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NORTH YORKSHIRE COUNTY COUNCIL

APRIL 1995

ANNEXE III ix

CoYLP 1998 DEPOSIT DRAFT
EXTRACTS



CITY OF
YORK
COUNCIL

CITY OF YORK LOCAL PLAN

Deposit Draft

May 1998

Directorate of Environment and Development Services
Development and Regeneration Team
9 St Leonard's Place
York
YO1 2ET
Tel : 01904 551317
E Mail : devandregen@york.gov.uk

Please note that all comments on the Deposit Draft, both objections and expressions of support, should be made in accordance with the Notice of Deposit (a copy of which is available at each deposit point) to arrive at the above address within the six week period ending at 5pm on the 19th June 1998.

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INTRODUCTION

The new City of York covers an area of 27,200 hectares and provides a full range of services to its population of 175,000.

Most of the population lives within the urban area of York but large numbers of people also live in the surrounding villages. The main settlements outside York are Haxby/Wigginton, Strensall, Copmanthorpe, Bishopthorpe, and Upper and Nether Poppleton. All of these villages lie outside the outer ring road and are predominantly dormitory settlements for York. The ring road has also been the spur for a great deal of out of town business and retail development.

In 1991 there were 84,000 economically active people in the City of York with unemployment running at 6%. Work undertaken by Dr Bernard Stafford of the University of York suggests that to reduce unemployment to an acceptable level (3%) some 5000 new jobs would be needed by 2006.

This Local Plan is the first for the new City and County of York, created by local government reorganisation in 1996. The Plan provides guidance for the future development of the City area, both in terms of protecting the natural environment and providing for development to meet requirements for housing, employment, shopping and other land uses. It will cover the period to 2006 and will be a key document in shaping the future of the City of York area.

In accordance with The Local Government Changes For England Regulations April 1994 (S.I. 1994; No. 867), relating to local government reorganisation, this Local Plan has drawn upon the component plans prepared by the Council's predecessor authorities. In a number of instances these proposals are carried forward within the new Local Plan. The Regulations state that where objections have already been considered at a public local inquiry into proposals made within an earlier development plan, in most cases it will not be necessary to revisit the debate on these. Where it has been assessed that no significant change in circumstances has occurred to such a proposal, these are listed in Appendix J.

The Development Plan System

The Town and Country Planning Act 1971, introduced a two-tier system of Structure Plans and Local Plans, which together form the statutory Development Plan for any particular area. The Town and Country Planning Act 1990, consolidates this and subsequent legislation and confirms the basic system introduced in the 1971 Act.

The 1990 Act and the subsequent Planning and Compensation Act 1991, strengthen the roles of Development Plans by introducing a presumption in favour of proposals which accord with the Development Plan unless other material considerations indicate otherwise and by making the preparation of a District-wide Local Plan mandatory.

Policy Context for the City of York Local Plan

The Local Plan takes account of several key policy considerations including:

- central government advice (PPGs, circulars, etc);
- Regional Planning Guidance for Yorkshire and the Humber;
- North Yorkshire Structure Plan; and
- existing local plans for the area.

National / Regional Guidance

Planning Policy Guidance Notes (PPGs) provide government advice on particular topics and are material considerations which must be taken into account where relevant in decisions on planning applications. The Secretary of State for the Environment issued Regional Planning Guidance for Yorkshire and the Humber in April 1996 which provides for the period to 2006. This is currently under review to take the guidance forward to the year 2016. The review of Regional Planning Guidance will consider revised population and household projections and will also include an assessment of settlement capacity. Until this revised guidance is published, the current guidance will provide the context for this Local Plan.

INTRODUCTION

North Yorkshire County Structure Plan

The North Yorkshire County Structure Plan was approved in October 1995. This Plan is now the joint responsibility of North Yorkshire County Council, City of York Council and the two National Park authorities of North Yorkshire. The Structure Plan is now deemed to have been jointly prepared and provides the strategic framework for the period to 2006. It covers such matters as the level of need and broad location of new housing and employment sites and policies for shopping, transport and the improvement of the environment.

This Local Plan has been prepared in conformity with the North Yorkshire County Structure Plan and accordingly covers the period to 2006.

The Structure Plan review process is expected to commence in 1998 with the intention of rolling forward policies to the year 2016. A key purpose of this review will be the provision of revised housing and employment requirements beyond the present Structure Plan end-date of 2006.

Existing Local Plans

There are five formally adopted local plans which cover at least part of the new City of York area:

- West Riding County Development Plan (adopted 1966)
- Flaxton Town Map (adopted 1963)
- East Riding County Development Plan (adopted 1960)
- City of York Development Plan (adopted 1956)
- North Riding County Development Plan (adopted 1955)

Many of the policies and proposals of these Plans have been replaced by more recent draft Local Plans for the area concerned. The City of York Local Plan draws together six local plans which were at various stages of preparation at local government reorganisation.

These are:

<u>Plan</u>	<u>Stage</u>
Southern Ryedale Local Plan	(Post Modifications; Jan 1996)
City of York Local Plan	(Deposit Draft; Sept 1995)
York Green Belt Local Plan	(Post Modifications; Sept 1995)
North Yorkshire Minerals Local Plan	(Deposit Draft; Sept 1995)
Selby District-wide Local Plan	(Consultation Draft; June 1995)
Harrogate District-wide Local Plan	(Consultation Draft; Jan 1995)

The new City of York Local Plan will carry forward many of the policies and proposals in these plans, particularly the allocations for employment and residential use. However, policy wording has been altered to ensure consistency throughout the document.

Form of the Local Plan

This Local Plan comprises a Written Statement and a Proposals Map covering the entire District. The Map, consisting of north and south sheets together with a York City Centre Inset, indicates the location of proposals for the development of land and areas over which particular policies will apply. The Plan is divided into a number of topic sections, each of which contains specific policies which will themselves be followed by supporting text, known as reasoned justification. The Local Plan Strategy (chapter 1) establishes an overall context for the more specific topic sections which follow in chapters 2 to 14.

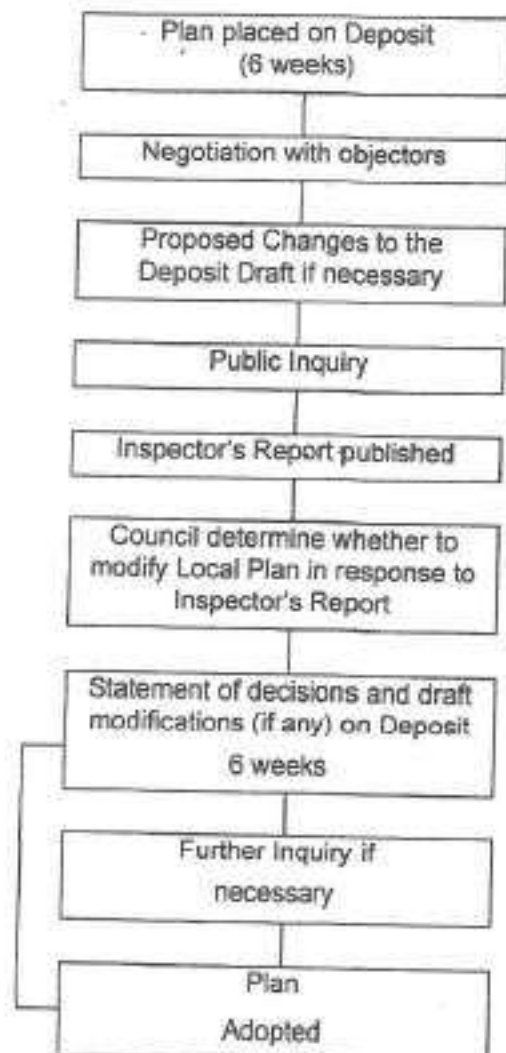
More detailed guidance relating to specific developments will be included in the form of supplementary planning guidance published separately by the Council during the Plan period.

INTRODUCTION

Local Plan Preparation

The City of York Local Plan will follow the procedure set out below. For the most part, the Local Plan is carrying forward proposals that have been through some form of consultation or even a public inquiry. Therefore, it is not considered necessary to repeat this stage of the process for all policies and proposals. The regulations relating to local government reorganisation allow such an approach.

Instead, in December 1997, the City of York Council consulted on a number of policies and proposals that the authority planned to change from those included in previous local plans. This consultation document was distributed to 44 statutory consultees and their views were subsequently reported back to Members for a decision on the proposals to be included in this Deposit Draft.



The Plan should be viewed primarily as a guide to the development of land within the City of York area and to its future growth.

Consequently, it will most appropriately be used as a tool for the assessment of planning applications. Therefore, issues that do not directly depend on the granting of planning permission are not addressed in the Plan. A guide to using and interpreting the Plan follows this introduction and a glossary of terms used in the document is included at the end of this Plan.

Local Plan Review

The Secretary of State has indicated in PPG12 that local plans should be reviewed at least once every five years. However, a review will begin once the Plan is adopted and revised strategic guidance is in place.

A review of the Local Plan will take place in the context of known longer term strategic requirements. It will examine the City's future land requirements and ensure that longer term development needs can be met. Although a strong and defensible Green Belt will be maintained, it is inevitable that the boundaries of the York Green Belt and its purpose will need to be examined as part of the review of the Local Plan.

Any Local Plan review will also provide the opportunity for other significant matters to be considered, for example to take account of changing circumstances which may arise from newly identified land needs and any new legislation or other planning policy guidance.

LOCAL PLAN STRATEGY

Background

1.1 York is a modern commercial city renowned for its heritage. A number of elements combine to define the character of the City. The important core of historic buildings, mostly within and around the City Walls, that give the City its international reputation as a heritage centre, is supplemented by a rural setting of open countryside and small villages that emphasise the compact urban form of York.

1.2 A critical element that defines and limits the urban expansion of York is the open countryside that runs right into the heart of the built-up area in the form of the Strays and other green wedges of open land. These essential elements combine to give shape and character to the City to such an extent that virtually all of the open land around York is designated as Green Belt. The setting of the City is further defined by the views of York, particularly the Minster, obtained from the outer ring road encircling York and from the main transport routes entering the urban area via the green wedges.

1.3 Protecting the historic character of York is the primary purpose of the York Green Belt. To achieve this, the boundary of the Green Belt has been drawn close to the urban area of York with little scope for further expansion of the built-up area. This primary purpose of the York Green Belt is therefore potentially in conflict with other government policy objectives that require the Local Plan to safeguard land between the urban area and the Green Belt for future long term development.

1.4 The City's role as a major tourist destination and sub-regional shopping centre together with the availability of a skilled workforce have combined to bring strong development pressures for a wide range of uses. In particular a wealth of new technology jobs have emerged in relation to executive agencies of the Ministry of Agriculture, Fisheries and Food and the University of York. Strong retail and commercial growth together with a plentiful supply of cheap sites (originally intended for employment) has also led to much development being accommodated on out-of-centre sites in recent years.

1.5 Recent structural changes in the economy have emphasised the vulnerability of an economic dependence on the railway and confectionery sectors. This has highlighted the need for continued diversification and the attraction of investment into the City to ensure its continued prosperity and thereby its long term sustainability.

Regional and Strategic Context for the Local Plan

1.6 Regional Planning Guidance for Yorkshire and the Humber is currently being revised to address future growth for the period 2006 to 2016 and work on a review of the Joint North Yorkshire Structure Plan has also commenced in tandem with this. This work is not expected to be completed until the year 2000.

1.7 However, government guidance makes it plain that local planning authorities moving toward adoption of their local plans with as little delay as possible. This Local Plan has been prepared to achieve local plan coverage for the City, while acknowledging that it is not possible to forecast development land requirements for the period beyond 2006 (the end of the City of York Local Plan period).

1.8 Until longer term growth requirements are known, it is not possible to say with any confidence how this might affect the boundaries of the York Green Belt and its primary purpose of safeguarding the historic character of the City.

1.9 This Local Plan predicts that the City of York can meet its housing and employment land requirements to 2006 without a major review of the existing Green Belt. The Plan, therefore, has generally incorporated the Green Belt boundaries from those previously recommended by the Green Belt Local Plan Inspector. However, once this current Local Plan is adopted, and the revised strategic guidance is in place, an early review of the Local Plan to examine the City's future development requirements in the context of the York Green Belt will be undertaken.

CHAPTER 1 : LOCAL PLAN STRATEGY

A Sustainable Vision for York

1.10 The Strategy for the Local Plan moves towards the goal of sustainable development. However, it also recognises the need to make provision for new development to secure the economic and social future of the City. The Plan seeks to reconcile these often conflicting demands through policies which minimise the impact on the City's environmental resources. However, it recognises that there are difficult choices to be made and sometimes economic and social objectives will outweigh the most environmentally sustainable course of action. The extent to which these conflicts can be reconciled will depend on changing global, national and local attitudes over time.

1.11 For the Strategy to preserve and enhance the unique characteristics of the City, citizens and a wide range of influential organisations are going to have to be prepared to think in a different way and find new ways to do things.

1.12 The Local Plan attempts to pull together a number of economic, environmental and social aims simultaneously to form 10 understandable goals for the City :

- 1) Protecting key features of the environment (eg. historic buildings, nature conservation, the City's countryside setting);
- 2) Promoting economic growth and new jobs;
- 3) Providing for future housing needs;
- 4) Enabling access to services and recreation;
- 5) Enhancing social prosperity;
- 6) Promoting good use of natural resources (eg. water, air and minerals);
- 7) Minimising waste;
- 8) Concentrating new development in existing settlements, on previously developed sites;
- 9) Minimising the need to travel;
- 10) Providing a clear City Centre focus;

1.13 The key aim of the Local Plan Strategy is to respond positively to development needs yet ensure that the unique environment of the City is safeguarded. The belief is that a healthy environment is good for business and this is what the Strategy sets out to promote.

SP1 General Principles

Applications for planning permission will be permitted where they :

- ◆ are in accordance with the Local Plan; and
- ◆ will not have an adverse impact on the amenity of the area or the quality or character of the environment; and
- ◆ will make a positive contribution to the objective of reducing dependence on the car as the primary means of transport.

1.14 To ensure that the Strategy is implemented all development should accord with the Plan's policies. Section 54A of the Planning and Compensation Act 1991 identifies that all development should be in accordance with the development plan unless material considerations indicate otherwise. The policies of the Plan have been carefully formulated to achieve the desired balance between economic growth and environmental protection. Therefore all development proposals must accord with the Local Plan if they are to gain support.

1.15 Where a development proposal does not accord with the Local Plan other material considerations may have to be taken into account. In considering such applications, the local planning authority will have particular regard to the contribution the proposal will make to achieving the sustainability objectives outlined in paragraph 1.12.

SP2 The York Green Belt

The primary purpose of the York Green Belt is to safeguard the setting and historic character of the City of York and is defined on the Proposals Map.

1.16 The Local Plan seeks to support national policy guidance as set out in PPG2 (Green Belts) PPG7 (The Countryside and the Rural Economy) PPG15 (Historic Environment) and PPG16 (Archaeology) in protecting the open countryside around York both for its own sake and its role in safeguarding the historic character of the City.

CHAPTER 1 : LOCAL PLAN STRATEGY

1.17 The main purpose of the Green Belt around York is to preserve the setting and the special character of the historic City. As currently proposed by this Local Plan, this leaves little scope for safeguarding land for longer term development needs. Even so, it does reinforce one of the other Green Belt purposes of concentrating development within the urban area of York. Until the longer term strategic requirements (post 2006) are known the City of York Local Plan will essentially carry forward the boundary proposed in the York Green Belt Local Plan. Exceptions to this are two new allocations to meet a shortfall in employment land (policy E1) and a further change to meet the needs of the University of York (policy U4). These changes are not considered to undermine the primary purpose of the York Green Belt.

1.18 Although the rural part of the Local Plan area is predominantly open countryside and protected for its own sake, virtually all land outside the main settlements is designated as Green Belt in this Local Plan. Whilst separate national planning guidance exists for both the open countryside (PPG7) and Green Belts (PPG2), a general presumption against unnecessary or inappropriate development runs through both sets of guidance, combined with the objective of redirecting this development towards existing settlements.



SP3 Safeguarding the Character of York

Planning permission will be granted where development :

- a) respects, maintains and enhances the character and appearance of important townscape elements that contribute to the historic setting of the City, and

- b) does not have an adverse impact on the open countryside and open character of the York Green Belt and green wedges running into the City; and
- c) does not have an adverse impact on views into the City from main transport routes.

1.19 The most critical elements contributing to the historic character of York are the core of historic buildings within and immediately adjacent to the City Walls and other conservation areas and the series of green wedges (essentially the strays and floodplains) which run into the heart of York from the surrounding areas of open countryside. In particular, the historic core is characterised by the street pattern and linear plot size (burgage plots) together with the scale, quality and diversity of buildings.

1.20 The historic centre of York and the City's countryside setting are distinct and separate elements that nonetheless combine to give York its unique environment. In particular, the extension of the green wedges into the urban area offer a sense of openness when approaching the historic core along the main transport corridors. They represent a substantial tract of open land within the built-up area and provide outdoor recreational opportunities for residents. They also help prevent the coalescence of different parts of the City, thus helping to maintain the local identities of existing communities and linking the countryside around York to the historic core. The green wedges running into York have a special significance in defining the shape and character of the City

1.21 Applications for planning permission will be required to include sufficient information to enable proposals to be determined in relation to their context. Accordingly, proposals should have regard to;

- a) existing landforms and natural features;
- b) scale and proportion of existing buildings and structures;
- c) opportunities to improve the character and appearance of the area;
- d) opportunities to manage and reduce the impact of traffic.

CHAPTER 1 : LOCAL PLAN STRATEGY

1.22 To ensure that the City continues to achieve balanced and sustainable growth, the Local Plan draws upon the City of York Landscape Appraisal and City of York Biodiversity Audit. These studies are publicly available and identify areas of landscape and nature conservation importance within the District.

SP4 Housing Land Provision

P25
Provision will be made for 7,657 dwellings within the Plan area to meet the City of York's housing needs between 1998 and 2006. This figure includes allocated sites together with sites with outstanding planning permission and an expected contribution from conversions and windfall sites that will come forward during the Plan period.

see also : H1

1.22 Given the considerable constraints on development in the countryside around York, the main focus for housing has been directed towards the urban area of York and the main settlements outside the outer ring road.

1.23 The approved North Yorkshire Joint Structure Plan requires the City of York to identify land for 10,200 new dwellings between 1991 and 2006. By carrying forward existing local plan proposals and land with planning permission together with increased densities for housing development, development needs to 2006 can be accommodated with little impact on the existing Green Belt.

1.24 Government guidance now advises that local planning authorities should fully examine the potential capacity of existing settlements to accommodate their housing requirements prior to considering the allocation of greenfield sites.

P26
1.25 A comprehensive survey of potential housing land within the Plan area has been undertaken. This survey has shown that new sites can be identified with capacity for 2,066 new dwellings, mainly within existing settlements, and a further 4,066 houses can be accommodated on land with existing planning permissions. The remainder will be made up from allowances for windfall sites and conversions.

1.26 The provision of conversions and new dwellings within the City Centre will be particularly encouraged. In this location they will maintain and enhance vitality and viability and, in accordance with PPG3 (Housing) and PPG13 (Transport), minimise the need for car use and maximise the use of previously developed land. In particular the scope for upper floor use in York City Centre could increase the rate of conversions achieved. This will potentially improve the flexibility of the housing figures. Overall it is estimated that 50% of all new housing over the Plan period will be on brownfield sites.

1.27 Government policy to develop existing urban brownfield sites in preference to greenfield land is reflected within the housing policies. The Plan's phasing policy (H3) will help achieve this by holding back certain greenfield sites for the latter part of the Plan period. It is anticipated that most windfall housing sites, that is sites not allocated for housing in the Local Plan, will come forward on brownfield sites. When this happens, and the sites are acceptable for housing under the other policies of the Plan, planning permission will be granted and the sites will contribute to meeting the City's housing target. They will give flexibility in meeting the housing needs of the City as well as releasing pressure for greenfield sites on the periphery of the urban area.

SP5 Employment Land Provision

P27
Provision will be made for 124.7 hectares of employment land to ensure an adequate supply of sites to meet the City of York's employment needs between 1998 and 2006. This figure includes sites with unimplemented planning permissions and available sites in existing employment areas.

This figure does not, however, include those sites identified as City Centre Office Sites under policy E5.

Proposals for uses other than B1, B2, and B8 of the use classes order will not be permitted on land allocated for employment purposes, except where specified in the Plan.

see also : E1, E3 and E9

GREEN BELT AND OPEN COUNTRYSIDE

OBJECTIVES :

- To preserve the setting and historic character of York
- To check the unrestricted sprawl of York
- To safeguard the surrounding countryside from further encroachment
- To prevent neighbouring settlements from merging into one another
- To assist in urban regeneration, by encouraging the recycling of derelict or other urban land

Introduction

5.1 Although the rural area of the City of York is integral to the open countryside (and therefore subject to certain controls over development generally), virtually all land outside the main settlements is designated as Green Belt in this Local Plan. While separate national planning guidance exists for both the open countryside and Green Belts (PPG7 : The Countryside and Rural Economy; PPG2 : Green Belts), a general presumption against unnecessary or inappropriate development runs through both sets of guidance, combined with the objective of redirecting this development towards existing settlements.

5.2 For the purposes of the City of York Local Plan therefore, the policies in this chapter which do not directly specify whether they relate to Green Belt or open countryside will apply to both. Where the policy applies specifically to open countryside this will be implemented for relevant proposals outside defined settlement limits in areas not designated as Green Belt.

The Designation of the York Green Belt

5.3 Green Belts have been perhaps the best known feature of the planning system since the 1950's and continue to command widespread support. Although there has been

an informal Green Belt around York for about 30 years, the North Yorkshire County Structure Plan only formally established the general extent of the York Green Belt in 1980. Policy E8 of the Structure Plan (see Appendix A) defines it as "a belt whose outer edge is about 6 miles from York City Centre". The Structure Plan does not however define precise boundaries for the Green Belt.

5.4 Detailed Green Belt boundaries were proposed by North Yorkshire County Council in their York Green Belt Local Plan which was considered at a public inquiry between autumn 1992 and spring 1993. The Inspector's Report was published in January 1994. Although the County Council published Proposed Modifications to the Green Belt Plan in September 1994, the Plan was not progressed to adoption for a number of reasons :

- (i) impending local government reorganisation (April 1996);
- (ii) modifications made to Structure Plan Alteration No 3 (October 1995)
- (iii) inconsistencies with revised national planning guidance on Green Belts (PPG2; published January 1995);

5.5 The Green Belt Inspector advised in his Report that if new national guidance on Green Belts was published before the Plan was adopted, then his recommendations would need to be reconsidered in light of such revised guidance. It has therefore fallen to the City of York Council to incorporate detailed Green Belt policies and boundaries in its District-Wide Local Plan.

5.6 Regional Planning Guidance for Yorkshire & Humberside (1996) advises that authorities in the Greater York area, after taking account of available land within urban areas and beyond the Green Belt, should consider if exceptional circumstances warrant a review of the County Council's proposed Green Belt boundaries. The guidance states that "any such review should seek to preserve the setting and special character of York, while at the same time taking account of the need to promote sustainable patterns of development".

5.7 National planning guidance (PPG2) states that : "The essential characteristic of Green Belts is their permanence and their protection must be maintained as far as can be seen ahead". PPG2 advises local planning authorities that are in the process of preparing new Local Plans that proposals affecting

CHAPTER 5 : GREEN BELT AND OPEN COUNTRYSIDE

Green Belts should be related to a longer timescale than that of the Local Plan (ie. longer than 10 years), and to ensure that the Green Belt boundaries proposed by the Local Plan will not have to be altered at the end of the Plan period.

5.8 However, in order to provide for development beyond 2006, the City of York Council would have to forecast future housing and employment land requirements without having the necessary strategic planning framework in place (Regional Planning Guidance, Structure Plan). This strategic framework is unlikely to be in place before 2000.

5.9 It is therefore proposed, as outlined in the Local Plan Strategy chapter, to defer a fundamental review of the York Green Belt until such time as the revised Regional Planning Guidance and Structure Plan are available. Any proposed review of existing Green Belt boundaries will correspond with a review of this Local Plan and will deal with the issue of safeguarding land between existing settlements and the Green Belt for longer term development needs.

5.10 Therefore, whilst remaining broadly consistent with the draft York Green Belt Local Plan, the Local Plan has taken the Inspector's Report to the York Green Belt Public Inquiry as its starting point for the consideration of detailed boundaries and has updated existing policies to take into account the revised guidance contained in the latest version of PPG2 (1995) and the approved Structure Plan.

The Purpose of the York Green Belt

5.11 The main purpose of the Green Belt around York is to preserve the setting and the special character of the historic City. The most critical elements of this character are a series of green wedges (essentially the strays and floodplains) which run into the heart of the City from the surrounding areas of open countryside, and the relationship between the urban area and the surrounding villages.

Green wedges

5.12 The extension of these green wedges into the urban area offers a sense of openness when approaching the historic core along the main transport corridors and the River Ouse floodplain. They represent a substantial tract of open land within the built-up area and provide outdoor recreational opportunities for

residents. They also help prevent the coalescence of different parts of the City, thus helping to maintain the local identities of existing communities.

5.13 The continued existence of these wedges is partly due to four of them being designated as "strays". Bootham Stray, Micklegate Stray, Walmgate Stray, and Monk Stray currently comprise 320 hectares of open land which is mainly under grass and were originally part of more extensive areas of common land over which the Freemen of York held grazing rights. Since 1947 the local authority for the City has taken over the control and management of the strays for the benefit of the local community.



Surrounding countryside

5.14 The relationship between the band of open countryside which links these green wedges around the City and the urban area has changed since the completion of the Outer Ring Road (A1237 / A64). This has effectively opened up views of the historic skyline, the green wedges, the urban fringe and land adjacent to existing villages. The swathe of open countryside between the Outer Ring Road and the urban area varies considerably in depth - from physically adjacent in the north, to 750 metres in the east and south-east and 200 metres to the west of the built-up area - as does its prominence and visibility. Nevertheless it forms an important part of York's character and setting.

Use of land in Green Belts

5.14 PPG2 sets out the 5 main purposes of Green Belts and these have been replicated as the City of York's Green Belt objectives at the beginning of this chapter. The national guidance goes on to distinguish further between the purposes of defining land as Green Belt and the uses to which this land should be put once defined. It outlines six aims

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for land within the Green Belt with which the policies and proposals of the Local Plan are consistent :

- to provide opportunities for access to the open countryside for the urban population;
- to provide opportunities for outdoor sport and outdoor recreation near urban areas;
- to retain attractive landscapes, and enhance landscapes, near to where people live;
- to improve damaged and derelict land around towns;
- to secure nature conservation interest; and
- to retain land in agricultural, forestry and related uses.

GB1 : Development in the Green Belt

Within the Green Belt, planning permission for development will only be granted where :

- a) the scale, location and design of such development would not detract from the open character of the Green Belt; and
- b) it would not conflict with the purposes of including land within the Green Belt; and
- c) it would not prejudice the setting and special character of the City of York;

AND it is for one of the following purposes:

- ◆ agriculture and forestry; or
- ◆ essential facilities for outdoor sport and outdoor recreation; or
- ◆ cemeteries; or
- ◆ limited extension, alteration or replacement of existing dwellings; or
- ◆ limited infilling in existing settlements; or
- ◆ limited affordable housing for proven local needs; or

- ◆ limited infilling or redevelopment of existing major developed sites; or
- ◆ minerals extraction, provided high environmental standards are attainable; or
- ◆ highways works or other essential engineering operations.

All other forms of development within the Green Belt are considered inappropriate. Very special circumstances will be required to justify instances where this presumption against development should not apply.

See also : T6

5.15 The protection of the Green Belt is an overriding planning consideration and one which, in the case of most forms of development, strongly militates against the granting of planning permission. A Green Belt designation can be used to strengthen and support other policy objectives such as protecting the best agricultural land or nature conservation sites, but this is not its primary purpose and these objectives are dealt with through other policies in the Local Plan.

5.16 Policy GB1 lists the types of development considered by national planning guidance to be appropriate within Green Belts. However, proposals could be made for these appropriate types of Green Belt development (eg. horse rearing facilities or horticulture activities) where the scale, location or design of buildings or structures may impair the open character of the Green Belt or adversely affect the special character of the historic City. In such circumstances it would be appropriate for the development to be resisted.

5.17 Although the last two types of development (minerals extraction and highways works) are not explicitly listed as appropriate uses in PPG2, the guidance does state that they are not inappropriate provided they maintain the openness of the Green Belt and do not conflict with the purposes of including land in the Green Belt. For the purposes of clarity, therefore, they have been added to Policy GB1 as potentially acceptable development in the Green Belt.

5.18 The City of York's sports clubs who wish to develop new, or expand existing, sports facilities within the Green Belt are currently constrained by the restrictions of government guidance. A specific policy (Policy GB13) is therefore proposed in this Local Plan to reflect these particular constraints. While the proposed policy still restricts development to that which is essential and ancillary to the outdoor use, it offers an element of flexibility beyond the small scale buildings advocated by PPG2. Policy GB13 is therefore designed to complement Policy GB1 by offering more specific guidance on proposals for sports facilities in the Green Belt and open countryside.

Park & Ride Facilities in the Green Belt

5.19 Increasing volumes of traffic in York are likely to adversely affect efforts to maintain and enhance the historic centre. The City of York Council is actively pursuing a policy of providing Park and Ride sites in an attempt to address this problem. In order to function effectively Park and Ride facilities need to be located on or close to the major radial routes and are likely to be close to and inside of junctions with the Outer Ring Road (A64/A1237).

5.20 Wherever practicable, Park and Ride sites should not be sited in the Green Belt, and should be developed in conjunction with or in close proximity to other development proposals as these arise. However, the tightly constrained nature of the proposed inner boundary of the York Green Belt makes it inevitable that some sites may be located within the currently proposed Green Belt. In such cases the Green Belt Inquiry Inspector considered that they should be assessed in the same way as would other transport infrastructure which, by its nature, has to be located in the Green Belt.

5.21 Accordingly, where a potential site is identified in the Green Belt, the criteria listed in Policy T6 of the Local Plan will need to be satisfied (these criteria were agreed with Ryedale District Council at the public inquiry into the Southern Ryedale Local Plan (1993) and accepted by the Inspector).

PC 37

GB2 : Development in Settlements in the Green Belt

Within the defined settlement limits of villages in the Green Belt, planning permission for the erection of new buildings or the change of use, redevelopment or extension of existing buildings will be permitted provided :

- a) the proposed development would be located within the built-up area of the settlement; and
- b) the location, scale and design of the proposed development would be appropriate to the form and character of the settlement and neighbouring property; and
- c) the proposed development would constitute limited infilling and would not prejudice the openness or the purposes of the Green Belt.

5.22 In line with the boundary recommended by the York Green Belt Local Plan and endorsed by the Inspector's Report (1994), it is proposed that the following villages in the City of York be "washed over" with Green Belt notation : Acaster Malbis, Askham Bryan, Askham Richard, Deighton, Hessay, Holtby, Hopgrove, Kexby, Knapton, Murton, Naburn and Rufforth.

5.23 As outlined above, the Local Plan Strategy is to defer a fundamental review of the boundaries of the City of York Green Belt until such time as the revised Regional Planning Guidance and Structure Plan become available. At this stage therefore it is intended to carry forward the proposals of the existing Green Belt Local Plan and to include the villages listed above within the Green Belt. However, it is unlikely that even when a fundamental review of existing Green Belt boundaries is undertaken that these smaller villages - which are relatively remote from the main transport corridors - would be assessed as having major potential to accommodate new development without compromising the Plan's Green Belt objectives.

5.24 It is important to protect those infill spaces which contribute to the character of smaller settlements lying within the Green Belt.

Whilst infilling (defined as the filling of a small gap in an otherwise built up frontage) is often perceived as acceptable, this ignores the fact that part of the character of many settlements is made up of gardens, paddocks and other breaks between buildings. Infill development may also not be desirable if it would consolidate groups of houses which are isolated from the main body of a village, or consolidate a ribbon of development extending into the open countryside. In some settlements little or no infill development may be appropriate; in others a limited amount of infill on selected sites may be acceptable.

5.25 Because of the importance of safeguarding the open character of the Green Belt, proposals for the change of use, particularly from other uses to residential, or the extension of buildings will be more acceptable in existing settlements than in the open countryside.

GB3 : Reuse of Buildings

Outside defined settlement limits planning permission for the reuse of buildings within the Green Belt and open countryside will be granted provided :

- a) the reuse does not have a materially greater impact than the present use on the openness of the Green Belt; and
- b) the buildings are of permanent and substantial construction and are capable of conversion without major or complete reconstruction; and
- c) the proposed reuse will generally take place within the fabric of the existing building and will not require extensive alteration, rebuilding or extension; and
- d) the form, bulk and general design of the buildings are in keeping with their surroundings; and
- e) the buildings are not in close proximity to intensive livestock units or other uses that may result in a poor level of amenity for the occupier of the building; and

- f) there is already a clearly defined curtilage.

Where the proposal involves changing the use to residential, permission will only be granted where criteria (a) to (f) are satisfied; and

- g) it can be demonstrated that the building is unsuited to employment or recreational use or that there is no demand for buildings for these purposes in that area; or
- h) the building is of architectural or historical importance and its reuse for residential purposes would be the only way to ensure its preservation as such.

5.26 It is important that the reuse of buildings does not have an adverse affect on the Green Belt's openness or prejudice its purposes. It is therefore necessary to consider the impact of the proposed new use in comparison with the existing use of the building to be reused. It is recognised that advantage may be taken of this principle by the proposed reuse of semi-permanent buildings or those which effectively need to be redeveloped to accommodate a new use. For this reason the buildings to be reused must be permanent and of substantial construction, and be capable of reuse without major reconstruction.

5.27 The increasing cost of supporting the agricultural industry has led the Government to introduce measures aimed at diversifying the rural economy. As a result, land is being taken out of production and landowners are being encouraged to find alternative uses for their land. Proposals for farm diversification activities (eg. farm sports, horse related development, etc) can provide local employment in the City of York's rural communities and may be appropriately located in the Green Belt provided the openness of the area will not be adversely affected.

5.28 PPG7 advises caution when receiving applications for the conversion of rural buildings to new dwellings. The guidance proposes that it might be appropriate to treat such applications (especially those involving substantial reconstruction of the existing building) as if they were for new build residential development in the open countryside.

5.29 Within the City of York demand exists for the conversion of farm buildings to residential use, often in relatively remote locations. These proposals can often be unsympathetic to the original structure and setting of the building and involve ancillary domestic development such as patios and garages within a new domestic curtilage. This in turn can result in these buildings taking on a modern domestic appearance which is detrimental to the visual character of the locality. Proposals for residential conversion of this type will be resisted.

5.30 In applying criterion (g) of this policy applicants will be expected to provide evidence that the building concerned has been actively marketed, at a realistic price, for commercial or recreational use for a minimum of 6 consecutive months before a proposal for residential reuse will be considered.

5.31 In applying criterion (h) the emphasis will be on preserving the character of the existing building as much as possible. As a result extension and significant alteration to such properties for residential purposes, including the blocking up of existing, and the creation of new, openings will not normally be acceptable.

5.32 When granting a permission for residential conversion in the Green Belt or open countryside conditions will normally be attached to remove permitted development rights from the application site. This will ensure that the visual openness of the countryside is protected from obtrusive domestic development. In certain circumstances permitted development rights relating to new agricultural buildings may be removed when an existing agricultural building has been proposed for conversion to residential use.



GB4 : Extensions to Existing Dwellings

The extension and alteration of dwellings in the Green Belt and open countryside will be permitted providing the proposal:

- a) would not cause undue visual intrusion; and
- b) is appropriate in terms of design and materials; and
- c) is small scale compared to the original dwelling;

5.33 The open countryside around York includes a significant number of dwellings outside existing settlements. The extension or alteration of these dwellings will be considered acceptable, in response to changing circumstances, provided there would be no greater visual impact on the Green Belt or open countryside as a result of the alterations, and where the design of any extension is in keeping with the original dwelling.

5.34 According to PPG2, proposed extensions or alterations should not result in disproportionate additions over and above the size of the original dwelling. A figure of 25% is proposed as a guide for the purposes of assessing planning applications for this type of development. In general terms a planning application to extend a dwelling by more than 25% of the original footprint will be considered to be a large scale addition and resisted accordingly. The existing dwelling footprint for the purposes of this policy will be taken as including only that designed for living accommodation and will not include any ancillary outbuildings that may exist nearby.

5.35 Furthermore, when a permission for this type of development is granted, the applicant will be expected to agree to conditions ensuring that no further extensions will be permitted to the same dwellinghouse.

GB5 : Replacement Dwellings

Planning permission will be granted for replacement dwellings outside defined settlement limits in the Green Belt or open countryside on a one-for-one basis provided that :

- a) the existing dwelling is not a listed building; and
- b) the existing dwelling has not been abandoned or allowed to become derelict; and
- c) the new dwelling would be located as close as possible to the site of the original dwelling and of a matching size and scale to that being replaced; and
- d) the design and materials are appropriate to the character of the area; and
- e) the existing dwelling is demolished immediately prior to, or upon, its replacement.

5.36 The principle of existing dwellings in the Green Belt and open countryside being demolished and replaced by a new dwelling is acceptable provided it is on a one-for-one basis.

5.37 In circumstances where the building proposed for replacement is listed it is preferable to see the dwelling restored and renovated, rather than demolished, to safeguard the City's heritage. Similarly, if it can be demonstrated that the dwelling has been abandoned or deliberately neglected, proposals for its replacement will be resisted.

5.38 The policy also aims to ensure that the replacement of any existing dwelling takes place as close as possible to the site of the original dwelling, and is of a similar scale and size, thus minimising any additional visual impact on the Green Belt. Proposals for significantly larger replacement dwellings will not be acceptable. At the same time proposals for replacement dwellings will be expected to be of a design appropriate to its rural setting. This criterion may help prevent proposals for replacement dwellings in the Green Belt adopting only modern designs.

5.39 In instances where the proposal does not involve reusing the footprint of the original dwelling, criterion (e) is included to ensure that no additional impact on the Green Belt or open countryside occurs. Therefore, where applicable, permissions for replacement dwellings will include a condition stating exactly when the original building should be demolished.

GB6 : Housing Development Outside Settlement Limits

Housing development (other than replacement dwellings) outside defined settlement limits in the Green Belt and open countryside will only be permitted where:

- a) it is essential for agriculture or forestry in that area; or
- b) it is for affordable housing development on small "exception" sites that comply with the criteria outlined in policy GB9.

5.40 It is anticipated that there will be very few opportunities for housing development outside defined settlement limits. However, given that Policy GB9 sets out the criteria for assessing applications for affordable housing "exception" sites in the Green Belt, it is felt that a policy is warranted to cover those areas in the City of York outside settlement limits to demonstrate that a similar approach will be taken in areas of open countryside as would be applied in the Green Belt.



GB7 : Agricultural or Forestry Dwellings

New agricultural or forestry dwellings outside defined settlement limits in the Green Belt or open countryside will only be permitted where:

- a) It can be demonstrated that the dwelling can not be located in an existing settlement; and
- b) It can be demonstrated that the new accommodation is essential to the functioning of a well established holding; and
- c) the proposed dwelling will be located on the holding concerned; and
- d) it is appropriately located adjacent to any existing buildings.

5.41 One of the few exceptions where isolated new housing development may be acceptable in the open countryside around York is where accommodation is required to enable an agriculture or forestry worker to live in the immediate vicinity of their workplace. It is intended to judge the instances where this type of residence would be acceptable on the individual circumstances of the farm or forestry business. For instance, it may be that for security purposes it is possible to justify the presence of a dwelling on or near an agricultural holding.

5.42 All applications for agricultural or forestry dwellings will be expected to be accompanied by a detailed justification as to why that new unit is genuinely required for the stated purpose.

GB8 : Occupancy Conditions for Agricultural or Forestry Dwellings

Occupancy conditions will be attached to all new agricultural or forestry dwellings to ensure occupancy is directly related to the continued functioning of the unit.

Removal of an occupancy condition will only be granted where it can be demonstrated that there is no longer a

need for the accommodation on the holding or in the locality. A detailed assessment will be required to support such an application

Where a second dwelling has been granted permission on the same holding, the removal of an existing occupancy condition from the original dwelling will only be considered appropriate in exceptional circumstances.

5.43 To ensure that any agricultural or forestry dwelling is retained to meet the identified housing need of that holding, occupancy conditions will be attached to permissions to limit potential residents to people directly involved in the operation of that agricultural or forestry holding.

5.44 There may be instances where a family dependent or other worker who is required to live in close proximity to their workplace can not be accommodated within the original dwelling. Provided it can be demonstrated that an annex to the existing dwelling is not a realistic option, a second dwelling on the holding could be acceptable to house such a worker. In such cases it is proposed to retain any occupancy condition that may have been attached to the original dwelling, unless the applicant can demonstrate why this should not apply.

GB9 : "Exception" Sites for Affordable Housing in the Green Belt

In very special circumstances the development of affordable housing on small "exception" sites in the Green Belt may be considered where:

- a) the site is within defined settlement limits; and
- b) it can be demonstrated that a proven need exists for affordable housing; and
- c) the housing provided will be affordable to local people identified as being in need; and
- d) a legal agreement can be reached to ensure the housing

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remains affordable in perpetuity; and

e) development of the site would not lead to the coalescence of settlements.

ONLY if it can be proven that no site exists within existing settlements will consideration be given to a site immediately adjacent to defined settlement limits.

PC 31
5.45 Government guidance (PPG3 : Housing) categorises affordable housing for identified local needs as being an appropriate use in rural areas. When specifically referring to Green Belts the guidance states that it is at the discretion of the local planning authority as to whether, exceptionally, there may be justification for releasing sites within settlements for small scale affordable housing development. It makes it clear that such sites should not be identified in the Local Plan, but instead policies should specify that sites may be released within settlements as an exception to provision for general housing demand.

5.46 The 1996 City of York Housing Needs Survey revealed a shortfall in the availability of affordable housing in virtually all areas of the District. Some of the largest shortfalls were found in the rural wards and wards around the edge of the urban area. It is in these wards, which contain substantial amounts of Green Belt, that this policy may offer most potential in terms of meeting affordable housing needs.

GB10 : Major Developed Sites in the Green Belt

The following major developed sites, together with the stated preferred use, have been identified within the City of York Green Belt :

Site	Preferred Use
Askham Bryan College	Education
Clifton Hospital	Employment
Hessay Depot	Employment
North Selby Mine	Minerals related uses
York Law College	Education

York Racecourse Racecourse related uses

On these sites limited infilling for the preferred use within the present extent of development will be permitted providing :

- a) It has no greater impact on the purposes of including land in the Green Belt than the existing development; and
- b) it does not exceed the height of the existing buildings; and
- c) it does not lead to a major increase in the developed portion of the site.

Redevelopment of the sites (or part of the sites) for the preferred use will be permitted subject to the above criteria and where :

- d) the redevelopment would not occupy a larger area of the site than the existing buildings, unless this would achieve a reduction in height which would provide a net benefit to visual amenity.

5.47 When the Government published revised Green Belt guidance (PPG2) in 1995 a new category of existing "major developed sites" was specified to replace the previous "institutions in extensive grounds" category.

5.48 As part of the preparation of this Local Plan the Council has undertaken an assessment of potential sites that could be categorised as major developed sites. It has been decided that six sites should be designated under this policy. These designations offer a greater degree of flexibility within the Green Belt for limited infilling or redevelopment, provided the proposals are for the preferred use specified in the policy for each site. PC 46



5.49 There are advantages to permitting limited development at major developed sites within the Green Belt provided development does not prejudice the Green Belt's openness or its purposes. Where the sites are in existing use, limited infilling may help to provide jobs and secure economic prosperity. Similarly, the complete or partial redevelopment of these sites may, in some cases, result in environmental improvements. In such cases, the area of the site occupied by existing buildings is the aggregate ground floor area of existing buildings excluding temporary buildings, open spaces with direct external access between wings of a building, and hard standing.

5.50 Additionally, the character and the dispersal of any proposed redevelopment will need to be considered to ensure that there is no additional impact on the character of the Green Belt. Where a major development within the Green Belt is demolished, careful records of the extent and nature of the original development must be made and agreed with the local planning authority. These records will facilitate the accurate application of this policy.

GB11 : Employment Development Outside Settlement Limits

Planning permission will only be granted for new industrial and business development outside defined settlement limits in the Green Belt and open countryside where:

- a) it involves the re-use or adaptation of an existing building or is for a small scale extension to an existing building; and

- b) it provides a direct benefit to the rural economy and the local residential workforce.

5.51 Policy GB11 recognises that established industrial / business operations already exist within the open countryside around York, making a contribution to the local rural economy. In instances where such companies propose small scale expansion of existing buildings or curtilages in their present location, rather than relocating to a larger site / premises, the circumstances of the company concerned and the benefits to the local economy will be assessed against any relevant impact on the local environment or amenity. Policy GB11 will not apply to any of the sites defined as "major developed sites in the Green Belt" under policy GB10.

GB12 : Shopping Development Outside Settlement Limits

Planning permission will only be granted for shopping development outside defined settlement limits in the Green Belt and open countryside where :

- a) it can be demonstrated that all potential locations in existing centres have been thoroughly assessed; and
- b) it is small scale and ancillary to an existing use (e.g. agriculture, tourism, manufacturing, etc.); and
- c) it involves the reuse of existing buildings; and
- d) it would not undermine the vitality and viability of York City Centre or district centres.

5.52 There may be limited scope for the practice of selling products direct to the public in countryside locations. Examples of this may include products derived from agriculture (farm shops), existing manufacturing premises, or other enterprises created as a result of rural diversification.

5.53 Applicants will have to convince the Council that sufficient reason exists for the products being sold in that location and that their proposal will not detract from the

character of the open countryside. Care will be taken to ensure that such proposals do not result in a proliferation of shopping facilities outside existing settlements.

GB13 : Sports Facilities Outside Settlement Limits

Within the Green Belt or open countryside proposals for the development of ancillary facilities for outdoor sport or recreation will have to demonstrate that very special circumstances exist and:

- a) the facilities are essential to supplement the outdoor sports provision; and
- b) there are no opportunities to provide the built facilities in adjacent settlements; and
- c) any new buildings or structures do not detract from the openness of the Green Belt or open countryside or result in the coalescence of settlements; and
- d) the proposal will not compromise grades 1,2 or 3a agricultural land

there may be instances when applications for larger scale facilities will be justifiable depending on the circumstances of the existing or proposed recreational use and its likely impact on the open character of the area.



No - *Development of ancillary*

5.54 As has already been highlighted under Policy GB1, the City of York faces a specific problem in accommodating the expansion needs of existing sports facilities located in the Green Belt. Due to the tight Green Belt around the City of York there is limited opportunity for these sports facilities to expand. This policy recognises the need for sports facilities to develop essential ancillary buildings within the Green Belt. However it will be necessary to demonstrate that there are very special circumstances to justify the presumption against development and that the development cannot be accommodated elsewhere in the city.

5.55 The provision of opportunities for outdoor sport and recreation near urban areas is one of the key aims of Green Belt. Policy GB13 attempts to achieve this aim by offering a degree of flexibility to such proposals to reflect the special Green Belt circumstances that currently exist in the City. While proposals for small scale ancillary facilities will still be considered more appropriate in most cases,

GLOSSARY

FOOTFALL: Number of pedestrians passing a particular point over a defined period of time.

GENERAL DEVELOPMENT ORDER: A Government Order made under the Town and Country Planning Acts which exempts certain types of minor or governmental / institutional development (termed "Permitted Development") from the need to obtain planning permission.

GREEN BELT: Designation of land surrounding an urban area for 5 distinct purposes:

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

Advice on Green Belts is given in PPG2 (January 1995).

GREENFIELD SITE: An area of land that has never been built upon.

GREEN WEDGE: Major wedge shaped breaks in the physical structure and appearance of the built up area formed by green spaces including continuous areas such as parks, playing fields, woodlands and strays.

GYPSY / TRAVELLER: A person of nomadic lifestyle, whatever their race or origin. Does not include members of an organised group of travelling showmen, or persons engaged in travelling circuses.

HOUSING ASSOCIATION: An independent, non-profit making organisation funded primarily by the Government grants to build, improve and manage affordable housing for sale or rent.

HOUSING WAITING LIST: Statutory register of people who are in housing need and make application to the local authority and other social landlords for re-housing.

INFILLING: The filling of a small gap in an otherwise built up frontage.

INGS: Water meadows; open space lying within the floodplain of a river.

LISTED BUILDING: A building included and described in the statutory list of Buildings of Special Architectural and Historic Interest published by the Department of Culture. Listed Buildings are considered worthy of special protection because of their architecture, history or other notable features, and listed building consent must be obtained from the local planning authority before they can be altered, extended or demolished.

LOCAL AGENDA 21: A strategy decided upon by local communities to implement the aims of AGENDA 21.

LOCAL GOVERNMENT REVIEW: The process of reviewing the administrative boundaries of local authorities in the UK. For North Yorkshire, the latest review came into effect on April 1st, 1996. As a result of the review, the City Of York was formed, taking in the former York City and parts of Ryedale District, Harrogate District and Selby District. The City Of York Council has responsibility for producing it's own LOCAL PLAN, but will also produce a joint STRUCTURE PLAN with neighbouring authorities.

LOCAL PLAN: A document which, together with the STRUCTURE PLAN, forms part of the DEVELOPMENT PLAN for a specified area. The Local Plan consists of a WRITTEN STATEMENT and a PROPOSALS MAP. It sets out detailed policies and proposals for the DEVELOPMENT and use of land within a District. Local plans are prepared by local planning authorities at District level, following statutory procedures, including public consultation exercises and if necessary, a LOCAL PLAN INQUIRY. The Planning and Compensation Act 1991, requires that new plans provide district-wide coverage.

