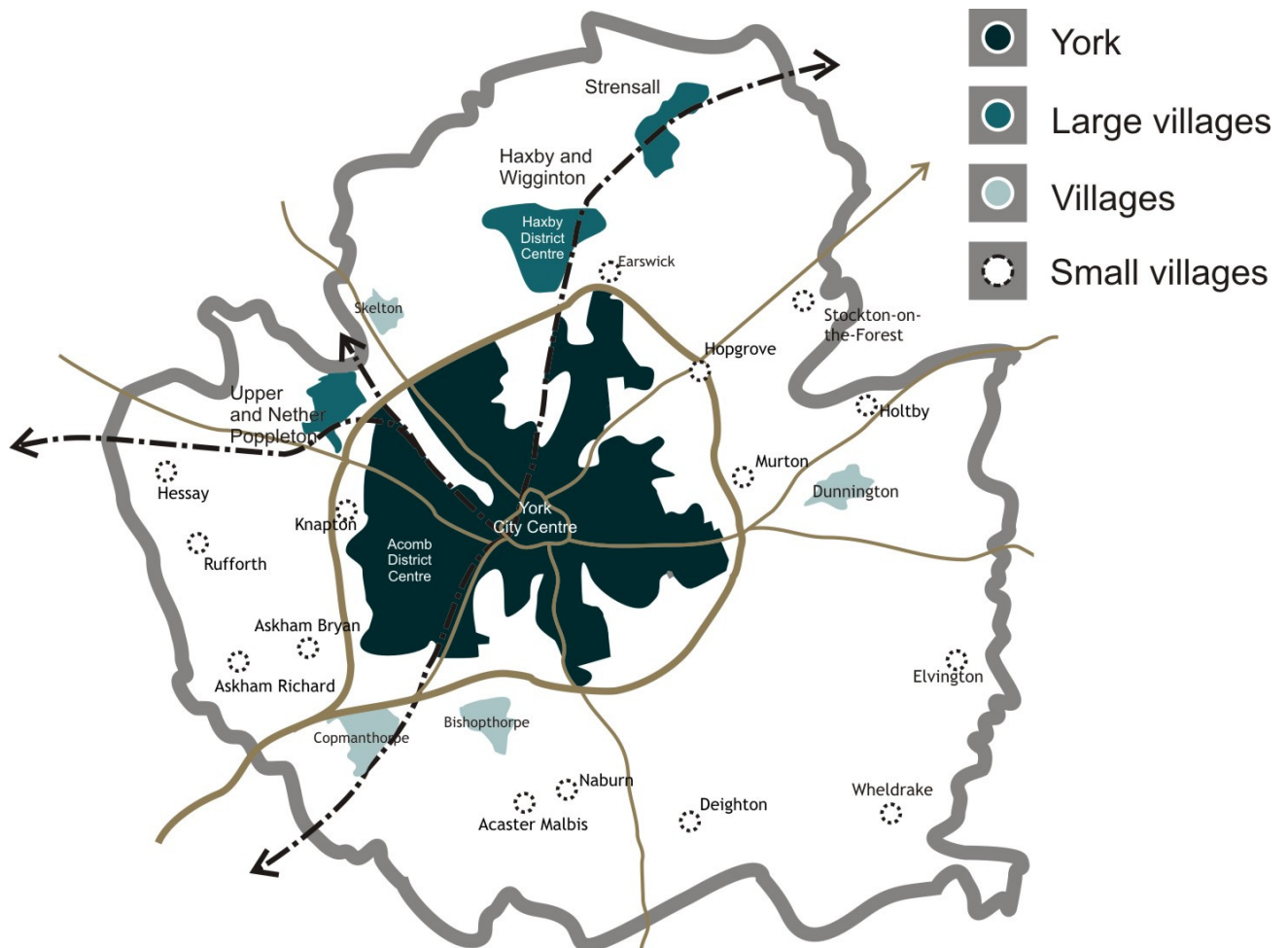
- 3.4 York’s area is made up of the City of York itself, surrounded by a number of outlying villages, each of which differs in terms of its size and role in relation to York. York’s main built up area provides the primary focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities. The future role of villages however needs to be defined through the LDF. The settlement hierarchy reflects some of the key characteristics of the city and its villages and is derived from

an assessment of their relative sustainability. This included access to public transport and services (helping to reduce congestion and air quality issues), access to employment, levels of open space provision and existing carbon footprints. The settlement hierarchy is shown spatially in Figure 3.1.

The Role of the City and District Centres

3.5 National guidance in *Planning Policy Statement 4 (2009)* asks Local Authorities to identify the centres within their areas where retail, leisure and office development should be focused. Work undertaken to support the Core Strategy identifies three main centres highlighted in Figure 3.1. These are: York’s City Centre, which is both a regional and local retail destination and a focus for leisure and office employment; Acomb District Centre, located to the west of the City Centre; and Haxby District Centre, located to the north of the City. These centres provide a range of shops and services including banks, post offices, food shops, supermarkets, pharmacies and doctors surgeries.

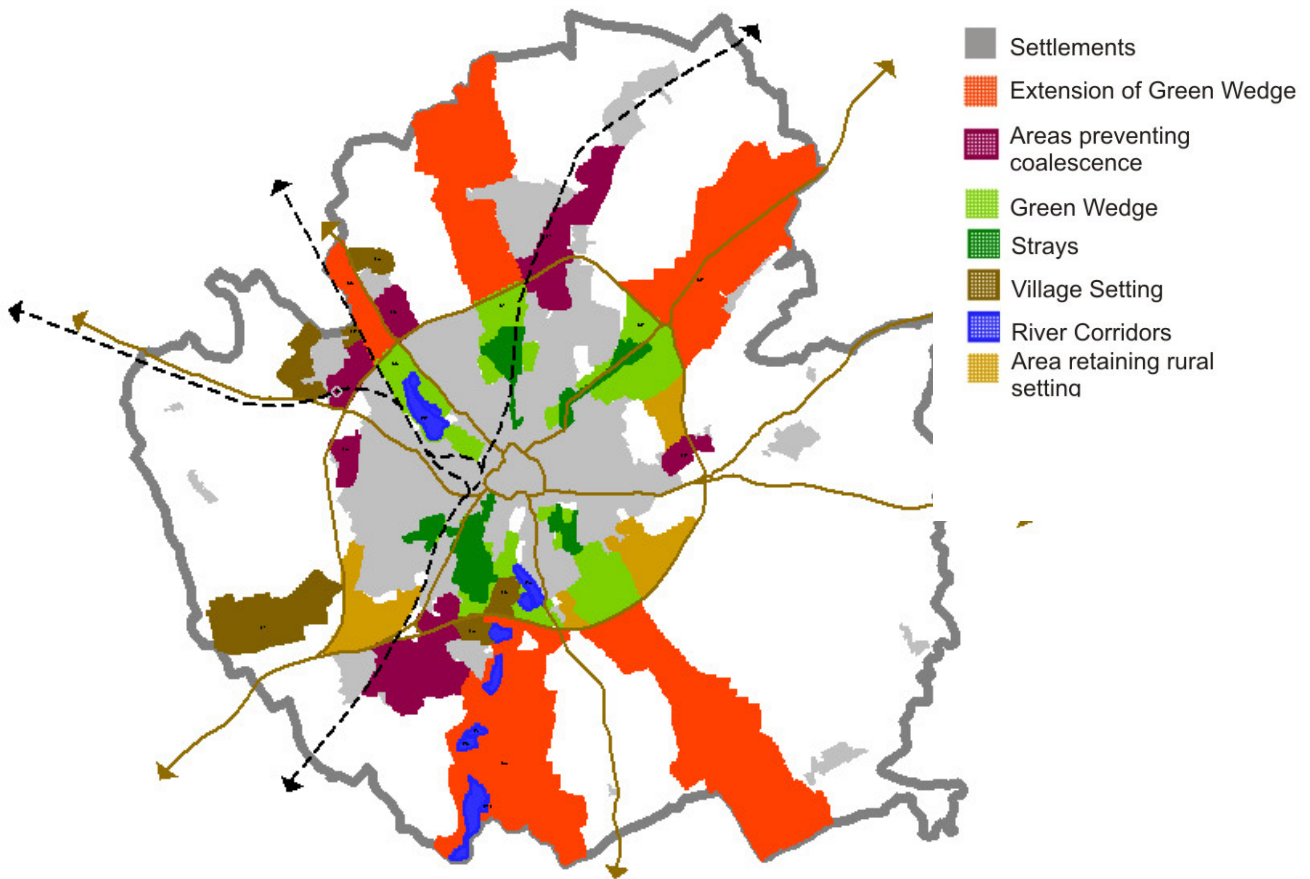
Figure 3.1: Sustainable Settlement Hierarchy



Preserving York's Special Historic and Built Environment

- 3.6 The historic environment of the City of York is of international, national, regional and local significance. York's unique special historic and built environment is well documented. The City has an outstanding historical heritage with many examples of structures which exhibit developments in architecture, monumental arts and town planning over a long span of time. However, its character is defined by much more than its noted heritage assets. Primary factors in developing a future strategy to accommodate growth include describing the significance and sensitivity of the wider historic environment and developing an understanding of how we would value the environment of York differently were aspects to be lost or altered.
- 3.7 The environment that people value goes much further than designated assets. The character of historic towns and landscapes combine to provide the context within which development takes place, helping to assess potential development options, steering heritage led regeneration and policies for the wider historic environment.
- 3.8 The *Approach to the Green Belt Appraisal (2003)* study carried out by the Council indicated that regardless of the extent to which the City may have to identify further land to meet its development requirements and needs, there are areas of land outside the built up areas that should be retained as open land due to their role in preserving the historic character and setting of York. The areas of land considered to serve this purpose are illustrated in Figure 3.2.
- 3.9 The Appraisal also indicated that there are areas of land outside the built up areas that should be retained as open land as they prevent communities within the environs of York from merging into one another and the city. These areas were considered to have a key role in preserving the identity of the settlements and villages around York. The relationship of York to its surrounding settlements is a key element of the city's character. This relationship is not simply about the distance between the settlements but also their size. This work was updated through the consultation process carried out to support the development of the Core Strategy as set out in the *Historic Character and Setting Technical Paper (2011)*. The outcomes of this work are also reflected in Figure 3.2. In addition to the character areas identified there are other stretches of land and landscape features that play an important role in York's Green Belt character, for example the ridge and furrow fields in the Murton area.

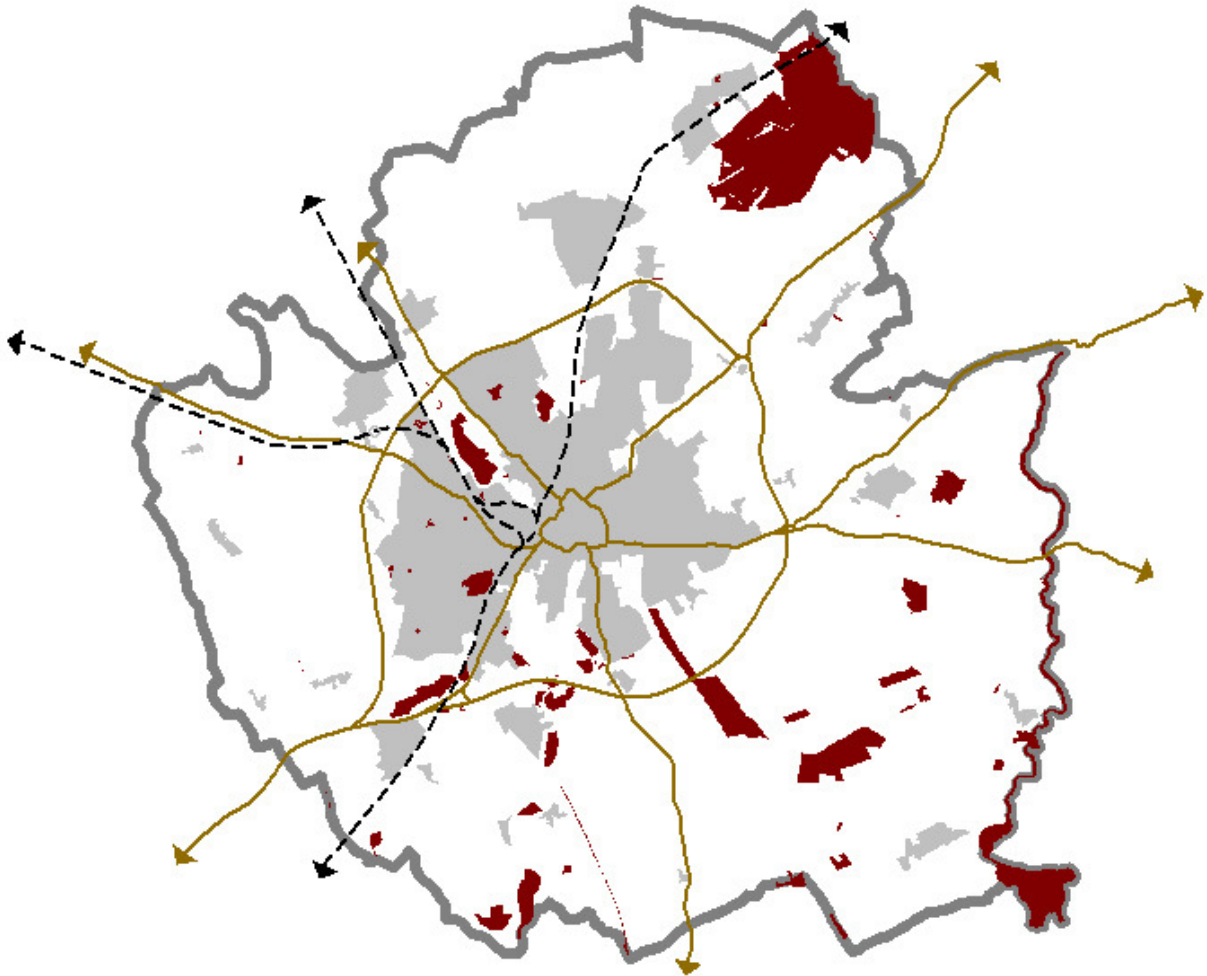
Figure 3.2: York's Green Belt Character Areas



Protecting and Enhancing York's Green Infrastructure

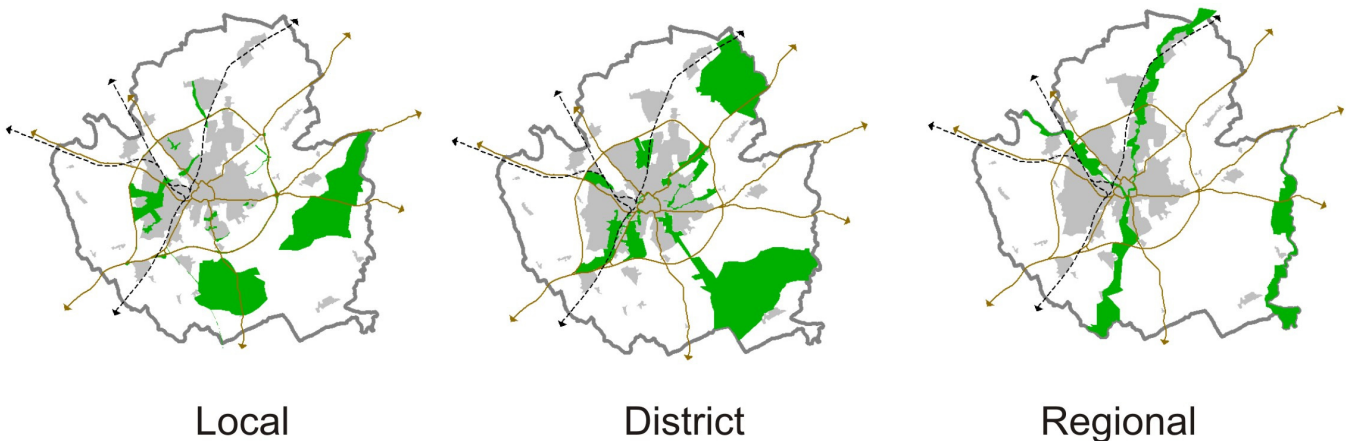
- 3.10 The protection and management of York's Green Infrastructure is considered central to the way in which York develops, whether it be publicly or privately owned or legally or non-statutorily designated Green Infrastructure.
- 3.11 Protection of areas with nature conservation value is viewed as a key element in ensuring sustainable development. Government guidance in *Planning Policy Statement 9 (2005)* states that plans should seek to promote sustainable development by ensuring that biological and geological diversity are conserved as an integral part of social, environmental and economic development. For this reason nationally and locally significant nature conservation sites identified through the *City of York Biodiversity Audit (2011)* along with appropriate buffers will be excluded when considering future potential development locations (shown in Figure 3.3).

Figure 3.3: All Designated Nature Conservation Sites



3.12 In addition the Council has defined Regional, District and Local Green Corridors identified in the *Green Corridors Technical Paper (2011)* (shown in Figure 3.4). It is important that any future development does not have an adverse effect on green corridors. This would need to take account of their characteristics and the reason behind their initial designation.

Figure 3.4: Green Corridors



- 3.13 The LDF will also protect recreational open space provision, across all typologies as identified in the Council's *Open Space, Sport and Recreation Study (2008)* (shown in Figure 3.5) and work towards addressing deficiencies in provision or access where these exist.

Figure 3.5: Recreational Open Space



Minimising Flood Risk

- 3.14 Due to its geography, flooding is a key local planning issue for York. The Council have produced a *Strategic Flood Risk Assessment (2011)* (SFRA) incorporating the floodplain maps produced by the Environment Agency. Figure 3.6 illustrates the extent of Flood Risk Zone 3a (high risk of flooding – 1 in 100 years or greater annual probability of river flooding) and Flood Risk Zones 3a(i) and 3b – 1 in 25 or greater annual probability of river flooding. The SFRA includes detailed boundaries of all flood risk zones across York.
- 3.15 To reduce future damage to property and infrastructure and to maximise public safety, greenfield areas subject to high flood risk (Flood Risk Zones 3a and 3b) are considered as inappropriate for future development for housing or employment. For development in brownfield areas, development for housing or employment would be considered inappropriate in Flood Risk Zone 3b, however within the Flood Risk Zone 3a the 'Exception Test' can be applied in some cases (please see Section 19 'Flood

Risk'). It is considered important that a precautionary approach is taken to reflect the threat posed by climate change.

Figure 3.6: Flood Risk Zones 3a and 3b



Sequential Approach to Development

- 3.16 To ensure the most sustainable patterns of development locally responding to the policy principles and constraints described above development will be distributed to the existing built up areas as detailed in the settlement hierarchy. This will involve concentrating a majority of future development on the Sub Regional City of York (main urban area) including the delivery of identified Strategic Allocations and Major Development Opportunities.
- 3.17 The Strategic Allocations and Major Development Opportunities identified on the Key Diagram will have a key role in enhancing the City's physical appearance and increasing accessibility.

Strategic Allocations and Major Development Opportunities

- 3.18 The City of York currently has several major development projects that are of key importance in delivering the Spatial Strategy. These sites are highlighted on the Key

Diagram and described below (some of these sites are already subject to planning consent).

- 3.19 The **York Northwest Corridor** is the largest and most significant regeneration area in York and is regionally significant. It comprises two large brownfield development sites, York Central and Former British Sugar/Manor School. Both are identified as Strategic Allocations and are considered in detail in Section 6 ‘York Northwest’.
- 3.20 For **York Central** the aim is to realise a new district, a new piece of city, that complements and enhances the historic core, retains and promotes the qualities of York (such as its human scale, connected streets and mixed uses) and connects and integrates into the surrounding built and natural form. The delivery of York Central Strategic Allocation as a new piece of City will have important economic benefits for the City and region. York Central will enable the City to accommodate a significant part of the physical expansion required for a regionally significant employment location along with making a key contribution to meeting the City’s housing needs. Reflecting the opportunities for highly sustainable development the site is being promoted as an Urban Eco Settlement within York Northwest.
- 3.21 **Former British Sugar/Manor School**, within the York Northwest Corridor, is located on the important north-western approach into the City. It offers the opportunities to create a new residential community that can help to fulfil the City’s needs for the next 20 years. This Strategic Allocation is being promoted as an Urban Eco Settlement within York Northwest and will allow for the creation of a high quality sustainable new residential neighbourhood, with a new Local Centre.
- 3.22 **Castle Piccadilly** is a Major Development Opportunity located in the City Centre adjacent to the historic Clifford’s Tower. Its redevelopment provides the opportunity to enhance the retail offer provided by the City Centre, create a high quality mixed-use development including public open space and provide an important setting for the adjacent historic buildings.
- 3.23 **Hungate**, lying by the River Foss, is one of the main north east/south west routes across the City Centre. This Major Development Opportunity will provide for the development of a major new City Centre residential, business and leisure quarter. It currently has the benefit of outline planning consent.
- 3.24 **Heslington East** represents a major investment by the University of York. It is a 65 hectare site to the south east of the main urban area that will allow for university expansion. The development will provide buildings for teaching, research and development, student and staff accommodation, and sports and social facilities. The research and development employment area is of key importance for the City’s long term prosperity providing opportunities for the growth of science and knowledge based business. This Major Development Opportunity has received outline planning consent following a ‘call-in’ inquiry. Development will be implemented over the next 10 to 15 years through a number of reserved matters applications
- 3.25 **Nestle South** is a small site, but important economically given its links with research and development. This Major Development Opportunity will accommodate a major

new residential and business quarter, regenerating former factory buildings. Outline planning consent was granted by the Council in 2010.

- 3.26 **Terry's** is a former factory complex which lies to the south of the main built up area adjacent to York Racecourse. The site will deliver a new employment-led, mixed use development for the City. There will be a balanced mix of complementary uses to assist in creating a sustainable community. The redevelopment of this Major Development Opportunity will protect the character of the listed former factory buildings and be of exemplary design. It will also reflect the unique surrounding environment including the areas surrounding Rowntree Park and Micklegate Stray. Outline planning consent was granted by the Council in 2010.
- 3.27 **Derwenthorpe and Germany Beck** will provide new high quality residential communities. Derwenthorpe will be developed in association with the Joseph Rowntree Housing Trust. Both of these Major Development Opportunities will make a significant contribution towards meeting the City's housing needs and received outline planning consent following a Public Inquiry in 2007.

Future Areas of Search For Urban Extensions

- 3.28 Whilst it is likely that further, as yet unidentified, previously developed sites may become available over the Core Strategy timeframe, to ensure that York's needs for both land for new communities and employment can be met it is necessary for this plan to identify greenfield areas for potential development in longer term. Applying the components that underpin Spatial Principles 1 and 2 led to the identification of area A1, A2, B and C as highlighted on the Key Diagram. This work included the consideration of the future transport network and landscape character and was supported by a ongoing sustainability appraisal.
- 3.29 The A64 trunk road together with the A1237 effectively forms York's outer ring road (ORR). It circles the city's built-up limits, providing a physical barrier between land adjacent to the built-up edge of York and that which forms part of York's wider Green Belt. For the purpose of the Spatial Strategy it was felt that only land within the ring road should be considered as suitable for areas of search for urban extensions relating to new residential communities. Land outside the ring road, being physically separate from York, was not felt to offer the same linkages/character, and therefore would not benefit from similar sustainability benefits from the point of view of access to goods and services. It also helps in maintaining York's compact form.
- 3.30 It should be noted that the approach is sequential and the areas identified will only be brought forward for development through the Allocations DPD should there be insufficient brownfield land and other suitable sites in the Sub Regional City of York, Large Villages and Villages to maintain an appropriate supply of land for housing and employment.
- 3.31 If brought forward for development these areas would be subject to further master planning which would consider in detail the way that they would be developed and delivered. The master planning process would establish the proposed design and layout of the site, taking account of specific transport infrastructure requirements, supporting social infrastructure and green infrastructure. It would ensure that any

development takes place with the context of protecting York's unique character and setting, maximising accessibility by sustainable transport modes and appropriately managing flood risk. In relation to green infrastructure it would consider the protection of nature conservation sites, provision of appropriate green buffers, linkages with the wider green corridor network and the provision of new strategic open space.

Section 4: The Role of York's Green Belt

Strategic Objectives

To set a permanent Green Belt for York that will not need to be reviewed for at least 20 years which will preserve the setting and special character of York, including retaining and protecting special features such as the strays, green wedges and views of the Minster. The Local Development Framework (LDF) will also address, within the York context, the other purposes of Green Belts set out in *Planning Policy Guidance 2 (1995)*.

Targets

Progress towards achieving these objectives will be measured against the following target:

- Adoption of detailed Green Belt boundaries through the Allocations Development Plan Document (DPD).

Policy CS1: The Role of York's Green Belt

The primary purpose of York's Green Belt is to preserve the historic character and setting of York. It also has a valuable role in conserving the countryside.

The general extent of York's Green Belt, illustrated on the Key Diagram and detailed boundaries to be established through the Allocations DPD, will ensure development is in accordance with Spatial Principles 1, 2 and 3.

Land outside the Sub Regional City, Large Villages and Villages as identified in Spatial Principle 1, will be included within the general extent of York's Green Belt, with designated Small Villages being washed over.

The general extent of the Green Belt and detailed boundaries will endure until at least 2031.

Only very restricted types of development appropriate to the purposes of the Green Belt will be permitted.

Explanation

- 4.1 It is important that the Core Strategy determines the approach to York's Green Belt including both its role and lifespan. The Core Strategy Vision set out in Section 2 'Vision' envisages that the LDF will create a permanent Green Belt for York that preserves its special character and setting, whilst ensuring sustainable development and protecting the countryside around the built up areas. In addition, that once set, the Green Belt will endure for at least twenty years.

4.2 Government guidance states that:

'The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the most important attribute of Green Belts is their openness. Green Belts can shape patterns of urban development at a sub-regional and regional scale, and help to ensure that development occurs in locations allocated in development plans. They help to protect the countryside, be it in agricultural, forestry or other use and can assist in moving towards more sustainable patterns of urban development'. (Planning Policy Guidance 2 (1995) paragraph 1.4)

4.3 This guidance identifies the five key purposes of Green Belts as the following:

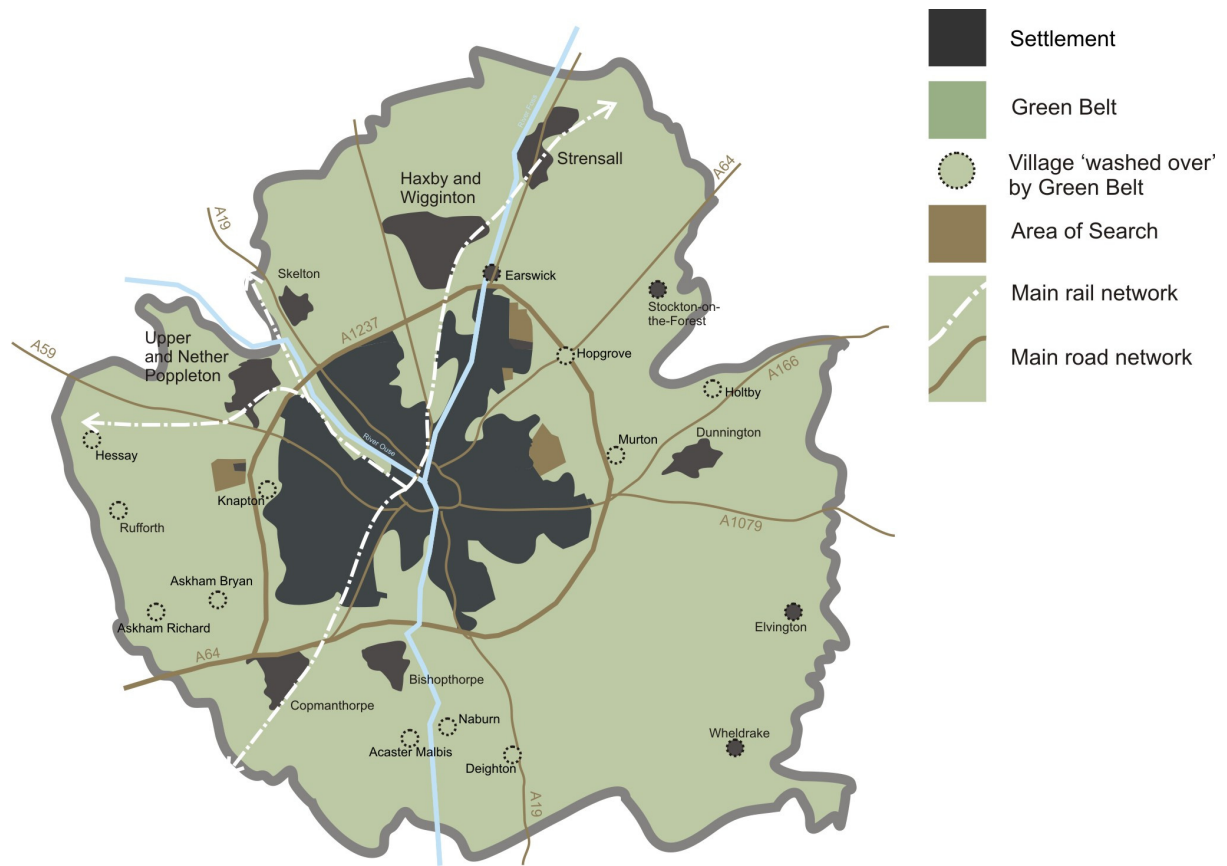
- to check the unrestricted sprawl of large built-up areas;
- to prevent neighbouring towns from merging into one another;
- to assist in safeguarding the countryside from encroachment;
- to preserve the setting and special character of historic towns; and,
- to assist in urban regeneration, by encouraging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

4.4 Whilst acknowledging all the purposes of Green Belt identified in Government guidance are important, the Council undertook further work to specifically consider those areas of land outside the built up areas that were valuable in terms of the historic character and setting of the City. This was due to the obvious relevance of this purpose to York. *The Approach to the Green Belt Appraisal (2003)* and the *Historic Character and Setting Technical Paper (2011)* is a key part of the evidence base that underpins the overall Spatial Strategy and is considered in Section 3 'Spatial Strategy'. It indicates that there are areas of land outside the built up areas that should be retained as open land due to their role in preserving the identity of the settlements around York and the City's historic character and setting. Specifically these are identified as: areas which retain, reinforce and extend the pattern of historic green wedges; areas which provide an impression of a historic city situated within a rural setting; the setting of villages whose traditional form, character and relationship with the surrounding agricultural landscape of which is substantially unchanged; and areas which prevent the coalescence of settlements to retain their individual identity.

4.5 The important role of Green Belt in supporting urban renaissance, transformation and concentration and conserving countryside through directing development to the most appropriate location is acknowledged. The York Green Belt will be an important tool in ensuring future development is in compliance with Spatial Principles 1, 2 and 3.

4.6 The general extent of York's Green Belt is shown in Figure 4.1.

Figure 4.1: The General Extent of York's Green Belt



Section 5: York City Centre

Strategic Objectives

To preserve and enhance the special qualities and distinctiveness of the City Centre including its unique legacy of historic assets and its natural environment through revitalising the streets, places and spaces of the centre, whilst delivering key commercial developments, vital to ensuring the continued prosperity of the City as a whole and delivering new homes that promote sustainable neighbourhoods.

Targets

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

- Adoption of a City Centre Area Action Plan (AAP) by 2012.
- Completion of public realm and accessibility projects as set out in the AAP.
- Provision of between 99,000 and 112,000 sq m of office floorspace (B1a) by 2031 at Hungate Major Development Opportunity and York Central Strategic Allocation.
- Provision of around 28,000 sq m of comparison retail by 2020 at Castle Piccadilly Major Development Opportunity and the Stonebow area.
- Provision of between 20,000 and 25,000 sq m net of comparison retail on York Central Strategic Allocation post 2020, following the development of Castle Piccadilly Major Development Opportunity, subject to detailed impact testing.
- Provision of around 987 dwellings by 2031 at Hungate Major Development Opportunity and other City Centre locations.

Policy CS2: York City Centre

The Local Development Framework (LDF) Vision for the City Centre is to preserve its special qualities and distinctiveness whilst helping to achieve the economic and social aspirations of the plan. This will be delivered by the production of an AAP that addresses the key elements highlighted below.

