



YORK

CITY OF YORK
YORK LOCAL PLAN PREFERRED
OPTIONS – CONSULTATION AUDIT
TRAIL (MAY 2013)

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Appendix 1: Consultation Summary Diagram

1. Purpose of the Document

- 1.1 This document is an audit trail that describes how the Council has undertaken community participation and stakeholder involvement to produce the Local Plan Preferred Options. Local Planning Authorities have to demonstrate how, when and who they have consulted throughout plan production. One of the key principles behind this is to ensure involvement of the broader community early enough in the planning process and subsequently to ensure the needs and concerns of the community are reflected in the Local Plan.
- 1.2 This document sets out the national legislative and policy framework for consultation on a Local Plan and the documents that the Local Plan must conform with. The document outlines the consultation that was undertaken on previous development plan documents (DPDs) in the Local Development Framework that have shaped the Local Plan Preferred Options. These include the Core Strategy Issues and Options (1 and 2), Preferred Options and Submission (Publication) consultations as well as consultation on a number of other DPDs and Supplementary Planning Documents. It also outlines more recent consultation and stakeholder involvement in drafting the Preferred Options. The outcomes of these consultations have been summarised in the You Told Us sections within each chapter of the Local Plan Preferred Options.

2. Consultation Requirements for the Production of a Local Plan

- 2.1 The *National Planning Policy Framework* states that: “Early and meaningful engagement and collaboration with neighbourhoods, local organisations and businesses is essential. A wide section of the community should be proactively engaged, so that Local Plans, as far as possible, reflect a collective vision and a set of agreed priorities for the sustainable development of the area, including those contained in any neighbourhood plans that have been made”.
- 2.2 The *Town and Country Planning (Local Planning) (England) Regulations 2012* Regulation 18 - Preparation of a local plan – states that:
- (1) a local planning authority must—
 - (a) notify each of the bodies or persons specified in paragraph (2) of the subject of a local plan which the local planning authority propose to prepare, and
 - (b) invite each of them to make representations to the local planning authority about what a local plan with that subject ought to contain.

(2) The bodies or persons referred to in paragraph (1) are— (a) such of the specific consultation bodies as the local planning authority consider may have an interest in the subject of the proposed local plan;

(b) such of the general consultation bodies as the local planning authority consider appropriate; and

(c) such residents or other persons carrying on business in the local planning authority's area from which the local planning authority consider it appropriate to invite representations.

(3) In preparing the local plan, the local planning authority must take into account any representation made to them in response to invitations under paragraph (1).

2.3 A more detailed Consultation Statement will be produced to accompany the Local Plan Submission document that will fulfil the requirements set out in the *Town and Country Planning (Local Planning) (England) Regulations 2012* Regulation 22 (c). This will explain what consultation took place in preparing the Local Plan (and how the consultation conformed with Regulation 18) and the main issues raised.

2.4 During the course of preparing the LDF Core Strategy and now the Local Plan, the relevant Regulations, originally published in 2004 were updated in 2008 and 2009. In April 2012 a set of Regulations were issued which replace all previous versions in their entirety. Whilst the requirement to produce a Consultation Statement is not new, the specific regulations, which refer to it, have changed. The Regulations refer to the entire process of preparing Development Plan Documents (DPDs) such as the Local Plan. Work undertaken under previous Regulations is still valid albeit that the specific Regulation (including number) may have changed. Under previous regulations most of the work in preparing the Local Plan/Core Strategy was referred to as Regulation 25. In the 2012 Regulations the equivalent stage is referred to as Regulation 18.

Statement of Community Involvement

2.5 All LPAs are required to produce a Statement of Community Involvement (SCI). Following three stages of consultation and independent examination, the City of York's SCI was adopted in December 2007. The SCI sets out how the Council intends to achieve continuous community involvement in the preparation of all planning documents. The Council's SCI acts to guide consultation on planning documents and sets the scene on how efficient and effective consultation can be achieved.