APPENDIX J

POLICIES / PROPOSALS PREVIOUSLY CONSIDERED AT A LOCAL PLAN INQUIRY

Title of Local Plan	Site	Ref	Inspector's Recommendation	City of York Council Designation
1. York Green Belt Local Plan	North of Shipton NE of Shipton NW of Wigginton Wigginton Road, Clifton	B10 B11 B12) Green Belt))) Green Belt))
2. York Green Belt Local Plan	Wigginton Road, Clifton	C35	Green Belt	Green Belt
3. York Green Belt Local Plan	South of Water Lane	C39	Remain outside Green Belt	Housing
4. York Green Belt Local Plan	Rear of Vickers Factory, Haxby Road	C40	Remain outside Green Belt	Open Space
5. York Green Belt Local Plan	North of Joseph Rowntree School	C41	Green Belt	Green Belt
6. York Green Belt Local Plan	Joseph Rowntree School Playing Field, New Earswick	C44	Remain outside Green Belt	Open Space
7. York Green Belt Local Plan	Joseph Rowntree School, New Earswick	C45	Remain outside Green Belt	School Playing Field
8. York Green Belt Local Plan	Hall Farm, New Earswick	C47	Green Belt	Green Belt
9. York Green Belt Local Plan	Land adjacent to River Foss	C48	Exclude from Green Belt	Exclude from Green Belt
10. York Green Belt Local Plan	Land adjacent to River Foss	C49	Remain outside Green Belt	Open Space

Title of Local Plan	Site	Ref	Inspector's Recommendation	City of York Council Designation
11. York Green Belt Local Plan	North of Avon Drive, Huntington	C50	Green Belt	Green Belt
12. York Green Belt Local Plan	North of Portakabin/Monks Cross	C51/ 52	Exclude from Green Belt	Safeguarded land
13. York Green Belt Local Plan	Thorfield Farm, New Lane, Huntington	C57	Green Belt	Green Belt
14. York Green Belt Local Plan	West of New Lane, Huntington	C59	Green Belt	Green Belt
15. York Green Belt Local Plan	North of Stockton Lane, Heworth	C60	Exclude site, together with land between it, Stockton Lane, Pasture Lane and the continuation of the hedgerow on the north side of site C60	Site as recommended by Inspector allocated as Safeguarded Land.
16. York Green Belt Local Plan	Land between DVLR and Bad Bargain Lane, Osbaldwick	C61	Green Belt	Green Belt
17. York Green Belt Local Plan	North of Murton Way Industrial Estate	C62	Green Belt	Green Belt
18. York Green Belt Local Plan	North of Osbaldwick	C63	Green Belt	Green Belt
19. York Green Belt Local Plan	North of Murton Way, Osbaldwick	C65	Green Belt	Green Belt
20. York Green Belt Local Plan	South of Murton Way, Osbaldwick	C66	Green Belt	Green Belt
21. York Green Belt Local Plan	South of Hull Road	C67	Green Belt	Green Belt
22. York Green Belt Local Plan	Land at Germany Beck, Fulford	C69 C70	Exclude land north of Germany Lane and Germany Beck and west of site C70	Housing

Title of Local Plan	Site	Ref	Inspector's Recommendation	City of York Council Designation
23. York Green Belt Local Plan	Scarcroft Allotments	C71 C72	from the Green Belt	
24. York Green Belt Local Plan	Hob Moor	C73	Include in Green Belt	Green Belt
25. York Green Belt Local Plan	Land south east of Dringthorpe, Knavesmire	C74 C75	Include in Green Belt Green Belt	Green Belt Green Belt
26. York Green Belt Local Plan	South of Moor Lane	C78	Green Belt	Green Belt
27. York Green Belt Local Plan	Foxwood/Woodthorpe Wedge	C79	Remain outside Green Belt	Open Space/Housing
28. York Green Belt Local Plan	West of Woodthorpe/Foxwood	C81	Green Belt	Green Belt
29. York Green Belt Local Plan	West of Askham Lane	C82	Green Belt	Green Belt
30. York Green Belt Local Plan	Ten Thorn Lane, Acomb	C83	Include in Green Belt	Green Belt
31. York Green Belt Local Plan	South of Boroughbridge Road	C84	Green Belt	Green Belt
32. York Green Belt Local Plan	Millfield Lane	C85	Include in Green Belt	Green Belt
33. York Green Belt Local Plan	Skelton (General)	D36	No change to Green Belt boundary	No change to Green Belt boundary
34. York Green Belt Local Plan	Campbell Chilled Foods	D37	Exclude from Green Belt	Existing Employment Area
35. York Green Belt Local Plan	Land north west of Skelton	D39	Include site in the Green Belt	Green Belt

Title of Local Plan	Site	Ref	Inspector's Recommendation	City of York Council Designation
36. York Green Belt Local Plan	Land north west of Skelton	D40	include site in the Green Belt	Green Belt
37. York Green Belt Local Plan	Land at Westfield	D41	Green Belt	Green Belt
38. York Green Belt Local Plan	Land at Westfield	D42	Green Belt	Green Belt
39. York Green Belt Local Plan	Land at Westfield	D43	Green Belt	Green Belt
40. York Green Belt Local Plan	Sutton Road, Wigginton	D44	Green Belt	Green Belt
41. York Green Belt Local Plan	North of Cemetery	D45	Green Belt	Green Belt
42. York Green Belt Local Plan	New Forge Court, Haxby	D46	Exclude from Green Belt	Unallocated
43. York Green Belt Local Plan	South of Greystone Court, Haxby	D47	Green Belt	Green Belt
44. York Green Belt Local Plan	Brecks Lane, Strensall	D49	Exclude from Green Belt	Safeguarded land
45. York Green Belt Local Plan	River Foss Flood Plan, Strensall	D51	Remain outside Green Belt	Open Space
46. York Green Belt Local Plan	Land east of Moor Lane, Strensall	D52	Green Belt	Green Belt
47. York Green Belt Local Plan	Land north of Lord's Moor Lane, Strensall	D53	Green Belt	Green Belt
48. York Green Belt Local Plan	Stockton-on-the-Forest - General	D56))
49. York Green Belt Local Plan	Stockton-on-the-Forest - General	D57) Retain village inset from Green Belt) Retain village inset from Green Belt
50. York Green Belt Local Plan	Stockton-on-the-Forest - General	D58))

Title of Local Plan	Site	Ref	Inspector's Recommendation	City of York Council Designation
36. York Green Belt Local Plan	Land north west of Skelton	D40	include site in the Green Belt	Green Belt
37. York Green Belt Local Plan	Land at Westfield	D41	Green Belt	Green Belt
38. York Green Belt Local Plan	Land at Westfield	D42	Green Belt	Green Belt
39. York Green Belt Local Plan	Land at Westfield	D43	Green Belt	Green Belt
40. York Green Belt Local Plan	Sutton Road, Wigginton	D44	Green Belt	Green Belt
41. York Green Belt Local Plan	North of Cemetery	D45	Green Belt	Green Belt
42. York Green Belt Local Plan	New Forge Court, Haxby	D46	Exclude from Green Belt	Unallocated
43. York Green Belt Local Plan	South of Greystone Court, Haxby	D47	Green Belt	Green Belt
44. York Green Belt Local Plan	Brecks Lane, Strensall	D49	Exclude from Green Belt	Safeguarded land
45. York Green Belt Local Plan	River Foss Flood Plan, Strensall	D51	Remain outside Green Belt	Open Space
46. York Green Belt Local Plan	Land east of Moor Lane, Strensall	D52	Green Belt	Green Belt
47. York Green Belt Local Plan	Land north of Lord's Moor Lane, Strensall	D53	Green Belt	Green Belt
48. York Green Belt Local Plan	Stockton-on-the-Forest - General	D56))
49. York Green Belt Local Plan	Stockton-on-the-Forest - General	D57) Retain village inset from Green Belt) Retain village inset from Green Belt
50. York Green Belt Local Plan	Stockton-on-the-Forest - General	D58))

Title of Local Plan	Site	Ref	Inspector's Recommendation	City of York Council Designation
51. York Green Belt Local Plan	Rear of Carr Banks, Stockton-on-the-Forest	D59	Green Belt	Green Belt
52. York Green Belt Local Plan	Rear of Manor Farm, Stockton-on-the-Forest	D60	Remain outside Green Belt	Unallocated
53. York Green Belt Local Plan	Land at the rear of Aspen House, Stockton-on-the-Forest	D61	Green Belt	Green Belt
54. York Green Belt Local Plan	Genus Breeding Station	D62	Green Belt	Green Belt
55. York Green Belt Local Plan	Land to south west of Stockton-on-the-Forest	D63	Exclude the north east part of the site from the Green Belt	Exclude the north east part of the site from the Green Belt
56. York Green Belt Local Plan	North of Eastfield Lane, Dunnington	D64	Green Belt	Green Belt
57. York Green Belt Local Plan	South of Eastfield Lane Dunnington	D65	Green Belt	Green Belt
58. York Green Belt Local Plan	South of Dunnington	D66	Green Belt	Green Belt
59. York Green Belt Local Plan	North of York Road, Dunnington	D67	Green Belt	Green Belt
60. York Green Belt Local Plan	Murton Industrial Estate	D68	Include Yorkshire Museum of Farming in the Green Belt	Yorkshire Museum of Farming: Green Belt. Murton Industrial Estate: Existing Employment Area
61. York Green Belt Local Plan	East of Derwent Valley Industrial Estate, Dunnington	D69	Green Belt	Green Belt

Title of Local Plan	Site	Ref	Inspector's Recommendation	City of York Council Designation
62. York Green Belt Local Plan	West of Industrial Estate, Elvington	D70	Green Belt	Green Belt
63. York Green Belt Local Plan	West of Airfield Inset, Elvington	D73	Green Belt	Green Belt
64. York Green Belt Local Plan	Church Lane, Elvington	D75	To be included in the Green Belt	Green Belt
65. York Green Belt Local Plan	West of Elvington	D78	Green Belt	Green Belt
66. York Green Belt Local Plan	North of York Road, Elvington	D76	Include in Green Belt	Green Belt
67. York Green Belt Local Plan	East of White House Grove, Elvington	D77	Green Belt	Green Belt
68. York Green Belt Local Plan	Wheldrake (General)	D79	Retain inset boundary as in Deposit plan, except for amendments to sites D80/81	As per Inspector's recommendation
69. York Green Belt Local Plan	Land between the Cranbrooks and Valley View	D80	Part of site D80 south of the drainage ditch from the Green Belt	Housing
70. York Green Belt Local Plan	North of Derwent Park, Wheldrake	D82	Green Belt	Green Belt
71. York Green Belt Local Plan	Industrial Estate, Back Lane South, Wheldrake	D83	Green Belt	Green Belt
72. York Green Belt Local Plan	Fulford/Naburn Hospitals	D87	Remove Fulford/Naburn Hospitals inset and "wash over" whole site with Green Belt. Land between Hospitals and Ring Road to remain Green Belt.	Green Belt
73. York Green Belt Local Plan	Acaster Lane, Bishopthorpe	D88	Green Belt	Green Belt

Title of Local Plan	Site	Ref	Inspector's Recommendation	City of York Council Designation
74. York Green Belt Local Plan	North of Copmanthorpe	D89	Green Belt	Green Belt
75. York Green Belt Local Plan	North of Herdsman's Drive, Copmanthorpe	D90	Exclude from Green Belt	Housing
76. York Green Belt Local Plan	Moor Lane, Copmanthorpe	D92	Site D92 to be retained as Green Belt	Green Belt
77. York Green Belt Local Plan	School Lane, Copmanthorpe	D93	Exclude from Green Belt	Unallocated
78. York Green Belt Local Plan	Rufforth (General)	D94	Include Rufforth Village in the Green Belt	Green Belt
79. York Green Belt Local Plan	North of Rufforth	D96	Green Belt	Green Belt
80. York Green Belt Local Plan	Millfield Lane, Poppleton	D97	Include in Green Belt	Green Belt
81. York Green Belt Local Plan	Field to rear of Longridge Lane, Poppleton	D98	Green Belt	Green Belt
82. York Green Belt Local Plan	Station Road, Poppleton	D99	Exclude from Green Belt	Unallocated
83. York Green Belt Local Plan	Westfield Lane, Poppleton	D100	Include in Green Belt	Green Belt
84. York Green Belt Local Plan	School Playing fields, Poppleton	D103	Include in Green Belt	Green Belt
85. York Green Belt Local Plan	Earswick (General)	E8	Earswick Village to be inset in Green Belt	Unallocated
86. York Green Belt Local Plan	South of Hopgrove Lane	E9	Green Belt	Green Belt

Title of Local Plan	Site	Ref	Inspector's Recommendation	City of York Council Designation
87. York Green Belt Local Plan	North of Hopgrove Lane	E10	Green Belt	Green Belt
88. York Green Belt Local Plan	Former Bull Testing Centre, Stockton-on-the-Forest	E11	Green Belt	Green Belt
89. York Green Belt Local Plan	Clock Farm, Elvington	E12	Green Belt	Green Belt
90. York Green Belt Local Plan	Heslington (General)	E13	Retain village in Green Belt	Green Belt
91. York Green Belt Local Plan	Temple Garth, Copmanthorpe	E15	Green Belt	Green Belt
92. York Green Belt Local Plan	Rufforth Airfield	E17	Retain in Green Belt	Green Belt
93. Southern Ryedale Local Plan	Land to the west of Landing Lane, Haxby	19	Green Belt	Green Belt
94. Southern Ryedale Local Plan	Land to the south of Hilbra Avenue, Haxby	21/2 2	Green Belt	Green Belt
95. Southern Ryedale Local Plan	Land to the west of Huntington Road, Huntington	32	Visually important undeveloped area	Open Space
96. Southern Ryedale Local Plan	Strensall Camp, Towthorpe	48	Green Belt	Green Belt
97. Southern Ryedale Local Plan	Land between the A64 and Strensall Road, Earswick	49	Green Belt	Green Belt

Title of Local Plan	Site	Ref	Inspector's Recommendation	City of York Council Designation
98. Southern Ryedale Local Plan	Land north of Stockton Lane, Heworth	51/59	Retain as Green Belt, except land between Stockton Lane, Pasture, Lane, Christ Church and the northern hedgerow of the fields fronting Stockton Lane	As per Inspector's views : exclude site allocated as Safeguarded Land.
99. Southern Ryedale Local Plan	Land to the south east of Galtres Road, Heworth	52	Green Belt	Green Belt
100. Southern Ryedale Local Plan	Land between Bad Bargain Lane and Stockton Lane, Heworth	53	Green Belt	Green Belt
101. Southern Ryedale Local Plan	Land between Metcalfe Lane and Outgang Lane	54	Green Belt	Green Belt
102. Southern Ryedale Local Plan	Land to the south of Bad Bargain Lane, Osbaldwick	60	Green Belt	Green Belt
103. Southern Ryedale Local Plan	Land to the east of Metcalfe Lane, Osbaldwick	61	Green Belt	Green Belt
104. Southern Ryedale Local Plan	Land to the north of the former DVLR, east of Metcalfe Lane, Osbaldwick	62/64	Green Belt	Green Belt
105. Southern Ryedale Local Plan	Former Bull Testing Centre, Stockton on the Forest	69	Green Belt	Green Belt

Title of Local Plan	Site	Ref	Inspector's Recommendation	City of York Council Designation
106. Southern Ryedale Local Plan	Manor Farm, Holby	76	Exclude Orchard to the south of the Bungalow from Village Development limits	As Inspector's recommendations
107. Southern Ryedale Local Plan	Housing allocation - Metcalfe Lane, Osbaldwick	H5	Agreed with allocation, but amended second sentence relating to Open Space and playing fields	Housing
108. Southern Ryedale Local Plan	Housing allocation, Water Lane, Clifton	H6	Housing	Housing
109. Southern Ryedale Local Plan	Park & Ride Sites	GB6	Park & Ride sites in Green Belt to be judged in accordance with criteria based policy	As per Inspector's recommendations

ANNEXE III x

CoYLP - GBRT

INSPECTOR'S NOTES PRE-MEETING

CITY OF YORK LOCAL PLAN

NOTES OF THE PRE-INQUIRY MEETING

HELD ON THURSDAY 22 JULY 1999
AT THE MAIN HALL, THE PRIORY STREET CENTRE,
15-17 PRIORY STREET, YORK

INTRODUCTION

1. The meeting was opened by Mr Mike Croft MA DipTP MRTPI MIMgt, who indicated that he had been appointed by the Secretary of State for the Environment, Transport and the Regions as Inspector to hold an inquiry into objections to the City of York Local Plan. The inquiry is due to open at 10 am on Tuesday 23 November 1999 at the Priory Street Centre. The Inspector's task will be to consider objections to the City of York Local Plan Deposit Draft. After the inquiry he will prepare a report to the City of York Council with recommendations on what action they should take in relation to each objection. The Council will then consider his report and publish a statement of their decision, with reasons, on each recommendation.
2. The Inspector indicated that the purpose of the Pre-Inquiry Meeting was to provide an opportunity to explore procedural and administrative matters relating to the inquiry.

ASSISTANCE TO THE INSPECTOR

3. The Inspector indicated that 3 people had been specifically appointed to help him.

Assistant Inspector

4. Mr John Micklethwaite BA DipTP MRTPI had been appointed as Assistant Inspector. His appointment will enable the Council to have the Inspector's report sooner than would otherwise be the case. The Assistant Inspector will focus on particular ranges of objections specified by the Inspector, he will hold certain parts of the inquiry on his own, he will deal with written representation objections within the same ranges, and he will draft the corresponding parts of the report to the Council. The Inspector will retain overall responsibility for the Assistant Inspector's work, including responsibility for the contents of the report and the resolution of any initial inconsistencies and matters of disagreement.

5. References in these notes to "the Inspector" also include the Assistant Inspector where the context requires.

Programme Officer

6. Mr Bob Lancaster DMS DMA had been appointed as Programme Officer (PO). He acts as an impartial officer of the inquiry under the Inspector's direction. His main functions are:

- a. to be the point of contact for objectors and the Council; any matters which the Council or an objector or anyone else wishes to raise with the Inspector should be raised with the PO, unless the matter can be sensibly dealt with at an inquiry session;

- b. to organise the inquiry programme (see paras 33-40 below);

c. to ensure that all documents received both before and during the inquiry are (a) recorded and (b) distributed; and

d. to maintain the library of inquiry documents; that will include all the duly made objections, the core documents that the Council will refer to and also copies of all proofs of evidence and other documents to be considered at the inquiry; the inquiry library (normally accessible during office hours only) will be in the PO's office which, from August 1999 to the end of the inquiry, will be in the basement of Community House at 10 Priory Street, York (part of the offices occupied by the York Council for Voluntary Service).

7. The PO had already written to objectors giving details of where to contact him, and he will advise them of the forthcoming changes in that respect. He will be on leave from 12 August to 3 September inclusive.

Planning Assistant

8. Miss Faye Tomlinson BA DipTP (who was unable to be present at the meeting) will also be assisting: she is a Planning Assistant employed by the Planning Inspectorate. She will be helping with routine professional tasks which are essential for the success of the inquiry. She may also help the Inspector by preparing the first drafts of parts of the report to the Council. She will be working under the Inspector's direction at all times.

OTHER GENERAL POINTS

Council representation at the inquiry

9. Mr John Dagg, of Counsel, instructed by the City Solicitor, indicated that he will be representing the Council at the inquiry as advocate. A list of Council witnesses at the inquiry is circulated with these notes.

Minerals and waste policies

10. The Inspector indicated that an unusual feature of this Local Plan is its inclusion of minerals and waste policies. That is by virtue of the North Yorkshire (District of York) (Structural and Boundary Changes) Order 1995 (SI 1995 No 610).

Statutory formalities

11. The Inspector reminded the Council that there are various statutory formalities to be followed in preparing a local plan and arranging an inquiry relating to it, and that it is for them to ensure that these formalities are complied with. Mr Dagg confirmed that all the formalities so far had been complied with.

The "Brown Book"

12. The Inspector drew attention to the Government publication *"Development Plans: What You Need to Know"* (September 1996), often known as the *"Brown Book"*. A copy is circulated with these notes. This should help those who are unfamiliar with Local Plan procedures. Mr Dagg pointed out that the advice in the *"Brown Book"* supersedes that in the Government publication *"Planning Policy Guidance 12 : Development Plans and Regional Planning Guidance"* Annex A (February 1992). The Inspector indicated that although procedures for the preparation of local

plans are due to be amended by new legislation and advice later in 1999, he did not expect that that will affect plans such as the one for York which have almost reached the inquiry stage. Mr Dagg indicated that that was his view too.

Core documents

13. A list of core documents for the inquiry as they stand now is circulated with these notes. Although the PO will send out an up-to-date version of the list on later request, the Inspector emphasised that it is up to objectors to make sure what, if any, core docs relate to their objections.

The Council's topic papers

14. The Council will produce a series of topic papers. Mr Dagg indicated that they will be available in late September/early October, when they will be placed in the inquiry library as core documents. Mr Dagg said that they will be available by the time objectors need to submit evidence. Copies will be sent by the Council to individual objectors in those cases where the Council rely heavily on them, and that will enable the Council's proofs of evidence to be as brief as possible. In other cases, the Council will wish to make a photo-copying charge. The topics to be covered are: reduced dependence on the car, locational strategy, Green Belt, housing, employment, the University of York, retail, and developer contributions.

REPRESENTATIONS ON THE LOCAL PLAN: GENERAL POINTS

Objections and supporting representations

15. The Inspector said that the representations which have been submitted on the Plan comprise both objections and supporting representations. He indicated that he regarded as objections statements seeking, for instance, detailed changes to a policy in the Plan even though the objector might have indicated support for the general principles behind the policy. Mr Dagg indicated that the Council's classification of the representations reflects that distinction.

Representation reference numbers

16. The Inspector said that it will be necessary for the inquiry to be clear what objection reference numbers apply to any evidence and documentation, particularly in those cases where one objector had made more than one objection and/or had been given more than one representation reference number by the Council for what may have been submitted in the form of a single representation. No-one present had any problems in this respect, but any objector not represented at the meeting is asked to clarify the position with the Council by 3 September if he/she is in any doubt on this aspect in relation to his/her objections (with the outcome being notified to the PO).

Duly made and not duly made objections

17. The Inspector said he understood that 2,494 objections to the Local Plan were duly made during the deposit period (8 May to 19 June 1998).

18. He pointed out that the Council are not obliged to consider objections that are not duly made, ie those that were late or because they were deficient in some other way. However, Mr Dagg confirmed that the Council are content to consider, and are content for the Inspector to consider, 34 objections that just missed the deadline, but no other objections that are not duly made. The Council had advised those concerned of this. Mr G Beacon said he had submitted an early objection and wished to have it considered: Mr Dagg asked that he should discuss the matter

with the Council after the meeting.

19. Mr Dagg indicated that the Council regard 10 representations as not relating to Local Plan issues (ie not duly made for that reason) and that they had written to those who made those representations indicating their view. Although a matter for the Council, the Inspector gave his view that any objection to the content of supplementary planning guidance should be regarded as not duly made, although a reference to such guidance within the Plan itself could properly be the subject of an objection, as could the omission from the Plan of material included in supplementary planning guidance.

Policies from previous plans

20. Mr Dagg confirmed that the Council do not claim that the Local Plan contains existing policies incorporated from previous adopted plans where the rights of objectors making duly made objections might be restricted by virtue of the Planning and Compensation Act 1991 (Schedule 4 paras 45 and 46).

21. The Inspector referred to The Local Government Changes for England Regulations 1994 which enable the Council to prevent objectors having "repeat objections" to proposals in this Plan transferred from previous unadopted plans heard at the forthcoming inquiry. The previous plans are the York Green Belt Local Plan and the Southern Ryedale Local Plan, both of which went through the public inquiry stage, but had not been adopted. The proposals are listed in Appendix J of the Plan. However, Mr Dagg indicated that the Council had given further consideration to this matter and do not wish to restrict objectors' rights on this basis.

Implications of objections on Green Belt and safeguarded land

22. Mr G Wright commented on the fundamental nature of some of these objections and urged the Inspector to issue an interim report to deal with them. This was because a conclusion from the Inspector that the Green Belt boundary should be amended as part of this Plan to reflect post-2006 land requirements for development would mean that substantial parts of the Plan would have to be changed. An interim report could therefore save much abortive work. After comments from others, including Mr Dagg, the Inspector pointed out that the Inspectorate's normal practice is to resist requests for interim reports. However, he agreed to consider whether a preliminary view on this strategic aspect of the Green Belt boundary should be given in the light of discussion at a round table session (see also paras 56-58 below). He also agreed with Ms J Hubbard that such a session should be held very early in the inquiry, and that other objections programmed to be heard in the early stages of the inquiry (other than at round table sessions) should be those least connected with the Green Belt.

Unconditionally withdrawn objections

23. The Inspector reported that his recent check with the PO showed that 21 of the duly made objections had been unconditionally withdrawn. He will not need to report on them to the Council, nor on any others unconditionally withdrawn before the end of the inquiry.

Advice for objectors

24. The Inspector said he will need to know the exact nature of each objection, including the precise extent of the area in question for site-specific objections, the reasons for the objection, and information on exactly what change the objector seeks to the Plan to meet the objection. He will be concerned only with matters of land use principle, with matters of detail being dealt with, say, in relation to a planning application.

25. He said it is important that objectors are fully aware of other objections and supporting representations on the same part of the Plan. This information is given in the PO's schedule of representations, which can be consulted through him. As a result of doing that, people with similar views could contact each other with a view to a joint submission to the inquiry, resulting in commendable savings of time.

26. The Inspector suggested that that process will be assisted by the work of the Royal Town Planning Institute (RTPI). Mr M Dando explained that the RTPI's North Yorkshire Rural Planning Outreach Project was intending to hold 2 seminars in September to assist community and voluntary groups, parish councils and individuals and to provide other assistance to individuals unable to afford the services of a planning consultant. Further enquiries on that should be made to the North Yorkshire Rural Planning Outreach Project, Community House, 46-50 East Parade, Harrogate, North Yorkshire, HG1 5RR (tel/fax 01423 529778).

The Council's proposed changes, counter-objections, discussions between objectors and the Council, and conditionally withdrawn objections

27. The Inspector said he was aware that the Council propose to alter the deposit Plan in response to some of the objections that have been made and for other reasons. These changes have been, or will be, placed on deposit and open to objection in 2 stages. The first set was on deposit from 8 March to 19 April 1999. Mr Dagg said that the second set is expected to be on deposit for 6 weeks from 13 August 1999. Anyone wanting to consult either of these sets of proposed changes should contact either the Council or the PO. Copies of each set of changes is or will be available for purchase at £10 incl post and packing.

28. Mr Dagg confirmed that the Council wish the Inspector to consider these proposed changes, together with the 186 duly made counter-objections that had been made to the first set of changes and such duly made counter-objections as are made to the second set of changes. The Inspector said his remit in doing this will extend only to considering those changes that are put forward as a result of objections to the deposit Plan and those changes that are themselves the subject of counter-objections. So, in all probability, he will not make recommendations relating to *all* the proposed changes.

29. The Inspector said that many of the Council's proposed changes were being put forward as a result of discussions between objectors and the Council, and he would expect discussions to continue. Mr Dagg confirmed that the Council will initiate discussions in those cases where they had not yet started, but that should not prevent any objector taking the initiative if he or she wishes (see the accompanying Council contact list).

30. The Inspector said that discussions of this sort have 2 benefits.

a. Firstly, it may be that negotiations between objectors and the Council will result in objections being conditionally withdrawn, i.e the objections being satisfied and withdrawn subject to an agreed change being made to the Plan. Such conditionally withdrawn objections will remain for the Inspector to consider, and he may or may not agree with the Council about its proposed change to the Plan. Therefore objectors may still wish to amplify such objections, but might not feel that they would need to appear at the inquiry to explain them further. The Inspector said that 54 objections had already been conditionally withdrawn.

b. Secondly, even if discussions do not lead to a conditional withdrawal, it may be that they will still help to clarify the extent of agreement and disagreement. As a result, background information might be agreed before an inquiry session, for example on shopping or housing

data. The Inspector said that such material should be incorporated in agreed written statements to be presented to the inquiry, so that the inquiry can concentrate on the points of difference, and therefore save time.

More on supporting representations

31. The Inspector understood that there are 780 duly made supporting representations to the deposit Plan and 84 duly made supporting representations to the first set of changes. He had 2 particular comments on them.

a. He will take supporting representations into account in his report to the Council, but only if they are on matters which are also the subject of objection. That is because he is not concerned directly with those parts of the Plan that are not subject to objections.

b. Supporters have no right to be heard at the inquiry, but the Inspector has discretion as to whether he hears them. He said that generally he will hear supporters only if their representations relate directly to the substance of an objection being heard at the inquiry and only if they can contribute something relevant that the Council is unable to. He asked any supporter wanting to speak at the inquiry to make a case for that in writing to the PO by 3 September.

THE INQUIRY

General points about the inquiry and the programme for it

32. The Inspector said that, following his formal opening of the inquiry, he will invite the Council to make a brief opening statement, perhaps outlining such matters as the context and content of the Local Plan, including its relationship with the North Yorkshire County Structure Plan, the general nature of the changes proposed by the Council, and formally introducing the Council's background documentation to the inquiry. Mr Dagg agreed to do this.

33. The inquiry will then proceed to consider the outstanding objections. The PO will produce an inquiry timetable based on the replies he received to his letters in May to objectors. The Inspector said that various factors have to be taken into account in preparing the timetable, including convenience to objectors who may have objections on different topics and who want them dealt with together, the logic of dealing with policy objections before site specific objections, the need to have any round table sessions early in the process so that they influence later proceedings, the particular problems that objectors acting without professional assistance may have in taking time off work, and the points covered at para 22 above. He agreed with comments from objectors that there may be logic in dealing together with groups of objections from one objector which cover several chapters in the Plan. However, he maintained that, inevitably, there has to be a compromise between these often conflicting requirements, and objectors should not expect to be allocated a particular slot in the inquiry timetable on the basis of their own preferences.

34. The Inspector understood the present position to be that about 120 objectors, with about 600 objections between them, had advised the PO that they wish to speak at the inquiry by one means or another. The matters they raise indicate that the inquiry will be a wide-ranging one, covering most of the topics in the Plan.

35. Ms J O'Neill asked about presenting virtual reality evidence on an objector's behalf at the inquiry. In response, the Inspector said that a case for this should be made in writing to the PO,

but he would be looking for justification in terms of the detail of such evidence (see para 24 above) and the fairness of including it bearing in mind the Council's right of cross-examination.

36. The inquiry timetable will be prepared on the basis of sessions being held on up to 4 days per week (Tuesdays to Fridays), probably in blocks of 3 or 4 weeks with breaks between the blocks. The Inspector anticipated that the first block will run from Tuesday 23 November to Friday 17 December. The PO is working towards having the timetable for that first block finalised by about mid-September, with the timetable for the rest of the inquiry following later.

37. On sitting days, the inquiry will usually start at 10 am and go on until not later than 5 pm from Tuesday to Thursday each week (with about one hour for lunch each day from about 1 pm) and from 10 am till about 1 pm on Fridays. There will usually be a short break about half-way through each morning and afternoon session.

38. The Inspector said he is prepared to consider holding an evening session, or sessions, in place of a morning or afternoon session, if a strong case can be made to the PO in writing by 3 September.

39. The PO has already made it clear to objectors that an objector who does not indicate that he/she wishes to pursue his/her objection at an inquiry session will not have an inquiry slot arranged. The Inspector said his general position is that he will not accommodate those who do not respond on time to the PO's requests, eg on how and when they wish to pursue their objections, when that would inconvenience other people and delay the process. He said it could be difficult to slot into the programme anyone who decides at a late stage that they wish to appear at the inquiry. It is obviously easier to delete people from the programme than to make space for them, and any gaps in the programme are valuable for reading proofs of evidence or carrying out site inspections.

40. A copy of the initial inquiry programme will be sent to all those who have made duly made representations on the deposit Plan or the Council's proposed changes. After that, amendments to the programme will only be communicated to those directly involved.

41. The Inspector emphasised 4 aspects of keeping to the inquiry programme.

a. It is an objector's responsibility to ensure that the necessary written material is provided at the right time and that the objector (or his/her representative) is available to present his/her case at the right time.

b. Late evidence does an objector's case no good. The Inspector needs to focus on differences between the parties, and so needs to know the parties' stances on time.

c. Failure on the part of an objector or the Council to comply with the timetable for submitting written material relating to a particular inquiry slot will place that slot at very considerable risk. It is not possible to give proper consideration to the cases put forward if written material is submitted late, particularly if other people are also submitting material late. If necessary, the Inspector will arrange for the objection in question to be heard at a later date.

d. Any inquiry session that proves to be longer than programmed will not be allowed to run into a session programmed for considering a different objection; instead, a continuation session will be programmed, usually on a different day. That will minimise inconvenience to other inquiry participants.

42. The Inspector asked all objectors, or those representing them, to submit details to the PO, not later than one week in advance of their appearances, of who will be appearing at the inquiry. Those details should include the ref no(s) of the objector and objection(s), the name of the advocate, the name and address of the instructing solicitor, and the names and qualifications of witnesses.

43. The Inspector noted that the inquiry rooms are reasonably accessible to people with mobility difficulties, but anyone requiring assistance should not hesitate to contact the PO. Likewise, any participant who is, for example, hard of hearing or suffers from poor eyesight should contact the PO so that appropriate arrangements can be made.

44. Although anyone bringing large quantities of written material to the inquiry will be able to unload it near the door, there is no parking provision at the Priory Street Centre other than for the disabled. But there are 200 long-stay spaces in the Nunnery Lane car park within 400 metres.

45. Photocopying and fax facilities will be available during the inquiry. These will be in the PO's office at 10 Priory Street. Generally speaking, there will be no charge for the use of these facilities, unless there is extensive use in any particular case.

46. Mr Dagg said the Council will try to be as helpful as possible in meeting requests from objectors to putting some of the library documents, including core documents, on the Council's web site.

Formal sessions

47. The Inspector said that some objections will be dealt with in the traditional, formal way. For formal sessions of the inquiry like this, the usual sequence for dealing with each objection or group of objections will be:

- (1) The objector or objectors, or whoever represents them, will present their case through an opening submission.
- (2) The objector's witness will give evidence.
- (3) The Council may put questions to the objector's witness.
- (4) The objector may wish to re-examine his/her witness.
- (5) The Inspector may have some questions for the witness.
- (6) The same procedure as in (2) to (5) is followed for the objector's other witnesses, if there are any.
- (7) The Council will call a witness to respond to the objector's case.
- (8) The objector may ask questions of the Council's witness.
- (9) The Council may wish to re-examine the witness.
- (10) The Inspector may have some questions.
- (11) The same procedure as in (7) to (10) is followed for the Council's other witnesses, if there are any.

(12) The Council may then make a closing submission on that objection or group of objections.

(13) The objector or objectors, or whoever represents them, may make a closing submission on that objection or group of objections.

48. Each witness, whether a local resident, a landowner or someone appearing as expert professional witness, should produce his/her evidence in advance in written form called a proof of evidence. The proof contains the facts and expert opinions which come from the witness's own professional and/or local knowledge as applied to the particular objection in dispute. A proof of evidence may be supported by an appendix or appendices of documents. The purpose of the documents is to set out in a readily identifiable and digestible form the factual material and technical data on which evidence is based.

49. The Inspector said he is preparing a guidance note on proofs of evidence and other documentation, and it will be sent with the inquiry timetable in due course to all those who have indicated they want their objections heard at the inquiry. He stated the important requirement that any proof of evidence longer than 1500 words should be accompanied by a summary of not longer than 1500 words or 10% of the length of the proof, whichever is the greater. In those circumstances, he will want *only* the summaries of proofs of evidence to be read out at the inquiry. That is in the interests of the efficient use of inquiry time, and the inquiry programme will be prepared on that basis.

50. The Inspector asked for all closing submissions of more than 5 minutes to be typed and submitted to the PO within 7 days of making them. He will rely heavily on these in preparing his report to the Council. No-one raised objection to this request.

51. The Inspector said that there will be 3 stages in the submission of evidence and supporting documents in advance of any inquiry session. Keeping to the timetable is very important because it is essential that proofs can be read thoroughly before the inquiry session takes place.

a. Objectors' proofs of evidence and supporting documents, with summaries where appropriate, must be submitted to the PO so that the Council and the Inspector have them not later than 6 weeks before the evidence is due to be heard.

b. The Council's proofs and supporting documents in response, again with summaries where appropriate, must be submitted to the PO so that the objector and the Inspector have them not later than 3 weeks before the evidence is due to be heard.

c. Exceptionally, an objector may wish to respond in writing to the Council's evidence by preparing a supplementary proof. That should only be done as a response to entirely new matters raised by the Council in their evidence. Such supplementary proofs should be received by the PO so that the Council and the Inspector have them not later than one week before the evidence is due to be heard, accompanied by a summary as before, if the supplementary proof itself is more than 1500 words long.

52. The Inspector said that, in each case, 5 copies of objectors' proofs and documents should be sent to the PO, ie one for each Inspector, one for the inquiry library and 2 for the Council. Similarly, the Council should let the PO have 5 copies of their proofs and documents. One of the 5 copies should be unbound to assist the PO in any photocopying he may need to do.

Hearings

53. A hearing session is less formal than the process described at para 47 above. It is held in public like formal sessions, but consists simply of an informal discussion between invited participants which the Inspector leads. An important difference from a formal session is that cross-examination is not allowed. An objector may be represented by a professional planning adviser if he/she wishes. The Council will probably be represented by an officer from the Directorate of Environment and Development Services. Cases suitable for a hearing are likely to be fairly straightforward, such as single-issue objections or small site-specific matters.

54. The PO has already asked each objector whether he/she wishes to pursue his/her objection(s) in this way. Both the Council and the Inspector will check whether a hearing is suitable in any particular case. The PO will then inform the objectors concerned about precisely when their hearings will be, and a guidance note on procedure will be sent to them. An important part of that procedure is that anyone speaking at a hearing needs to submit his/her statement in advance: the requirements on timing and numbers of copies is the same as that for formal inquiry sessions (see paras 51-52 above).

55. The Inspector asked that any objector who wishes to have his/her objection(s) dealt with by means of a hearing session, and has not already informed the PO of this, to so inform the PO in writing by 3 September.

Round table sessions

56. The Inspector said that round table sessions (RTSs) would be appropriate for some matters of general principle or strategy. He understood that the Council's view is that housing land supply and the Green Belt might be suitable topics for round table discussions, and he concurred with that.

57. The Inspector said that any round table sessions will be held very early in the inquiry. All objectors with objections relating to the topic under discussion, and who wish to be heard at the inquiry, will be invited to participate, and a note on procedure will be sent to them. There will be special requirements about when documents need to be submitted in relation to RTSs, and the objectors concerned will be advised of those requirements. In advance of each RTS the Inspector will issue a preliminary paper, each participant (including the Council) will then produce a position paper, and the Inspector may then make further written comments on the basis of the position papers. Although any RTS will be held in public, active participation in it will be limited to the Council and those objectors who accept the invitation. After each RTS the Inspector will produce a paper summarising the extent of agreement and disagreement. Matters discussed at a RTS will not be considered further in RTS participants' individual inquiry sessions later on.

58. The Inspector stated his intention that preliminary invitations to participate in RTSs will go out shortly. Responses to those invitations will be necessary so that the detailed programme for the first block of the inquiry can be worked out. Any objector who feels that he/she ought to be invited to a RTS and has not received an invitation by 16 August should inform the PO in writing by 3 September.

WRITTEN REPRESENTATION OBJECTIONS

59. The Inspector said that most objectors appeared to want their objections considered solely by written representations, ie they will *not* be dealt with at the inquiry. He said he will still consider all such objections, and reach conclusions on them all in his report to the Council, but solely on the basis of what the objectors and the Council say in writing. The important point here

is that he will assign equal weight to all objections whether they are pursued wholly in writing or dealt with at the inquiry. Indeed, there is no point in an objector having an objection dealt with orally unless he/she wants to put questions to the Council on their stance.

60. Objectors whose objections are being dealt with in writing only are entitled to submit further written material in support of their objections. The Council will wish to respond in writing on each of those objections, whether there is further material from objectors or not. Objectors will then have the opportunity to respond to what the Council say. In response to the Inspector's request, Mr Dagg indicated that the Council will let the PO have, by 3 September, their suggestions for a realistic timetable for handling the various stages of dealing with the written objections.

61. The Inspector said that, if he needs to raise queries either about any of the written objections or the Council's responses on them, he will do so in writing through the PO and arrange for a copy to be sent to the other party. The replies received will be circulated as appropriate and copies of all correspondence placed in the inquiry library.

NUMBERING OF PROOFS, DOCUMENTS AND PLANS

62. The Inspector emphasised that proper numbering of proofs, documents and plans is very important to allow quick retrieval of papers during the inquiry. The important point is that every proof of evidence, document, plan, etc should have a unique number. It will be for the originator of the document (ie the Council or an objector) to give the document a number. When he sends out the inquiry timetable, the PO will circulate a guidance note on the numbering system to be followed.

63. The Inspector reminded those submitting plans that the use of colours leads to problems (with many copiers) when plans are photocopied.

SITE INSPECTIONS

64. The Inspector said that he will make site inspections before the inquiry, during adjournments and after the inquiry. All site-specific objections will be the subject of a site visit, irrespective of whether they are inquiry objections or being pursued in writing.

65. Most site visits will be unaccompanied. Accompanied visits will be accompanied by both sides, ie by the objector's representative and the Council's representative. No discussion of the merits of an objection will be allowed during an accompanied visit. The only justification for a visit to be accompanied is that the site in question cannot be properly seen from a road, footpath or other public place. Anyone who considers an accompanied site visit is necessary for that reason should make that known during the presentation of the relevant case during the inquiry, or to the PO for a written objection.

INSPECTOR'S REPORT TO THE COUNCIL

66. The Inspector said his report to the Council will focus on the issue or issues that each objection or group of objections raise. He said he will consult the Council through the PO about the exact form of report that might be produced. In the interests of producing his report as efficiently as possible and not duplicating work already done by the Council, he said he may ask the Council to supply basic factual information on computer disc about subject headings, objector names, reference numbers, etc, which will then be incorporated into his report. Information

supplied in this way will not affect the Inspector's consideration of objections, and there will be no consultation with the Council on the substantive content of the report.

FINAL POINTS

67. Mr Dagg confirmed that the Council will write in due course to all objectors giving formal notice of the inquiry, including details of the venue.
68. The guidance notes which the Inspector envisages producing are as follows:
 1. Objectors without professional assistance.
 2. Preparing proofs of evidence and other documentation for formal inquiry sessions.
 3. Hearing sessions.
 4. Additional written statements for objections not being heard at the inquiry.
 5. Numbering system for documents.
 6. Round table sessions.
 7. Late submission of proofs of evidence and other documentation.

Mike Croft
Inspector

23 July 1999

post-pim.1

INSPECTOR'S QUESTIONS

Inspector's initial question 1. Bearing in mind the stated main purpose of the Green Belt around York, are circumstances here sufficient to warrant a departure from Government advice about the permanence of Green Belts and the provision of safeguarded land?

- 1.1. *What is the Council's view about the main factors that relate to the definition of the inner boundary of the Green Belt? Do they include BOTH an assessment of long-term land requirements (as seen by most RTS participants, to give us safeguarded land) AND an assessment of environmental capacity (as seen by Ms Aitken, Ms Hubbard and Mr Rolinson)? If the prime purpose of the York Green Belt is to safeguard York's setting and historic character, do the limitations on the available information about long-term development land requirements have any relevance? Is this one of the cases which PPG 2 para 2.12 implies can exist where the permanence of Green Belt boundaries does NOT require the provision of safeguarded land?*
- 1.2. *If long-term land requirements DO need to be assessed (and safeguarded land provided) to give a permanent Green Belt boundary, in what FORM and in what DETAIL do the Council expect to receive post-2006 guidance and how far beyond 2006 do they expect it to extend? Is that sufficient for a Green Belt that is to be permanent? Can the Council point to RPGs or Structure Plans covering other parts of the country which provide the sort of information or long-term guidance that they expect to receive in due course here? Is the problem one more of having to make policy decisions about long-term directions of growth (eg North Yorkshire v the region's conurbations or, at a more local scale, north-east York v other directions or development close to York or BEYOND the Green Belt) rather than a lack of quantitative information?*
- 1.3. *What support is there for Mr Wright's view that the redefinition of the York Green Belt is necessary now to influence the new RPG and the Structure Plan review (ie a bottom-up approach)?*

Inspector's initial question 2. Are there any practical disadvantages to the position that the Government Office for Yorkshire and the Humber propose for this Local Plan?

- 2.1. *As an aid to considering an answer to question 2 more deeply, what can the Council say in response to Ms Hubbard's more specific questions (listed in para 5.9 of her position paper) about the nature of the proposed review?*
- 2.2. *Assuming the Inspector is satisfied, in principle, that there is a need to wait for long-term guidance/information before a permanent Green Belt can be defined (see 1.1 and 1.2 above), what control can the Council exert over when that guidance/information becomes available?*
- 2.3. *Picking up Mr Courcier's point on page 27 of his position paper, what test should the Inspector adopt to decide whether a specific site should be included in or excluded from a Green Belt that is intended to be non-permanent?*

ANNEXE III xi

CoYLP - GBRT

GUIDANCE NOTES

INQUIRY INTO OBJECTIONS TO THE CITY OF YORK LOCAL PLAN

INSPECTOR'S GUIDANCE NOTE 6

ROUND TABLE SESSIONS

Para 50 of the Code of Practice on Development Plans (included in *Development Plans - What You Need To Know* (September 1996) - the *Brown Book*) provides for objections to the general policies and proposals of a plan to be heard at round table sessions (RTSs). This technique is now well established. A RTS takes the form of a discussion in which parties who have an interest in a particular strategic topic are invited to participate. This note is intended to assist those participating in a RTS at this inquiry and to ensure that the RTS adds to the efficiency of the inquiry process.

A. INTRODUCTION

1. The purpose of a RTS is to hear objections to the plan and the Council's response. It is not a forum for general public discussion. Accordingly, participation is limited to the Council and relevant, invited objectors. In detail, the main objectives are to clarify factual background, identify areas of agreement and disagreement, and avoid the duplication in debate that would arise from separate consideration of the topics in question at inquiry sessions for individual objectors. Two RTSs are being planned, one on the numerical background to housing land provision, and the other on the short-term nature of the Green Belt and safeguarded land provision.

B. BEFORE THE SESSION

2. By 14 September 1999, the Inspector will issue a preliminary paper for each RTS, posing questions to be considered at the RTS and effectively setting the main issues and agenda.

3. For each RTS, it is essential that each participant, including the Council, responds to the Inspector's preliminary paper by submitting, by 22 October, a brief position paper answering the questions posed by the Inspector. Participants may draw attention to other issues arising from objections which they wish the Inspector to add to the agenda for discussion. It is desirable for objectors to group together to present a common position paper. Objectors are reminded that it is for them to show that their alternative is better than the Council's position, not simply to state their disagreement. Position papers should not be seen as an opportunity by objectors to put forward the merits of particular sites, as these will be dealt with later in the inquiry. Factual background matters, if necessary, should be included in separate appendices: as far as possible, these should be agreed between objectors and the Council beforehand, and the reasons for any remaining differences explained in the main part of the position paper. Documents should be numbered in accordance with Guidance Note 5. Five copies of position papers and appendices should be submitted. For the discussions to be constructive, all participants should be aware of the views of all other participants before the RTS starts; to make that possible, the Programme Officer will send copies of each participant's position paper and any appendices to other participants. The submission should be accompanied by a note of the full names, qualifications and addresses of those who will occupy a seat at the round table (see para 7 below), so that name cards and a full list of participants can be provided.

4. The Inspector may issue further comments to participants by 12 November, resulting from the participants' position papers, if he considers this desirable.

C. AT THE SESSION

5. The RTSs will be held as follows:

the numerical background to housing land provision - on 30 November, starting at 10.00 am, and extending to 1 December if necessary; and

the short-term nature of the Green Belt and safeguarded land provision - on 2 December, starting at 10.00 am, and extending to 3 December if necessary.

6. Because of the fundamental nature of the RTS topics to the remainder of the Plan, both Inspectors will attend both RTSs. The RTS discussion is led by the Inspector, and has certain features in common with both Structure Plan Examinations in Public and planning appeal hearings. The Inspector will confirm that the RTS forms part of the public local inquiry, explain the purpose of the RTS, describe the form that the discussion will take, outline the main issues to be addressed, and draw particular attention to those aspects of the submitted cases which require clarification or elaboration. As one of the purposes of holding the RTS is to expedite the inquiry proceedings, the Inspector will make it clear to participants from the outset that they will not normally be permitted to repeat the ground covered at the RTS during later parts of the inquiry. Participants may be invited to make a short oral statement on each issue, responding to any point raised by the Inspector. The previously circulated position papers will not be read, and the submission of further documents will not normally be permitted, unless specifically requested or agreed by the Inspector. Argument on detailed, site-specific points should be avoided. Cross-table discussion will be encouraged. Legal representatives may attend, but formal cross-examination will not be permitted. Participants may ask questions of one another during the course of the discussion, and may make further oral submissions in the light of the replies received. Having given objectors the opportunity to make any final remarks on a particular issue, the Inspector will move the discussion on when he is satisfied that the issue has been dealt with adequately.

7. In order to ensure the discussion is manageable, each objector will be allowed only one spokesperson at the round table. It may, however, be useful for the identity of a particular objector's spokesperson to change as different issues are discussed, so that experts on the particular matter under discussion can make their contribution. Two spokespersons for the local authority will be permitted at the table at any one time, since the authority will have to respond to the combined forces of a number of objectors with a variety of views. Others seated behind may support spokespersons at the table, but the latter will not be permitted to take part in the discussion.

D. AFTER THE SESSION

8. By 17 December, the Inspector will issue a position paper arising from each RTS summarising the extent of agreement and disagreement and dealing with any other necessary matters. These will be circulated to RTS participants and be generally available to objectors through the inquiry library.

If you are in any doubt over any aspect of this note, please contact the Programme Officer who will be pleased to assist you.

This is one of a set of guidance notes, which the Inspector is preparing in connection with the inquiry. Copies can be obtained from the Programme Officer. The full list of notes available or planned is as follows:

1. Objectors without professional assistance
2. Preparing proofs of evidence and other documentation for formal inquiry sessions
3. Hearing sessions
4. Additional written statements for objections not being heard at the inquiry
5. Numbering system for documents
6. Round table sessions
7. Late submission of proofs of evidence and other documentation

Mike Croft
Inspector

7 September 1999

ANNEXE III xii

CoYLP - GBRT

NOTES OF PROCEEDINGS.

INSPECTOR'S INITIAL QUESTION 3C. SHOULD THE INSPECTOR CONSIDER ANY OTHER APPROACH, EXCEPTIONAL OR OTHERWISE?

Strategic wedges

6.1. Mr Wright suggests the replacement of the current Green Belt with a strategic wedge policy similar to that at Hull. Some other participants query whether this would conform to the Structure Plan.

York Green Belt Local Plan

6.2. Although not his first choice, Mr Courcier says that a possible approach would be to incorporate, unchanged, the Green Belt as recommended by the York Green Belt Local Plan Inspector. Some other participants see no real merit in this, including the Council who argue that circumstances have changed since then and some change is necessary to accommodate important strategic requirements.

Formal Interim Green Belt

6.3. Mr Lane has some sympathy for the Council's position but is concerned that their approach would lead to a statutory Green Belt notwithstanding a commitment to review it. It would be better to include a Green Belt with an explicit interim status pending the determination of permanent boundaries. A number of participants, including the Council, can see advantages in such an approach, but others query whether it is technically possible to have an adopted plan which includes an explicit interim Green Belt. There are precedents but these pre-date current national policy.

Hold the present Local Plan in abeyance

6.4. Although not her first choice, Ms Hubbard says that one way forward would be to progress the rest of the Plan, but hold it in abeyance until permanent Green Belt boundaries could be established. The Council, though, see this as little different from their proposed approach.

OTHER MATTERS

7.1. During the discussions on the main questions a number of related matters were discussed and are briefly reported here.

Interim report

7.2. The Inspector referred to his undertaking at the PIM to consider the request from some objectors for a preliminary report on the Green Belt issue. He made clear that any such report could not be definitive since he has not yet heard the views of objectors not at the RTS. It would have to be framed on the "minded to" principle.

7.3. Most RTS participants, including the Council, would welcome such a report. Mr Courcier and Mr Turnbull take the opposite view and are concerned, among other things, about the legal implications. The Inspector agreed to consider any legal submissions on this matter provided they are received by 17 December 1999.

Extent of Local Plan review

7.4. The Council's proposed approach includes a commitment to review the Green Belt, and other participants sought clarification on this. The Council say that to some extent this would depend on what emerges from the joint Structure Plan review, but they do not envisage the need

to review all the policies in the Plan. A likely review would include the determination of a long-term Green Belt, with the possibility of some safeguarded land, and the rolling forward of housing and employment provision to 2016.

Statement of conformity

7.5. As mentioned in para 4.1 above, no statement of general conformity with the Structure Plan has been issued for the deposit Local Plan. The Council say that GO-YH's advice on this reflects the fact that the Council are one of the joint successors to the structure plan authority under local government reorganisation. Drawing on his knowledge of the comparable situation in North Lincolnshire, Mr Wright says that there are doubts about the legality of the non-issue of such a statement.

Council's site categorisation

7.6. As mentioned in para 3.11 above, the Council tabled a paper (document C/75/26/4) as an addition to their position statement. This sets out various criteria for the comparative assessment of sites for development. It is a first draft and other criteria would need to be added (2 were introduced at the RTS). Its purpose would be to inform the intended review to establish a permanent Green Belt boundary.

7.7. Several objectors point out that these criteria are not consistent with the key test in PPG 2 of necessity to keep land permanently open. Objectors are unsure about the relevance of document C/75/26/4 to this Plan and are concerned about the possible use of the criteria in the Council's evidence on site-specific objections.

7.8. The Council acknowledge the embryonic nature of the exercise but are anxious to put their ideas on record in the interests of transparency. It is unlikely that the criteria would be used in any systematic way in responding to site specific objections.

Mike Croft
Inspector

6 January 2000

INSPECTOR'S QUESTIONS

Inspector's initial question 1. Bearing in mind the stated main purpose of the Green Belt around York, are circumstances here sufficient to warrant a departure from Government advice about the permanence of Green Belts and the provision of safeguarded land?

- 1.1. *What is the Council's view about the main factors that relate to the definition of the inner boundary of the Green Belt? Do they include BOTH an assessment of long-term land requirements (as seen by most RTS participants, to give us safeguarded land) AND an assessment of environmental capacity (as seen by Ms Aitken, Ms Hubbard and Mr Rolinson)? If the prime purpose of the York Green Belt is to safeguard York's setting and historic character, do the limitations on the available information about long-term development land requirements have any relevance? Is this one of the cases which PPG 2 para 2.12 implies can exist where the permanence of Green Belt boundaries does NOT require the provision of safeguarded land?*
- 1.2. *If long-term land requirements DO need to be assessed (and safeguarded land provided) to give a permanent Green Belt boundary, in what FORM and in what DETAIL do the Council expect to receive post-2006 guidance and how far beyond 2006 do they expect it to extend? Is that sufficient for a Green Belt that is to be permanent? Can the Council point to RPGs or Structure Plans covering other parts of the country which provide the sort of information or long-term guidance that they expect to receive in due course here? Is the problem one more of having to make policy decisions about long-term directions of growth (eg North Yorkshire v the region's conurbations or, at a more local scale, north-east York v other directions or development close to York or BEYOND the Green Belt) rather than a lack of quantitative information?*
- 1.3. *What support is there for Mr Wright's view that the redefinition of the York Green Belt is necessary now to influence the new RPG and the Structure Plan review (ie a bottom-up approach)?*

Inspector's initial question 2. Are there any practical disadvantages to the position that the Government Office for Yorkshire and the Humber propose for this Local Plan?