1. Delivering the following quantum of development in the City Centre:

- i. provision of between 99,000 and 112,000sq m of offices (B1a) by 2031 at Hungate Major Development Opportunity and York Central Strategic Allocation (as identified on the Key Diagram);
- ii. provision of around 28,000sq m of comparison retail by 2020 at Castle Piccadilly Major Development Opportunity and the Stonebow area;
- iii. provision of between 20,000 and 25,000 sq m net of comparison retail on York Central Strategic Allocation post 2020, following the development of Castle Piccadilly Major Development Opportunity (as identified on the Key Diagram) and the Stonebow Area, subject to detailed impact testing; and
- iv. provision of around 987 dwellings by 2031. This will include 557 dwellings at the Hungate Major Development Opportunity (site with planning permission) and the remainder on other sites within the City Centre.

2. Achieving the following principles:

- i. preserve and enhance the existing heritage and historic character of York City Centre whilst encouraging contemporary high quality developments that add to the sense of place and create a prestigious and desirable location for thriving businesses;
- ii. enhance the quality of the City Centre as a place and rediscover the outstanding heritage of the City with reanimated and revitalised streets, places and spaces such as Parliament Street and Library Square and with improved settings to showcase important assets such as the Minster and Clifford's Tower;
- iii. enhance the gateway streets leading into the City Centre to give a better sense of arrival, to improve pedestrian and cycle routes and to encourage visitors to explore further. Streets include Gillygate, Goodramgate, Peasholme Green and Stonebow, Walmgate and Fossgate, Piccadilly, Micklegate and Bootham;
- iv. design streets around function, not vehicle movement, creating civilised streets that make the City Centre easy, enjoyable and safe to move around;
- v. create a strong evening economy by diversifying the current functions of the City Centre to provide more for families and older people and encouraging activities to stay open later in the evening;
- vi. add to the City Centre's retail offer and retain and strengthen independent shops;
- vii. positively promote and integrate the presence, roles and contributions of the University of York and York St John University in the City Centre;
- viii. deliver sustainable homes that provide quality, affordability and choice for all ages, including a good mix of accommodation;
- ix. provide community and recreation facilities to encourage healthy, active lifestyles including the provision of green amenity spaces in the City Centre to help to combat the effects of higher temperatures, air pollutants, flooding and climate change; and
- x. support the provision of strategic leisure facilities and investigate land availability to build a City Centre swimming pool and ancillary facilities.

3. Delivering the enhancement and development of eight 'Areas of Change':

- i. *Heart of the City*
Creating redesigned, revitalised and civilised streets, squares and spaces within the Heart of the City that provide a high quality environment to showcase events, festivals and markets with improved links between the walls, rivers and other public open spaces, aided by an increased area of Footstreets to improve pedestrian permeability.
- ii. *York Central Strategic Allocation*
Delivering improved access and movement between the York Central Strategic Allocation and the wider City Centre. Part of the York Central Strategic Allocation will form a major extension to the City Centre. A Supplementary Planning Document (SPD) for York Central will deliver a new urban quarter with retail, leisure and cultural facilities and a new central business district adjacent to York Railway Station.

- iii. *City Cultural Park*
Creating a City Cultural Park by connecting and unifying the range of existing open spaces and promoting the contribution and activities of the institutions in the Cultural Park with high quality public realm enhancements, improved links and interpretation of the historic environment.
- iv. *Hungate Major Development Opportunity*
Supporting the completion of the development of the Hungate Major Development Opportunity which will increase the provision of high quality homes, office and ancillary retail space in the City Centre and ensuring that the Hungate area is well integrated with the City Centre.
- v. *Layerthorpe and York's Production Park*
Creating new employment opportunities and improving the appearance of the area to create a fitting gateway to the City Centre. Supporting the creation of a new 'Production Park' facing the River Foss for creative enterprises and green technologies.
- vi. *Castle Piccadilly Major Development Opportunity and York's Civic Park*
Supporting the redevelopment of the Castle Piccadilly Major Development Opportunity, predominantly for the provision of retail space. This development will enhance the setting of the Castle Piccadilly area including creating a world class civic space around Clifford's Tower. Also supporting the creation of a 'Civic Park' where the Rivers Ouse and Foss meet, and where the Eye of York and Clifford's Tower are found to complement the improvements at the Castle area and provide a new amenity and leisure facility.
- vii. *The Barbican*
Supporting the redevelopment of the Barbican Centre and adjacent land and ensuring the Barbican Centre is easily accessible and well integrated with the City Centre.
- viii. *Micklegate*
Revitalising the environment of Micklegate and connecting streets and protecting the retail and leisure offer.

4. Promoting accessibility and movement, particularly between the Areas of Change:

The LDF will provide a high quality public transport system to improve access into and across the City Centre, helping to reduce congestion and improve air quality. The LDF will support the prioritisation of pedestrian and cycle movement, including secure cycle parking and improvement of linkages between key places such as the railway station; York Central Strategic Allocation and the National Railway Museum; the Minster; Castle Piccadilly Major Development Opportunity; Hungate Major Development Opportunity; and the universities.

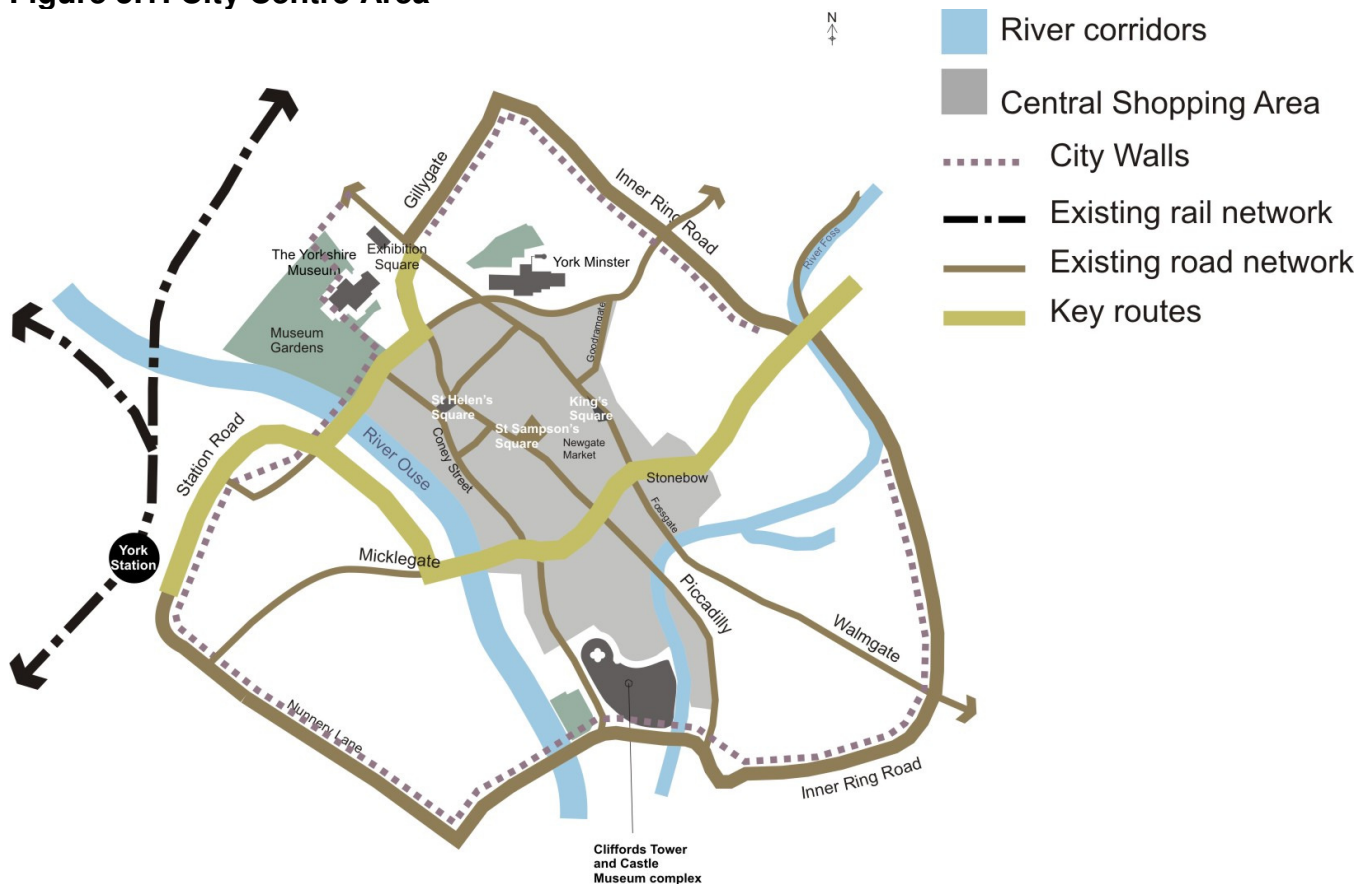
Pedestrian permeability through the City Centre will be improved through new developments that improve legibility. The LDF will increase access to and make

better use of the city walls and riversides and better integrate peripheral gateway streets into the *Heart of the City Area of Change*.

Explanation

- 5.1 The City Centre is the economic, social and cultural heart of York (Figure 5.1). Its historic core is internationally recognisable and one of the most revered places in the country with layers of heritage in its complex mosaic of buildings, streets and public spaces. The City Centre is vital to the future success of the wider City. To ensure this success a framework is required for the gradual and sensitive improvement of the area so that it is fit for 21st Century York, a plan for the next layer of history.

Figure 5.1: City Centre Area



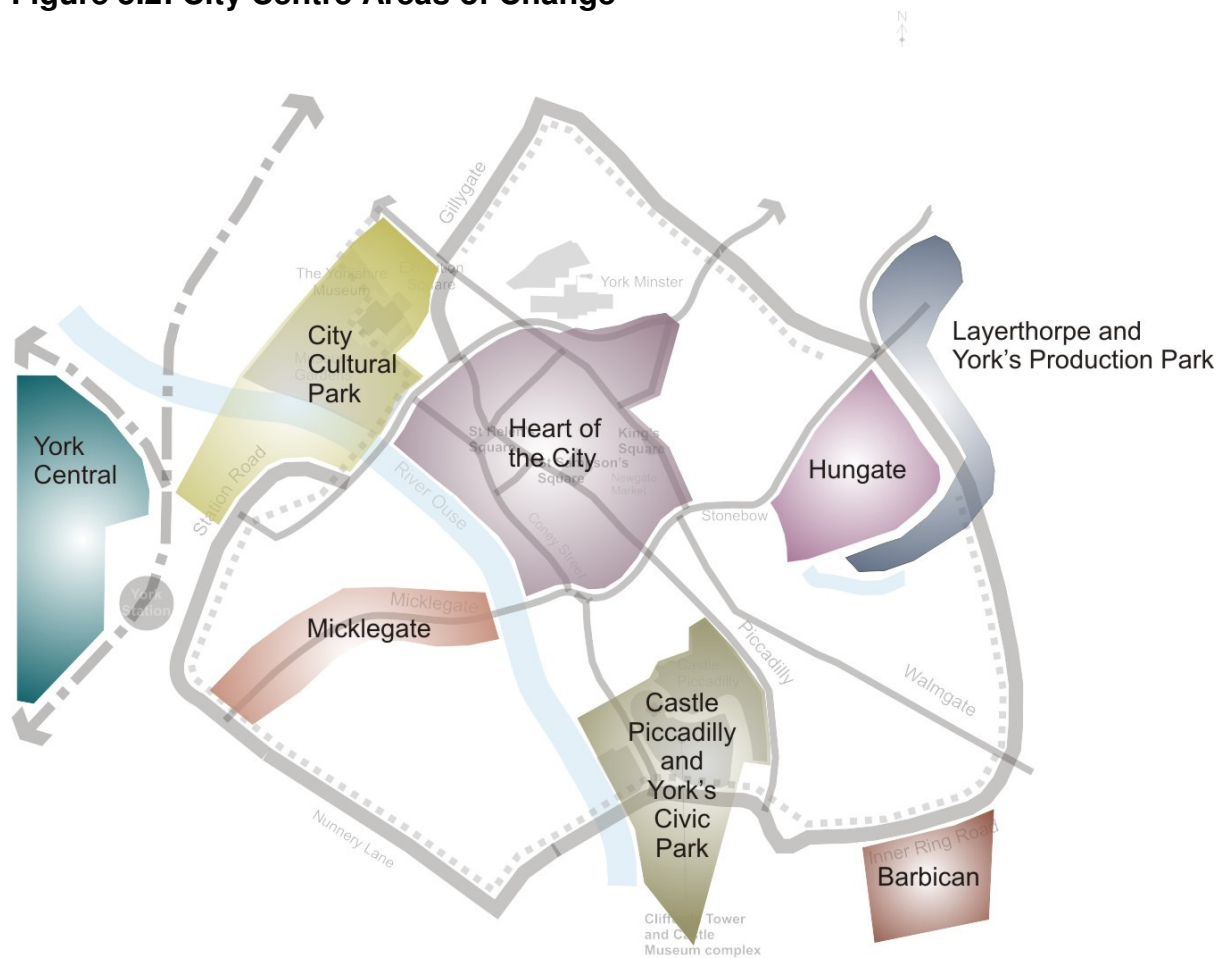
- 5.2 To provide this framework in the City Centre, the Council will produce a City Centre AAP. This will set a template and challenge for new sustainable development and improvements that sensitively consider the historic environment of the City. The AAP will be supported by a Public Realm Strategy.
- 5.3 *York New City Beautiful: Towards an Economic Vision (2010)* reflects the Council's commitment to improve the distinctiveness, vitality and sustainability of York. It puts forward a long-term plan which can be delivered over the next 20 to 30 years as funding and investment are secured. The City Centre AAP is a key delivery document for elements of this Economic Vision. The AAP will take forward the principles of addressing quality of place issues through a focus on quality of design

and enhancing streets and public spaces, tackling road congestion and a strong focus on green infrastructure, nature conservation and open spaces.

- 5.4 The economic rationale for investment in the City Centre put forward by the *York New City Beautiful: Towards an Economic Vision (2010)* recognises that the City is competing with smart new City Centre investments in places such as Hull, Leeds and further afield in Manchester and Newcastle Upon Tyne, but also faces competition from its own 'out of town locations'. Whilst the City Centre has a lively and diverse range of activities, including some of the most attractive small, niche retailing environments in the country, the physical fabric within which it sits presents challenging movement and accessibility issues. Investment to improve this, together with facilitating new development proposals at Castle Piccadilly, the Stonebow Area and Hungate which will bring additional retail and commercial floorspace into the City Centre, is important to encourage a greater proportion of the City's residents to spend time in their City.
- 5.5 Quality of place is key to economic competitiveness because it influences where people choose to live and work. The City Centre is not as competitive as it once was and despite the area having many special qualities and heritage assets in some places York's streets and spaces do not function well and movement is impeded. This detracts from the experience of moving around the City Centre. Streets have become cluttered and do not have the infrastructure to cope with modern demands.
- 5.6 York does not make the most of its key assets with poor quality public spaces at York Minster, Clifford's Tower and the riversides for example and there are too few successful urban public spaces for people to enjoy within the centre and no dedicated children's play areas. A key role of the City Centre AAP will be to significantly improve the quality of place in the City Centre to create high quality public streets and spaces and development opportunities which will provide long-term focus for high quality external investment.
- 5.7 The AAP will deliver enhancement and growth in the City Centre through seven Areas of Change and will enhance links with an eighth Area of Change, York Central Strategic Allocation. The key issues to address in each Area of Change are described below and illustrated at Figure 5.2.

Areas of Change

Figure 5.2: City Centre Areas of Change



i. Heart of the City

5.8 The heart of the City Centre is a network of public spaces connected by its historic street pattern and the focus for the City's retail and cultural offer. Many of the public spaces host performers, markets and festivals. Parliament Street is the largest and most frequently used public space and the focus of much of the City's festivals calendar even though it was not designed with festivals in mind. Through the City Centre AAP the heart of the City will be revitalised with improvements of key spaces, including snickleways and hidden spaces.

5.9 Many of the City Centre's 750 listed buildings are within this compact area. York's historic environment is an important part of its thriving tourism industry and a source of civic pride. These important assets will be protected and enhanced, including improving the setting of key buildings. New development opportunities will respect and protect the historic environment whilst accommodating bold, high quality new additions which can add a new layer of interest to the City Centre.

5.10 York's main retail offer lies within the heart of the city and will be enhanced through additional new retail development at Castle Piccadilly Major Development Opportunity and the Stonebow Area. The Council will also seek to enhance and protect the offer of multiples and the strong independent offer that provides a unique shopping experience compared to other City Centres.

5.11 A number of 'gateway streets' lead into the heart of the City including Micklegate, Walmgate, Fossgate, Piccadilly and Goodramgate and house many of York's independent shops, restaurants and bars. Improvements to accessibility in these areas and measures to refresh the street environment will strengthen the economy of these gateway streets through improved footfall and patronage.

ii. York Central Strategic Allocation

5.12 York Central is a large brownfield site adjacent to the railway station and is a Strategic Allocation set for regeneration. Proposals include enhancements to the National Railway Museum, improving transport and pedestrian links to the City Centre and new office, cultural, leisure, residential and retail developments. Part of this site, forming a new world class urban quarter will become part of the expanded City Centre. A key issue for the City Centre AAP is how to connect the existing and new City Centre uses at York Central with the historic core. York Central is allocated as a strategic site under Policy CS3 'York Central' and will be delivered through an SPD. The SPD will be produced in accordance with Policy CS2 'York City Centre' and the emerging policies of the City Centre AAP.

iii. City Cultural Park

5.13 This is an area of outstanding cultural heritage. It contains an array of visitor attractions including museums and historic gardens. There is an opportunity to build on the success of Museum Gardens and create a wider 'Cultural Park' that better connects to the River Ouse and adjacent green space between the river and railway station. The Park could host more activities and act as a front door from the City's new primary gateway at the York Central Strategic Allocation.

5.14 The area, whilst well visited, needs to be improved in terms of way finding and interpretation and pedestrian and cycle links to the York Central Strategic Allocation, with an aspiration to provide a bridge from the railway station and National Railway Museum over the River Ouse.

iv. Hungate Major Development Opportunity

5.15 Hungate Major Development Opportunity is a mixed use scheme under construction on a former industrial site which was granted outline planning permission in July 2005. This exciting transformation will include offices, ancillary retail, restaurants, homes, a focal community building facing onto a new public square, riverside walks and piazza.

5.16 There will be new linkages including a new footbridge over the River Foss that will integrate this development with the 'Heart of the City' and Walmgate, as well as providing key links to the east of the City at Layerthorpe. Hungate will result in significant increases in pedestrian movement and retail linkages through the Stonebow area offering opportunities to invest in the environment and qualities of these streets. The Stonebow Area refers to an area of retail development opportunity at Stonebow House and the Telephone Exchange.

v. Layerthorpe and York's Production Park

- 5.17 This is the entrance to the City Centre from the east, with great views of the Minster, but it is not inspiring. There is an opportunity to modernise some of the older commercial premises to create new employment opportunities and improve the appearance of the area to create a fitting gateway to the City Centre. The Council will explore the potential of the area through the City Centre AAP.
- 5.18 An opportunity exists to create a new 'Production Park' facing the River Foss, connecting the city walls between the Red Tower and Layerthorpe Bridge, with links to both the City Centre and the Foss Islands area. This would create a suitable landscape setting in which to encourage creative enterprises and green technologies to grow and flourish and help support York as a Science City.

vi. Castle Piccadilly Major Development Opportunity and York's Civic Park

- 5.19 The Castle Piccadilly Major Development opportunity is a large redevelopment opportunity within the City Centre. This area has many unique and world class buildings such as Clifford's Tower and Castle Museum, but also contains run down and vacant buildings along Piccadilly. The River Foss cuts through the area.
- 5.20 Redevelopment in Castle Piccadilly will respect the unique historic setting of the area whilst creating development that delivers a commercial boost to the city, providing larger retail units and department store space which are in demand but currently lacking in the City Centre. This will see growth of the central shopping area to the South and increase pedestrian movements in and out of the area. The area around Clifford's Tower and the Eye of York will be transformed into a world-class civic space, along with a new mixed-use contemporary built development. Redevelopment of Piccadilly will create a better street environment and incorporation of the River Foss as a central element will make the area more attractive. The creation of links through this new development will improve access to other developments such as the Hungate Major Development Opportunity and the Barbican.
- 5.21 An opportunity exists to create a new civic park at the confluence of the rivers – York's historic founding point – at St George's Field. This new green lung would provide an amenity and leisure asset for the City and link into the Castle Piccadilly Major Development Area. An innovative green park could be punctuated with mixed leisure and commercial uses.

vii. The Barbican

- 5.22 The Barbican site, an important gateway to the City Centre, has a future role in contributing towards the growth of the business and cultural sectors. Its development as a large events venue will offer the capacity to attract significant performances to the City, strengthening its role as a regional cultural centre, while also providing a large conference facility, recognised as a current gap in the City's assets. The site and the development of adjacent land must be better integrated with the City Centre with improved linkages via the rivers, walls and gateway streets.

viii. Micklegate

- 5.23 Micklegate is the historic entrance to the City from the South and has a richness of architecture emphasised by the slope and curve of the street. Micklegate is often lively in the evening but quieter during the day when businesses do not benefit from footfall from the core of the City Centre despite a variety of independent shops, restaurants and pubs. Through the City Centre AAP improvements can be made to the area including enhancements to the streetscape of Micklegate and connecting streets with improved surfaces, street furniture and crossing points. Junctions connecting with the street can be redesigned in favour of pedestrian movement. Wayfinding and orientation improvements in the 'Heart of the City' will help to better incorporate the Micklegate area into the retail and visitor 'circuit'. Through the City Centre AAP the Council will also seek to protect the historic character of the street and enhance and protect the offer of independent retailing.

M o v e m e n t a n d A c c e s s i b i l i t y

- 5.24 Addressing accessibility and movement in and around the City Centre has been identified through consultation as a fundamental issue to resolve and is being considered in the emerging City Centre Movement and Accessibility Framework. A comprehensive approach is required. The City Centre AAP will consider key transport corridors into and within the City Centre, in particular the routes between the railway station and Layerthorpe/Fishergate and the railway station and Bootham. These routes form part of the inner ring road and provide good access to the City Centre for vehicles but create a hostile environment for pedestrians and cyclists. The AAP will seek to improve pedestrian and cycle connectivity, allowing City Centre road space to be reallocated in favour of sustainable transport such as walking, cycling and public transport, whilst ensuring the centre continues to be accessible for businesses, residents and visitors. The approach will also seek to reduce congestion and improve air quality in accordance with Policy CS18 'Strategic Transport Priorities' and CS19 'Air Quality'.
- 5.25 The City Centre will see the creation and enhancement of pedestrian and cycle network routes and physical linkages between important destinations within and on the edge of the City Centre, including revitalising the city rivers and city walls as key routes. The River Ouse and River Foss are key features of the City but are under utilised and developments in the past have turned their backs on them. The AAP will embrace the rivers, turning them into attractive, vibrant and bustling environments with improved access to the riversides and linkages to other parts of the City Centre. The city walls are also under utilised as part of the network of routes in the City Centre. The AAP will improve links to the walls from the 'Heart of the City' and the other Areas of Change and accessibility to the walls, whilst maintaining their integrity.

Section 6: York Northwest

York Northwest Corridor

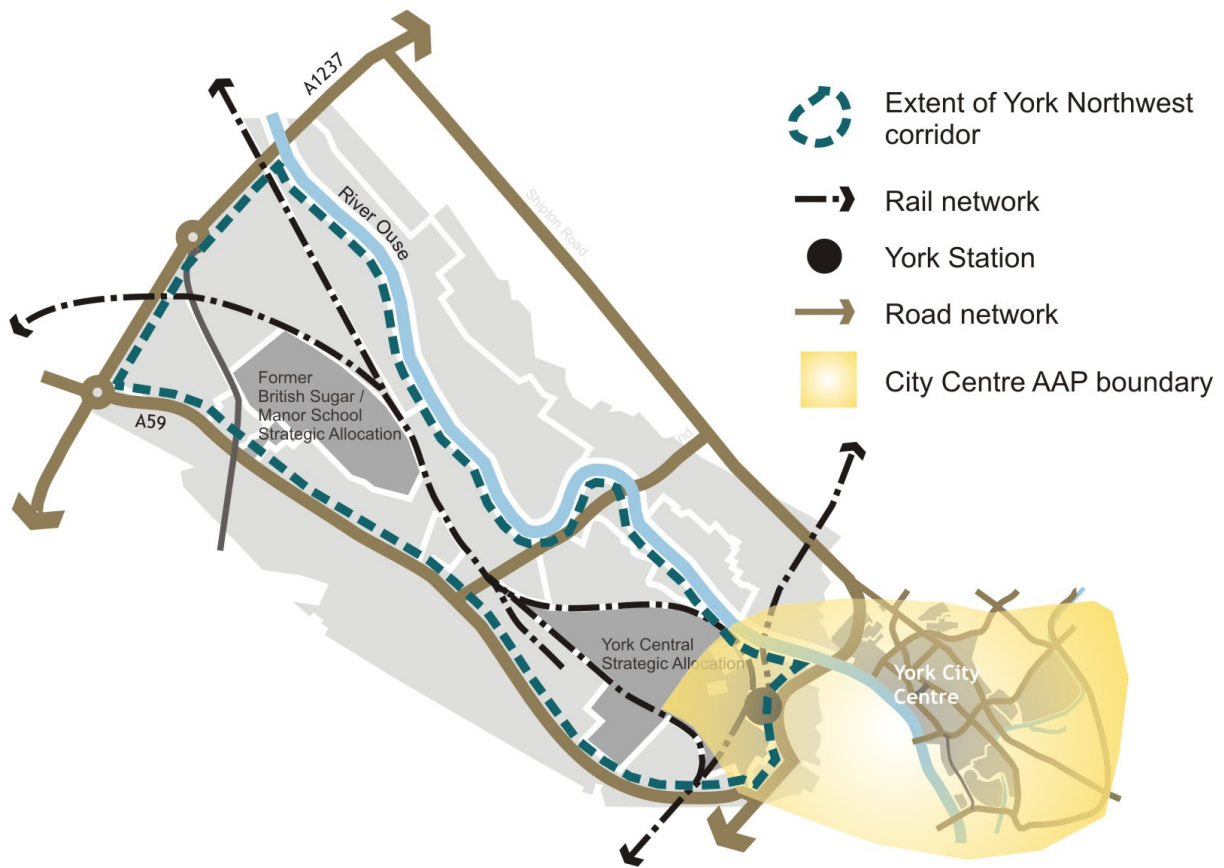
- 6.1 The York Northwest (YNW) corridor is of strategic importance in meeting the overall Local Development Framework (LDF) Vision for York over the next 20 years. The vision for the YNW corridor is that it will be a distinctive place of outstanding quality and sustainable design, it will be well connected with the city and the wider region, contributing to the economic prosperity of York and a vital and innovative addition to the city. It will foster new sustainable communities and enhance quality of life.

Strategic Objectives

- To create new exemplar sustainable and inclusive communities that help meet the city's housing needs and implement new and innovative eco design and technology and sustainable transport solutions.
- To integrate the new communities into existing communities and the wider fabric of the city in a way that ensures the city's heritage assets are preserved and enhanced.
- To maximise the unique opportunity to contribute to the overall economic prosperity of the city through the development of an exemplary new office quarter and strengthening York's retail, culture and leisure role.

- 6.2 The area known as YNW is located immediately to the north and west of York City Centre (as shown on Figure 6.1 and identified on the Key Diagram). The area forms a corridor (the 'York Northwest corridor'), which is bounded by the Outer Ring Road, the River Ouse, the A59 and the historic core of the City. The YNW corridor includes two major brownfield development areas, the York Central and the Former British Sugar/Manor school sites. Together the sites have a combined developable area of around 79 hectares. These sites will be brought forward as Strategic Allocations and will play a key role in meeting the Core Strategy Vision. Collectively, the YNW corridor is likely to provide the largest and most significant area of regeneration that will be seen in York over the next twenty years.

Figure 6.1: York Northwest Corridor and Strategic Allocations



- 6.3 It is essential to ensure that development of this scale balances the benefits of growth with its impact on the environment, transport network and the City's impact on climate change. A holistic, integrated and innovative approach to sustainable living in an urban setting is being sought. Development of the Strategic Allocations within the YNW corridor is being promoted within the Leeds City Region as an Urban Eco Settlement.
- 6.4 YNW has the potential to make a significant contribution to both the economic prosperity and housing needs of the City. Given the highly sustainable and accessible location of the area adjacent to the City's historic core and railway station, YNW also has a key role in enhancing York's commercial, retail, leisure and tourism offer. To reflect this role, part of the York Central Strategic Allocation falls within the City Centre boundary and will need to be considered in the context of the City Centre Area Action Plan (AAP).
- 6.5 A planned approach will be undertaken to ensure that the sites are considered in a strategic and comprehensive manner, whilst promoting local distinctiveness. The YNW Corridor is wider than the two Strategic Allocations to enable other potential development sites which may come forward in the future to be considered within the wider context.
- 6.6 Overarching issues, such as transport and open space provision, which are relevant to the comprehensive development of the area, will be considered within the wider context. A transport masterplan will be prepared for the YNW Corridor which will

outline a package of transport infrastructure measures and interventions. This approach will be taken forward in accordance with Policy CS25 ‘Infrastructure and Developer Contributions’.

York Central Strategic Allocation

Targets

Progress towards achieving the strategic objectives for York Northwest will be measured against the following targets for York Central:

- Provision of 87,000 to 100,000 sq m offices (B1) by 2031;
- Provision of 20,000 to 25,000 sq m net of comparison retail post 2020, following the development of Castle Piccadilly, subject to detailed impact testing; and
- Provision of around 1,165 dwellings and associated social infrastructure to meet the needs of the development, including sports, leisure, health, education and community facilities and open space, by 2031.

Policy CS3: York Central Strategic Allocation

The LDF will provide a new piece of City with exemplar mixed development including a world class urban quarter forming part of the City Centre with a new central business district, expanded and new cultural and visitor facilities, retail and residential uses and a new vibrant residential community.

The York Central Strategic Allocation will provide:

- i. Offices (B1): 87,000 to 100,000 sq m;
- ii. Retail (comparison): 20,000 to 25,000 sq m net post 2020 and following the development of Castle Piccadilly, subject to detailed impact testing showing no significant impact on City Centre retail, that traffic and air quality implications are acceptable and that effective pedestrian linkages and other measures to integrate it effectively with the City Centre can be achieved;
- iii. Residential: around 1,165 dwellings;
- iv. Culture, leisure and tourism facilities: to be determined through masterplanning; and
- v. Open space, high quality public realm and supporting social infrastructure.

The site is being promoted within the Leeds City Region as an Urban Eco-Settlement, with sustainable living as the core concept in the creation of the new development. Development will seek to deliver PPS1 standards for Eco Towns within the context of its brownfield location.