2.6 The Core Strategy (which will inform the Local Plan) has been subject to extensive public consultation with each phase of consultation meeting the requirements set out by the *SCI*. In accordance with the *SCI* the Council embarked on what it considered to be a proactive consultation programme from the inception of the Plan. The *SCI* will be updated to reflect changes in Regulations and policy contained in the *National Planning Policy Framework*.

3. Core Strategy Consultation

Local Development Framework Consultation Database

- 3.1 To support the production of the LDF, the Council put together a database of contacts which included specific consultees such as Parish Councils, infrastructure providers and government agencies like the Highways Agency as well as general consultees who expressed an interest in the LDF, these included local groups and organisations, businesses and individuals.
- 3.2 There are currently 1,830 active¹ contacts on the database, although approximately 3,000 individuals and organisations were involved at some stage in the preparation of the LDF.
- 3.3 Consultation was undertaken at each stage in the production of the LDF Core Strategy. The consultation undertaken and the documents that summarise each consultation are as follows:

Issues and Options 1 and 2

- 3.4 Issues and Options consultation was undertaken for the Core Strategy for 7 weeks between June-July 2006 (Issues and Options 1) and 6 weeks between September-October 2007 (Issues and Options 2). The Consultation Statement *LDF Issues and Options Consultation Summer 2006* (July 2007) summarises consultation on Issues and Options 1 and was prepared to support consultation on Issues and Options 2. Whilst this stands alone the information it includes was also included in the Issues and Options 2 statement. The *Core Strategy Consultation Statement* (July 2009) summarised consultation on Issues and Options 1 and 2 and was prepared to support consultation on Preferred Options. The Issues and Options consultations involved a mail out, internet content, media coverage, consultation events, workshops, forums and

¹ Those still wishing to be involved in LDF/Local Plan consultations.

attendance at ward, interest group and specific consultee meetings, and information being made available at Council offices. A questionnaire was also circulated as part of the consultation on Issues and Options 2.

Preferred Options

- 3.5 Preferred Options consultation was undertaken for the Core Strategy for 11 weeks between June-August 2009. The *Core Strategy Preferred Options Draft Consultation Statement and Schedule of Responses* (2010) was a full Consultation Statement for Preferred Options consultation with a detailed outline of comments, responses to the questionnaire and comments from the consultation events. The *Core Strategy Preferred Options Draft Consultation – Summary* (2010) - summarised the Preferred Options consultation – including headline comments, produced in summary form to aid Members’ assessment of the comments made. The Preferred Options consultation involved a mail out, questionnaire, internet content, media coverage, consultation events, workshops, forums and attendance at ward, interest group and specific consultee meetings, and information being made available at Council offices.
- 3.6 *Core Strategy Preferred Options Consultation Summary* (January 2011) was an updated version of the summary to support the Core Strategy Submission Draft document.
- 3.7 A Statement in accordance with Regulation 30(d) of The Town and Country Planning (Local Development) (England) (Amendment) Regulations 2008, was produced in September 2011 (*Regulation 30 (d) Statement*) that set out which bodies and persons the local planning authority invited to make representations as part of the Issues and Options and Preferred Options consultations (Regulation 25); how those bodies and persons were invited to make representations; a summary of the main issues raised by the representations made; and how any representations made have been taken into account. The Statement follows on from, and should be read alongside, the Consultation Statements published for the Core Strategy Issues and Options and Preferred Options consultations above.

Submission (Publication)

- 3.8 Submission (Publication) consultation was undertaken for the Core Strategy over 6 weeks between September-November 2011. A Statement in accordance with Regulation 30(e) of *The Town and Country Planning (Local Development) (England) (Amendment) Regulations 2008*, was produced in January 2012

(*Regulation 30 (e) Statement*) in order to provide a summary of the number of duly made representations received on the Submission (Publication) Core Strategy, and the main issues raised by the representations received. The Submission (Publication) consultation involved a mail out, questionnaire, internet content, media coverage, consultation events, workshops, forums and attendance at ward, interest group and specific consultee meetings, and information being made available at Council offices.