- 2.1. *As an aid to considering an answer to question 2 more deeply, what can the Council say in response to Ms Hubbard's more specific questions (listed in para 5.9 of her position paper) about the nature of the proposed review?*
- 2.2. *Assuming the Inspector is satisfied, in principle, that there is a need to wait for long-term guidance/information before a permanent Green Belt can be defined (see 1.1 and 1.2 above), what control can the Council exert over when that guidance/information becomes available?*
- 2.3. *Picking up Mr Courcier's point on page 27 of his position paper, what test should the Inspector adopt to decide whether a specific site should be included in or excluded from a Green Belt that is intended to be non-permanent?*

2.4. *What is the Council's response to Mr Wright's legal argument, in terms of both the ultra vires and intra vires circumstances that he poses?*

Inspector's initial question 3a. Should the Inspector consider the deletion of the Green Belt from this Plan in its entirety (notwithstanding its provision and general location being already established in the development plan through North Yorkshire County Structure Plan policy E8), leaving the matter wholly for a Plan review, perhaps accompanied by the blanket provision of safeguarded land in this Plan pending that review?

3a.1. This option is widely (although not universally) rejected by participants largely on grounds of non-conformity with the approved Structure Plan, but to what extent is the non-permanent Green Belt in the deposit Plan in conformity with the Structure Plan? Is a non-permanent Green Belt more in conformity than no Green Belt?

Inspector's initial question 3b. Should the Inspector consider the incorporation of a permanent Green Belt in this Local Plan in line with the advice in PPG 2? if this option were to be chosen, how in practice would it be achieved bearing in mind the stage now reached in the local plan process?

3b.1. If the Inspector is minded to take the view that THIS Local Plan should include a permanent Green Belt, with more safeguarded land, which of the following options is preferable: (a) an early interim report, adjournment of this inquiry, further work by the Council culminating in additional PICs to amend the Plan to be placed on deposit for counter-objections, and then resumption of the inquiry? (b) inclusion of the matter in the Inspector's report after the end of the inquiry, appropriate proposed modifications by the Council, and a substantial modifications inquiry? or (c) any other way of achieving the objective? Which option do the Council prefer? Which option do other participants prefer? Given the importance of the matter, and assuming that the Inspector reaches an early conclusion on it, would it be wrong for him NOT to issue an interim report?

3b.2. If the Inspector is minded to take the view that THIS Local Plan should include a permanent Green Belt, with more safeguarded land, and option (b) in 3b.1 above is followed, should the Inspector attempt to follow Mr Courcier's suggestion of creating a permanent Green Belt himself through his consideration of site-specific objections and such evidence that objectors may put forward on long-term development requirements (and perhaps also suggestions for an appropriate safeguarded land policy)? Should he attempt to go as far as possible along that road, leaving the rest to be considered by the Council at the modifications stage?

3b.3. Does Ms Hubbard's variant of the Inspector's option 3b have merit (ie including in the Green Belt in this Local Plan only that land which it is essential to keep permanently open to protect the character of the historic city, eg the Strays, river corridors, other green wedges, key views, with the rest of the Green Belt becoming safeguarded land)? If it has merit, should the approach be option (a), (b) or (c) in 3b.1 above?

3b.4. Is there scope or need for a further RTS, eg to consider the need for safeguarded land (amount and BROAD locations) before dealing with site-specific objections in any of options (a), (b) or (c) in 3b.1 above?

Inspector's initial question 3c. Should the Inspector consider any other approach, exceptional or otherwise?

3c.1. Can the Council expand on their suggestion for putting each of 128 objection sites into one of 3 categories? Would they intend to put forward PICs to bring this within the ambit of THIS Local Plan? If not, how does it affect THIS Plan? Why do the Council say this approach requires the agreement of all RTS participants? Conversely, if the agreement of RTS participants IS required, should not the agreement of other inquiry and written reps objectors also be secured? How do other participants react to the Council's suggestion?

3c.2. Is there a case for Mr Wright's strategic wedge policy?

3c.3. What views are there on Mr Courcier's suggestion for the incorporation UNALTERED of the boundaries of the Green Belt recommended by the York Green Belt Local Plan Inspector?

3c.4. Can Mr Lane expand on his proposal for an interim Green Belt to be part of THIS Local Plan?

3c.5. Can Mr Courcier expand on his suggestion of a Local Plan policy treating open land between the edge of the built-up area and the outer boundary of the Green Belt as if it were Green Belt?

3c.6. Is there justification for Ms Hubbard's "less satisfactory" alternative (paras 6.8.5-6.8.10 of her position paper) if it ends with a Local Plan that is held in abeyance?

CITY OF YORK LOCAL PLAN
INQUIRY INTO OBJECTIONS

ROUND TABLE SESSION ON THE SHORT-TERM NATURE OF THE
GREEN BELT AND SAFEGUARDED LAND PROVISION,
2 AND 3 DECEMBER 1999

INSPECTOR'S NOTE OF THE PROCEEDINGS

INTRODUCTION

1.1. This note does not give an exhaustive account of the discussion at the round table session (RTS). Instead, it focuses on the most significant points made in response to the questions set out beforehand. Those questions are reproduced in Annex 1 to this note.

1.2. Each of the participants (who are listed in Annex 2) submitted a paper before the RTS explaining his/her position on the Inspector's initial questions. These position papers are included in the inquiry library. The position papers formed the basis for the Inspector's further questions (in italics in Annex 1), which in turn provided the detailed agenda for the RTS.

1.3. The main objectives of the RTS were to clarify factual background, identify areas of agreement and disagreement, and avoid the duplication in debate that would arise from separate consideration of the topics in question at inquiry sessions for individual objectors. The RTS was held on the basis that participants would not normally be permitted to repeat the same ground during later parts of the inquiry.

1.4. As it turned out, the discussion in the RTS led to relatively little movement away from the views set out in the position papers. This note, therefore, serves mainly to explain the reasoning put forward for the conflicting views expressed rather than as a record of agreements reached by the participants. The note follows the sequence of the questions posed.

1.5. The Inspector's preliminary views on the matters raised are included in a separate statement (see also paras 7.2-3 below).

1.6. The terms "non-permanent" and "interim" applied to the Green Belt are used as convenient shorthand for the Council's proposal that the Green Belt boundaries in the Plan would be subject to formal review immediately after the Plan is adopted.

1.7. Similarly the term "objectors" is used as a convenient collective description for the participants at the RTS other than the Council, although there are other objectors to Green Belt matters who were not represented at the RTS. On many of the important issues the RTS objectors hold substantially the same view and slight shading of opinions is not included in this note. Any significant differences are recorded.

1.8. References to PPG (Planning Policy Guidance) 12 in this note are to the 1992 version, as the December 1999 revision had not been published at the time of the RTS.

INSPECTOR'S INITIAL QUESTION 1. BEARING IN MIND THE STATED MAIN PURPOSE OF THE GREEN BELT AROUND YORK, ARE CIRCUMSTANCES HERE SUFFICIENT TO WARRANT A DEPARTURE FROM GOVERNMENT ADVICE ABOUT THE PERMANENCE OF GREEN BELTS AND THE PROVISION OF SAFEGUARDED LAND?

2.1. It is common ground that the Council's proposal for an interim Green Belt is not fully in line with national guidance as set out in PPG 2. In particular, para 2.1 of the guidance refers to permanence as being the essential characteristic of Green Belts. The Council, though, argue that the circumstances in York justify a departure from national policy. With the exception of Ms Molyneux, who has some sympathy for the Council's stance, all the other participants refute this.

2.2. The Council give 2 main reasons for their approach:

- a. the urgent need for an adopted local plan; and
- b. the inadequacy of the strategic framework as a basis for defining Green Belt boundaries which would last well beyond the Plan period to 2006.

The Council say that there is support for their approach from GO-YH (Government Office for Yorkshire and the Humber) who have conditionally withdrawn their objection on this matter following the commitment to an early review of the Green Belt expressed in Pre-Inquiry Change 133.

The urgent need for an adopted local plan

2.3. Most objectors recognise the difficulties facing the Council but argue that it would be wrong for speed of adoption to be the overriding priority. There is nothing in Government guidance to support this, and the outcome would be an inadequate and misleading plan. It would be inadequate because it would not establish a permanent Green Belt and it would mislead many members of the public who would not appreciate the interim nature of the Green Belt. Moreover, it could be almost as quick to define a permanent Green Belt as part of this Plan as it would be to follow the Council's proposal involving an early review.

2.4. In response, the Council acknowledge that speed of adoption cannot be the overriding priority but maintain that it is a relevant factor. Some parts of the Plan are not tied up with the Green Belt issue and it is preferable that these should be adopted as soon as possible. The interim nature of the Green Belt would be clearly stated in the Plan, and so it would not be misleading.

The inadequacy of the strategic framework

2.5. The essence of most objectors' stances is that plans must be prepared in the light of the extant strategic context. In practice, this is almost always the subject of review, and therefore waiting for a review to be completed cannot be used as justification for delaying the progress of local plans. This is particularly the case with Green Belts since PPG 2 makes clear that they should endure beyond the time-scale normally adopted for other parts of plans. There is nothing unusual, therefore, about the current circumstances in York.

2.6. The objectors point out that para 4.17 of RPG (Regional Planning Guidance) 12 sets out the main factors to be taken into account in determining the Green Belt boundaries for York, and the North Yorkshire County Structure Plan contains up-to-date policies which are relevant to the broad location of development. More detailed information is provided by the landscape appraisal commissioned by the City Council. Broad estimates of the amount of land needed for

longer-term development can be derived from household projections and the emerging regional guidance prepared by the Regional Assembly.

2.7. The objectors stress that there is no need for precision in estimating longer-term development needs and that the provision of safeguarded land would provide flexibility. It is crucial to recognise that safeguarded land would not necessarily be developed.

2.8. The Council acknowledge the relevance of longer-term development needs but maintain that this Plan should not pre-empt decisions which should be made at the strategic level. To do so would be inconsistent with the Government's decision to require the preparation of a joint Structure Plan review for York, North Yorkshire and the 2 National Parks. It is not just a question of the amount of land for longer-term needs but also about the best pattern for development, having regard to sustainability objectives and the need to preserve the setting of the historic city.

2.9. Mr Wright takes a contrary view, pointing to the opportunity for the new authority to set out its own vision for future development that could be fed into the emerging strategic framework. The Council, though, say that it would not be right for them to try and "go it alone" because of the implications for neighbouring authorities.

INSPECTOR'S INITIAL QUESTION 2. ARE THERE ANY PRACTICAL DISADVANTAGES TO THE POSITION THAT THE GOVERNMENT OFFICE FOR YORKSHIRE AND THE HUMBER PROPOSE FOR THIS LOCAL PLAN?

3.1. Although the Council see no significant disadvantages in their approach, which is effectively endorsed by GO-YH, the objectors contend that there would be many problems. Some of these stem from the fact that the Green Belt in the deposit Plan is more or less the same as that in the York Green Belt Local Plan. That Plan was prepared in different circumstances and what is needed now is a more comprehensive approach to defining the Green Belt, taking account of all the relevant factors. The Council should not shirk away from this, notwithstanding the difficult decisions needed. If their present approach of having an interim Green Belt is supported, the objectors see 5 kinds of problem.

Uncertainty

3.2. An interim Green Belt would not provide the certainty looked for in PPG 12. Landowners and developers would have difficulty in making longer-term decisions; the general public would be confused; and doubts would arise about the proper basis for determining planning applications, either by the Council or on appeal. This uncertainty would harm the credibility of the Green Belt.

3.3. This uncertainty is compounded by the vagueness of the Council's statement about a review of the Green Belt. It does not commit them to *revise* the Green Belt boundary and leaves open the possibility of going through a review process which leads to a decision *not* to alter the Green Belt.

Delay

3.4. The Council's timetable for review (reproduced as Annex 3 to this note) is hopelessly optimistic bearing in mind the likely progress on a Structure Plan review and the controversy likely to arise from a comprehensive review of the Green Belt and the rolling forward of development allocations beyond 2006. There would be a real risk of a shortfall in the provision of housing and employment land towards the end of the Plan period. It is likely to be nearly as quick to incorporate a permanent Green Belt within the current plan process.

Test for including sites in or excluding them from the deposit Plan Green Belt

3.5. PPG 2 makes clear that land should only be included in the Green Belt if it is necessary to keep it permanently open. ~~Mr Gourcier~~ says that this test cannot be applied where the stated intention is to review the Green Belt immediately after it is adopted; and he queries whether it would be possible to devise a satisfactory test for an interim Green Belt.

Test for reviewing the Green Belt

3.6. Notwithstanding its supposedly interim status, the Green Belt proposed by the Council would have full statutory status on adoption of the Plan. Therefore, in accordance with PPG 2, exceptional circumstances would be needed to alter it at the review stage. That would be an unreasonable hurdle.

Legality

3.7. Mr Wright argues that the approach proposed by the Council might be open to legal challenge on 2 grounds – the validity of the commitment to review the Green Belt and the possibility that some objectors could be unfairly excluded from the review process. Any challenge could delay the progress of the Plan.

The Council's position on the alleged problems

3.8. In a nutshell, the Council consider that the problems are greatly exaggerated.

3.9. They say that the interim nature of the Green Belt would be made clear on the face of the Plan and so there would be no doubt about its status. Because of the absence of a longer-term strategic context it is not reasonable to expect the Council to make a commitment to revise the Green Belt boundary. However, in view of the acknowledged need to allow for longer-term development, it is almost inevitable that some changes would be necessary.

3.10. The review timetable is not intended to be precise but the Council remain confident that it is generally realistic. They are partners in the preparation of the joint Structure Plan review and some work on the review of the Green Belt could proceed in parallel with the later stages of the Structure Plan review process.

3.11. Since the Green Belt in this Plan would be of an interim nature, the key test for deciding whether the boundary should be changed would be short-term development needs. This is the test followed by the Council in proposing the 2 main changes from the Green Belt in the York Green Belt Local Plan. The Council acknowledge that it is not necessary to show exceptional circumstances to justify a change to the Green Belt in the York Green Belt Local Plan. At the RTS the Council tabled a paper on the categorisation of sites (see paras 7.6-8 below).

3.12. In reviewing the Green Belt, important considerations would be longer-term development needs and sustainability objectives. These will also underpin the joint Structure Plan review, and PPG 2 allows for changes in detailed Green Belt boundaries where these are necessary to reflect changes in the structure plan.

3.13. The Council's legal advice is that their approach is lawful and would not discriminate against the interests of any objector.

INSPECTOR'S INITIAL QUESTION 3A. SHOULD THE INSPECTOR CONSIDER THE DELETION OF THE GREEN BELT FROM THIS PLAN IN ITS ENTIRETY (NOTWITHSTANDING ITS PROVISION AND GENERAL LOCATION BEING ALREADY ESTABLISHED IN THE DEVELOPMENT PLAN THROUGH NORTH YORKSHIRE COUNTY STRUCTURE PLAN POLICY E8), LEAVING THE MATTER WHOLLY FOR A PLAN REVIEW, PERHAPS ACCOMPANIED BY THE BLANKET PROVISION OF SAFEGUARDED LAND IN THIS PLAN PENDING THAT REVIEW?

4.1. There is no dispute about the need for the Local Plan to be in general conformity with the Structure Plan. However, the Council point out that they have been advised by GO-YH that a statement of conformity is not necessary due to the circumstances of local government reorganisation in the area (but see para 7.5 below). Most participants believe that the Plan must include a Green Belt in order to be in general conformity, although Mr Courcier and Mr Turnbull contend that no Green Belt would be preferable to an interim Green Belt.

INSPECTOR'S INITIAL QUESTION 3B. SHOULD THE INSPECTOR CONSIDER THE INCORPORATION OF A PERMANENT GREEN BELT IN THIS LOCAL PLAN IN LINE WITH THE ADVICE IN PPG 2? IF THIS OPTION WERE TO BE CHOSEN, HOW IN PRACTICE WOULD IT BE ACHIEVED BEARING IN MIND THE STAGE NOW REACHED IN THE LOCAL PLAN PROCESS?

5.1. This question arises from a request made at the Pre-Inquiry Meeting for the Inspector to issue an interim report on the non-permanent Green Belt issue. The RTS discussion focused on the question of what would be the best way forward if an interim report or preliminary statement were issued recommending the incorporation of a permanent Green Belt in the Plan (see also paras 7.2-3 below). The views of the participants are on a "without prejudice" basis.

5.2. The Council confirm that, notwithstanding their firm preference for an interim Green Belt, they would give serious consideration to any recommendation by the Inspector for the incorporation of a permanent Green Belt into the Plan. However, they do not see any really satisfactory way of doing this which would be fair to all those with an interest in the Plan. Proceeding by way of publishing a further set of changes (following a review of the Green Belt while the inquiry was suspended) would have a knock-on effect on other policies with implications for objectors to those policies. Leaving it for the Inspector to determine a permanent boundary on the basis of the objections received would unduly limit the scope for change and possibly disadvantage some people who did not object to the deposit Plan. Of these 2 alternatives, the first would be the less unsatisfactory.

5.3. The objectors do not have a common view on this. Some sympathise with the Council, but others say that the objections made to the Plan effectively cover most of the areas likely to be considered for safeguarded land. This would give the Inspector reasonable room for manoeuvre and, if necessary, he could recommend the Council to look for additional safeguarded land which could be introduced into the process at the modifications stage.

5.4. Ms Hubbard suggests as a possibility the definition of a Green Belt that includes only land necessary to preserve the setting of the historic city, with the rest of the land currently in the Green Belt shown on the deposit Plan becoming safeguarded land. The Council, though, see no real advantage in this approach compared with a more comprehensive one which would include sustainability objectives.

ANNEXE III *xiii*

CoYLP - GBRT

INSPECTOR'S VIEW

CITY OF YORK LOCAL PLAN
INQUIRY INTO OBJECTIONS

ROUND TABLE SESSION ON THE SHORT-TERM NATURE OF THE
GREEN BELT AND SAFEGUARDED LAND PROVISION,
2 AND 3 DECEMBER 1999

INSPECTOR'S VIEWS

INTRODUCTION

1.1. I agreed at the Pre-Inquiry Meeting on 22 July 1999 to consider whether I should give a preliminary view on the Local Plan's proposals for the short-term nature of the Green Belt and safeguarded land provision. I confirmed that when I opened the inquiry on 23 November. The objective of giving such a view would be to save abortive work. That is an admirable objective, and I am encouraged to issue this statement by the fact that the Council and most of the other participants at the round table session (RTS) on this subject wanted me to do so (irrespective of whether the statement would support their stances).

1.2. I have reached my views primarily through considering the Council's proposals in the deposit Plan and the Pre-Inquiry Changes (PICs), the objections which led to the setting up of the RTS, the Council's core proof on the Green Belt (core document 1.3), the papers produced for and at the RTS (including those by the Council), and the proceedings at the RTS itself. I have also considered relevant documentation which has become available after the RTS, viz the Council's additional statement C/75/26/3, document 547/22/4 (relating to the views of the Government Office for the East Midlands on another Local Plan), document 1514/43/2 (legal submissions), core document 8.9 (revised draft Regional Planning Guidance (RPG) as submitted to the Secretary of State in November 1999), the revised Planning Policy Guidance (PPG) 12 (December 1999), The Town and Country Planning (Development Plan) (England) Regulations 1999, and "Local Plans and Unitary Development Plans" (A Guide to Procedures) (December 1999). Other Government advice that I regard as particularly relevant is in PPGs 1 and 2. I regard the current approved RPG 12 (1996; core document 8.3) as confused in relation to the matters at issue. The revised draft RPG takes the matter little further.

1.3. This statement does not have the same status as an Inspector's report to the local planning authority. It is *not* an interim or part report. All of my expressions of opinion should be construed as being that I am minded to take the views indicated. As well as the objections which led to the setting up of the RTS, I have read *other* objections which relate to the matters I deal with, including some which seek a more extensive Green Belt than the deposit Plan proposes. Such a more extensive Green Belt would almost certainly run counter to the conclusion I reach in paras 7.1-4 below. If the inquiry were to continue (see paras 7.2-3 below), such *other* objectors have not yet exhausted their opportunities of making their cases to me. However, given the wide range of strategic aspects discussed at the RTS, I believe there is a low probability that my conclusions on these matters will change from those given below. Notwithstanding the limitations on the status of this statement, I still recognise the force of the High Court's 1991 ruling in *Electricity Supply Nominees Ltd and others v Secretary of State for the Environment and Northavon District Council and others*. This indicates that it is for an objector to show that what he or she proposes is better than the local planning authority's proposal.

1.4. This statement follows the sequence of the questions posed at the RTS. The terms "non-permanent" and "interim" applied to the Green Belt are used as convenient shorthand for the Council's proposal that the Green Belt boundaries in the Plan would be subject to formal review immediately after the Plan is adopted.

INSPECTOR'S INITIAL QUESTION 1. BEARING IN MIND THE STATED MAIN PURPOSE OF THE GREEN BELT AROUND YORK, ARE CIRCUMSTANCES HERE SUFFICIENT TO WARRANT A DEPARTURE FROM GOVERNMENT ADVICE ABOUT THE PERMANENCE OF GREEN BELTS AND THE PROVISION OF SAFEGUARDED LAND?

2.1. I note firstly that the guidance in PPG 2 about the essential permanence of Green Belts is unequivocal. Nowhere does it refer to exceptions being made to that fundamental principle. PPG 2 para 2.12 says Green Belt boundaries should not need to be altered at the end of the Plan period. The position here is that the Council propose a Green Belt review, and likely boundary changes, *before* then. PPG 2 para 2.8 refers to insufficient permanence of Green Belts devaluing the concept. I am not aware of any circumstances where the first definition of Green Belt boundaries in an adopted plan has been on a basis other than one of permanence. I therefore take it that the circumstances necessary to warrant a departure from this basis must be of great force.

2.2. Of the 2 main reasons for the Council's approach, I accept that there is an urgent need for an adopted local plan. PPG 1 makes it clear that comprehensive coverage of up-to-date development plans is essential for the planning system as a whole to be effective. The revised PPG 12 (December 1999) paras 1.2-3 make clear the unacceptability of the delay that has been experienced across the country in implementing the plan-led system. However, development plans aim, PPG 1 says, to give a measure of certainty and predictability to the system. That same theme is echoed in the revised PPG 12. I accept the Council's point that some parts of the Plan are not tied up with the Green Belt issue. But the Green Belt is still a fundamental part of planning for York. So I read the Government's guidance to mean that certainty and predictability are an important part of the Green Belt proposals that ought to be included in the Local Plan that is urgently needed. If the Plan is not to contain that certainty and predictability, then there is less point in producing it in the first place.

2.3. In 1993 the history of the York Green Belt was described as a complex one that had extended for more than 35 years (core document 8.7). Before the 1990s various proposals had fallen by the wayside, mainly because of the absence of comprehensive studies of long-term development needs and disagreements over the location of the inner Green Belt boundary. A more coherent view was developed in the York Green Belt Local Plan in the early 1990s, but the issue was shelved in 1995 (and that Plan was not adopted) because of a changing strategic context around the time of local government reorganisation. I am therefore again forced to question the value of an adopted Plan - based on the Plan before this inquiry - that not only requires the early review of an important element that is normally non-reviewable but also fails to resolve an issue that is remarkably long-standing.

2.4. I have considered, too, the Council's stance on the inadequacy of the strategic framework for defining permanent Green Belt boundaries. It is true that PPG 2 para 2.2 says that regional and strategic planning guidance set the framework for Green Belt policy and settlement policy, including the direction of long-term development. In that context, "regional and strategic planning guidance" must mean the *existing, approved* guidance. That has long been the accepted way of proceeding, and it is consistent with the advice in revised PPG 12 paras 6.2 and 6.4. Subject to certain qualifications, revised PPG 12 para 2.23 indicates that local plans should be reviewed in full at least once every 5 years. Similar advice appeared in the 1992 version of

PPG 12. This almost inevitably meant, and continues to mean, a degree of chronological overlap between strategic and local planning processes, often involving some dialogue between them. In practice, therefore, the process will not be a tidy one. In my assessment, it should not be expected to be tidy in York. York is no different from other areas where Green Belts are devised to last for a longer period than that to which extant approved regional and strategic guidance exists, a position confirmed by revised PPG 12 para 6.7. It is by no means an unusual circumstance for there to be doubt about the long-term directions of future growth when a Green Belt is under consideration. Nor is it unusual for structure plans to be vague about where the inner boundaries of Green Belts should be. I recognise that it is right that the broad pattern of development and conservation is set at the strategic level, and that, in practice, there can be a danger of local pre-emption of decisions that should be made at the strategic level. However, although the Structure Plan review, now in hand, can be expected to be more helpful, there is no reason to believe that the guidance to be provided by the final version of the new RPG will be any more explicit than the contents of the current version.

2.5. An important factor here is that the conundrum apparently posed by any inadequacies in strategic guidance is not one that leads to insoluble difficulties in defining Green Belt boundaries, for PPG 2's advice about identifying safeguarded land provides the opportunity for making *broad* forecasts of future development land needs *and* ensuring that the Green Belt boundary is permanent. Crucial to this approach is that safeguarded land left out of the Green Belt does not have to be developed. In other words, the choice is not a stark one between designating a site in the Green Belt and allocating it for development in the Plan period. There is the additional option of designating it as safeguarded land: that can provide a buffer against inaccurate forecasting of long-term land needs. Plans therefore usually proceed on the basis that there is more merit in excluding land from the Green Belt because it may be necessary to develop it at some stage in the long-term future than to include land in the Green Belt where there is a risk of having to remove it from the Green Belt because development needs become more pressing than expected. The more doubt there is about the amount and/or distribution of long-term development land requirements then the greater the "play-safe" element in defining the inner Green Belt boundary. I see no reason why that approach should not be adopted in York.

2.6. The primary purpose of the York Green Belt is an important factor, which is related to both its general extent and its precise boundary definition. That main purpose is stated by the deposit Plan (policy SP2) to be the safeguarding of the setting and historic character of the city. If that had been the *only* consideration in defining the Green Belt boundary, long-term land requirements could have been excluded from the equation: there could have been a definition of the area that it is simply necessary to keep permanently open to safeguard the historic setting. But it is not the Council's position that this is the only consideration. They do not say that any of the other "standard" Green Belt purposes in PPG 2 do not apply to some degree. They also recognise, in effect, that the purpose of safeguarding the historic setting may need to be diluted by providing for some long-term development needs. That recognition partly accounted, too, for the 1995 decision by the North Yorkshire County Council not to adopt the York Green Belt Local Plan after their abandonment of the principle of a new settlement. The City Council imply that this dilution may result in some redefinition of the purpose of the Green Belt as part of the Local Plan review process. Those possibilities are clear from the face of the Plan before this inquiry (page iii) and from PIC 133. However, given the force of Government advice about the permanence of Green Belts, the long-continued failure to define a permanent Green Belt boundary in the York area, the ability to leave open strategic options for the future by not drawing the Green Belt too tightly, it seems to me that the proper course is for those possibilities to be faced now.

2.7. The argument that the Structure Plan review ought to be an important influence on this process is not an argument that the Council follow consistently. I have already drawn attention in para 2.6 above to the Plan's reference to redefining the Green Belt purpose *as a Local Plan review function*. In my view, that may well be justified because of the inevitable chronological overlap between structure planning and local planning processes that I have mentioned in para 2.4 above, and where it may be difficult - or improper - for the former to get to grips with the site-specific considerations inherent in dealing with Green Belt purposes versus development needs. Taking the Council's statement that this matter should be approached in a Local Plan, my view is that Government advice calls for it to be done now, not later.

2.8. How far ahead one should look in defining a Green Belt that is "permanent" is not a matter on which I have explicitly sought views from the Council or objectors. However, it is relevant to the approach that the Council say they would take in defining a permanent Green Belt boundary after the adoption of the Plan now subject to inquiry. In his 1994 report on objections to the York Green Belt Local Plan (core document 7.5), my colleague supported a Green Belt "life" of at least 20-25 years. In my experience that is a common approach. But the Council's approach (see document C/75/26/3, timetable diagram, reproduced as Annex 3 to the note of the RTS) would have me support a process that would lead to a permanent Green Belt boundary being adopted in 2003 that would have a "life" of only 13 years. Their present thinking is that, in the review, housing and employment land allocations would be made to the same date as that proposed for a "permanent" Green Belt: that would be contrary to the advice in PPG 2 para 2.12 and the revised PPG 12 paras 6.7-8 about proposals for Green Belts being related to a time-scale longer than that normally adopted for other aspects of the Plan. All of this simply serves to reinforce the fears I have about supporting the Council's present approach.

2.9. Returning to the position as it exists now, I know of no other case where a Green Belt has had such unclear status and boundaries for so long. This first Plan for the new city of York seems an ideal vehicle, given the impetus of the plan-led system, to establish the Green Belt properly. I understand the Council's desire, and that of GO-YH (Government Office for Yorkshire and the Humber) to have an adopted Plan as soon as possible, and I do not underestimate the problems arising from the Council being operational only from April 1996. But my assessment is that the Council decision in March 1997 to follow the approach which provides for a non-permanent Green Belt was an unfortunate one. Bearing in mind my remarks in para 2.5 above, it seems to me that if the Council had taken a different stance in March 1997 they could have already reached the present inquiry stage but with a permanent Green Belt included in the Plan. To change direction now would be a serious one involving delay, and I deal with that aspect at para 3.4 below.

2.10. I recognise the importance of the support given to the Council by GO-YH. The Council regard that as an important indicator of the view that the Secretary of State would take on this matter. But GO-YH's position cannot be taken as being more than a *preliminary* indicator, as they have not had the benefit of hearing other objections to this aspect of the deposit Plan.

INSPECTOR'S INITIAL QUESTION 2. ARE THERE ANY PRACTICAL DISADVANTAGES TO THE POSITION THAT THE GOVERNMENT OFFICE FOR YORKSHIRE AND THE HUMBER PROPOSE FOR THIS LOCAL PLAN?

3.1. I deal in turn with the 5 problems that objectors say would arise from the GO-YH position, which effectively endorses the Council's approach.

3.2. On *uncertainty*, I agree with the Council that the commitment to review the Green Belt boundary that would be introduced into the Plan by PIC 133 would be an improvement over the deposit Plan. I also agree with them that if the Plan were to contain a qualification of this sort, it

ought to be to review the Green Belt boundaries rather than to revise them, although they acknowledge that in practice revision would almost certainly be necessary. But the over-riding point is that this would be part of the Plan's "small print": I believe that this important qualification simply would not register in many people's minds, given the emphasis that has been placed for so long on the well-understood principle of Green Belt permanence in Government planning policy. On the other hand, even a clearer indication of the status of the Green Belt the Council now propose would still not provide the kind of certainty that PPG 1 seeks.

3.3. As to *delay*, I have considered carefully the Council's comparison, given in their additional statement (document C/75/26/3), between (a) their strategy of proceeding with the current Local Plan and *then* carrying out their Green Belt review and (b) a suspension of this inquiry with the incorporation of a permanent Green Belt in the Plan subject to this inquiry. They forecast adoption dates of winter 2003 and winter 2002 respectively for the 2 approaches.

3.4. I suspect both timetables may be optimistic. Adoption of the current Plan on strategy (a) by summer 2001 itself looks optimistic (with the present inquiry, if it continues, not ending before June 2000). Then winter 2001 consultation on a reviewed Green Belt seems questionable when it is dependent both on the current Plan being adopted in summer 2001 and even more questionable in the light of the Structure Plan review EIP Panel's report - an important "feed" to the Green Belt review process in the Council's eyes - not being available until early 2002. Moreover, the period of 15 months between the Green Belt review being placed on deposit and the Inspector's report on a review inquiry contrasts with the 2¼ years that the same stages took in 1991-94 for the York Green Belt Local Plan. The full implications of the revised processes made necessary by the recently published 1999 Regulations would also need to be considered in connection with a review plan. In any event, I do not expect that the Council's strategy would reach fruition until well after their forecast date of winter 2003. As to approach (b), much would depend on the length of the inquiry suspension that is involved, and that in turn would be heavily dependent on what aspects of the Plan, in addition to the Green Belt, the Council were to consider in need of amendment. Overall, I believe that the delay disadvantage of following strategy (a) would be greater than they claim.

3.5. As for the *test for including sites in or excluding them from the deposit Plan Green Belt*, I remain unclear at this stage as to what test should be adopted for a Green Belt that is intended to be non-permanent. Because Government guidance does not recognise Green Belts that are non-permanent, it is not surprising that there is no Government guidance on the criteria for decisions about whether land should be included or excluded from such a Green Belt. *It cannot be emphasised too much that York does not have an approved Green Belt boundary*, so this is not, formally, a case of considering possible amendments to an approved Green Belt. Although page (i) of the Plan that is subject to this inquiry indicates that it will not be necessary to revisit the debate on most of the York Green Belt Local Plan's Green Belt boundaries because of no significant change in circumstances, the Council have given further consideration to that matter and do not wish to restrict objectors' rights on that basis. Moreover, objectors question that there has been no significant change in circumstances. The most fundamental change of all, to my mind, is that the Council seek to change what was intended to be a permanent boundary of the Green Belt in the York Green Belt Local Plan to a (somewhat different) non-permanent boundary. Hence, although they need to be able to defend that non-permanent boundary against objections, I have seen no coherent statement of the criteria that they intend to use for that purpose. The Council's document C/75/26/3 para 17 would exclude any requirement for "permanent openness" from such criteria. The Council's key test for determining the Green Belt boundary, viz short-term development needs, is remote both from PPG 2 and the approved Structure Plan position. So I am left in doubt about how to judge site-specific objections one way or the other.

3.6. The points made about the *test for reviewing the Green Belt* are not crucial to my present purpose of indicating a way forward.

3.7. On *legality*, I have not sought legal advice within the Department of the Environment, Transport and the Regions. On the face of it, it seems to me that the Council's approach is so unusual that it must increase the risk of a challenge. It would be better to avoid this. Care needs to be taken, too, to minimise any such risk in alternative approaches.

3.8. I believe these points, notably the continuing uncertainty and the doubts about the criteria for inclusion of land in a non-permanent Green Belt, are important disadvantages in the GO-YH/Council approach.

INSPECTOR'S INITIAL QUESTION 3A. SHOULD THE INSPECTOR CONSIDER THE DELETION OF THE GREEN BELT FROM THIS PLAN IN ITS ENTIRETY (NOTWITHSTANDING ITS PROVISION AND GENERAL LOCATION BEING ALREADY ESTABLISHED IN THE DEVELOPMENT PLAN THROUGH NORTH YORKSHIRE COUNTY STRUCTURE PLAN POLICY E8), LEAVING THE MATTER WHOLLY FOR A PLAN REVIEW, PERHAPS ACCOMPANIED BY THE BLANKET PROVISION OF SAFEGUARDED LAND IN THIS PLAN PENDING THAT REVIEW?

4.1. If the deposit Local Plan were to have no Green Belt at all, that would clearly raise the question of general conformity with the currently approved and adopted Structure Plan. The position is not made clearer by the deposit Plan not having the benefit of a statement of general conformity from the County Council (or, in the City Council's terms, the absence of any need for such a statement). Irrespective of the legalities of that, I remain far from convinced that a Local Plan without any Green Belt is a less satisfactory solution than the one adopted by the City Council. Although the Council's strategy would provide a detailed Green Belt boundary that would generally conform to the Structure Plan, there is no doubt in my mind that the Secretary of State, in approving the Structure Plan Green Belt policies, had in mind a Green Belt that would be *permanent*. There remains, therefore, a case for regarding a non-permanent Green Belt as not generally conforming to the Structure Plan. That itself could result in a legal challenge to the adoption of a Local Plan containing such a non-permanent Green Belt. A Local Plan without any Green Belt would run the same kind of risk, but at least it would have the merit of being a clear and candid statement of the present position, which is that the local planning authority do not know where the permanent Green Belt boundary should be.

INSPECTOR'S INITIAL QUESTION 3B. SHOULD THE INSPECTOR CONSIDER THE INCORPORATION OF A PERMANENT GREEN BELT IN THIS LOCAL PLAN IN LINE WITH THE ADVICE IN PPG 2? IF THIS OPTION WERE TO BE CHOSEN, HOW IN PRACTICE WOULD IT BE ACHIEVED BEARING IN MIND THE STAGE NOW REACHED IN THE LOCAL PLAN PROCESS?

5.1. Although the Council maintain their firm preference for an interim Green Belt in this Local Plan, they acknowledge that if the Plan were to incorporate a permanent Green Belt the *less* unsatisfactory approach would be for the current inquiry to be suspended (for some 18 months on their estimate) pending publication by the Council of a further set of changes to the deposit Plan. I note the potential knock-on effects on other policies, and I accept that this option would be likely to require a broad range of changes. But the range of policy considerations would be no greater than that which would have to be covered in the Council's strategy of carrying out a Green Belt review *after* this Local Plan. Bearing in mind the views I have expressed in paras 2.1-4.1 above, I do not believe this approach should be excluded.

5.2. I am less satisfied with the alternative approach which requires *me* to devise a permanent Green Belt boundary on the basis of objections which seek sites being transferred from the Green Belt to safeguarded land and of evidence on the amount of safeguarded land required. What would be involved would be a fundamental change to the Plan - from a non-permanent Green Belt to a permanent one - and in my assessment the Council should have control over the initial stages of that. After all, it is *the Council's Plan*. If this option were to be followed, it could well be that the quantity and geographical spread of objection sites would limit the progress I could make, and that would leave the identification of significant further safeguarded land for the Council. The combination of my attempt to resolve the problem followed by the Council making good the gaps could well result in considerable delays overall. I note, too, that the Council's portrayal of an embryonic system of categorising objection sites is intended to inform their review process rather than assist in any process of bringing a permanent Green Belt within the scope of the current Plan.

INSPECTOR'S INITIAL QUESTION 3C. SHOULD THE INSPECTOR CONSIDER ANY OTHER APPROACH, EXCEPTIONAL OR OTHERWISE?

6.1. Of the other possible options, I am not satisfied that the suggestion for *strategic wedges* assists much with the debate over permanent or non-permanent Green Belt boundaries (unless it were to reflect the "play-safe" point I make in para 2.5 above). Nor do I believe, in principle, that incorporation, unamended, of the Green Belt as recommended by the *York Green Belt Local Plan* Inspector would provide a satisfactory way forward. That concept has a certain tidiness, but it would fail to take account of development land requirements that the Council say they have identified. The important point from most objectors is that that process of identifying land requirements has not gone far enough. I am more attracted to the idea of a *formal interim Green Belt*, as it would be the most candid expression of the Council's current approach. I do not support the option of *holding the Plan in abeyance*: although plans are sometimes held in abeyance, that always arises in my experience from unforeseen circumstances rather than conscious planning.

INSPECTOR'S SUMMARY AND CONCLUSIONS

7.1. PPG 2 is unequivocal about the essential permanence of Green Belts. Some 40 years of attempts have failed in the York area to produce a permanent Green Belt with a statutorily approved or adopted boundary. A plan that effectively continues that process has limited value in a plan-led system. Even on the Council's approach, the Green Belt that would be incorporated in a review could not be regarded as falling within the usual definition of "permanent". A more straightforward portrayal of the Council's present position would be either no Green Belt at all or one that is clearly labelled "interim". But these presentational alternatives do not provide the certainty required in the plan-led system.

7.2. My conclusion emerging from that is that a permanent Green Belt ought to be established as soon as possible. That could be achieved within the ambit of this Local Plan by the current inquiry being suspended pending publication by the Council of a further set of changes. Essential to this would be consideration of the Green Belt's purposes and a proper approach to safeguarded land. I am not dissuaded from this conclusion by GO-YH's support for the Council's present stance.

7.3. But other possibilities inevitably arise on that scenario. If the Council were to pursue the option outlined in para 7.2 above, they would, in 2000 and perhaps in 2001, be considering changes to a Plan which would incorporate housing and employment allocations only to 2006.

The utility of making such allocations for such a short period needs to be considered. The Council may wish to extend the end-date of the Plan for such allocations in accordance with revised PPG 12 para 6.8.

7.4. The Council may even wish to consider whether the approach outlined in para 7.3 above, also dealing with the Green Belt matters that are at the core of this statement, would produce such a fundamentally different Plan that their best course would be to withdraw the Plan that is now subject to inquiry. However, that last course of action is something that would be beyond my remit to recommend, even in my (final) report to the Council. If they were to consider that option, the Council would no doubt wish to consider the procedural implications of the 1999 Regulations.

Mike Croft
Inspector

6 January 2000

ANNEXE III xiv

CoYLP - GBRT

INSPECTOR'S PROCEDURAL SESSION NOTES

CITY OF YORK LOCAL PLAN INQUIRY INTO OBJECTIONS

INSPECTOR'S NOTE OF PROCEDURAL SESSION HELD ON DAY 20, 14 FEBRUARY 2001

Inspector's editorial note. These notes seek to convey the main points, not necessarily every point, made at the session. In the case of item III, severe editing has taken place to put points in a logical order and to link related material. The notes for that item therefore do not necessarily convey the order in which individual points were made.

I. INSPECTOR'S INTRODUCTION

1. *The Inspector (Mr M J Craft)* indicated that the session was, in terms of status, a procedural session of the inquiry into objections to the City of York Local Plan. It arose from the adjournment of the inquiry on 9 February 2000. He said he would not hear any evidence for or against any objection at the session, but it was open for the Council or any objector to speak on the procedural matters concerned.
2. *The Inspector* indicated that an agenda for the session was available. He said that, although the Council's work had not reached the point now that, a year ago, they had hoped that it would, it still seemed right to him that this procedural session should go ahead. Although the session could not cover the sort of matters that a pre-inquiry meeting could cover (which had previously been the intention in the expectation that inquiry evidence sessions would resume in about June 2000), it would still allow an exchange of information and views which, hopefully, would be to everyone's benefit.
3. *The Inspector* confirmed that between February and May 2000, he and the Assistant Inspector had progressed as far as possible with drafting the report which in due course would be submitted to the Council, ie for those inquiry objections that had been heard before 9 February 2000 (except those related to the 2 round table sessions) and for those written representation objections where it appeared that all the evidence had been submitted.
4. In asking the Council to speak to the position statement that they had circulated to all objectors on 31 January, *the Inspector* asked them particularly to comment on the robustness of their current timetable which now forecast a resumption of evidence sessions in February 2002 instead of June 2000.

II. COUNCIL'S COMMENTS ON THEIR 31 JANUARY 2001 POSITION STATEMENT

5. *Mr A Morrison (Head of Development and Regeneration, City Council)* said there were 4 reasons for the delay referred to at para 4 above. These were (a) an underestimate of the amount of work necessary, bearing in mind the need to "get it right"; (b) the need to take account of new and emerging Government guidance, eg on housing and flood risk; (c) the major repercussions (not yet clear) of the impact of major regeneration near York Rail Station on the amount of green field development land needed; and (d) the increased emphasis by Council members on extensive public consultation.
6. *Mr Morrison* believed that the Council's timetable in section 3.0 of their position statement is a robust one.

III. QUESTIONS/ANSWERS AND COMMENTS FROM OTHERS ON THE COUNCIL'S POSITION STATEMENT

- a. Content of the Council's current work
7. In response to questions from *Mr G Ward (for objectors)*, *Mr J Dagg (Counsel for City Council)* pointed out that York does not yet have a defined, approved Green Belt - that is what the Council are working towards now. He said that the task in hand was that required by Government guidance in PPG (Planning Policy Guidance) 2 ("*Green Belts*") para 2.8. He confirmed that, in the meantime, planning applications would be dealt with on their merits, bearing in mind the Structure Plan, the emerging Local Plan, and the restrictions on greenfield development referred to in PPG 3 ("*Housing*").
8. In answer to questions from *Mr G Wright (for objectors)*, *Mr Morrison* confirmed that the current process is not strictly a Green Belt review, as there is currently no approved Green Belt to review. He said that it was unlikely

that there would be a draft Structure Plan Review publicly available before summer 2002, so a strategic reappraisal of the Green Belt was unlikely before the resumption of Local Plan inquiry evidence sessions. *Mrs J Hubbard (for objectors)* understood that consultation on the draft Structure Plan Review would take place in early 2002; that could result in a different (perhaps non-encircling) form of Green Belt. *Mr Morrison*, however, felt that the Council were constrained by existing guidance in the approved Structure Plan, to adopt any other approach would mean years of delay.

9. *Mr Wright* asked if the Plan period was being extended from 2006 to 2011. *Mr Dagg* confirmed that this was so. In response to questions from *Mr M Johnson (for objectors)*, *Mr Dagg* indicated that the life of the Green Belt must be longer than the 2011 Plan end-date. *Mr Morrison* confirmed that a case had been put to the Regional Planning Guidance (RPG) Panel for extending the period for which the RPG was giving advice.
 10. In response to a question from *Mrs Hubbard*, *Mr Morrison* confirmed that the Council were consulting neighbouring local planning authorities about the outer boundaries of the Green Belt.
 11. *Mrs Hubbard* said it was especially important for participants to be clear about the purposes of the Green Belt as a matter in its own right. In response to *Mr Wright*, *Mr Morrison* said that a background paper on this ought to be available shortly after May 2001.
 12. *Mr M Vassie (for objectors)* was concerned to ensure that traffic growth is properly taken into account. *Mr Morrison* confirmed that it would be, and that the Council's current position statement does not itemise everything that is being covered.
 13. *Mr D Nunns (for objectors)* thought the Council's position statement to be no more than an attempt to explain why York cannot have a Green Belt. He took the statement to mean that outdoor recreation was not being looked at. *Mr Morrison* said he was sorry if the statement conveyed that impression because it was not the reality. He also confirmed that outdoor recreation was indeed being looked at.
 14. *Mr B Potter (for objectors)* believed it more important to get the Plan right than to do it quickly. But he feared that delay would mean the danger of increasing commitments to unwelcome development "by stealth". *Mr Dagg* responded that any danger of the latter was now minimised by the Secretary of State's direction that proposals to develop any greenfield land for housing over specified sizes should be notified to him.
- b. The Council's consultation processes
15. In response to a comment from *Mr Wright*, *Mr Morrison* said he could not recall the Council having given any commitment to regular briefings. But he emphasised that reports to Council Committees are public reports.
 16. *Mr Potter* said that credible consultation was required, not just with consultees asking questions but with consultees setting the questions. He also considered that information provided by the Council needed to be very clear. He wondered if local communities could be assisted by being notified of proposals almost as if they were applications for planning permission, and if relevant documents of the sort that the Council made available for purchase could be made available free of charge to bona fide charitable organisations. *Mr Johnson* said it was very difficult to find out anything about the current processes. *Ms A Sinclair (for objectors)* thought that much more than supplying information was necessary. *Mr Nunns* queried whether all the material shown at the Green Belt Conference on 6 September 2000 was publicly available. *Mr Dagg* said that the Council were seeking to carry out a process that was transparent, and that all working group meetings were open to *Mr Potter* and, indeed, any member of the public. *Mr Morrison* said that the Council could examine possible ways of improving the consultation processes. He thought it might be possible for further assistance for community and voluntary groups, parish councils and individuals to come from the Royal Town Planning Institute. He also said, in response to *Mr Nunns*, that not everything shown at the Green Belt Conference was intended to be made widely available afterwards. *Mr Templeman (Director, Environment and Development Services, City Council)* said local communities would be notified through parish councils, and that consideration would be given to *Mr Potter's* point about free publications for charitable organisations. He said that the Council genuinely wanted people to understand what was going on. He emphasised the importance of the development industry, like others, taking part in the current informal consultation activities.
 17. In answer to a question from *Mr R J Packham (for objectors)*, *Mr Morrison* said that the City-wide consultation exercise mentioned in the Council's position statement, page 2, second paragraph, would hopefully take place in the last week of March 2001, probably lasting 2-3 weeks.
 18. In response to a question from *Mr E Keogh (for objectors)*, *Mr Templeman* said that lobbying of individual Council members should be avoided, but lobbying of and attendance at working groups was acceptable.
 19. *Mr Vassie* commented that, at some point, elected members must have an important say. *The Inspector* commented that he expected that the process would be bound to become intensely political.

20. *Mr Keogh* believed that there was a danger of appeal decisions being made on the basis of Inspectors assuming that matters would be raised in a Local Plan context when in fact the Council would be preventing this happening.
21. *Ms H Chew (Robert Turley & Associates, for objectors)* thought that there was a danger of the right to be heard being improperly restricted. The Council needed to adopt a reasonable stance.
22. *Mr J Tait (CB Hillier Parker, for objectors)* had serious doubts about whether such fundamental matters could be handled at all through a process of further changes to the existing deposit Plan. If that were to be the process, however, the Council needed to be more flexible to allow further sites to come forward.
23. *Ms H A Kernohan (Weatherall Green & Smith)* asked if the Council would respond to the points made on their acceptance of further objections. *Mr Woolley* said that the Council would consider the representations made at this session. He believed there were ample opportunities for positive points to be made to the Council during their current consultation processes, and refuted any suggestion that these processes were anything but inclusive. *Mr Potter* was not reassured by this, saying that consultees needed to be involved earlier in setting the agenda.
24. In response to points from *Ms C Holland (Peacock & Smith, for objectors)*, the *Inspector* indicated that he anticipated that, as part of the resumed inquiry, further round table sessions would be required on housing land provision and the Green Belt. He also confirmed his remarks on 14 February 2001 that, in principle, he would be content to receive supplementary evidence on *existing* objections and counter-objections where circumstances had materially changed.

V. OTHER MATTERS ARISING FROM INSPECTOR'S NOTE OF PROCEDURAL SESSION HELD ON DAY 20, 14 FEBRUARY 2001

25. There were no such matters.

VI. PERSONNEL

26. *The Inspector* reported that Mr Bob Lancaster remains in post as Programme Officer until his replacement takes over. He remains contactable at City of Bradford MDC, Transportation & Planning Service, 8th Floor, Jacobs Well, Bradford, West Yorkshire, BD1 5RW; tel 01274 754016; fax 01274 753767; email bob.lancaster@bradford.gov.uk.
27. *The Inspector* also reported that Mr John Micklethwaite, Assistant Inspector, will in all probability be leaving the Inspectorate at the end of 2001 and, if so, he would be unlikely to be involved in the inquiry further.
28. *The Inspector* reminded those present that he was due to retire himself in October 2002. He would consult the office regarding his position in the light of the revised timetable mentioned at para 5 above and, although that revision must reduce the chances of him continuing, he did not believe that any critical threshold had been crossed. He repeated his remarks at the February 2001 inquiry session that personnel decisions by the Inspectorate were unlikely before 2 important matters were established, viz the size of the task for the resumed inquiry and a firm date for the resumption of evidence sessions.

VI. OTHER BUSINESS

29. There was no other business.

VII. ARRANGEMENTS FOR NEXT INQUIRY SESSION

30. The next procedural session was arranged for 10.00 am on Thursday 18 October 2001 at the Priory Street Centre, York, and the inquiry was adjourned until then.

Mike Croft
Inspector

22 June 2001

CITY OF YORK LOCAL PLAN INQUIRY INTO OBJECTIONS

INSPECTOR'S NOTE OF PROCEDURAL SESSION HELD ON DAY 21, 20 JUNE 2001

Inspector's editorial note. These notes seek to convey the main points made at the session. They do not cover every point, and some editing has taken place to put points in a more logical order.

I. INSPECTOR'S INTRODUCTION

1. *The Inspector (Mr Mike Croft)* indicated that the session was, in terms of status, a procedural session of the inquiry into objections to the City of York Local Plan. It arose from the adjournment of the inquiry on 9 February 2000 and 14 February 2001. He said he would not hear any evidence for or against any objection at the session, but it was open for the Council or any objector to speak on the procedural matters concerned. He introduced the inquiry Programme Officer, Mr Bob Lancaster, and the City Council's representatives, Mr John Dagg (of Counsel), Mr Bill Woolley (Assistant Director, Development and Transport) and Mr Alastair Morrison (Head of Development and Regeneration).
2. *The Inspector* indicated that an agenda for the session was available. He hoped there could be a useful exchange of information and views.

II. ACCURACY OF INSPECTOR'S NOTE OF PROCEDURAL SESSION HELD ON DAY 20, 14 FEBRUARY 2001

3. *The Inspector* pointed out 2 errors in his note:
 - a. The second date in para 4 line 3 should have read June 2001 and not June 2000.
 - b. Para 17 line 1 should have read Mr Ray Packham, not Mr R J Packham.
4. In response to the Inspector's question, *Mr Morrison* pointed out that the different telephone numbers for the Council in para 21 of the Inspector's note and on page 5 of the Council's Position Statement 20 June 2001 were both correct.