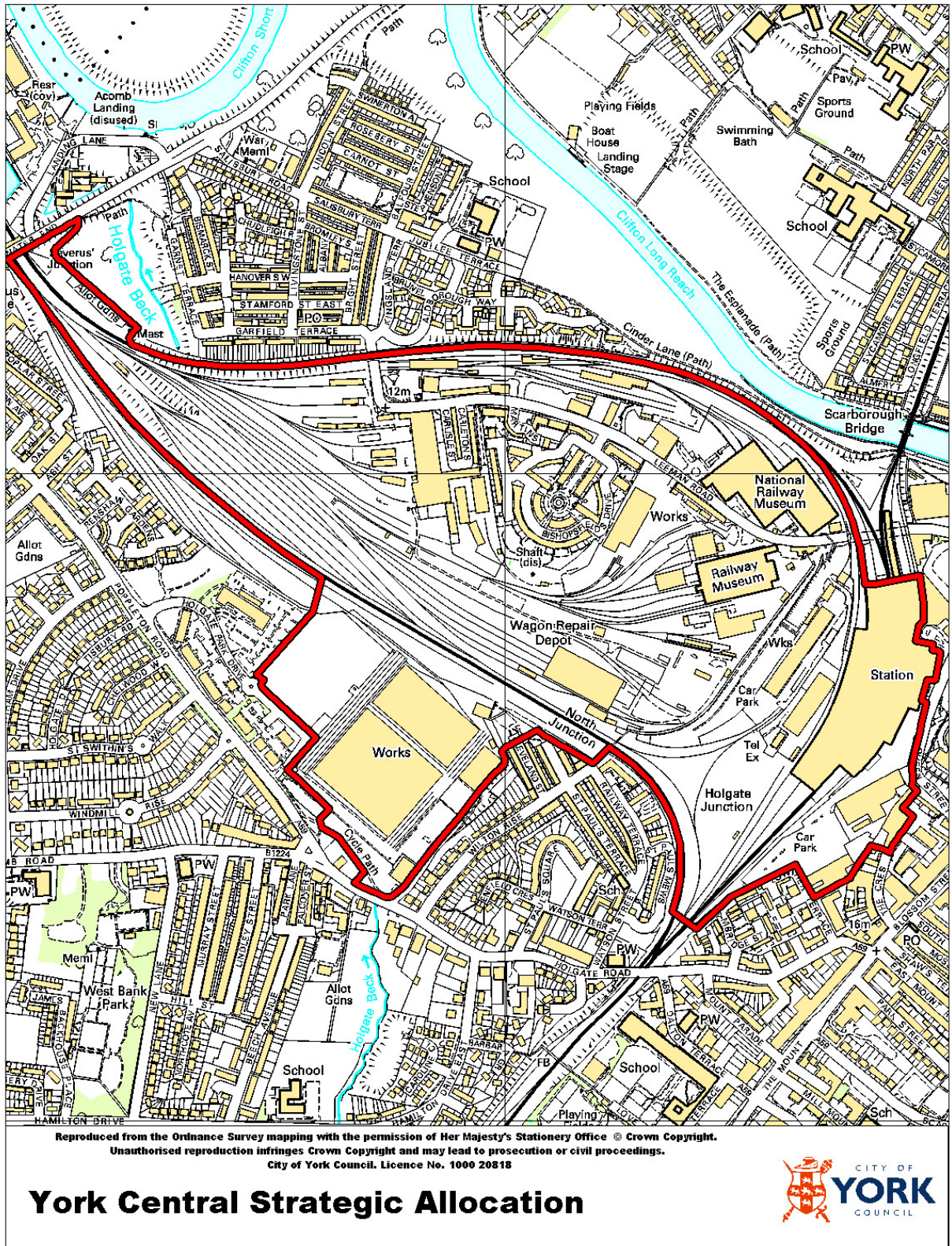
Development within the York Central site will be permitted in accordance with the principles of development set out below, to be defined further through the preparation of a Supplementary Planning Document (SPD) produced with the involvement of stakeholders and the community.

The principles of development are:

- i. to create a new mixed-use urban quarter for York including a range of commercial, residential and leisure uses together with new retail provision which helps to meet identified future capacity in the city;
- ii. to provide a new central business district with exemplar high quality new offices;
- iii. to enhance the cultural area around the NRM within high quality public realm and improving connectivity of the area to the rest of the City Centre;
- iv. to create a distinctive new place of outstanding quality and design which complements and enhances the existing historic urban fabric of the city;
- v. to maximise the benefits of sustainable economic growth;
- vi. to create a sustainable new community with a range of housing types and tenures;
- vii. to ensure provision of social infrastructure which meets the needs of the new community including sports, leisure, health, education and community facilities and open space;
- viii. to maximise integration, connection and accessibility, including addressing issues at York Station;
- ix. to ensure as many trips as possible are taken by sustainable travel modes and to promote and facilitate modal shift from the car;
- x. to minimise the environmental impact of vehicular trips;
- xi. to deliver development within a Green Infrastructure framework which maximises linkages with the wider green infrastructure network and integrates with wider public realm in the city; and
- xii. to ensure sustainability principles are embedded at all stages of the development.

The SPD will establish a co-ordinated planning approach to ensure delivery of high quality sustainable development in a complementary manner. The SPD will provide the planning framework, outlining the principles for development with associated statements, which will set out the requirements to be sought. It will also outline infrastructure, facilities and services to meet the needs of the new development.

Figure 6.2: York Central Strategic Allocation



Explanation

- 6.7 The York Central Strategic Allocation comprises around 35 hectares of developable brownfield land, equivalent in size to three quarters the area of the walled city and is bounded in its entirety by railway lines. Historically, York Central has been occupied by a broad mix of operational rail related uses, alongside the National Railway Museum (NRM). Other key uses within the site include existing residential dwellings and a number of local businesses in the light industry and trade sectors. Network Rail are currently rationalising their operational rail activities within York Central and it is anticipated that a significant proportion of land within the site will become available for redevelopment. As a historic City, York is constrained in terms of future development opportunities and York Central provides a unique opportunity for future expansion of the City Centre in a highly sustainable location adjacent to the centre, the railway station and public transport services, without compromising the historic fabric of the City.
- 6.8 As well as housing, significant need for town centre uses including offices and retail has been identified through background study work carried out. This will take the form of a mixed use urban quarter and new residential community. The urban quarter will be focused around high quality public realm which forms part of the green infrastructure framework and which complements the rest of the City Centre.
- 6.9 York Central is envisaged as playing a pivotal role in the city's economic expansion through accommodating a critical mass of office floorspace (between 87,000 and 100,000 sq m) configured to meet modern office needs. This would accommodate future growth sectors in a high quality and nationally accessible central business district. The site is identified in the Retail Study as the next sequentially appropriate site for future retail development to be brought forward after existing identified City Centre sites, Castle Piccadilly and the Stonebow Area. The scale of retail development will be dependent on its impact on the vitality and viability of the City Centre, though capacity in the longer term (of 20,000 to 25,000 sq m) has been identified.
- 6.10 The site includes the NRM which is a nationally important cultural facility. A key aspiration of the council and stakeholders is to improve the setting and upgrade the offer of the NRM allowing it to fulfil its potential as a high quality international standard visitor destination and raise its profile internationally. The site offers a unique opportunity for both new and expanded cultural/tourist facilities in the City. The Council will promote the development opportunities presented by the site for new tourist and visitor facilities which would complement the existing offer in the City, and the new cultural park. Cultural uses which extend the hours of use into the evening will be promoted with a balance of activities and uses to encourage interaction and social inclusion. This will include bars, restaurants, galleries, hotels and cafes.
- 6.11 The Council have also identified the site as having an important role in meeting future housing needs within the city in a sustainable brownfield location. This should take the form of a new vibrant mixed neighbourhood, including open space and community facilities. Together with the commercial and leisure uses an element of this housing will also form part of the mixed-use urban quarter.

- 6.12 York Central offers a central, sustainable location for this development which can complement the existing City Centre. Due to the site's scale and location there is the potential to provide innovative highly sustainable development which can build on York's reputation as a high quality city with world class status. The area provides an excellent opportunity to provide an exemplar new sustainable community with mixed use development which minimises the need to travel and acts as a catalyst for sustainable living. Reflecting the opportunities for highly sustainable development the site is being promoted within York Northwest as an Urban Eco Settlement.
- 6.13 The Council will prepare an SPD for the area, which will establish a co-ordinated development framework to ensure delivery of a sustainable development of outstanding quality in a complementary manner. The York Central development will be delivered in a phased approach within a comprehensive framework, which identifies new infrastructure requirements within the context of the whole of the YNW Corridor. New road infrastructure will be required, with a minimum of two new bridges likely to be needed to access the site across railway lines and deliver full development of the area. Sustainable modes, taking full advantage of the opportunities associated with the development's location will need to be maximised in order to limit impacts on the wider road network, congestion and air quality. Opportunities will be explored around pedestrian and cycle linkages, Park & Ride, tram train and rail and bus service improvements, as well as the long term aspiration to provide a transport interchange at the station. Tram-train could offer an important public transport link between the site, the City and the wider region. Given the long term nature of this project, appropriately located land should be reserved as part of the development and incorporated into the wider phased approach to sustainable transport. The SPD will outline a package of infrastructure requirements.
- 6.14 The development framework will outline broad land parcels which can be brought forward in a phased manner. A mix of land uses and the essential infrastructure required to deliver each parcel will be set out. Detailed masterplanning of land parcels will be undertaken by developers.

Former British Sugar/Manor School Strategic Allocation

Targets

Progress towards achieving the strategic objectives for York Northwest, will be measured against the following targets for the Former British Sugar/Manor School Strategic Allocation:

- Provision of around 1,295 dwellings and associated social infrastructure to meet the needs of the development, including sports, leisure, health, education and community facilities and open space, by 2031.
- Provision of a local centre incorporating community facilities and between 1,000 and 1,500 sq m gross floorspace for retail, services and food and drink uses, including local convenience retail of between 200 and 600 sq m gross, subject to retail impact assessment and masterplanning.

Policy CS4: Former British Sugar/Manor School Strategic Allocation

The LDF will bring forward the redevelopment of the Former British Sugar and Manor School sites to provide a new sustainable and inclusive residential community centred around a new neighbourhood local centre, which will cater for arising local needs and provide a community focus.

The Former British Sugar/Manor School Strategic Allocation will provide:

- i. residential development of around 1,295 units;
- ii. open space; and
- iii. a local centre/community hub incorporating health, education, leisure and community facilities to meet local needs and 1,000 to 1,500 sq m gross floorspace for retail, services and food and drink uses, including local convenience retail of between 200 and 600 sq m gross, subject to a retail impact assessment.

The site is being promoted within the Leeds City Region as an Urban Eco-Settlement, with sustainable living as the core concept in the creation of the new development. Development will seek to deliver PPS1 standards for Eco Towns within the context of its brownfield location.

Development within the Former British Sugar/Manor School Strategic Allocation will be permitted in accordance with the principles of development set out below, to be defined further through the preparation of an SPD prepared with the involvement of stakeholders and the community.

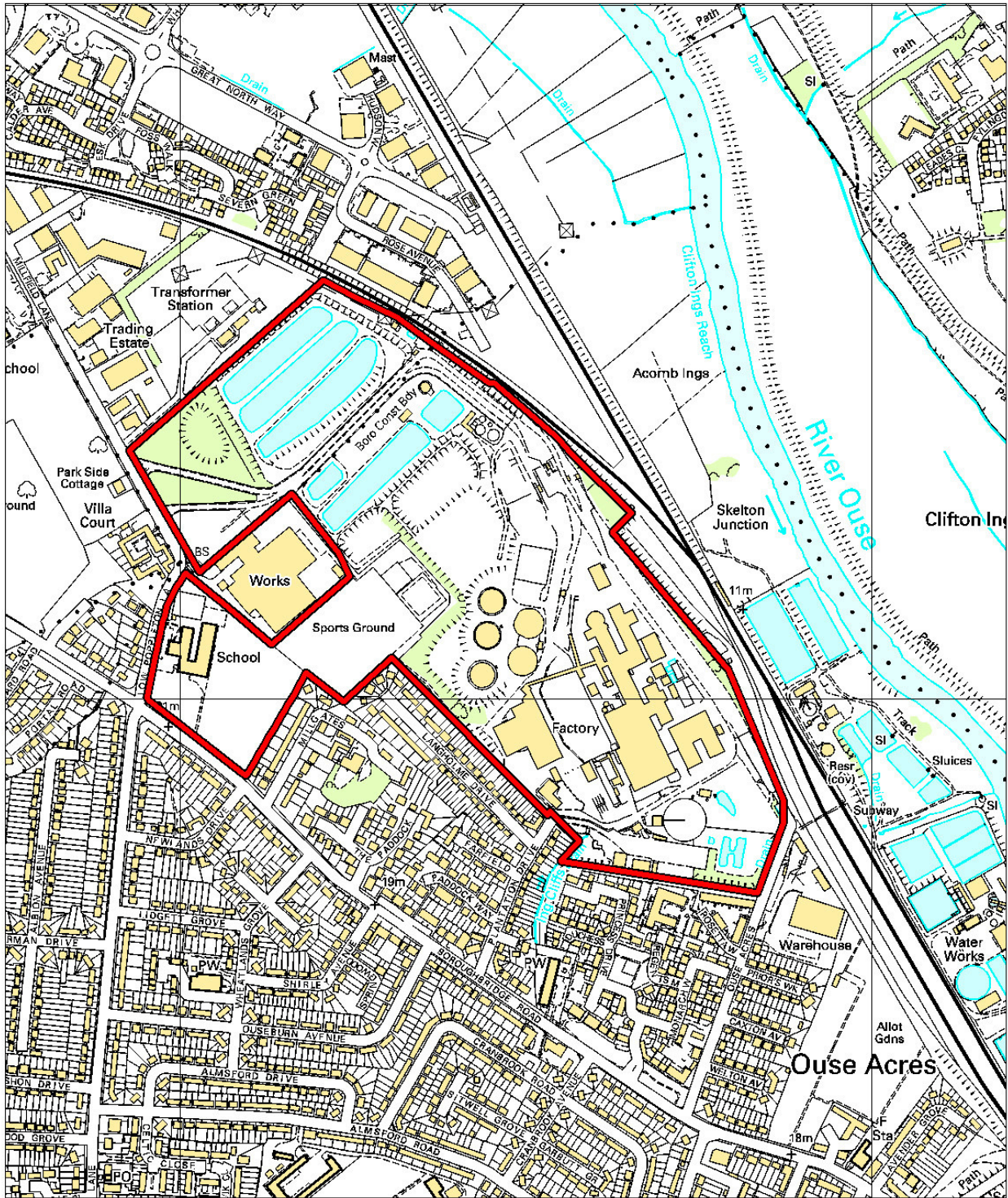
The principles of development are:

- i. to create a sustainable, balanced community through provision of an appropriate range of housing;
- ii. to ensure that social infrastructure requirements of the new community are met through provision of facilities and services in a planned and phased manner which complements and integrates with existing facilities;
- iii. to maximise the benefits of sustainable economic growth for the local community;
- iv. to ensure the highest standards of sustainability are embedded at all stages of the development;
- v. to create a high quality, locally distinctive place which relates well to the surrounding area;
- vi. to create a people friendly environment which promotes opportunities for social and community interaction;
- vii. to deliver new development within a framework of linked multifunctional green infrastructure incorporating existing landscape areas and biodiversity value, and maximising linkages with the wider green infrastructure network;
- viii. to maximise integration, connectivity and accessibility to and from the site giving priority to sustainable travel in line with the hierarchy of users set out in LTP2 and the emerging LTP3;
- ix. to ensure as many trips as possible are able to be taken by sustainable travel modes and to promote and facilitate modal shift from the car to sustainable forms

- of travel by maximising opportunities for walking, cycling and public transport;
and
- x to minimise the environmental impact of vehicle trips to and from the development and mitigate the impact of residual car trips on the highway network where possible.

The Council will prepare an SPD which will establish a co-ordinated planning approach to ensure delivery of high quality sustainable development in a complementary manner. The SPD will provide the planning framework, outlining the principles for development with associated policy statements, which will set out the requirements to be sought. It will also identify infrastructure, facilities and services to meet needs associated with the new development.

Figure 6.3: Former British Sugar/Manor School Strategic Allocation



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Former British Sugar/Manor School Strategic Allocation



Explanation

- 6.15 The Former British Sugar/Manor School Strategic Allocation is located to the north west of the York Central area close to the A59 Boroughbridge Road and is bounded in part by operational rail lines. The site comprises around 42 hectares of brownfield land. For the past 100 years the majority of the site was used as a sugar refinery plant.
- 6.16 The site is suitable for a new mixed neighbourhood with an emphasis on family housing which seeks to address York's specific future housing needs. A range of housing types and densities will be provided ensuring the creation of new mixed and balanced communities, which respond to future demographic trends within the city. Study work carried out for the Strategic Housing Market Assessment has shown that in order to move towards a more balanced housing market a greater proportion of family housing will be required in the medium term. As a suburban location this site will make an important and significant contribution towards the city's future housing needs. It is therefore identified as a strategic allocation within the city.
- 6.17 Study work on future convenience retail provision within the city has shown that there is likely to be a need for retailing and service facilities within a new local centre within the site. Subject to a detailed needs and impact assessment, a centre of 1,000 to 1,500 sq m gross retail, services and food and drink space may be appropriate. This should include a local food store of between 200 to 600 sq m gross to provide for local day to day shopping needs. Education and open space provision will be required in line with policy requirements to address newly arising needs whilst taking account of existing capacities. Social infrastructure to support the needs of the new community is likely to be required in terms of sports, leisure, health, and community facilities (see Policy CS11 'Community Facilities'). The detailed nature of community, leisure and health provision will emerge through discussions with the service providers.
- 6.18 As a strategic site of significant scale it is essential to ensure that its future development minimises its impact on the environment and helps to minimise the City's impact on climate change. A key aspiration is to provide innovative highly sustainable development which contributes to reducing York's ecological footprint over time. The area provides an excellent opportunity to provide an exemplar new residential sustainable community. There are key opportunities arising from the size of the site and its position within York's Green Infrastructure network. Due to known constraints on the highway network a highly sustainable approach to movement and transport provision will be necessary. Tram-train could offer an important public transport link between the site and the wider region. As a result of the long term nature of this project, appropriately located land and financial contributions towards tram-train halt facilities should be reserved as part of the development and incorporated into the wider phased approach to sustainable transport through the masterplanning process. This should also consider the opportunities to link to areas adjoining the Strategic Allocation. The SPD will set out a planned and cohesive strategy for sustainable living. Reflecting these opportunities the site is being promoted within York Northwest as an Urban Eco Settlement.

- 6.19 The Council will prepare an SPD for the area, which will establish a co-ordinated planning approach to ensure delivery of high quality, sustainable development in a complementary manner. This will outline a number of key principles that will guide the masterplanning and future development of the area. Building on extensive consultation already carried out, engagement with local residents and key stakeholders will be undertaken to develop the planning framework drawing on local knowledge and experience and future aspirations for the area.
- 6.20 The design and layout for the site will emerge from masterplanning, which will be guided by this policy and the SPD and which will need to evolve through community engagement. The masterplan will be carried out by the developer and will need to include a phasing plan and delivery strategy.



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

York: A City Making History

Making our mark by:

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

Section 7: York's Special Historic and Built Environment

Strategic Objective

To continue to protect, preserve and enhance York's exceptional historic legacy, including its architecture and archaeology, significant views, landscape setting and the distinctive characteristics of York's villages and neighbourhoods. The Local Development Framework (LDF) will ensure that all new development delivers the highest quality standards in urban design, architecture and public realm, delivering its share of exceptional contemporary development that will be equally valued by future generations.

Targets

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

- Completion of a City of York Heritage Strategy by April 2012.
- The completion of a Conservation Area Character Appraisal for the Central Historic Core by April 2012.
- Completion of City of York Citywide Views Appraisal by 2012.
- Review of York's archaeological resource by 2013, updating 'The York Development and Archeology Study (1991)' undertaken by Arup and the University of York.
- Consultation and agreement on a Local List for York in accordance with the City of York Heritage Strategy.
- Completion of Heritage Assessments for all Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs), to ensure that the contribution York's heritage assets make to their environment, now and in the future, is fully appreciated.
- Completion of Design Briefs for Major Development Sites.
- Ongoing programme of Conservation Area Character Appraisal and review for the City's Conservation Areas.
- Ongoing development of the City of York Historic Environment Record.

Policy CS5: Urban Design and the Historic Environment

The following assets have been identified as being of strategic importance to the special character and setting of York, those elements which contribute to their significance will be conserved in perpetuity:

- the City's strong urban grain, townscape, layout of streets and squares, building plots, snickleways, arterial routes, and parks and gardens;
- the City's compactness;
- the City's landmark monuments, in particular the City Walls and Bars, the Minster, churches, Guildhalls, Clifford's Tower and the main railway station. The

legacy of factories, housing, buildings, structures and spaces associated with the City's railway and chocolate manufacturing heritage;

- the City's architectural character and craftsmanship;
- the City's archaeological complexity: the extensive and internationally important archaeological deposits beneath the City. Where development is permitted, the potential to utilise this resource for socio-economic and educational purposes for the benefit of both York's communities and those of the wider archaeological sector will be explored; and
- the City's setting within its rural hinterland and the open green strays and river corridors and lngs, which penetrate into the heart of the urban area.

The Council appreciates the outstanding quality of the historic and built environment, its inherent value to the City, and the central role it plays in York's success. The LDF will promote understanding and appreciation of this important asset. Priorities for the LDF will include the adoption of a Heritage Strategy, preparation of a Conservation Area Character Appraisal for the Central Historic Core, heritage statements for key strategic sites and an assessment of key views. The Council will also support the production of Conservation Area Character Appraisals, York's Local List, Parish Plans, Village Design Statements and Conservation Management Plans for important heritage assets, to ensure that future development is based on a thorough understanding of local character and context. To help achieve this, the Council will work with local communities to identify those aspects of the historic environment which they consider to be important to the character of their locality and help them to secure their protection and enhancement.

Where appropriate, these studies will be adopted as SPDs. Such guidance will be used to inform the allocation of sites and in assessing proposals for development.

Applications for development should clearly describe the significance of heritage assets likely to be affected by development. The Council will work with developers, landowners and investors to raise awareness of the opportunities and potential for York's special character to shape development proposals. With reference to the current or emerging contextual guidance, as above, development proposals will be supported where they are designed to:

- i. conserve those elements and settings which contribute to York's historic and architectural environment, including nationally and locally designated sites, buildings and other heritage assets, their features, character, flora and fauna. New development should avoid damage to archaeological deposits wherever possible and put in place appropriate mitigation measures where damage is unavoidable;
- ii. encourage a strong sense of place through maintaining and enhancing local townscape and landscape character, river corridors and becks, street patterns and frontages (in particular York City Centre's medieval street patterns, urban spaces, burgage plots and snickleways). Development should respect local form, scale and density, address the need to reduce CO₂ emissions and York's eco footprint in a sympathetic way, and promote high quality standards of contemporary design in buildings and the spaces between them in response to the outstanding value of the existing townscape, in terms of:

- a) urban grain, with respect to the arrangement of street blocks, plots and buildings in determining the texture of the city;
 - b) urban structure, and the framework of routes and spaces connecting locally and more widely;
 - c) the character and appearance of landscape, city parks, landforms, open space, planting boundaries and treatment;
 - d) density and mix, allowing for the provision of appropriate on-site amenity space. In particular, conversions into flats or houses should provide satisfactory levels of amenity for future occupiers;
 - e) scale, in relation to its surroundings, views, vistas and skylines, in particular the prominence of York Minster both from within the city and in longer distance views across the open countryside;
 - f) massing in relation to other buildings and spaces, particularly buildings of architectural or historic significance; and
 - g) the texture, colour, pattern and durability of materials, and techniques and elements of detailing used.
- iii. allow inclusive access and movement for pedestrians and cyclists, and promote public spaces and routes that are attractive, safe, uncluttered and easy to move through for all; and
- iv. improve the quality of the public realm and environment presenting positive first impressions to those arriving in, exploring or passing through York.

Explanation

- 7.1 York's heritage is amongst the richest in England and is a significant asset and resource for the City, it:
- defines the physical personality that makes York such a vibrant place to live in and for millions of tourists to visit. York's unmistakable sense of place is enjoyed by over seven million visitors a year;
 - has heritage that is distinctive, diverse and world class;
 - surrounds and pervades us all, from village green to Minster precinct, providing the context for our everyday lives;
 - influences national, regional and local identity and makes a significant contribution to our quality of life, including access, accessibility and social inclusion;
 - contributes to knowledge, education, understanding and the local and regional economy;
 - provides recreation and employment;
 - is a force in regeneration, tourism and sustainable development and provides impressive and challenging places in which to live and work; and
 - is dynamic and subject to continual change.
- 7.2 York is a City of international importance and interest. It has more or less wholly-preserved remains typical of many periods and cultures, often, because of the depth of archaeological deposits that contain them, largely unaffected by subsequent

developments. Its story is documented in unusually rich, varied and complete civic, ecclesiastical and private archives, in exemplary inventories and by extensive archaeological investigation and publication. York is pursuing designation as a World Heritage Site, on the basis of its sub-surface archaeological deposits.

- 7.3 The recognition and celebration of York’s historic past is a key element of *York – A City Making History: Vision and Sustainable Community Strategy 2008 – 2025 (2008)*, which has at its heart the aim of ensuring future development and growth strengthens the City’s special qualities and unique environment. York is a changing City. The layers of history reflected in the City’s physical characteristics continue to alter in reflection of lifestyle, economic, technological and environmental shifts. It is crucial that, through this process, good design informs this changing built environment, to ensure that its outstanding value endures.
- 7.4 Section 1 ‘Background’ of this Submission Draft Core Strategy describes how York’s history has resulted in a complex mosaic of buildings and streets, green spaces and a landscape setting which give the City a unique character. The City has 35 conservation areas and around 1,600 designated heritage assets. The importance of York is highlighted by the City’s status as only one of five historic centres in England designated as an Area of Archaeological Importance under the *Ancient Monuments and Archaeological Areas Act 1979*.
- 7.5 Government guidance set out in *Planning Policy Statement 1 (2005) (PPS1)* asserts that high quality and inclusive design means ensuring that a place will function well and that new development adds to the overall character and quality of the area, not just for the short term, but over the lifetime of the development. It states that good design is indivisible from good planning and should respond to its local context and create or reinforce local distinctiveness. It advises that design which fails to take the opportunities available for improving the character and quality of an area should not be accepted. In preparing development plans, such as the Core Strategy, PPS1 also advises that we should seek to enhance as well as protect the historic environment, landscape and townscape character.
- 7.6 Statutory protection for, and guidance on, the historic environment is provided through the *Planning (Listed Buildings and Conservation Areas) Act 1990*. Further guidance in *Planning Policy Statement 5 (2010) (PPS5)* describes the Government’s overarching aim that the historic environment and its heritage assets should be conserved and enjoyed for the quality of life they bring to this and future generations.
- 7.7 In York this will be achieved through: the adoption of a Heritage Strategy, which sets out the City’s aspirations for the Historic Environment, and the City’s understanding, ownership and appreciation of it; the publication of the Heritage Topic Paper as part of the LDF evidence base, and; the promotion of heritage outreach work involving partners, including the civic amenity societies, to achieve greater understanding and appreciation of York’s unique and World Class Heritage.
- 7.8 Section 18 ‘Sustainable Design and Construction’ considers the variety of means by which development can contribute to a reduction in York’s carbon and eco-footprint, with the City keen to encourage an innovative and exemplary marriage of ambitions in these two areas. The likely impact of proposed sustainable design measures on

heritage assets should be clearly described as part of the submitted Heritage Statement.

Policy Links

- Section 17 'Green Infrastructure'
- Section 18 'Sustainable Design and Construction'
- Section 22 'Infrastructure and Developer Contributions'



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

York: A City Making History

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- **Being at the forefront of innovation and change with a prosperous and thriving economy**
- **Being a world class centre for education and learning for all**
- **Celebrating our historic past whilst creating a successful and thriving future**

**BUILDING CONFIDENT, CREATIVE
AND INCLUSIVE COMMUNITIES**

Section 8: Housing Growth and Distribution

Strategic Objective

To deliver an adequate number of housing sites in suitable locations that maximises housing delivery whilst reflecting Spatial Principle 1, Spatial Principle 2 and Spatial Principle 3.

Targets

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

- Delivery of an average of 635 dwellings per year between 2011/12 and 2015/16.
- Delivery of an average of 855 dwellings per year between 2016/17 and 2030/31.

Policy CS6: The Scale and Distribution of New Housing

The Local Development Framework (LDF) will make provision for at least 16,000 dwellings in the City of York between 2011 and 2031, directed by Spatial Principles 1, 2 and 3. Provision to meet this requirement will be made as follows:

1. Identified Supply

- Sites with planning permission or part completed	3,967 dwellings
- Former British Sugar/Manor School Strategic Allocation	1,295 dwellings
- York Central Strategic Allocation	1,165 dwellings
- Sites within the City Centre Area Action Plan	430 dwellings
- Estimated completions on presently unidentified 'windfall' sites (less than 0.2 ha)	3,108 dwellings
- Potential sites identified through the Strategic Housing Land Availability Assessment (SHLAA)	2,306 dwellings

Within the supply identified above the Major Development Opportunities highlighted on the Key Diagram make the following contribution to the overall supply:

- Hungate	557 dwellings
- Nestle South	315 dwellings
- Terry's	395 dwellings
- Germany Beck	700 dwellings
- Metcalfe Lane	538 dwellings

(all of these have planning consent)

Housing allocations and windfalls will be assessed in accordance with Spatial Principles 1, 2 and 3. Sites should be in accessible locations and respect residential amenity.

2. Future Areas of Search for Urban Extensions

In accordance with the sequential approach set out in Spatial Principle 3, areas A1, A2 and B (shown on the Key Diagram) will be brought forward to meet future housing need if they are required to maintain a 10 year supply of developable sites.

Explanation

- 8.1 The target for the City of York is to provide an overall average of 800 dwellings per year from 2011 to 2031. The target is phased to recognise the lower housing completions that have occurred in recent years as a result of the slow down in the housing market. It is anticipated that this will continue in the immediate short term, but gradually increase to achieve the overall average across the plan period.
- 8.2 Policy CS6 will meet future housing need and situate new housing in locations that support the Spatial Strategy. The focus for new housing development will therefore be the main urban area of York, with around 87% of new housing in the identified supply being within the main urban area and the remainder in the large villages and villages. In accordance with *Planning Policy Statement 3 (2010)* (PPS3) York's LDF will identify broad locations and specific sites that will enable continuous delivery of housing over the LDF period to achieve the housing target. The *City of York Strategic Housing Land Availability Assessment (2011)* (SHLAA) provides information on the amount, location and deliverability of potential housing sites. It does not allocate housing sites but it will inform the Allocations Development Plan Document (DPD) and City Centre Area Action Plan (AAP) which will identify specific housing sites.
- 8.3 The future housing supply will be provided through the completion of sites with planning permission; the Strategic Allocations at York Central and the Former British Sugar/Manor School; sites within the City Centre which will be allocated through the AAP; windfalls; and additional potential sites identified through the SHLAA. These potential sites will be allocated through the Allocations DPD.
- 8.4 PPS3 states that windfalls should not be included in the first 10 years of housing supply and therefore a full allowance for windfalls is not included in the supply of housing in York over the 20 year plan period. However, it is considered appropriate to include a reduced allowance for windfalls to reflect historic rates of completions on very small windfall sites (less than 0.2ha) and changes of use or conversions of larger properties. Both of these sources are too small to be picked up in the SHLAA, but nevertheless are characteristic of the types of sites that have come forward in York in the past. Reflecting the spatial strategy settlement hierarchy and the focus of development on the main urban area and large villages an allowance of 168 windfalls a year has been included in the housing trajectory (based on a 10 year trend in these areas). Allowing for planning permissions already in the system, this equates to an additional 3,108 dwellings by 2031.
- 8.5 Priority will be given to developing previously developed land and buildings. Based on past development trends and sites identified in the supply, it is anticipated that

around 79% of housing development in the identified supply will take place on previously developed land.

- 8.6 It is anticipated that in addition to the supply identified in Policy CS6, further previously developed sites, which are as yet unidentified, will come forward for housing development over the lifetime of the Core Strategy. However, to ensure that York's housing needs can be met over the longer term, a number of future areas of search for urban extensions have been identified. These are shown on the Key Diagram as areas A1, A2 and B. In accordance with Spatial Principle 3, a sequential approach will be taken to these areas and they will only be brought forward for development if there is insufficient brownfield land and other suitable sites within the Sub Regional City of York, large villages and villages to maintain a 10 year supply of housing land.
- 8.7 The delivery of housing will be monitored through the Annual Monitoring Report (AMR) to ensure that a continuous supply of deliverable sites is available, suitable to produce a range of housing types. The AMR would initiate a review of the Allocations DPD to bring forward the future areas of search for urban extensions if housing targets are not being achieved.

Policy Links

- Section 9 'Aiding Choice in the Housing Market'
- Section 10 'Affordable Housing'
- Section 11 'Community Facilities'
- Section 15 'Sustainable Transport'
- Section 22 'Infrastructure and Developer Contributions'

Section 9: Aiding Choice in the Housing Market

Strategic Objective

To enable all York's current and future residents to have access to decent, safe and accessible homes throughout their lifetime, by ensuring that new development proposals respond to an understanding of local housing needs.

Targets

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

- At least 70% of homes delivered over the plan period will be houses rather than flats.
- Delivery of sites for 36 additional permanent Gypsy and Traveller pitches by 2031.
- Delivery of sites to accommodate 13 permanent plots for Showpeople by 2019.
- 100% of new homes built to Lifetime Homes standard.
- All new houses achieving minimum net densities of 75 dwellings per hectare (dph) (City Centre), 50 dph (Urban Area), 40 dph (Suburban Area and Haxby) and 30 dph (Rural Area).