4. Other Local Development Framework Consultation

4.1 Consultation has also been undertaken in accordance with relevant regulations and the Council's adopted *Statement of Community Involvement* on a range of other Local Development Framework documents, summarised as follows:

York Northwest Area Action Plan

4.2 Issues and Options consultation was undertaken for the York Northwest AAP over 10 weeks between November 2007 and January 2008. This consultation involved a mail out, questionnaire, internet content, media coverage, consultation events, workshops, forums and attendance at ward, interest group and specific consultee meetings, and information being made available at Council offices.

4.3 The outcomes of the consultation were reported to Members of the LDF Working Group in May 2008, to inform production of a Preferred Options document. Subsequently the decision was made to cease production of the York Northwest AAP, instead focussing on separate planning frameworks for the area's constituent sites; Former British Sugar/ Manor School site and York Central. Comments made in respect of the Issues and Options consultation have been considered alongside wider consultation responses in producing the Local Plan Preferred Options.

Former British Sugar and Manor School Site Supplementary Planning Document

4.4 A draft Supplementary Planning Document relating to the former Manor School and British Sugar site was consulted on for a 6 week period between December 2010 and January 2011. Consultation included public meeting attendance, web consultation and information being made available at Council offices and by post to specific and general consultees. The outcomes of the consultation were reported to Members on 5th March 2012 and comments

received were used to inform production of a final draft Supplementary Planning Document (April 2012), which will be formally adopted on adoption of the Local Plan.

Allocations Development Plan Document

- 4.5 *An Issues and Options draft Allocations DPD* underwent consultation over 8 weeks between March and May 2008. Consultation included a mail out, questionnaire, internet content, media coverage, consultation events, workshops, forums and attendance at ward, interest group and specific consultee meetings, and information being made available at Council offices.
- 4.6 Consultation responses were considered over the summer of 2008, and summarised in September 2008. The responses were used to inform preliminary work on the Preferred Options Allocations DPD, with a final DPD scheduled for adoption after the Core Strategy. Since the withdrawal of the draft Core Strategy and national move away from the Local Development Framework approach to plan making, production of a separate Allocations DPD has ceased, and the work undertaken on the document, including consultation, has been used to inform the emerging Local Plan.

City Centre Area Action Plan Issues and Options

- 4.7 A consultation was carried out on the *City Centre Area Action Plan Issues and Options report* between July and September 2008 over 8 weeks. The outcomes of the consultation were reported to Members of the LDF Working Group on 6th January 2009. Consultation included a mail out, questionnaire, internet content, media coverage, consultation events, workshops, forums and attendance at ward, interest group and specific consultee meetings, and information being made available at Council offices.

York City Beautiful – Towards an Economic Vision

- 4.8 Also of relevance to the production of the Local Plan Preferred Options was the consultation carried out on the joint Yorkshire Forward / Council report: *York New City Beautiful – Toward an Economic Vision*, October 2010. This involved: a launch event; presentations to key stakeholder groups; a mailing to stakeholders; press release; webpage; summary leaflet; and press articles. Detail of the proposed consultation was reported to Members of the LDF Working Group on 13th December 2010 and consultation took place through

2011. The outcomes of the consultation have been summarised but not reported to Members.

Controlling the Concentration of Houses in Multiple Occupation
Supplementary Planning Document

4.9 A draft supplementary Planning Document relating to controlling the concentration of Houses in Multiple Occupation (HMOs) was consulted on for an 8 week period between January and March 2012. This involved: a focus group event, writing to consultees and distributing the documentation, placing information on the Council's website, a press release, a public notice and Officers attending a public meeting held by Osbaldwick Parish Council. Details of the consultation and a summary of responses are contained in *Controlling the Concentration of Houses in Multiple Occupation Supplementary Planning Document Consultation Statement* (March 2012). Comments received in this consultation were used to inform production of a final *Controlling the Concentration of Houses in Multiple Occupation draft Supplementary Planning Document* (April 2012), which will be formally adopted on adoption of the Local Plan.