III. COUNCIL COMMENTS ON THEIR POSITION STATEMENT DATED 20 JUNE 2001

5. *Mr Morrison* referred to the main points in the Statement that the Council had recently sent to all objectors. He said the Council had carefully considered the many points made at the 14 February 2001 session of the inquiry. The Council had now defined their position on what they would regard as duly made counter-objections to further proposed changes (as indicated in the Committee report attached to the Position Statement). Meanwhile, their extensive consultation continues. In addition, work on the joint Structure Plan Review is proceeding, with the first draft of policies expected to be considered by Council members in September 2001. The Council had felt that the strongest comments at the February 2001 inquiry session had been on the timetable. As a result they had consulted other local planning authorities on their experiences. The Council now believe that their revised timetable, with evidence sessions of the inquiry not being resumed before October 2002, is much more robust than the earlier timetable.

IV. QUESTIONS/ANSWERS AND COMMENTS FROM OTHERS ON THE COUNCIL'S POSITION STATEMENT

- a. Relationship between the Structure Plan Review and Local Plan processes
6. *Mr Wright (for objectors)* was pleased that the Structure Plan Review process could now feed into the Local Plan process.
 7. *In response to a question from Mr T Tozer (for objectors), Mr Morrison* confirmed that the Council now intended to put forward development allocations for the period to 2011, together with a permanent Green Belt, and a further category of safeguarded land, ie land not in the Green Belt but safeguarded for post-2011

development should the need arise. He confirmed that the Green Belt that the Council would be putting forward would have a life of at least 20-25 years.

8. *Ms J O'Neill (for objectors)* thought that the revised end-date for the Local Plan (2011) would pose problems in relation to the end-date of the Structure Plan Review and Regional Planning Guidance (2016). Mr Morrison said there was no requirement for local plans to have the same end-date as structure plans. Notwithstanding Mr Morrison's comments, *Mr Ray Packham* pointed out that Bradford Unitary Development Plan Review will have an end-date of 2016; he thought the Council should reconsider this aspect.
- b. **Timetable points**
 9. *Mr Wright* welcomed the revised timetable, emphasising that the Council's Green Belt assessment should be a "clean-sheet exercise" rather than a review of previous Green Belt proposals.
 10. *Mr B Potter (for objectors)* thought that the "development community" were becoming unreasonably impatient: they had wanted the Council to change the deposit Local Plan to accommodate a permanent Green Belt, so they now ought to refrain from pressing for more development sites until that accommodation had been achieved.
 11. *Mr E Keogh (for objectors)* asked for an indication of the expected length of the resumed inquiry and the time that would be needed to produce the Inspector's report. *Mr Morrison* responded that the length of the inquiry would depend on the volume and scope of counter-objections to the further changes expected. *The Inspector* said that that in turn would influence the time needed to produce the report; he did, however, indicate that this latter period could be shortened by using one or more Assistant Inspectors.
 12. *Mr Tozer* asked whether parish councils could be brought into the City Council's dialogue on specific sites before general public consultation. *Mr Morrison* responded that the City Council had not yet formulated their position on this. *Mr Tozer* replied that parish councils had much information and clear views, and early dialogue would reduce the risk of confrontation. *Mr Morrison* emphasised that parish councils and the development community were being treated alike in this respect.
- c. **The Council's stance on duly made objections**
 13. *Ms O'Neill* thought there ought to have been prior consultation on the Council's Committee report on acceptance of further objections. She agreed with Mr Wright (see para 14 below) that no-one wanted a legal challenge to the Plan.
 14. *Mr Wright* considered that the Council's decision not to accept objections to unchanged allocations as duly made is flawed, because the different time-scale which was to be incorporated into the Local Plan may properly bring about a different view of the merits of such allocations. He thought the Council risked a legal challenge and/or problems about conformity with the Structure Plan if they pursue their present course, and that was an eventuality which no-one favours.
 15. *Mr Morrison* pointed out that all further changes to the deposit Plan would be open to further objection. But *Mr Wright* said this did not take account of the changed time horizon of the Plan and of its Green Belt, nor of the effects of a changed Green Belt on the urban area. *Mr Morrison* clarified that the Council would not accept as duly made any objection to their failure to change a development allocation, but they would accept as duly made an objection to a change from one type of development allocation (eg employment) to another (eg housing), and they would also accept as duly made an objection to their failure to amend a deposit Plan Green Belt designation to a different designation (because of the different time horizon). He pointed out that the Government Office for Yorkshire and the Humber were content with the Council's approach on these aspects. Both *Mr Potter* and *Mr D Nunns (for objectors)* thought that the impression being given was that the process is development-led.
 16. *Mrs J Hubbard (for objectors)* did not believe that the Development Plan Regulations had been designed to deal with the current circumstances where a permanent Green Belt was being promoted through changes to a deposit Plan. She thought that the Council should be prepared to accept objections relating to matters that arose as a consequence of the Council's further changes. *Mr Wright* agreed, because no-one had yet been able to exercise a right to object to any aspect of a Plan which would have a permanent Green Belt.
 17. *Ms O'Neill* thought that, at least, the Council's report on acceptance of further objections should be clarified, after consultation.
 18. *The Inspector* reminded those present that the responsibility for deciding what is a duly made objection is the Council's; it was not for him to decide.
 19. *Mr Dagg* read out paras 34-36 of the 1999 Code of Practice, and suggested that a modifications inquiry would provide safeguards. He also indicated that any remaining concerns on acceptance of further objections should be articulated in writing to the Council. *Mr Wright* replied that potential objectors do not have the right to cause a modifications inquiry to be held.

20. A show of hands at the Inspector's instigation (towards the end of the session when some had already left) indicated that about two-thirds to three-quarters of those present had been involved, at least to some degree, in the informal processes being run by the Council.
21. *The Inspector* reminded those present that information about meetings can be obtained by telephoning 01904 551058 or accessing the Council's website at www.york.gov.uk
- c. **The Council's criteria for the acceptability of duly made objections to the anticipated further Proposed Changes to the deposit Plan**
22. *Mr Wright* asked about the extent of objections that would be accepted by the Council as duly made objections to the further Proposed Changes that were expected in due course. *Mrs Hubbard* said that Council members had indicated that the Council would follow a liberal interpretation on this aspect, but the *Council representatives* responded that they were not aware of this. *Mrs J O'Neill* (*for objectors*) believed that criteria for the acceptance/non-acceptance of objections should be established and published before further Proposed Changes are put on deposit.
- d. **The Council's timetable in section 3.0 of their position statement**
23. *Mr Wright* thought that the last 4-6 months of the Council's current timetable is unrealistic. He also believed that some of the reasons for delay in the past year (see para 5 above) would continue (eg with further new Government guidance). *Mr R Smith* (*for objectors*) believed the last 4 months of the timetable to be unrealistic; he asked that the Council should look at that part of it again. *Mr Packham* was also concerned about the realism of the timetable, particularly as complex objections could be anticipated. *Mr Morrison* acknowledged that the length of time between the end of the deposit period on the Plan itself and the opening of the inquiry had been about 16 months in comparison with the 4 months allowed between the end of the deposit period for the forthcoming set of Proposed Changes and the resumption of evidence sessions. But he believed that the range of objections that would have to be dealt with would be far less at the end of 2001 compared with 1998-99. He therefore maintained that the current timetable is robust. *The Inspector*, however, asked the Council to look at the realism of the latter part of their current timetable, bearing in mind the necessary internal procedures of the Council at that stage.
24. *Mr A Cassidy* (*Michael Courcier & Partners*) (*for objectors*) was irritated by the further delay. In his view there had been ample time for the Council to move forward on the basis of PPG 2. He said that York would be one of the last authorities to have an adopted local plan. *Mr Dagg* responded that there was no way round taking account of the recent PPG 3 and its associated (but subsequent) guidance.
25. *The Inspector* commented that, even if the Council's forecast of evidence sessions being resumed in February 2002 proved correct, he thought their envisaged adoption date of summer 2003 to be optimistic. This was in view of the likely length of the inquiry once it resumes, the time that would be needed for the Inspector's report to be produced, and the consideration that the Council would want to give to that report before adoption.

IV. MONITORING OF FUTURE PROGRESS, AND POSSIBLE INVOLVEMENT OF THE INQUIRY IN THAT PROCESS

26. *The Inspector* pointed out that he could only be involved in the current processes by parties sending papers to him or through more procedural sessions. He did not seek the former, but he referred to procedural sessions being held in connection with the current long adjournment of the Chester Local Plan inquiry. These sessions were being held particularly to monitor the timetable there and to keep everyone involved up-to-date until the evidence sessions resume. *The Inspector* reported that his Chester colleague's view is that the Chester procedural sessions have been useful in enabling progress to be made. He said he had an open mind about whether a similar process ought now to be followed at York, pointing out that there would inevitably be costs as well as potential benefits.
27. There was support for the principle of further procedural sessions, no-one speaking against it. *Mr Packham* thought that sessions should be held at significant milestones in the process, and *the Inspector* signified his agreement to that. *Mr Templeman* suggested that sessions should be held in June and September 2001. *Mrs O'Neill* said she would like her point reported on at para 22 above dealt with at, or by the time of, the next session. *Mr Nunns* thought a session would be needed after the Proposed Changes deposit period. *The Inspector* was inclined to agree with the last point, but said that further consideration could be given at the next session to when subsequent ones should be held.

V. PERSONNEL

28. *The Inspector* reported that Mr Bob Lancaster would be giving up his position as Programme Officer because his employer, Bradford MDC, required him for other duties. *The Inspector* expressed regret at this

circumstance, and thanked Mr Lancaster for his excellent work and for agreeing to continue with his existing role until his replacement was fully operational. In the meantime, he remains contactable at City of Bradford MDC, Transportation & Planning Service, 8th Floor, Jacobs Well, Bradford, West Yorkshire, BD1 5RW; tel 01274 754016; fax 01274 753767; email bob.lancaster@bradford.gov.uk.

29. *The Inspector* also reported that Mr John Micklethwaite, Assistant Inspector, may be leaving the Inspectorate at the end of 2001 and, if so, would be unlikely to be involved in the inquiry further. He confirmed that he had received all of the Assistant Inspector's relevant draft sections of the report to the Council.
30. *The Inspector* indicated that he was due to retire himself in October 2002, and it now seemed highly unlikely that the Inspector's report to the Council would be complete by then. But he repeated the Inspectorate's commitment previously expressed that they would seek to maintain as much continuity as possible, and he pointed out that the Inspectorate does engage Inspectors in various capacities after they retire. He said that, at present, he was willing to be so engaged and was personally keen to continue in the light of his expressed views on the York Green Belt issue. The 2 alternative possibilities seemed to be that he would continue as the lead Inspector (with Mr Micklethwaite or a replacement as Assistant Inspector), or there would be a new lead Inspector and Mr Croft becoming Assistant Inspector. *The Inspector* stressed that most of these matters were outside of his personal control, and that decisions by the Inspectorate were unlikely before 2 important matters were established, viz the size of the task for the resumed inquiry and a firm date for the resumption of evidence sessions.

VI. OTHER BUSINESS

31. In response to a question from *Mr Wright*, *the Inspector* said that, in principle, he would be content to receive further evidence on existing objections and counter-objections where circumstances had materially changed.

VII. ARRANGEMENTS FOR NEXT SESSION

32. In line with para 27 above, the next procedural session was arranged for 10.00 am on Wednesday 20 June 2001 at the Priory Street Centre, York, and the inquiry was adjourned until then.

Mike Croft
Inspector

16 February 2001

**CITY OF YORK LOCAL PLAN
INQUIRY INTO OBJECTIONS**

**INSPECTOR'S NOTE OF PROCEDURAL SESSION HELD ON DAY 22,
15 NOVEMBER 2001**

Inspector's editorial note. These notes seek to convey the main points made at the session. They do not cover every point, and some editing has taken place to put points in a more logical order.

I. INSPECTOR'S INTRODUCTION

1. *The Inspector (Mr Mike Croft)* indicated that the session was, in terms of status, a procedural session of the inquiry into objections to the City of York Local Plan. It arose from the adjournments of the inquiry on 9 February 2000, 14 February 2001 and 20 June 2001. He said the session had been postponed, at the Council's request and with his agreement, from 18 October. He said he would not hear any evidence for or against any objection at the session, but it was open for the Council or any objector to speak on the procedural matters concerned. He introduced the inquiry Programme Officer, Mr Bob Lancaster.
2. *Mr John Dagg (of Counsel, for the City Council)* introduced the City Council's representatives, viz Mr Bill Woolley (Assistant Director, Development and Transport), Mr Alastair Morrison (Head of Development and Regeneration) and Mr Mark Blackburn (Solicitor).

**II. ACCURACY OF INSPECTOR'S NOTE OF PROCEDURAL SESSION HELD ON DAY 20,
20 JUNE 2001**

3. No points were raised.

III. COUNCIL COMMENTS ON THEIR POSITION STATEMENT DATED 15 NOVEMBER 2001

4. *Mr Morrison* referred to the main points in the Statement that the Council had recently sent to all objectors. He said that significant progress had been made on 4 main areas of work since the last procedural session in June. These were on urban capacity, revised housing targets, open space and a revised Green Belt boundary; a revised Green Belt boundary was close to publication.
5. He said that, bearing in mind the comments made at the last procedural session (see paras 13-24 of the Inspector's note of that session), the Council was still reviewing its position on the matter of duly made objections (ie the range of permissible duly made objections to the intended third set of Proposed Changes).
6. The Position Statement sets out the Council's current timetable, including public consultation on the third set of Proposed Changes in March 2002 and resumption of inquiry evidence sessions in January 2003 (compared with the June 2001 forecast of October 2002 for the latter).

**IV. QUESTIONS/ANSWERS AND COMMENTS FROM OTHERS ON THE COUNCIL'S POSITION
STATEMENT**

7. In response to questions from the Inspector on section 2.5 of the Position Statement, *Mr Morrison* confirmed that
 - a. the "public consultation exercise" on the third set of Proposed Changes would include formal deposit procedures, with an invitation for objections, and with the Inspector being asked to consider such objections as part of the inquiry process; and
 - b. the reference to adoption of the Plan should have read "... would provisionally allow the Local Plan to be adopted in Autumn 2005."
8. *Mr R Thresh (Michael Courcier & Partners, for objectors)* asked when the Council would provide an answer to the "duly made objections question" (see para 5 above). *Mr Morrison* said the Council had already established its formal position, but if that position were to be revised he hoped the revision would be as soon as

possible. *Mr B Potter (for York Natural Environment Trust)* said that a recent appeal decision in York (ref APP/C2741/A/01/1061551) had included reference to Council confirmation at the appeal inquiry that the continued exclusion of the appeal site in question and similar such sites, not already in the Green Belt in the deposit Local Plan, from the Green Belt in the third set of Proposed Changes could be the subject of duly made objections¹. *Mr Morrison* said that the Council would provide copies of that appeal decision on request and that the Council's position had been stated correctly in that decision.

9. *Mr F Patterson (for Council for the Protection of Rural England)* asked for a breakdown of the revised housing figure in section 2.2 of the Position Statement and a fuller explanation of the increased forecast; in particular he thought that the housing figures were being inflated by in-migration from West Yorkshire. *Mr Potter*, who suggested that recent school closures foreshadowed a reducing adult population in future, supported him; he also thought that the Council's policy stance should be made clear on the extent of population growth. *Mr Morrison* said the figures were derived initially from national forecasts, that the Council were actively involved at regional level so that regional figures were not simply handed down from "on high", and that these matters would be fully explained in one of a series of forthcoming technical papers.
10. *Mr M Johnson (for York District Sports Council)* wondered whether any real progress was in fact being made. More openness and more detail were required from the Council in his view. *Mr Woolley* said that huge progress was being made, and confirmed *Mr Morrison's* earlier statement about imminent publication of the revised Green Belt boundary. *Mr Dagg* reminded those present of the significant contextual changes, eg the publication of the Government's revised PPG 3, which had needed to be taken on board as part of the process the Council were now engaged in.
11. *Mr G Beacon (objector)* asked for clarification of how wide his evidence could be in support of his objection. *The Inspector* responded that it was for *Mr Beacon* to prepare his evidence within the scope of his objection; if the Council thought that evidence was dealing with matters beyond the scope of the objection they could say so, in which case the Inspector (subject, in the end, to control by the Courts) would rule on the matter. *Mr Dagg* said the matter could not be decided in the abstract; he also advised *Mr Beacon* to look carefully at the third set of Proposed Changes.

V. OTHER MATTERS ARISING FROM INSPECTOR'S NOTE OF PROCEDURAL SESSION HELD ON DAY 21, 20 JUNE 2001

12. There were no such matters.

VI. PERSONNEL

13. *The Inspector* reported that *Mr Bob Lancaster* remains in post as Programme Officer² until his replacement takes over. *Mr Morrison* expected the Council to advertise for a replacement when the date for the publication of the third set of Proposed Changes was finalised.
14. *The Inspector* also reported that *Mr John Micklethwaite*, Assistant Inspector, would be retiring as an Inspector in December 2001. He would not, therefore, be involved in the inquiry further. He confirmed that *Mr Micklethwaite* had prepared sections of the Inspector's draft report on the inquiry sessions *Mr Micklethwaite* had held, also on a range of written representation objections, and that the Inspector and *Mr Micklethwaite* had discussed any necessary points arising. The Inspector also indicated that later on 15 November he would familiarise himself with *Mr Micklethwaite's* set of documentation and would discuss any necessary points on that with him before his retirement.
15. *The Inspector* reminded those present that he was due to retire himself in October 2002, but that the Inspectorate uses the services of Inspectors (including retired Inspectors) on a fee-paid basis. He anticipated that the Inspectorate would probably be looking to staff the inquiry with a lead Inspector and 2 Assistant Inspectors. He said that his own role as lead Inspector would need to be kept under review, and he repeated his remarks at the procedural sessions in February and June 2001 that personnel decisions by the Inspectorate were unlikely before 2 important matters were established, viz the size of the task for the resumed inquiry and a firm date for the resumption of evidence sessions. On the basis of the Council's latest timetable referred to in para 6

¹ Inspector's editorial note. The appeal decision makes clear that the site is excluded from the Green Belt in the deposit draft City of York Local Plan (May 1998). Para 10 of the decision says "The Council confirmed at the inquiry that any subsequent objections to the inclusion or non-inclusion of the appeal site within the revised Green Belt boundary will be accepted by the Council as 'duly made' and will be put before the Local Plan Inspector."

² Inspector's editorial note. *Mr Lancaster* remains contactable at City of Bradford MDC, Transportation & Planning Service, 8th Floor, Jacobs Well, Bradford, West Yorkshire, BD1 5RW; tel 01274 754016; fax 01274 753767; email bob.lancaster@bradford.gov.uk.

above, he did not expect such decisions before May/June 2001. He would advise the Inspectorate that he saw no need for a replacement Assistant Inspector to be appointed before then.

VII. OTHER BUSINESS

16. There was no other business.

VII. ARRANGEMENTS FOR NEXT INQUIRY SESSION

17. There was discussion on the timing of the next procedural session. *Mr Morrison* referred to the suggestion in the Council's Position Statement of the next session being in January 2002, and revised that suggestion to February. *Mr R Smith (for objectors)* emphasised that the purpose of the sessions was procedural, and should not get entangled in the merits of the further Proposed Changes, details of some of which would be publicly available by January/February. *Ms J O'Neill (for objectors)* suggested the next session should be in May/June, after the deposit period for the further Proposed Changes. *Mr Ray Packham (for objectors)* thought in that case that there should be early clarification on the Council's stance on the "duly made objections question" (see paras 5 and 8 above).
18. *The Inspector* concluded from this that no useful purpose would be served in having the next procedural session before May/June 2002.
19. *Mr Morrison* then undertook to report further to the Council on duly made objections by February 2002 so that the Council's final position was clear well before the deposit period for the third set of Proposed Changes.
20. The next procedural session was arranged for 10.00 am on Thursday 13 June 2002 at the Priory Street Centre, York, and the inquiry was adjourned until then.

Mike Croft
Inspector

19 November 2001

**CITY OF YORK LOCAL PLAN
INQUIRY INTO OBJECTIONS**

**INSPECTOR'S NOTE OF PROCEDURAL SESSION HELD ON DAY 23,
13 JUNE 2002**

Inspector's editorial note. These notes seek to convey the main points made at the session. They do not cover every point, and some editing has taken place to put points in a more logical order.

I. INSPECTOR'S INTRODUCTION

1. *The Inspector (Mr Mike Croft)* indicated that the session was, in terms of status, a procedural session of the inquiry into objections to the City of York Local Plan. It arose from the adjournments of the inquiry on 9 February 2000, 14 February 2001, 20 June 2001 and 15 November 2001. He said he would not hear any evidence for or against any objection at the session, but it was open for the Council or any objector to speak on the procedural matters concerned. He introduced the inquiry Programme Officer, Mr Bob Lancaster. He also introduced the City Council's representatives, viz Mr John Dagg (of Counsel) and Mr Alasdair Morrison (Head of Development and Regeneration).

**II. ACCURACY OF INSPECTOR'S NOTE OF PROCEDURAL SESSION HELD ON DAY 22,
15 NOVEMBER 2001**

2. No points were raised.

III. COUNCIL COMMENTS ON THEIR POSITION STATEMENT DATED 13 JUNE 2002

3. *Mr Morrison* made 5 points.
 - a. The date of the meeting given at the beginning of section 2.1 should have been 11 March 2002 instead of 11 February 2002.
 - b. A formal Council decision to publish the 3rd set of Proposed Changes to the deposit Plan is expected in July. There will then be a deposit period of at least 6 weeks.
 - c. A series of background documents will be available from the beginning of the deposit period to accompany the Proposed Changes: they will be freely available to view in the Council's St Leonard's Place offices and in all the City libraries, and will be sent to relevant consultees free of charge. They may be made available on the Council's website, but difficulties were being experienced in this.
 - d. The Council will be seeking comments from as wide a range of respondents as possible.
 - e. Revised thinking in the Council now suggested that (contrary to para 2.6 of the Position Statement) there should be a further procedural session of the inquiry probably in January 2003.

**IV. QUESTIONS/ANSWERS AND COMMENTS FROM OTHERS ON THE COUNCIL'S POSITION
STATEMENT**

4. In response to *the Inspector*, *Mr Morrison* confirmed that the reference in the first paragraph of section 2.1 of the Position Statement to the Green Belt boundary being made public through the "... revised Local Plan" was to be taken as "shorthand" for being made public through the "Proposed Changes to the deposit Local Plan". *Mr Morrison* also confirmed that the reference to provisional adoption of the Plan in the last paragraph of section 2.5 should have read "... would provisionally allow the Local Plan to be adopted in Autumn 2005."
5. *Mr D Wright (Knapton)* asked how the content of the Proposed Changes could be influenced in advance. *Mr Morrison* replied that points could be made to Council members at the relevant meeting in July. *Mr G Wright (for objectors)* thought that if members of the public were allowed to speak then about individual sites the meeting would be an extremely long one. *Mr Morrison* acknowledged that it would be difficult to influence what people might want to say.

6. In response to points from *Mr Thorpe (Strensall & Towthorpe Parish Council)* and *Mr A Robertshaw (Haxby Parish Council)*, *Mr Morrison* confirmed that there will be an opportunity for public objection to the Proposed Changes after Council members' consideration in July. *Mr B Potter (York Natural Environment Trust)* hoped that the fact that the deposit period would be in August-September would not disadvantage people taking holidays then. *Mr Dagg* offered to explain a number of other detailed points outside the inquiry session.
7. In response to questions from *Mr F Patterson (for Council for the Protection of Rural England)*, *Mr Morrison* and *the Inspector* outlined the next stages of the inquiry process, pointing out that objections to the deposit Plan and objections to the Proposed Changes would be the subject of the same single inquiry.
8. *Mr G Wright* suggested that it would be useful to have a revised Plan indicating the effect of all the Proposed Changes. *Mr C Brook (Robert Turley & Associates, for objectors)* thought that the Council would be failing to follow the correct current procedures if they did not formally issue a revised deposit Plan. *The Inspector* pointed out that the Plan and its associated inquiry were proceeding under the 1991 Development Plan Regulations (which provided for a single Plan deposit stage) and not the 1999 Regulations (which provided for 2 Plan deposit stages); the inquiry had already started before the 1999 Regulations came into force. *The Inspector* therefore said that, formally, a revised deposit Plan was not possible (unless the Council decided to withdraw the existing deposit Plan and proceed afresh with 2 deposits under the 1999 Regulations). *Mrs J Hubbard (for objectors)* still thought there should be a revised deposit Plan, as objections to Proposed Changes do not have the same status as objections to a deposit Plan. *Mr G Wright* thought that a modifications inquiry would almost certainly be needed if the present process continued, so he concluded too that the Council should withdraw the existing deposit Plan and restart with the 2-stage deposit process under the 1999 Regulations. *The Inspector* said that was a matter for the Council. *Mr Morrison* pointed out that a modifications inquiry would only be needed to deal with matters not aired at the existing inquiry.
9. *Mr E Keogh (Barton Wilmore, for objectors)* thought that incorporating the already-published 1st and 2nd sets of Proposed Changes into a single document with the forthcoming 3rd set would encourage further objections to the 1st and 2nd sets. *The Inspector* supported the publication of (a) a clear and separate 3rd set of referenced Proposed Changes which could be the subject of objections and (b) a document or documents which would indicate clearly the textual and geographical effect of all the Proposed Changes (1st, 2nd and 3rd sets); in presentational terms publication (b) could be something like a revised deposit Plan, although it would be published to assist understanding and would not be a revised deposit Plan in statutory terms.
10. *Mr C Brook (Robert Turley & Associates, for objectors)* believed that the timetable was far too long and that a shorter timetable should be imposed on the Council.
11. *Mr B Potter (York Natural Environment Trust)* thanked the Council for the improved availability of documentation to voluntary organisations. He indicated his willingness to talk with the Council on even more inclusivity.
12. *Mr Potter* thought that the Council should entertain objections to the whole Green Belt as duly made if such were made. He also suggested that some aspects of the now-approved Regional Planning Guidance (RPG) were not reflected in existing policies. *Mr Brook* also thought that objections on any aspect of the Green Belt should be entertained, because what is to be proposed will be a new Green Belt. *Mr Morrison* said the Local Plan needed to have regard to the RPG, but did not have to be precisely compliant with every part of it.
13. *Mr Potter* was very concerned about the Council pressing ahead with its own proposals at Osbaldwick before the case in question could be considered in the Local Plan inquiry. *Mr Dagg* pointed out that, because policy formulation necessarily takes a long time, some proposals have to go forward in the interim, but the safeguard is that departures from the existing development plan have to be referred to the Secretary of State who has the power to call in applications for his own determination. *Mr Brook* reflected that significant development pressure exists simply because York is so economically attractive.
14. *Mr R Jones (Huntington Parish Council)* asked for a clear definition of "safeguarded land", and *Mr Morrison* responded that the Council will set out what safeguarding means in the forthcoming documentation.
15. *Mr Brook* considered that evidence sessions of the inquiry should resume on the earliest possible date; he thought it would be possible to resume in January 2003 (as previously forecast by the Council) rather than in April 2003 (as now forecast). He thought that formal publication of a 4th set of Proposed Changes should be strenuously avoided, as any necessary changes could be made during the inquiry. *Mr Morrison* resisted a restart date earlier than April 2003 because in his view that would allow inadequate time to deal with the results of the wide consultation proposed.

V. OTHER MATTERS ARISING FROM INSPECTOR'S NOTE OF PROCEDURAL SESSION HELD ON DAY 22, 15 NOVEMBER 2001

16. There were no such matters.

VI. PERSONNEL

17. *The Inspector* reported that Mr Bob Lancaster remains in post as Programme Officer¹ until his replacement takes over. *Mr Morrison* expected the Council to advertise for a replacement when the date for the resumption of evidence sessions was clearer.
18. *The Inspector* reminded the meeting that he would be retiring as a salaried Inspector in October 2002, but would then be joining the Inspectorate's panel of fee-paid Inspectors. He remained of the view that hard-and-fast decisions on personnel in relation to this inquiry could not be taken until the size of the task for the resumed inquiry became clear and a firm date for the resumption of evidence sessions could be established. On the basis of the Council's revised timetable in section 2.5 of their Position Statement, he thought that such decisions could not be taken until towards the end of this year. *Mr Brook* referred to the possibility of several inspectors being engaged in order to make more rapid progress. *The Inspector* agreed, but he pointed out that the ability of the Council to handle simultaneous inquiry sessions could be a factor in determining how many inspectors could be usefully engaged.

VII. OTHER BUSINESS

19. There was no other business.

VII. ARRANGEMENTS FOR NEXT INQUIRY SESSION

20. There was no dissent from *Mr Morrison's* view as expressed at para 3e above. The next procedural session was therefore arranged for 10.00 am on Tuesday 21 January 2003 at the Priory Street Centre, York, and the inquiry was adjourned until then.

Mike Croft
Inspector

14 June 2002

¹ Inspector's editorial note. Mr Lancaster remains contactable at City of Bradford MDC, Transportation & Planning Service, 8th Floor, Jacobs Well, Bradford, West Yorkshire, BD1 5RW; tel 01274 754016; fax 01274 753767; email bob.lancaster@bradford.gov.uk. The Council are contactable at 01904 551058 (Committee Services Section) and 01904 551466 (Development and Regeneration Team).

ANNEXE III xv

CoYLP 1998 – 4TH SEPTEMBER CHANGES

[SHADED YELLOW 3RD CHANGES]

[SHADED PINK 4TH CHANGES]



City of York

Draft Local Plan
Incorporating the
4th set of changes

Development Control
Local Plan

Approved April 2005



CHAPTER 1: LOCAL PLAN STRATEGY

LOCAL PLAN STRATEGY

Background

1.1 York is a modern commercial city renowned for its heritage. A number of elements combine to define the character of the City. The important core of historic buildings, mostly within and around the City Walls, that give the City its international reputation as a heritage centre, is supplemented by a rural setting of open countryside and generally small villages that emphasise the compact urban form of York.

1.2 A critical element that defines and limits the urban expansion of York is the open countryside that runs right into the heart of the built-up area. These green wedges, including the historic strays and river corridors, are an extremely important part of the historic character and setting of the City. This is further enhanced by areas of open countryside that provide views of the historic features such as York Minster and the historic villages that surround the City.

1.3 Protecting the historic character of York is the primary purpose of the York Green Belt. To achieve this, the boundary of the Green Belt has been drawn close to the urban area of York. In assessing the location of future greenfield development sites the Council has undertaken extensive work to ensure that the historic character and setting of the City is preserved.

1.4 The City's role as a major tourist destination, as a sub-regional shopping centre and its proximity to the rapidly growing Leeds conurbation together with the availability of a skilled workforce have combined to bring strong development pressures for a wide range of uses.

1.5 In 1998 the UK Minister for Science launched Science City York, an initiative designed to stimulate the further growth of clusters of knowledge-based businesses that have grown in the city, of which 3 specific sectors are identified:

- Bioscience and Healthcare
- Information and Communication Technology
- Heritage and Arts Technology

1.6 Recent structural changes in the economy have emphasised the vulnerability of an economic dependence on traditional industries. This has highlighted the need for continued diversification and the attraction of

investment into the City, particularly through Science City York, to ensure it has continued prosperity and thereby long term sustainability.

Planning Context

1.7 Government Guidance is provided, in the main, by the Planning Policy Guidance Notes, but also by Mineral Policy Guidance Notes (MPG's), Government Circulars, Statutory Instruments, White Papers and Ministerial Statements. These sources set an overall context within which planning policies should conform. The key element within national policy is the need to ensure that development, conservation, growth and change are sustainable. These principles stem from the Government's sustainability objectives devised and following on from the Summits for Sustainable Development (at Rio de Janeiro in 1992 and in Johannesburg in 2002). Four broad sustainability objectives are identified in the Government's Better Quality of Life (1999), as being:

- Social progress which recognises the needs of everyone;
- Effective protection of the environment;
- Prudent use of natural resources; and
- Maintenance of high stable levels of economic growth and employment.

1.8 The Government also sets out its commitment to construction 'Building a Better Quality of Life - A Strategy for more sustainable construction (2000)' and has consolidated this in changes to the building regulations in 2002, the communities plan in 2003 and the Energy White Paper in 2003. Sustainability is at the heart of national planning guidance.

1.9 Beneath the over-riding framework of guidance provided by Central Government the detailed policies within the City of York Local Plan are guided by the Regional Planning Guidance for Yorkshire and the Humber together with the North Yorkshire Structure Plan. At a regional Level the Yorkshire and Humber Regional Assembly have agreed (in 2003) 15 interrelated sustainable development aims for the region and 4 cross cutting themes to be applied when working towards these aims (contained in 'Advancing Together-Working towards a sustainable development framework')

1.10 Regional Planning Guidance for Yorkshire and the Humber (RPG12) was published by the Government Office in October 2001. The document addresses, among other issues, future growth in the region for the period until 2016.

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1.11 What is apparent within guidance at every level is an absolute commitment to the principles of sustainable development. This commitment is welcomed by the Council and is the over-riding aim of this Local Plan.

Sustainable Development

1.12 Achieving Sustainable Development is clearly at the forefront of the Planning agenda and is the key vision of this plan. A widely accepted definition is:

"development which meets the needs of the present without compromising the ability of future generations to meet their own needs".

1.13 Sustainable development is about ensuring a better quality of life for everyone, now and for generations to come. It recognises that our economy, environment and social well-being are interdependent. It means protecting and enhancing the environment whilst meeting people's basic need in areas such as housing and employment. It also requires a strong economy that will create the prosperity to allow residents' needs to be satisfied.

York's Vision

1.14 For York, sustainable development means a vision of a vibrant historic city where modern life and business develop in harmony with the environment, while preserving the city's unique heritage for the future. This is reflected in York's community strategy 'York: A City making History'. Its themes are:

1. York-The Thriving City;
2. York-The Sustainable City;
3. York-The Healthy City;
4. York-The Inclusive City

The vision is 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.

1.15 The appeal of the City's historic centre will be strengthened by sympathetic development, which maintains the traditional, varied character of its streets while adding new life. Only by both developing and preserving York's character can we safeguard its role as both a successful tourist and shopping centre, maintaining its vitality and vibrancy.

1.16 Provision of housing is a high priority for the city, along with extending employment opportunities. Both of these can be achieved by bringing in new, high quality business and housing development on the York Central site. This will be linked to some expansion of the main city centre, supported by transport networks that allow for good walking, cycling and public transport routes.

1.17 At the same time, York's green areas will be extended, especially along the historic strays and river corridors, which extend from the countryside into the heart of the city. These green wedges contribute to York's rich environment through nature conservation, ecological diversity, recreational opportunities and fresh airflow, as well as being part of the city's historic character and setting.

1.18 City of York Council recognises its role in sustainable development, and the scope of this plan does not cover all the changes and new policy directions required. However, it makes an important contribution, being the spatial demonstration of the York Community Strategy and, through policy, can directly influence the type, style and sustainability of new development. By tying in with other plans, such as the York Local Plan, Agenda 21 Strategy and the Local Transport Plan, it can take account of such things as the relationship between land use and energy consumption.

1.19 The Local Transport Plan meets the government's requirements for a five-year transport strategy, together with a proposed programme of works. The aims of the Local Transport Plan are reflected in the transport chapter of the City of York Local Plan. The key target for achieving sustainable transport is to cut down use of private cars, by ensuring that communities have ready access to good routes for walking, cycling and public transport.

1.20 A vision for a more sustainable city was outlined in the York Local Agenda 21 Plan, and adopted by the council in March 2000, updated through two biennial reviews in 2002 and 2004. During the consultation for this plan, York

CHAPTER 1: LOCAL PLAN STRATEGY

residents and organisations prioritised 15 key issues, which could improve quality of life. Sustainability indicators have been developed to measure if the City is becoming more or less sustainable over time.

1.21 Recent research undertaken by the Stockholm Environment Institute, based at the University of York, has produced a document entitled *The Eco Footprint of York – York Lifestyles and their environmental impact* (August 2002). The findings of the study presents options for City of York Council and York businesses to plan for a more sustainable environment and contributes to the Local Agenda 21 Strategy. A top level objective of the York Community Strategy is that York should be a model sustainable City with a quality built and natural environment and modern integrated transport network. One of the Community Plan's strategic aims is to significantly reduce the adverse impact on the environment of current lifestyles. A key action is to encourage local businesses and organisations to reduce their impact on the local and global environment and to assess their environmental performance. This will be actively supported by the Stockholm Environmental Institute who are based at the University of York. In addition, the City of York Council will continue to support work of the Energy Efficiency Advice centre and will seek to adopt an Environmental Policy that commits the Council to an Environmental management system.

1.22 The City of York Council adopted its Community Strategy *York-A City making History* in April 2004 and launched it in July of the same year. The plan was developed by the Without Walls Board and a group of partnerships representing the above mentioned themes. The partnerships contained residents, organisations and businesses around the City. Work during the festival of ideas in 2003 involved the general public and obtained their views.

1.23 The Key Sustainable Themes that underpin the Local Plan are summarised below. For each chapter of the plan, the relevant aspects of these themes are used to create broad objectives, which set the context for our policies.

Figure 1 Key Sustainable Themes

City Centre

York city centre contains a wealth of historic buildings, creating an environment that defines York and supports a vigorous tourism economy. It is also a commercial centre, including major employers such as Norwich Union and Jarvis; it is home to many residents, and it is a regional shopping centre.

We want to sustain and enhance the vitality of this area, preserving its unique environment whilst enabling continued economic, social and commercial development. An important part of the vision is the York Central project, offering a rare opportunity for large-scale employment development and sustainable housing close to the centre, which would be impossible to accommodate in the city centre itself.

Access & Movement

Due to its compact centre, York has increasing problems of congestion at certain times of the day. We want to ensure that everyone has easy access to key facilities, whilst reducing the need for the private car and encouraging the use of public transport, walking and cycling in the city. This means ensuring that new development, whether for business or housing, is located and designed to reduce car usage.

York is also an important railway centre. We aim to encourage increased use of rail travel by visitors, as well as freight transport by rail to reduce the impact of lorries on the environment.

Land for Homes

Providing future housing for York in the most sustainable way will involve appropriate design, ready access to services and public transport and making the best use of brownfield sites – while providing the right type of housing to meet the needs of the residents.

In recent years, house prices in York have increased dramatically, especially due to its link with the West Yorkshire conurbation. Our aim therefore is to make sure that there is enough affordable housing available for local residents, particularly those on comparatively low incomes, who would otherwise be excluded from the housing market.

Land for Business

York's economy is traditionally based on the confectionary industry and the railways. The City provides an attractive location for inward investment and is at the forefront of knowledge base industries known as Science City York.

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These industries, centred on bioscience, information and communication technology and heritage and arts technology are major contributors to the city's economy.

Our aim is to encourage the city's economic growth whilst making sure it happens in a sustainable way. This involves ensuring that small-scale indigenous businesses are encouraged, new development is linked to sustainable transport options and that enough job opportunities are provided for local residents both now and in the future.

Tourism

Tourism is an important part of the Local economy. We want to see continued, sustainable development of the tourism industry, while balancing the needs of this sector with the needs of residents, and the preservation of the city's unique environment.

Rural Communities

The plan takes into account needs of the more remote areas of the district. It is important to ensure that development in rural areas benefits the rural economy and safeguards the environment. The provision for rural employment will encourage suitable diversification, to counter problems brought about by a changing agricultural industry and the loss of essential rural services. Green belt and countryside policies seek to protect the countryside, to safeguard the character and setting of individual settlements and protect the character of individual settlements.

Urban Quality

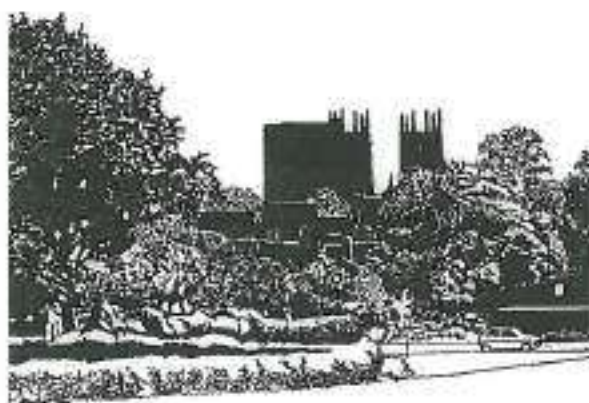
While it is vital that the city's unique historical environment is preserved, conservation is not the only factor to consider. Urban quality is about creating contemporary, attractive environments, making sure that existing environmental quality is enhanced through good urban design in all areas, residential and commercial. Good urban design should also address the issues of community safety.

Recreation, Open Space and Community Facilities

The City benefits from many attractive green spaces particularly the strays and river corridors. However, some areas of the city lack different types of open space. We want to both protect existing open spaces and promote new ones, to see that all residents have access to safe, attractive and useable public open space. In addition, we recognise the importance of safeguarding and enhancing biodiversity in the City both for its own sake and to provide

accessible natural, green spaces for all. The plan also recognises the need for an appropriate range of community and cultural facilities to be achieved both through protecting current facilities and providing new ones.

1.24 To ensure that the Strategy is implemented, all development should accord with the Plan's policies. Section 54A of the Town and Country Planning Act 1990, as amended by the Planning and Compensation Act 1991 identifies that all development should be in accordance with the development plan unless material considerations indicate otherwise. The policies of the Plan have been carefully formulated to achieve the desired balance between economic growth and environmental protection.



1.25 All policies in the Local Plan could at some point in the future be subject to Supplementary Planning Guidance. This will amplify and explain policies in the plan and provide more detailed advice on topics or areas. Such guidance would be a material consideration in the assessment of a planning application.

1.26 Where a development proposal does not accord with the Local Plan other material considerations may have to be taken into account. In considering such applications, the local planning authority will have particular regard to the contribution the proposal will make in achieving the sustainability objectives outlined in Policy GP4a.

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SP2 The York Green Belt

The primary purpose of the York Green Belt is to safeguard the setting and historic character of the City of York and is defined on the Proposals Map.

1.27 The Local Plan seeks to support national policy guidance as set out in PPG2 (Green Belts) PPG7 (The Countryside - Environmental Quality and Economic and Social Development) PPG15 (Historic Environment) and PPG16 (Archaeology) in protecting the open countryside around York both for its own sake and its role in safeguarding the historic character of the City.

1.28 The main purpose of the Green Belt around York is to preserve the setting and the special character of the historic City. A review of the green belt has been undertaken with the aim of establishing permanent boundaries for at least the next 20 years. This has enabled the Council to map out future land-use in the city. The guiding principle behind the Review has been the desire to protect York's strategic green spaces whilst encouraging sustainable development. Equally, the pattern of green wedges, such as the 'strays' and the 'ings' are reinforced and extended.

1.29 Although the rural part of the Local Plan area is predominantly open countryside and protected for its own sake, virtually all land outside the main settlements is designated as Green Belt in this Local Plan. Whilst separate national planning guidance exists for both the open countryside (Countryside - Environmental Quality and Economic and Social Development (PPG7) and Green Belts (PPG2), a general presumption against unnecessary or inappropriate development runs through both sets of guidance, combined with the objective of redirecting this development towards existing settlements.

SP3 Safeguarding the Historic Character and Setting of York

A high priority will be given to the protection of the historic character and setting of York. When considering planning applications the Council will apply the following principles:

- a) The protection of key historic townscape features, particularly in the City Centre, that contribute to the unique historic character and setting of the City.
- b) The protection of the Minster's dominance, at a distance, on the York skyline and City Centre roofscape.
- c) The protection of the environmental assets and landscape features which enhance the historic character and setting of the City. These comprise the river corridors and the green wedges, both existing and extended. They also include areas of open countryside, which provide an impression of a historic city, such as locations which allow good views of the Minster or an urban edge including a Conservation area, and views into the City from a number of main transport routes.
- d) The protection of the main gateway transport corridors into York from development which, cumulatively, could have an adverse impact on the character and setting of the corridor and the surrounding environment. If development is allowed, early and substantial planting of sensitive boundaries will be required.

1.30 The most critical elements contributing to the historic character of York are the core of historic buildings within and immediately adjacent to the City Walls and other conservation areas and the series of green wedges (essentially the strays and floodplains) which run into the heart of York from the surrounding areas of open countryside. In particular, the historic core is characterised by the street pattern and linear plot size (burgage plots) together with the scale, quality and diversity of buildings. In addition to statutory Listed Buildings, other buildings of historic or architectural importance, such as those on local lists, can also contribute to the setting and character of an area. The Council will develop and approve policy which will be supported by Supplementary Planning Guidance for a Local List.

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1.31 The historic centre of York and the City's countryside setting are distinct and separate elements that nonetheless combine to give York its unique environment. In particular, the extension of the green wedges into the urban area offers a sense of openness when approaching the historic core along the main transport corridors. They represent a substantial tract of open land within the built-up area and provide outdoor recreational opportunities for residents. They also help prevent the coalescence of different parts of the City, thus helping to maintain the local identities of existing communities and linking the countryside around York to the historic core. The green wedges running into York have a special significance in defining the shape and character of the City.

1.32 The landscape in the vicinity of the main radial routes leading to the built up areas of York (particularly the 'A' roads and railway lines) attract development due to their accessibility. However, this can have an adverse impact on the character, openness and greenness of the area, particularly when development takes place. The policy therefore, attempts to protect such areas by ensuring that proposed developments do not have an adverse impact on the character of the area.

1.33 Applications for planning permission will be required to include sufficient information to enable proposals to be determined in relation to their context. Accordingly, proposals should have regard to;

- a) existing landforms and natural features;
- b) scale and proportion of existing buildings and structures;
- c) opportunities to improve the character and appearance of the area;
- d) opportunities to manage and reduce the impact of traffic.

1.34 To ensure that the City continues to achieve balanced and sustainable growth, the Local Plan draws upon the City of York Landscape Appraisal and City of York Biodiversity Audit. These studies are publicly available and identify areas of landscape and nature conservation importance within the District.

See also NE8 (Green Corridors)

SP6 Location Strategy

Development will be concentrated on brownfield land within the built up urban area of the City and urban extensions, followed by surrounding settlements and selected existing & proposed public transport corridors.

Outside defined settlement limits, planning permission will only be given for development appropriate to the Green Belt or the open countryside.

1.35 The Strategy seeks to protect sensitive areas from development by focusing development in areas of greatest need, maximising the use of previously developed land, whilst conserving the natural environment and quality of life for the City's citizens. This is based on principles of maintaining choices for future generations, accommodating development needs, yet minimising the need for car travel. The City of York Transport Strategy is fundamental to achieving this objective of the Plan.

1.36 Other proposals that may emerge over the Plan period and do not conflict with development control criteria will be directed to brownfield sites within existing settlements.

1.37 In particular the Plan prioritises the need to:

- i) make full and effective use of land within the York urban area by promoting development at locations highly accessible by means other than the private car;
- ii) locate major traffic generators at points close to existing or proposed public transport infrastructure;
- iii) strengthen existing local centres by promoting community, shopping and employment opportunities to protect their viability and vitality, and
- iv) maintain and improve choice for people to cycle, walk or use public transport rather than drive between home and facilities they travel to regularly.

SP7a Not follow

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X SP7a: The Sequential Approach to Development

To ensure development outside York City Centre is highly accessible by non-car modes of transport, a sequential approach will be taken in assessing planning applications for new retail, commercial, leisure and office development.

Planning permission will be granted for new retail, leisure and office development over 400m² floor space (net) in accordance with the following hierarchy:

- a) The defined Central Shopping Area for retail and York City Centre (as defined on the City Centre Inset map) for leisure and office, then in
- b) Edge of City Centre sites or Acomb or Haxby District Centre, where it can be demonstrated that all potential City Centre locations have been assessed and are incapable of meeting the development requirements of the proposal, then in
- c) Other out of centre locations genuinely accessible by a wide choice of means of transport, where it can be demonstrated that criterion (a) and (b) locations have been assessed and are incapable of meeting the development requirements of the proposal.

Proposals for individual retail units within criterion (c) will not be permitted to have a net sales floor space of less than 1,000 square metres.

In the case of applications for major shopping developments (including retail warehousing), outside the Central Shopping Area, evidence of retail impact will be required to show that the proposal would not, together with other recent or proposed developments, undermine the vitality and viability of York City Centre's predominant role as a sub-regional shopping centre, defined central shopping area, or the Acomb or Haxby District Centres.

See also: H3; S2; S10

1.38 A key element in achieving the Plan's Strategy will be directing new commercial development to York City Centre and District Centres.

1.39 The Plan will seek to locate most new commercial and office development in York City Centre to ensure that maximum benefits are derived from existing infrastructure and the need to make additional journeys is minimised. The provision of new dwellings within the City

Centre will be particularly encouraged where these bring back into use vacant upper floors or redundant buildings. Policy H3 outlines a sequential approach to housing development in line with government statements on planning for communities of the future and PPG3.

1.40 Policy SP7a draws upon government advice by identifying a hierarchy of centres with clear priority being given to York City Centre as the main focus of commercial activity within the City of York. The City Centre and Acomb and Haxby District Centres are defined on the Proposals Map and provide a suitable focus for new commercial activity, particularly retail development. These centres are well served by public transport and provide convenient access for pedestrian and cycle journeys from nearby residential areas. This contrasts with the out of town developments at Clifton Moor and Monks Cross which function primarily as retail parks serving a car borne clientele. Further development at out of town retail parks such as these will only be considered where other options have been exhausted.

1.41 Information on the likely impact on the vitality and viability of existing retail centres and the likely impact on travel patterns will be required to determine whether or not shopping proposals will affect existing centres.

1.42 There is a need to ensure that where development is acceptable every consideration is given to maximising opportunities to use transport modes other than the car.

SP7b: York City Centre and Central Shopping Area

York City Centre, as defined on the City Centre Inset Map, is to remain the main focus for commercial, leisure and tourism and retail development to ensure its continuing role as a major sub-regional shopping centre and commercial centre for North Yorkshire, benefiting from its location at the focus of public transport routes.

Planning permission for development in the City Centre will be granted, in accordance with other policies in the Local Plan, where it enhances the attractiveness and vibrancy of the centre, and promotes accessibility by non-car modes of transport.

The Central Shopping Area, as shown on the proposals map (City Centre Inset) is to be considered the City Centre for retailing purposes in terms of the sequential test as set out in PPG6, and will be the focus for retailing activity.

6:66

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1.43 In addition to the Central Shopping area, as shown on the Proposals Map, there are a number of streets that the Council recognises as playing an important role in providing a diverse range of specialised goods. These streets are Micklegate, Gillygate, Walmgate and Hungate.

SP8 Reducing Dependence on the Car

Applications for large new developments, such as housing, shopping, employment, health or leisure proposals, must be able to demonstrate that they will reduce dependence on the private car by providing for more environmentally friendly modes of transport.

In particular, a proposal must demonstrate that:

- a) it is well related to the primary road network, and;
- b) i) within an Air Quality Management Area (AQMA), defined in Appendix K, and does not compromise the achievements of air quality improvement targets and;
ii) outside an AQMA it does not give rise to an unacceptable increase in vehicular traffic, air pollution or parking on the public highway, and
- c) it is immediately accessible to existing or proposed pedestrian, cycle and public transport networks; and
- d) adequate provision is made for car and cycle parking in accordance with the standards set out in Appendix E; and
- e) measures are incorporated to control traffic speeds and provide appropriate priority and a safe environment for pedestrians and cyclists; and
- f) it does not give rise to an unacceptable deterioration in air quality.

Planning applications exceeding the site area and traffic generation thresholds set out in Appendix F of the Plan should be accompanied by evidence of the likely traffic impact on the public highway.

Planning applications for developments at which more than 30 persons will be employed, and particularly high trip generating development should be accompanied by a Green Travel Plan (see Appendix F).

See also: T13a

1.44 New developments should be designed and located to minimise the need to travel. Large increases in vehicular traffic as a result of a development will not be acceptable because existing road capacity is highly constrained and parts of the principle highway network in and around the city and the approaches into York City Centre have poor air quality which needs to be improved. The scope for new road construction is limited due to the environmental constraints of the City's built and natural environments, and the need to avoid attracting more traffic on to the City's highway network.

1.45 In accordance with the thresholds set out in Appendix F of the Local Plan, developers will be required to submit a Traffic Impact Assessment with particular types of planning application. These assessments will assist the authority in quantifying the overall impact made by the proposal to the City's transport infrastructure and whether any additional capacity will be required as a direct result of the development.

1.46 Developers will, therefore, be required to incorporate appropriate provision for additional traffic generated by the development and for pedestrian, public transport, and cycle access with regard to the Plan's Hierarchy of Users. In considering whether special facilities or improvements are required, regard will be had to Circular 1/97 that they should be directly and reasonably related to the development proposal.

1.47 Adverse environmental effects can be minimised by careful design and location and by providing other improvements and facilities. These may include speed reduction measures, park and ride facilities, pedestrian or cycle facilities or junction improvements. In appropriate circumstances developers will be required to enter into an agreement under the Highways Act 1980 to secure such measures or make an appropriate financial contribution.