Policy CS7: Balancing York's Housing Market

Proposals for residential development must respond to the current evidence base, including the findings of the *Strategic Housing Market Assessment, North Yorkshire Gypsy and Traveller Accommodation Assessment (2008)*, *North Yorkshire Accommodation Requirements of Showmen (2009)*, and/or other local assessments of housing need. The Local Development Framework (LDF) will support housing development which helps to balance York's housing market, address local housing need, and ensure that housing is adaptable to the needs of all of York's residents throughout their lives. This will be achieved in the following way:

- i. identifying appropriate housing sites through the Allocations Development Plan Document (DPD) and Area Action Plan (AAP) in accordance with Spatial Principles 1 and 2;
- ii. identifying sites through the Allocations DPD and AAP for at least 36 additional Gypsy and Traveller pitches in the plan period, and land to accommodate at least 13 permanent plots for Showpeople by 2019;
- iii. securing the provision of new specialist housing schemes within major housing developments, including to accommodate those with severe learning disabilities, physical disabilities and dementia;
- iv. enabling higher density development in the most accessible locations, to provide homes for young people (aged 18-25 years). These locations will offer the best access to the City Centre, higher education institutions and a range of day to day services;

- v. delivering an overall mix of 70% houses:30% flats. Sites required for specific housing types and site-specific mix standards will be identified through the Allocations DPD and AAP;
- vi. requiring that all new housing is built to Lifetime Homes standard; and
- vii. controlling the concentration of Houses in Multiple Occupation, avoiding the division of small properties, where further development of this type of housing would have a detrimental impact on the balance of the community and residential amenity.

Policy CS8: Sites for Gypsies, Travellers and Showpeople

The LDF will support sites for Gypsies, Travellers and Showpeople which:

- i. provide safe and convenient vehicular and pedestrian access to the site;
- ii. provide for adequate on-site facilities for parking, storage, play and residential amenity;
- iii. are well located on the highway network;
- iv. offer safe and convenient access to schools and local facilities;
- v. provide adequate levels of privacy and residential amenity; and
- vi. make temporary plots available within larger sites.

In addition to the above criteria, plots for Showpeople will be considered acceptable where they are designed to:

- vii. offer the potential for living and working on-site;
- viii. permanently house a maximum of 12 families within any one site; and
- ix. provide individual plots of minimum 0.5 acre.

Policy CS9: Housing Density

The LDF will ensure that new housing development will contribute to an efficient use of land through achieving the following minimum net housing densities:

- City Centre 75 dwellings per hectare;
- Urban area 50 dwellings per hectare;
- Suburban area 40 dwellings per hectare; and
- Rural area 30 dwellings per hectare.

Explanation

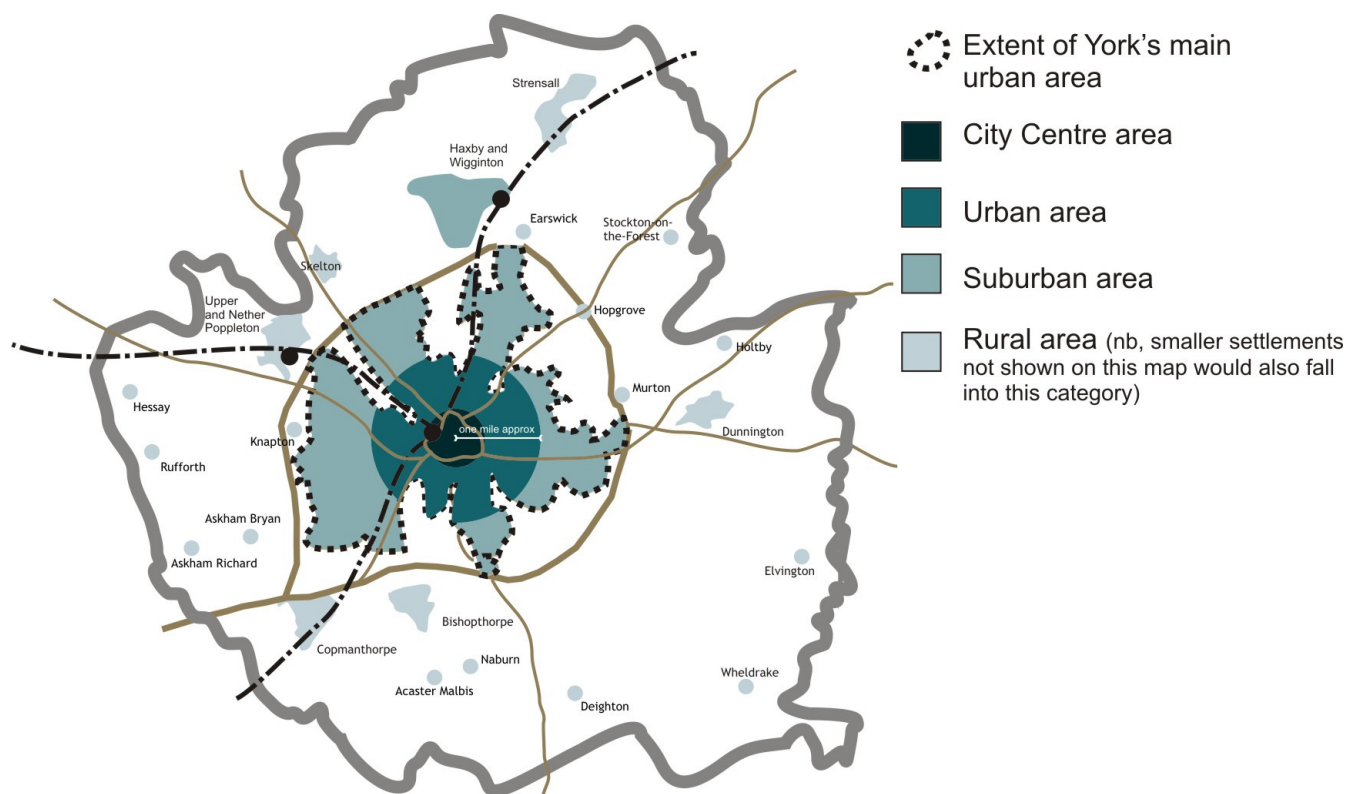
- 9.1 *Planning Policy Statement 1 (2005)* makes clear the commitment to building sustainable communities where people want to live. Section 3 ‘Spatial Strategy’ has set out our overall strategy guiding the level and broad location of future strategic housing growth but it is not simply a question of providing more homes, policy has to consider housing quality and choice in order to help future proof communities and help deliver lifetime neighbourhoods. The Housing Strategy for York is regularly updated and reviews the housing market, conditions and needs in York and picks up on some of the headline priorities within local service plans, as well as those that have a wider regional and sub-regional significance. Strategically, its focus is on

reducing the number of those in housing need, providing better access to support for those in crisis, and improving housing options across the wide range of housing need. The supply of homes is only one part of this - alongside other partners, the LDF will help to deliver the priorities of York's Housing Strategy, and, as priorities change, undertake regular policy reviews to assess whether current and emerging needs are being addressed.

9.2 The Core Strategy will use the results of the *Strategic Housing Market Assessment (2007)* (SHMA) and, in light of recent housing mix, will prioritise houses rather than flatted development in order to help redress imbalance in the City's housing market overall. The SHMA and other housing needs assessments will be regularly reviewed in order to provide a relevant evidence base reflecting changes in the housing market over the plan period.

9.3 York's current housing areas are shown at Figure 9.1.

Figure 9.1 York's Housing Areas



9.4 At the heart of a successful policy for meeting future housing pressures must be a policy which provides for people as they grow up and leave home, grow older, and as their circumstances, options and preferences change. We must plan for homes and communities so that people can live out their lives, as long as possible, independently and safely with their families and friends around them. Building new homes and communities designed with older people in mind not only makes sense in terms of meeting the diverse needs of an ageing population, it can also help to open up housing opportunities and choices for younger people. A housing policy for an ageing society is therefore a good housing policy for everyone.

- 9.5 As Section 8 'Housing Growth and Distribution' made clear, this means building lifetime homes and neighbourhoods that are capable of adapting as people's circumstances change. Lifetime Homes Standards are inexpensive, simple features designed to make homes more flexible and functional for all.
- 9.6 Over the years different housing solutions have evolved as a response to older peoples' needs. These include retirement housing for independent living, and specifically designed housing with support for frail older people and those with specific needs such as dementia. In recent years there has been a shift away from the traditional 'old peoples' home' towards models that offer much more independence and choice. In line with many other areas York has seen the development of 'extra care' housing - self contained housing with options to receive appropriate levels of care as required to sustain independent living.
- 9.7 The emerging Housing Strategy for 2011- 2015 indicates that within York there are currently around 80 specialist housing schemes providing various kinds of housing with some element of on-site care and shared facilities. Most is rented, despite there being a significant preference for owner occupation. There is also an oversupply of 1-bed affordable specialist accommodation and an undersupply of affordable 2-bed accommodation.
- 9.8 It is estimated that there are around 4,000 adults in the York area with a learning disability. There are a growing number of people with complex needs, people living longer with the possibility of early on-set dementia. Until recently, housing options were limited, with a significant number of households living in 'residential care' settings. The growing trend is for households to live independently in their own homes, with appropriate support.
- 9.9 However, we also recognise that there will be a need for further specialist housing options for a small proportion of households. Where specialist provision is required, often by those needing higher levels of care, we must ensure it serves to maximise independence by being a minimum of two bedrooms, self contained and well connected to local amenities and transport networks. We would also encourage a greater range of tenure options, including full and shared home ownership. Housing is central to health and well-being, so associated services need to be planned and integrated to reflect this.
- 9.10 Students form an important element of the community and the presence of a large student population contributes greatly to the social vibrancy of the City and to the local economy. The Council are committed to ensuring their needs are met and will continue to work with the City's higher education institutions in addressing student housing needs. However, it is also recognised that concentrations of student households, often accommodated in Houses in Multiple Occupation (HMOs), can cause an imbalance in the community which can have negative effects. These can include a rise in anti social behaviour, increases in crime levels, parking pressures and decreased demand for local shops and services, sometimes leading to closures. It can also put pressures on family housing as owner occupiers and buy to let landlords compete for similar properties and have implications for non students seeking accommodation in the private rented sector. The impacts of concentrations of student housing in York is explored in the *Houses in Multiple Occupation*

Technical Paper (2011). Monitoring the spatial distribution and impacts of student housing will allow us to identify if it is necessary to control the number of student households in certain areas to ensure communities do not become imbalanced. This control can be achieved through the removal of permitted development rights, requiring landlords to apply for planning permission to change a property into an HMO.

- 9.11 The LDF will support housing development at density levels which reduce overall demand for greenfield land and help engender community cohesion by making more intensive use of land which offers the best access to facilities and services. As would be expected, mixed development sites (those including flatted development) could achieve much higher net densities, however this would not help achieve other aspirations to deliver greater levels of family housing. As such, policy CS9 guides net 'housing' density. Higher density development will be expected in those areas with access to a quality public transport service and a good mix of shops and services. Specific sites will be identified to provide housing options for young people aged 18-25 years, offering the best access to the City Centre, higher education institutions and a range of day to day services. As such, they will be built out at higher densities and with an emphasis on providing communal, flatted development. The dual priorities of providing more family housing and raising suburban densities are compatible, and offer future residents the advantage of the best access to shops, services, and most importantly, public transport linkages.
- 9.12 Site specific density, mix and type targets will be established through the Allocations DPD, AAP and Supplementary Planning Documents and through negotiations undertaken on a site by site basis, to ensure that proposals for housing development reflect local circumstances and the outcomes of the SHMA and to restrain housing types where concentrations are unduly high. Negotiation will also be guided by local visual and amenity considerations in order to help safeguard the character of the City and its villages.

Accommodation for Gypsies, Travellers and Showpeople

- 9.13 *Circular 01/2006 Planning for Gypsy and Traveller Caravan Sites (2006)* and *Circular 04/2007 Planning for Travelling Showpeople (2004)* provide guidance on all aspects of the planning process, including guidance to local planning authorities on dealing with planning applications.
- 9.14 New Gypsy and Traveller sites are normally inappropriate development in the Green Belt; *Circular 01/2006* advises using rural exception site policies where Gypsy families are either current residents or have an existing family connection to York.
- 9.15 *Circular 04/2007* advises that the nature of sites for Showpeople are unusual in planning terms, with a plot consisting of space for accommodation (typically caravans/wagons) and storage and maintenance space for trailers and equipment. This means that sites do not fit easily into existing land-use categories. The requirement for sites to be suitable both for accommodation and business use is very important to the lives of Showpeople. It is also important for families to have a residential base in order to be able to provide continuity in education and healthcare.

- 9.16 The traditional calendar of fairs has changed and resulted in Showpeople working all year round. The traditional pattern of fairs would previously have permitted a period of time to commute back to a residential base and then travel to the next fair. However, now there are smaller gaps between fairs and time limits on fairground sites, dictating when equipment is permitted on site and when it should be removed, there is a need to find somewhere temporary to stop for a day or two between fairs, rather than returning to a permanent residential base. While our priority will be to deliver permanent plots/yards for Gypsies, Travellers and Showpeople, LDF policy and site allocations will also allow for temporary stopping places.

Policy Links

- Section 8 ‘Housing Growth and Distribution’
- Section 10 ‘Affordable Housing’
- Section 11 ‘Community Facilities’
- Section 22 ‘Infrastructure and Developer Contributions’

Section 10: Affordable Housing

Strategic Objective

To improve affordability across the housing market, in order to enable York's current and future residents and employees to have access to a home they can afford in a community where they want to live, throughout their lifetime. The Local Development Framework will also ensure high quality housing options for those who cannot afford market housing, in particular those who are vulnerable or in need, by ensuring that new development proposals respond to the findings of the *Strategic Housing Market Assessment (2007)* (SHMA).

Targets

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

- Percentage of schemes achieving the dynamic target, and number of affordable homes provided.
- Delivery of Affordable Housing Supplementary Planning Document (SPD) by 2011.
- Annual update of Dynamic Viability Model.
- Percentage of schemes delivering more affordable housing than the required dynamic targets.
- Maintain an up to date and appropriate assessment of local housing need.

Policy CS10: Affordable Housing

To help improve affordability across the housing market, the Council will support residential development schemes involving two or more dwellings which:

- i. provide affordable housing in line with the *Affordable Housing Viability Study (2010)* (AHVS) current annual dynamic targets and thresholds;
- ii. reflect tenure split in terms of social rented and intermediate housing, as set out in the current SHMA;
- iii. reflect current assessments of local need, in terms of the size and type of housing provided, as set out in the current SHMA;
- iv. integrate affordable with market housing on a pro-rata basis, on-site. On sites of less than 5 homes, commuted payments for affordable housing will be acceptable, provided they are based on viability;
- v. retain affordable housing at an affordable price for future eligible households, through implementing a planning condition or obligation, or if these restrictions are lifted, for subsidy to be recycled for alternative housing provision.

Where developers demonstrate to the Council's satisfaction that the development would not be viable based on current affordable housing dynamic targets, the Council will adopt the following cascade mechanism to increase site viability:

- 1) seek Homes and Communities Agency subsidy (or other public subsidy) to achieve the level and mix of affordable housing consistent with the policy;
- 2) vary the tenure mix of the affordable component and/or the type of units provided if appropriate; and
- 3) see a reduction in the overall amount of affordable housing sought.

To maximise affordable housing, the Council will seek Homes and Communities Agency subsidy (or other public subsidy) on eligible schemes to meet the long term need target, and negotiate with developers the inclusion of this within the scheme.

Exception Sites

As an exception to the normal operation of the above policy, in York's rural areas (as shown on Figure 9.1) planning permission will be granted for schemes of 100% affordable housing which are:

- designed to meet identified local housing needs;
- located on small sites within the settlement boundary. Sites adjoining the settlement boundary will only be allowed where there are no sites available within the settlement itself; and
- retained at an affordable price for future eligible households in perpetuity.

Explanation

- 10.1 Improving the quality and availability of decent affordable homes in York is one of the Council's Corporate Priorities. Currently, the *SHMA (2007)* indicates that the actual need for affordable housing in the city outstrips the total supply coming forward each year. In effect there is technical justification for 100% affordable housing, although this is clearly not an economically viable option.
- 10.2 Within the context of *Planning Policy Statement 3 (2010)* (PPS3), affordable housing in York includes social rented and intermediate (discount sale or shared ownership and intermediate rent) housing provided to specified eligible households whose needs are not being met by the open housing market, and who cannot afford to enter that market. They are currently living in unsuitable accommodation for a variety of reasons. The definition specifically excludes low cost market housing.
- 10.3 Delivering affordable housing, and reducing the housing waiting list, relates to a range of policy initiatives stretching much more widely than planning policy's remit. However, whilst the emerging Housing Strategy for 2011-2015 sets out measures for delivering affordable housing through a variety of Council initiatives, including grant funded developments with the Homes and Communities Agency, bringing empty homes back into use and maximising the best use of existing homes, planning policy remains key to delivery of new build homes. This is why it is crucial to seek maximum provision of affordable homes through planning policy, whilst still ensuring that development is viable and not stifled. This policy is firmly based on evidence

(*SHMA (2007)*, *AHVS (2010)* and Housing Waiting List and Annual Monitoring Report).

T a r g e t s

- 10.4 *PPS3 (2010)* requires Council's to set the likely overall proportions of households that require affordable homes and to set an overall plan wide target for the amount of affordable housing to be provided based on the findings of their *SHMA* and other evidence. This/these targets should reflect an assessment of the likely economic viability of land for housing within the area. Setting affordable housing targets for the plan period in York requires the incorporation of two key elements:
- the need to maximise affordable housing provision, including an allowance for unknown grant levels because of the high identified need; and
 - that targets and thresholds need to be viable to ensure development is not stifled.
- 10.5 Given that market conditions change over time it is impossible to set a single realistic and deliverable target for the plan period. Either the target would have to be set so low as never to be undeliverable, which would not maximise affordable housing provision or if set higher it is likely to be undeliverable for parts of the plan period.
- 10.6 The uncertainty about the economic viability of any given target is matched by uncertainty over the future level of grant. However, future grant level uncertainty does not necessarily impede the delivery of affordable housing because grant provides extra affordable housing over that negotiated from applicants on qualifying sites or it pays for Registered Social Landlords to develop sites which are unviable for market housing.
- 10.7 To help determine appropriate targets and thresholds for York, an *AHVS* was commissioned. This assessed the economic viability of a set of sample sites across the plan area, along with a parallel process on small sites to examine the scope for lowering the threshold from the national minimum of 15 dwellings. The study concludes the need for two types of targets due to uncertainties with the future housing market and the provision of public housing grant over the plan period.

D y n a m i c T a r g e t s

- 10.8 Dynamic targets assume zero subsidy and set the current viable targets for sites in York on an annual basis based on the *AHVS (2010)*. They are designed for use in negotiations over the proportion of affordable housing on market sites. These dynamic targets will be amended annually using the Dynamic Model, which is based on changes to house prices, build costs and alternative use values. The Dynamic Model ensures that these targets remain viable and aligned to market conditions. (The Dynamic Model and the mechanism for amending these targets will be set out in the Affordable Housing SPD).
- 10.9 Based on the *AHVS (2010)* and further testing of assumptions in the *AHVS* with developers, current dynamic brownfield and greenfield targets for sites of 15 homes or more and a sliding scale of targets for sites of less than 15 dwellings have been

determined by the Council. Table 10.1 illustrates the dynamic targets based on market conditions at November 2009:

Table 10.1 Dynamic Targets Based on Market Conditions November 2009.

Threshold	Dynamic Target
Brownfield sites => than 15 dwellings	25%*
Greenfield sites => than 15 dwellings	35%*
All Sites of 11 - 14 dwellings	25%*
All Sites of 5 - 10 dwellings	20%*
All Sites of 2 - 4 dwellings	Off site financial contribution

*A 3.5% reduction on these targets will be accepted where a 25% Developer Profit is evidenced as required by financial institutes

10.10 Given the generous assumptions made within the *AHVS (2010)*, developments within York should be able to provide these levels of affordable homes. No individual site assessment will be required where submissions achieve these targets, subject to annual review. It is recognised that there may be circumstances where this is not possible. In the current market some financial institutes are requiring a 25% developer profit, if this can be evidenced to the Council's satisfaction a 3.5% reduction on the targets will be accepted. Developers will be required to submit an open book appraisal to justify any other cases of reduction, at their expense. If this is proven the Council will seek Homes and Communities Agency subsidy (or other public subsidy) to achieve the level and mix of affordable housing consistent with the policy. If such subsidy is not available the Council may seek to vary the tenure mix or types of units of the affordable component where appropriate to assist in meeting the delivery of affordable housing objectives of the Council before seeking a reduction in the overall amount of affordable housing.

Long Term Need Affordable Housing Target

10.11 A long-term need affordable housing target of 50% is set in the *AHVS (2010)*. This is a long term aspirational target based on need identified in the *SHMA (2007)*. This target firstly, sets the ceiling for the dynamic targets. A dynamic target higher than this would not lead to the creation of mixed and balanced communities. Secondly, this target provides the opportunity for the Council to work proactively with developers to access Homes and Communities Agency subsidy (or other public subsidy) to increase the dynamic target should subsidy be available and a developer willing to include it.

Tenure / Mix

10.12 The *SHMA (2007)* suggests that there is a need for all dwelling sizes and mainly for houses rather than flats and this falls in line with the Government objectives to create mixed and balanced communities. A full range of property sizes and types are needed to satisfy the affordable housing needs of the City and providing small or poor quality accommodation will not be seen as satisfying the policy. The affordable homes need to be pro-rata of the market homes and integrated within the site and indistinguishable from other development on site.

10.13 In order to build in more flexibility and to be able to react to changing circumstances such as the market or new evidence in updated SHMA assessments, the more detailed matters relating to tenure and housing mix will be set out and dealt with in the Affordable Housing SPD.

Provision

10.14 In accordance with national guidance affordable housing provision will be expected to be provided on site, except for sites providing less than 5 homes, which the *AHVS (2010)* concludes should provide a commuted payment based on viability. Off site provision or commuted payments in lieu of on-site provision for sites of 5 homes and above (of broadly equivalent value) for affordable housing will only be acceptable provided it is robustly justified and contributes to the creation of mixed communities.

Rural Exception Sites

10.15 York has an important rural hinterland, much of which is draft Green Belt. Whilst major housing development is unlikely in parts of rural York, housing needs issues are particularly acute in smaller rural communities. *PPS3 (2010)* promotes 100% affordable rural exception sites to address locally identified need.

Affordable Housing Supplementary Planning Document

10.16 In order to give clear and consistent guidance, and to be able to react to changing circumstances, such as new housing need and mix, detailed information and advice on the operational approach to affordable housing policy in York will be set out and dealt with in the SPD. It will explain the Dynamic Model, that will be used to change the dynamic targets annually, the process of negotiation, on site expectations with respect to integration and quality, tenure mix, subdivision of sites, application of grant, nomination criteria and viability assessments.

Policy Links

- Section 8 'Housing Growth and Distribution'
- Section 9 'Aiding Choice in the Housing Market'
- Section 11 'Community Facilities'
- Section 22 'Infrastructure and Developer Contributions'

Section 11: Community Facilities

Strategic Objectives

The Local Development Framework (LDF) will create sustainable, low carbon neighbourhoods which are accessible to a range of new and existing quality community facilities to meet the needs of residents.

Targets

Progress towards the strategic objectives will be measured against the following targets:

- All new residential development to be in locations that are a maximum of five minutes (400m) walk away from a range of community facilities and a bus route offering a 15 minute frequency.
- All new community facilities to be in locations that are accessible by walking and cycling and a maximum of five minutes (400m) walk away from a bus route offering a 15 minute frequency.
- No planning applications to result in the overall loss of community facilities for which there is an established need.
- Address deficiencies in the provision of community facilities through new development, neighbourhood plans and the implementation of Area Asset Management Plans (AAMPs).
- Meet community needs for city-wide and large scale built sports and community leisure facilities.

Policy CS11: Community Facilities

The LDF will promote community cohesion and the development of strong, supportive and durable communities through the creation of sustainable, low carbon neighbourhoods where every community has access to quality community facilities to meet day to day needs. This will be delivered through the following:

- i. locating new residential development in locations with good accessibility to a range of community facilities and frequent public transport;
- ii. requiring new or improved community facilities to be provided to accompany new residential development where required, to ensure sufficient quality facilities for existing and future occupiers;
- iii. requiring any new community facilities to be in locations which are well served and linked by public transport and accessible by walking and cycling;
- iv. refusing proposals which fail to protect existing community facilities or involve the loss of facilities unless it can be demonstrated the use is no longer, or cannot be made, commercially viable or satisfactory alternative provision can be made;
- v. producing neighbourhood plans and implementing the actions arising from the Council's AAMPs to ensure community facilities and services are 'fit for purpose' and to work towards meeting any identified gaps in provision through the planning process;

- vi. facilitating the development of city wide and large scale built sports and community leisure facilities to meet demand, including new swimming pool provision and a community stadium; and
- vii. supporting the provision of new small scale retail facilities in local centres and neighbourhood shopping parades, where they would provide for local needs and not be harmful to the vitality and diversity of nearby centres.

Policy CS12: Healthcare and Emergency Services

To contribute to residents living long, healthy and independent lives in sustainable neighbourhoods the LDF will support:

- i. the York Hospitals NHS Foundation Trust and North Yorkshire and York Primary Care Trust (and any subsequent body) to make the best use of their current sites within the City, in particular by facilitating improvements to York District Hospital (as identified on the Key Diagram) to enable it to remain on its existing site for the long term;
- ii. healthcare services that are responsive to current and projected needs of communities. This may include new services to meet the needs of future occupants from new development alongside the redevelopment of existing facilities. It will involve working collectively with the Primary Care Trust, York Health Group alongside other GPs and their communities; and
- iii. the emergency services to continue to provide an effective service, in particular through facilitating the development of the 'hub and spoke' system for the Ambulance service and meeting any requirements for new fire stations.

Explanation

- 11.1 In addition to education and open space considered in Section 12 'Education, Skills and Training' and Section 17 'Green Infrastructure', community facilities, healthcare and emergency services are considered important services that are an essential component in delivering sustainable neighbourhoods.

Community Facilities

- 11.2 Community facilities are those facilities and services that meet the day to day needs of a community, from city-wide to more local. They can include local shops, libraries, crèches, drop-in centres, day centres, meeting rooms, built sports and community leisure facilities such as swimming pools, places of worship, community centres, youth clubs and buildings for community groups such as clubs for senior citizens and scout and guide groups.
- 11.3 It is important that a range of good quality community facilities are available locally and are well connected to communities. This reduces the need for people to travel to obtain essential services, particularly benefiting the less mobile and more deprived members of society.
- 11.4 The LDF process has an important role to play in ensuring that community facilities are provided in the most effective and accessible way. Existing services must be

protected as much as possible however it is also important to get the most out of existing facilities in making sure they are 'fit for purpose'. It is important that service provision keeps pace with new development so that existing and future communities have satisfactory access to community facilities. Appropriate developer contributions will be important in delivering this, see Section 22 'Infrastructure and Developer Contributions'. Any new community facilities must be accessible to the communities they serve by walking, cycling and public transport in accordance with the accessibility criteria set out in the transport section.

- 11.5 City of York Council Property Services have prepared an AAMP for Tang Hall and are in the process of preparing AAMPs for all areas of the city. Applying the principles of asset management planning at the neighbourhood level, the AAMPs will focus on community need looking at Council and non Council community properties, alongside a focus on effective service delivery. The AAMPs will assess the potential for asset rationalisation and shared use of buildings with council and partner services to ensure efficient use of buildings. Importantly, the AAMPs, once completed, will identify gaps in provision. The LDF has a key role to play in helping to meet these needs through the development process, working towards implementing AAMP actions.
- 11.6 Through the Localism and Decentralisation Bill, the Government intend to introduce a new right for communities to shape their local areas by creating neighbourhood plans. Communities will be able to come together to decide what their area should look like, including an assessment of community facilities and local services. The Council will support the preparation of neighbourhood plans and through the Core Strategy, implement any planning actions through the development process.

Built Sports and Community Leisure Facilities

- 11.7 Meeting demand for built sports and community leisure facilities to serve the city-wide community identified in Active York's emerging 'Sport and Active Leisure Strategy' will also be facilitated through the development process. Whilst new facilities are going to be needed to cater for growing demand, if possible this should be through extension and expansion of existing high quality sustainable sites. New facilities will be supported if they are filling an identified gap in provision and if suitable infrastructure exists or can be created to manage and maintain them. Ongoing work to support the emerging Sport and Active Leisure Strategy highlights current unmet demand for a community stadium and for publicly accessible swimming pool space in line with Sport England's capacity and accessibility standards.

Local Retail Provision

- 11.8 The City of York Council *Retail Study (2008)* recognises the role that local retail provision plays in providing accessible shopping to meet people's day to day needs. As such, the LDF will support the development of small scale retail facilities in local centres and neighbourhood shopping parades where they would provide for local needs. Focus will be on retail facilities in centres and parades with good accessibility to walking and cycling routes and public transport networks.

Healthcare and Emergency Services

- 11.9 York Hospitals NHS Foundation Trust aims to secure the hospital's future as a 'secondary care plus' centre for North Yorkshire, involving a wider catchment area to enable the hospital to perform more specialist procedures and attract high quality staff. It is anticipated this will have physical implications for the hospital site which will be supported through the LDF process. This includes the development of a multi-storey car park to unlock the potential of the site and provide a long term future for the hospital in its current location. Refurbishment and modernisation of existing buildings, alongside new build will ensure the hospital is fit for purpose.
- 11.10 In their *Joint Strategic Needs Assessment (2008)*, North Yorkshire and York Primary Care Trust's (PCT) strategy is to develop and commission services that are responsive to the current and projected needs of local communities. This means new services will be required as new residential areas are built and existing facilities will require redevelopment over time. The Council will work collaboratively with the PCT, York Health Group and other GPs in meeting the community's local healthcare needs.
- 11.11 Facilities for the emergency services must be at appropriate locations to provide effective service and call out times. For the Yorkshire Ambulance Service NHS Trust the spatial requirements to support the main stations in York and Haxby include developing new units at key points on the edge of the urban area, as part of their new hub and spoke system which will be facilitated through the LDF process. The Fire and Rescue Service are undertaking a comprehensive review of their facilities to consider the current and future needs of the Service and the community. As part of this review, following consultation, the preferred option is to build a new fire station to the south east of the City Centre. The Fire and Rescue Service are also considering the future of the Clifford Street Station. Meeting the future spatial needs of the Fire and Rescue Service will be supported through the LDF.

Policy Links

- Section 8 'Housing Growth and Distribution'
- Section 9 'Aiding Choice in the Housing Market'
- Section 10 'Affordable Housing'
- Section 12 'Education, Skills and Training'
- Section 15 'Sustainable Transport'
- Section 17 'Green Infrastructure'
- Section 22 'Infrastructure and Developer Contributions'



This section considers York's future education needs, from primary schools through to further and higher education provision. It also covers targeted recruitment and training through the construction of major developments.

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**A WORLD CLASS CENTRE FOR
EDUCATION AND LEARNING FOR ALL**

Section 12: Education, Skills and Training

Strategic Objectives

The Local Development Framework (LDF) will help support the promotion of the City as both a nationally and internationally recognised centre of excellence for education and learning, with a commitment to lifelong learning and a culture of enterprise, innovation and creativity. It will ensure the whole community in York have the education and skills that will enable them to play an active part in society and contribute to the life of the City and will utilise the planning process to target recruitment and training in construction and other related industries.

Targets

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

- Meet the identified education, skills and training needs of children and young people, adults, families, communities and employers in modern education facilities.
- Reduce the number of primary and secondary schools with a deficiency in playing fields and pitches.
- Increase in those staying in further education and training up to 18.
- Reduce the number of 16 to 18 year olds who are not in education, employment or training.
- Increase the number of training opportunities for the existing workforce.
- Increase in the number of facilities on educational premises that are available for use by the wider community.

Policy CS13: Education, Skills and Training

To support York's role as a world class centre for education and lifelong learning the LDF will:

- i. facilitate the provision of sufficient modern education facilities for the delivery of preschool, primary and secondary school education to meet identified need and address deficiencies in existing facilities. Including new provision to support the York Northwest Strategic Allocations (York Central and Former British Sugar/Manor School) and other Major Development Opportunities as indicated on the Key Diagram and to support major new housing sites;
- ii. support any future developments of Academies and Free Schools which reflect the aspirations of local communities;
- iii. ensure that all new schools have sufficient and appropriate playing field provision and take opportunities to deliver additional playing fields for existing schools identified as having a deficiency, as part of new developments in the vicinity of the schools;

- iv. support the continued success of all further and higher education institutions, including any further expansion of their teaching and research operations, other facilities and student accommodation at their existing sites and campuses as shown on the Key Diagram, namely:
 - University of York (including the Heslington East expansion)
 - York St. John University
 - College of Law
 - Hull York Medical School
 - York College
 - Askham Bryan College;
- v. ensure that Higher Education Institutions address the need for any additional student accommodation which arises because of their future expansion. Provision will be expected to be made on campus where possible;
- vi. identify sufficient land to facilitate anticipated growth at York College and continued delivery of its facilities at one location; and
- vii. secure wider community access to existing sports and cultural facilities on all education sites and promote the development of new high quality education and related facilities which support community use of their facilities.