5. Pre-production Local Plan Consultation

5.1 The decision was taken to withdraw the LDF Core Strategy from the examination process in July 2012 for the following key reasons:

- the LDF was overtaken by publication of the *National Planning Policy Framework* (NPPF);
- moving to a Local Plan would include site allocations, critical to supporting and delivering growth;
- considering allocations would enable a clearer and practical focus on viability and deliverability; and
- the approval of the Community Stadium required the reviewing of the retail evidence base/city centre policies.

5.2 The *NPPF* states that each local authority should produce a Local Plan for its area. Given the Government's views of plan making and the movement away from a folder of development plan documents to a single plan a new local plan for York would include a vision for the future development of the city and spatial strategy and would cover both strategic policies and allocations (previously the Core Strategy and Allocations DPD), alongside detailed development management policies. To develop this new vision a Visioning

exercise was undertaken alongside new evidence base (Economic and Retail Growth Analysis and Vision) and a further Call for Sites.

Local Plan Visioning Workshops, October-November 2012

- 5.3 As part of the initial process of developing the Local Plan, a series of workshops were held to establish key issues within York to help write the Vision. The Vision will ensure the Local Plan is engaging with, and seeking to resolve York's challenges. A *Local Plan Visioning Workshop Summary*, January 2013, document sets out the comments provided from stakeholders during these Visioning workshops, separated under the key lines of enquiry questions.
- 5.4 The themes of the workshops were in keeping with the Council Plan Themes. The Protect Vulnerable People theme was covered in all workshops, as was Sustainability. The workshops:
- Create Jobs and Grow the Economy – Held at The Mansion House on 5th November 2012 and chaired by Andrew Follington, Area Commercial Director North Yorkshire of HSBC.
 - Get York Moving – Held at The King's Manor on 25th October 2012 and chaired by Nigel Foster, Director for Fore Consulting.
 - Build Strong Communities – Held at The King's Manor on 6th November 2012 and chaired by John Hocking, Executive Director of the Joseph Rowntree Housing Trust.
 - Protect the Environment – Held at The King's Manor on 23rd October 2012 and chaired by Mike Childs, Head of Policy, Research and Science at Friends of the Earth.
- 5.5 Full lists of the stakeholders attending the workshops can be seen in the summary document as well as a summary of the comments received.

Economic and Retail Growth Analysis and Vision Work City Conversations Consultation, November 2012

- 5.6 The Economic and Retail Growth Analysis and Vision was produced to provide the evidence base required to develop an economic vision and understanding to underpin the Local Plan for the City and within this vision for the role of the City Centre in the York economy of the future. A 'City Conversation' was undertaken by consultants and the response to this is summarised in the *Economic and Retail Growth Analysis and Vision Work City Conversations Consultation Feedback*, December 2012, document.

5.7 The strategic aims for the City Conversations were:

- To engage with members, business and the residential community.
- To encourage meaningful and structured debate regarding the next 15 years of economic growth and change in York.

5.8 The City Conversations involved:

- A Members Briefing that was held on 26th November 2012. Members were also invited to comment on the suggested Vision, and feedback has been recorded within the summary report.
- Face to face conversations with key business representatives and stakeholder groups that were held to stimulate debate and generate feedback. These included a Local Plan Visioning session with approximately 25 guests from the business community, a City Team session which included 25 guests from the retail and commercial business community, a Science meeting which included 10 stakeholders from the Bioscience and health sector community and 1-2-1 interviews with City Centre retailers.
- Social Media Conversations with the City's residential community and the remaining business community through the use of social media including Facebook and Twitter.

Call for Sites

5.9 To inform production of the new local plan and the inclusion of site allocations, an updated 'Call for Sites' consultation was undertaken over 6 weeks between August and October 2012. This consultation included mailouts to specific and general consultees and information being made available at the Council's website and offices.

Press Coverage

5.10 Your Voice, Autumn 2012, Article – *Planning York's Future*: This publication was distributed to all York residents. The article highlighted the Council's website as a place to find out more.