1.48 This policy is consistent with the guidance of PPG13 to promote development within urban areas at locations highly accessible by means other than the private car. To ensure major developments are pedestrian friendly a pedestrian audit will be undertaken. Policy GP11 of the Local Plan emphasises the importance of safe and convenience access for pedestrians and those with mobility problems.

1.49 The main focus of this policy is to create the conditions necessary to minimise the worst aspects of car travel, to provide alternatives to the private car and to achieve the Council's duty to take action to improve air quality. This may preclude some high private

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vehicle trip generating developments, or require radical restrictions on them to allow development to proceed. However, the policy acknowledges that the car is an important aspect of most peoples' lives and that reducing dependence on car travel is a longer-term objective.

1.50 To complement this approach it is proposed that new housing schemes will be at a higher density than in the past (policy H5) and mixed residential and employment schemes will be encouraged. New development will be directed to areas served by public transport and footpath and cycle links will be a requirement within and between new developments. New road construction should be minimised as a result. Traffic management, parking standards together with Green Travel Plans will also play a complimentary and key element in reducing the use of cars and journeys to work.

1.51 Whilst local planning authorities can exercise general control over the location of development, there is no compulsion for individuals to travel to their nearest employment area or shopping centre or to use public transport. Therefore, the achievement of PPG 13's long-term aims will be largely reliant on influencing public attitudes to travel and in particular improving the options and quality of public transport through projects such as park and ride, together with bus and rail based travel. The Local Plan Strategy views this change in attitudes as crucial to its long-term success.

1.52 To assist with the achievement of these aims the Local Plan sets out a requirement for all new developments employing more than 30 staff to submit a Green Travel Plan alongside their planning application, setting out the measures they intend to implement to encourage employees to use cycling and public transport for their work activities.

1.53 PPG13 states that location policies can only work if supported by other measures. One of these measures is for organisations "to promote choice by increasing the relative advantage of means of transport other than the car, especially walking, cycling and public transport". The Green Travel Plan is seen as integral to achieving this aim and is discussed in more detail in Appendix F of this Plan.

1.54 By focusing development within the York urban area, by reusing brownfield sites, and by encouraging higher density development in appropriate circumstances, modes of transport other than the car should become more viable.

1.55 The Plan Strategy sets out the key issues for future land use and development in the City of York. These issues are dealt with in more detail in the following chapters of the Local Plan. The Strategy should be read in conjunction with all relevant Plan policies to determine the authority's likely approach toward particular proposals for new development in the City.

SP9: Action Areas

The following sites have been identified on the proposals map, for the use indicated, as action areas. Development of these sites will be undertaken in a comprehensive and sustainable way in accordance with detailed development briefs for each. These briefs will be approved by the Council and adopted as supplementary planning guidance.

Planning permission will not be granted for any development, which could prejudice the implementation of their comprehensive redevelopment.

a) Huntington

E1a.2: North of Monks Cross: 21.9ha premier employment and leisure facilities

E1a.3: South of Monks Cross: 13ha premier employment

Park and Ride: 5ha

Open Space

b) A59, Poppleton

E1a.1: A59/Northminster Site: 14ha premier employment

Park and Ride

Open Space

c) Hungate

S1, E1a.5, H1.12: 1ha premier employment within a total of 3.9ha for mix of residential, retail, community, cultural and leisure uses.

d) Heworth Green

E3a.6, H1.35: 2.4ha mixed use development for standard employment, retail, leisure and residential (subject to dealing with contamination issues).

e) Castle Piccadilly

S1, H1.17: 2.2ha mixed use development for retail, residential and employment, public transport facilities, car parking and quality civic open space.

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f) Donnelley's

H1.45: 7ha mixed use development for employment, residential, private nursery and open space.

g) Germany Beck

H1.24: 18ha new residential urban extension and open space.

h) Metcalfe Lane

H1.6: 14ha new residential urban extension and open space.

i) Tenneco

H1.43: 7.4 ha mixed use development comprising residential (potential for sheltered housing), medical use, live/work units and open space.

j) University Campus 3

ED9: 65ha new uses associated with the University of York, including Science City and open space.

k) York Central

YC2, H1.52, E1a.8: 30-35 ha new central business district around York rail station including premier employment, residential and appropriate uses relating to the needs of the community.

1.56 Policy SP9 sets out those areas in the City that have been identified as 'Action Areas'. Each 'Action Area' includes a single or several allocations and has been identified due to their physical size or importance in relation to key objectives of the plan.

1.57 Given the importance of these areas it is considered that development of the individual sites they contain should be carried out in a comprehensive and sustainable way taking account of all the relevant planning and transport issues affecting the area. In this way it can be ensured that individual developments do not prejudice the development of the area as a whole. The comprehensive development of 'Action Areas' should help maximise the quality and sustainability of development through ensuring that development issues are not considered in isolation.

1.58 Comprehensive development will be achieved through the production of development briefs for these areas. These briefs will involve a substantial amount of public consultation. Development Briefs will be approved by the Council and adopted as

Supplementary Planning Guidance. Any individual development proposals coming forward within the sites specified will be required to conform fully with the relevant Supplementary Planning Guidance planning briefs.

SP10: Strategic Windfalls

Where it is proposed to redevelop City Centre sites, or sites over 0.2ha that are located in the most sustainable areas, from the point of view of reducing the need to use the private car they should initially be considered for major travel generating uses. These areas are defined as locations within 400 metres of a transport node or Park and Ride.

Suitable Uses for such sites include major/strategic leisure, retail or employment where this is consistent with other Local Plan Policies. Developers would be required to demonstrate such uses are inappropriate before other proposals would be considered acceptable.

For other windfall sites, not meeting the above criteria, reuse for housing will be a high priority".

1.59 Policy SP10 ensures that the approach taken to strategic windfalls follow the plan's guiding principle of achieving sustainable development. The policy aims to ensure that sites in the most sustainable locations from a transport point of view are initially considered for major travel generating uses. The policy defines what is meant by the most sustainable locations and provides examples of appropriate uses. The aim of the policy is to reduce the need to use the private car and is thus consistent with advice provided in Planning Policy Guidance Note 13 'Transport' (2001).



CHAPTER 5: GREEN BELT AND OPEN COUNTRYSIDE

GREEN BELT AND OPEN COUNTRYSIDE

OBJECTIVES:

- To preserve the setting and historic character of York.
- To check the unrestricted sprawl of York.
- To safeguard the surrounding countryside from further encroachment.
- To prevent neighbouring settlements from merging into one another.
- To assist in urban regeneration, by encouraging the recycling of derelict or other urban land.

Introduction

5.1 Although the rural area of the City of York is integral to the open countryside (and therefore subject to certain controls over development generally), virtually all land outside the main settlements is designated as Green Belt in this Local Plan. While separate national planning guidance exists for both the open countryside and Green Belts (PPG7: The Countryside - Environmental Quality and Economic and Social development and PPG2: Green Belts), a general presumption against unnecessary or inappropriate development runs through both sets of guidance, combined with the objective of redirecting this development towards existing settlements.

5.2 For the purposes of the City of York Local Plan, the policies in this chapter, which do not directly specify whether they relate to Green Belt or open countryside, will apply to both. Where the policy applies specifically to open countryside this will be implemented for relevant proposals outside defined settlement limits in areas not designated as Green Belt.

The Designation of the York Green Belt

5.3 Green Belts have been perhaps the best known feature of the planning system since the 1950's and continue to command widespread support. Although there has been an informal Green Belt around York for about 40 years, the North Yorkshire County Structure Plan only formally established the general extent of the York Green Belt in 1980. Policy E8 of the Structure Plan (see Appendix A) defines it as "a belt whose outer edge is about 6

miles from York City Centre". The Structure Plan does not however define precise boundaries for the Green Belt.

5.4 Detailed Green Belt boundaries were proposed by North Yorkshire County Council in their York Green Belt Local Plan, which was considered at a public inquiry between autumn 1992 and spring 1993. The Inspector's Report was published in January 1994. Although the County Council published Proposed Modifications to the Green Belt Plan in September 1994, the Plan was not progressed to adoption for a number of reasons:

- (i) impending local government reorganisation (April 1996);
- (ii) modifications made to Structure Plan Alteration No 3 (October 1995);
- (iii) inconsistencies with revised national planning guidance on Green Belts (PPG2; published January 1995).

5.5 The Green Belt Inspector advised in his Report that if new national guidance on Green Belts was published before the Plan was adopted, then his recommendations would need to be reconsidered in light of such revised guidance. It has therefore fallen to the City of York Council to incorporate detailed Green Belt policies and boundaries in its District-Wide Local Plan.

5.6 Regional Planning Guidance for Yorkshire & Humberside (2001) advises that "the implementation of the Regional Spatial Strategy should not require any change to the general extent of Green Belt for the foreseeable future. However there may be a more specific and localised need to reconsider the extent of Green Belt to meet identifiable development needs for which urban locations are not available and for which alternative sites would be significantly less sustainable. If land is to be taken out of the Green Belt to meet identifiable development needs, consideration should also be given to designating safeguarded land related to it in accordance with the advice in Annex B of PPG2". Any such changes ought to be considered first on the edge of the urban areas and should only be proposed in development plan reviews following the completion of urban capacity studies and consideration of strategic options. Any proposal to alter an established Green Belt boundary should be related to a longer term timescale than other aspects of the plan.

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5.7 National planning guidance (PPG2) states that: "The essential characteristic of Green Belts is their permanence and their protection must be maintained as far as can be seen ahead". PPG2 advises local planning authorities that are in the process of preparing new Local Plans that proposals affecting Green Belts should be related to a longer timescale than that of the Local Plan (i.e. longer than 10 years), and to ensure that the Green Belt boundaries proposed by the Local Plan will not have to be altered at the end of the Plan period.

5.8 In order to provide for development beyond 2011, the City of York Council have forecasted future housing and employment land requirements. Regional Planning Guidance for Yorkshire and the Humber (RPG12) together with the emerging Regional Spatial Strategy will provide the strategic planning framework.

5.9 A fundamental review of the York Green Belt has been undertaken. The work now completed in respect of the Green Belt Review corresponds with this Local Plan and deals with the issue of reserving land for longer term development needs.

5.10 Whilst remaining broadly consistent with the draft York Green Belt Local Plan, the Local Plan has taken the Inspector's Report to the York Green Belt Public Inquiry as its starting point for the consideration of detailed boundaries and has updated existing policies to take into account the revised guidance contained in the latest version of PPG2 (1995) and the approved Structure Plan.

The Purpose of the York Green Belt

5.11 The main purpose of the Green Belt around York is to preserve the setting and the special character of the historic City. The most critical elements of this character are a series of green wedges (essentially the strays and floodplains), which run into the heart of the City from the surrounding areas of open countryside, and the relationship between the urban area and the surrounding villages.

Green wedges

5.12 The inward extension of these green wedges into the urban area offers a sense of openness when approaching the historic core along the main transport corridors and the River Ouse floodplain. They represent a substantial tract of open land within the built-up area and provide outdoor recreational opportunities for residents. They also help prevent the coalescence of different parts of the City, thus

helping to maintain the local identities of existing communities.

5.13 The continued existence of these wedges is partly due to four of them being designated as "strays". Bootham Stray, Micklegate Stray, Walmgate Stray, and Monk Stray currently comprise 320 hectares of open land, which is mainly under grass, and were originally part of more extensive areas of common land over which the Freemen of York held grazing rights. Since 1947 the local authority for the City has taken over the control and management of the strays for the benefit of the local community.

5.14 In considering the future of the Green Belt and identifying additional land for development as part of the green belt review, particular care has been taken not to compromise these wedges or close them up at the outside ends. It is the City of York Council's clear wish that these wedges should continue outwards in perpetuity.

Surrounding countryside

5.15 The relationship between the band of open countryside, which links these green wedges around the City, and the urban area has changed since the completion of the Outer Ring Road (A1237 / A64). This has effectively opened up views of the historic skyline, the green wedges, the urban fringe and land adjacent to existing villages. The swathe of open countryside between the Outer Ring Road and the urban area varies considerably in depth - from physically adjacent in the north, to 750 metres in the east and south-east and 200 metres to the west of the built-up area - as does its prominence and visibility. Nevertheless it forms an important part of York's character and setting. The work undertaken on the Green Belt review highlighted the importance of the views from the outer ring road and the need to protect them. The Green Belt review work also identified that any new greenfield allocations should not be built right up the ring road to protect the setting of the city from it.

Use of land in Green Belts

5.16 PPG2 sets out the 5 main purposes of Green Belts and these have been replicated as the City of York's Green Belt objectives at the beginning of this chapter. The national guidance goes on to distinguish further between the purposes of defining land as Green Belt and the uses to which this land should be put once defined. It outlines six aims for land within the

CHAPTER 5: GREEN BELT AND OPEN COUNTRYSIDE

Green Belt with which the policies and proposals of the Local Plan are consistent:

- to provide opportunities for access to the open countryside for the urban population;
- to provide opportunities for outdoor sport and outdoor recreation near urban areas;
- to retain attractive landscapes, and enhance landscapes, near to where people live;
- to improve damaged and derelict land around towns;
- to secure nature conservation interest; and
- to retain land in agricultural, forestry and related uses.

GB1: Development in the Green Belt

Within the Green Belt, planning permission for development will only be granted where:

- a) the scale, location and design of such development would not detract from the open character of the Green Belt; and
- b) it would not conflict with the purposes of including land within the Green Belt; and
- c) it would not prejudice the setting and special character of the City of York;

AND it is for one of the following purposes:

- agriculture and forestry; or
- essential facilities for outdoor sport and outdoor recreation; or
- cemeteries; or
- limited extension, alteration or replacement of existing dwellings; or
- limited infilling in existing settlements; or
- limited affordable housing for proven local needs; or
- limited infilling or redevelopment of existing major developed sites; or

- ♦ minerals extraction, provided high environmental standards are attainable; or
- ♦ highways works or other essential engineering operations including waste disposal; or
- ♦ park and ride facilities; or
- ♦ reuse of existing buildings.

All other forms of development within the Green Belt are considered inappropriate. Very special circumstances will be required to justify instances where this presumption against development should not apply.

See also: T6

5.17 The protection of the Green Belt is an overriding planning consideration and one, which, in the case of most forms of development, strongly militates against the granting of planning permission. A Green Belt designation can be used to strengthen and support other policy objectives such as protecting the best agricultural land or nature conservation sites, but this is not its primary purpose and these objectives are dealt with through other policies in the Local Plan.

5.18 Policy GB1 lists the types of development considered by national planning guidance to be appropriate within Green Belts. However, proposals could be made for these appropriate types of Green Belt development (e.g. horse rearing facilities or horticulture activities) where the scale, location or design of buildings or structures may impair the open character of the Green Belt or adversely affect the special character of the historic City. In such circumstances it would be appropriate for the development to be resisted.

5.19 Although the last four types of development are not explicitly listed as appropriate uses in PPG2, the guidance does state that they are not inappropriate provided they maintain the openness of the Green Belt and do not conflict with the purposes of including land in the Green Belt. For the purposes of clarity, therefore, they have been added to Policy GB1 as potentially acceptable development in the Green Belt.

5.20 The City of York's sports clubs who wish to develop new, or expand existing sports facilities within the Green Belt are currently constrained by the restrictions of government guidance. A specific policy (Policy GB13) is

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therefore proposed in this Local Plan to reflect these particular constraints. While the proposed policy still restricts development to that which is essential and ancillary to the outdoor use, it offers an element of flexibility beyond the small-scale buildings advocated by PPG2. Policy GB13 is therefore designed to complement Policy GB1 by offering more specific guidance on proposals for sports facilities in the Green Belt and open countryside.

Park & Ride Facilities in the Green Belt

5.21 Increasing volumes of traffic in York have lead to congestion and air quality problems in and around the City Centre. This may adversely affect efforts to maintain and enhance the historic centre. The City of York Council is actively pursuing a policy of providing Park and Ride sites in an attempt to address this problem. In order to function effectively Park and Ride facilities need to be located on or close to the major radial routes and are likely to be close to and inside of junctions with the Outer Ring Road (A64/A1237).

5.22 Wherever practicable, Park and Ride sites should not be sited in the Green Belt, and should be developed in conjunction with or in close proximity to other development proposals as these arise. The tightly constrained nature of the proposed inner boundary of the York Green Belt makes it inevitable that some sites may be located within the currently proposed Green Belt. In such cases the Green Belt Inquiry Inspector considered that they should be assessed in the same way, as would other transport infrastructure, which, by its nature, has to be located in the Green Belt. PPG13 (Transport) also recognises there may be cases where a Green Belt location is the most sustainable of the available options. Park and ride development is not inappropriate in Green Belts, provided that it meets certain criteria.

5.23 Accordingly, where a potential site is identified in the Green Belt, the criteria listed in Policy T6 of the Local Plan will need to be satisfied.

GB2: Development in Settlements "Washed Over" by the Green Belt

Within the defined settlement limits of villages in the Green Belt, planning permission for the erection of new buildings or the change of use, redevelopment or extension of existing buildings will be permitted provided:

- a) the proposed development would be located within the built-up area of the settlement; and
- b) the location, scale and design of the proposed development would be appropriate to the form and character of the settlement and neighbouring property; and
- c) the proposed development would constitute limited infilling and would not prejudice the openness or the purposes of the Green Belt.

5.24 In line with the boundary recommended by the York Green Belt Local Plan and endorsed by the Inspector's Report (1994), it is proposed that the following villages in the City of York be "washed over" with Green Belt notation: Acaster Malbis, Askham Bryan, Askham Richard, Deighton, Heslington, Hessay, Holby, Hopgrove, Knapton, Murton, Naburn and Rufforth.

5.25 The review of the boundaries of the City of York Green Belt has kept the intention to keep the villages listed above within the Green Belt. These smaller villages - which are generally relatively remote from the main transport corridors - have limited potential to accommodate new development without compromising the Plan's Green Belt objectives.

5.26 It is important to protect those infill spaces, which contribute to the character of smaller settlements lying within the Green Belt. Whilst infilling (defined as the filling of a small gap in an otherwise built up frontage) is often perceived as acceptable, this ignores the fact that part of the character of many settlements is made up of gardens, paddocks and other breaks between buildings. Infill development may also not be desirable if it would consolidate groups of houses, which are isolated from the main body of a village, or consolidate a ribbon of development extending into the open countryside. In some settlements little or no infill development may be appropriate; in others a limited amount of infill on selected sites may be acceptable.

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5.27 Because of the importance of safeguarding the open character of the Green Belt, proposals for the change of use, particularly from other uses to residential, or the extension of buildings will be more acceptable in existing settlements than in the open countryside.

GB3: Reuse of Buildings

Outside defined settlement limits planning permission for the reuse of buildings within the Green Belt and open countryside will be granted provided:

- a) the reuse does not have a materially greater impact than the present use on the openness of the Green Belt; and
- b) the buildings are of permanent and substantial construction and are capable of conversion without major or complete reconstruction; and
- c) the proposed reuse will generally take place within the fabric of the existing building and will not require extensive alteration, rebuilding or extension; and
- d) the form, bulk and general design of the buildings are in keeping with their surroundings; and
- e) the buildings are not in close proximity to intensive livestock units or other uses that may result in a poor level of amenity for the occupier of the building; and
- f) there is already a clearly defined curtilage.

Where the proposal involves changing the use to residential, permission will only be granted where criteria (a) to (f) are satisfied; and the building(s) are within 800m of a defined settlement limit, and:

- g) it can be demonstrated that the building is unsuited to employment or recreational use and that there is no demand for buildings for these purposes in that area; or
- h) the building is of architectural or historical importance and its reuse for residential purposes would be the only way to ensure its preservation as such.

5.28 It is important that the reuse of buildings does not have an adverse affect on the Green Belt's openness or prejudice its purposes. It is therefore necessary to consider the impact of the proposed new use in comparison with the existing use of the building to be reused. It is

recognised that advantage may be taken of this principle by the proposed reuse of semi-permanent buildings or those, which effectively need to be redeveloped to accommodate a new use. For this reason the buildings to be reused must be permanent and of substantial construction, and be capable of reuse without major reconstruction. Proposals for the reuse of buildings must also be in accordance with policy NE6 (Species Protected by Law).

5.29 The increasing cost of supporting the agricultural industry has led the Government to introduce measures aimed at diversifying the rural economy. As a result, land is being taken out of production and landowners are being encouraged to find alternative uses for their land. Proposals for farm diversification activities (e.g. farm sports, horse related development, etc) can provide local employment in the City of York's rural communities and may be appropriately located in the Green Belt provided the openness of the area will not be adversely affected.

5.30 PPG7 (The Countryside - Environmental Quality and Economic and Social development) advises caution when receiving applications for the conversion of rural buildings to new dwellings. The guidance proposes that it might be appropriate to treat such applications (especially those involving substantial reconstruction of the existing building) as if they were for new build residential development in the open countryside.

5.31 Within the City of York demand exists for the conversion of farm buildings to residential use, often in relatively remote locations. These proposals can often be unsympathetic to the original structure and setting of the building and involve ancillary domestic development such as patios and garages within a new domestic curtilage. This in turn can result in these buildings taking on a modern domestic appearance, which is detrimental to the visual character of the locality. Proposals for residential conversion of this type will be resisted.

5.32 The distance of 800m from defined settlement limits has been selected because there may be properties just beyond the settlement limits for which residential reuse would be more appropriate. Residents in close proximity to the village would be within walking distance of available local services.

5.33 In applying criterion (g) of this policy applicants will be expected to provide evidence that the building concerned has been actively

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marketed, at a realistic price, for commercial or recreational use for a minimum of 6 consecutive months before a proposal for residential reuse will be considered.

5.34 In applying criterion (h) the emphasis will be on preserving the character of the existing building as much as possible. As a result extension and significant alteration to such properties for residential purposes, including the blocking up of existing, and the creation of new, openings will not normally be acceptable.

5.35 When granting permission for residential conversion in the Green Belt or open countryside conditions will normally be attached to remove permitted development rights from the application site. This will ensure that the visual openness of the countryside is protected from obtrusive domestic development. In certain circumstances permitted development rights relating to new agricultural buildings may be removed when an existing agricultural building has been proposed for conversion to residential use.

GB4: Extensions to Existing Dwellings

The extension and alteration of dwellings in the Green Belt and open countryside will be permitted providing the proposal:

- a) would not cause undue visual intrusion; and
- b) is appropriate in terms of design and materials; and
- c) is small scale compared to the original dwelling.

5.36 The open countryside around York includes a significant number of dwellings outside existing settlements. The extension or alteration of these dwellings will be considered acceptable, in response to changing circumstances, provided there would be no greater visual impact on the Green Belt or open countryside as a result of the alterations, and where the design of any extension is in keeping with the original dwelling.

5.37 According to PPG2, proposed extensions or alterations should not result in disproportionate additions over and above the size of the original dwelling. A figure of 25% is proposed as a guide for the purposes of assessing planning applications for this type of development. In general terms a planning application to extend a dwelling by more than

25% of the original footprint will be considered to be a large scale addition and resisted accordingly. The existing dwelling footprint for the purposes of this policy will be taken as including only that designed for living accommodation and will not include any ancillary outbuildings that may exist nearby.

5.38 Furthermore, when permission for this type of development is granted, the applicant will be expected to agree to conditions ensuring that no further extensions will be permitted to the same dwelling house.

GB5: Replacement Dwellings

Planning permission will be granted for replacement dwellings outside defined settlement limits in the Green Belt or open countryside on a one-for-one basis provided that:

- a) the existing dwelling is not a listed building, and
- c) the new dwelling would be located as close as possible to the site of the original dwelling or located on a site which better relates to other existing built development in the area and of a matching size and scale to that being replaced; and
- d) the design and materials are appropriate to the character of the area; and
- e) the existing dwelling is demolished immediately prior to, or upon, its replacement.

5.39 The principle of existing dwellings in the Green Belt and open countryside being demolished and replaced by a new dwelling is acceptable provided it is on a one-for-one basis.

5.40 In circumstances where the building proposed for replacement is listed it is preferable to see the dwelling restored and renovated, rather than demolished, to safeguard the City's heritage. Similarly, if it can be demonstrated that the dwelling has been abandoned or deliberately neglected, proposals for its replacement will be resisted. Proposals for replacement dwellings must also be in accordance with policy NE6 (Species Protected by law).

5.41 The policy also aims to ensure that the replacement of any existing dwelling takes place as close as possible to the site of the original dwelling, and is of a similar scale and size, thus minimising any additional visual impact on the

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Green Belt. Proposals for significantly larger replacement dwellings will not be acceptable. At the same time proposals for replacement dwellings will be expected to be of a design appropriate to its rural setting. This criterion may help prevent proposals for replacement dwellings in the Green Belt adopting only modern designs.

5.42 In instances where the proposal does not involve reusing the footprint of the original dwelling, criterion (e) is included to ensure that no additional impact on the Green Belt or open countryside occurs. Therefore, where applicable, permissions for replacement dwellings will include a condition stating exactly when the original building should be demolished.

GB6: Housing Development Outside Settlement Limits

Housing development (other than replacement dwellings) outside defined settlement limits in the Green Belt and open countryside will only be permitted where:

- it is essential for agriculture or forestry in that area; or
- it is for affordable housing development on small "exception" sites that comply with the criteria outlined in policy GB9.

5.43 It is anticipated that there will be very few opportunities for housing development outside defined settlement limits. However, given that Policy GB9 sets out the criteria for assessing applications for affordable housing "exception" sites in the Green Belt, it is felt that a policy is warranted to cover those areas in the City of York outside settlement limits to demonstrate that a similar approach will be taken in areas of open countryside as would be applied in the Green Belt.

GB7: Agricultural or Forestry Dwellings

New agricultural or forestry dwellings outside defined settlement limits in the Green Belt or open countryside will only be permitted where:

- it can be demonstrated that the dwelling can not be located in an existing settlement; and
- it can be demonstrated that the new accommodation is essential to the functioning of a well established holding; and
- the proposed dwelling will be located on the holding concerned; and
- it is appropriately located adjacent to any existing buildings.

5.44 One of the few exceptions where isolated new housing development may be acceptable in the open countryside around York is where accommodation is required to enable an agriculture or forestry worker to live in the immediate vicinity of their workplace. It is intended to judge the instances where this type of residence would be acceptable on the individual circumstances of the farm or forestry business. For instance, it may be that for security purposes it is possible to justify the presence of a dwelling on or near an agricultural holding.

5.45 All applications for agricultural or forestry dwellings will be expected to be accompanied by a detailed justification as to why that new unit is genuinely required for the stated purpose.

GB8: Occupancy Conditions for Agricultural or Forestry Dwellings

Occupancy conditions will be attached to all new agricultural or forestry dwellings to ensure occupancy is directly related to the continued functioning of agricultural/forestry units in the locality.

Removal of an occupancy condition will only be granted where it can be demonstrated that there is no longer a need for the accommodation on the holding or in the locality. A detailed assessment will be required to support such an application.

Where a second dwelling has been granted permission on the same holding, the removal of an existing occupancy condition from the original dwelling will only be considered appropriate in exceptional circumstances.

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5.46 To ensure that any agricultural or forestry dwelling is retained to meet the identified housing need of that holding, occupancy conditions will be attached to permissions to limit potential residents to people directly involved in the operation of that agricultural or forestry holding.

5.47 There may be instances where a family dependent or other worker who is required to live in close proximity to their workplace cannot be accommodated within the original dwelling. Provided it can be demonstrated that an annex to the existing dwelling is not a realistic option, a second dwelling on the holding could be acceptable to house such a worker. In such cases it is proposed to retain any occupancy condition that may have been attached to the original dwelling, unless the applicant can demonstrate why this should not apply.

GB9: "Exception" Sites for Affordable Housing in the Green Belt

In special circumstances the development of affordable housing on small "exception" sites in the Green Belt may be considered where:

- a) the site is within defined settlement limits; and
- b) it can be demonstrated that a proven need exists for affordable housing; and
- c) the housing provided will be affordable to local people identified as being in need; and
- d) a legal agreement can be reached to ensure the housing remains affordable in perpetuity; and
- e) development of the site would not lead to the coalescence of settlements.

ONLY if it can be proven that no site exists within existing settlements will consideration be given to a site immediately adjacent to defined settlement limits.

See also: H2a

5.48 Government Guidance (PPG3 : Housing, 2001) categorises affordable housing for identified local needs as being an appropriate use in rural areas. When specifically referring to Green Belts the guidance states that it is at the discretion of the local planning authority as to whether, exceptionally, there may be justification for releasing sites within settlements for small scale affordable housing development. It makes it clear that such sites should not be identified in

the Local Plan, but instead policies should specify that sites might be released within settlements as an exception to provision for general housing demand.

5.49 The Councils Second Survey of Housing Needs (2002 -2007) confirms previous study findings that there is a substantial shortage of affordable housing in all areas of the city, including villages outside York. It is in the rural areas, on the edge or outside the city, that this policy may offer most potential in terms of meeting the identified need for affordable housing.

5.50 Exception sites should, wherever possible, be within the settlement limits, within close proximity to public transport routes, and have easy access to other facilities. However, where no suitable site exists and a survey of local need indicates a pressing affordable need, very limited affordable housing adjoining settlements may be allowed. It will be considered inappropriate for the development of any new affordable housing in rural locations to be located where there is no access to facilities or a choice of modes of transport.

5.51 Local housing need will have to be demonstrated and an up-to-date needs survey should be carried out with the City of York Council and the relevant parish Council. All sites have to developed wholly for affordable housing in perpetuity and the number of dwellings will be restricted to a maximum of those demonstrated by the survey as being required for local housing need.

GB10: Major Developed Sites in the Green Belt

The following major developed sites, together with the stated preferred use, have been identified within the City of York Green Belt:

Site	Preferred Use
Askham Bryan College	Education
Bull Commercial Centre	Employment
Clifton Hospital	Laundry Building – Employment.
	Rosedale Building – Residential.
Designer Outlet	Retailing/ Employment
Elvington Water Treatment Works	Water treatment Operations

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Hessay Depot	Employment
The Retreat	Health facilities
Stockton Hall Hospital	Health facilities
York Law College	Education
York Racecourse	Racecourse related uses

On these sites limited infilling for the preferred use within the present extent of development will be permitted providing:

- it has no greater impact on the purposes of including land in the Green Belt than the existing development; and
- it does not exceed the height of the existing buildings; and
- it does not lead to a major increase in the developed portion of the site.

Redevelopment of the sites (or part of the sites) for the preferred use will be permitted subject to the above criteria and where:

- the redevelopment would not occupy a larger area of the site than the existing buildings, unless this would achieve a reduction in height, which would provide a net benefit to visual amenity.

5.52 When the Government published revised Green Belt guidance (PPG2) in 1995 a new category of existing "major developed sites" was specified to replace the previous "institutions in extensive grounds" category.

5.53 As part of the preparation of this Local Plan the Council has undertaken an assessment of potential sites that could be categorised as major developed sites. It has been decided that eleven sites should be designated under this policy. This is based on a guideline of 3,000 sq m built footprint representing the minimum for a site's inclusion as a major developed site in the Green Belt. These designations offer a greater degree of flexibility within the Green Belt for limited infilling or redevelopment, provided the proposals are for the preferred use specified in the policy for each site.

5.54 Clifton Hospital, although now redeveloped, remains in the list of Major Developed Sites, as there are two remaining buildings that have been identified as suitable for employment and housing respectively.

5.55 There are advantages to permitting limited development at major developed sites within the Green Belt provided development does not prejudice the Green Belt's openness or its purposes. Where the sites are in existing use, limited infilling may help to provide jobs and secure economic prosperity. Similarly, the complete or partial redevelopment of these sites may, in some cases, result in environmental improvements. In such cases, the area of the site occupied by existing buildings is the aggregate ground floor area of existing buildings excluding temporary buildings, open spaces with direct external access between wings of a building, and hard standing.

5.56 Additionally, the character and the dispersal of any proposed redevelopment will need to be considered to ensure that there is no additional impact on the character of the Green Belt. Where a major development within the Green Belt is demolished, careful records of the extent and nature of the original development must be made and agreed with the local planning authority. These records will facilitate the accurate application of this policy.

GB11: Employment Development Outside Settlement Limits

Planning permission will only be granted for new industrial and business development outside defined settlement limits in the Green Belt and open countryside where:

- it involves the re-use or adaptation of an existing building or is for a small scale extension to an existing building; and
- it provides a direct benefit to the rural economy and the local residential workforce.

5.57 Policy GB11 recognises that established industrial / business operations already exist within the open countryside around York, making a contribution to the local rural economy. In instances where such companies propose small scale expansion of existing buildings or curtilages in their present location, rather than relocating to a larger site / premises, the circumstances of the company concerned and the benefits to the local economy will be assessed against any relevant impact on the local environment or amenity. Policy GB11 will not apply to any of the sites defined as "major developed sites in the Green Belt" under policy GB10.

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GB12: Shopping Development Outside Settlement Limits

Planning permission will only be granted for shopping development outside defined settlement limits in the Green Belt and open countryside where:

- a) it can be demonstrated that all potential locations in existing centres have been thoroughly assessed; and
- b) it is small scale and ancillary to an existing use (e.g. agriculture, tourism, manufacturing, etc.); and
- c) it involves the reuse of existing buildings; and
- d) it would not undermine the vitality and viability of York City Centre or district centres.

5.58 There may be limited scope for the practice of selling products direct to the public in countryside locations. Examples of this may include products derived from agriculture (farm shops), existing manufacturing premises, or other enterprises created as a result of rural diversification.

5.59 Applicants will have to convince the Council that sufficient reason exists for the products being sold in that location and that their proposal will not detract from the character of the open countryside. Care will be taken to ensure that such proposals do not result in a proliferation of shopping facilities outside existing settlements.

GB13: Sports Facilities Outside Settlement Limits

Within the Green Belt or open countryside proposals for the development of essential ancillary facilities for outdoor sport or recreation will be permitted where:

- a) the facilities are essential to support the outdoor provision; and
- a1) the facilities are kept to a scale consistent with the requirements of the outdoor recreational activity; and
- b) there are no opportunities to provide the built facilities in adjacent settlements; and
- c) any new buildings or structures and associated parking do not detract from the openness of the Green Belt or open countryside or result in the coalescence of settlements; and

- d) the proposal will not compromise grades 1,2 or 3a agricultural land.

Proposals for non-essential facilities even if they are considered to complement the principle outdoor activity (e.g. additional function rooms, indoor leisure) are inappropriate developments. In such cases the applicant would be required to demonstrate very special circumstances to justify why the presumption against development should not apply.

5.60 As has already been highlighted under Policy GB1, the City of York faces a specific problem in accommodating the expansion needs of existing sports facilities located in the Green Belt. Due to the tight Green Belt around the City of York there is limited opportunity for these sports facilities to expand. This policy recognises the need for sports facilities to develop essential ancillary buildings within the Green Belt. However it will be necessary to demonstrate that there are very special circumstances to justify the presumption against development and that the development cannot be accommodated elsewhere in the city.

5.61 The provision of opportunities for outdoor sport and recreation near urban areas is one of the key aims of Green Belt. Policy GB13 attempts to achieve this aim by offering a degree of flexibility to such proposals to reflect the special Green Belt circumstances that currently exist in the City. While proposals for small scale ancillary facilities will still be considered more appropriate in most cases, there may be instances when applications for larger scale facilities will be justifiable depending on the circumstances of the existing or proposed recreational use and its likely impact on the open character of the area.

YORK GREEN BELT LOCAL PLAN

INSPECTOR'S REPORT

Foreword by the County Planning Officer

This document is the report received from the Inspector, Mr J R Sheppard BSc (Est Man) MPhil FRICS FRTPI, appointed by the Secretary of State for the Environment to consider objections to the York Green Belt Local Plan.

The report deals with objections which were submitted in writing and those which were discussed at the Public Local Inquiry held between September 1992 and April 1993. The document is being made available for the information of objectors and other interested parties and it must be stressed that the County Council is not seeking formal views from the public at this stage.

The County Council will consider the Inspector's report in due course and will decide what action to take on each of the recommendations. A Statement of the Council's decision on each recommendation and its reasons for that decision will be made available for inspection at that time. The Council may, depending on its decisions, also publish proposed modifications to the Local Plan. A six week period will then be available for the public to submit formal objections and other representations where appropriate.

Further information on the Local Plan can be obtained from either Mr Spittle or Mr Williamson at the address below, or on Northallerton (0609) 780780.

John D Rennilson
County Planning Officer
County Hall
NORTHALLERTON
North Yorkshire

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Tollgate House
Houlton Street
BRISTOL
BS2 9DJ

17th January 1994

The Chief Executive
North Yorkshire County Council
County Hall
Northallerton
North Yorkshire
DL7 8AQ

Dear Sir

PREAMBLE

On 15 September 1992 at the Folk Hall in New Earswick I opened a public local inquiry into objections to the York Green Belt Local Plan.

The inquiry also related to objections to the Southern Ryedale Local Plan and I am submitting a simultaneous report to the Ryedale District Council. The boundary of the Green Belt and policies relating to it are also included in that Plan. Where objections were made on similar grounds to both Plans I have reported on each to each Plan-making Authority, but there are a number of cases where objections were made only to one Plan. In these cases I have reported on the objection and made my recommendation only to the Authority who prepared the Plan in question. If the Green Belt is to continue to be shown in both Plans it is plainly important that they should be consistent. I therefore make a general recommendation that each Local Planning Authority should consider not just the contents of the report made to them, but that they should discuss and reach a common approach to those topics where an objection made to only one of the two Plans.

There were some 2071 representation making objection or support for the Green Belt Local Plan, many covering more than one topic. The Council advertised Proposed Changes to the Plan in May and August 1992, and a further 416 and 11 representations were received respectively. The inclusion of statements of support and objections in a single numbering system and the use of one number followed by letters in those cases where more than one topic is dealt with means that I am unable to give any further information as to the total number of separate objections that have been made and still stand.

In general I have classified objections under the same headings and site or topic reference numbers as were used by the County Planning Officer in his report dated April 1992 (Doc A12). I have set out the gist of the main lines of the submissions made, whether in writing or at the inquiry, and wherever possible I have consolidated the cases of objectors where they share a similar view on the subject in question. I have only reported individual views where this is necessary to understand their content and I have reported only the main lines of argument presented to me. I have set out the names and numbers of representations of support where there has been a corresponding objection, but have only elaborated these views where the reasoning differs materially from that of the Council. I have only included or commented upon the Council's Proposed Changes where they either follow an earlier objection or themselves generated objections.

The following topics, listed in the Council's analysis of the representations and included in the List of Representations which comprises Appendix 2 to this Report, are not dealt with in this Report. They are either general statements of support not related to any specific objection site, or are statements of specific support relating to sites which were not the subject of objections:

A1, A3, A5, A6

B4, B5, B8, B9

C1, C2, C4, C8, C11, C14, C15, C18, C20, C23, C27, C31

D3, D5, D9, D10, D12, D16, D24, D28, D31, D32

E3, E4

Throughout this report suggested changes to the policies of the Plan are set out in upper case, and suggested changes to the supporting text of the Plan are printed in a smaller type.

Since the end of the inquiry, new guidance on a number of topics has been issued by the Secretary of State for the Environment. The cases for the parties are set out - as they were presented - on the basis of the advice then current, but my conclusions where necessary refer to and take account of any more recent national advice. I understand that it is likely that a revised version of PPG2 ('Green Belts') will be issued in the near future and if this occurs before the Plan is adopted it will be necessary for the Council to take its contents also into account.

Lists of appearances, documents, and representations are appended.

I would like to take this opportunity of recording my thanks to all who took part in the inquiry for their assistance to me. Especial thanks are due to Mr Ian Owston, the Programme Officer for this Local Plan, together with Miss Vera Thompson, the Programme Officer for the Southern Ryedale Local Plan. Their efforts were crucial to the efficient running of the inquiry, and their imperturbability in times of stress gave great reassurance to both Inspectors.

Yours faithfully

A large black rectangular redaction box covers the signature area.

John Sheppard

- A7 **PREMATURITY OF THE PLAN**
- A8 **PERMANENCY OF BOUNDARIES**
- A9 **INNER BOUNDARIES**
- A10 **INSET BOUNDARIES**
- A11 **INNER BOUNDARY (STRATEGIC RESERVE)**

Case for the Objectors

G0122A, B & C The House-Builders Federation
 G0737A, D & E Shepherd Homes Ltd G0916B,C & D G W Procter
 G0966B Mun Appleton Estate
 G0976A, B, O, & P Persimmon Homes (Yorkshire) Ltd
 G0996B,C & D The Escrick Estate G1021C, D & E T H Hobson Ltd
 G1593A & B Hogg Contracts Ltd G1655B, C & D W T Wood
 G1852A, B & C Mrs J Hubbard

A7.1 PPG2 stresses that an essential characteristic of Green Belts is their permanence and that their protection must be maintained for as far as can be seen ahead. It also notes that in the preparation of new local plans any proposals affecting Green Belts should be related to a timescale which is longer than that normally adopted for other aspects of the plan. If public confidence in the purpose of a Green Belt is to be maintained boundaries should be set which would have a life of not less than 20 to 25 years. This is especially the case in York, where the main object of the Green Belt is the preservation of the special character of the historic city, an intention unlikely to change even in the very long term.

A7.2 The inner boundary of the Green Belt is drawn so tightly that the total housing requirements of the Greater York area could not be met within that area. Consequences of this would include increased commuting and "town cramming". This would be contrary to the aims of government policy and would have adverse effects on the character of the historic city. In addition the tightness of the Green Belt boundaries around the city and the inset settlements would result in overwhelming pressure for an early review of these boundaries which would conflict with national policy. Chester is an example of the problems that can arise from having too tight a Green Belt.

A7.3 Although the historic core of the city and the 'green wedges' which form part of the city's character should be protected, there has been no landscape appraisal nor any other indication of the rationale adopted by the County Council in their delineation of the Green Belt boundary, nor is there any detailed indication of which Green Belt functions would be served by different parts of the Green Belt. It is arguable that many of the supposed special characteristics of York, such as the green wedges and the relationship with the surrounding countryside, also apply to many other towns, not otherwise regarded as having a character of great importance.

A7.4 Some of the land included in the Green Belt is not essential to its functions as such, including its principal objective of safeguarding the special character of the historic city. This is contrary to the advice in PPG2 which makes it clear that Green Belts should not include land which it is unnecessary to keep permanently open. There is no proper justification for a view which amounts to saying that 'York is full', and it is apparent that not all of the urban edge is perfectly located in relation to the character of the City. Peripheral development could improve the appearance of parts of the urban edge by softening some of the more harsh boundaries. One possible approach would be to identify separately the minimum extent of the Green Belt and those other areas which, whilst they might fulfill some Green Belt

functions, might nonetheless not be included if it were considered that there was a need for a greater provision of land within the Green Belt for potential future development.

A7.5 The County Council have not used the most up to date information available to estimate the total number of dwellings required in the Greater York Area in the period 1991 to 2006. They have used 1985 figures rather than those of 1989 intended to supercede them. As a consequence of this and other misleading assumptions the number of dwellings required up to 2006 has been seriously under-estimated. It is possible that as many as 3500 more dwellings would be required than the County Council anticipate. In addition their figures make inadequate allowance for current housing shortages in York City and for the need for affordable housing.

A7.6 Although it is accepted that there is increasing uncertainty as projections are made further ahead, no proper provision has been made for the housing or employment requirements of the area beyond the year 2006. It should be possible to make reasonably considered projections up to 2016, although the greatest uncertainty will concern the extent of in-migration. The distribution and quality of potential employment sites and their suitability for that purpose must be considered as well as their quantity. It is likely that additional provision will be needed. If the Green Belt inner boundary were less tight it would thereby be longer lasting.

A7.7 The current strategic framework for housing development is contained in the approved Alteration No 1 to the County Structure Plan, but the timescale of that plan extends only to 1996 and there is no approved strategic policy for housing development after that date. The Greater York Study is a non-statutory document. Its preparation but not its content was approved by the Secretary of State. Little weight should be attached to its conclusions. Structure Plan Alteration No 3 has yet to undergo Examination in Public and there can be no certainty that its policies will remain unchanged. This is particularly so in relation to policies deriving from the population projections. The housing content of Alteration No 3 cannot form a reliable basis for consideration of the Green Belt Local Plan, which must be regarded as being premature.

A7.8 Policy H2 of Alteration No 3 provides for a new settlement of between 800 and 1000 dwellings located beyond the outer boundary of the Green Belt. In principle this proposal is attractive in varying degrees to most of the objectors. Others, including the Nun Appleton Estate, consider that such a proposal would be unnecessary if a sufficient reserve of "white land" were to be identified.

A7.9 There are also varying views about whether the idea of a new settlement, if approved, could be actually achieved. Some consider that if and when specific locations are examined there would be considerable problems in bringing the concept to realisation. This has happened elsewhere in the country. If a new settlement did not materialise then there would be a serious shortfall of development land in the Greater York Area.

A7.10 If a new settlement were to be developed it would have to be of a larger size than is currently proposed if it were to be a self-contained and balanced community. A size of at least 2500 dwellings might be needed to do this. The uncertainty surrounding this settlement demands that the Green Belt boundary be drawn in a way which recognises this uncertainty and allows alternative strategies to be pursued without prejudice to the Green Belt or to the character or amenities of existing settlements.

A7.11 Circular 14/84 notes that where detailed Green Belt boundaries have not been established, careful consideration should be given to whether land close to urban areas would be better reserved for future development in order to ease pressure on other land that should have the long term protection of the Green Belt. This implies that a balanced view has to be taken in which long term development needs and the permanence of the Green Belt are considered together. This has not been done here. Land which does not perform a Green Belt function and which is not required for development in the foreseeable future should remain as 'white land'. Such land can be adequately protected from early development by development control procedures but could be made available for future development needs as and when this proves necessary. This would ensure that the Green Belt boundary would have a more certain future by reducing the pressure for its premature release and preventing the fossilisation of the city.

A7.12 Some objectors take the view that in addition, consideration should be given to having a specific strategic reserve of land to meet unforeseen needs. This land could be protected by designation as an Area of Special Restraint, as was done in the Cambridgeshire Structure Plan.

G0220A & B East Yorkshire Borough Council
G1896 Humberside County Council

A7.13 The boundaries of the Green Belt must endure in the long term and must therefore be related to a clear strategy which will cater for long term development requirements. The strategy of the Greater York Study depends upon the provision of a new settlement, but no site has yet been chosen. The Study indicates that it might lie beyond the County boundary in Humberside, which would be strongly resisted. The Deposit version of the proposed Alteration No 3 to the Structure Plan indicates however that the new settlement would be in North Yorkshire, and if adopted in that form there would be no objection to the present Local Plan.

G0839A & B York City Council

A7.14 Although the City Council took part in the Greater York Study they do not accept that York has reached its limit of safe growth. Not all of the undeveloped land around York plays an essential part in preserving its character; much of it is merely mundane. There is not necessarily an objection to a tight inner boundary, however, provided that enough land is left within it to meet future development needs, including affordable housing. Insofar as there is uncertainty over those development needs, it would be preferable to err on the side of excluding too much land from the Green Belt.

A7.15 There are likely to be considerable difficulties in finding a satisfactory agreed site for a new settlement, and in any event changing national policy in relation to travel and energy policies may make such a strategy less acceptable.

Reply by the Council

A7.16 It is not possible to devise a precise timescale for the duration of Green Belt boundaries, although they are intended to be permanent for as far ahead as can be seen. PPG2 suggests that they should last for at least 15 years. All land included within the Green Belt should perform a Green Belt function so that the boundary should remain intact until there is a change of circumstances, such as new Government advice, or some overriding need to look again at the objective of preserving the special historic character of York. The general extent of the Green Belt can therefore be expected to last for a very long period.

A7.17 Current strategic policy is one of restraint and this must be recognised in land allocations. The essential point is that the Green Belt boundary has been drawn to meet the primary objective of safeguarding the special character of the historic city. This character derives not only on the historic core of the city but also from its setting in the surrounding countryside. In particular the 'green wedges' and the open countryside linking those wedges are of considerable importance as is the relationship between the city and the surrounding free standing villages. Like Chester, York has reached its limits of safe growth. Doc NY/200 shows in general terms the function of each part of the Green Belt.

A7.18 The Greater York Study derived from the concern expressed by the Secretary of State expressed in his approval letter for Alteration No 1 to the Structure Plan. The Study is the result of close co-operation between all the constituent planning authorities and was the subject of consultation. Its conclusions are therefore material to the consideration of the Green Belt. York City Council were a party to it and have only objected to one specific site in the current Plan as amended by the Proposed Changes.

A7.19 The Local Plan is in general conformity with the approved Structure Plan. Alteration No 3 is now on deposit, but was the subject of consultation from which it is clear that there is public support for the proposal for a new settlement. This proposal is in accord with the advice in PPG3 and is supported by potential developers. There is every reason to suppose that the concept will be realised.

A7.20 The new settlement is currently proposed to have some 800 to 1000 dwellings to 2006. It therefore forms a smaller proportion of the Council's locational strategy than was previously the case when the intention was for 2500 dwellings, but it would ease any pressure that might otherwise occur as a result of a tight Green Belt boundary. If a new settlement did not materialise then consideration would have to be given to other less desirable options such as the expansion of towns or villages outside the Green Belt or the release of Green Belt land. The size now proposed would be sufficient to provide a balanced community supporting sufficient facilities, including employment. Both Selby and Ryedale District Councils have taken a positive approach to possible locations. After 2006 consideration could be given to any development strategy other than peripheral expansion.

A7.21 In estimating housing requirements from the Greater York area the Council, unlike the objectors, have taken local factors into account to provide the estimates with a firm base. The 1985 headship rates are considered to be a more reliable base than the 1989 rates used by the objectors (Doc NY/70). It is anticipated that there will be a need for some 8850 dwellings between 1991 and 2006. Population projections beyond 2006 are unreliable and lie beyond the current Structure Plan period. In any event, because of the strategic purpose of the Green Belt, a numerical approach to its inner boundary is inappropriate.

A7.22 Undeveloped land within the Green Belt, together with the proposed new settlement, would allow for the reasonable future development of Greater York whilst ensuring that the primary objective of the Green Belt Local Plan would still be maintained. The scale of development implied by the objectors' estimates would severely undermine that objective. The drawing back of boundaries to allow for areas of "white land" or the designation of strategic reserves of land would indicate that such land has potential for development. Applications for its development would be difficult to resist, and such development would be likely to have an adverse effect on the character of the historic city.

Case for the Supporters

G1579A Galtres Heritage (York) Ltd
G1887A M H K Brumby

G1580A & R G Whipp

A7.23 The land allocations should be as set out in the Greater York Study. Any allocation beyond this would adversely affect the character of the area. It is wrong to regard the Green Belt as being wholly new - a sketch Green Belt has been in existence for many years and has been treated as if it had been approved.

A7.24 It is appropriate to assume that a new settlement will be built beyond the outer boundary of the Green Belt, with an absolute minimum size of 800 dwellings, but with a much larger eventual size. It would function as a safety valve for development pressures. A tight inner boundary to the Green Belt will protect the character of York and the amenities of local communities.

Inspector's Conclusions

A7.25 PPG2 follows Circular 14/84 in stating that 'the essential characteristic of Green Belts is their permanence'. 'Permanent' cannot mean 'for all time' in the way that even such outstanding human creations as, say, Maes Howe, the Great Wall of China or York Minster might optimistically be so described. The word is used in the context of the operation of a policy, and must refer to the lack of any intended end-date for this particular policy, unlike policies for, say, the allocation of housing or employment land. PPG2 goes on to state that 'their protection must be maintained as far as can be seen ahead' and this implies a duration not merely to the end of any current plan period but to such time as circumstances are so different that the underlying purpose of the Green Belt has to be considered in a wholly different context.

A7.26 It follows from this approach that Green Belt boundaries should be defined with the intention of enduring beyond any current plan period and, as PPG2 states, 'any proposals affecting Green Belts should be related to a time scale which is longer than that normally adopted for other aspects of the plan'. Therefore even if the boundaries of a Green Belt were being defined in a strategic context set out in a Structure Plan that had only recently been adopted and which was therefore wholly up to date, the life of the boundaries would be intended to last beyond the period of that Plan and into that of a Plan whose preparation is unlikely even to have started.

A7.27 Thus it is always possible to argue that Green Belt boundaries are premature, in the sense that the strategic context for the whole length of their life will only be known many years ahead, and with the benefit of hindsight. Once a strategic decision has been taken as to the general extent of the Green Belt all that realistically can be done is to define the inner boundaries by reference to the underlying purposes of the Green Belt and to the current strategic context, ensuring that only land which it is necessary to keep permanently open is included so as to minimise the need for early encroachment into the Green Belt to allow for future development. If Structure Plans are normally concerned with a 15 year Plan period, it must follow that the life of the Green Belt must be intended to be longer than this, and I share the view of the objectors that this could normally be expected to be at least some 20 to 25 years, although mathematical precision is not really relevant in a context where change should only occur as a result of wholly unforeseeable changes of circumstance.