Policy CS14: Targeted Recruitment and Training

The LDF will create economic and social benefits for local communities through construction training and targeted recruitment linked to the development process. This will be achieved through building linkages between developers, contractors and jobseekers via the construction of major developments.

Planning applications for major schemes will be subject to an assessment to consider the skills and training requirements in the construction of the project against the local labour market. Applicants will be expected to enter into a Section 106 Agreement to ensure, where feasible and viable, training opportunities are provided and labour is locally sourced.

Explanation

Education, Skills and Training

- 12.1 Building on recent years' investment in the City's educational facilities, to contribute to making York a world class centre for education it is vital to provide the quality and choice of learning and training opportunities to meet the needs of children, young people, adults, families, communities and employers. Providing this choice in sufficient and suitably modern accommodation will help to increase educational attainment to equip communities and local people with the right skills for the jobs available, both now and in the future. As such, proposals for additional educational, skills or training facilities will be welcomed by the Council if requirements are identified following assessment of need.
- 12.2 Given the scale and location of future housing development and projected increases in birth rates the LDF has a role to play to ensure there are sufficient modern preschool, primary and secondary education facilities across the City. This includes

the provision of teaching operations, sports and cultural provision. As highlighted in ongoing work to support the emerging Schools Organisation Plan, additional land may be required to meet these needs, with a possible requirement for a new primary school serving the York Northwest Strategic Allocations (York Central and Former British Sugar/Manor School) for example, which will be facilitated through the LDF process. Alongside any new provision, the LDF will also facilitate the development of existing schools to deliver quality, modern education facilities. This will include exploring deficiencies experienced by existing schools such as inadequate premises/sites. In some cases it may be necessary to identify new sites to accommodate replacement schools.

- 12.3 Playing fields and pitches are an important element in delivering the school curriculum, however an assessment of schools in York has shown that a number have insufficient playing field provision when compared against the current statutory minimums set out in the *Education (School Premises) Regulations 1999* and the minimum area guidelines set out in *Building Bulletins 98 and 99*.
- 12.4 This policy requires all new schools to have adequate playing field provision. As identified in the *School Playing Fields Assessment Technical Paper (2010)* a number of existing schools are already underprovided for, this policy also seeks to ensure that any opportunities to increase or improve playing field provision as a result of a development within the vicinity of schools that have a deficiency are pursued. Playing field provision will be judged against the latest national school playing fields and pitches standards.
- 12.5 As set out in the *Schools White Paper (November 2010)* the Council has a key role in supporting parents and families through promoting a good supply of strong schools, responding to proposals for the development of Academies and Free Schools which reflect the aspirations of local communities. One of the biggest barriers to setting up a new school is securing land and premises. The Council will respond to the Government's pledge to introduce changes to planning regulations which make it easier to secure land and premises, including making it easier for schools to be set up in buildings that currently have other uses.
- 12.6 City of York Council's *Local Area Statement of Need for the Provision of Learning for Young People aged 16–19 (October 2010)* identifies that travel to learn of 16-18 year olds is a very significant feature of the learning offer in York with a net import to York of those living outside of the City, primarily from the East Riding and North Yorkshire, choosing to study in York. This, alongside recent national policy changes which will see young people expected to remain in education or training until age 17 years in 2013 and 18 years in 2015 may have particular implications for York College and the City's other post 16 provision. The continued success of the College will be supported by the Council, both as a further education establishment and its role in offering higher education courses. Anticipated growth at York College and continued delivery of its facilities on one site through expanding built development beyond the existing site will be facilitated through the LDF, particularly through the Allocations DPD process.
- 12.7 In recognition of the important role higher education plays within the City the Council will facilitate the continued success of the City's two Universities (University of York

and York St John University), alongside the City's other higher education institutions (Askham Bryan College, the College of Law, York College and Hull York Medical School). These establishments, and in particular the universities, are rooted as institutions and have long standing physical, social and economic relationships with the City. The Council will continue to support their success through facilitating any future expansion at their current sites and campuses. It is important that increases in higher education student numbers through any future expansion are matched by increases in student accommodation. This should, where possible, be on campus, or in locations with good public transport, walking and cycling links to the institutions they are intended to serve. Student accommodation should be purpose-built and designed and managed in a way that attracts students to take it up. There should be no unacceptable impact on amenity for local residents. We will also secure and promote wider community access to higher education facilities to continue to ensure they remain rooted in the communities they are located within. Sports halls are often included as supporting facilities at schools and colleges, it is important that the Council maximises any opportunities to obtain community access to as many facilities as possible, both sporting and cultural.

Targeted Recruitment and Training

- 12.8 Targeted recruitment and training offers the potential to assist local economies and develop higher skills levels within the existing workforce. Importantly, targeted recruitment and training also has direct benefits for communities through reducing worklessness, social deprivation and social exclusion by reaching out to those furthest from the labour market. Local Authorities have a vital role in supporting these groups of residents through the development of services to support the essential networks and partnerships which link together third sector providers of support to these residents.
- 12.9 Targeted recruitment and training contributes to meeting several of the aims of the Council's Corporate and Sustainable Community Strategies including ensuring employment rates remain high and local people benefit from job opportunities, enhancing skills levels and achieving social progress by tackling social exclusion. It can be supported in a number of ways including the *Adult Learning and Skills Strategy (2007)* and the *14-19 Plan (2009)*. From a spatial planning perspective, targeted recruitment and training can be supported through the development process and in particular through major developments. In Policy CS14 "construction training and targeted recruitment linked to the development process" refers to construction in its widest sense, to include any related development industry during the construction phase of the development. This can range from the physical construction of buildings to landscaping.
- 12.10 City of York Council's *Local Area Statement of Need for the provision of learning for young people aged 16–19 (2010)* identifies that the number of apprenticeship starts has decreased over the three year period 2007/08 to 2009/10. York College, a major apprenticeships provider, supports these findings and reports a decline in construction apprenticeship starts in particular. The Council's *14-19 Plan (2009)* seeks to reverse this trend, increase apprenticeship starts and welcomes support in achieving this. Accordingly, the LDF has a key role to play in increasing targeted recruitment and training in the construction and related industries.

- 12.11 The YORbuild Framework is a series of construction frameworks for the procurement of building contractors to carry out new build and refurbishment works for the Yorkshire and Humber region's Local Authorities, including City of York Council. The Framework can be used by Local Authorities to commit to skills development through procurement, ensuring that employment and training outcomes are integral to major public sector construction contracts. Building upon this, alongside exemplar training schemes in place through the University of York expansion at Heslington East, all major developments in the City are required to provide targeted recruitment and training as part of proposals for developments with a construction cost of currently £1million and above. This will be secured via a Section 106 Agreement.
- 12.12 The types of activities that may be appropriate on major development sites include apprenticeships and upskilling the current company workforce. It is anticipated that some activities will involve a direct link to the development site through on-site training and visits whilst others may be more appropriate off-site.
- 12.13 To ensure local residents benefit from the employment and training opportunities created during the construction of large developments the Council, in collaboration with Higher York, will assess each proposal individually. The Council will also work closely with developers and their contractors to find opportunities within their procurement schedules for local companies, such as sourcing local materials and suppliers during the construction phase of the development. It is proposed that a Sustainable Design and Construction Supplementary Development Document will be produced which will provide additional information and detail.

Policy Links

- Section 11 'Community Facilities'
- Section 13 'Sustainable Economic Growth'
- Section 18 'Sustainable Design and Construction'
- Section 22 'Infrastructure and Developer Contributions'



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

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**A PROSPEROUS AND
THRIVING ECONOMY**

Section 13: Sustainable Economic Growth

Strategic Objective

The Local Development Framework (LDF) will support sustainable economic growth delivering increased prosperity whilst respecting the City's special built and natural environment and addressing the challenges posed by climate change.

Targets

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

- The creation of up to 1,000 new jobs a year.
- The delivery of the City Centre Area Action Plan (AAP) by 2012 to support the protection and enhancement of the commercial, business, retail, leisure and tourism role of York City Centre.
- The delivery of a new central business district as a part of the York Central Strategic Allocation.
- The identification of sufficient land to provide for the levels of job growth highlighted in Table 13.1 including premises appropriate for Science City technology-based companies.
- Maintain or increase the number of jobs connected to further and higher education.

Policy CS15: Sustainable Economic Growth

The LDF will support sustainable economic growth delivering increased prosperity. This will be achieved through:

- i. supporting the protection and enhancement of the commercial, business, retail, leisure and tourism role of York City Centre, including the delivery of a new urban quarter as a part of the York Central Strategic Allocation;
- ii. supporting the continued success of the further and higher education institutions;
- iii. ensuring the provision of a range of employment sites to meet the needs of existing businesses and to maximise inward investment; and
- iv. safeguarding existing employment, and commercial locations.

Policy CS16: Employment Land

To ensure continued economic success and prosperity the LDF will provide sufficient land and protect existing employment sites to allow York's economy to realise its potential.

1. Provision of employment land

Provision of employment land for the period 2011–2031 will be made, through the Allocations Development Plan Document (DPD) and City Centre AAP, to accommodate the levels of growth highlighted in Table 13.1. This will be in conformity with Spatial Principles 1, 2 and 3 and address the points below.

- i. New office development (B1(a)) will be accommodated through:
 - allocating sites within York City Centre through the City Centre AAP;
 - delivering a new central business district (of 87,000-100,000 sqm) as a part of the York Central Strategic Allocation;
 - utilising the Major Development Opportunities provided by the mixed use redevelopments at Hungate, Terry's and Nestle; and
 - identifying land in the Monks Cross area and at York Business Park.
- ii. Premises for Research & Development (B1(b)) will be provided through maximising the economic benefits of the city's education establishments, this will include up to 25ha of land at the University of York Heslington East Campus.
- iii. Vacant sites at existing industrial estates will be identified for the provision of Industry and Distribution (B1(c), B2 and B8) uses. This will include land at York Business Park (as identified on the Key Diagram).
- iv. Land within area C (shown on the Key Diagram) will be developed for employment use should it be required to maintain a 10 year supply of appropriate sites.
- v. Facilitating the development of appropriate rural industries, businesses and enterprises through supporting rural diversification schemes where appropriate in sustainable transport terms.

2. Existing Employment Land

Proposals for non-employment uses which involve the loss of land and/or buildings which are either identified, currently used or were last used for industrial, business, office or other employment uses, will only be permitted where it can be demonstrated that the proposal would not have a detrimental effect on the future supply of employment land in either quantitative or qualitative terms.

Explanation

Structure of the Economy

- 13.1 York's economy emerged from significant structural change in the late 1980s and early 1990s with strengths in high value sectors such as financial and business services, technology related business grouped under Science City York, tourism, retail and construction. Tourism is a particular strength of the city given its unique historical assets. In 2008, a new economic impact model for tourism was adopted across Yorkshire. This indicated that in 2008 there were 7.1 million visitors to York with associated spending of £443m and creating in order of 22,900 jobs. The further

and higher education sectors are also of key importance to the local economy both in terms of direct employment and the development of the knowledge based Science City sector. Given the renewed focus nationally on the importance of the manufacturing and export sectors to rebalance the national economy these sectors will continue to be important to York's economy, particularly construction and rail industries.

Future Growth

- 13.2 Segal Quince Wicksteed (SQW) completed the *Employment Land Review Stage 1 (2007)* which primarily focused on future employment growth. Entec were commissioned to look again at this issue and to consider the associated supply of employment land through the *Employment Land Review Stage 2 (2009)*. Their findings supported the previous work in terms of overall employment growth which equated to an annual job growth of around 1,000 jobs per annum.
- 13.3 The global financial crisis between 2007 and 2010 resulted in a recession which has been one of the most severe in recent history. Within this context the Council commissioned Arup, to evaluate the previous projections. In the *Employment Topic Paper (2011)* they concluded that around 960 additional jobs per annum was a realistic average figure for the LDF period. It was their view that actual per annum jobs growth will fall short of this in the short to medium term as the UK experiences muted growth, but in the longer-term, growth in the Science City sectors, would deliver higher levels of employment creation.
- 13.4 Approximately half the predicted job growth identified in the *Employment Land Review Stage 2 (2009)* relates to offices, research and development, light industrial, manufacturing and distribution (B1(a)(b)(c), B2 & B8). The land requirement emerging from the *Employment Land Review Stage 2 (2009)* associated with each of these is shown in Table 13.1. Although the conclusions of the *Employment Topic Paper (2011)* are based on a slightly lower employment levels compared with the previous figures they suggest a larger margin of choice be adopted when converting employee numbers into a land requirement for these sectors which results in a position very similar in land requirement to the earlier *Employment Land Review Stage 2 (2009)*.
- 13.5 A key part of York's continued economic success is Science City York, launched in 1998 as a partnership between City of York Council and the University of York. Science City York is a business and skills development initiative based on three technology sectors – bioscience, creative industries, and IT & digital. It is envisaged that Science City York will contribute to significant growth across the offices, research and development, industrial and distribution (B1(a)(b)(c), B2 & B8) sectors.
- 13.6 Alongside the more longstanding aspects of bioscience and IT support, Science City York drives the creation and growth of business across York and North Yorkshire within the creative industries, including film, TV and radio, photography, marketing and communications, design, architecture and cultural heritage. Through the LDF we will explore the ways in which we can support start up and grow on facilities for creative and IT/digital sectors.

Table 13.1: Jobs Change, Employment and Estimated Land Requirements

Use Class	Floorspace Requirement 2006 – 2026(2029) (sqm)	Land Requirement 2006 – 2026(2029) (ha)	Land Developed 2006 - 2009 ¹ (ha)	Net Land Requirements 2010 – 2026(2029) ² (ha)
Offices B1(a)	160,325 (193,329)	12.53 (15.10)	3.5	9.03 (11.6)
Research & Development B1(b)	8,329 (9,651)	1.04 (1.21)	0.01	1.03 (1.2)
B1(c) , B2 and B8	114,168 (133,154)	28.54 (33.29)	10.8	17.74 (22.49)

Source: Employment Land Review Stage 2 (2009)

Distribution

- 13.7 To ensure sustainable economic growth the LDF will focus economic development in the City Centre and other sustainable locations, in line with Spatial Principles 1, 2 and 3.
- 13.8 York City Centre is the economic, social and cultural heart of York. It is vital to the future economic success of the wider City. The economic rationale for investment in the City Centre put forward in *York New City Beautiful (2010)* recognises that the City is competing with other centres throughout the north and whilst it has a lively and diverse range of activities, the physical fabric within which it sits presents challenging movement and accessibility issues. The LDF will support investment to improve this, together with facilitating new commercial development proposals at Castle Piccadilly, Hungate and a new urban quarter as a part of the York Central Strategic Allocation. The City Centre AAP and York Central Supplementary Planning Document will ensure that this is achieved in a way that reflects the centre’s unique historic built environment.
- 13.9 The *Employment Land Review Stage 2 (2009)* highlighted the York Central Strategic Allocation as providing a significant opportunity for York to be able to accommodate, and significantly extend the range and quality, of its office accommodation. It provides the opportunity for developing a new office quarter in a highly sustainable location with excellent transport links both regionally and nationally, providing accessible workspace for companies and employees.
- 13.10 Nationally, the higher and further education sectors have a pivotal role in ensuring the country’s economic competitiveness. The University of York, York St. John University, the Hull York Medical School, the College of Law and Askham Bryan College of Agriculture and Horticulture together have made York a nationally and internationally renowned centre for higher education. This is complemented by the further and higher education role of York College. They provide a wide range of employment opportunities across a number of occupations in addition to contributing to the development of the Science City knowledge based sector. The *Employment*

¹ Completions on Employment Allocations and new additional employment sites.

² The Net figure includes an allowance for completions between 2006 and 2009.

Land Review Stage 2 (2009) highlights that Heslington East, the University of York's new campus extension could accommodate all of the City's anticipated demand for free standing research and development (B1(b)) uses during the plan period.

- 13.11 The LDF will help support the continued success of the City's further and higher education institutions. This will comprise development and redevelopment at their current sites including the continued development of the University of York's new Heslington East Campus and the potential expansion of York College.
- 13.12 Outside the City Centre the land needed for office (B1(a)) will be met through redevelopment opportunities and existing employment locations. This will include identifying land for office (B1(a)) development as a part of the Major Development Opportunities at Terry's and Nestlé South, in the Monks Cross area and at the front of York Business Park.
- 13.13 The LDF will direct industry and storage and distribution (B1(c) B2 & B8) uses to existing industrial sites including York Business Park and existing industrial estates in rural areas such as Elvington and Murton. The latter are recognised as performing an important local employment role.
- 13.14 Although the general approach is to focus economic development in City Centre and accessible urban locations, it is recognised that it is important to support rural diversification and strengthen the role of the rural economy. This will be, in line with national and regional policy guidance, through allowing essential development for agriculture and forestry, supporting diversification schemes and encouraging the re-use of existing rural buildings where appropriate in sustainable transport terms.
- 13.15 Area C (shown on the Key Diagram) has been identified as a future area of search for employment uses. In accordance with the sequential approach set out in Spatial Principle 3, land within this area will only be brought forward if required to maintain a supply of employment sites in quantitative or qualitative terms.

Policy Links

- Section 12 'Education, Skills and Training'
- Section 14 'Retail'
- Section 18 'Sustainable Design and Construction'
- Section 22 'Infrastructure and Developer Contributions'

Section 14: Retail

Strategic Objective

To deliver new shopping provision to support the vitality and viability of the City Centre and meet local shopping needs. This will be achieved by:

- prioritising new retail development in the City Centre;
- meeting identified local needs for modern units; an enhanced department store offer; and further convenience floorspace in the City Centre. As well as further convenience floorspace in other smaller centres, including a new local centre on the Former British Sugar/Manor School Strategic Allocation; and
- capturing as much of the available retail expenditure in the catchment as possible (as identified in latest retail study) in highly accessible locations that will not have an unacceptable impact on the City Centre.

Targets

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

- To deliver an increase of 28,000 sq m new comparison goods retail floorspace in the central shopping area by 2020.
- To provide 20,000 to 25,000 sq m net of comparison retail on York Central post 2020, following the development of Castle Piccadilly and the Stonebow Area, subject to detailed impact testing.
- To deliver an increase in convenience floorspace in the City Centre, District Centres and smaller centres by 2031.
- To provide a new Local Centre on the Former British Sugar/Manor School Strategic Allocation of between 1,000 and 1,500 sq m gross floorspace for retail, services and food and drink uses, including local convenience retail of between 200 and 600 sq m gross, subject to retail impact assessment.
- To maintain or improve the City Centre and District Centres' performance on key retail health check indicators year on year (these will include vacancy rates, comparison goods floorspace, turnover, market share and retail rents).

Policy CS17: Distribution of Retail Growth

The Local Development Framework (LDF) will support the vitality and viability of the City Centre, with the central shopping area continuing to be the primary focus for new comparison goods retail development. This will be achieved through the following:

- i. future retail development will be phased as follows:
Phase 1: Central Shopping Area
Pre 2020, priority will be given to developing the Castle Piccadilly area and the Stonebow area for comparison retail (approximately 28,000 sq m net) and developing these as extensions to the central shopping area.

Phase 2: York Central

Post 2020, the next priority will be on the York Central Strategic Allocation (part of the York Northwest corridor), and it is anticipated that between 20,000 and 25,000 sq m net comparison floorspace could be supported in this location subject to detailed impact testing;

- ii. other out of centre retail development will need to be considered in light of the sequential approach and the impact on existing centres and retail allocations; and
- iii. convenience retail development will be directed to the City Centre, Acomb and Haxby District Centres and smaller centres (within other large villages, villages and small villages as well as neighbourhood centres) at an appropriate scale. This will include between 200 and 600 sq m gross to support a new local centre on the former British Sugar/Manor School Strategic Allocation, subject to retail impact assessment.

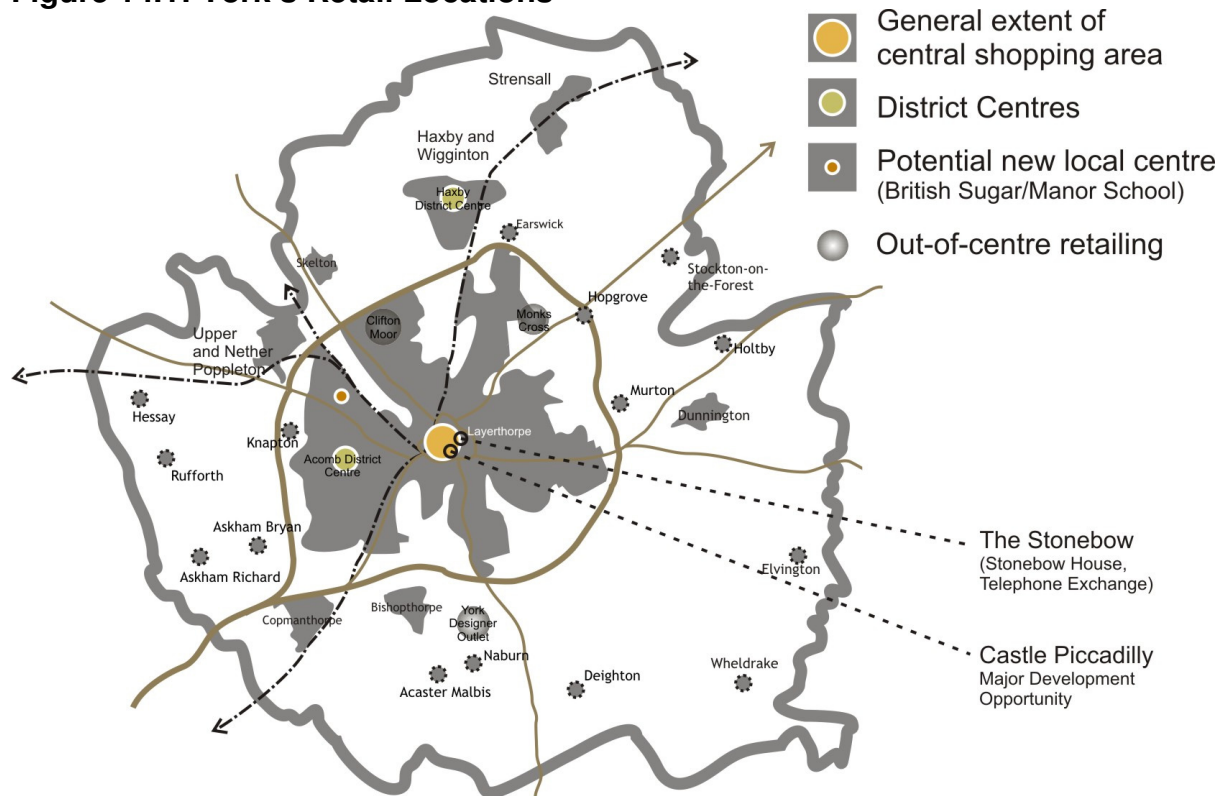
Explanation

14.1 In terms of retail, the City of York has the following centres:

- 1) City Centre; and
- 2) District Centres:
 - Acomb
 - Haxby

14.2 York also has a number of smaller centres within large villages, villages and neighbourhood parades (identified in York's emerging Local Shopping Study) which provide accessible local shopping facilities to meet people's day to day needs (see Section 11 'Community Facilities'). Monks Cross, Clifton Moor and the Designer Outlet are out of centre retail destinations which perform sub regional roles, please refer to the Key Diagram and Figure 14.1.

Figure 14.1: York’s Retail Locations



14.3 The objective of the approach to retail is to support the vitality and viability of the City Centre whilst meeting local shopping needs. The City Centre is essentially healthy; providing an attractive and vibrant retail destination within a high quality urban environment of considerable historic and architectural heritage. There is a good range of major mainstream multiple retailers, as well as numerous special interest, independent local shops that contribute greatly to the distinct character of the Centre. However, the *Retail Study (2008)* identified a number of specific needs in its assessment of York City Centre. These include a need for larger, modern units, enhanced department store provision and increased convenience floorspace. York’s retail assessments (*Retail Study (2008)* and *Retail Topic Paper (2010)*) also estimate a significant level of capacity in the catchment, derived from a growth in population and a growth in available expenditure across the plan period.

14.4 In accordance with *Planning Policy Statement 4 (2009) (PPS4)*, the primary focus for new retail development will be the City Centre. The *Retail Study (2008)* identifies Castle Piccadilly Major Development Opportunity and the Stonebow Area (Stonebow House and the Telephone Exchange) as the primary opportunities for comparison retail in the City Centre (approximately 28,000 sq m net). Retail sites within the City Centre will be allocated through the City Centre Area Action Plan. The central shopping area will be extended to include these new retail development areas.

14.5 Due to the historic nature of the City Centre and the constrained nature of the central shopping area it is not possible to accommodate all available capacity in the City Centre. There is a need to consider how much further capacity could be accommodated in the York area without having an unacceptable impact on the City Centre. York Central is out of centre, but is identified in the *Retail Study (2008)* as

the next sequentially preferable location for future retail development due to its proximity to the City Centre and the railway station and the opportunities for enhanced linkages with the central shopping area. Further assessments, as set out in the *Retail Topic Paper (2010)*, indicate that it could be appropriate to accommodate between 20,000 and 25,000 sq m net comparison floorspace on York Central without having an unacceptable level of impact on the vitality and viability of the City Centre. This will only be considered post 2020 and following the implementation of retail development at Castle Piccadilly Major Development Opportunity and the Stonebow Area. This would also be subject to further detailed impact testing at the time of an application. Further detail on the York Central Strategic Allocation and the proposed retail element will be set out in the Supplementary Planning Document for the site.

- 14.6 The amount of comparison floorspace in out of centre retail destinations will not be expanded but District Centre type uses would be supported in these locations, such as small scale convenience provision (subject to retail impact assessment), banks, building societies, restaurants and local public facilities.
- 14.7 Retail proposals beyond those identified in the policy will be considered in light of up to date capacity figures and, in accordance with PPS4, will be subject to a sequential assessment and an assessment of impact.
- 14.8 The available capacity for convenience retail floorspace is much lower than for comparison and a number of recent permissions means that there is no available capacity until post 2017. Future convenience floorspace will be directed to existing centres. The *Retail Study (2008)* identifies a need for more food store provision in the City Centre as well as scope for enhancing food store provision in the District and smaller centres. It is anticipated that local convenience provision of 200 to 600 sq m gross to provide for local day to day shopping needs will also be required to support the development of a new local centre on the Former British Sugar/Manor School site. This will be subject to detailed impact assessment.

Policy Links

- Section 7 'York's Special Historic and Built Environment'
- Section 11 'Community Facilities'
- Section 13 'Sustainable Economic Growth'
- Section 22 'Infrastructure and Developer Contributions'



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

York: A City Making History

Making our mark by:

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

**A LEADING ENVIRONMENTALLY
FRIENDLY CITY**

Section 15: Sustainable Transport

Strategic Objectives

To address the City's transport issues and deliver transport infrastructure and measures which ensure sustainable growth and development through:

- providing quality alternatives to the car;
- providing strategic links;
- supporting and implementing behavioural change;
- tackling transport emissions; and
- improving the quality of public streets and spaces.

Targets

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

- All new developments are located within a five minute (400 metres) walkable route of a frequent public transport service and a range of local facilities and within 100 metres of an existing or proposed cycle route.
- The delivery of the strategic infrastructure schemes identified in phase 1 by 2016.
- The delivery of the strategic infrastructure schemes identified in phase 2 by 2021.
- The delivery of the strategic infrastructure schemes identified in phase 3 by 2031.
- Achieving as a minimum an 85% reduction in projected additional travel delays by 2016 (i.e. less than 10% increase in delays relative to 2008).
- Achieving as a minimum an 80% reduction in projected additional travel delays by 2021 (i.e. less than 25% increase in delays relative to 2008).
- Achieving as a minimum a 75% reduction in projected additional travel delays by 2031 (i.e. less than 50% increase in delays relative to 2008).
- The Submission of travel plans for all new developments which are likely to employ more than 30 employees, or include more than 20 residential units or generate a significant number of trips.
- The Submission of travel plans for all new and expanded schools.

Policy CS18: Strategic Transport Priorities

The Local Development Framework (LDF) will ensure sustainable growth and development through the following:

i. The Location of Development

New development will be required to be in locations which are (or can be) well served by public transport, accessible by walking and cycling and have good access to a range of local facilities. The layout of sites should also give priority to the needs of pedestrians, cyclists and public transport users.

ii. Strategic Infrastructure Improvements

The LDF will deliver the phased infrastructure programme outlined below to ensure that the growth levels identified in the plan can be delivered in an

appropriate way. Infrastructure improvements will be progressed in association with measures to promote sustainable travel to minimise the generation of new trips taking up the additional road capacity. The list identifies the principal strategic schemes which need to be delivered – many smaller projects with more local impact will also be required.

PHASE 1: 2011 - 2015:

Access York Phase 1

- Provision of new Park & Ride sites at Poppleton Bar (A59) and at Clifton Moor (B1363) (as identified on the Key Diagram).
- Relocation and enlargement of the existing Park & Ride site at Askham Bar (A1036) (as identified on the Key Diagram).
- Enlargement to the A59/A1237 roundabout to increase capacity.
- Provision of an improved pedestrian/cycling crossing of the Outer Ring Road at the A59 junction.

Bus Network Improvements

- Bus priority measures on A59 and Wigginton Road corridors (as part of Access York Phase 1 project or subsequent investment programmes).
- Targeted junction enhancements to improve reliability, as set out in the Local Transport Plan 3 (LTP3) and subsequent investment programmes.

Strategic Cycling and Pedestrian Network Improvements

- Improvements to the strategic cycling network as set out in the LTP3 and subsequent investment programmes.
- Extension of Footstreets area, to be progressed through the City Centre Area Action Plan.

Highway Network Capacity Improvements

- James Street Link Road Phase II road improvement scheme.

PHASE 2: 2016 – 2021:

A1237 Outer Ring Road Improvements

- Improvements to the highest priority congested A1237 Outer Ring Road roundabouts to be identified in the LTP3.
- Further improvements to other A1237 Outer Ring Road junctions.

Bus Network Improvements

- Improvements to the bus interchange at the railway station.
- Further bus network improvements to be identified in the LTP3 and subsequent investment programmes.

Strategic Cycling and Pedestrian Network Improvements

- Restrict access for private motorised vehicles across City Centre bridges, to be taken forward through the City Centre Area Action Plan.
- New cycling/pedestrian bridge near Scarborough Bridge.
- Continued implementation of the strategic cycling network as set out in the LTP3 and subsequent investment programmes.

PHASE 3: 2022 – 2031:

A1237 Outer Ring Road Improvements

- Series of selected link upgrades to dual carriage way standard (including grade separation) on the busiest sections of the Outer Ring Road (Wetherby Road to Clifton Moor).

Bus Network Improvements

- Further bus network improvements to be identified through the LTP3 and subsequent investment programmes.

Strategic Cycling Network Improvements

- Continued implementation of the strategic cycle network as set out in the LTP3 and subsequent investment programmes.

It is anticipated that the infrastructure measures could reduce the projected increase in citywide delays by approximately 40% by 2031 however additional measures may be needed to minimise localised unacceptable increases.

The LDF will allocate or reserve land for the strategic infrastructure schemes listed in the policy. The LDF will also support the longer term ambitions to develop a new station at Haxby and improve rail provision along the Harrogate railway line through the introduction of tram-train. This could include provision for a rail halt within the Former British Sugar/Manor School Strategic Allocation.

iii. Smarter Choices and Demand Management for Travel

In accordance with the principles of the LTP3 the Council will deliver a sustained travel behaviour change programme, supported by low cost infrastructure and service improvements with the aim of achieving at least a 35% reduction in projected traffic delays by 2031. This will be delivered by a range of interventions including demand management, bus subsidy and sustainable travel promotion that will manage the increasing demand for travel into and within all parts of York. A critical element of demand management will be restricting the availability and cost of parking in existing areas and new developments. Further measures to improve the public transport offer will be progressed through the LTP3, such as cross ticketing between different transport providers.

iv. Protection for Residential Areas and City Centre Accessibility

To ensure that the quality of life of residents in existing areas of the City is not adversely affected by development growth access restrictions to discourage through traffic will be implemented. The areas requiring protection measures will be identified through the LTP3 and as part of the consideration of individual development sites.