5.11 Yorkshire Post, 7 November 2012, Article – *Pioneering Research to Shape Historic City's Economic Future*: The Yorkshire Post is read by approximately 193,000 people. The article highlighted that the Council "is now embarking on wide-ranging research to provide the evidence needed to develop an economic and retail vision to underpin the city's new development brief after initial proposals had to be shelved due to concerns over their viability".

5.12 A diagram illustrating all consultation undertaken on the LDF and emerging Local Plan is provided at Appendix 1.

6. City of York Council and Other Local Strategies

6.1 In addition to taking consultation responses into account, the Local Plan must be in accord with the various other plans and strategies produced by the Council and our strategic partners and deliver the spatial aspirations of these strategies. The principles in these and other strategies have been synthesised into the Local Plan’s vision to enable the spatial implications of the strategies and vision to be met.

6.2 *The Strategy for York and the City Action Plan* (the City’s Community Strategy) set out the aims and intentions of individuals and organisations dedicated to improving the quality of life in York and making our way of life more sustainable in the period. This long-term plan entails all agencies serving the area to work towards this vision. The *Council Plan – Delivering for the People of York* – sets out how the Council will deliver the vision over the period 2011-2015. The priorities of the Council Plan underpin the vision of the Local Plan.

6.3 The Local Plan will play a major part in helping to deliver this vision in terms of the spatial vision. To achieve this, the planning team have developed relationships with businesses, voluntary and community groups and also with colleagues from different service areas across the Council. Continuous joint working with these groups has meant the Local Plan will reflect the needs and aspirations of York’s communities.

7. Reference Documents

Completed LDF Documents and Consultation Summaries

Core Strategy	Core Strategy Issues and Options (June 2006)
	LDF Issues and Options Consultation - Summer 2006 (July 2007)
	Core Strategy Issues and Options 2 (September 2007)
	Core Strategy Preferred Options (June 2009)
	Core Strategy Consultation Statement (July 2009)
	Core Strategy Preferred Options Draft Consultation – Summary (April 2010)
	Core Strategy Preferred Options Draft Consultation Statement and Schedule of Responses (April 2010)

	Core Strategy Preferred Options Consultation Summary (January 2011)
	Core Strategy Submission (Publication) (September 2011)
	Regulation 30(d) Statement (September 2011)
	Regulation 30(e) Statement (January 2012)
Statement of Community Involvement	Statement of Community Involvement (December 2007)
	Pre-Submission Consultation Statement (Regulation 28) (February 2007)
	Submission Consultation Statement (Regulation 31) (June 2007)
York Northwest Area Action Plan	York Northwest Area Action Plan (November 2007)
	York Northwest Area Action Plan LDF Working Group Report (May 2008)
Former British Sugar / Manor School SPD	Former British Sugar / Manor School Draft Supplementary Planning Document (April 2012)
	Former British Sugar / Manor School SPD LDF Working Group Report (March 2012)
Allocations and Designations DPD	Allocations Development Plan Document (March 2008)
City Centre Area Action Plan	City Centre Area Action Plan (July 2008)
	City Centre Area Action Plan LDF Working Group Report (January 2009)
Visioning Workshops	Local Plan Visioning Workshop Summary (January 2013)
York New City Beautiful	York New City Beautiful – Toward an Economic Vision (October 2010)
Controlling the Concentration of Houses in Multiple Occupation	Controlling the Concentration of Houses in Multiple Occupation Draft Supplementary Planning Document (April 2012)
	Controlling the Concentration of Houses in Multiple Occupation Supplementary Planning Document Consultation Statement (March 2012)

Other Reference Documents and Policy

- Delivering for the People of York: The Council Plan 2011-2015 (2011) City of York Council

- The Strategy for York 2011 – 2025 (2011) York Without Walls Partnership for City of York Council
- Economic and Retail Growth Analysis and Vision Work City Conversations Consultation Feedback, December 2012
- National Planning Policy Framework (2012) Department for Communities and Local Government
- The Town and Country Planning (Local Development) (England) (Amendment) Regulations 2008
- The Town and Country Planning (Local Planning) (England) Regulations 2012

Appendix 1: Consultation Summary Diagram