A7.28 The booklet 'The Green Belts' (1988) states that the main purpose of the York Green Belt is to safeguard the special character of the historic city, which might be endangered by unrestricted expansion. Bearing in mind the national and international fame and importance of York, I can see no reason to anticipate any significant change or derogation from this aim in future. I do not consider that this special character is only related to the walled city, or even just to the green wedges extending almost to that walled city. It relates more to the more general size and character of York. Even from the top of the Minster Tower the countryside around York can barely be seen, other than the parts of the green wedges. Since the construction of the Ring Road views from that road are of especial significance, particularly when they include views of the Minster which define thereby the location of the city centre and indicate the general scale and character of York. I consider that in general there would be serious harm to views of the city from the Ring Road if development were permitted to come right up to the latter and even more so if it passed beyond it.

A7.29 At present Alteration No 3 to the Structure Plan has only reached Deposit stage, and it is possible that the Examination in Public may result in substantial changes being made to it. I note in particular the objections made to the small size of the proposed new settlement as well as the concern expressed about the practicability of such a settlement. These however are not matters before me. My concern is whether a Green Belt which, as defined in the Deposit Plan, would make little provision for future peripheral growth would necessarily have to rely upon the adoption of one particular and as yet unadopted new strategy, and whether such reliance would be acceptable. The present Plan is based on the assumption, deriving from Structure Plan Policy E8, that there will be a Green Belt around York whose outer edge should be about 6 miles from York City centre. All of my conclusions and recommendations are also based on this same assumption. Any major change of strategic approach, such as might follow from the placing of greater weight on the desirability of reducing travel distances and on increasing the compactness of urban areas, could lead to a fundamental reappraisal of the concept of a Green Belt and its replacement with, for instance, a series of 'green slices' based on an extension of the present green wedges. My concern in the present report, however, is not with this but with the most appropriate method of implementing a strategic decision which has already been made by the approval of Policy E8(iv) of the Structure Plan.

A7.30 As land within the Ring Road is a finite quantity and the Green Belt is 'permanent', it must be assumed that in approving the principle of a York Green Belt the Secretary of State was accepting the eventual need for a strategic policy which would provide for at least some high proportion of future development needs to be met other than by peripheral growth. Although clearly the Council at present wish to incorporate a new settlement into their strategy in Alteration No 3, I note that, at least during the period to 2006, this would form a relatively small part of the overall development provision. Alternatives might include the expansion of existing towns or villages beyond the Green Belt. I consider that limited opportunity for peripheral growth is an inevitable consequence of the decision to have a Green Belt and of its primary stated purpose.

A7.31 It follows that attempts to relate the amount of land that should be left for new development within the Green Belt to particular development strategies or to particular estimates of needs can be accorded only very limited weight given the main purpose of this particular Green Belt. Whatever strategy or estimate is chosen, at some stage within the life of the Green Belt the shortage of land on the periphery of York will mean that there will be very great pressures for development in the Green Belt. Those considering

the future strategy for this part of the County must take this as one of their starting points and make provision accordingly if the Green Belt is to have any real chance of being 'permanent'.

A7.32 I believe that in the case of the York Green Belt the main test to establish whether land on the periphery of the built-up area does or does not fulfil the prime Green Belt function should be a visual one. It is necessary to ask whether each site is open, and if so whether it is essential for that or any other Green Belt function that it should remain so. PPG2 warns of the need to establish boundaries carefully and not to include any land which it is unnecessary to keep permanently open. In considering each of the sites to which objections have been made I have borne this in mind. I have also borne in mind that in some places views of York from the Ring Road detract from the overall character of the city because of their harshness or illogicality, and that in these places development might be an improvement, assuming careful layout and design and the use of suitable landscape treatment. Such development would however in some cases make an unsatisfactory situation worse by reducing to an unacceptable degree the width of open areas, in particular of important green wedges extending into York.

A7.33 A number of the villages which lie within the general extent of the Green Belt are inset into it. I consider objections to this principle in respect of particular villages and to the boundaries of particular insets later in my report. Many of these villages, and also of the villages that are 'washed over' by the Green Belt, have an attractive and special character which is worth preserving not only for their own sake but because of their physical relationship with York itself. The setting of York within an area of open countryside containing a number of attractive villages is itself an important aspect of the special character of York, which of course it is the primary purpose of the Green Belt to maintain.

A7.34 This does not apply to all of the inset villages. In some cases substantial growth has taken place in recent years, much of it apparently since the approval of the general extent of the Green Belt although the reasons for this remain unclear to me. The Council's present view is that this should no longer occur under Structure Plan Policy E10. It appears to me that in general further substantial growth on open land which must necessarily fall within the general extent of the Green Belt would be contrary to the general aims of local and national policy. Any limited exceptions to this approach, such as I recommend in the case of Haxby/Wigginton, can only be acceptable where there are specific and compelling reasons.

A7.35 It is not my task in relation to this Plan to indicate how much of the land within the Green Belt is capable of development for residential or employment purposes, or how much of that land should be reserved for long term development. I need only remark that it is plainly apparent that the amount of such land is very limited and that if it were to be consumed too early there would be very substantial and possibly justified pressure to release land from the Green Belt, contrary to national guidance and to the aims of the Green Belt.

Recommendation

A7.36 I recommend that no change be made to the Local Plan.

B10 NORTH OF SHIPTON
B11 NORTH EAST OF SHIPTON
B12 NORTH WEST OF WIGGINTON

Case for the Objectors

G0161 Messrs R C & D Sheddon
G1070 Mrs T A Foster

G0162 J K Foster

B10.1 Although it is accepted that the countryside around York does contribute to the value of the Green Belt, none of these sites is appropriate for inclusion within it. Site B10 is a large farm used for intensive livestock rearing. This causes concern nowadays to nearby residents, and more freedom of action would be given to the farmers if the site lay outside the Green Belt. If excluded, parts of the land might be used for the development of Park and Ride facilities adjacent to the railway or motorist facilities on the west side of the A19, although this is not the sole reason to exclude the land from the Green Belt.

B10.2 Sites B11 and B12 are open land which is not appropriately included in the Green Belt, although even if excluded there would be little expectation of development occurring here other than in special circumstances. If these two sites were not to be excluded, and it were felt that part of site B10 does perform a Green Belt function, the southern part of B10 up to the hedge just south of the farm could continue to be included in the Green Belt.

Reply by the Council

B10.3 All three sites perform legitimate Green Belt functions, and for the most part fall within the general extent of the Green Belt as defined in Structure Plan Policy E8. It is accepted that the compromise line suggested for site B10 does lie closer to the 6 mile radius than does the Deposit Plan, but the latter is preferable in that it follows more well defined readily identifiable features.

B10.4 The exclusion of these three sites from the Green Belt would mean that large areas of land just outside Shipton and Wigginton would become much more vulnerable to development pressure. Planning permission has been granted in the past for development connected with agriculture on site B10. Although Policy 3 would certainly cause some restriction on some forms of development which would be visually harmful, similar policies apply also in areas of open countryside outside the Green Belt.

Inspector's Conclusions

B10.5 These sites are all basically open land lying for the most part within the general extent of the Green Belt, as defined by a six mile radius from the centre of York, and are indistinguishable from other parts of the Green Belt. To exclude them from the Green Belt would be contrary to its underlying strategy. Although I accept that the compromise boundary suggested in respect of site B10 would be somewhat closer to the six mile radius, that in the Deposit Plan is so much clearer and more readily identifiable that I have no hesitation in preferring it.

B10.6 I have some sympathy with the concern of the first objectors as to the proximity of site B10 to the village of Shipton and to the implications that this may have upon their future operations, but I do not regard this as a matter which would necessarily be resolved by exclusion from the Green Belt.

Recommendation

B10.7 I recommend that no change be made to the Local Plan.

- B13 EAST OF BULL LANE: HAMBLETON
B14 GENERAL OUTER BOUNDARY: RYEDALE
B15 GENERAL OUTER BOUNDARY: RYEDALE

Case for the Objectors

G1580S & T G Whipp

B13.1 The outer boundary should be moved further out to take account of the recent expansion of Strensall and of Haxby/Wigginton. This would mean that areas of open countryside serving Green Belt purposes would be protected and that a buffer could be provided between the built-up areas and the areas of open countryside not protected by the Green Belt. There will be as much pressure on the outer as on the inner boundaries. The 6 mile distance from York is an arbitrary figure that should be interpreted flexibly, and in any event if it were measured from the outer edge of the city centre rather than the middle it would extend in effect nearly $\frac{1}{2}$ mile further out. Elsewhere the outer boundary does vary considerably in places from a figure of 6 miles.

G1711 A Weston

B13.2 The outer boundary should be moved closer to York. It now includes large areas of featureless arable land and areas already spoilt by ribbon development. The protection of this land is likely to mean that development pressures are moved to more attractive areas of land that lie beyond the present Green Belt.

Reply by the Council

B13.3 The Deposit Plan outer boundaries are set as close as possible to a radius of 6 miles from the city centre whilst being recognisable and durable. In places they are more or less than this figure but the boundaries suggested by the first objector would extend it outwards for no good Green Belt purpose. The figure of 6 miles is arbitrary, but Haxby/Wigginton has not been developed beyond what was proposed in the 1973 Draft Town Map, and the Secretary of State would have been aware of the latter when approving the Structure Plan. The River Foss provides a clear limit to the future development of Strensall.

B13.4 To move the outer boundary inwards as is suggested by the other objector would be contrary to national advice and to approved Structure Plan policy.

Inspector's Conclusions

B13.5 The outer edge of the Green Belt is set at 'about 6 mile from York city centre' in Structure Plan Policy EB(iv). I can find no clear explanation as to why this figure was chosen, but any figure would have been arbitrary. There is no obvious difference in general visually or in its potential to perform Green Belt functions between land which is $5\frac{1}{4}$ miles from the city centre and that which is $6\frac{1}{4}$ miles from it. I consider that the most appropriate way therefore to judge the outer boundary is to seek first to find recognisable and durable boundaries that approximate as closely as possible to an exact 6 mile radius, and only to vary from this for reasons of practicality or for reasons which relate directly to the purposes of the Green Belt. For instance, an outer boundary running through the middle of a settlement might have the unfortunate effect of encouraging growth in just one half of it.

B13.6 Policy E8(iv) does not define where the measurement of 6 miles is to be taken from, but I accept the evidence given to me by a number of parties at the inquiry that it was intended to be measured from a point rather than from the edge of the city centre. Although not in itself of any great significance, St Sampson's Square is a convenient and appropriate choice.

B13.6 In the case of B13 and B14 I can see no especial reason to extend the outer edge to the extent suggested by the objector. I entirely agree with him that the boundaries suggested would be generally satisfactory and that the land in question would be capable of fulfilling a Green Belt function, but so equally might be other land even further out beyond it. Any outer edge is arbitrary, but I can see no especial illogicality about this part of the outer edge. I am aware of the present and proposed extent of Strensall and of other settlements, but I consider that the extent of buffer provided would be sufficient for the purposes of the Green Belt and to prevent the operation of Green Belt policies having unintended and harmful effects on land just beyond the Green Belt.

Recommendation

B13.7 I recommend that no change be made to the Local Plan.

B16 STRENSALL COMMON
B17 NORTH OF A64: FLAXTON

Case for the Objectors

G0153 Ms J Webb G0705 Flaxton Village Trust
G0973 Flaxton Parish Council
G1588B Claxton & Sand Hutton Area Trust
G1641B M A Scothern G1642B I H Scothern G1662B A W Anderson
G1663B Mrs J Johnson G1689B Ms A White G1690B A White
G1715B D Ingham G1729B Mrs E Shields G1819 Ms C J Greetham

B16.1 It is necessary to interpret flexibly the requirement for the outer boundary to be 6 miles from the centre of York. The Deposit Plan boundary in this area already extends well beyond that figure, and the suggested preferred line would extend only a further 3/4 mile beyond it, to some 7 3/4 miles in all.

B16.2 The extent to which flexibility applies depends upon circumstances, in particular upon the contribution which the land beyond the 6 mile limit could make to the purpose of the Green Belt and upon the threat to that land. Flaxton is a village whose historic landscape, characteristic of a planned medieval settlement, is of especial importance. The crofts, remains of ridge and furrow cultivation, and the preserved common grazing rights are of especial interest. Although it is a Conservation Area, the policies applying to that are mainly of local significance. The village and its setting as a whole contribute to the historic setting of York.

B16.3 They lie close to the A64 and are vulnerable to development pressures. There are already schemes to the east and to the west, including a proposed new settlement. Preferred and minimum new lines have been prepared and should be adopted so as to protect land that fulfills Green Belt functions.

G1760 A T Wells

B16.4 The villages most in need of Green Belt protection are those lying beyond the Deposit Plan line. The outer boundary should be made the inner boundary so as to achieve this, rather than protecting areas that have already been spoilt.

Reply by the Council

B16.5 The outer boundary should be about 6 miles from the city centre in accordance with the requirement in Structure Plan Policy E8(iv). In this area it goes beyond this to avoid running through an SSSI where no readily identifiable boundary lies closer to the 6 mile limit. The additional land which the objectors wish to include does not fulfill any Green Belt functions. The prevention of a new settlement would be an inappropriate reason to designate land as Green Belt, and the special character of Flaxton can be protected by other Structure and Local Plan policies.

Case for the Supporters

GL579B Galtres Heritage (York) Ltd

B16.6 A new settlement is proposed at the Averhams, which lies just beyond the Deposit Plan boundary on land which fulfills no Green Belt function. The protection of areas of landscape or archaeological interest is not a proper Green Belt function. The policy in the Draft Alteration No 3 to the Structure Plan which advocates a new settlement contains a requirement that it should be well removed from existing settlements.

Inspector's Conclusions

B16.7 I entirely share the objectors' view that Flaxton is of immense attraction and historical interest. It is wholly right that planning policies should be adopted aimed at preserving this attraction and interest. Such policies need not, however, include Green Belt policies. I regard Flaxton as lying too far beyond York for the preservation of its setting to contribute so directly to that of the city as to justify an extension of the Green Belt so far beyond 6 miles. If it were to be included in the Green Belt that would therefore imply a use of Green Belt policies for purposes not directly linked to the aims of the Green Belt. There might be a case for this if Green Belt policies were the only planning policies which might effectively prevent development which would adversely affect this or other villages, but I regard such a view as being unnecessarily dismissive of the effectiveness of other planning policies bearing in mind in particular the advice in PPGs 1 and 12.

B16.8 The Structure Plan is very clear that the outer edge of the Green Belt should be about 6 miles from the centre of York. It would not be possible to use a boundary at about that distance as an inner edge without having a Belt of negligible width and devoid of any kind of effectiveness.

Recommendation

B16.9 I recommend that no change be made to the Local Plan.

B18 SOUTH OF A64: BARTON LE WILLOWS
B19 SOUTH OF A64: CLAXTON AND SAND HUTTON
B20 SOUTH OF A64

Case for the Objectors

G0000 & G5086 Claxton & Sand Hutton Parish Council		G0091 & G5090 The Hon Mrs A Widdows
G0512B R W S Fernell G0788, G5093 & G 5094 Mr & Mrs J R Leeming		G0789 & G5134 Mr & Mrs P L Whittaker
G0795 & G5082 P Dann G0836 & G5110E K A Knaggs		G0887 A W Jones
G0910 J M Lane G0998 Ms M Algie G0999 J Margham		G1000 & G5326 Ms P A Irish
G1001 E M Davies G1002 Mrs A E Barker G1028 & G5075 R & Ms J Wheway		
G1107 Mr & Mrs A Callaghan G1305 Mr & Mrs M Wrigglesworth		
G1491 J, F & D Willmore etc G1492 Mr & Mrs R Leonard		
G1494 Dr M A McDonald G1499 Mrs D White G1513B & G5281 R G Carter		
G1588A & G5178 The Claxton & Sand Hutton Area Trust		G1628 Ms C A Barrett
G1529 Ms B Brown G1530 J Goodrick G1631 Mrs C Goodrick		G1632 B & Mrs C Thacker
G1633 Ms B Crompton G1634 & G5121 W J Crompton		G1633 R G & G A C Owen
G1636 J R Hinchcliffe G1637 Mr & Mrs Rodgers G1638 Ms C Dann		G1639 W Dunn
G1640 & G5083 Ms M K Dunn G1641A M A Scothern		G1642A & G5386 I H Southern
G1643 & G5396 P A Scothern G1644 Ms J K Scothern		G1645 Mrs Burgess
G1646 Mrs E Crossley G1647 Mr & Mrs Hewardine		G1648 Mr & Mrs J Brown
G1649 Ms P Snowden G1650 A Snowden G1651 Mr & Mrs C R Hopkin		
G1652 Ms G Richardson G1653 R Richardson G1654 Mrs K Carter		G1656 Miss F M Beresford
G1657 I P Reed G1658 Ms K T Reed G1659 Mrs E Jagger		G1660 F Jagger
G1661 Dr R C Johnson G1662A A W Anderson G1663A Mrs J Johnson		G1664 Dr S Anderson
G1665 M N Jagger G1666 I Astle G1667 Mr & Mrs B Walsh		G1668 & G5085 G Orton
G1669 Mrs J L Moor G1670 D H P Moor G1671 Mrs A C Morgan		G1672 T J Bayley
G1673 Mrs D Bayley G1674 M J Young G1675 R Pattieson		G1676 M & E M Slaughter
G1677 Ms A Tiplady G1678 R Tiplady G1679 & G5359 I H Fenwick		
G1680 Ms S Fenwick G1681 M A Thompson G1683 & G5375 Ms & Mrs M G T Smith		
G1685 D Holroyd G1686 Ms G Astle G1687 & G5355 Ms H Lyall		
G1688 I Lyall G1689A Ms A White G1690 A White		G1691 Mrs J Sayers
G1692 Mr & Mrs R V Hodges G1693A & G5405 C T Bailey		
G1694 & G5404 Mrs D M Bailey G1695 E Johnson		G1696 Mrs M Wood
G1697 R L Tagg G1698 Mrs B D Tagg G1700 Mr & Mrs B R McNeil		
G1701 J Abbott G1702 D Pike G1703 Ms K Moss		G1704 L P & S M Jackson
G1705 S Sugden G1706 Ms F J Scarlett G1707 Mrs G Moss		G1708 Ms E Todd
G1709 & G5386 D R Jagger G1710 J & Ms H Rawling		G1712 B Scalfie
G1713 Ms & M Hartley G1714 T Adams G1715A D Ingham		G1716 & G5173 A D Shepherd
G1717 & G5174 A M Shepherd G1718 J R Jones		G1719 Mrs D Jones
G1720 W H & I Pridmore G1721 Ms P M Sugden		G1722 & G5367 Mrs D Jagger
G1723 D B Gimbley G1724 & G5343 Mrs E Tennant		G1725 R Silver
G1726 Mrs F M Goodrick G1727 C W Francis		G1728 T & Thompson
G1728A Mrs E Shields G1730 R Asquith G1732 M F Hudson		G1733 Mrs B A Hudson
G1734 J N Airey G1735 C Hornby G1736 B Shaw		G1737 I D Cooper
G1738 D E Cooper G1739 D W & A J M Thompson		G1740 R I Sellers
G1741 Ms P M Sellers G1742 M I Sellers G1743 J I Sellers		G1744 & G5339 Ms C Crisp
G1745 Ms H Hood G1746 J Short G1747 Ms P A K Rawlinson		
G1748 T Rawlinson G1749 Ms L Rawlinson G1750 P J Moss		G1751 & G5084 P J Orton
G1752 Ms M Ingham G1753 & G5340 Mrs A Crisp		G1754 & G5338 J R Crisp
G1755 Mrs Hirst G1756 C W Oakland G1757 R Crisp		G1758 Mrs P Fenwick
G1924 P & Ms C Binnington G2024 & G5116 Mrs D L M Fotheringham		
G2033 P D Locker G2054 Ms A Locker G5036 A G Black		G5052 D Eyland
G5077 Mrs M P Hedges G5078 R V Hedges G5080 Ms P M Sellers		G5081 J I Sellers
G5091 R M & A H Hartley G5096 Mrs J V Garner G5099 T Adams		
G5107 R S D Silver G5108 J & Ms D Jones G5114 Ms M Silver		G5115 P M Goodrick
G5117 Dr & Mrs A C Garner G5129J G Whipp G5133 B & D Tagg		
G5147 Mrs V Barker G5148 Ms C Broadhurst G5149 S N Broadhurst		G5150 Ms V Bullivant
G5151 Ms G Bullivant G5152 A Bryant G5153 P M Bryant		G5154 A Barker
G5155 P Binnington G5156 C Binnington G5157 Mrs P A Russell		G5158 Mrs M Russell

G5150	C Russell	G5160	Ms V Russell	G5161	Mrs V Woliter	G5162	W Woliter
G5163	Mrs A C Wrigglesworth			G5164	D A Wainwright	G5165	Ms L M Wainwright
G5166	K R Wright	G5167	S Wrigglesworth	G5168	Ms G W Wrigglesworth		
G5169	F Willmore	G5170	C A Willmore	G5171	D Willmore	G5172	R E Miess
G5175	D Black	G5176	C M A Black	G5179	Mrs Jeffrey	G5180	Ms E Karshaw
G5181	M Karshaw	G5182	D Karshaw	G5183	G Karshaw	G5184	Ms S Karshaw
G5185	Mrs K E Francis	G5186	C W Francis	G5187	R H A Leonard	G5188	Mrs F Leonard
G5189	Ms N Goodwill	G5190	J Goodwill	G5191	D B Grimbley	G5192	Mrs S E Gilmartin
G5193	Ms A Greenway	G5194 & G5195	J J Key	G5196	E Todd	G5197	A Tiplady
G5198	R Tiplady	G5199	Ms C M Summerfield			G5200	R Tava
G5201	Mrs A Wilde	G5202	Mrs M Meyers	G5203	Mrs A McDonald	G5204	Mrs D C McInnes
G5205	D Mills	G5206	P Mills	G5207	Mrs D Shooter	G5208	Mrs F A Spaven
G5209	F A Spaven	G5210	K D Spaven	G5211	Ms G Kaye	G5212	P Scothern
G5213	M Scothern	G5214	I Scothern	G5215	Ms J Scothern	G5216	N Steels
G5217	Mrs A Steels	G5218	R Pottinson	G5219	J Pickering	G5220	B Pickering
G5221	L Pickup	G5222	R Pickup	G5223	Mrs J Pearce	G5224	P & Ms A Locker
G5225	Ms C Leonard	G5226	D Dixon	G5227	Miss L M Dixon	G5228	A Dixon
G5229	W Dunn	G5230	J Goodrick	G5231	Ms C Dunn	G5232	Dr M A McDonald
G5233	Mrs J M Oliver	G5234	G K Oliver	G5235	T & S Rowley	G5236	C R Hopkin
G5237	Mrs D A Hopkin	G5238	Mr Clark	G5239	Mrs C Clark	G5240	D M B Naylor
G5241	Miss V Eyland	G5242	S Crompton	G5243	Mrs T E Calpin	G5244	P Calpin
G5245	J M Pridmore	G5246	W M Pridmore	G5247	B Grimbley	G5250	P Segar
G5251	J H Segar	G5252	B Wallace	G5253	R Lawson	G5254	P M Rycroft
G5255	I Adams	G5256	C Foster	G5257	C Foster	G5258	K Foster
G5259	Ms J Macklin	G5260	R Tonks	G5261	R Turner	G5262	S Edwards
G5263	J Waller	G5264	G Macklin	G5265	D Kitching	G5266	G Barnes
G5267	J Littlefair	G5268	A Harrison	G5269	P Lonsdale	G5270	D Robinson
G5271	R Paylor	G5272	A Windows	G5273	G Seynor	G5274	J C Jackson
G5275	T R Boyle	G5276	G Shaw	G5277	D Chambers	G5278	D Heppell
G5279	M Jagger	G5280	X Carter	G5282	F Jagger	G5283	E Jagger
G5284	J Orchard	G5285	A Cook	G5286	B B Wade	G5287	J F Wade
G5288	B Baker	G5289	M J Constable	G5290	S M Constable	G5291	L Shaw
G5292	T Pickering	G5293	C Hardy	G5294	G C Pearce	G5295	T Milner
G5296	V S Geesing	G5297	G Athenden	G5298	T Gleon	G5299	R M Glenn
G5300	G Hinde	G5301	B Wallace	G5302	W Paylor	G5303	N Biggs
G5304	G N Lucas	G5305	B Orchard	G5306	L Cede	G5307	K Mountain
G5308	F J South	G5309	D Brennan	G5310	B Cater	G5311	T J Sage
G5312	J Naylor	G5313	M R Deadman	G5314	P M Beresford	G5315	L Addinall
G5316	M Archer	G5317	P J Ramsden	G5318	J Boyne	G5319	T L Coop
G5320	J Coop	G5321	T Maith	G5322	P Nicholson	G5323	F Taylor
G5324	S Littlewood	G5325	T Little	G5326	Mrs G Astle	G5327	I Astle
G5328	T Davies	G5330	C Hornby	G5331	J H Smith	G5332	H Norton
G5333	J Norton	G5334	M Brennan	G5335	Ms V J Mewse	G5336	P F Mewse
G5337	S J Detheridge	G5341	J Abbott	G5342	R Abbott	G5344	P Moss
G5345	D R Cooper	G5346	R G T Crisp	G5347	N J Maitland	G5348	Mrs S C J Maitland
G5349	L W Rawling	G5350	Mrs D White	G5351	D & Ms M Ingham	G5352	S Sugden
G5353	P M Sugden	G5354	Mrs K Livingstone			G5355	B A J Livingstone
G5356	C & Ms S M Jenks			G5357	P M Walsh	G5358	M Hibbard
G5359	G W Oakland	G5360	H M Wood	G5361	T & Ms P Rawlinson		
G5362	J H Rawlinson	G5363	M & D Thompson	G5364	Ms G Moss	G5368	Mrs F Fenwick
G5370	M J Young	G5371	H J Scufe	G5372	J R Shooter	G5373	G Firth
G5374	Ms J Firth	G5376	D Hudson	G5377	Ms J Moor	G5378	A W Moor
G5379	Mrs J Denison	G5380	A Denison	G5381	H & C Webster	G5382	N B & Mrs C Thacker
G5383	C Metcalfe	G5384	Ms G A C Owen	G5385	R G Owen	G5386	M G Fraser
G5387	R Richardson	G5388	G M Richardson	G5389	B A Hall	G5390	D A Harrison
G5391	N C Harrison	G5392	Ms F A Abbott	G5393	R D Abbott	G5395 & G5396	J K Scothern
G5397	D A Greenway	G5398	Ms L Spaven	G5399	H Rodgers	G5400	Ms C Rodgers
G5401	E Rodgers	G5402	H Oakland	G5404	D M Bailey	G5406	M Hudson
G5407	Ms K Hudson	G5408	Mrs S A Badaon	G5417	Mrs S Maitland		

B18.1 The outer boundary should be moved so that both Claxton and Sand Hutton would lie within the Green Belt (see Appendix 2 to Doc NY/179). The Proposed Change is supported, but for many of the objectors it does not go far enough. This land fulfills proper Green Belt functions. The character of York is best appreciated in the wider context of its setting amongst other settlements. Both Claxton and Sand Hutton are Conservation Areas and retain their style, size and character. The former has been a settlement from the Roman period. Inclusion in the Green Belt would assist in preserving their character, and thereby that of York, would prevent the coalescence of the two villages as has happened elsewhere, and would safeguard areas of countryside from encroachment.

B18.2 This area is very easily accessible from York, and provides access to open countryside for the urban population. Walking, cycling and angling are especially popular activities there. It contains several well used still water fishing ponds upon which much effort and money has been expended. There is a great variety of wildlife, which is itself an aspect of the special character of York deserving protection.

B18.3 The area lies beyond 6 miles from the centre of York - on average it is some 7.5 miles from it and its furthest point is some 8.2 miles. The figure of 6 miles must however be applied sensibly and flexibly. Land just beyond the outer boundary is likely to be under special pressure and it is therefore especially important to include in the Green Belt such land when it fulfills Green Belt functions. This area deserves long term protection. The MAFS Central Science Laboratories (CSL) are located there because of the rural position of the site. They will be screened, and should not be regarded as an urban feature.

B18.4 The suggested boundary would be clearly identifiable and durable, mainly following roads or bridleways. The boundary should not bisect villages, as that in the Deposit Plan does Upper Helmsley and that in the Proposed Change Sand Hutton.

G1077 Barton le Willows Parish Council

B18.5 If the Green Belt boundary remains where it is the areas just beyond it, including Barton le Willows, will be very vulnerable to harmful development.

Reply by the Council

B18.6 Although the line shown in the Deposit Plan is adequate in physical terms and only dips slightly below 6 miles from the centre of York at the CSL site, some of the land beyond it also fulfills Green Belt functions and should also be included in the Green Belt. The boundary should be extended to follow the A64, Whinny Lane, a drain and track east of Common Moor to Stank Bridge and the road to Upper Helmsley (Proposed Change No 1). This would still be consistent with the requirement for the boundary to be about 6 miles from the centre of York and would follow recognisable and durable features. There is strong public support for the Proposed Change. Inclusion of this land would preserve the special character of the historic town of York and prevent encroachment into the surrounding countryside.

B18.7 There is however no case for extending the boundary even further. Extension as far as Barton le Willows would go well beyond any possible flexibility, as it would be nearly 10 miles from the centre of York. There is

no clear boundary which could be followed on the opposite side of the A64 to the Proposed Change so that the boundary should be extended on only one side of the road. Although PPU2 advises that use should be made of the recreational potential of land within Green Belts, the existence of such potential or of existing use is not itself a reason to include land within the Green Belt. Landscape quality is not a relevant factor in defining the boundary.

B18.8 The Council raised no objection to the construction of the CSL, a development of at least national importance, as they felt that special circumstances applied. It will not prejudice the open character of area B20 as a whole. It would not satisfy the Council's usual criteria for insets in the Green Belt, and, if not inset, work necessary for the on-going development of the site would be likely to be acceptable even if it were included in the Green Belt.

Case for the Supporters of the Deposit Plan

G1581A & G4119 The Church Commissioners for England

B18.9 In defining the outer boundary it is necessary first to seek suitable features close to the 6 mile radius. If special circumstances apply some reasonable flexibility can be applied, as is the case elsewhere, for instance near Stronsall or Woldrake. In this case the line accords with the general extent of the Green Belt by nearly following the 6 mile radius, and for the most part follows readily recognisable features. No exceptional circumstances apply here, and the only reason to depart from it would be to follow more suitable features.

B18.10 The Proposed Change would mean the inclusion in the Green Belt of land which it is not necessary to keep permanently open, and it would be illogical to include additional land on only one side of the A64. The CSL will occupy a site of over 22 ha and will have some 400 employees. It lies close to the A64 and its appearance will have a significant urbanising effect. An inset in the Green Belt would be a contrived proposal.

B18.11 Planning policies should be able to prevent the coalescence of settlements and harm to the amenity of existing villages even when they are not in the Green Belt. Similarly land can have recreational value but not be in the Green Belt. The designation of Claxton and Sand Hutton as Conservation Areas should afford them adequate protection. The desire to prevent the development of a new settlement is not a good reason to include land in the Green Belt, especially as that would mean that the new settlement, which would have to be outside the Green Belt, would be even further from York, with a consequent and harmful increase in travel distances.

G1547 Nowitt & Co

B18.12 If the boundary were further extended as suggested by the most numerous objectors this would adversely affect the prospects for the expansion of the supporters' business, which is located at Claxton Hall.

G5088A Ryedale District Council

B18.13 There is no objection to the Proposed Change provided that the CSL is inset into the Green Belt. If this did not happen Policies GB2 and 5 would apply to all extensions or redevelopment, and 'special circumstances' might have to be accepted so often as to devalue the Green Belt as a whole.

B18.14 MAFF first approached the District Council about the CSI in 1990, when they wished to centralise all of their main laboratories on a site of some 20 ha for a building of some 37 000 m². It had to be free of ground or airborne pollution and other physical constraints and had to be consistent with current planning policy. The latter implied a location outside the Green Belt.

B18.15 Although MAFF stated that they wanted a site appropriate to a rural area, the development itself, which resembles a school or offices, is not one which would be in character with a Green Belt. It cannot be regarded as an institution in large grounds. Over 1000 trees have been planted at the road junction, which will be grade separated. The development as a whole was regarded as acceptable as it is a special case rather than because of its appropriateness here, and it should not be included in the Green Belt.

Inspector's Conclusions

B18.16 I have already indicated that in view of the inevitably arbitrary extent of the Green Belt as indicated in Structure Plan Policy K8(1v) I consider that the outer edge should normally be defined by seeking suitable boundaries at or close to the 6 mile radius from the city centre, and that this should only be varied where special circumstances apply. In this case the Deposit Plan follows a line which is close to the 6 mile radius and in general follows suitable features. I note that it bisects Upper Helmsley, and that in general it is unsatisfactory to bisect settlements, but I do not regard this as being a substantial objection in the case of this very small settlement.

B18.17 The objectors suggest that land beyond the 6 mile radius is also capable of serving Green Belt functions. Insofar as it comprises for the most part open or wooded land whose landscape quality and amenity value is at least as high as that within the 6 mile radius, I accept that point. This is however very often the case, as very seldom is there likely to be any sudden change of character at any particular distance from York. On the contrary, transitions tend to be more gradual. Inclusion in the Green Belt would certainly be one means of safeguarding this area of countryside from encroachment, but this is of lesser concern in relation to the primary purpose of the Green Belt - the preservation of the special character of York as an historic town - the further one goes from York.

B18.18 The two villages of Glaxton and Sand Hutton are indeed of especial attraction. It is a matter of general planning policy that development which would adversely affected the character of such settlements should be resisted. They are, however, Conservation Areas, and proper application of Conservation Area policy should be capable of ensuring this without the need for more drastic but less directly relevant policies. Development in the open countryside nearby could also have a severe adverse effect, but this too could and should be prevented by the implementation of other national and local planning policies. I consider that although inclusion of this land in the Green Belt would be a method of achieving desirable planning goals, these goals are not sufficiently related to the purpose and functions of the Green Belt to make this an appropriate course of action. The undoubted recreational value of the land is not in itself a reason to include it in the Green Belt.

B18.19 I note that the Deposit Plan boundary runs up to the edge of the CSI which is now under construction. From what I have seen on site and from the various plans and drawings that I have been shown I find it hard to regard

this as anything other than an essentially urban building in a very prominent position. The extensive screen planting which is being undertaken should certainly help to reduce its impact, but any extension to the Green Belt which involved the inclusion of this site could only be justified if the arguments in favour of the inclusion of the rest of the additional land were particularly compelling. As I have indicated previously, I do not consider that this is the case.

B18.20 Even if the CSL itself were to be inset in the Green Belt I can see no overriding reason to extend the boundary onto this other land. In my opinion the Deposit Plan boundary is satisfactory both in its general location and in the features which it follows, and the Green Belt would not be strengthened by any further extension towards Claxton or Sand Hutton, and certainly not even beyond them to Barton le Willows.

Recommendation

B18.21 I recommend that no change be made to the Local Plan.

B23 ESCRICK

Case for the Objectors

G1811 Mr & Mrs P F Balderson

B23.1 The outer boundary of the Green Belt should be extended from Escrick to the northern boundary of the proposed new village of Wenlock to prevent the merger of the two villages.

Reply by the Council

B23.2 The Approved Structure Plan defines the Green Belt as a Belt whose outer edge is about 6 miles from the centre of York. The objectors' proposal would extend the boundary beyond this limit without serving any Green Belt purpose. No decision has yet been taken as to the location of a new settlement at Wenlock. If such a proposal were approved other planning policies could be employed to prevent the merging of the new settlement with Escrick. The outer boundary in this area follows readily recognisable features in line with Government advice. No detailed boundary has been put forward by the objectors.

Case for the Supporters

G1504E G R & S Horne

G1766 D W Lane

G1851A A J Bates & petition

G1514A Ms J Hurd

G1810M Mrs J Lane

G1884A D Hannaway & petition

G1515A J E Hurd

G1812A Mrs P Lane

B23.3 The outer boundary as drawn around Escrick is supported.

Inspector's Conclusions

B23.4 The line of the outer boundary conforms with the strategy set out in the approved Structure Plan. Extending the boundary further to the south would serve no Green Belt purpose, bearing in mind in particular that there is no certainty that the Wenlock new village or indeed any other new settlement will be constructed and also that the figure of 6 miles is to a degree inevitably an arbitrary one. The prevention of the merger of any new settlement with Escrick could be adequately controlled by other development control policies. The outer boundary as proposed in this area follows suitable and recognisable features.

Recommendation

B23.5 I recommend that no change be made to the Local Plan.

- B24 ACASTER AIRFIELD
- B25 ACASTER AIRFIELD
- B26 APPLETON ROEBUCK
- B27 SOUTH OF APPLETON ROEBUCK

NB All of these topics relate to the same section of the outer boundary. The objectors to B24 want it moved closer to York, and those to the other topics want it moved further out.

Case for the Objectors

G0004	E J McSherry	G0014A	Mrs E M Cannon-Brookes
G0035A	Ms M A Powell	G0045	R E Harte
G0170A	Miss E Oddy	G0276C	Copmanthorpe Parish Council
G0277B	Mrs D A Rowley	G0278A	Mr & Mrs M E Palmer
G0354B	Mr & Mrs A E Woodfield	G0704C	J B Phillips
G0706A	R A G Raines	G0707A	Ms J G Johnson
G0738B	CPRE (York & Selby Branch)	G0850	E A Powell
G0899	M Harrison	G0900	Mrs M J Harrison
G0966A	The Man Appleton Estate	G0964A	Mrs C C Macleod
G1009	Appleton Roebuck and Acaster Selby Parish Council		
G1064B	D A C & Ms D B Blunt	G1429E	M A Sweet
G1496	Mr & Mrs A E Harding	G1497	D & Ms S Zipper
G1507	Mr & Mrs F, Miss T Snowden	G1540	B J Mellors
G1601A	Acaster Malbis Parish Council		
G1597C	Cyclists' Touring Club (N Yorks District Association)		
G1765	Mrs E E Mitchell	G2069	Leeds City Council

B24.1 The Structure Plan allows some flexibility in the choice of outer boundaries by referring to it being 'about' 6 miles from the City centre. Provided that the chosen boundary meets this requirement, the choice should be of that with the most suitable features. Only where the choice is between two with equally satisfactory features should that nearer to the 6 mile radius be chosen.

B24.2 The Deposit Plan makes use of the central runway of the former airfield. Such a wartime relic only some 50 years old is inherently unsuitable as it may well not be a permanent feature. Parts of it and other runways have already been removed. It is shown on the 1:50 000 map at present but could be dug up at any time and can only be seen from close by. The boundary shown in the Consultation Draft Plan, which runs further to the south, is preferable as it follows the river and a road which has been in existence for some 500 years or more. This is more readily recognisable in terms of the advice in Circular 50/57. It lies slightly more than 6 miles from the city centre, but is within the allowable limit of flexibility and was presumably regarded previously as an acceptable boundary by the Council.

B24.3 Many of the objectors state in writing that they would prefer the boundary which is indicated as that suggested by Appleton Roebuck and Acaster Selby Parish Council and by Montague Evans in Appendix 3 to Doc NY/22, but those present at the inquiry acknowledged that this would split the village of Appleton Roebuck, and that the Consultation Draft Plan line was to be preferred. Short lengths of both that line and slightly longer lengths of the Deposit Plan line are poorly defined or not defined on the ground.

B24.4 The additional land which would be included in the Green Belt would fulfill the proper Green Belt functions of preserving the special character of the historic city and of preventing encroachment in the countryside, although

other planning policies do exist which could perform the latter function. The Council have wrongly taken into account the possibility of the construction of a new settlement here when drawing the outer boundary. In any event, the traffic generated by a new settlement here would cause harm to the amenities of residents of existing villages including Copmanthorpe and Bishopthorpe as well as resulting in a loss of open countryside. Many of the objectors are therefore opposed to this as a site for a new settlement.

G0053 D L Marning G0063B Dr & Mrs R E Schofield

B24.5 The villages of Auster Selby, Appleton Roebuck and Halton Percy should all be included in the Green Belt as they fulfil important Green Belt functions, especially in terms of leisure and cultural activities. Their exclusion would encourage harmful development in this area. The River Wharfe would be a more firm and defensible boundary.

G0748 J W & M E Earles
G1046 J M Dean & Sons, C A Robinson and others

B24.6 The outer boundary of the Green Belt varies from about 5 miles to about 7 1/2 miles from the city centre, so that it is clear by implication that the Council accept that the choice of boundary is not solely a matter of finding suitable features close to a 6 mile radius. If the boundaries are to be credible the quality of the land must also be taken into account along with legitimate development pressures on it. The airfield is an area which is of low quality in terms of the functions of the Green Belt, and yet there are likely to be considerable development pressures on it. If development were to be permitted this would weaken the Green Belt as a whole.

B24.7 It is accepted that the runway used as a boundary in the Deposit Plan would be capable of acting as a suitable boundary, but planning permission is about to be granted, on completion of a Section 106 Agreement, for the use of the northern part of the airfield for flying purposes. Although such a use may not be necessarily incompatible with the Green Belt, it may lead to a demand for buildings that would not be appropriate in the Green Belt. There may also be pressure, in view of the proposed New Settlement on the southern part of the airfield, for similar or related development on the northern part. The whole of the airfield should be excluded from the Green Belt, with the boundary running along the northern perimeter track, which is now a public footpath and is an effectively permanent boundary. It can be regarded as being 'about 6 miles' from the city centre.

Reply by the Council

B24.8 In fixing the outer edge of the Green Belt it is normally necessary to seek a line as close as possible to a 6 mile radius from the city centre. Some flexibility is acceptable in this, and it is accepted that the line shown as B26 can be described as 'about 5 miles' from the city centre. Nonetheless a better line is available closer to this radius and great weight should be attached to this aspect. To move the edge closer to the city as suggested in B24 would reduce it to only some 5.25 miles, and to move it further away would to a greater or lesser extent increase it beyond 6 miles.

B24.9 The runway used as a boundary in the Deposit Plan complies with the advice in Circular 40/57. It is a recognisable feature on the ground and is shown on the 1:50 OMI OS sheet. Although permission has been granted for the removal of runways, and runways have been removed elsewhere, for instance at Rufforth, the aggregate here is of poor quality, unsuited to road building.

About 90% of the runways at the airfield that were there in the 1940s still exist. There is no reason to suppose that features that have lasted so long will be removed during the life of the Green Belt. There are some marginal deficiencies in other parts of the boundary, as there are with the lines put forward by the various objectors. It is undesirable for the boundary to split a village, as one of the objectors' lines does at Appleton Roebuck.

B24.10 The additional land which the objectors suggest should be included in the Green Belt would not assist in its main function. The landscape character or quality of the land on the two sides of the chosen boundary are not as important as is the policy requirement in terms of distance from the city centre.

B24.11 The Deposit Plan boundary was not chosen to assist the development of a new settlement. Nonetheless choice of B25-27 would unnecessarily rule one potential site out of future consideration. It is however only one of about a dozen possible sites so far identified by developers.

Case for the Supporters

G0141 Mrs M Cowling	G0147 J Harding	G0221 A Naylor
G0702 Mr & Mrs H A Robinson		G0703 B Robinson
G7378 Shepherd Homes Ltd		G0839E York City Council

B24.12 The Deposit Plan line is supported. The chosen boundary does not have to be the best in terms of the advice in Circular 50/57; it merely has to satisfy it. The runway has been in existence for about 50 years, which is a significant life in Green Belt terms.

B24.13 The objectors accept that the further land is from York the less it contributes to its special character, and that this land is physically separated from it and could not be the subject of direct encroachment from the urban area. It is part of the extensive areas of open land around York which could be protected by means of general countryside protection policies rather than those of the Green Belt. The Green Belt must, however, accommodate the future development requirements of the area, which may well include a new settlement, possibly at this airfield.

Inspector's Conclusions

B24.14 I have indicated earlier that I can see no especial physical or strategic significance in the choice of a distance of 'about 6 miles' in the Structure Plan, and that any figure of this sort must inevitably be to some degree arbitrary. If outer boundaries could only be located in places where a significant change of character occurred they would be likely to vary greatly in their distance from the centre of York, whereas Structure Plan Policy E2(iv) impliedly rejects this approach by referring instead to a figure of 'about 6 miles'. I consider that other than in exceptional circumstances the outer edge should be defined close to this figure.

B24.15 The Deposit Plan line in this area is for the most part just below 6 miles from the city centre. Although the airfield was a single unit when used as such, it now appears no different from any the many other large areas of relatively flat agricultural land just outside York. I can see no reason in terms of physical character for it to be essential that either all or none of the airfield should be included within the Green Belt. At the same time I do not regard the possibility of future development on land excluded from the Green Belt as being a good reason to extend the Green Belt further than it otherwise needs to extend.

B24.16 The only significant remaining objection to the Deposit Plan line relates to how recognisable and durable it is. The former runway is shown on the OS map and is readily apparent once one is close to it. In addition, although the runway is no longer of use as such, it has so far proved very durable by surviving for some 50 years. Nonetheless its lack of a present function together with its inherent vulnerability if a suitable use were to emerge for the material or for the land means that in my opinion it lacks that kind of long term certainty which should be a characteristic of the outer boundaries of a Green Belt. I consider that it is necessary to seek a different line.

B24.17 To exclude the whole airfield from the Green Belt would in my opinion remove from the Green Belt such a large area of land which fulfills suitable functions and which lies well within the national general extent of the Belt as to be contrary to the fundamental aims of the Green Belt. It would be preferable to seek a line further out, and that shown in the Consultation Draft Plan, although extending the Belt somewhat further than would normally be desirable, still can be said to lie 'about' 6 miles from the city centre and to have boundaries which are, a trifling length apart, easily recognisable and likely to prove durable. A line through the middle of Appleton Roebuck would be most undesirable, and it would be preferable to exclude the whole village, as was done in the Consultation Draft. There is no case to extend the boundary even further out, and I regard the boundary shown in the Consultation Draft Plan as being very satisfactory in terms of both the Structure Plan and national guidance.

B24.18 I am aware that if this boundary is preferred, it may possibly exclude from consideration a potential site for a new settlement. It is of course important in defining the boundaries of the Green Belt to ensure that long term development needs can be met, but a new settlement is not a part of any current approved strategy and there can be no way of being sure whether it will form a part of any future strategy or what criteria will be laid down in that strategy for the choice of sites. Many potential sites for new settlements are being put forward by landowners and developers, and at this stage the need for or acceptability of the objection site must be entirely speculative. In view of the contrast between this degree of uncertainty on the one hand and the certainty that the altered boundary, unlike that in the Deposit Plan, would meet national guidance and that the additional land which would be included in the Green Belt would fulfil Green Belt functions, I am in no doubt that the boundary should be altered in this area.

Recommendation

B24.19 I recommend that the outer boundary at Acaster Airfield be modified to follow the line shown in the Consultation Draft Plan.

B28 & B29 COLTON LANE

Case for the Objectors

00278B Mr & Mrs M E Palmer

01919B Mr & Mrs C Brown

B28.1 A boundary which followed Colton Lane to the A64 would be more definite and enduring. Croft Garage at Colton Lane End should be excluded from the Green Belt.

Reply by the Council

B28.2 The line followed by the Green Belt boundary follows tree belts and watercourses and is readily identifiable on the ground. Whilst it is accepted that Colton Lane could provide a durable and clearly defined boundary it could not be described so well as a boundary which is about 6 miles from the city centre. Topic Area B29 is a small triangular site and its exclusion from the Green Belt would be seen as an anomaly if taken in isolation.

Inspector's Conclusions

B28.3 The Green Belt boundary runs diagonally across site B28 with rather more land lying beyond the 6 mile limit than within it. To the south the boundary follows Colton Lane. I accept that watercourses and tree belts can provide readily recognisable boundaries and I agree that site B29 could not on its own be sensibly excluded from the Green Belt. In this case however I consider that it would be more logical for the boundary to continue along Colton Lane to its junction with the A64. Such a boundary would still be about 6 miles from the centre of York but would be firmer, clearer and slightly closer to the literal 6 mile radius.

Recommendation

B28.4 I recommend that sites B28 and B29 be excluded from the Green Belt.

C34 MANOR LANE; RAWCLIFFE

Case for the Objectors

G0582 J W Dale
G0976N Persimmon Homes (Yorkshire) Ltd
G1597X Cyclists' Touring Club (North Yorkshire District Association)
G1962 Mr & Mrs E Hall
G20011 Ryedale District Council

G0772 Rawcliffe Parish Council
G1970 Mrs J Boynton

C34.1 Historically the site has been part of the sketch Green Belt and no sound planning reasons are advanced for now excluding it from the Green Belt. In other locations the Council have made it clear that they consider that an area of open countryside should be maintained between the Ring Road and the outer urban edge of York. That policy should apply equally to the objection site to avoid inconsistency. The Ring Road does not provide a durable and enduring boundary in this location as the proposed doubling of the road may result in it being moved further to the north. Manor Lane would be a more suitable and enduring boundary for the Green Belt which defines the northern built-up limit of the city in this location.

C34.2 The site is in a prominent location adjacent to the junction of the A19 and the Ring Road and in its character is no different from the countryside to the north of the Ring Road or to the west of the A19. The A19 is an important approach to York and it is important to the character of the city that the countryside along this approach, including the objection site, should be protected from development. If the site were to remain outside the Green Belt there would be an irresistible pressure for it to be developed resulting in urban sprawl and harm to the amenities of those living nearby. There is already too much traffic on Manor Lane. Commercial development would be particularly inappropriate at this important entrance to the city.

C34.3 Planning permission for residential development on the adjoining site to the east was allowed on appeal and should not be taken as setting a precedent for excluding the objection site from the Green Belt. Ryedale District Council are considering enforcement action which would improve the appearance of the B & Q site further to the east.

Reply by the Council

C34.4 PPG2 makes it clear that Green Belt boundaries should be drawn so as not to include land which it is unnecessary to keep permanently open. Although elsewhere there is a need to protect undeveloped land within the Ring Road in order to check the unrestricted sprawl of the city, the present site performs no Green Belt function. Circumstances have changed significantly during the life of the sketch Green Belt. The Ring Road has been constructed and major development at Clifton Moor has been allowed right up to the Ring Road. More recently permission for residential development has been allowed on appeal on a site immediately to the east of the objection site, and that development is now proceeding. In this area therefore it is the Ring Road which now defines the edge of the urban area and excluding the site from the Green Belt would not give rise to urban sprawl.

C34.5 Views of the site are restricted by the embankment between it and the Ring Road. The site does not appear as part of the open countryside or part

of the green wedge formed by Clifton Tings to the west. It is simply an area of open land within the urban framework and its exclusion from the Green Belt would not result in encroachment into the countryside or harm to the setting of the city. If it were felt necessary to retain the site as a buffer between the Ring Road and the existing residential area this could be achieved by other planning policies.

Case for the Supporter

G1906 W B Ritchie

G34.6 The site should be excluded from the Green Belt, thus allowing allocation for development.

Inspector's Conclusions

G34.7 At Clifton Moor commercial development has been allowed close to the Ring Road. Although the buildings are set back from the road and there are landscaped areas between the buildings and the road, the clear impression is that it is the Ring Road which forms the boundary to the urban development in this area. Closer to the objection site residential development is now taking place between Manor Lane and the Ring Road. This will serve to reinforce this impression.

G34.8 The objection site is visually contained by the Ring Road to the north, new residential development to the east, the existing housing in Manor Lane to the south and the A19 to the west. Views into the site from the Ring Road are restricted by an embankment. It does not appear as part of the countryside but as an open space within the urban framework. I agree that the A19 forms an important approach to the city but in this vicinity it is the green wedge formed by the land leading to Clifton Tings that is important to the character of the city. The objection site is not visually part of that green wedge. I do not consider that the exclusion of the site from the Green Belt would result in urban sprawl or affect the character of this part of York.

G34.9 Draft proposals for upgrading the Ring Road have been published and show part of the site taken up by the highway. However these proposals are still at a consultation stage and there can be no certainty as to the eventual nature of the scheme which will be implemented. The scheme that is currently being contemplated appears to me likely to reinforce the view that the Ring Road and any related roads form the boundary to the urban area in this location. I can see no substantial reason to alter the Green Belt boundary as a result of any uncertainty concerning the future of the Ring Road.

Recommendation

G34.10 I recommend that no change be made to the Local Plan.