To improve the City Centre and encourage economic activity, further City Centre transport schemes may be necessary to respond to the City Centre Area Action Plan and the outcomes of the City Centre Movement and Accessibility Framework.

v. **Strategic Allocations and Future Areas of Search for Urban Extensions**

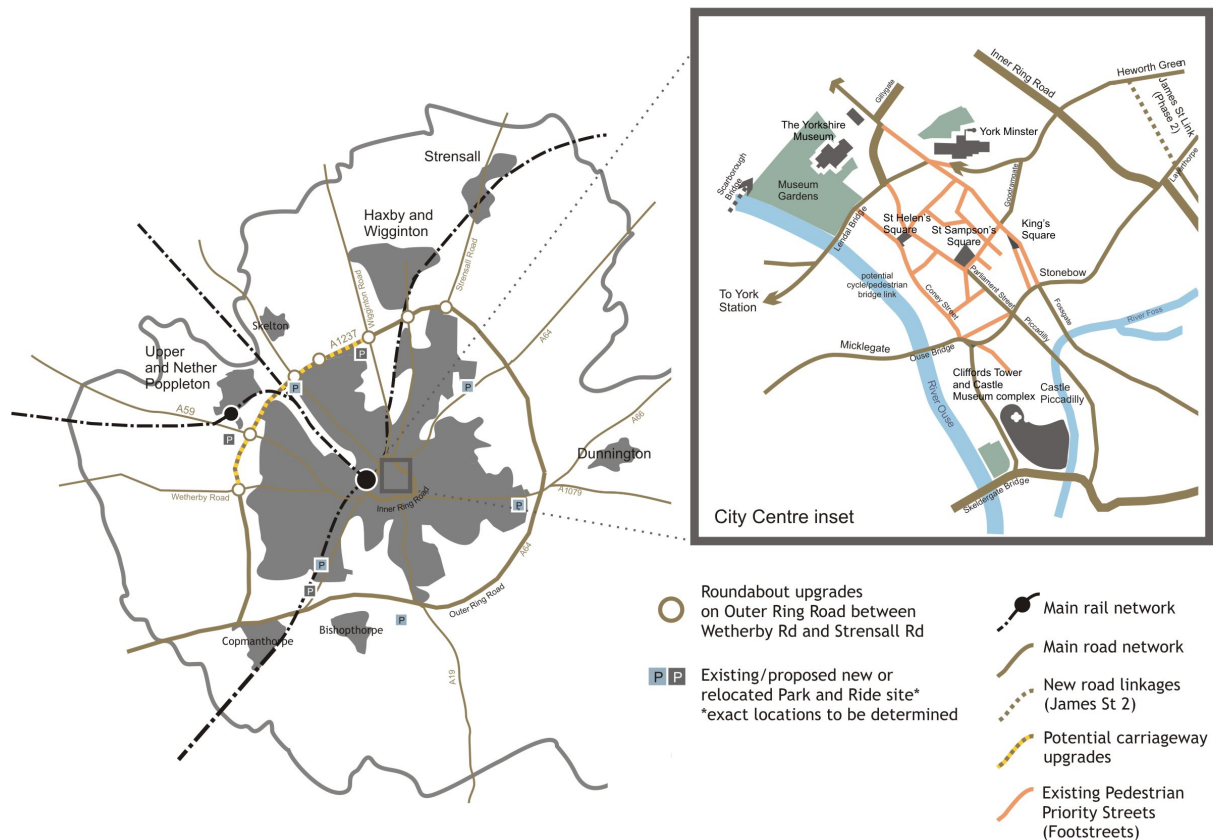
A transport masterplan will be prepared for the York Northwest Corridor which will outline the package of transport infrastructure measures and interventions required to access and deliver the two strategic allocations.

Should urban extensions be required, a detailed master planning process will be undertaken for each area which will identify the specific transport infrastructure necessary to access and deliver the sites.

Explanation

- 15.1 Addressing the City's transport issues is essential to delivering the vision to be a leading environmentally friendly city. In accordance with *PPG13* and the objectives of the LTP3, this policy seeks to reduce the need to travel, implement necessary improvements to transport infrastructure and promote sustainable travel. It is considered that the approach set out in this policy, alongside the overall package of measures covering a wide variety of modes set out in LTP3, will deliver the objectives for transport whilst enabling spatial growth. Even with these measures in place longer congestion delays will be experienced overall but limited to less than 50% higher than 2008 levels. Further information is set out in the *Topic Paper on the Transport Implications of the LDF (2011)*.
- 15.2 In terms of the location of development, all new development should be in locations that are either currently accessible or can be made accessible through suitable measures. New developments would be considered to have good access if they are:
- within a five minute (400 metres) walkable route of a range of local facilities;
 - within 100 metres from an existing or proposed cycle route; and
 - within a five minute (400 metres) walkable route of a frequent public transport service (15 minute or higher frequency).
- Although it is recognised that in some circumstances developments will not be able to achieve these standards.
- 15.3 The strategic infrastructure schemes highlighted in Figure 15.1 have been phased to reflect the development levels proposed over the Core Strategy plan period. Further detail on the schemes will be set out in the LTP3. The delivery of transport infrastructure will be reviewed on an annual basis through the LDF Annual Monitoring Report. The failure to deliver any of the phases outlined in the policy could lead to a review of the development levels included within the plan.
- 15.4 The LDF will allocate or reserve land for the strategic infrastructure schemes listed in the policy. It may also be necessary to allocate or reserve land for further schemes which emerge as the Council revises its transport strategy. Tram-train is a longer term ambition to make improvements to provision along the Harrogate railway line. Whilst it is not a specific infrastructure scheme within the plan period, the LDF recognises it as a longer term project and will seek to ensure that it is not prejudiced by developments coming forward in the period to 2031, specifically the York Northwest Strategic Allocations (Section 6).

Figure 15.1 York’s Strategic Transport Schemes



- 15.5 The LTP3 will set out in detail the measures which will deliver the sustained travel behaviour change programme. Some aspects of the demand management measures will be progressed through the preparation of a Supplementary Planning Document (SPD) setting a level for City Centre parking and detailing the levels of parking to be permitted in new developments.
- 15.6 As set out in Policy CS2, a key element of the City Centre Area Action Plan (AAP) will be to consider movement and accessibility. The AAP will be informed by the emerging City Centre Movement and Accessibility Framework which will consider key transport corridors into and within the City Centre, pedestrian/cycle connectivity and the need to ensure the Centre continues to be accessible for businesses, residents and visitors. This policy recognises the need to respond to these issues through the implementation of further transport schemes in the City Centre. This will include exploring ways in which the rivers can be used as an alternative to other transport measures.
- 15.7 In addition to considering the strategic transport needs of new development, the policy approach recognises that new development can sometimes lead to more localised impacts on existing residential areas. Where this is anticipated, the Council will consider introducing access restrictions in some areas to mitigate the impacts of any through traffic generated by development growth.
- 15.8 The measures outlined in the policy and those to be identified through the LTP3, will contribute to reducing transport emissions, having a positive effect on regulated air

quality pollutants and greenhouse gases. The Council is currently preparing a Low Emission Strategy for the City which will aim to accelerate the uptake of low emission vehicles and technology. For further information, please see Section 16 'Air Quality'.

- 15.9 The schemes and measures listed in the policy will be delivered using funds from the LTP3 settlement, Major Scheme Bids, bids to the Local Sustainable Transport Fund, developer contributions and any other appropriate funding opportunities that may arise. In accordance with Policy CS25 on Developer Contributions and Infrastructure, the mechanism for developer contributions will be developed and presented in a further planning document to ensure that the funding is in place to deliver the necessary citywide infrastructure and behaviour change measures. It is anticipated that the full cost of delivery of all of the schemes and measures will be approximately £170m over the period up to 2031. The mechanism will ensure that the necessary funding is in place for these measures to address the cumulative impact of all developments across the City. In addition developments will be expected to deliver the immediate access requirements and local highway improvements where an associated adverse impact can be identified.

Policy Links

- Section 8 'Housing Growth and Distribution'
- Section 11 'Community Facilities'
- Section 13 'Sustainable Economic Growth'
- Section 16 'Air Quality'
- Section 22 'Infrastructure and Developer Contributions'

Section 16: Air Quality

Strategic Objectives

The Local Development Framework (LDF) will play a key role in helping to deliver improvements to air quality and the implementation of a Low Emission Strategy by supporting measures to help reduce the emissions of nitrogen dioxide (NO₂), particulate (PM₁₀) and carbon dioxide (CO₂).

Targets

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

- National annual mean NO₂ legal requirements at all relevant locations in the City.
- National annual mean PM₁₀ legal requirements at all relevant locations in the City.
- Improvements in air quality at relevant locations within Air Quality Management Areas (based on five year averages), ultimately leading to the revocation of all Air Quality Management Areas in the City.

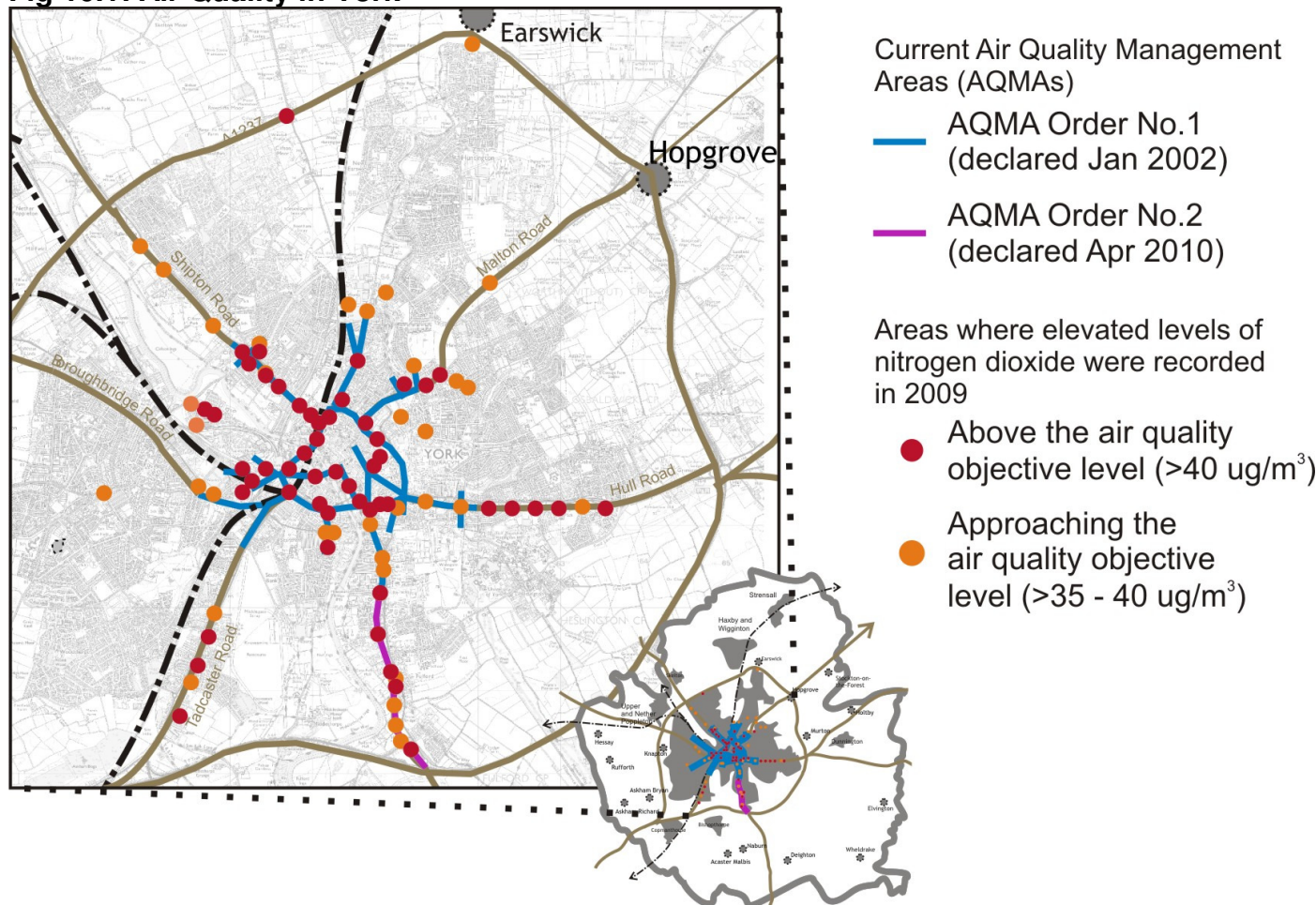
Policy CS19: Air Quality

The LDF will reduce emissions to air and improve air quality within existing Air Quality Management Areas (AQMAs) and across the City of York Council area as a whole. Areas where monitoring has shown elevated levels are shown at Figure 16.1. During the lifetime of the plan, areas of air quality concern will change over time. Where air quality monitoring in the City highlights elevated levels of pollution it may be necessary to declare further AQMAs.

The Council will protect human health by improving local air quality and contribute towards York becoming the UK's first low emission city in the following way:

- i. development will only be permitted if the impact on air quality is acceptable and mechanisms are in place to mitigate adverse impacts and reduce further human exposure to poor air quality;
- ii. all minor and major planning applications are required to identify and assess potential air quality impacts through an assessment undertaken in accordance with the Council's Local Emission Assessment Methodology; and
- iii. all sites identified through the Allocations Development Plan Document (DPD) will be subject to an assessment of potential air quality impacts in accordance with the Council's Local Emission Assessment Methodology.

Fig 16.1: Air Quality in York



Explanation

- 16.1 City of York Council has a legal requirement to review and assess local air quality and declare AQMAs where national health based objectives are not met. There are currently two AQMAs in York at several locations adjacent to the inner ring road and in Fulford Main Street. Measures currently in place to tackle air quality issues are not sufficiently addressing the problem. Accordingly there is a risk that further areas will exceed legally acceptable levels of air quality as shown at Figure 16.1. Given that air is not static and pollutants are generated across the city as people travel between places, emissions to air must be considered in a city wide context to address the cumulative effect patterns of development could have on it. Protection and improvement of local air quality can be achieved through the planning process. Planning decisions may affect emissions to air where they influence levels of traffic, a major source of NO₂, PM₁₀ and CO₂ emissions. Road transport emissions can be reduced through a simultaneous assessment and mitigation of both regulated air quality pollutants and greenhouse gases.
- 16.2 To address deteriorating local air quality and to reduce emissions of all pollutants (including greenhouse gases) the Council is currently preparing a Low Emission Strategy for the City. This will aim to accelerate the uptake of low emission vehicles and technology, helping to improve local air quality and protect health. York has a vision to become the UK's first low emission city and the LDF process has an important role to play in helping to deliver this. Section 18 'Sustainable Design and

Construction' sets out the Council's policy approach to reducing carbon dioxide emissions through renewable energy and sustainable design and construction. Air quality should be recognised as a potential constraint to combustion based renewable energy technologies e.g. biomass.

- 16.3 The planning elements of the emerging Low Emission Strategy will be incorporated in a Low Emission Strategy Supplementary Planning Document (SPD). The SPD will set out standards and requirements for improving local air quality and provide information on how the Council will consider, and how applicants should approach, planning applications that could have an impact on air quality. It will be prepared in accordance with forthcoming national guidance on Low Emission Strategies SPDs.
- 16.4 The SPD will include an Emission Statement pro-forma, to accompany all minor planning applications (proposals for 9 or less dwellings/ up to 1,000 sqm commercial floorspace), alongside details of the Council's low emission assessment methodology for major applications (proposals for 10 or more dwellings/over 1,000 sqm commercial floorspace). Clear guidance in the form of a comprehensive schedule of the development triggers for each assessment type will be set out in the SPD, to ensure a clear and consistent approach. Information will also be provided on recommended low emission vehicle technologies and fuels that should be implemented to mitigate emissions. Mitigation measures are likely to include priority and parking incentives for low emission vehicles, the provision of electric charging points in new developments and car free developments. The potential of using developer contributions to fund low emission infrastructure and mitigate against emissions will also be explored.
- 16.5 Emissions to air will be a key consideration through the emerging Allocations DPD process. This will ensure that any air quality implications are identified at the outset, making sure that developments do not have a detrimental impact on air quality.

Policy Links

- Section 15 'Sustainable Transport'
- Section 18 'Sustainable Design and Construction'
- Section 22 'Infrastructure and Development Contributions'

Section 17: Green Infrastructure

Strategic Objectives

The Local Development Framework (LDF) will enable the long term protection, enhancement and management of York's integrated Green Infrastructure network, including formal parks, gardens, woodland, green waterways, street trees, transport corridors, nature reserves and open countryside. It will:

- protect, manage and enhance a network of strategic and local green infrastructure corridors;
- conserve and enhance landscape character, geodiversity and biodiversity having particular regard to the retention, maintenance, restoration and re-creation of priority habitats and species;
- protect and conserve all Sites of Special Scientific Interest (SSSIs);
- protect, manage and enhance local Sites of Importance for Nature Conservation;
- conserve and enhance the Rivers Ouse, Derwent and Foss and other waterways, their flood plains and their setting for landscape, biodiversity and cultural heritage. In particular, the Lower Derwent Valley is a critical area of high biodiversity, landscape and cultural value;
- protect existing open space provision, and address deficiencies across all open space typologies, in line with current evidence base;
- promote accessibility, where appropriate, to natural and semi-natural greenspace, and open countryside.
- work to better understand the nature, extent and value of the natural environment, and increase awareness of, and capitalise on, the multifunctional benefits of green infrastructure and ecosystem services.

Targets

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

- Produce and adopt a Green Infrastructure Strategy as a Supplementary Planning Document (SPD).
- Work towards achieving the open space standards set out in current evidence base.
- No loss of recreational open space provision for which there is identified need, and overall increase in provision of recreational open space.
- Increase in the percentage of Sites of Special Scientific Interests (SSSIs) in favourable condition, or unfavourable but recovering.
- Increase in the number and percentage of Sites of Importance for Nature Conservation (SINCs) in favourable or improving condition;
- No loss of ancient woodland or veteran trees outside protected areas, and no net loss of trees overall.
- Increase the number and extent of recognised green corridors.

- Annual increase in trees and hectareage of woodland.
- Increase in number of Local Authority managed parks and open spaces with current Green Flag award.

Policy CS20: Strategic Green Infrastructure

The LDF will conserve and enhance York's landscapes, geodiversity, biodiversity and natural environment, recognising the role of Green Infrastructure in supporting healthy communities, cultural value, a buoyant economy and aiding resilience to climate change. This will be achieved through the production of a Green Infrastructure Strategy, and by ensuring that development proposals relate to current and emerging guidance, and do not compromise York's Green Infrastructure network.

1. As a part of the LDF process, the Council will adopt a Green Infrastructure Strategy which addresses and incorporates the following:
 - the findings of an up to date Biodiversity Audit and Action Plan;
 - the findings of a Lower Derwent Valley Plan;
 - management plans to describe, protect and enhance the biodiversity of Council owned sites, with priority given to those designated as Sites of Importance for Nature Conservation (SINCs);
 - protecting and enhancing existing open space in York, and seeking to increase provision in areas where a deficiency has been identified. This includes the provision of strategic open space in connection with areas of search for urban extensions, if urban extensions are required;
 - ongoing work with landowners, and through the development process, to help safeguard nature conservation sites, whether locally, regionally, nationally or internationally identified, including the potential to create buffer zones. The extent of buffers would be variable, but should be commensurate to the need;
 - delivering the aspirations of partner strategy documents and action plans, such as the Regional Biodiversity Strategy, Regional Forestry Strategy and Action Plan, River Basin Management Plans, Priority Woodland Habitat Management Plans;
 - safeguarding, managing and enhancing York's existing tree and woodland resource in line with the current Regional Forestry Strategy, particularly urban tree planting and street trees;
 - maintaining and enhancing the rivers, banks, floodplains and settings of the Rivers Ouse, Derwent and Foss, and other smaller waterways for their biodiversity, cultural and historic landscapes, as well as recreational activities; and
 - supporting allotments and productive land, to encourage local food production, and its benefits to education and healthy living.
2. The LDF will support development which:
 - ensures the retention, enhancement and appropriate management of features of geological, geomorphological, paleoenvironmental or biological interest, and address the requirements of the current biodiversity audit and action plan;

- takes account of the potential need for a buffer zone around a wildlife site, to ensure the integrity of the site's interest is retained;
- supports the creation, integrity and management of York's Green Infrastructure network, including its green corridors;
- results in no net loss to, and helps to improve, biodiversity (any unavoidable impacts must be appropriately mitigated or compensated for, and secured through the planning process);
- helps address current deficiencies in open, recreational and play space. Proposals should provide for the quantity, quality and accessibility of open space and ancillary facilities as set out in the current assessment of open space, and improve the provision where required. Development which results in the loss of open space will be refused; and
- protects and enhances existing rights of way, national trails and open access land.

Explanation

Green Infrastructure

- 17.1 Green Infrastructure is the term used for the overarching framework related to all green assets. In broad terms, Green Infrastructure includes semi-natural habitats such as grasslands, woodlands, moorlands and river corridors; nature reserves and other outdoor destinations; cultural and historic landscapes such as parks and gardens, York's Ings and Strays, historic buildings and ancient monuments; as well as features of the wider rural landscape such as footpaths, hedgerows and game coverts. The historic landscape provides the City and its outlying villages with a rural setting, contributing much to its character. In urban areas, Green Infrastructure assets offer green porosity, absorb pollution and CO₂, and help reduce noise and intrusion. They include open spaces such as allotments, public parks, cemeteries and previously developed land; significant tracts of garden space and features that provide public access such as canals, towpaths, and cycleways; as well as man-made features such as swales and green roofs on buildings, railway embankments (current and disused), road corridors and cuttings. Areas of public realm also constitute Green Infrastructure where these contain natural elements, such as street trees.
- 17.2 Traditionally, environmental planning has looked at the functions of these assets in isolation, such as biodiversity, open space provision or public realm design. Whilst we should not devalue the benefits of looking at these issues individually, a green infrastructure approach considers how together these assets form an overall 'system' that is greater than the sum of its overall parts.
- 17.3 York's approach is to both continue to protect and enhance biodiverse habitats and landscapes but also to support the multifunctional benefits of green infrastructure. These include opportunities for sport and recreation, creating safe and attractive walking, cycling and equestrian routes; the provision of ecosystem services such as improvements in air and water quality; cultural value; mitigation and adaptation to climate change, particularly in terms of flood mitigation in York; an enhanced backdrop and landscape to aid business and attract inward investment; and, of

course, to maintain and enhance biodiversity. York's network of green spaces could work like a connected park, linking the historic City Centre to the city's neighbourhoods and countryside through a series of extended strays for walking and cycling, and making use of rivers. Better green cross-connections through York's neighbourhoods should also be encouraged.

- 17.4 The emphasis on the multifunctional benefits of Green Infrastructure is supported by the emerging national policy statement on Planning for a Natural and Healthy Environment. This move away from a purely environmental view of green infrastructure is recognised in the *Leeds City Region Green Infrastructure Strategy (2010)*. These key drivers, although applicable to York, will be emphasised differently as the character and role of York is different to that of the Leeds City Region, particularly in terms of economic growth and regeneration. As such, the Core Strategy sets out policy to provide for the conservation, restoration, enhancement and enjoyment of the natural environment, to ensure that those features that are important for York are protected and enhanced. In particular, the strategic allocations and major development opportunities discussed in Section 3 offer opportunities for the provision of multifunctional green infrastructure, integral to emerging master planning, and maximising synergies with the existing green infrastructure network. Village Greens and Common Land play an important role in providing common grazing land or sports and recreation. The LDF does not specifically relate to the protection of such land, since this is controlled by statute through the *Commons Act (2006)*.
- 17.5 A priority for the Council and its Partners will be to deliver a Green Infrastructure Strategy for York, bringing together the findings of the current *Biodiversity Audit and Action Plan (2010)*, the *Open Space Audit (2008)* and the *York Landscape Character Appraisal (1996)*. Together, these studies tell us about changes to existing habitats, identify management issues and offer potential approaches to creating or enhancing York's many green infrastructure assets. The *Open Space, Sport and Recreation Study (2008)* records and describes the function of York's many green spaces, whether formally managed as parks or playing fields, or naturalised open space. Importantly, it also provides a means of appraising the levels of open space available to all of York's residents, to help focus existing management or future investment in new provision. The Green Infrastructure Strategy will pull together the findings of these existing evidence base studies, and enable choices to be made about priorities for York, in line with the opportunities for delivery brought about by supporting development or management plans.

Biodiversity Audit and Action Plan

- 17.6 The *Biodiversity Audit and Action Plan (2011)* identifies, in addition to International and nationally designated sites, species and habitats which are of UK or local conservation concern and provides us with baseline information on which to prioritise further action. It is a key part of the evidence base for the LDF and is integral to the development of the Green Infrastructure Strategy.
- 17.7 Currently, 88 sites (excluding hedgerows) have been identified as fulfilling the requirements for designation as SINC's. In addition there are 12 sites that are close to SINC quality but where we have as yet insufficient information to enable a firm

assessment to be made. Such sites should effectively be considered as important sites until sufficient data is available. Such sites though do not occur in isolation as discrete, self contained habitats, but influence and are influenced by their surroundings. The surrounding area can therefore be as important to the interest of the site as the feature itself, and changes to it could affect the integrity of that interest. In order to fully protect the site or interest, there may be a requirement to establish a suitable buffer area around it. The extent of that buffer could vary depending on the proposed change. Because of this, no fixed buffer zone is considered appropriate but should be established on a site by site basis.

- 17.8 Over and above these proposed designated sites, a further 140 sites have been identified as being of wildlife interest but where this is insufficient to qualify them for SINC designation. Such sites though are still of great significance for biodiversity and do therefore merit a level of consideration. Such sites are particularly valuable in the local context and when considering climate change and the establishment of habitat networks. Some of these sites may, in themselves or through enhancement, prove to be of SINC status, and together form a potential future resource in maintaining York's overall biodiversity.
- 17.9 Under the Council of Europe's European Landscape Convention, all types of landscape, whether outstanding, ordinary or degraded, are to be valued. This necessitates the identification and assessment of landscape, and development of quality objectives to guide decision making. This means that the management of green assets must be considered central to the way in which York develops, whether those assets are publicly or privately owned, and whether legally or non-statutorily designated.
- 17.10 The Lower Derwent Valley is however a special place that merits consideration in its own right, having extensive, internationally significant biodiversity interest set within a unique historic agricultural landscape that is also of great wildlife, cultural and landscape value. This area needs special consideration, not least because it lies within 3 Local Authority areas and will require a collaborative and consistent approach if this special area is to be conserved. A Lower Derwent Valley Plan will enable the full value of both the designated land and the adjacent functionally connected land to be recognised and provide the basis for a cross boundary approach to the conservation of this area.

Green Corridors

- 17.11 Green corridors are a fundamental element of green infrastructure as they form linkages between assets making green infrastructure a network as opposed to a collection of sites. *Planning Policy Statement 9 (2005)* and *Planning Policy Guidance 17 (2002)* recognise that these links are important both in terms of providing routes or stepping stones for the migration, dispersal and genetic exchange of species and also for the movement of humans for recreation or general travelling purposes.
- 17.12 The *Leeds City Region Green Infrastructure Strategy (2010)* has been expanded on a local level to include local corridors which are significant for the communities and neighbourhoods of York. Emerging work on mapping local corridors is presented alongside regional, sub-regional and district corridors in Section 3 'Spatial Strategy'

at Figure 3.4. Further detail can be found in the supporting *Green Corridor Technical Paper (2011)*.

- 17.13 Regional and district corridors will foster connections between York and other towns/villages in the region which adjoin the green corridors. This will provide a common boundary to a designated area which will allow easier access to and from York; enhance existing routes; create stronger theoretical linkages through association; and reinforce linkages through a common duty to, and benefits received from, the protection and enhancement of the green corridor(s) in question.

Open Space

- 17.14 The *Open Space, Sport and Recreation Study (2008)* identifies deficiencies in both the quantity and quality of open space in York. There are particular quantitative shortfalls citywide relating to provision for young people and children, but also localised shortfalls in open space, sport and recreation provision in quantitative terms and, outdoor sports facilities, natural open space and amenity green space. As specified throughout the report, the quantity standards need to be applied in conjunction with the accessibility standards in order to identify the location of any deficiencies.
- 17.15 In connection with urban extensions, new areas of strategic open space have been identified which, in conjunction with 20% on-site allowance for facilities such as open space, transport infrastructure and community facilities, will help to maintain the city's rural setting, and offer opportunities for improved recreation for existing and future residents.

Policy Links

- Section 15 'Sustainable Transport'
- Section 19 'Flood Risk'
- Section 22 'Infrastructure and Developer Contributions'

Section 18: Sustainable Design and Construction

Strategic Objective

The Local Development Framework (LDF) will play a key role in helping to deliver the *Climate Change Framework and Action Plan (2010)* through promoting a reduction in York's carbon and eco-footprint and helping the City to adapt to and mitigate against climate change through sustainable design and construction.

Targets

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

- To exceed the following renewable energy targets through either on-site or off-site production:
 - 38.7 Mega Watts (MW) of installed renewable electricity capacity and 15.1MW of installed renewable heat capacity by the year 2020; and
 - 39.8MW of installed renewable electricity and 18.0MW of installed renewable heat capacity by the year 2031.
- All planning applications for new major developments (more than 10 dwellings or 1000m² non-residential floorspace), must incorporate on-site renewable / low carbon energy generation equipment to reduce predicted carbon emissions by at least 10%.
- All development proposals of 10 dwellings or more or non-residential schemes over 1000m² to meet the following minimum requirements:
 - *Residential Developments*: Code for Sustainable Homes Level 3*** (or equivalent) up to and including 2013, Code for Sustainable Homes Level 4**** (or equivalent) from 2014 and zero carbon standard from 2016 onwards; and
 - *Non-residential Developments*: 'very good' standard as set out in the Building Research Establishment, Environmental Assessment Method (BREEAM) up to and including 2014, 'excellent' standard as set out in BREEAM from 2015 and zero carbon from 2019 onwards.

Policy CS21: Sustainable Design and Construction

The LDF will play a key role in helping to deliver the Climate Change Framework and Action Plan through contributing to a reduction of York's carbon and eco-footprint and helping the City to adapt to, and mitigate against climate change. This will be achieved through the application of the Energy Hierarchy by ensuring York's renewable energy/low carbon potential is realised and high standards of sustainable design and construction are adopted, as set out below:

1. Renewable Energy

- i. The LDF will ensure that the following renewable energy targets are exceeded through either on-site or off-site production:

- 38.7MW of installed renewable electricity capacity and 15.1MW of installed renewable heat capacity by the year 2020; and
- 39.8MW of installed renewable electricity and 18.0MW of installed renewable heat capacity by the year 2031.
- ii. All renewable energy proposals must be in accordance with the spatial principles SP1, SP2 and SP3.
- iii All major developments (more than 10 dwellings or 1000m² non-residential floorspace) must submit a Sustainable Energy Statement as part of the planning application process. Unless it can be demonstrated that it is not feasible or viable, proposals must:
 - incorporate onsite renewable energy/low carbon energy generation equipment to reduce predicted carbon emissions by at least 10%; and
 - as a part of that reduction, integrate CHP and district/block heating or cooling infrastructure.

2. Sustainable Design and Construction

All new residential and non-residential developments including conversions and change of use must submit a Sustainability Statement (where appropriate incorporating a Sustainable Energy Statement) as part of the planning application process. The Sustainability Statement will need to demonstrate that the development will be a high standard of sustainable design and construction using techniques to ensure building design, including orientation and layout (for passive solar benefits), reduces energy consumption and construction material selection ensures sustainable use of resources.

For development proposals of 10 dwellings or more or non-residential schemes over 1000m² the following minimum standards will apply, unless it can be demonstrated that it is not feasible or viable:

- *Residential Developments*: Code for Sustainable Homes Level 3*** (or equivalent) up to and including 2013, Code for Sustainable Homes Level 4**** (or equivalent) from 2014 and zero carbon standard from 2016 onwards; and
- *Non-residential Developments*: 'very good' standard as set out in the Building Research Establishment, Environmental Assessment Method (BREEAM) up to and including 2014, 'excellent' standard as set out in BREEAM from 2015 and zero carbon from 2019 onwards.

Explanation

- 18.1 *The Climate Change Act (2008)* sets a legally binding target for reducing UK carbon dioxide emissions by at least 26% by 2020 and at least 80% by 2050, compared to 1990 levels. The *Energy White Paper: Meeting the Energy Challenge (2007)* and the *Energy Act (2008)* (which provides the legal framework for the Energy White Paper), support these binding reduction targets and will move the UK towards a low carbon economy by placing renewables and energy efficiency at the heart of the UK's future energy system. This aims to generate 20% of UK electricity from renewable energy sources by 2020. This is supported by *Planning Policy Statement 1 (2005)* (PPS1) which sets out how planning, in providing for new homes, jobs and infrastructure needed by communities, should help shape places with lower carbon emissions and resilience to climate change.

- 18.2 The latest eco-footprint data for York (2006) indicates that we need 4.72 global hectares (gha) per person to support our current lifestyles and demand for food, energy and waste disposal. The impact of our lifestyles on the global environment and climate change can also be measured in terms of carbon dioxide emissions. In York the carbon footprint is currently calculated at 12.61 tonnes per person (based on the latest Stockholm Environment Institute York Centre figures 2006). This footprint is above average for the UK, which is 12.10 tonnes per person and above the regional average which is 12.21 tonnes per person.
- 18.3 The Council has produced a *Climate Change Framework and Action Plan (2010)* for York. The Climate Change Framework covers 2010 to 2015 and will enable York to coordinate and drive forward actions to reduce Carbon Dioxide (CO₂) and other emissions across the city in the long term and up until 2050. The Action Plan covers 2010 to 2013 will be a combination of two specific action plans. The plans are broken into mitigation, actions that will reduce emissions from across York, and adaptation, actions that will help York to better prepare and adapt to the predicted changes in climate. The headline objectives are:
- to reduce York’s CO₂ and other greenhouse gas emissions in line with Government targets;
 - to coordinate CO₂ and other greenhouse gas emission reduction initiatives across York;
 - to coordinate actions to better prepare York for future climate change;
 - to make fuller use of the potential for low carbon, renewable, localised sources of energy generation across York;
 - to raise awareness and understanding of climate change throughout the Without Walls Partnership, City of York Council and within communities, businesses, organisations across York; and
 - contribute to the City’s Sustainable Community Strategy and the creation of a sustainable, environmentally friendly City.
- 18.4 The LDF has an important role in addressing this local and national context through requiring decentralised renewable/low carbon energy and high standards of sustainable design and construction.

Renewable Energy

- 18.5 The *Renewable Energy Strategic Viability Study for York (2010)* highlights York’s current and future renewable energy potential taking account of York’s unique natural and historic environment, this is illustrated in Table 18.1.

Table 18.1: York’s Installed Renewable Energy Capacity and Targets

	Installed capacity pre 2020 (Mega Watts)		Installed capacity post 2020 (to 2031) (Mega Watts)	
	Electricity	Heat	Electricity	Heat
Installed, planned and prospective	5.0	4.0	5.0	4.0
Mega Watts Targets	38.7	15.1	39.8	18.0

- 18.6 The *Renewable Energy Strategic Viability Study for York (2010)* indicates that this could be achieved by the following diverse range of technologies and provides guidance on the spatial locations factoring in York's constraints. The range of technologies could include:
- large, medium, small and micro wind;
 - hydro;
 - Combined Heat and Power (CHP) (district electricity and heat);
 - biomass for district heating and single building heating;
 - Solar Photovoltaic;
 - Solar Thermal; and
 - ground/air source heat pumps.
- 18.7 Given their nature it may only be possible to accommodate certain renewable energy technologies within the Green Belt. This may not be considered inappropriate provided they maintain the openness of the Green Belt and don't conflict with the purposes of including land within it; particularly the primary purpose of York's Green Belt to protect the City's historic character and setting. Air quality should be recognised as a potential constraint to combustion based renewable energy technologies e.g. biomass.
- 18.8 As identified in *Planning Policy Statement 22 (2004)*, CHP is recognised as being an important source in the renewable energy mix. The *Renewable Energy Strategic Viability Study for York (2010)* indicates that CHP should be explored on several of York's key development opportunities. These include both York Northwest Strategic Allocations, and the following Major Development Opportunities; Terry's, Hungate, Nestle and at the University of York's Heslington East campus.

Sustainable Design and Construction

- 18.9 In relation to sustainable design and construction, PPS1 advises that environmental assessment methods such as 'Code for Sustainable Homes' (dealing with residential development) and 'BREEAM' (dealing with non-residential development) are used to rate the environmental performance of new and renovated buildings (development includes conversions and change of use).
- 18.10 It is proposed nationally that all new housing should be zero carbon rated by 2016 in accordance with the *Building a Green Future Policy Statement (2007)*. This will be achieved through the Code for Sustainable Homes and changes to the Building Regulations. The code builds on the Building Research Establishment's EcoHomes System and is intended to be a national standard for the building industry relating to energy and water efficiency, construction materials and waste recycling.
- 18.11 Although the Code as a whole is currently voluntary for non publicly funded builds some aspects of it, relating to energy and water efficiency, are a mandatory part of the Regulations.
- 18.12 In the case of non-residential buildings including all new office, industrial or retail development, BREEAM is non mandatory, however a study called *Delivering Sustainable Energy in North Yorkshire (2005)* recommends a 'very good' standard is

achieved. The Government has recently confirmed the target that commercial buildings should also be zero carbon by 2019.

- 18.13 Policy CS21 requires as a minimum, large residential developments to achieve Code for Sustainable Home Level 3*** (or equivalent) up to and including 2013, Level 4**** (or equivalent) from 2014 and zero carbon from 2016 onwards. In addition the policy requires as a minimum all large non-residential developments to achieve BREEAM standards ‘very good’ up to and including 2014, ‘excellent’ from 2015 and zero carbon from 2019 onwards. These measures are essential in order for the City of York Council to reduce it’s eco and carbon footprint.
- 18.14 In line with national (and future policy approaches, including future zero carbon standards), where it is not feasible to achieve zero carbon standards through the generation of onsite renewable/low carbon, technologies, the Council will consider the option of offering developers local off-site solutions. This will be achieved through an appropriate mechanism such as a ‘Community Energy Fund’.
- 18.15 A Sustainability Statement must be produced for every residential and non-residential application and where appropriate a Sustainable Energy Strategy will also need to be produced. They both will need to respond to site characteristics, environmental constraints and place emphasis on design integration. Advice on appropriate renewable energy technologies are provided in the *Renewable Energy Strategic Viability Study for York (2010)*. Further advice will be provided through a Sustainable Design and Construction Supplementary Planning Document.

Policy Links

- Section 8 ‘Housing Growth and Distribution’
- Section 12 ‘Education Skills and Training’
- Section 13 ‘Sustainable Economic Growth’
- Section 15 ‘Sustainable Transport’
- Section 16 ‘Air Quality’
- Section 22 ‘Infrastructure and Developer Contributions’

Section 19: Flood Risk

Strategic Objective

The Local Development Framework (LDF) will ensure that new development is not subject to flooding, does not contribute to flooding and is designed in a way that takes account of both existing and future flood risk.

Targets

Progress towards meeting the strategic objective will be measured against the following targets:

- No planning permissions granted contrary to the advice of the Environment Agency on flood risk and water quality grounds.
- All brownfield development, where technically feasible and viable, to achieve a 30% reduction in run-off rates.
- All greenfield development, where technically feasible and viable, to achieve no worsening of run-off rates.
- The production of a Supplementary Planning Document (SPD) relating to Sustainable Design and Construction and all development meeting the requirements set out in this document.

Policy CS22: Flood Risk

The LDF will ensure that new development is not subject to flood risk, incorporates sustainable drainage and is designed and constructed in a way that mitigates against current and future flood events.

Flood Risk

In considering the suitability of any proposed development site, either through the Allocations Development Plan Document process or when determining planning applications, the Council will use the 'Flood Risk Vulnerability Classification' and 'Flood Risk Vulnerability and Flood Zone Compatibility Classification' tables from the *Strategic Flood Risk Assessment (2011)* and any subsequent updates.

In addition, a site-specific Flood Risk Assessment, which takes account of future climate change must be carried out:

- when allocating sites through the LDF process; and
- for all planning applications of 1 hectare or greater in Flood Zone 1 and for all applications in Flood Zones 2, 3a, 3a(i) and 3b.

Sustainable Drainage

All new development will be required to include the implementation of Sustainable Drainage Systems (SUDS) unless it can be demonstrated that it is not technically feasible or viable.

More specifically:

- all brownfield development in York will be required to demonstrate that there will be a reduction of at least 30% in existing runoff rates; and
- all greenfield development must demonstrate no alteration of runoff rates following completion of development. Any additional volume of runoff following development of a greenfield site must be taken into account by providing long-term storage.

Retrofitting for flood prevention and SUDS within the existing built environment must be explored where it would not damage environmental assets.

Design and Construction

The LDF will ensure that the design and construction of new development takes account of existing and future flood risk particularly given the implications of climate change. Further advice on this issue will be provided through the production and adoption of a Supplementary Planning Document (SPD) relating to Sustainable Design and Construction.

Explanation

- 19.1 Flood risk is a particularly important issue for York. The City has a history of flooding and the management of flood risk continues to be essential, particularly following the numerous major flooding events witnessed in the City in recent years. It is the characteristics of the York river catchment, in addition to the significant amount of rainfall it receives that makes York particularly susceptible to flooding. It is anticipated that the flooding threat will increase as a result of climate change, due to more intense rainfall and increased peak river flows. Development in inappropriate locations such as floodplains will exacerbate the problems associated with climate change.
- 19.2 The approach taken in *Planning Policy Statement 25 (2010)* aims to reduce the risks from flooding to people and both the natural and built environment. It provides national planning principles for the location of new development in relation to flood risk, directing development to the lowest areas of flood risk, advocating a risk-based 'Sequential Test' approach. However national policy also recognises that exceptions may be necessary in certain circumstances where there are no suitable lower risk sites, this requires the application of the 'Exception Test'.
- 19.3 Only after the Sequential Test has been applied can the Exception Test be undertaken. The Exception Test approach recognises the need to balance wider sustainability issues with flood risk. This test involves the consideration of whether the proposed development contributes to sustainable development in its wider sense, is located on brownfield land and whether a detailed site specific flood risk assessment indicates that the development will be safe and will not increase flood risk elsewhere. The Exception Test essentially allows a balance to be struck in some instances between flood risk and wider sustainability objectives, for example where a highly accessible brownfield development site lies within a high flood risk zone, which is likely to apply to some parts of York's existing built up areas.

- 19.4 The City of York Council have completed an updated *Strategic Flood Risk Assessment (2011)* (SFRA) which assesses the different levels of flood risk in the York area and provides advice on what development is appropriate in each flood risk zone. Together with the Sequential and Exception Tests the *SFRA (2011)* will assist in identifying sites for development through the LDF and when determining planning applications. The high flood risk zones (3a, 3a(i) and 3b) taken from York's SFRA maps have also helped inform the Spatial Strategy and are illustrated at Figure 3.6 within Section 3 'Spatial Strategy'.
- 19.5 The majority of watercourses in York are up to maximum capacity. This is recognised in the policy above. Where technically feasible and financially viable, run-off rates for development will be restricted to:
- existing runoff rates (if a brownfield site), based on 140 litres/second/hectare, in accordance with *The Building Regulations Part H Drainage and Waste Disposal (2000 amended 2010)*, with a reduction of 30% in runoff where practicable; or
 - unless otherwise calculated, agricultural runoff rates (if the site has no previous development) will be based on 1.4 litres/second/hectare. To achieve this additional run off volumes will require balancing.
- 19.6 The use of SUDS must be considered, to enable the run-off targets to be met. SUDS provide a method of discharging surface water in a sustainable way to reduce the risks of flooding and pollution and should be employed where technically feasible and viable. They are built to manage surface runoff and may take different forms depending on the nature of the development and the area. They can include green roofs, filter strips and swales, infiltration devices and basins or ponds with some offering opportunities for environmental and landscaping enhancement improving biodiversity and local amenity. The LDF will promote SUDS through a Sustainable Design and Construction SPD, which will address issues of flood resilience and resistance along with SUDS adoption.

Policy Links

- Section 17 'Green Infrastructure'
- Section 18 'Sustainable Design and Construction'
- Section 22 'Infrastructure and Developer Contributions'

Section 20: Sustainable Waste Management

Strategic Objectives

The Local Development Framework (LDF) will maximise the extent to which waste is prevented, reused, recycled and recovered, alongside providing appropriate sites for waste management in accordance with both the sub-regional and local waste management strategies.

Targets

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

- The amount of waste reused, recycled, composted and recovered inline with the targets set out in the City of York Council Waste Management Strategy and the Waste Strategy for England 2007; and
- To meet the European Landfill Directive targets for the amount of biodegradable municipal waste (BMW) diverted from landfill.

Policy CS23: Sustainable Waste Management

The LDF will promote sustainable waste management by encouraging waste prevention, reuse, recycling, composting and energy recovery through the use of the Waste Hierarchy and effectively managing all of York's waste streams and their associated waste arisings. This will be achieved in the ways set out below:

- i. working jointly with North Yorkshire County Council to identify the Waste Private Finance Initiative facilities for residual municipal waste through:
 - Mechanical Treatment;
 - Anaerobic Digestion; and
 - Energy from Waste.
- ii. safeguarding existing facilities (as shown on the Key Diagram) including Harewood Whin and York's Household Waste Recycling Centres. This will include facilitation of the Beckfield Lane HWRC relocation.
- iii. identifying through an appropriate Development Plan Document, suitable alternatives for municipal waste, as required during the lifetime of the plan. This must be in conformity with Spatial Principle 2 and meet operational requirements of any facility. Priority will be given to:
 - existing waste sites;
 - established and proposed industrial estates, particularly where there is the opportunity to co-locate with complementary activities, reflecting the concept of 'resource recovery parks';
 - previously-developed land; and
 - redundant agricultural and forestry buildings including their curtilages, if suitably accessible for purpose.

- iv. requiring the integration of facilities for waste prevention, re-use, recycling composting and recovery in association with the planning, construction and occupation of new development for housing, retail and other commercial sites; and
- v. promoting opportunities for on-site management of waste where it arises at retail, industrial and commercial locations, particularly in the main urban area.

Explanation

- 20.1 Waste has traditionally been seen as a by-product of living, to be disposed of by the cheapest possible method, normally direct to landfill without pre-treatment. In the drive to achieve sustainable development this is no longer acceptable. It is essential that greater emphasis is placed on avoiding waste production and managing waste produced in the most sustainable way, making use of waste as a resource and only disposing of the residue that has no value.
- 20.2 A key principle of national guidance in *Planning Policy Statement 10 (2005)* is to drive waste management up the 'Waste Hierarchy' by addressing waste as a resource, with landfill disposal as a last option. The Waste Hierarchy primarily aims to reduce the generation of waste followed by reusing, recycling and energy recovery. If none of these options are viable, only then should waste be disposed of to landfill. To measure progress towards this, the Council is required to contribute to achieving national landfill diversion targets for biodegradable municipal waste through the Landfill Allowance Trading Scheme, and also recycling and waste recovery targets, set through the *Waste Strategy for England (2007)*.
- 20.3 The York and North Yorkshire Waste Partnership document entitled *Let's Talk Less Rubbish: A Municipal Waste Management Strategy for City of York and North Yorkshire 2006-2026 (2006)* sets out the aspirations of the Partnership for dealing with municipal waste for the period 2006-2026. It sets out targets for the reduction of waste disposal to landfill and increases in recycling rates throughout the Partnership. Effectively sitting beneath 'Let's Talk Less Rubbish' is the City of York Council's *Waste Management Strategy 2002 – 2020 (2002/amended 2004)*. Both strategies highlight the importance of developing waste management schemes and services which will enable York to meet the local, sub-regional and national recovery/recycling targets in a cost effective manner. The *Waste Management Strategy – refresh for the period 2008 – 2014 (2008)* key aim is to reduce waste going to landfill through various initiatives such as the provision of a full kerbside recycling service for all households including terraced properties and flats.

Waste Streams and Associated Waste Tonnes

- 20.4 The Council's aim for sustainable waste management is that an adequate range of waste management facilities should be provided to ensure that waste is treated and disposed of in a sustainable and environmentally friendly way, balancing the economic, social and environmental needs of the Authority. The move away from landfill disposal, towards more sustainable means of dealing with waste arisings through promotion of waste management brings a requirement to improve the number and range of facilities. The LDF must ensure that a planning framework is in

place to deliver an adequate number of sites and facilities are available to manage the quantities of the following waste streams:

- Municipal Solid Waste (MSW);
- construction and demolition waste;
- commercial and industrial waste;
- agricultural waste; and
- hazardous waste.

20.5 Municipal Solid Waste (MSW) includes predominantly household waste including biodegradable waste, for example green waste and kitchen waste, with the addition of the following:

- recyclable materials, such as paper, glass bottles, cans and plastics;
- commercial waste from the business sector, for example waste from shops and offices; and
- inert waste, including construction and demolition waste.

20.6 City of York Council deals with a small element of the construction and demolition waste stream at three of its Household Waste Recycling Centres. In connection with the sustainable design and construction requirements referred to within Section 18 'Sustainable Design and Construction', standards will be introduced to require developers to minimise construction waste and to include design measures which maximise opportunities for future occupiers to reduce the amount of waste eventually sent to landfill (for example through the provision of recycling and composting facilities).

20.7 The City of York Council also deal with small amounts of hazardous waste. Hazardous waste is essentially waste that contains hazardous properties that may render it harmful to human health or the environment and includes items such as, refrigeration equipment, oils, batteries, televisions and chemicals.

20.8 Table 20.1 indicates the amounts of MSW and hazardous waste dealt with by the City of York Council over the last five years, and highlights the disposal methods.

Table 20.1: York's Waste Arisings and Disposal Methods 2006/07 – 2010/11

Year	Total Waste Arisings (Tonnes)	Landfilled Waste (Tonnes)	Recycled
2006/2007	122,380	74,210	39.93%
2007/2008	118,600	68,040	43.37%
2008/2009	113,780	62,750	45.17%
2009/2010	106,290	60,300	43.26%
2010/2011 (Estimates)	102,780	56,480	44.35%

20.9 The total waste and recycling figures indicated in Table 20.1 show that the City of York Council are currently performing beyond some of the targets set out in the *Waste Strategy for England 2007* and in *Let's Talk Less Rubbish*. However the Council is building on these through various projects such as providing a full

kerbside recycling service to all households, and other initiatives as set out in the Councils *Waste Strategy Refresh* for the period 2008-2014 (Executive September 2008).

20.10 The figures in Table 20.2 below relate to MSW projections including hazardous waste tonnages that would be managed by the Council. They are based on zero growth in existing domestic property base but with additional waste arisings from new households. In addition there would be further MSW and hazardous waste arising in the York area not managed by the Council. In planning for this waste the Council would need to take account of the source of waste and further work will be undertaken to ascertain levels.

Table 20.2: The Council's Waste Projections

Year	Total Waste Arisings (Tonnes)	Residual Waste Tonnes
2011/2012	103,876.70	53,000
2012/2013	104,626.83	52,855
2013/2014	105,374.46	53,383
2014/2015	106,119.60	53,917
2015/2016	106,862.27	54,456
2016/2017	107,602.48	54,802
2017/2018	108,340.22	55,146
2018/2019	109,075.52	55,488
2019/2020	109,808.38	55,829
2020/2021	110,538.81	56,167
2021/2022	111,266.83	56,504
2022/2023	111,992.44	56,840
2023/2024	112,715.65	57,174
2024/2025	113,436.46	57,506
2025/2026	114,154.90	57,836
2026/2027	114,870.97	58,165
2027/2028	115,584.68	58,492
2028/2029	116,296.03	58,818
2029/2030	117,005.05	59,142
2030/2031	117,711.72	59,464

20.11 The targets in the *Waste Strategy for England (2007)* and the Landfill Allowance Trading Scheme (LATS) (a scheme to help the UK meet its Landfill Directive Targets by diverting waste away from landfill) all indicate reducing biodegradable municipal waste going into landfill is key. This is being managed through the Waste PFI process and the identification of a site within North Yorkshire for a major waste treatment facility. Sites for appropriate smaller waste transfer stations within York and any other facilities will be identified through an appropriate DPD.

20.12 In May 2006 new regulations came into force which affect whether or not farmers can burn, bury, store or use their waste on the farm or send it elsewhere. The Environment Agency acts as the regulation body and issues exemption licences and visits sites to monitor the waste-related activities on farms. In some cases, the issuing of licences mean that farmers are able to deal with some of their waste themselves on their land, however in most cases, the waste needs to be taken to waste disposal sites or be dealt with by professional waste collectors in accordance

with a Duty of Care transfer note. At present, the Council does not deal with agricultural waste in terms of regulating or collecting it.

20.13 Compiled by the Environment Agency, the 2006 agricultural waste arisings for the Yorkshire and Humber region are set out in Table 20.3.

Table 20.3: Regional Agricultural Waste Arisings

Agricultural Waste Type	Amount (Tonnes)
Agricultural Plastics	9,585
Agricultural Paper	767
Animal Health Waste	183
Metal Waste	3,096
Milk Waste	1,153
CFCs (Containers)	0.76
Chemical Deposits and Residues	13,207
Oils	2,771
Asbestos Roof Sheeting	3,324
Batteries	341
CFCs (Gas)	0.06
Tyres	2,872
TOTAL	37,299

Waste Sites and Facilities

Waste Private Finance Initiative

20.14 City of York Council is working jointly with North Yorkshire County Council (NYCC), through the Inter-Authority Agreement to secure a waste treatment facility to divert biodegradable municipal waste from landfill. This will require at least one new treatment facility. Jointly, the Councils have received £65million of PFI credits which was approved in July 2007 by the DEFRA funding programme. NYCC and the City of York Council have now selected AmeyCespa as the preferred bidder for the contract to design, build, manage, and operate the new facility. AmeyCespa now need to apply for planning permission for the proposed waste management facility. A robust site selection process associated with the planning application will determine the location of the new facility. Currently, AmeyCespa have put forward as their preferred location, the site of the existing Allerton aggregates quarry and landfill, which is located in North Yorkshire. If this is delivered, sites in the City of York Council Local Authority area for municipal waste treatment are not expected to be required. If AmeyCespa's application is successful the plant could be operational soon after 2014. The technologies that AmeyCespa has put forward include:

- a Mechanical Treatment Plant designed to receive and treat residual municipal waste from York and North Yorkshire. The Plant will automatically screen out organic matter and recover metal, paper and plastic for recycling;
- an Anaerobic Digestion Plant to treat the separated organic waste. The Plant will produce a biogas which will generate around 1.1MW of renewable 'green' electrical power;
- an Energy from Waste (EfW) Plant to treat the waste which remains after separation of the recyclables and treatment of organic waste. The EfW Plant will produce steam to feed an electricity generating turbine that will generate around

24MW of power. Spare heat which the EfW generates could be supplied to local external customers if a market can be established; and

- an Incinerator Bottom Ash Plant to process residual ash into an aggregate which can be used in construction.

20.15 One treatment facility provides economies of scale and gives an effective balance of cost and environmental impacts. However other facilities including Waste Transfer Stations (where waste is delivered for separation or bulking up before being removed for recycling, treatment or disposal) may also be required in York. An assessment of any potential sites will be undertaken through an appropriate DPD.

20.16 If the Waste PFI project is unsuccessful at securing the waste management facility an alternative site or treatment will need to be examined. The criteria based Policy CS23 will enable alternative sites to be considered in accordance with *Planning Policy Statement 10 (2005)*.

York's Household Waste Recycling Centres

20.17 The Council's Household Waste Recycling Centres (HWRC) are currently being evaluated. Beckfield Lane has been acknowledged within the City of York Council's Capital Programme as a possible waste facility to be replaced. The current site has problems due to its close proximity to a residential area leading to antisocial behaviour and noise problems. The physical size of the Beckfield Lane site is also a constraint due to the lack of opportunity to expand. An alternative appropriate site will need to be identified as part of the plan. York's other HWRC's include Hazel Court and Strensall/Towthorpe. Increased recycling will also be enabled by the provision of small scale recycling points and 'bring' sites particularly in shopping centres and supermarkets.

Harewood Whin Waste Management Facility

20.18 There is one landfill site within the York Local Authority boundary called Harewood Whin. This integrated waste management facility offers a range of essential waste services to City of York Council. In addition to landfill it helps to deliver landfill diversion through waste recycling and recovery and also generates renewable energy through landfill gas. This non-hazardous landfill site has planning permission to accept up to 300,000 tonnes of waste per annum. Under its current permission, the landfill may operate until 2017, after which time restoration to an agricultural end use is required. However, due to landfill diversion targets, reduction in waste arisings and increases in recycling reduced volumes of waste are going into landfill at Harewood Whin. These factors may allow the life of the site to be expanded beyond 2017. This will be considered through an appropriate DPD.

Policy Links

- Section 8 'Housing Growth and Distribution'
- Section 18 'Sustainable Design and Construction'
- Section 22 'Infrastructure and Developer Contributions'

Section 21: Minerals

Strategic Objectives

The Local Development Framework (LDF) will reduce the consumption of non-renewable mineral resources and safeguard mineral deposits.

Targets

Progress towards the strategic objectives will be measured against the following targets:

- All major developments to demonstrate good practice in the use, re-use and recycling and disposal of construction materials in line with national guidance.
- No development to compromise the future extraction of sand and gravel and coalbed methane.
- If required, identify sites for minerals extraction for sand and gravel and coalbed methane through an appropriate Development Plan Document.

Policy CS24: Safeguarding Mineral Resources and Local Amenity

The LDF will reduce the consumption of non-renewable mineral resources by encouraging re-use and recycling of construction and demolition waste and safeguard mineral deposits. This will be achieved through the following:

- i. minimising the consumption of non-renewable mineral resources in major developments by requiring developers to demonstrate good practice in the use, reuse, recycling and disposal of construction materials;
- ii. safeguarding sand and gravel and coalbed methane mineral resources, through ensuring other forms of development do not prejudice future mineral extraction;
- iii. if a proven need exists, identifying sites of sufficient quality for mineral extraction, inline with agreed apportionments and guidelines, through an appropriate DPD. Future sites for mineral extraction will only be considered where they:
 - do not compromise Spatial Principle 2;
 - do not adversely affect the amenities enjoyed by existing or future occupiers and users of nearby dwellings and buildings; and
 - ensure that once extraction has ceased, high standards of restoration are achieved.

Explanation

- 21.1 *Minerals Policy Statement 1 (2006) (MSP1)* recognises the need for an adequate and steady supply of material to provide the infrastructure, buildings and goods that society, industry and the economy needs, but highlights that this provision needs to be made in accordance with the principles of sustainable development. In order to secure the long-term conservation of minerals it is necessary to make the best use of them. This can be achieved by adopting a hierarchical approach to minerals supply,

which aims firstly to reduce as far as practicable the quantity of material used and waste generated, then to use as much recycled and secondary material as possible, before finally securing the remainder of material needed through new primary extraction.

Aggregates

- 21.2 Aggregate minerals are defined as those used in the building and construction industries. Primary aggregates are naturally occurring materials extracted from the ground. Sand and gravel and crushed rock are the main types of aggregate minerals.
- 21.3 The provision of aggregates in England for the period 2001-2016 is set out in the Government publication '*National and Regional Guidelines for Aggregates Provision in England*' (June 2003). The sub-regional apportionment does not identify York as needing to produce aggregates in the period 2001-2016. In June 2009 new guidelines were published by Government '*National and Regional Guidelines for Aggregates Provision in England 2005-2020*'. These new guidelines have not yet been apportioned to sub-regions or individual mineral planning authorities. This apportionment needs to be inline with the Yorkshire and Humber Sand and Gravel study, this work has not been finalised.
- 21.4 *The Sand and Gravel Study Phase 1 (2001)* examines the broad areas of potential reserves of sand and gravel suitable for use as a concrete aggregate. The results of this study confirmed areas within York which offer potential reserves of sand and gravel.
- 21.5 Aggregates can also be derived from by-product wastes and synthetic materials, these are referred to as 'secondary aggregates'. Recycled aggregates are derived from the crushing and other processing of waste materials arising from construction and demolition work. *MPS1* aims to maximise the opportunities where wastes can be recycled and minerals can be recovered for use as secondary aggregates. The use of secondary aggregates will be promoted through the LDF.

Coalbed Methane

- 21.6 Coalbed methane is a form of natural gas that can be extracted from coal beds and used for electricity and heat generation. The extraction process means that methane can be extracted from the coal without the physical properties of the coal being detrimentally affected. The gas can therefore be extracted from coal seams in areas where the coal would be unlikely to be worked by traditional mining methods.
- 21.7 York has not historically played a key role in the provision of coal. The mining legacy within the City of York Local Authority boundary is limited to just two mine entries at North Selby Mine and is within a defined coalfield area. North Selby Mine has now been decommissioned and there are no coal resources capable of extraction by surface mining methods present in York. However maps provided by the Coal Authority indicate there are deep coal resources underneath the whole of the City of York Local Authority area. Whilst previously not deemed accessible or viable to extract, extraction of coalbed methane is becoming increasingly widespread in areas

of deep coal resource. National energy policy recognises that hydrocarbon resources such as coalbed methane have the potential to make a positive future contribution to national energy security.

Policy Links

- Section 18 ‘Sustainable Design and Construction’
- Section 22 ‘Infrastructure and Developer Contributions’



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

DELIVERY AND REVIEW

Section 22: Infrastructure and Developer Contributions

Strategic Objectives

To deliver sustainable growth by ensuring that all development is supported by appropriate and timely infrastructure provision.

Targets

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

- Delivery of all key infrastructure projects within the timeframe identified.
- An increase in the percentage of developments contributing towards infrastructure provision.

Policy CS25: Infrastructure and Developer Contributions

New development will be supported by appropriate physical, social and economic infrastructure provision. New development will not be permitted unless the infrastructure required to service the development is available or the provision of infrastructure can be coordinated to meet the demand generated by the development. The Council will work with infrastructure providers and other delivery agencies to determine the appropriate level of provision. If critical elements of infrastructure cannot be delivered then this would trigger a review of development levels.

The Council will seek contributions from developers to ensure that the necessary infrastructure is in place to support future development in York. Contributions will be sought to fund strategic infrastructure that helps to deliver the Vision and Objectives of the Core Strategy as well as specific infrastructure that is necessary to deliver an individual site. The Council will prepare a further planning document which will set out the mechanism through which developer contributions will be sought.

Explanation

- 22.1 This policy is concerned with ensuring that the physical, social and green infrastructure needed to support the amount and distribution of development proposed is delivered. It is critical that new development is supported by appropriate infrastructure to ensure the creation of sustainable communities. The Council is committed to the comprehensive delivery of the Core Strategy and in accordance with *Planning Policy Statement 12 (2008)*, a key element of delivery will be to ensure that the infrastructure needed to support development is provided and funded. The implementation of the Core Strategy will be supported by the Infrastructure Delivery Plan (IDP). The IDP will identify future infrastructure requirements in more detail and set out how they will be delivered.

22.2 Infrastructure will be funded from a mix of sources including Council budgets, national Government funding, funding from other public bodies and agencies, as well as developer contributions. Developers will be required to contribute to the provision of infrastructure necessary to ensure their development achieves wider Core Strategy objectives and is in line with the principles of sustainable development. The Council will consider whether it is appropriate to collect contributions on a City-wide or area basis in order to help fund certain elements of strategic infrastructure that will be required to deliver all future development or the development of a particular area of the City.

22.3 Contributions may be required towards the provision of the following types of site specific and strategic infrastructure¹:

York's Special Historic and Built Environment

- public realm improvements;
- protection and improvement of the historic environment;
- public art;

Building Confident, Creative and Inclusive Communities

- affordable housing;
- community facilities;
- CCTV;
- healthcare facilities;
- emergency services;
- utilities;

A World Class Centre for Education and Learning for All

- primary and secondary education facilities;
- targeted recruitment and training;

A Leading Environmentally Friendly City

- green infrastructure including public open space;
- sustainable transport – including pedestrian, cycle and public transport schemes; transport infrastructure schemes; travel behavioural change measures; travel plans; and appropriate parking provision;
- drainage and flood protection measures;
- renewable energy schemes;
- low emission improvement measures;
- waste facilities;
- land contamination; and
- environmental improvements.