C35 WIGGINTON ROAD: CLIFTON

Case for the Objectors

C0001 Henry Boot Projects Ltd

C35.1 The objection site adjoins recently developed industrial and commercial development to the west of the site. It is historically, physically and visually related to this development. The existing development took place on the former Clifton Airfield of which the objection site formed part. In 1961 the majority of the airfield has been included in the sketch Green Belt. Later the sketch Green Belt boundary was moved eastwards but not to any identifiable boundary. Since then that line has been breached and development allowed up to the boundary with the objection site. In their character and appearance the parts of the former airfield which have now been developed were originally little different from the objection site. The past boundaries did not follow any firm feature. The present boundary between the site and the industrial/commercial development to the west is not clearly defined on the ground. In contrast a well defined boundary would be provided by Wigginton Road. This would form an enduring boundary to the Green Belt in line with the advice in Circular 14/84. It would be logical now to move the boundary further eastwards to a firm boundary and to exclude the whole site from the Green Belt. If this is not accepted the line put forward by Mainmarsh Ltd would be acceptable as a compromise.

C35.2 The development of the objection site would not run counter to Green Belt objectives. The site is well contained by existing roads to the north, south and east and by large scale buildings to the west. The site itself contains a number of buildings and uses. It does not have the character of open countryside and its development would not be an encroachment into the countryside. It is accepted that Bootham Stray is an important green wedge extending into the city, but the Stray lies to the south of the objection site and the site itself does not form part of that green wedge. There is a wide expanse of open land between the site and New Earswick, so that development of the site would not lead to the coalescence of settlements. Such development would be seen as a logical extension of the existing development up to a firm boundary at Wigginton Road and thus would not result in urban sprawl.

C35.3 The development of the site would provide an opportunity for improving the visual amenity of the area by introducing a belt of landscaping along Wigginton Road. This would soften the hard edge of the existing development and would also continue the role of the green wedge. Whilst there are some views of the Minster from the Ring Road across the site these are interrupted by the buildings on it. The views obtained from the Ring Road east of the Wigginton roundabout are more important. The proposals for the upgrading of the Ring Road are likely to lead to the construction of a grade separated junction at the Wigginton Road roundabout. This would affect the character of the area by introducing a visual barrier in views from the north and by offering new views of the Minster from the elevated section of road.

C35.4 There is insufficient flexibility in the amount of land available for employment purposes, especially in the period beyond 2006. This is bound to lead to pressure for an earlier review of the Green Belt boundary than is necessary or desirable. Excluding the site from the Green Belt would provide a much needed degree of flexibility in the provision of employment land. The site is not land which it is necessary to keep permanently open and it could

reasonably be excluded from the Green Belt in line with the advice in Circular 14/84. The development of the site would also be in line with Policy 16 of the Structure Plan.

C35.5 It is a more appropriate site for development than the Clifton Hospital site. One other benefit of the development of the site would be that it would allow for the construction of a link road between the existing development and Wigginton Road. This would relieve pressure on the Tesco roundabout.

G1553 Mainmarsh Ltd

C35.6 The general nature of this objection is similar to that put forward by Hogg Contracts Ltd but the area of land which it is sought to exclude from the Green Belt is less and this is coupled with proposals for the landscaping of the site. The amended Green Belt boundary would run parallel to the existing boundary with the industrial estate but some 80 m from it, thus releasing some 3.80 ha of land from the Green Belt for industrial or commercial development in the short or longer term. The boundary would be defined by a 3 m high earth bank and a new woodland belt not less than 15 m wide extending along the length of the boundary. A scheme of woodland planting on the southern side of the site would screen the petrol filling station in views from Wigginton Road. There would be an opportunity for public acquisition of the balance of the objection site to allow the creation of a new Stray, the costs being offset by the release of the industrial land. The agricultural buildings on the site would also be removed.

C35.7 The proposals would create a more appropriate and defensible Green Belt boundary and a landscape dominated interface between the industrial development and the Green Belt. This would be a major improvement on the present appearance of the area and would benefit the setting of York.

Reply by the Council

C35.8 The land between Clifton/Rawcliffe and New Earswick/Huntington is one of the major areas of open land extending into the city from the countryside. It forms an important green wedge of land on both sides of Wigginton Road. This green wedge has the character of countryside and plays an important part in the setting of the city when viewed from the Ring Road. Its importance to the special character of the historic city is enhanced by the views of the Minster from the Ring Road which are obtained across this open area. The site makes an important contribution to the openness which exists in the approach to the city along Wigginton Road. Development of the site would erode the open character of the area and would impede and impinge upon views of the Minster, and in so doing it would detract from the special character of the historic city. It would also result in an extension of the built-up area of the city into the countryside. The introduction of landscaping along Wigginton Road as part of a development scheme would not overcome these problems. The boundary of the Green Belt follows the boundary of the existing development to the west, can readily be recognised and would be enduring.

C35.9 Sufficient land for employment purposes has been identified in the Greater York area to meet the anticipated needs of that area and there is a range of sites available. There is no overriding need to develop the site for employment purposes and such development would be likely to result in an over-provision of employment land. Any excessive over-provision of land might lead to an unacceptable in-migration of jobs with consequent pressure on housing

provision. The Clifton Hospital site is likely to be granted planning permission and therefore must be taken into account in assessing the supply of employment land. Consideration of the development of the objection site in the context of Policy 16 has to be set against the overall provision for industrial land contained in Policy 15 and the need to maintain Green Belt objectives. Development of this site would not be appropriate in the terms of Policy 16.

C35.10 The proposal by Mainmarsh Ltd provides an alternative boundary which follows no clearly defined physical feature and is arbitrary in its nature. The area of land which the objector proposes should be excluded from the Green Belt is an important part of the green wedge based on Bootham Stray whose development would be contrary to Green Belt objectives. The Council would welcome tree planting along the urban edge but this is not sufficient reason to justify excluding part of the site from the Green Belt.

Inspector's Conclusions

C35.11 Although the objection site contains a golf driving range and a number of buildings housing a variety of uses, its predominant character is of open pasture land. From the Ring Road the site is seen in conjunction with the open countryside to the east of Wigginton Road. In the approach from the south along Wigginton Road the site is seen in conjunction with the open countryside to the north of the Ring Road. In these views the site appears as part of a wide swathe of countryside extending on both sides of Wigginton Road towards the city centre. The buildings on the site are, for the most part, subsumed within this landscape and, whilst the development to the west of the site does exert an urban influence it is the countryside character of the area which predominates. Any development of the site would therefore be seen as encroachment into the countryside. The boundary of the Green Belt in this area is well defined by the boundary of the existing development to the west of the site.

C35.12 From the Ring Road and from Wigginton Road there are views across the site of the Minster. Although these views are obstructed in places by the buildings on the site they are nevertheless important in that the focal point of the historic city can be clearly seen and the scale of the city is established. Development of the site would have a direct and adverse effect on these views. In addition it would intrude on the views of the Minster from locations further west on the Ring Road. Taking all of these matters into account there is no doubt in my mind that development of the site would have an adverse effect on the special character of the historic city.

C35.13 Similar problems arise with the Mainmarsh proposal which would reduce the width of the open area near Wigginton Road. Although the visual impact of the existing buildings on the adjoining industrial site is unfortunate I regard it as important in this location that development should be well separated from Wigginton Road in order to retain the open approach to the city which is so important to its setting. Whilst the landscaping proposal may appear superficially attractive I do not think that it would fully screen development on the site and, to be effective, they would have to be on a scale which would have the effect of substantially reducing the openness of the site. The latter, despite its buildings, has a rural character which is in keeping with this approach to York and which would be lost if the site were dealt with as the objectors propose. I believe that it is necessary to keep it permanently open if the special character of York is to be protected.

C35.14 The proposals for the upgrading of the Ring Road are at a consultation stage and there is no certainty that they will be implemented as currently proposed. However, if there were to be a grade separated junction:

at the Wigginton Road roundabout. I believe that this would reinforce the need to retain this site in the Green Belt. Views from an elevated section of road would throw into greater prominence the green wedge based on Bootham Stray. I note that the current proposals include a link road to the industrial estate.

C35.15 Policy 16 of the Structure Plan allows the extension of existing industrial estates where appropriate, but in this case extension would be inappropriate as it would be contrary to fundamental Green Belt objectives. Although, having regard to the advice in PPG2, I am concerned at a possible lack of sufficient flexibility in the provision of employment land in the long term in the case of this site the harm which would be caused to Green Belt objectives by excluding the site from the Green Belt would outweigh any advantage which might result from the development of employment uses on it.

Recommendation

C35.16 I recommend that no change be made to the Local Plan.

C36 KETTLESTRING LANE: CLIFTON

Case for the Objectors

C15976 Cyclists Touring Club (North Yorks District Association)

C36.1 The objection site is part of the northern extremity of Bootham Stray and is an extension of the green wedge extending northwards from Clifton and Bur Dyke Avenue. In the past this was part of the extensive open area of Clifton Moor and the site is still part of the countryside. It therefore performs several Green Belt functions. The exclusion of the site from the Green Belt would be likely to result in industrial sprawl. Clifton Moorgate provides a well defined boundary for the industrial area and the objection site should be included in the Green Belt. Any need for land for industrial/commercial development would be best addressed at the RIP for Alteration No 3 to the Structure Plan.

Reply by the Council

C36.2 The objection site is bounded on two sides by roads and built or committed development. The eastern boundary of the site aligns with the eastern boundary of the developed industrial estate to the north of Kettlestring Lane. The site is not an essential element of the green wedge based on Bootham Stray and is not part of the historic Stray. Development of the site would not lead to encroachment into the countryside or to urban sprawl because it is visually contained by existing and proposed development.

C36.3 In the assessment of employment land requirements in the greater York Area particular consideration was given to identifying sites for development which would not conflict with Green Belt objectives. This is such a site. The employment land requirements for the area were assessed in the Greater York Study and have been incorporated into the Draft Alteration No 3 to the Structure Plan. The objection site makes a significant contribution to the necessary provision and is a logical extension to the existing and proposed industrial/commercial development at Clifton.

Inspector's Conclusions

C36.4 The objection site has a visual relationship with both the wedge of open countryside formed by Bootham Stray and the recent industrial/commercial development at Clifton. Further planned development to the west of Water Lane will however serve further to urbanise the character of the area. The value of the green wedge in this area depends largely on maintaining a sufficient area of open land on both sides of Wigginton Road to ensure that the countryside ambience in this approach to York is not eroded. The eastern boundary of the existing development on the north side of Kettlestring Lane leaves sufficient open space between the development and Wigginton Road to achieve this. The eastern boundary of the objection site aligns with this boundary and its development would therefore not compromise the integrity of the green wedge. Although when viewed from Kettlestring Lane the site does appear part of the countryside and there are views across it of the Minster these considerations have to be balanced against the need to provide land for future employment purposes in the Greater York Area. The objection site is well related to existing and committed industrial/commercial development and is at best a peripheral part of the green wedge. Overall I do not regard it as land which it is necessary to keep permanently open.

Recommendation

C36.5 I recommend that no change be made to the Local Plan.

G37 WATER LANE: CLIFTON

Case for the Objectors

G0238 & G6003 Ms A Gray G09293 Hambleton District Council
G09750 & G6005 Persimmon Homes (Yorkshire) Ltd G1590A J E Riddell
G1604 Stephenson and Son G1686 & G6000 Trustees of W J Pulleyn (Dec'd)
G1961A & G6001 Yorkshire Wildlife Trust
G1963 & G6004 Miss P Griffiths G6002 York City Council

C37.1 The site, part of a former airfield, is an area of degraded land on which agricultural activity ceased some years ago. Because of its location and condition it cannot reasonably be expected to be put back into agricultural use. The site has existing development on its north western and south eastern sides. On its south western side it adjoins an area outside the Green Belt which is in the ownership of the City Council and which has been allocated for affordable housing. It is probable that this proposals will go ahead, in which event the objection site will have development on three sides. The site is an open space within the urban framework rather than part of the open countryside. Because of this, its development would not result in encroachment into the countryside or contribute to the unrestricted sprawl of the city. It would be a rounding off of the existing urban area.

C37.2 Although the north eastern boundary of the site adjoins Bootham Stray the site does not have the countryside character of the Stray and is not part of the important green wedge formed by the Stray. The site does provide an undeveloped area between Clifton Moor and Kingsway. These areas are however not separate towns or even separate settlements but simply part of the same developed area of the city. Bootham Stray effectively separates the Clifton/Rawcliffe area from New Earswick/Huntington and development of the objection site would not affect that separation. Some views across the site of the Minster could be protected in the detailed layout of any residential development.

C37.3 The site is in private ownership and there are no rights of public access to it. It has the appearance of waste ground which detracts from the amenity of the area and has no existing or potential recreational or amenity value. Any role that it might have had as a green wedge was removed by the decision to allocate the land to the south post for residential purposes. The site has the same character as that land and makes no contribution to the special character of York.

C37.4 Persimmon Homes, whilst taking the view that the whole of the objection site should be excluded from the Green Belt, accept that part of the site has a wildlife interest and should not be developed. In discussion with the District Council they have agreed in principle that part of the site should become a Country Park/Nature Reserve with the remainder of the site being developed for housing. A detailed proposal is being prepared and is the subject of a Section 106 Agreement (Doc RD/204). That proposal is now generally supported by the Yorkshire Wildlife Trust, English Nature and others and is recognised in Proposed Change No 31. The proposal is in line with the advice in paragraph 6 of Circular 14/84 in that it embodies a positive approach to land management.

C37.5 Even if it were felt that the site does fulfil one or more Green Belt functions it would be necessary to balance this against the benefits which would arise from the current proposal being put forward by Persimmon Homes.

This proposal would improve the amenity of the area, would safeguard the wildlife interest of the site and open up part of it for recreational purposes. The achievement of these aims is entirely consistent with national policy in dealing with neglected or underused land in urban areas and recreational provision as set out in Circular 14/84, PPG3 and PPG17. Compulsory purchase is not a realistic option.

Reply by the Council

C37.6 Having regard to the discussions which have taken place between Ryedale District Council and Persimmon Homes, the agreement which has been reached and the benefits arising from that agreement, the Council are now proposing a change to the Deposit Plan (Proposed Change No 31). This changed view has been properly considered by the relevant Council Committees and would amend the Green Belt boundary to exclude the south western part of the objection site, some 7.7 ha, from the Green Belt. The area which it is proposed to exclude is mainly rough grassland without any significant ecological value. Although the development of the land to be excluded from the Green Belt would have an impact on the green wedge formed by the objection site, the role of the green wedge has already been adversely affected by the exclusion of the site to the south west for affordable housing. A substantial part of the objection site would remain in the Green Belt. The proposals envisage the proper management of the land for ecological and recreational purposes and this would be of benefit to the Green Belt and the adjacent residential areas. Careful design of the residential proposals could ensure that some views of the Minster from Water Lane were retained.

C37.7 The whole of the objection site should not be excluded from the Green Belt. The character of the site changes as one moves across the site from the built-up area towards Bootham Stray from an urbanised space to an area of countryside. Proposed Change No 31 recognises this transition. To exclude the whole site from the Green Belt would open up the possibility of further development which would be an encroachment into the countryside. This would reduce the gap which exists between Clifton/Rawcliffe and New Earswick/Huntington, and would adversely affect the setting of York.

Case for the Supporters of the Deposit Plan

500250	W K Sessions	G18160	The Ramblers Association (York Group)
G1949	Ms M Meisenwelter		G6006 G Whipp
G6007	Shepherd Hoses Ltd		G6009 Mrs J Looker
G6030	Mairmarsh Ltd		G6011 J Smallwood

C37.8 The contribution of the objection site to the Green Belt was examined at the Consultation Draft stage of both the Green Belt Local Plan and the Southern Ryedale Local Plan. Both plans indicated that the site fulfilled Green Belt functions and this was confirmed in the Deposit versions of the plans. A proposal for residential development on the site was recently dismissed on appeal. The Council's view at that time was that the site had been properly defined as Green Belt land. The Council still accept that the site fulfils a Green Belt function but now argue that the partial development of the site would provide an opportunity to manage the remainder as a Nature Reserve/Country Park and that this possibility overrides the need to keep all of the site in the Green Belt.

C37.9 The whole of the site has a rural ambience and is part of the countryside extending along Bootham Stray into the city. Development of part of the site would therefore be an encroachment into the countryside. The site

borders on Water Lane which although not a principal radial route into the city is nevertheless a well used approach road. It is part of an historic green wedge of open countryside penetrating the urban area. Such wedges play an important role in contributing to the special character of the city. This role would be markedly eroded by excluding part of the site from the Green Belt.

337.10 The site plays an important role in checking the unrestricted sprawl of the city. It also contributes, along with Bootham Stray, to the separation of Clifton/Rawcliffe and New Marswick/Huntington. In addition it provides an area of open land separating the neighbouring settlements of Clifton Moor and Kingsway. All of these roles would be undermined if part of the site were to be excluded from the Green Belt. This would be counter to both Green Belt policy and Policy 3a of the Structure Plan.

337.11 Although the Council place much stress on the advantages which would accrue by having part of the site managed as a Country Park/Nature Reserve there can be no certainty that those advantages will be achieved. The County Council have not been party to discussions on these matters and rely totally on agreements which may be made between the developers and the District Council. Although there has been much talk of a Section 106 Agreement no such agreement has yet been concluded. Under these circumstances there is considerable doubt as to whether the objectives on which the Council place so much importance would be achieved by this means. The objectives themselves are in any event confused and it is extremely doubtful whether recreational needs and the needs of wildlife conservation can be catered for together on such a relatively small site. It is also the case that the objectives could be met by other means than by a "trade off" involving the development of part of the land. Alternatives such as grant aid for nature conservation projects or compulsory purchase of the site by the local authorities have not been explored although these alternatives would allow the site to remain wholly in the Green Belt. It is also the case that the development of part of the site for housing would have an adverse effect on the nature conservation interest on the remainder of the site. In addition and contrary to the advice in Circular 14/84 there is no well defined boundary between the proposed development area and the remainder of the site.

06008 Cllr R Wilson

337.12 The true position of the County Council remains that there should be no change to the Deposit Plan in relation to Water Lane. In considering the proposed change the Council may have failed to act correctly. It is unnecessary to locate housing in this area as adequate alternative sites are available.

Inspector's Conclusions

337.13 The objection site forms part of an area of open land extending from Bootham Stray to the point where Bur Byke meets Water Lane. The southernmost part of this area, which is in the ownership of the City Council, is excluded from the Green Belt and has been designated as a site for affordable housing. In view of the City Council's concern to achieve such development there is little doubt in my mind that it is likely to proceed. This would result in the objection site having development on three sides, including the large and visually dominant grain storage buildings fronting onto Water Lane opposite the site. It appears to me that the site as a whole forms a transitional zone between the open countryside of Bootham Stray and the urban area of Clifton

Moor and Kingsway. The precise line where the character of the area changes from countryside to urban open space is not easily defined. I consider, however, that the area which it is now proposed to exclude from the Green Belt is more an open space within the urban framework than an extended part of the countryside. The development of this area of the objection site would therefore not be an encroachment into the countryside.

C37.14 There has clearly been considerable urban expansion in the Clifton area in recent years and the objection site has to be seen in the context of that expansion. The area which it is proposed to exclude from the Green Belt would be visually well contained by the urban framework and I do not think that its development would result in urban sprawl. Whilst the site does provide an open space between the built up areas of Clifton Moor and Kingsway I do not regard these as separate settlements but as related suburbs of the same settlement of York. I agree however that it is important to the character of York that Clifton/Rawcliffe and New Earswick/Huntington should continue to be separated but this separation is effectively accomplished by Bootham Stray and does not rely in any way on the south westerly part of the objection site remaining open.

C37.15 Under these circumstances I do not see the area of the site which it is proposed to exclude from the Green Belt as making a significant contribution to the special character of York. It appears to me that views of the Minster from Water Lane could be protected if development were to be kept away from the north east corner of the area which it is proposed to exclude from the Green Belt. The minor contribution the proposed development area makes to the special character of York would be more than compensated for by having the remainder of the objection site managed as a Country Park/Nature Reserve. This would have two major benefits in addition to the obvious ecological ones. It would result in improvements to the appearance of the area and thereby the setting of the city, and would provide an area for public access and recreation. I am not convinced that these benefits could be realised in any way other than through a Section 106 Agreement related to a grant of planning permission on part of the site. Management of the area depends on agreement with the owners and I note that compulsory purchase is not a realistic option. Having regard to the particular nature of the ecological interest of the site and provided that the area is properly managed, I see no difficulty in combining its use as a Country Park with that of a Nature Reserve.

C37.16 The part of the site which it is proposed to retain in the Green Belt does have a more positive Green Belt function. Although its character is different from that of Bootham Stray it is nevertheless aligned more with the countryside than the urban area and forms part of the countryside setting of the city. Development of this wider area would result in encroachment into the countryside and would erode the special character of the setting of the city contrary to Green Belt and Structure Plan objectives. In relation to the Section 78 appeal I note that the Inspector concluded that the site may fulfil the Green Belt objective of preserving the special character of the historic city of York and that Green Belt policies should be applied to the site pending a decision of the boundaries of the approved Green Belt. As I have made clear above, when viewed in the context of the Green Belt as a whole I consider that this part of the site performs a clear Green Belt function but that the remainder plays only a very minor part in preserving the special character of the city and that the loss of this role is more than outweighed by having the remaining open parts of the site properly managed.

Recommendation

C37.17 I recommend that the Deposit Plan be modified as set out in Proposed Change No 31.

G38 MOOR FARM, WATER LAKE: CLIFTON

Case for the Objector

G1769 R H Farrow

G38.1 The objection site, including the farmhouse and outbuildings, occupies an area of about 2.1 ha. The land immediately to the north of the site now forms part of the farm holding as tenanted grazing, but has been allocated for development and planning permission granted for offices and warehousing subject to the completion of a Section 106 Agreement. The eastern boundary of the site borders on Poothax Scray and is defined by a hedge and ditch. Running along the southern boundary of the site is a surfaced private right of way which has a hedge on its southern side. The eastern and southern boundaries of the site could therefore form recognisable and enduring boundaries.

G38.2 Immediately to the south of the objection site is an area of scrub land which the District Council propose to designate as a Nature Reserve/Country Park. To the south west of this area both Councils are proposing a change to the Green Belt boundary which would allow residential development to extend from the south along Water Lane towards the objection site.

G38.3 The site is not part of the countryside but is a remnant of a former farm. Opposite the site are a number of very large storage buildings. These together with the proposed development to the north of the site and the proposed changes to the Green Belt boundary to the south will reinforce the character of the area as part of the built-up area of the city. The exclusion of the site from the Green Belt would therefore not result in an encroachment into the countryside or in urban sprawl. The site is derelict in its appearance and its development would enhance the approach to the city.

Reply by the Council

G38.5 The area between Clifton/Rowliffe and New Earswick/Huntington is one of the major green wedges of open land extending into the city from the countryside. The objection site is a part of this area which contributes significantly to the character of the city. In visual terms the site is related to this open wedge rather than to the nearby development site. The development of the site would extend urban development further into this wedge of open land contrary to Green Belt objectives. The site performs a valuable role in protecting the unrestricted sprawl of the city.

G38.6 The site was shown as "white land" in earlier development plans, but after full consideration by the Greater York authorities the Greater York Study did not identify the site for development and it does not form part of the long term development strategy for Greater York.

Inspector's Conclusions

G38.7 I agree that it is important to the character of York that the open area between Clifton/Rowcliffe and New Earswick/Huntington should be protected. I do not consider, however, that the objection site forms an essential part of this open area and I see no reason why it should be necessary to keep it permanently open. The boundaries of the site are well defined on the ground and could form an enduring Green Belt boundary. The

the entire of the site is flat open grazing land bounded by hedges. The site is clearly different in character from the scrub land to the immediate south and it also differs to a degree from Boutham Stray to the east which consists of larger enclosures of grazing land. However it differs very little in character from the land immediately to the north which is allocated for development. In the approach to the site from the north along Water Lane, York Minster can be seen. Given that there will be development on both sides of the road in this area I do not think that the slight extension of this development which might occur if the site were excluded from the Green Belt would adversely affect this view. Having regard to the substantial development which already exists in the area and also to the proposed development to the north I do not consider that the development of this small site, if it were to occur, would be seen as contributing to the unrestricted sprawl of York.

Recommendation

C38.4 I recommend that Site C38 be excluded from the Green Belt.

G39 SOUTH OF WATER LANE: CLIFTON

Case for the objectors

G1516J The Ramblers Association (York Group)

G39.1 The land on both sides of Bur Dike should be included in the Green Belt in order to provide a link from the open countryside at Bootham Stray through to Canon Lea School playing fields. The land would then remain free of development and a footpath link could be provided through the area.

Reply by the Council

G39.2 It is accepted that Green Belts have a positive role in providing access to the open countryside for the urban population and this factor has been taken into account in drawing up Green Belt boundaries. This role is emphasised further in Structure Plan Policy E6a. However, it is necessary to ensure that the concept of the Green Belt is not devalued by including all open areas with an existing or potential recreational use in the Green Belt regardless of the extent of any contribution they may make towards the objectives of the Green Belt. Many open spaces make an important contribution to the amenity of urban areas but are best protected by other policies. Such is the case here where a footpath link could be provided through the area through the application of other local policies.

Case for the Supporters

G0839I York City Council

G39.3 Land at Pigeon Cote Farm should not be included in the Green Belt.

Inspector's Conclusions

G39.4 The land to the north of Bur Dike east of its junction with Water Lane is in the ownership of the City Council and has been allocated for affordable housing. It is also proposed to exclude land further to the east from the Green Belt for the purposes of residential development. My conclusions on the latter are set out in G37 above, and it follows from those conclusions that I do not consider that the land adjacent to Bur Dike from Sutton Way to its junction with Water Lane should be included in the Green Belt. I would anticipate that in the detailed planning of the area it might be possible to provide a footpath close to Bur Dike lining Water Lane with Bootham Stray in order to make the best use of the proposed new public open space, but this is not a matter which comes within the ambit of the present Local Plan.

Recommendation

G39.5 I recommend that no change be made to the Local Plan.

C40 REAR OF VICKERS: NEW EARSWICK

Case for the Objectors

00059A W K Sessions

00047 W H Sessions

019408 York Natural Environment Trust

C40.1 The objection site should be included in the Green Belt to preserve the area of open space which extends into the urban area. The site is an attractive area of landscape adjoining the River Poss. It is popular with local residents as a recreation area, especially for walking dogs, and provides an area of nature conservation interest close to the urban area.

Reply by the Council

C40.2 The objection site does not perform any Green Belt function. It is not part of a green wedge extending into the city from the countryside and contributing to its special character. It is not part of the countryside but is an open space within the urban area. Although the site is an important open space which provides a local amenity, it is neither necessary nor appropriate to secure its preservation by including it within the Green Belt. Other policy measures exist which could be used to protect the area. In this regard it is noted that the site is designated as a visually important undeveloped area in the Southern Ryedale Local Plan and is subject to Policy ENV8 of that plan.

Inspector's Conclusions

C40.3 The objection site is an area of open land which extends along three sides of a large industrial building and has residential development on its northern side. It is an open space within the urban area which is not part of the countryside or of a green wedge extending into the city from the countryside. I do not consider that it performs any Green Belt function.

Recommendation

C40.4 I recommend that no change be made to the Local Plan

C41 NORTH OF JOSEPH ROWNTREE SCHOOL: NEW EARSWICK

Case for the Objector

G1038 M Karkeek

C41.1 The boundary shown on the Deposit Plan includes broken hedgerows and crosses a playing field. If the former were removed the boundary would become blurred and would not be defensible. It should therefore be moved to the north as far as the bridleway running from west to east which is a more clearly defined and established feature. The Green Belt would then exclude a number of disused agricultural buildings likely to be the subject of proposals for conversion to residential use which would otherwise put pressure on the Green Belt boundary.

Reply by the Council

C41.2 This site fulfils several Green Belt functions, including the preservation of the special character of York and the prevention of the merging of separate towns. Although it is accepted that the northern boundary put forward by the objector would be well defined and is clearly identifiable on the ground, that shown in the Deposit Plan is also identifiable. It would be wrong to exclude from the Green Belt open land which is so important to its functioning.

C41.3 Sufficient land for future development is available elsewhere. Proposals for the conversion of buildings in the Green Belt can be considered against specific policies of the Local Plan.

Case for the Supporters

G0089 M E Harrison G0104C Mrs D Aconley G0107C Ms L J Lea
G0269C Mr & Mrs L W Stephenson " G0436C Mr & Mrs J Shephard
G1016B The Ramblers Association (York Group) G2028C P A & Mrs E J Inwood

C41.4 It is important to avoid the merging of Haxby and New Earswick. Further development in this area would add to existing traffic dangers on Haxby Road.

Inspector's Conclusions

C41.5 The gap between New Earswick and Haxby is narrow and prominent, especially from the Ring Road. It is important both for the character of York and for the maintenance of a continued separate identity for the two settlements that it should not be further reduced. The objection site is an important part of the gap, and any reduction in its openness would have a severely detrimental effect on the achievement of the objectives of the Green Belt.

C41.6 The present northern inner boundary to the Green Belt in this area is not wholly well defined, whereas the northern boundary of the objection site would be capable of forming an especially clear Green Belt boundary. Nonetheless the present line is sufficiently clear for it to function adequately as a Green Belt boundary, especially bearing in mind the importance of retaining the objection site in the Green Belt. I note that the policies of the Local Plan would not inhibit consideration of the future use of the disused buildings on the site.

Recommendation

C41.7 I recommend that no change be made to the Local Plan

- C42 LAND NORTH OF ROMAN AVENUE AND WILLOW BANK: NEW EARSWICK
 C43 LAND BETWEEN PARK AVENUE AND ROMAN AVENUE: NEW EARSWICK
 C44 THE JOSEPH ROWNTREE PLAYING FIELD: NEW EARSWICK
 C45 THE JOSEPH ROWNTREE SCHOOL: NEW EARSWICK
 C46 FOOTPATH NORTH OF NEW EARSWICK

NB All of these sites relate to land adjacent to Haxby Road at the northern end of New Earswick which have been excluded from the Green Belt in the Deposit Plan. Site C42 is the whole of the land north of Roman Avenue and Willow Bank; site C43 is the open land on the west side of Haxby Road; site C44 is the playing field on the east side and site C45 the school to the north of it. Site C46 is a footpath running east west across site C43 and between sites C44 and C45.

Case for the Objectors

GC007A & Y M D Robertson	GC109A & B Miss R E Smith	GC152A & B T Tiffin
GC059A & B Miss M V Saville	GC015A & B Mrs M Shorpe	GC081A & B Mr J K Jackson
GC100 X L Johnson	GC064 Mrs P J Ellis	GC066A & B K & Ms M Blanchard
GC019A & B D A Jackson	GC094A & B Mrs D Baxter	GC102A & B P & Ms A Fowler
GC194A. B & D Mrs D Amurley	GC101A & B Mrs W E Dixon	GC105A & B Ms S Horcher
GC117A & B Ms L J Lau	GC105A & B B J & Mrs Y Murphy	GC103A & B Mrs A Roseblade
GC118A & B C A Gamble	GC111A & B Ms F H Coward	GC112A & B R Holding
GC113A & B C D Nelson	GC114A & B Mrs D M Hudson	GC125A & B R & Mrs E Madson
GC126A & B E A Watson	GC130A & B Mrs M Stevens	GC133A & B Miss F A Mallins
GC114 Mrs A Buck	GC135 M Buck	GC135A & B E F & Mrs L M Jones
GC137A & F Ms S J. Monteburn	GC138A & B Mrs J Cuckshott	GC143A & B D & Mrs A J Mills
GC144A & B Mrs M Millane	GC147A & B Mr J Fairburn	GC145A & B Ms L E Slack
GC148A & B Mrs E J V Saltb	GC149A & B S Parnes	GC150A & B G F & Mrs C V Hadd
GC151A & B A Bramley	GC152A & B J D Hartman	GC154A & B Mrs C M Johnson
GC155A & B C B & Mrs R E Whetton	GC157A & B Mrs M J Zacharyson	GC163A & B P G Barnbridge
GC166A & B A C Ellis	GC167A & B Mrs M Hardaker	GC172A & B Mr S Carr
GC173A & B Ms F F A Van Loon	GC174A & B Mrs M Sedgwick	GC177A & B E C & Mrs L Darby
GC182A & B D S Richman	GC204A & B Mrs S Burckworth	GC204A & B P V Beckett
GC211A & B S Potts	GC212A & B Mrs A Steel	GC236A & B Mr & Mrs J Fletcher
GC217A & B Ms M J Bekater	GC241A & B S H Barker	GC245B & B S Cotton
GC259A & B Mr & Mrs I A Stephenson	GC256A & B Ms F M Harrison	GC257A & B Mrs L M Hudson
GC266A & B Mrs N Flakubar	GC259A & B J H & Mrs D C Cumberland	
GC267A & B T E & Mrs S Allen	GC291A & B Mrs C Leach	GC292A & B C H Richman
GC275A & B K Hackley	GC294A & B D & Mrs E Kidd	GC295A & B P & Mrs D H Deighton
GC286A & B J A Jackson	GC297A & B Mrs C F Fawcett	GC298A & B R West
GC293A & B Mrs K J Goodhall	GC300A & B Ms C A West	GC301A & B C, M & Ms M Levery
GC302A & B K Horroon	GC303A & B Mrs J Melhuon	GC304A & B C Tattersall
GC305A & B Mrs L Bullon	GC306A & B H Anderson	GC424A & B Mrs D J Brydon
GC425A & B M Palmer	GC426A & B Miss J J. Simpson	GC427A & B E Cassell
GC428A & B P Cowe	GC429A & B Mrs J Mearns	GC433A & B K & Mrs A Wychart
GC431A & B Mrs J Fazel	GC427A & F G M Melhuon	GC433A & B Mrs J Barklow
GC434A & B M & Mrs C Deane	GC435A & B Mrs A J Deane	GC435A & B Mr & Mrs S Stapleton
GC491A & B Mrs H J Hunt	GC496A & B G G Phillips	GC592A & B Mr & Mrs P E Fisher
GC600A & B Mrs S Swaley	GC491A & B Ms P Rotherway	GC602A & B Mrs D Taylor
GC603A & B Miss C M Hunt	GC604A & B Mrs S Holmes	GC605A & B J Gosson
GC606A & B K Taylor	GC607A & B E A & S Beagham	GC608A & B E & Ms L Carter
GC609A & B B Wheeler	GC608A & B Mrs J Inge	GC611A & B G Palmer
GC612A & B M Walker	GC613A & B Mr & Mrs K Kelly	GC614A & B F Gosson
GC613A & B Mrs E L Neutralde	GC615A & B R & Mrs M N Swift	GC620A & B J Vandegewer
GC623A & B J & Mr M Buncle	GC617A & B C J Fawcett	GC627A & B Mrs F Barnbridge
GC624A & B Ms L Caroninge	GC602A & B H & Mrs K Parrish	
GC661A & B New Earswick Parish Council		GC662A & B J & K Robinson
GC669A & B New Earswick Village Council		GC670A & B Mr & Mrs S Bellwood
GC671A & B E O'Donnell	GC670B & I Farston Bone (Yorkshire) Ltd	

G1292A & B	A Willet	G1294A & B	Ms V Wallis	G1311A & B	Mr & Mrs G F C Day
G1217A & B	R H & Mrs J M York	G1313A & B	R S Mrs G Lockwood	G1312A & B	Miss S Robson
G1242A & B	P J Aglin	G1327A & B	I G Cotton	G1342A & B	Ms D Bamberough
G1243A & B	L G Cook	G1345A & B	R Siddons	G1352A & B	T Deffert
G1260A & B	Mrs L Balfour	G1344A & B	B Addison	G1353A & B	Miss M Patten
G1264A & B	Mrs J Gardner	G1347A & B	R Kitchener	G1355A & B	Mrs G Rank
G1266A & B	Ms D Farthing	G1350A & B	P Rank	G1351A & B	F Batters
G1282A & B	Ms S Blambert	G1351A & B	Mrs M Hony	G135A	F & Ms D Lee
G1292A & B	A C & Ms J Young	G1395A & B	Mr & Mrs G Keays	G1398A & B	Ms M Blaw
G1293A & B	H Jefferson	G1399A & B	Mrs J Jefferson	G1399A & B	G Becker
G1293A & B	Ms J Murphy	G1200A & B	Ms J Simpson	G1204A & B	Mrs J A Barber
G1277A	Ms R Alexander	G1997A & B	Cyclists Teachers Club (North Yorks District Association)	G1220A & B	Ms J Ellery
G1279A & B	M M Handell	G1200A & B	T D Handell	G2225A & B	Ms M Ghouse
G1294A & B	The York Natural Environment Trust Ltd				
G2071A & B	Dr F Bell				

G42.1 New Earswick was intended from its initial development in 1904 to be a 'garden village'. Although the Joseph Rowntree Housing Trust have purchased other land around the original site and despite many internal changes in layout, it still remains within the boundaries of the original site plan produced by Sir Raymond Unwin. The openness of sites G43 and G44 is an integral part of the character of the village and is regarded as such by local residents. There is a strong belief that the development of either of these sites would diminish the inheritance of the village.

G42.2 Both sites perform Green Belt functions and should be included in the Green Belt. There is a need for open countryside and for sports facilities to be located around settlements. The development of these sites would reduce even further the narrow gap between Wigginton and New Earswick. Park Avenue is not part of New Earswick. It should be washed over by the Green Belt as should be the Joseph Rowntree School. Site G44 is approximately wedge shaped and might itself be regarded as a green wedge running into a developed area.

G42.3 This site is not in agricultural use, has been well maintained by the Trust after its educational use has ceased, and could be described as urban open space. The walk along the north side of the site to the Church is locally popular, and the footpath across site G43 is also well used. Haxby Road is a very busy and dangerous road. Any further development would exacerbate these conditions by bringing yet more traffic through New Earswick.

G18160 The Ramblers Association (York Group)

G42.4 The Green Belt boundary should be drawn so as to allow the footpath running from east to west across these sites to be included within the Green Belt. It provides access to open countryside.

Reply by the Council

G42.5 Land should only be included in the Green Belt if it performs some Green Belt purpose, but none of the objections sites does so. Sites G43 and G44 are both bounded by existing development to the north and south which forms a part of the settlement of New Earswick. This is especially clear when approaching New Earswick from the north. Both sites are open spaces within the settlement.

G42.6 Neither site forms part of one of the important green wedges penetrating the urban area. These run to the east and west of the objections sites. Neither can the sites be regarded as part of the open countryside.

042.7 Although New Earswick is certainly an unusual settlement with a unique character, this can be protected quite adequately by means of the controls provided by the designation of the Conservation Area and the listing of many of the buildings. The village must be considered as it is today, rather than in the light of any possible earlier intentions of its owners and designers. It is now a sizeable urban area, whose fundamental character would not be affected by further development.

Case for the Supporters

042.8 The Joseph Rowntree Housing Trust

042.8 Site 044 does not perform any Green Belt functions. This land was purchased by the Trust in 1922, 21 years after the purchase of the original estate, and was leased to the Education Committee in 1954. It is now used intermittently for football training and frequently for walking dogs. There is a concessionary path on the eastern side.

042.9 The construction of New Earswick was in response to social rather than planning ideals. There has been no continuing master plan, but rather a continuing response, in the form of a series of *ad hoc* developments, to changing circumstances. Thus the village has always been evolving and has never been completed. There has been no rigid external boundary other than that which is due to the accident of land ownership.

042.10 The open spaces within New Earswick vary in size, character and function but are generally encircled by the fabric of buildings and vegetation. They have an essentially local value. The open land to the east of site 044 which separates Huntington and New Earswick makes a substantial contribution to the wider landscape, but site 044 itself is largely separated from that land. It has a purely local function at best. The Inspector who held the 1990 appeal relating to this site said that it was not essential to keep it in the Green Belt to fulfil any Green Belt objectives and that its visual impact was limited and only over short distances. If the site remains excluded from the Green Belt this will permit its future development, preferably as a Continuing Care Community, which would be a continuation of the experimental housing work of the Trust in the area.

Inspector's Conclusions

042.11 The green wedge to the west of New Earswick is one of those wedges whose continued openness is of especial importance in the preservation of the special character of York. Although centred on Bootham Stray it also includes land between the railway line and New Earswick. Park Avenue, however, effectively cuts off site 043 from this wedge, and although this site is open and in agricultural use, visually it is divorced from the wedge and has a greater relationship with the built-up area. The path across it certainly appears to be well used, but its line could be retained in any new development so as to retain the link with the important series of paths across and close to Bootham Stray. I do not regard this as being land which it is essential to keep open for Green Belt purposes.

042.12 The open land along the Foss valley to the east of New Earswick is important in preserving the character of York and in separating Huntington and New Earswick. To the east of site 044 is a wide part of this wedge before it becomes narrower alongside Willow Bank. Site 044 is however separated from this wider area by a row of trees. This, together with the various changes in level, means that although there is some relationship between the two sites, site 23 does not form an integral part of the wedge. I do not consider that its openness can be said to contribute to the preservation of the special character of York nor to perform any other Green Belt function. The site

should be excluded from the Green Belt. My views on the visual importance of the site within New Easwick and any development potential it may have are not relevant to this Local Plan, but are included in my report to Ryedale District Council on the objections to the Southern Ryedale Local Plan.

C42.13 I accept that the public footpath which crosses sites C43 and C44 is apparently well used and provides convenient access to attractive open countryside, but, as I have explained, I do not regard those sites as serving Green Belt functions, and the paths themselves are too narrow to be included in the Green Belt on their own.

Recommendation

C42.14 I recommend that no change be made to the Local Plan.

C47 HALL FARM: NEW EARSWICK

Case for the Objector

G1600 R Bowling

C47.1 The objection site is similar in size to site C43, which is allocated for residential development in the Southern Ryedale Local Plan. The former would however be a superior choice as it is further from the busy Haxby Road, and development could be better integrated with the existing settlement pattern. The site is genuinely available for development.

Reply by the Council

C47.2 This long and comparatively narrow site fulfils several Green Belt functions, including the separation of New Earswick and Huntington. Its development would narrow the present green wedge and undermine the objectives of the Green Belt. Unlike the eastern boundary of the Deposit Plan, which comprises hedges and trees forming a clearly identifiable boundary, the eastern boundary of the objection site follows in part a post and wire fence and in part no recognisable features.

C47.3 Sufficient land for future development is available elsewhere. If it were necessary to choose between this site and site C43 or C44, the latter are both better related to existing development and would not extend the urban area into open countryside or affect a green wedge. Ryedale District Council now wish to see the Southern Ryedale Local Plan changed so that although site C44 would not be included in the Green Belt it would be subject to a policy which would prevent its development because of its visual importance to the character of the settlement. This makes the present objection site even less suited to development.

Case for the Supporters

G0104E Mrs D Aconley

C47.4 This land should remain undeveloped.

Inspector's Conclusions

C47.5 Although not one of the main historic wedges which penetrate the urban area of York, the gap between Huntington and New Earswick is attractive in itself and adds greatly to the character of this part of the urban area. It also separates two distinct parts of that area. I regard the gap as being an area which should be kept open in order to fulfil important Green Belt functions. The objection site is an integral and significant part of the gap, and its development would seriously weaken the effectiveness of the remaining gap.

C47.6 I have indicated earlier my view that site C43 should continue to be excluded from the Green Belt. If it were necessary to choose between it and the present objection site in terms of their suitability for future development, I would have no doubt that C43 would be superior because of the far greater effect that development of the objection site would have on the

effectiveness of the Green Belt and on the character of New Earswick. Taking all of these points into account, and also the unsuitable nature of parts of the eastern side of the objection site as a Green Belt boundary, I regard the present objection site as being one which should be included in the Green Belt.

Recommendation

CA/1 I recommend that no change be made to the Local Plan.

C48 RIVER FOSS: HUNTINGTON

Case for the Objector

G2043 & G5414 P J Slings

C48.1 The consultation draft of the Green Belt Local Plan took the River Foss as the inner boundary of the Green Belt west of Huntington. This would be a clearly defined and defensible boundary following a natural feature which meets the criteria for Green Belt boundaries. There may well be other grounds for protecting some of the open areas between the built-up area and the river but that is a matter for the Southern Ryedale Local Plan. No part of the objection sites form part of the green wedge between Huntington and New Earswick. It is not countryside but land on the urban fringe. The boundary of the Green Belt in this area should be the river. The Proposed Change is supported.

Reply by the Council

C48.2 The Council have reassessed the boundary of the Green Belt and accept that the River Foss would provide a more appropriate and enduring boundary for the Green Belt in this area. Some parts of the area are environmentally sensitive and merit protection, but this could be better achieved through the policies of the Southern Ryedale Local Plan. The objection sites perform no Green Belt function and a boundary following the river would still ensure that there would be no encroachment into the countryside and no coalescence of settlements. The character of the green wedge between Huntington and New Earswick would not be adversely affected by excluding the site from the Green Belt. The River Foss should be the Green Belt boundary in this area and two areas on the eastern side of it should now be excluded from the Green Belt (Proposed Change No 2).

Case for the Supporter

G5129C G Whipp

C48.3 The land to the east of the river should remain in the Green Belt to maximise the area of this part of the Green Belt which forms part of a green wedge adjacent to the river.

Inspector's Conclusions

C48.4 The objection sites lie between the River Foss and the urban area of Huntington. They comprises two narrow strips of land which are aligned more closely both physically and visually with the built-up area of Huntington than with the countryside to the west of the river. Whilst the sites do make a contribution to the pleasant landscape character of the riverside area they do not form an essential part of the green wedge of countryside between Huntington and New Earswick. Their exclusion from the Green Belt would therefore not lead to an encroachment into the countryside, harm to the setting of York, or the coalescence of settlements. In this area the River Foss would form a clear and satisfactory boundary to the Green Belt. Although I agree that parts of the site merit protection for environmental reasons, this can be achieved through the policies of the Southern Ryedale Local Plan.

Recommendation

C48.5 I recommend that the Deposit Plan be modified as set out in Proposed Change No 2.

C49 RIVER FOSS: HUNTINGTON

Case for the Objectors

C18167 The Ramblers Association (York Group)

C49.1 The land which forms part of the flood plain on the eastern side of the River Foss should be included in the Green Belt. It is used for recreation and a long distance footpath runs through it. Inclusion in the Green Belt would prevent its development.

Reply by the Council

C49.2 The objection site performs no Green Belt function and a boundary following the river will ensure that there is no encroachment into the countryside or coalescence of settlements. The character of the green wedge between Huntington and New Earswick will not be adversely affected by excluding the site from the Green Belt. The River Foss forms a recognisable and enduring boundary to the Green Belt, whereas a boundary based on the flood plain would be unsatisfactory. The public footpath and long distance walk are on the western, not the eastern, bank of the river.

Inspector's Conclusions

C49.3 The objection site lies between the River Foss and the urban area of Huntington. It comprises a narrow strip of land which is more closely aligned both physically and visually with the built-up area of Huntington than with the countryside to the west of the river. Although, as I have indicated in respect of C48, it may be desirable for parts of the floodplain to be protected from development for environmental reasons, the land does not form an essential part of the green wedge of countryside between Huntington and New Earswick. It performs no Green Belt function; in particular its exclusion from the Green Belt would not harm the setting of York. The River Foss forms a more recognisable and enduring boundary to the Green Belt in this area.

Recommendation

C49.4 I recommend that no change be made to the Local Plan.

Case for the Objectors

65904 Pilcher Homes Ltd

650.1 The objection site performs no specific Green Belt function and should therefore be excluded from the Green Belt. It is well related to Huntington and its development would be a rounding off of that settlement which would be consistent with the advice contained in PPGs 1, 3 and 12. It is accepted that a degree of separation needs to be retained between Huntington and Earswick. The gap between the two settlements is largely closed by the existing development along Strensall Road at Huntington. The effect of this is that the gap is largely perceived as being the landscaped mounding adjacent to the roundabout and the narrow band of open land on the western side of the roundabout. This mounding and landscaping could be continued along the northern edge of the objection site to create a gap of no lesser width than that which exists on the western side of Strensall Road. With proper landscaping the buffer which would be created between the developed area of the site and the Ring Road would enhance the visual effect of separation within this area. The mounding and landscaping would also serve partially to screen the rear elevations of the existing dwellings off Avon Drive. This would visually strengthen the degree of separation between Huntington and Earswick in the approach from the east along the Ring Road. The published proposals for the upgrading of the Ring Road underline the need for the landscaping proposals.

650.2 The development of the objection site would not extend the development of Huntington further north than the existing houses in Strensall Road. It would therefore not lead to the coalescence of settlements. The boundaries of the site are well defined by the Ring Road and existing development, so that its exclusion from the Green Belt would not lead to unrestricted sprawl. The development of the site would have no adverse effect on the special character of the historic city.

650.3 The site was excluded from the Green Belt in the 1987 Draft Southern Ryedale Local Plan. It lies in an area where there is a high demand for housing, has no servicing problems and is well located in relation to local facilities.

Reply by the Council

650.4 The objection site forms part of the open countryside on each side of the Ring Road and its development would be seen as encroachment into that countryside. The gap which exists between Huntington and Earswick is very narrow and must be maintained if the settlements are to retain their individual identity and coalescence prevented. The site makes a significant contribution to the separation of the two settlements. Residential development on the site could not be adequately screened by mounding and landscaping, particularly in the approach along the Ring Road from the east. Development would result in the visual coalescence of the two settlements contrary to Structure Plan Policy E8a.

650.5 The creation of a landscaped buffer as a means of separating the two settlements would be unsatisfactory as it would be seen as a contrived solution out of character with the general landscape of the area.

650.6 The Draft 1987 Southern Ryedale Local Plan was never adopted and therefore little weight can be attached to it. In all other Plans the site has been shown as included in the Green Belt.

Case for the Supporters

GU139 R L Wraith

GU282 Mr & Mrs P A Inwood

C50.7 This land should remain in the Green Belt. Development would exacerbate existing traffic difficulties.

Inspector's Conclusions

C50.8 Although Huntington and Earswick continue to appear as separate settlements, the gap separating them is now very narrow. It is important to the character of those settlements and of the area generally that this separation should be maintained. The objection site is an area of open land lying between the built up part of Huntington at Avon Drive and the Ring Road. On the northern side of the Ring Road opposite the site is open countryside. In the approach to the area from the east the objection site is still perceived as part of the countryside setting of the settlements and as such forms an important part of the open space separating Huntington from Earswick. Whilst the dwellings at Strensall Road can be seen in this view they appear as a minor ribbon of development extending from the main body of the settlement of Huntington. Development of the objection site would be seen as an encroachment into the countryside and a thickening of this ribbon. It would be a serious erosion of the gap between the two settlements leading to their visual coalescence.

C50.9 Although the proposal for earth mounding and landscaping does have some attractions, particularly as such mounding already exists in the vicinity of the roundabout, such a feature would have to be of some size if it were effectively to screen the proposed development and soften the outline of the existing development. The result would be out of character with the surrounding countryside and would appear contrived and alien.

C50.10 I am not convinced that there is an overriding need to exclude this site from the Green Belt in order to meet the housing needs of the area. Even if such a need existed I do not consider that this would be an appropriate site for development for the reasons I have set out above. The site fulfils important Green Belt functions and should remain permanently open. The proposals for upgrading the Ring Road are in the early stages of consultation and there can be no certainty that they will not be subject to substantial change. If a new elevated carriageway were to be constructed through the area between Huntington and Earswick it is likely that this would open up wider views of the site, reinforcing the need for it to remain open to maintain the visual separation of the settlements.

Recommendation

C50.11 I recommend that no change be made to the Local Plan.

C51 NORTH OF PORTKASBIN: HUNTINGTON
C52 NORTH OF MONKS CROSS: HUNTINGTON

Case for the Objectors

G1609B Jockey Lane Ltd

G1909A & B Mrs G M Ward

C51.1 The Monks Cross area has been identified by the Local Planning Authority as an area for commercial and industrial development and a considerable amount of such development has taken place there since the 1970s. The first objectors are involved in the development of land to the south of Site C52 which has entailed investment in the infrastructure of the area to accommodate employment development. That infrastructure would be capable of accommodating the development of site C52 without the need for further public investment. There is a shortfall in the availability of sites for employment development which its development could overcome.

C51.2 Site C52 makes no real contribution to the achievement of Green Belt objectives and it would meet the criteria of Policy E8a of the Structure Plan. The area of Monks Cross is now highly developed and there is further development yet to take place. As a result of these changes the value of the sites to the Green Belt has been degraded. The development of site C52 would not result in the un-restricted sprawl of the city. The outer edge of the existing built-up area would be extended only slightly to a well defined boundary.

C51.3 P867 makes it clear that the concept of permanence is a fundamental principle in relation to Green Belts and as a consequence boundaries should be designed to endure and should not include land which it is unnecessary to keep permanently open. It is also clear that government policy intends that Green Belts should have a longer time scale than that contained in development plans. In some cases this will mean safeguarding land between the urban area and the Green Belt which may be required to meet longer term development needs. These considerations apply in this case. York City Council has expressed concern in the recent past about a perceived shortage of good quality employment sites in the longer term. Draft Alteration No 3 to the Structure Plan looks at the situation only up to the year 2006. Beyond that date there is uncertainty about the supply of land for employment development, and this would be likely to lead to an earlier review of the Green Belt boundary than was necessary or desirable.