¹ This is an indicative list, it is not intended to be exhaustive. Equally, contributions may only be sought towards some of these items.

- 22.4 Many of these will be delivered in accordance with other policies in the Core Strategy, for example Policy CS11 ‘Community Facilities’ and Policy CS15 ‘Sustainable Transport’ and relevant Supplementary Planning Documents (SPDs).
- 22.5 Contributions will be sought in accordance with Government policy. In consultation with key delivery partners and developers, the Council will prepare an SPD, or charging schedule if a Community Infrastructure Levy (CIL) is considered appropriate, which will set out in more detail infrastructure requirements and the mechanism for determining developer contributions, reflecting any national policy changes.
- 22.6 It is recognised that contributions should not prejudice development which supports the Local Development Framework (LDF) Vision and Objectives. If it is claimed that a development is unable to support the costs of contributions (other than those essential to allow the development to proceed) then this would be the subject of negotiations. In such cases, the developer will have to demonstrate non-viability via an ‘open book’ approach. Normal development costs and the costs of high quality materials and urban design considerations are universally applicable and will not be allowed for in negotiations to reduce contributions.
- 22.7 Section 23 ‘Delivery and Monitoring’ identifies the key delivery agencies and mechanisms for implementing the Core Strategy policies. Detailed infrastructure requirements will be set out in a further planning document and its delivery will be monitored through the Annual Monitoring Report.

Policy Links

- Section 7 ‘York’s Special Historic and Built Environment’
- Section 8 ‘Housing Growth and Distribution’
- Section 10 ‘Affordable Housing’
- Section 11 ‘Community Facilities’
- Section 12 ‘Education, Skills and Training’
- Section 13 ‘Sustainable Economic Growth’
- Section 14 ‘Retail’
- Section 15 ‘Sustainable Transport’
- Section 16 ‘Air Quality’
- Section 17 ‘Green Infrastructure’
- Section 18 ‘Sustainable Design and Construction’
- Section 19 ‘Flood Risk’
- Section 20 ‘Sustainable Waste Management’
- Section 21 ‘Minerals’

Section 23: Delivery and Monitoring

Delivery

23.1 York's Core Strategy has been prepared by the Council but it is the spatial expression of the Sustainable Community Strategy (SCS) which is the long term vision of York's Local Strategic Partnership (Without Walls). The Core Strategy will help to deliver the aims and objectives of the SCS and it will be critical to work with the Without Walls partners to deliver these common objectives. As well as reflecting the SCS objectives the Core Strategy has been prepared with the involvement of the public and a wide range of other stakeholders at various stages in its production. These include statutory consultees such as Natural England and the Environment Agency; local community groups and organisations; developers and landowners; and public sector bodies and agencies. The delivery of the Core Strategy will be dependent on the involvement of many of these organisations. The key ways of delivering the strategy are as follows:

Further Policy Development

23.2 For a number of Core Strategy policies the first stage of implementation will be to set out further detail in other Local Development Framework (LDF) policy documents through allocating sites in the Allocations Development Plan Document (DPD) and City Centre Area Action Plan (AAP), or providing detailed policies and approaches in the AAP or a Supplementary Planning Document (SPD). The Council will prepare these documents with the involvement of key stakeholders and the wider public in accordance with the *Statement of Community Involvement (2007)*.

Private Developers

23.3 Most of the Core Strategy objectives will be delivered through new private sector development. The Council will work with the private sector to ensure that development comes forward which fits with the vision and objectives of the Core Strategy and to balance policy requirements with site viability.

Planning Applications

23.4 The Council will have a role in delivering the Strategy through many of its Council functions such as education, leisure and waste. However, a key role will be as the planning authority through the determination of planning applications. Planning decisions will be made by the Council in accordance with the vision, objectives and policies set out in the Core Strategy and other LDF documents. The public will have the opportunity to comment on applications in line with the processes set out in the *Statement of Community Involvement (2007)*.

Service Delivery

23.5 In preparing the Core Strategy, the Council has considered the requirements of other public service providers. Delivering many of these services will be critical to delivering the Core Strategy objectives. The Council will continue to work with these providers in delivering the LDF. In some cases this will be done through the Without Walls Partnership.

Essential Infrastructure

- 23.6 An essential element of delivering the Core Strategy will be the implementation of key pieces of infrastructure. Developers will be required to contribute to the provision of infrastructure necessary to ensure their development achieves wider Core Strategy objectives and is in line with the principles of sustainable development. Some elements of strategic infrastructure are considered to be essential to address the cumulative impacts of development across the city as a whole and therefore relate to every development that comes forward in the plan period. It may therefore be appropriate to collect contributions on a city-wide or area basis in order to help fund infrastructure that will be required to deliver all future development or all development in a particular area of the city.
- 23.7 It will not be possible to deliver all essential infrastructure through developer contributions, particularly major schemes such as strategic transport projects. Therefore in addition to developer contributions some infrastructure will be delivered by the infrastructure provider either through securing public sector funding or private finance.
- 23.8 It is likely that all development will require a certain level of new infrastructure provision. However, certain elements of strategic infrastructure are considered to be essential to deliver the overall level, location and type of development identified in York's Core Strategy. Essential strategic infrastructure is anticipated to fall within the following broad categories:
- transport;
 - utilities;
 - health facilities;
 - emergency services;
 - affordable housing;
 - flood mitigation;
 - waste facilities;
 - education;
 - green infrastructure including open space; and
 - community facilities.
- 23.9 In consultation with infrastructure providers the Infrastructure Delivery Plan (IDP) will identify the essential infrastructure required to support the Core Strategy and outline how this will be funded. Where developer contributions are required these will be sought in accordance with Policy CS25. Further details on the level and type of contribution will be set out in a future planning document on infrastructure and contributions.

Monitoring

- 23.10 Monitoring, review and implementation are key aspects of the Government's 'plan, monitor and manage' approach to the planning system (*PPS12*). Preparation of the Core Strategy is part of an ongoing process that must involve monitoring the success and progress of its policies to make sure it is achieving its objectives and making

necessary adjustments to the plan if the monitoring process reveals that changes are needed. This enables the Core Strategy to maintain flexibility to changing circumstances.

23.11 It is essential that the LDF allows mechanisms to:

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

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

23.13 In line with the requirements of *PPS12*, the Core Strategy includes a systematic monitoring and review process centred on the Annual Monitoring Report (AMR) and its annual review of the LDF. The indicators have been chosen in the light of the national indicator set, the LDF Core Output indicators, the indicators and success measures from the SCS and the targets and objectives set out through the Sustainability Appraisal process. In addition, they have been selected to ensure that there is no duplication of effort in respect of indicators that are more appropriately monitored elsewhere (for example in the emerging Local Transport Plan 3); and to ensure that the scale of monitoring work is commensurate with the resources available to undertake it.

23.14 The AMR is the main process for addressing LDF performance. The AMR provides an annual assessment of the implementation of the Local Development Scheme (LDS), and the extent to which the policies in Development Plan Documents (DPD), including the Core Strategy, are being successfully implemented. The *Strategic Housing Land Availability Assessment (2011)* will be updated annually in accordance with *PPS3* and reported through the AMR. In accordance with the Strategic Environmental Assessment Regulations, the Sustainability Appraisal will be monitored and form part of the AMR.

23.15 Monitoring outcomes will normally be reported on an annual basis for a year which begins on 1 April and ends on 31 March, unless data is not available for such a time period. The AMR will be published by the end of each year. Each DPD will be monitored individually and the results will be brought together in the AMR.

23.16 The table at the end of this Section (Table 23.1) outlines indicators for each policy, showing how progress against the objectives and targets will be measured. The table also indicates how each policy will be implemented and the partners involved in its delivery.

Risks and Contingencies

- 23.17 In considering the delivery and monitoring of policies it is important to identify any risks that might impact on delivery and to consider what contingencies could be introduced to respond to these risks. The key risks are considered to be:
- **non-delivery of key development sites:** this could be due to a lack of developer or landowner interest in developing a site for a particular use or issues with site viability or available funding;
 - **delays in production of planning documents:** the implementation of some policies might be prevented if the Allocations DPD, City Centre AAP, various SPDs and other studies are not prepared and adopted;
 - **lack of sufficient funding:** the delivery of the Core Strategy is dependent on funding being available from both the private sector and public bodies;
 - **non-delivery of essential infrastructure:** this might occur as a result of funding not being available at the time the infrastructure is required. The IDP will consider the potential risks and contingencies associated with each type of essential infrastructure; and
 - **failure to meet key targets:** issues with funding and site viability may also mean that it is not possible to achieve Core Strategy targets, for example on renewable energy or emissions. It may also be caused by the Submission of low quality information, such as poor sustainability statements, by applicants.
- 23.18 In response to non-delivery of specific sites, the Council would seek further engagement with landowners and developers to identify why development is not coming forward and to develop ways of overcoming any obstacles. At a more strategic level this could involve working with partners to consider further measures to make sites or areas more attractive to investors. Delays in the production of key planning documents might necessitate certain documents or studies to be prioritised. With regard to funding and the non-delivery of infrastructure, it may be necessary to explore alternative funding sources and ultimately to review the infrastructure plan. Failure to meet key targets, for example on sustainable design and construction, Green Infrastructure or urban design could be addressed through further engagement with key organisations such as English Heritage and the Environment Agency and through the development of further guidance such as SPDs.
- 23.19 The availability and delivery of sites will be monitored annually. This will enable allocations to be reviewed if targets are not being met. For example, the phasing of sites through the Allocations DPD could bring sites forward or push them back in housing trajectory as necessary to ensure a continuous 5 year supply. If issues with delivering policies cannot be overcome through these measures then it would be necessary to review the Core Strategy policies and the development levels contained within them. This would be primarily informed by the comprehensive monitoring information provided through the AMR.

Table 23.1 Delivery and Monitoring

	National Indicators	Local Indicators (New indicators shown in italics)	Key delivery partners	How will the policy be implemented?	Which Sustainability Appraisal objectives this policy meets (additional SA objectives may be met dependant on how each policy is implemented)
Spatial Principle 1 (SP1) Spatial Principle 2 (SP2) Spatial Principle 3 (SP3)	As the Spatial Strategy sets the overarching approach to development, the indicators for other policies will be used to judge the success of the Spatial Principles.		<ul style="list-style-type: none"> City of York Council (CYC) 	<ul style="list-style-type: none"> Allocations DPD Planning applications 	H1, EC1, EC2, EC3, EC4, S1, S3, S6, S7, S8, S9, EN1, EN2, EN4, EN5, EN6, EN9
CS1: The Role of York's Green Belt	None	<ul style="list-style-type: none"> Progress on preparation of the Allocations DPD to be monitored through the AMR 	<ul style="list-style-type: none"> CYC 	<ul style="list-style-type: none"> Allocations DPD 	H1, EN1, EN2, EN3, EN4, EN5, EN9, S1, S3, S6, S7, EC3, EC4
CS2: York City Centre	<ul style="list-style-type: none"> BD4: Amount of office, retail and leisure development in the City Centre 	<ul style="list-style-type: none"> <i>Amount of completed A1 floorspace (gross and net)</i> <i>Amount of completed A2-A5 floorspace (gross and net)</i> <i>Number of completed dwellings in the City Centre</i> <i>Amount of completed B1 office floorspace (gross external sq m)</i> Progress of the City Centre AAP and public realm and accessibility projects as set out in the AAP to be monitored through the AMR 	<ul style="list-style-type: none"> CYC Developers Infrastructure delivery partners 	<ul style="list-style-type: none"> City Centre AAP Local Transport Plan Planning applications Developer contributions 	EN2, EN5, S1, S5, S7, EC1, EC3, EC4
CS3: York Central Strategic	None	<ul style="list-style-type: none"> <i>Number of dwellings completed on York Central</i> 	<ul style="list-style-type: none"> CYC Developers 	<ul style="list-style-type: none"> York Central SPD Planning applications 	S5, S6, S7, S9, S10, EC1, EC3,

Allocation		<ul style="list-style-type: none"> • Amount of employment floorspace completed on York Central • Amount of retail floorspace (gross and net) completed at York Central • Progress on preparation of York Central SPD to be monitored through the AMR 	<ul style="list-style-type: none"> • York Central landowners • Infrastructure delivery partners 	<ul style="list-style-type: none"> • Developer contributions 	EC4
CS4: Former British Sugar / Manor School Strategic Allocation	None	<ul style="list-style-type: none"> • Number of dwellings completed on British Sugar • Amount of retail floorspace (A1-A5) completed on site as part of Local Centre • Progress on preparation of British Sugar/Manor School SPD to be monitored through the AMR 	<ul style="list-style-type: none"> • CYC • Developers • British Sugar landowners • Infrastructure delivery partners 	<ul style="list-style-type: none"> • British Sugar/Manor School SPD • Planning applications • Developer contributions 	S5, S6, S7, S9 S10, EC1, EC3, EC4. The SPD will also be subject to SA.
CS5: Urban Design and the Historic Environment	<ul style="list-style-type: none"> • Core Indicator H6: Housing Quality (Building For Life Assessments) 	<ul style="list-style-type: none"> • Progress on preparation of characterisation studies for key strategic sites • Progress on preparation of Conservation Area Appraisal for the Central Historic Core • Progress of the City Centre Area Action Plan to be monitored through the AMR • Number of planning applications referred to English Heritage • Number of planning applications approved despite sustained objection from English Heritage • Number of buildings on the Heritage At Risk Register • Stock of Grade 1, 2 & 2* listed 	<ul style="list-style-type: none"> • CYC • English Heritage • Developers 	<ul style="list-style-type: none"> • Heritage Strategy • Views Appraisal • Local List • City Centre AAP • Characterisation studies • Conservation Area Appraisals • Heritage Appraisal Topic Papers • Developer contributions 	H1, EN2, EN3, S1, S3, S5, S6, S7, S8, S10, EC1, EC3

		buildings <ul style="list-style-type: none"> • Number of Scheduled Ancient Monuments and the Number at risk • Number of Conservation Areas in York • % of Conservation Areas with an up to date character appraisal • % of Conservation Areas with published management proposals 			
CS6: The Scale and Distribution of New Housing	<ul style="list-style-type: none"> • NI154: Net additional homes provided • NI159: Supply of ready to develop housing sites (Maintain rolling five-year supply of deliverable housing sites) • NI170: PDL that has been vacant or derelict for more than 5 years • Core Indicator H1: Plan Period and Housing Targets • Core Indicator H2: • Net additional dwellings (in previous years) • Net additional dwellings (in reporting year) • Net additional dwellings (in future years) • Core Indicator H3: New and Converted Dwellings – on Previously Developed 	<ul style="list-style-type: none"> • <i>Net additional homes provided by location</i> 	<ul style="list-style-type: none"> • CYC • Developers • Landowners 	<ul style="list-style-type: none"> • Allocations DPD • City Centre AAP • Core Strategy Strategic Allocations and Major Development Opportunities • Planning applications 	EN1, S9

	Land (PDL)				
CS7: Balancing York's Housing Market CS8: Sites for Gypsies, Travellers and Showpeople CS9: Housing Density	<ul style="list-style-type: none"> Core Indicator H4: Net additional pitches (Gypsy and Traveller) 	<ul style="list-style-type: none"> Housing Mix broken down by 1,2,3 and 4+ beds in the market housing sector; Affordable housing mix broken down by 1,2,3 and 4+ beds % of new houses completed at: <ul style="list-style-type: none"> i) City Centre – 75dph; ii) Urban area – 50 dph; iii) Suburban area (and Haxby) – 40 dph iv) Rural area – 30 dph Proportion of new homes meeting Lifetime Homes Standard on sites with 15 or more dwellings Proportion of new homes meeting wheelchair homes standard on sites with 50 or more dwellings Average house prices by type 	<ul style="list-style-type: none"> CYC Developers Housing associations Registered Social Landlords Landowners 	<ul style="list-style-type: none"> Allocations DPD City Centre AAP YNW SPDs Partnership working with relevant organisations Planning applications 	S1, S4, S5, S9, S10, EN1, EN3, EN4
CS10: Affordable Housing	<ul style="list-style-type: none"> NI 155: Number of affordable homes delivered (gross) H5: Gross Affordable Housing Completions 	<ul style="list-style-type: none"> <i>Number of affordable dwellings completed on York Central</i> <i>Number of affordable dwellings completed at British Sugar</i> Affordable housing mix broken down by 1,2,3 and 4+ beds Percentage of schemes delivering affordable housing that meets the target set in the Dynamic Viability Model 	<ul style="list-style-type: none"> CYC Developers Housing Associations Registered Social Landlords Landowners 	<ul style="list-style-type: none"> Affordable Housing SPD Allocations DPD Annual review of Dynamic Viability Model – to be undertaken as part of the AMR Partnership working with relevant organisations Use of planning obligations or conditions to secure affordable housing Planning applications 	S3, S9, EN1
CS11: Community	None	<ul style="list-style-type: none"> % of new developments built that are within 400m of a 	<ul style="list-style-type: none"> CYC Developers 	<ul style="list-style-type: none"> Allocations DPD City Centre AAP 	EC1, EC2, EC3, EC4, S1, S3, S5,

Facilities CS12: Healthcare and Emergency Services		community facility (Primary school, GP or Convenience Store) and within 400m of a bus route with a 15 min frequency <ul style="list-style-type: none"> • % of new community facilities that are within 400m of a bus route with a 15 min frequency • Loss of Community Facilities 	<ul style="list-style-type: none"> • Infrastructure delivery partners • Community groups 	<ul style="list-style-type: none"> • Developer contributions 	S6, S10
CS13: Education, Skills and Training CS14: Targeted Recruitment and Training	None	<ul style="list-style-type: none"> • No of 16 – 18 year olds in education or employment or training • <i>The number of educational facilities which are available for use by the wider community</i> 	<ul style="list-style-type: none"> • CYC • Education Providers • Developers 	<ul style="list-style-type: none"> • Allocations DPD • Sustainable Design and Construction SPD • Planning applications • Developer contributions 	EC1, EC2, EC3, EC4, S1, S3
CS15: Sustainable Economic Growth CS16: Employment Land	<ul style="list-style-type: none"> • Core Indicator BD1: Total amount of additional employment floorspace – by type (gross and net) • Core Indicator BD2: Total amount of employment floorspace on previously developed land (square metres) • Core Indicator BD3: Employment land available by type (in hectares) • Core Indicator BD4: Amount of completed retail, office and leisure development in the City Centre 	<ul style="list-style-type: none"> • Amount of additional employment land (hectares) developed for B1, B2 & B8 • % of working age population in employment • Local Indicator: Annual visitor expenditure and % increase on previous monitoring year • Average length of stay of visitors in the City and % increase on the previous monitoring year • Losses of employment land in i) employment areas and ii) local authority area • No. of jobs created per annum. • % increase in no. of jobs on previous monitoring year • % growth per annum in tourism earnings in York • % Increase in employment 	<ul style="list-style-type: none"> • CYC • Developers • Landowners • Inward investors • Inward Investment Board • Visit York • Higher and Further Education establishments 	<ul style="list-style-type: none"> • Allocations DPD • City Centre AAP • York Central SPD • Planning applications 	EC1, EC2, EC3, EC4, S10

		<p>generated by tourism</p> <ul style="list-style-type: none"> • Number of knowledge based jobs and % increase on previous monitoring year • Number of 'green jobs' and % increase on previous monitoring year 			
CS17: Distribution of Retail Growth	<ul style="list-style-type: none"> • Core Indicator BD4: Amount of completed retail, office and leisure development in the City Centre 	<ul style="list-style-type: none"> • <i>Amount of completed A1 (Food and non-food) floorspace (gross and net) by location</i> • <i>Amount of completed A2-A5 floorspace (gross and net) by location</i> • <i>Town Centre Health Check Indicators (in line with PPS4) to be monitored through the AMR where data is available - to include:</i> <ul style="list-style-type: none"> - <i>Diversity of main town centre uses (by number, type and amount of floorspace;</i> - <i>Shopping rents (pattern of movement in Zone A rents within primary shopping areas);</i> - <i>Proportion of vacant street level property and length of time properties have been vacant;</i> - <i>Pedestrian flows (footfall); and</i> - <i>Customer and residents views and behaviour.</i> 	<ul style="list-style-type: none"> • CYC • Developers • Landowners 	<ul style="list-style-type: none"> • Allocations DPD • City Centre AAP • York Central SPD • British Sugar SPD • Planning applications 	EN1, S7, S8, S10, EC1, EC4
CS18: Strategic Transport	<ul style="list-style-type: none"> • Indicators from the Local Transport Plan 	<ul style="list-style-type: none"> • Delivery of strategic infrastructure schemes identified 	<ul style="list-style-type: none"> • CYC • Public transport 	<ul style="list-style-type: none"> • Local Transport Plan • Allocations DPD 	EC4, S1, S6, S7, S8, S10

Priorities		<p>by target dates (to be monitored through LTP3)</p> <ul style="list-style-type: none"> • Additional travel delays to be measured against targets (85% by 2016, 80% by 2021 and 78% by 2031) • Amount of new development within 400 metres walkable distance of a frequent public transport route, local facilities (primary school, GP, convenience store) and within 100m of a cycle route • <i>Number of developments submitting travel plans</i> 	<p>providers</p> <ul style="list-style-type: none"> • Developers 	<ul style="list-style-type: none"> • City Centre AAP • Traffic management projects through the Council's capital programme • Partnership working with relevant organisations • Planning applications • Developer contributions 	
CS19: Air Quality	<ul style="list-style-type: none"> • NI185: Council CO² • NI186: CO² Emissions • NI188: Planning to Adapt to Climate Change 	<ul style="list-style-type: none"> • <i>Amount of reduction in Annual Mean Nitrogen Dioxide (NO₂) concentrations</i> • <i>Amount of reduction in Annual Mean Particulate (PM₁₀) concentrations</i> • <i>% above or below legal requirements for NO₂ and PM₁₀</i> • <i>Reduction in emissions to air to be determined through emerging Council's Low Emissions Strategy</i> • <i>Number of electric vehicle charging points</i> • <i>Number of new developments which incorporate low emissions technologies</i> 	<ul style="list-style-type: none"> • CYC • Developers 	<ul style="list-style-type: none"> • Air Quality SPD • Local Emission Assessment methodology • Low Emissions Strategy • Developer contributions 	H1, S3, EN4, EN5, EN7
CS20: Strategic Green Infrastructure	<ul style="list-style-type: none"> • NI197: Improved Local Biodiversity – proportion of Local Sites where positive 	<ul style="list-style-type: none"> • Amount of eligible open spaces managed to Green Flag award status 	<ul style="list-style-type: none"> • CYC • Developers • Natural England 	<ul style="list-style-type: none"> • Green Infrastructure SPD • Allocations DPD • Planning applications 	S7, EN1, EN2, EN3, EN4, EN5, EN9

	<p>conservation management has been or is being implemented</p> <ul style="list-style-type: none"> • Core Indicator E2: change in areas and population of biodiversity importance, including: loss and addition of priority habitats and species (by type); and change in areas designated for their intrinsic environmental value including sites of international, national, regional, sub regional or local significance 	<ul style="list-style-type: none"> • % of recognised wildlife sites in favourable condition in current Local Biodiversity audit • % of population with 20+ha of accessible woodland and semi-natural greenspace within 4k of their homes • % of population with 2ha+ area of accessible woodland and semi-natural greenspace within 500m of their homes • Condition of RAMSAR, SPA, SAC, SSSI and LNR's • Annual increase in woodland (ha) • <i>Amount of new accessible open space provided as part of residential developments (ha)</i> • <i>Amount of new accessible open space provided in area of deficiency</i> • <i>Open space monitoring in line with PPG17 Study and distances to open space types</i> • <i>Number and extent of recognised green corridors</i> 	<ul style="list-style-type: none"> • Sport England • Community groups 	<ul style="list-style-type: none"> • Developer contributions 	
CS21: Sustainable Design and Construction	<ul style="list-style-type: none"> • Core Indicator E3: Renewable energy capacity installed by type • National Indicator 185: CO₂ reduction from local authority operations • National Indicator 186: Per capita reduction in CO₂ emissions in the LA area 	<ul style="list-style-type: none"> • Number of planning applications for major developments (10+ dwellings/1,000 m+ non-residential) that have a Sustainable Energy Strategy • Number of planning applications for major developments that incorporate on-site renewable energy production to offset at 	<ul style="list-style-type: none"> • CYC • Developers 	<ul style="list-style-type: none"> • Sustainable Construction and Design SPD • Planning applications • Developer contributions 	H1, EC1, EC3, EN1, EN4, EN6, EN8, EN9

	<ul style="list-style-type: none"> National Indicator 188: Planning to adapt to climate change 	<p>least 10% of predicted carbon emissions</p> <ul style="list-style-type: none"> Number of planning applications for major developments that integrate CHP and district/block heating or cooling infrastructure, unless it can be demonstrated Number of planning applications for major developments that have a Sustainability Statement No. of new residential developments (10+ dwellings) that meet the Code for Sustainable Homes Level 3*** (or equivalent) up to and including 2013, Code for Sustainable Homes Level 4**** (or equivalent) from 2014, and zero carbon standard from 2016 onwards Number of new non-residential developments (over 1,000 m²) that meet 'very good' standards (BREEAM) up to and including 2014, 'Excellent' standards (BREEAM) from 2015 and Zero Carbon Standards from 2019 onwards 			
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CS22: Flood Risk	<ul style="list-style-type: none"> Core Indicator E1: Number of planning permissions granted contrary to Environment Agency advice on flooding and water quality grounds. 	<ul style="list-style-type: none"> <i>Number of developments (brownfield and Greenfield) achieving the targets for run-off rates</i> <i>% of new dwellings in flood risk zones 2, 3a and 3b</i> <i>% of new development incorporating SUDS (Sustainable Drainage Systems)</i> 	<ul style="list-style-type: none"> CYC Developers Environment Agency 	<ul style="list-style-type: none"> Allocations DPD City Centre AAP Planning applications Sustainable Design and Construction SPD Developer contributions 	EN1, EN8, EN9, S4, EC3
CS23: Sustainable Waste Management	<ul style="list-style-type: none"> Core Indicator W1: Capacity of new waste management facilities by waste planning authority Core Indicator W2: Amount of municipal waste arising and managed by managed type, and the percentage each management type represents of the waste managed National Indicator 191: Residual Household waste per household (kg) National Indicator 192: Percentage of household waste sent for reuse, recycling and composting National Indicator 193: Percentage of municipal waste land filled 	<ul style="list-style-type: none"> The number of waste sites that are allocated and subsequently developed within York % of households resident in York served by kerbside collection of at least one recyclable % of households in York served by kerbside collection of a least two recyclables 	<ul style="list-style-type: none"> CYC Waste service providers Environment Agency North Yorkshire County Council 	<ul style="list-style-type: none"> LDF DPD Sustainable Design and Construction SPD Planning applications 	H1, EN6, EN7
CS24: Safeguarding Mineral Resources and Local Amenity	<ul style="list-style-type: none"> Core Indicator M1: Production of primary won aggregates by mineral planning authority Core Indicator M2: 	None	<ul style="list-style-type: none"> CYC Developers 	<ul style="list-style-type: none"> Sustainable Design and Construction SPD Appropriate DPD Planning applications 	EN7

	Production of secondary and recycled aggregates by mineral planning authority				
CS25: Infrastructure and Developer Contributions	None	<ul style="list-style-type: none"> • Amount of funds secured through developer contributions for: Site related infrastructure; Neighbourhood infrastructure and Strategic infrastructure for both on site and off site contributions • S106 planning obligations fully complied within agreed time scales 	<ul style="list-style-type: none"> • CYC • Infrastructure delivery partners • Developers 	<ul style="list-style-type: none"> • Further planning document (SPD or charging schedule) on developer contributions • Allocations DPD • Planning applications • Developer contributions 	S1, S3, S4, EC4

Annex A: Glossary of Terms

Academies: are publicly funded independent schools, free from local authority and national Government control.

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

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

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

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

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

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

Burgage Plots: Medieval Building plots.

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

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

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

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

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

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

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

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

Free Schools: are all-ability state-funded schools set up in response to parental demand.

GIS (Geographical Information System): GIS allows a variety of spatial information to be viewed in a map format. It is a system that uses one or more 'mapped' information layers over Ordnance Survey base maps; (for example layers could include residential areas, shopping centres, roads etc).

Geodiversity: is the variety of earth materials, forms and processes that constitute and shape the Earth. Relevant materials include minerals, rocks, sediments, fossils, soils and water.

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

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

Green Corridors: these are a fundamental element of green infrastructure as they form linkages between assets making green infrastructure a network as opposed to a collection of sites.

Green Infrastructure: Green infrastructure is the physical environment within and between cities, towns and villages. It is a network of multifunctional open spaces

including formal parks, gardens, woodlands, green corridors, waterways, street trees, nature reserves and open countryside.

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

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

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

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

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

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

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

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

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

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

Planning Policy Guidance Notes (PPG) and Planning Policy Statements (PPS):

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

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

Public Realm: is as any publicly owned street, pathway, right of way, park, publicly accessible open space and any public and civic building and facility.

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, totalling 134.7 million hectares, designated for inclusion in the Ramsar List of Wetlands of International Importance.

Registered Social Landlords: are Government-funded not-for-profit organisations that provide affordable housing.

Snickleways: are a collection of small streets and footpaths.

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

SSSI: Sites of Special Scientific Interest.

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

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

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

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

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

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

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

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

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

Windfalls: Windfall sites, as defined by PPS3, are those, which have not been specifically identified as available in the local plan process through land use allocations. They comprise previously developed sites that have become unexpectedly available. These could include for example, large sites such as might result from a factory closure or very small changes to the built environment, such as a residential conversion or a new flat over a shop.

York Northwest: An area immediately to the north and west of York City Centre consisting of two distinct brownfield sites: York Central and British Sugar. These sites are separate but are located close to one another.

Annex B: National Planning Policy Guidance

Mineral Policy Statements, Planning Policy Guidance, Planning Policy Statements and Practice Guidance

Minerals Policy Statement 1: Planning and Minerals (2006)

Planning Policy Statement 1: Delivering Sustainable Development (2005)

Planning Policy Statement: Planning and Climate Change – Supplement to Planning Policy Statement 1 (2007)

Planning Policy Guidance 2: Green Belts (1995)

Planning Policy Statement 3: Housing (First published 2006; updated 2010)

Planning Policy Statement 4: Planning for Sustainable Economic Growth (2009)

Planning Policy Statement 5: Planning for the Historic Environment (2010)

Planning Policy Statement 7: Sustainable Development in Rural Areas (2004)

Planning Policy Guidance 8: Telecommunications (2001)

Planning Policy Statement 9: Biodiversity and Geological Conservation (2005)

Planning Policy Statement 10: Planning for Sustainable Waste Management (2005)

Planning Policy Statement 12: Local Spatial Planning (2008)

Planning Policy Guidance 13: Transport (First published 2001; updated 2011)

Planning Policy Guidance 14: Development on Unstable Land (1990)

Planning Policy Guidance 17: Planning for Open Space, Sport and Recreation (2002)

Companion Guide to PPG17 (2002)

Planning Policy Statement 22: Renewable Energy (2004)

Planning Policy Statement 23: Planning and Pollution Control (2004)

Planning Policy Guidance 24: Planning and Noise (1994)

Planning Policy Statement 25: Development and Flood Risk (2010)

Practice Guidance on Planning Obligations (2006)

Circulars

Circular 05/2005: Planning Obligations (2005)

Circular 01/2006 Planning for Gypsy and Traveller Caravan Sites (2006)

Circular 04/2007 Planning for Travelling Showpeople (2004)

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Education (School Premises) Regulations 1999 (1999) Her Majesty's Stationary Office (HMSO)

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Employment Land Review Stage 2 (2009) Entec for City of York Council

Employment Topic Paper (2010; updated 2011) Arup for City of York Council

Energy White Paper: Meeting the Energy Challenge (2007) Department of Trade and Industry

Green Corridors Technical Paper (2011) City of York Council

Heritage Topic Paper and Heritage Impact Appraisal (2011) City of York Council

Historic Character and Setting Technical Paper (2011) City of York Council

Houses in Multiple Occupation Technical Paper (2011) City of York Council

Joint Strategic Needs Assessment (2008) North Yorkshire and York Primary Care Trust and City of York Council

Leeds City Region Green Infrastructure Strategy (2010) Leeds City Region

Let's Talk Less Rubbish: A Municipal Waste Management Strategy for the City of York and North Yorkshire 2006-2026 (2006) York and North Yorkshire Waste Partnership, supported by Enviros Consulting Ltd

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