C51.4 If Site C52 were to be excluded from the Green Belt, then Site C51 and the adjoining land to the west should also be excluded. However this does not necessarily imply that the land should be developed. It would be more appropriate to retain the land as a buffer zone between the industrial development and the nearby residential development. This could be done by inserting an appropriate policy in the Southern Ryedale Local Plan. The second objector considers that even if site C52 were to remain in the Green Belt, site C51 should be excluded. It was identified as a strategic reserve in the 1987 Consultation Draft of the Southern Ryedale Local Plan.

Reply by the Council

C51.5 Sites C51 and C52 are open fields which form part of a band of open land between the Ring Road and York. This open land is important to the setting of the City. Including the sites in the Green Belt serves to check the urban sprawl of York and prevent encroachment into the countryside. If the character of York is to be protected it is necessary to have a relatively tight Green Belt boundary around the City and to avoid the creation of areas of "white land" to accommodate longer term development needs.

C51.6 Employment growth should not be inhibited by a shortage of development sites, although it is also necessary to ensure that there is not an over provision of land for employment purposes as this could lead to pressures on housing provision. Sufficient land for the development of industrial and B1 uses has been identified in the Greater York Area to meet the needs of the area until at least the year 2006 and probably beyond. At April 1991 about 148 ha of land were identified as having employment potential. This did not take account of land which would be provided in any new settlement. This can be converted to a land supply of 20 years at past take up rates or 15 years at the rate implied in Alteration No3 to the Structure Plan. Although it would be unwise to project land requirements beyond 2006, there is sufficient flexibility in the figures to make it reasonably certain that there would be sufficient land available to meet the needs of the area beyond 2006.

Inspector's Conclusions

C51.7 Even if sufficient land for industrial and B1 uses has been identified in the Greater York Area up to 2006, the situation beyond that date remains uncertain. I have indicated earlier that it is desirable to allow as much flexibility as possible in the determination of policy and requirements beyond 2006 provided that the main objectives of the Green Belt are not compromised. This does not imply that land omitted from the Green Belt should be developed within any particular period, or indeed at all, but that the flexibility of future policy making should not be hindered unnecessarily. Land should only be included in the Green Belt where it is essential for it to remain open in the very long term. For these purposes a date of 2006 cannot be regarded as very long term.

C51.8 Although Site C52 is open land its character is affected by the existing industrial development to the south and south-west and the new road on its eastern boundary. The effect of existing industrial development, in particular the visually dominant Portakabin site, is to reduce considerably the visual contribution which the site makes to the open countryside. This is particularly so on the approach to the site from the north. On its eastern side the new access road effectively separates the site visually from the important green wedge leading from the Ring Road into Monk Strey. I consider that the site forms a transitional zone between the open countryside to the north and the industrial area to the south. It is not land which it is necessary to keep permanently open. I agree that it is important to the setting of York that a substantial area of open land should remain between the urban boundary and the Ring Road, but I do not consider that excluding Site C52 from the Green Belt would reduce this area to an unacceptable degree.

C51.9 Consideration of Site C52 cannot be divorced from that of Site C51 and the adjoining open land to the west. It appears to me however that this land, which extends to New Lane, is contained within the urban framework and is not part of the countryside. It does not contribute to the special character of York. It does not need to be within the Green Belt either to protect the countryside from further encroachment or to prevent the unrestricted sprawl of a built-up area. The land does form a buffer between the industrial area and the housing to the north and it is desirable that it should continue to perform this function. This can however be achieved through other Local Plan policies and is not dependent upon inclusion in the Green Belt.

Recommendation

C51.10 I recommend that Sites C51 and C52 be excluded from the Green Belt.

Case for the Objectors

G1618A J Rolston

C53.1 The Council have failed to address the environmental problems associated with the impact of recent development on the visual character and quality of this area of York. Consideration of the Green Belt boundary presents an opportunity to enhance the character and appearance of the area by carefully considered development. This in turn would produce an improvement in the setting of the historic city.

C53.2 In considering the special character of the city it is clear that the green wedges are important and that their importance is enhanced where they afford views of the Minster, as is the case in this area. The drawing of a tight Green Belt boundary appears to be based on the premise that any peripheral development must have an adverse effect on the character of the historic city. In this area this is not the case because it would be desirable to provide a transition between the present highly developed built-up area and the open countryside formed by the green wedge based on Monk Stray. This could be achieved by allocating an area for housing development at normal densities close to the existing built-up area and placing an area of heavily landscaped low density housing between this area and the green wedge to provide a much needed transition zone. The integrity of the green wedge would be protected and its boundary with the urban area would be significantly improved in character and appearance. Such a proposal would not result in unrestricted sprawl because development would be positively planned within a firm design brief. The development would not lead to the merging of settlement areas because the integrity of the green wedge separating urban areas of York would be protected. Although the proposal would impinge on the countryside it would bring significant benefits to the appearance of the area and the setting of the historic city.

C53.3 The development of housing in this area would help to make the proposal for a new settlement unnecessary. That proposal is in any event surrounded by uncertainty. To develop housing close to existing work places, community facilities and public transport networks would be in line with government policies aimed at achieving energy conservation. The housing area would be well related in scale and location to existing development and would be in conformity with the policy set out in PPG3.

Reply by the Council

C53.4 The objection site is an integral part of a green wedge which is based on Monk Stray and extends from the open countryside towards the city centre. This wedge, which has Malton Road as its spine, separates the built-up areas of Huntington and Heworth. Malton Road is a main radial road into the city and there are fine views from it of the Minster. The objection site is an important part of the countryside setting of York and if it were to be developed it would severely erode the character of the city contrary to the main objective of the Local Plan. Development here would also be an encroachment into the countryside and would lead to urban sprawl contrary to Green Belt policy. The boundary for the Green Belt as set out in the Local Plan is easily recognisable and would be enduring, in line with the advice in PPG2. The boundary proposed by the objectors follows no identifiable features on the ground over much of its length. Whilst the idea of a transitional zone

may be superficially attractive it would still result in an unacceptable change to the countryside character of the green wedge. Applications for development in the area have been consistently refused and a number of applications have been dismissed on appeal on Green Belt grounds.

C53.5 The current long term development strategy for the Greater York area allows limited peripheral development only in areas where the objectives of Green Belt policy would not be compromised. This is not such an area. The strategy envisages the development of a new settlement beyond the Green Belt and there is no sound reason to suppose that this proposal would not be implemented.

Inspector's Conclusions

C53.6 The approach to York from the Ring Road along Malton Road is important in the amount of traffic that uses it and in that it provides a clear perception of the character of the historic city. In this approach Malton Road has open countryside on both sides over much of its length. Although there is development in the area of Huntington Moor South it remains generally subservient to a countryside character. In this approach to the city there are clear views of the Minster which appears as a central focal point and provides an indication of the size and scale of the surrounding urban area. The impression gained is of a city of modest size in a countryside setting. This is very much an essential part of the character of York and its preservation is one of the principle aims of the Green Belt.

C53.7 The idea of providing a transition zone leading from the countryside of the green wedge through low density, highly landscaped housing to higher density housing and the existing industrial and commercial development has some merit. However it could only be achieved here in a way that would inevitably change the character of the area by bringing urban development closer to Malton Road. Even if this development were to be well landscaped I think that it would be likely that it would significantly reduce the impression of open countryside which is gained from this road. This in turn would undermine the special character of the historic city. There is in any event no certainty that the proposal could be implemented in the manner envisaged. The success of a transition zone would depend on the planting and maintenance of a substantial landscaping scheme and there is little firm evidence to show how this might be achieved. In addition the proposal would leave a narrow band of undeveloped land between Malton Road and the transition zone whose management would itself present further difficulties.

C53.8 I have set out elsewhere my views on the question of the allocation of land for housing purposes. However even if it were considered that there were a potentially overriding lack of flexibility in the provision of land for housing I do not consider that this would be an appropriate site for development for the reasons I have set out above.

Recommendation

C53.9 I recommend that no change be made to the Local Plan.

Case for the Objectors

G1609A Jockey Lane Ltd

G2052 D Sherry

C55.1 The boundary of the Green Belt is drawn too tightly to allow for the level of growth anticipated and desired by York City Council. PPG2 points out that Green Belt boundaries should be enduring and should be drawn so as not to include land which it is unnecessary to keep permanently open. There is otherwise a risk that encroachment on the Green Belt will have to be allowed in order to accommodate future development. Even if there were a sufficient supply of employment land up to 2006 the situation beyond that date is uncertain and this must be taken into account in determining the Green Belt boundary.

C55.2 The built-up area on the eastern side of Huntington to the east of the objection site is defined by the Pigeoncote Estate Road. That road also provides a boundary between the urban area and the open countryside. The development of the objection site would therefore not lead to the unrestricted sprawl of the urban area or encroachment into the countryside. The green wedge of countryside formed by Monk Stray is important to the character of York, but the development of the objection site would not adversely affect the Stray. The character of Huntington Moor South is affected by adjacent development, in particular the Ryedale Stadium and the recently approved Indoor Bowling Centre. The latter is within the presently proposed Green Belt. These developments have or will have an urbanising influence on the objection site which now forms a logical extension to the urban area.

C55.3 The exclusion of the site from the Green Belt would allow for the improvement of the parking and access facilities for Ryedale Stadium, now wholly inadequate. It would also present an opportunity to provide further recreational facilities, improve the screening of the Ryedale Stadium and provide a softer edge to the urban area. These improvements would benefit the appearance of the area in the approach to the city along Malton Road.

Reply by the Council

C55.4 The objection site is an integral part of a flat area of open agricultural land forming part of a green wedge of open countryside centred on Malton Road and Monk Stray. This green wedge of open countryside makes an important contribution to the character of the historic city. The development of the objection site would be an encroachment into the countryside and would detract unacceptably from the character of York.

C55.5 The boundary of the Green Belt in this area meets the requirements of PPG2 in that it follows readily recognisable features. The alternative boundary proposed by the objectors does not follow such clearly recognisable features and in some places is undefined on the ground. The Council has identified sufficient employment land to meet the needs of the Greater York area up to 2006 and there is sufficient flexibility in the figures to ensure that there will probably be sufficient land to meet the needs of the area beyond that date. York City Council have not objected to the inclusion of the site in the Green Belt and have identified the land as Green Belt in their Draft Development Strategy.

Inspector's Conclusions

C55.6 As I have stated earlier in relation to Site C53, the approach to York along Malton Road with open countryside on either side and views of the Minster is important in that it provides a clear perception of the character of the historic city. The green wedge of countryside which lies on both sides of Malton Road comprises more than the historic Monk Stray and it is this wider open area which provides an important part of the setting of York. This vulnerable open area is already subject to some encroachment by the indoor bowling centre whose construction has now started. Nonetheless, whatever the effect may be of this development, if completed, it will not destroy the character of the green wedge as a whole and I think that the open countryside will continue to dominate views from Malton Road. The situation would be quite different if the objection site were also to be developed. In that event I think that the countryside character of the green wedge would be lost and that this would cause unacceptable harm to the setting of the historic city. The objection site occupies land which it is vital to keep permanently open if the Green Belt objective of safeguarding the special character of the historic city is to be achieved.

C55.7 I consider however, that the circumstances concerning the small site occupied by Lindsey Croft have been substantially changed for the reasons given in respect of Site C56.

C55.8 I have set out elsewhere my views on the allocation of land for employment purposes. Even if it were considered that the allocations have insufficient flexibility I think that it is still necessary to include this site in the Green Belt. Whilst I can see advantages in improving the access and provision for parking for Ryedale Stadium and in reducing its visual impact this would not be sufficient to override the serious objections to excluding the site from the Green Belt.

Recommendation

C55.9 I recommend that no change be made to the Local Plan other than the exclusion from the Green Belt of Site C56.

C56 LINDSEY CROFT: HUNTINGTON

Case for the Objector

G2013 Mr Stannard

C56.1 Immediately to the north of the objection site is an industrial estate, immediately to the east an Indoor Bowling Centre is being constructed and to the west is a car park serving Ryedale Stadium. The amenities of Lindsey Croft have been seriously eroded by these developments and it should be excluded from the Green Belt.

Reply by the Council

C56.2 The site is an integral part of a wedge of open countryside which makes an important contribution to the character of the historic city. The Green Belt boundary is defined by the existing urban edge and is likely to be enduring. The exclusion of the site from the Green Belt would weaken the boundary and set a precedent for further peripheral development leading to urban sprawl. The objection site was not identified as contributing to the employment land requirements of the Greater York Area.

Inspector's Conclusions

C56.3 The intended construction of an Indoor Bowling Centre immediately to the east of the objection site will radically change the relationship of the site to the adjoining urban area. Bearing in mind the similarities between that building and those on the industrial estate, Lindsay Croft will appear to be an extension of this part of the urban area rather than an isolated building within the countryside. I am aware that there is some doubt as to whether the Bowling Centre will be constructed, but even if the works were to be postponed the permission for the building would remain and construction work has commenced. Because of this and the small size and generally built-up nature of the objection site, its exclusion from the Green Belt would not adversely affect the character of the green wedge or be an encroachment into the countryside. There is no reason why the objection site boundaries, which are closely aligned to the buildings at Lindsey Croft, should not form an enduring boundary to the Green Belt.

Recommendation

C56.4 I recommend that site C56 be excluded from the Green Belt.

C57 THORNFIELD FARM: HUNTINGTON

Case for the Objector

G0158 J J Denby

C57.1 The approved development on the Pigeoncote Industrial Estate has significantly changed, and will continue to change, the character of the area with the effect that the boundary of the urban area has been pushed outwards and now extends to the east of the objection site. The exclusion of the objection site from the Green Belt could now reasonably be seen as part of a rounding off of the urban area. Whilst the protection of the green wedge formed by Monk Stray is supported it has to be recognised that the objection site is not part of the Stray and that the character of the Stray has been undermined by recent development. The logical boundary for the Green Belt in this area would be the spine road serving the new and proposed development at Pigeoncote. The objection site is a small farm which is subject to trespass and difficult to operate efficiently.

Reply by the Council

C57.2 The objection site forms part of an important green wedge based on Monk Stray. The maintenance of the openness of this green wedge is important if the special character of the historic city is to be safeguarded. The site forms part of the open countryside and development would be an encroachment into the countryside which would contribute to urban sprawl contrary to Green Belt objectives.

Inspector's Conclusions

C57.3 The open land on the north west side of Malton Road which contains the objection site is a particularly important part of a green wedge of open countryside extending towards the city centre. New development in this area is set sufficiently far back from this road to ensure that the open countryside in this area continues to play a significant role in the setting of York. Development of the objection site would be an encroachment into the countryside which would detract markedly from the setting of the historic city. The difficulties of farming the holding do not provide sufficient reason to override the objectives of Green Belt policy and exclude from the Green Belt a site which should remain permanently open.

Recommendation

C57.4 I recommend that no change be made to the Local Plan.

TOWN AND COUNTRY PLANNING ACT 1990

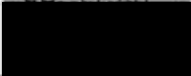
NORTH YORKSHIRE COUNTY COUNCIL
YORK GREEN BELT LOCAL PLAN
ADDENDUM REPORT ON OBJECTIONS TO THE PLAN

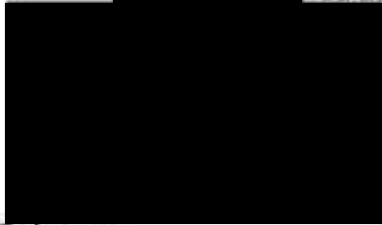
Inspector: J R Sheppard Bsc(Est Man) MPhil FRICS FRTPI

ADDENDUM

C79.12 (Final sentence)

Amend to read

 I therefore consider that the whole of site C76 should be included in the Green Belt.


John Sheppard
24 January 1994

C58 SOUTH OF JOCKEY LANE: HUNTINGTON

Case for the Objectors

G0833 Gazeley Properties Ltd G1590B J C Riddell
G2057 The Executors of W J Pulleyn (Deceased)

C58.1 On the north side of Jockey Lane in the vicinity of the objection site is an area of commercial and industrial development housed in large industrial type buildings. Opposite the site in New Lane is existing residential development and immediately to the east is the recently erected Ryedale Stadium with grandstands and floodlighting pylons. Between the northern boundary of the site and Jockey Lane is a site which has planning permission for industrial development. Thus the objection site has development on three sides giving it an urban rather than a rural character. The site is contained within the urban framework and does not form part of the countryside setting of York.

C58.2 The green wedge of open countryside on either side of Malton Road is important to the setting of the city. However the objection site is set some distance from that road and cannot be seen from it. Any buildings which might be erected on the site would be visually absorbed into the existing development in that area. There would be no significant impact on the appearance of the green wedge. Indeed the exclusion of the site from the Green Belt would present an opportunity to provide buildings and landscaping of a type and scale which would improve the present appearance of the area.

C58.3 The objection site would provide an appropriate site for employment development which would add to the choice of such sites. If the Green Belt Plan is to have a longer timescale than that normally adopted for other local plans then it is necessary to have some flexibility in the provision of employment land. The objection site would assist in providing such flexibility.

Reply by the Council

C58.4 The area of Huntington leading into Monk Stray along the Malton Road is one of the major areas of open land extending into the city from the countryside. The objection site is part of this area of open countryside. Any development on the site would be clearly seen from New Lane and would reduce the perception of openness which now exists in the area. In so doing it would be an intrusion into the countryside and would detract from the character of the green wedge. It would also result in a sprawl of urban development into the countryside and be contrary to Structure Plan Policy E8a.

C58.5 Sufficient land for employment purposes to meet the long term development needs of York has been identified. Such land provides a variety of sites in a number of locations. There is therefore no overriding need to exclude the objection site from the Green Belt.

Inspector's Conclusions

C58.6 Looking north from New Lane towards the objection site the appearance of the area is dominated by Ryedale Stadium and the large industrial buildings to the north of Jockey Lane. In views south across the site the open countryside is more readily apparent but even in these views the Stadium has

an urbanising influence which cannot be ignored. In this context the objection site is seen as an area of open land within the urban framework rather than as part of the countryside.

C58.7 The open land on either side of Malton Road provides a green wedge of open countryside extending into the urban area and forming an important part of the setting of York. However the distance of the objection site from Malton Road is such that it is not easily seen from that road. Whilst buildings on the site might be seen from Malton Road they would appear as an integral part of the urban area. Taking account of these factors the exclusion of the site from the Green Belt would not have an adverse effect on the character of the green wedge or the setting of the city. Although the site is an area of open land extending into the urban area it does not appear to have any existing or potential recreational or amenity value. Because the site is well contained by the urban area its development would not result in sprawl or uncontrolled growth. Excluding the site from the Green Belt would not be contrary to the objectives of either Green Belt policy or to Policy E8a of the Structure Plan.

Recommendation

C58.8 I recommend that Site C58 be excluded from the Green Belt.

C59 WEST OF NEW LANE: HUNTINGTON

Case for the Objectors

G1590C J C Riddell

C59.1 The land which it is suggested should be excluded from the Green Belt lies some distance from Malton Road and does not form an integral part of the green wedge along the Malton Road corridor. There are views from Malton Road and New Lane across the site in which it is the hard edge of the existing recent development to the north of the site which predominates and which detracts from the appearance of the area. Excluding the site from the Green Belt and developing it for housing would permit the introduction of a landscaping scheme to soften the urban edge and enhance the character and appearance of the area. The site has no amenity value and is not part of the open countryside.

C59.2 The Council have failed to address the environmental problems associated with the impact of recent development on the visual character and quality of this area of York. Consideration of the Green Belt boundary presents an opportunity to enhance the character and appearance of the area by carefully considered development. This in turn would produce an improvement in the setting of the historic city.

C59.3 The drawing of a tight Green Belt boundary appears to be based on the premise that any peripheral development whatsoever would have an adverse effect on the character of the historic city. In this area, however, this would not be the case because there is a need to provide a transition between the present highly developed built-up area and the open countryside formed by the green wedge based on Monk Stray. This could be achieved by allocating the site for heavily landscaped low density housing which would provide a much needed transition zone. The integrity of the green wedge would be protected and its boundary with the urban area would be significantly improved in character and appearance. Such a proposal would not result in unrestricted sprawl because development would be positively planned within a firm design brief. Neither would development lead to the merging of settlement areas because the integrity of the green wedge separating urban areas of York would be protected. Although the proposal would impinge on the countryside it would bring significant benefits to the appearance of the area and the setting of the historic city.

C59.4 Residential development of the site would provide a small but useful addition to the housing needs of the area.

Reply by the Council

C59.5 The site is located in an area where the green wedge along Malton Road is narrowed significantly by existing development. It is important to the character and appearance of the green wedge that it is not narrowed further in this location by additional development. The green wedge is a very important extension of the countryside into the city and as such it contributes to its historic character. The exclusion of the objection site from the Green Belt would inevitably lead to its development and this would erode the open countryside character of the area to the detriment of the setting of the city. Whilst the idea of a transition zone is superficially attractive it would still result in an unacceptable change to the countryside character of the green wedge. The present rawness of the urban edge provided by the recent housing development will mellow over time and become integrated into the landscape.

C59.6 Adequate provision is made for land for housing in the Greater York area.

Inspector's Conclusions

C59.7 As I have stated earlier, I consider that the green wedge which penetrates into the urban area along Malton Road forms an important part of the character of York. In the area of the objection site the width of this green wedge is reduced by existing development. It is most important that this narrowing of the wedge in this area should not be continued if the setting of the city is to be protected. Between the objection site and Malton Road is a group of buildings at Barfield House. The visual relationship between open space and these buildings is finely balanced. Although the change suggested to the Green Belt boundary is small, the development of the land excluded would upset this balance and result in a more urban character being introduced into the area. This would result in a serious erosion of the setting of the historic city. Although the idea of a transition zone has some attractions, it would inevitably change the character of the area by bringing development closer to Malton Road and in so doing it would seriously undermine the effectiveness of the green wedge in this area.

C59.8 I have commented elsewhere on the matter of the provision of housing land. Even if it is considered that there is insufficient flexibility in the provision of land for housing I do not consider that this would be an appropriate site for development for the reasons I have set out.

Recommendation

C59.9 I recommend that no change be made to the Local Plan.

C60 NORTH OF STOCKTON LANE: HEWORTH

G1605 C B & T Kay

Case for the Objectors

C60.1 The objectors have also made objections to the Southern Ryedale Local Plan which sought amendments to the Green Belt boundary in relation to an area of land which includes the objection site but which is more extensive. The issues in relation to this wider area are the same as for the objection site and the objectors' case is made in relation to this wider area which is shown in Appendix 2 to Document NY/248.

C60.2 The approved Structure Plan covers the period up to 1996. The Proposed Alteration No 3 to the plan has an end date of 2006 and includes in its strategy the development of a new settlement. This strategy however has not yet been approved so that there is considerable uncertainty about the future housing requirements of the area and how these will be met. The Local Plan assumes that there will be no peripheral development after 2006 and the Green Belt boundary is drawn tightly to preclude this. Given the uncertainty about housing needs and how these are to be met it is unrealistic to draw such a tight Green Belt boundary and expect that it will endure. PPG2 draws attention to this problem and states that boundaries should be carefully drawn so as not to include land which it is unnecessary to keep permanently open. The objection site does not perform any Green Belt function and that it is not necessary to keep it permanently open.

C60.3 The objection site is within the urban fringe and is largely enclosed by existing housing. It lies to the south of Monk Stray is one of the green wedges penetrating the city, but does not form part of that green wedge either physically or visually. The green wedge formed by the Stray starts to the east of the objection site in the vicinity of New Lane. The site has no significant landscape features and has no ecological value. It does not form part of the countryside but is land contained within the urban framework. It is not however open land as described in Structure Plan Policy E8a (iii). The site has clearly definable boundaries and, by drawing the Green Belt boundary as proposed, the apparent edge of the built-up area would be strengthened. This strengthened boundary would meet the Green Belt objectives of checking the unrestricted sprawl of the built-up area and safeguarding the countryside from further encroachment. The site has no statutory footpaths but it would be possible, as part of its development, to create a footpath linking the development to Monk Stray. Land which is to the north of the Green Belt boundary proposed by the objectors would become public open space. The exclusion of part of the extended site from the Green Belt would open up opportunities for public recreation in line with Green Belt objectives. The development of the remainder of the site would present an opportunity to improve the urban edge of this part of York by appropriate landscaping.

C60.4 The area of the site which it is proposed to exclude from the Green Belt cannot easily be seen from Malton Road due to trees and hedges. Whilst buildings on the site would be visible they would be substantially screened by existing vegetation and would be at such a distance from Malton Road that they would appear as part of the wider development in the Stockton Lane area. These conditions mean that the development of the site would have no material

impact in views from Malton Road and would not affect the special character of the historic city. In views along Stockton Lane the existing development imposes an urban character on the area so that the development of part of the extended site would have limited impact.

Reply by the Council

C60.5 The extended site forms an important part of a green wedge of open countryside based on Monk Stray and extending towards the city centre. Green wedges are an important element in the character of the historic city and need to be protected if the main objective of the Green Belt is to be secured. The site is in an area where the green wedge narrows and it is therefore all the more important that it remains undeveloped. It is also part of an open area separating the communities of Huntington and Heworth. Development of the site would weaken the distinction between them to the detriment of the character of the area generally. In character there is little to differentiate the site from the adjoining open farmland or the Stray. Whilst views of the site are filtered by existing vegetation, development on it would be prominent in views from Stockton Lane and Malton Road. Landscaping would not be sufficient to integrate the site into this agricultural setting. In terms of its appearance the site represents the beginning of open countryside when seen from the existing urban area or by those travelling along Stockton Lane. Its development would be an encroachment into the countryside.

C60.6 The Greater York Study established a strategy which involves only limited development around settlements and in locations which do not conflict with Green Belt objectives. Accommodation of part of the longer term development required is to be in a new settlement located beyond the Green Belt boundary. It is made clear that white land does not form an important element in the strategy. That strategy is now incorporated into Alteration No 3 of the Structure Plan. There is no reason to suppose that the proposal for a new settlement will not proceed.

Inspector's Conclusions

C60.7 I have set out at the start of this report my views on the need for housing land and the future strategy for the area.

C60.8 The character of the extended objection site varies from north to south. To the north it is closely aligned with the green wedge based on Monk Stray and the open countryside. Moving southwards its character is increasingly influenced by existing urban development in Stockton Lane and around Greenfield Park Drive.

C60.9 The green wedge of countryside based on Monk Stray extends beyond the historic Stray to include open land on both sides of Malton Road. The value of this open land to the setting of the city becomes increasingly important in the approach to the city from the Ring Road along Malton Road. In the area to the east of the objection site where the development at Huntington becomes apparent, its importance is further underlined because the relationship between the countryside and the scale of the urban area, with the Minster as its focal point, becomes clear. It is a finely balanced relationship and it is important to the character of the city and its setting that this relationship should not be eroded by development. Whilst views of development on the objection site would be filtered by existing vegetation, which could be reinforced by new planting, the presence of development on the northern part

of the objection site would still be apparent in views from Malton Road. This would erode the importance of the green wedge and reduce the degree of separation which exists between Huntington and Heworth.

C60.10 In views from Stockton Lane however, the character of the part of the objection site near the road is influenced by the development at Greenfield Park Drive, the church and dwellings on the north side of Stockton Road, including those at Pasture Lane and the housing estate to the south of Stockton Road. The character of this area is largely urbanised and does not form part of the countryside or of the green wedges extending into York from the open countryside. The position at which the urban influence diminishes and the green wedge becomes dominant is difficult to determine but the most realistic line would be the first field boundary to the north from Stockton Lane. I do not regard it as being necessary for the purposes of the Green Belt to keep the land between that boundary and Stockton Lane permanently open.

Recommendation

C60.11 I recommend that the Green Belt boundary be changed to exclude Site C60 together with the land between it, Stockton Lane, Pasture Lane and the continuation of the hedgerow on the north side of site C60.

C61 EAST OF OSBALDWICK

Case for the Objectors

G0701 Waites & Moorey

C61.1 The boundary of the Green Belt in the Osbaldwick area has been drawn too tightly and makes no provision for unforeseen demand for development. The Council have relied too heavily on sites at Earswick and New Earswick to meet housing demand, although those sites themselves perform Green Belt functions. By contrast the objection site is in an area of featureless countryside which adjoins a rather nondescript residential area. Its exclusion from the Green Belt would enable development which would remedy these defects by providing neighbourhood facilities and housing in a landscaped setting. Such a buffer would provide a softer edge to the built-up area, particularly in views from the Ring Road. The site was previously identified as white land in the 1987 Draft Southern Ryedale Local Plan.

Reply by the Council

C61.2 The main objective of the Green Belt is to safeguard the special character of the historic city. In order to maintain York's unique character it is necessary to check the further sprawl of its built-up area and safeguard the surrounding countryside against further encroachment. The objection site lies within an area of pleasant open countryside between the built-up area and the Ring Road. This countryside is highly visible from the Ring Road and the network of fields and hedgerows it contains is an important part of the setting of the city. The development of the objection site would be an intrusion into this setting and an encroachment into the countryside contrary to Green Belt objectives. These problems cannot be overcome by landscaping any development which took place on the site.

C61.3 The Greater York Study established a strategy, agreed by all the Greater York Authorities, that there would be only limited development on the edge of the built-up area in locations which do not conflict with Green Belt objectives. That strategy has been carried forward into the Local Plan and Alteration No 3 to the Structure Plan. Considerable weight should therefore be attached to it. The circumstances relating to the sites at Earswick and New Earswick are more appropriately considered in relation to those individual sites. The area of this site has been designated as Green Belt in all published planning proposals for the area other than the 1987 Draft Southern Ryedale Local Plan which was never formally adopted and was withdrawn. No great weight can be attached to its contents.

Case for the Supporters

G0711 P Jarvis

G0746A L C Butler

C61.4 Development should not take place in this area, as it would spoil the environment and cause traffic dangers.

Inspector's Conclusions

C61.5 The objection site lies within a broad swathe of open countryside on the eastern side of the city lying between the built-up area and the Ring Road. This countryside is characterised by fields and hedgerows and forms a pleasant and important landscape setting for the historic city. This

countryside setting is particularly evident in views from the Ring Road. The objection site occupies a substantial part of this swathe of open countryside and its development would be a serious encroachment into the countryside which would adversely affect the the setting of the city. Encroachment into the countryside in this area would undermine the objectives of Green Belt policy and could not be overcome by landscaping any development on the site.

C61.6 The sites at Earswick and New Earswick are dealt with elsewhere in this report. I attach little weight to the proposals of the 1987 Draft Southern Ryedale Local Plan which was not adopted and which has been superseded by the current Deposit Southern Ryedale Local Plan. I am not convinced that there is any overriding need to exclude the site from the Green Belt to meet the housing needs of the area or to provide neighbourhood facilities, but even if such a needs exist I do not consider that this would be an appropriate site for development for the reasons I have set out.

Recommendation

C61.7 I recommend that no change be made to the Local Plan.

Case for the Objectors

G1622 W F Meek

C62.1 The objection site is bounded by industrial land, a sewage works, a gypsy site and agricultural land. Vandalism and trespass have blighted its use for agricultural purposes. Recourse to law has failed to improve the situation. The District Council have stated that a significant interest is being shown in industrial land around Osbaldwick, so that the use of the site for industry would meet an expressed need and provide a use which is unlikely to be adversely affected by its proximity to the gypsy site.

Reply by the Council

C62.2 The objection site lies within a belt of open countryside between the Ring Road and the built-up area of the city. This open countryside is an important part of the setting of York and contributes to the special character of the historic city. Notwithstanding the proximity of the sewage works and the gypsy site to the objection site it is essentially part of the open countryside lying to the north of the former railway. If the site were to be excluded from the Green Belt it would be likely to be developed. Such development would be an encroachment into the countryside which would adversely affect the setting of York contrary to Green Belt objectives.

C62.3 The Greater York Study established a strategy for York which involves only limited development on the edge of the built-up area in locations which do not conflict with Green Belt objectives. Sewage works and gypsy sites may be considered to be appropriate development in the Green Belt, in the first case for operational reasons and in the second to prevent unauthorised camping in less suitable locations. These uses do not provide a justification for industrial development. Land for industry has been allocated in the Southern Ryedale area to meet the foreseeable needs of the area.

Inspector's Conclusions

C62.4 The objection site is located within a broad swathe of open countryside which lies between the Ring Road and the built-up area of the city. This countryside, although variable in its landscape quality, is nevertheless an important part of the setting of the city. I appreciate that in the immediate vicinity of the site development has occurred which, although it may be appropriate development in the Green Belt, nevertheless detracts from the appearance of the landscape. However in distant views it is the open countryside character of the area which predominates. It is this open character which it is important to preserve if the setting of the historic city is to be protected. Any development on the objection site would inevitably erode this open character and would therefore be unacceptable.

C62.5 I can well understand the difficulties which have arisen in relation to farming on this site. However I do not consider that they are sufficient to overcome the objections to excluding the site from the Green Belt. I have set out earlier my views on the allocation of industrial land in the Greater York Area. Even if it is found that there is insufficient flexibility in the industrial land allocations I do not consider that this site is suitable for development for the reasons I have set out above.

Recommendation

C62.6 I recommend that no change be made to the Local Plan.

C63 NORTH OF OSBALDWICK

Case for the objector

G1498 M Bradwell

C63.1 The objection site is poor quality agricultural land which is subject to vandalism. The land does not appear to be significant in any way to the Green Belt and was previously identified as "white land". It should remain as "white land".

Reply by the Council

C63.2 The main objective of the Green Belt is to safeguard the special character of the historic city of York. This special character relates not simply to the historic core of York but also to its setting in the surrounding countryside. The open farmland between the Ring Road and the built-up area of the city is a particularly important part of its setting and should be protected from development. The site lies within this area of farmland. If the site were to be excluded from the Green Belt it is possible that it would be developed. Such development would be an encroachment into the countryside which would markedly erode the setting of York. The shape and location of the site some distance from the urban area is such that it could not be sensibly developed in isolation. Its exclusion from the Green Belt would only make sense if land between it and the built-up area were also excluded. This would exacerbate the problems already referred to. The site has been in the sketch Green Belt for a number of years with the sole exception of the 1987 Draft Southern Ryedale Local Plan. That plan was never formally adopted and little weight can be attached to it. Whilst appreciating the difficulties of farming land near the edge of the urban area this is not a valid reason for removing the site from the Green Belt.

Inspector's Conclusions

C63.3 The objection site is set within a broad swathe of countryside between the Ring Road and the built-up area of the city. This countryside is an essential part of the setting of the city and makes a significant contribution to its character, particularly in views from the Ring Road. The site, because it is detached from the urban area, could not be reasonably designated as white land in isolation. Its designation would imply that all the land between the site's outer boundary and the built-up area should be excluded from the Green Belt. The development of such land would be an encroachment into the countryside and would cause unacceptable harm to the setting of York. Whilst I appreciate that there may be some difficulties in farming the land, that factor is not sufficient to overcome the objections to excluding the site from the Green Belt.

Recommendation

C63.4 I recommend that no change be made to the Local Plan

C64 WEST OF METCALFE LANE: OSBALDWICK

Case for the Objectors

G0839C & G5249A York City Council
G0925A & G5028 Hambleton District Council

C64.1 The objection site should be excluded from the Green Belt and the inner boundary of the Green Belt drawn to follow Metcalfe Lane which would provide a recognisable and enduring boundary. The site does not contribute to the historic form or character of York and is not part of an important green wedge. Any development on the site would be well contained by adjacent development and would therefore not result in urban sprawl or serious encroachment into the countryside. Proposed Change No 3 is supported.

Reply by the Council

C64.2 It is now considered that the site should be excluded from the Green Belt (Proposed Change No 3). This would not endanger the special character of the historic city as the site does not form part of any of the green wedges that make an important contribution to that character. It has development on three sides, so that development of the site would not lead to encroachment into the countryside or urban sprawl. Neither would development lead to the coalescence of settlements because the developed areas adjacent to the site are part of the same built-up area of the city. The proposed boundary of the Green Belt would follow Metcalfe Lane which is a readily recognisable feature and one which would be enduring.

C64.3 There is no public access to the site and its designation as Green Belt would be unlikely to result in it becoming public open space. Provision of land for public recreation would be more likely to occur as part of a comprehensive scheme for the development of the site. The Greater York Study has identified the land as contributing to the long term development requirements of York.

Case for the Supporters

G0280 Mrs D W Smith	G0281 A Smith	G0282 Mrs V Smith
G0283 Mrs M Smith	G0284 G F Grimmond	G0285 Mrs J Rose
G0976Q Persimmon Homes (Yorkshire) Ltd		G1431A R Benton
G1505 & G5146 C Stamp	G1509 & G5038 R A M Griffin	
G1541 J E Bennet	G1596C & G5135 Osbaldwick Parish Council	
G1759 & G5068 W Norman	G2063D R Johnson	G5129D G Whipp
G5130A Hogg Contracts Ltd	G5140 J P Morley	
G5177B Persimmon Homes Ltd		

C64.4 The site is part of an area of open land extending into the urban area from the countryside. It forms an important green wedge with both existing and potential recreational and amenity value. The amenity and recreational value of the site is underlined by the fact that it has a recently constructed cycleway running through its length. The inclusion of the site in the Green Belt would prevent the coalescence of the settlements of Osbaldwick and Burnholme. To exclude the site from the Green Belt would be contrary to national Green Belt policy and Policy E8a of the Structure Plan.

C64.5 The site is an ideal area for use for public recreation, which would help to make up an existing shortage of public open space in the area. If the site were to be excluded from the Green Belt then the opportunity for use as

public open space would be lost. Whilst York City Council as owners of the land appear willing to allocate some of the land for public open space in a development brief for the area, the amount allocated for this purpose would be insufficient to meet the real needs of the area.

Inspector's Conclusions

C64.6 The objection site extends only a comparatively short distance into the urban area and its character is that of an indentation in the urban boundary rather than a green wedge penetrating the urban area from the countryside. There are no important views across the site and it is adjacent to normal suburban development. Because of these factors it makes no contribution to the special character of the historic city. The site does not separate two settlements but is simply an area of open land within the same built-up area and possibly the same parish. Its development could not be said to lead to the coalescence of settlements or to urban sprawl.

C64.7 There is no public access to the main parts of the site and there is no evidence to suggest that public access or the provision of public open space would result from its inclusion in the Green Belt. On the other hand there is strong evidence arising from the plan prepared by York City Council and submitted to the inquiry by Ryedale District Council that some provision of public open space would be likely to result from a development scheme for the site. Although the latter is now mainly undeveloped, it is not land which it is necessary to keep permanently open.

Recommendation

C64.8 I recommend that the site be excluded from the Green Belt as set out in Proposed Change No 3.

Case for the Objector

G2031 Colas Roads Ltd

C65.1 PPG2 makes it clear that the essential characteristic of Green Belts is their permanence and that they should not include land which it is unnecessary to keep permanently open. There is insufficient employment land available in the Greater York area to meet the needs of the area, so that there will be pressure to develop this site which is adjacent to an existing industrial site. Policy I6 of the Structure Plan supports the development of sites adjoining existing industrial areas within or in close proximity to a built-up area. This is such a site. The 1981 draft Southern Ryedale District Plan excluded the site from the Green Belt in recognition of its long term development potential. Although that plan was not formally adopted it formed the basis of policy for many years and this policy was carried through into the Draft Green Belt Local Plan. The County Council confirmed in May 1991 that the site was excluded from the Green Belt and that the text of the Draft Plan was in error. The Council had the opportunity at that stage to make it clear that they intended the site to be included in the Green Belt but they failed to do so. There was therefore a long standing official view that the site should not form part of the Green Belt. The site forms a natural extension to the existing industrial area.

C65.2 The exclusion of the site from the Green Belt would not prejudice Green Belt objectives. The eastern boundary of the site is defined by a hedge and ditch and follows the parish boundary. It would therefore form an appropriate Green Belt boundary and one which would be sustainable in the longer term. The site is adjacent to a developed industrial estate and would be a logical "rounding off" of that estate. It is seen against the background of industrial buildings, a large agricultural building has recently been erected immediately to the east of the site, and part of the site itself has been subject to tipping. Development of the site would be seen in the context of an area which is already developed.

Reply by the Council

C65.3 The site is readily seen from a section of the Ring Road which is carried on an embankment. The site forms part of the open countryside between the urban area of York and the Ring Road. This area of countryside defines the boundary of the urban area and prevents the coalescence of Osbaldwick and Murton which lies immediately to the east of the Ring Road. The gap between these two areas is narrow and needs to be preserved if the character of York is to be protected.

C65.4 The Green Belt boundary follows Osbaldwick Beck which is a strong natural feature defining the outer boundary of the existing industrial area, unlike the boundary proposed by the objectors which comprises a weak hedge line.

C65.5 Sufficient employment land is available in the Greater York Area to meet the needs of the area to 2006 and beyond. Structure Plan Policy I6 has to be balanced against policies for the Green Belt. The site is not an appropriate site for industrial/business development.

Case for the Supporters

G1431C R Benton

G1596A Osbaldwick Parish Council

C65.6 The creeping industrialisation of the area would harm the Green Belt, to which Osbaldwick Beck forms a defensible boundary.

Inspector's Conclusions

C65.6 There is no doubt that Osbaldwick Beck is a strong feature which defines the eastern boundary of the existing industrial estate. My impression is that this feature has formed a natural barrier to the development of the estate in an easterly direction. There is a distinct visual break between the estate and the land to the east, including this site, the latter being part of the general surrounding open countryside. I note that part of the site has been subject to tipping but this makes no significant difference to its overall appearance. In this area the gap between the urban edge of York and the Ring Road is quite narrow but still sufficiently wide to form an important open area. The agricultural building to the east of the site is the type of building which now typically can be part of any rural scene. Any development of the site would be seen as an encroachment into the countryside. Murton village and its industrial area lie immediately to the east of the Ring Road. I think it important to the character of York that there should be a clear distinction between the city and Murton. If this site were to be developed this distinction would be markedly eroded.

C65.7 Although, having regard to the advice in PPG2, it would be desirable to have greater flexibility in the employment land allocations in the long term. In this case, however, the harm which would be caused to Green Belt objectives by excluding this site from the Green Belt would outweigh any advantage which might result from the development of employment uses on the site. I regard this as being land which needs to be kept open for the effective operation of the Green Belt.

Recommendation

C65.8 I recommend that no change be made to the Local Plan.

C66 SOUTH OF MURTON WAY: OSBALDWICK

Case for the Objectors

G1621 S Jackson

C66.1 The objection site is suitable for industrial development in that it adjoins land allocated for employment use in the Southern Ryedale Local Plan. There is existing industrial development to the north and an electricity sub-station to the south. The Green Belt boundary in this locality generally follows Osbaldwick Beck but for some reason departs from this boundary in relation to the objection site. Industrial land is required in the whole Greater York Area and the District Council have stated that there is significant interest being shown in industrial land in the Osbaldwick area.

Reply by the Council

C66.2 The band of open countryside between the edge of the built-up area and the Ring Road is an important and visually prominent part of the setting of the historic city. The objection site is part of this band of countryside and its development would be an encroachment into the countryside which would adversely affect the setting of York. This band of countryside also separates Osbaldwick from Murton village and Murton Industrial Estate to the east of the Ring Road. The gap between these two areas is comparatively narrow and development of the site would lessen the gap and weaken the distinction between the main urban area and Murton.

C66.3 The long term development requirements of Greater York can be met elsewhere. Whilst the Green Belt boundary proposed by the objector might be capable of being acceptable, that shown in the Deposit Plan would be stronger.

Inspector's Conclusions

C66.4 I regard the swathe of open countryside between the eastern built-up edge of York and the Ring Road as being particularly important to the setting of the city. It is particularly vulnerable where the edge of the built-up area is close to the Ring Road and to the built development at Murton. The objection site lies within this area. Although there is development to the north and south of the site, the site itself is and appears to be part of the open countryside. Development of the site would be an encroachment into the countryside and would adversely affect the setting of the historic city. It would also lead to a lessening of the gap between the outer edge of the city and development at Murton. This would blur the distinction between York and its outlying settlements to the detriment of the character of the city. I consider that this is land which it is necessary to keep permanently open to fulfill the objectives of the Green Belt.

C66.5 I accept that Osbaldwick Beck would be capable of forming a recognisable and enduring boundary but that would not be sufficient reason to exclude the site from the Green Belt as this applies also to the Deposit Plan boundary. I have commented earlier in my report on the provision of employment land. Even if it were found that the employment land allocations are not sufficiently flexible I do not consider that the objection site should be excluded from the Green Belt for the reasons I have set out above.

Recommendation

C66.6 I recommend that no change be made to the Local Plan.

C67 SOUTH OF HULL ROAD: YORK

Case for the Objector

G1489C Landmatch PLC

C67.1 The site fronts the A1079 radial road and is close to its junction with the Ring Road. It is therefore ideally located for the development of a "Park and Ride" facility. Such facilities are necessary if the main Green Belt objective of preserving the special character of York is to be achieved. The objection site could be developed for this purpose at an early date and should therefore be excluded from the Green Belt. This would not prejudice the green wedge extending into the urban area, would have minimal visual impact on the Green Belt and would not detract from the open character of the area.

Reply by the Council

C67.2 The objection site is an important part of a green wedge and is an integral part of an area of land which provides an open approach to the city. Its development would be a major intrusion into this wedge of countryside unrelated to existing development. The site rises from the adjoining roads towards Kimberlow Hill and is part of a prominent feature in the landscape. Any development on the site would be readily seen from adjoining roads, would be visually intrusive and an encroachment into the countryside setting of York.

C67.3 The Council were consulted in 1992 by Selby District Council about an application to develop the site for "Park and Ride" purposes and replied that they had no policy objections to this proposal on Green Belt grounds, but had significant reservations about its likely adverse visual impact. Particular attention would need to be given to the landscaping and screening of any such facility on this site.

Inspector's Conclusions

C67.4 The site is part of an area of open countryside bordering on Hull Road and the Ring Road and forming part of the rural setting of York. In this area the land rises away from these roads and because of this the objection site occupies a particularly prominent position in the landscape. Development here would be seen as an encroachment into the countryside and would be likely to have an adverse effect on the setting of the city.

C67.5 I note that outline planning consent has recently been granted for the development of part of the site as a "Park and Ride" facility and that Appendix 2(iv) of the Local Plan states that areas with valid planning permission for development have been excluded from the Green Belt. The site with planning permission would however be too small on its own to be an inset in the Green Belt, and, as I have just indicated, the site as a whole is large and makes an important contribution to the primary function of the Green Belt.

C67.6 There may be occasions when the special nature of "Park and Ride" facilities together with the locational constraints that apply to them may mean that it can legitimately be felt that special circumstances apply which

would justify their location in the Green Belt. It would nonetheless be wrong to exclude a large and important area of land which otherwise should undoubtedly be included in the Green Belt unless compelling evidence of the need for that exclusion were available. That is not the case here. This may well be a site with potential to provide additional "Park and Ride" facilities, but evidence in favour of that can be put forward even if the site is to be included in the Green Belt and, if that evidence is sufficient, may mean that such a proposal would be regarded as exceptional circumstances. Exclusion from the Green Belt at the present time would be premature.

Recommendation

C67.7 I recommend that no change be made to the Local Plan.

- C69 LAND NORTH OF GERMANY BECK: FULFORD
C70 SOUTH OF HESLINGTON LAND: FULFORD
C71 EAST OF MAIN STREET: FULFORD
C72 SCHOOL LANE: FULFORD

NB Sites C70 and C71 are the eastern and south western parts respectively of site C69. Site C72 is land excluded from the Green Belt in the Deposit Plan to the north west of site C69.

Case for the Objectors

G0252 & G5017	C Green	G0369 & G5065	Mrs M White
G0588C & G5005	Mrs H M Taylor	G0685 & G5059	C B Milburn
G0686 & G5064	A H White	G0688 & G5087	D Waddington
G0699 & G5105	A J Bath	G0752 & G5032	N M Nichol
G0767 & G5079	Mrs V Gilbertson	G0769 & G5020	Ms E R Green
G0987 & G5104	P & Mrs C A Suffield	G1216 & G5033	Mrs P Fountain
G1429B & C & G5145	M A Sweet	G1495	J P Hutton
G5063	Mr & Mrs M C Ross	G5249B	York City Council

C69.1 The Deposit Plan should be altered as shown in Proposed Change No 4, which would represent a more natural boundary. Site C69 fulfils important Green Belt functions.

G0985 Pilcher Homes & Persimmon Homes (Yorkshire) Ltd
G1614 Wormald Trust
G1840 R D Pilcher & Son Ltd, K M Abercrombie & the Halifax Estates Management Co Ltd

C69.2 The Green Belt as a whole is defined too tightly, making insufficient provision for long term housing needs. Site C69 was one of the sites considered by officers for housing development prior to the adoption of a strategy based on the provision of a new settlement. The removal of this land from the Green Belt might mean some 40 ha could become available for future development, which is a large enough area to be of strategic significance. Exclusion from the Green Belt does not, however, necessarily imply that all of the land must be developed.

C69.3 All the land around York could be said to fulfill some Green Belt functions, but some parts will be more suited to future development than others. Site C69 is physically well related to York and to Fulford, and is close to jobs and services. If it were developed the edge of the built-up area would only be extended outwards by some 1/3 to 1/2 km. This would be planned development rather than urban sprawl. It is accepted that the area is now a quiet one which has well used paths around it, but keeping this land open would not assist in preventing towns from merging. Site C70 is the most sensitive part of the larger site. It is accepted that although permission was granted for greenhouses on this land it was not granted for a garden centre there.

C69.4 Site C69 has good physical boundaries. The Council accept that Germany Beck is a substantial physical feature.

G1502 H M Richardson
G1580G & G5129K G Whipp

C69.5 Although Proposed Change No 4 is an improvement on the line shown in the Deposit Plan, the playing field of St Oswald's Primary School, including

the car park and a temporary building, should also be included in the Green Belt. This boundary would be at least as well defined on site as that now suggested by the Council. The 'rules' for the definition of boundaries set out in Appendix 2 of the Deposit Plan are arbitrary. Instead, the individual contribution of each site to the objectives of the Green Belt should be examined.

C69.6 Development on the eastern side of School Lane would be visually intrusive and adversely affect the setting of this part of the urban area. Site C72 is used for recreation, which is an appropriate role for Green Belt land. Elsewhere the County Council have on occasion sold school playing fields without taking into account long term community needs for recreation or amenity open space. Inclusion of site C72 in the Green Belt would prevent this happening here.

Reply by the Council

C69.7 The Council's current long term strategy will provide adequate development land for the needs of the area. The adoption of this strategy, which includes the creation of a new settlement, would explicitly reject the possibility of further development south of Fulford. This had been considered earlier, but was not pursued as it would have adverse effects on the environment and on the effectiveness of the Green Belt. The size of site C69 is such that its development would be virtually equivalent to that of a new settlement.

C69.8 Site C69 fulfils many Green Belt functions. Above all it helps to safeguard the special character of York. The eastern section is part of a narrow and important green wedge extending towards the city centre. Permission was granted for greenhouses in 1983 as it was felt that they were an appropriate Green Belt development, but Selby DC, the Local Planning Authority, are now concerned at the intensification of use that has occurred there and which has a considerable visual effect. The development of site C70 would make the wedge even narrower, and the necessary vehicular access to the site would itself be particularly visually intrusive. Even if site C70 were to be omitted from site C69 the development of the remainder would mean that the narrow part of the wedge was longer and the link with the open countryside would therefore be more remote from the city.

C69.9 Other Green Belt functions fulfilled by the site are checking the unrestricted sprawl of the built-up area, safeguarding the countryside from further encroachment, preventing the neighbouring towns of Fulford and Heslington, including the University, from merging, and providing access to the open countryside for the urban population. The lanes in the area are well used as footpaths

C69.10 The edges of the built-up area can form a clearly identifiable and durable boundary, but to the north west the boundary should be changed to include the Parish Council field and Sandy's Farm, School Lane, in the Green Belt as this would represent a more appropriate and defensible boundary (Proposed Change No 4). The whole of the Primary School playing field would remain excluded from the Green Belt as no readily recognisable line can be found between the school buildings, which are part of the urban scene, and the playing field. The guidelines set out in Appendix 2 to the Deposit Plan are not intended to prevent looking at the merits of individual cases.

Case for the Supporters

G0249A	L E Watson	G0251	Mrs D E Stenkowski	G0254	Mrs J Weatherby
G0255	B Brown	G0255	Ms D M Newson	G0257	Ms W V Buckle
G0260	I C & J Wells	G0261	R Burnaby	G0258	F Buckle
G0263	Mr & Mrs W H Reed	G0262	Ms E M & D V Harris	G0264	P & Ms F Dixon
G0266	M Wilson	G0267	J H Thompson	G0265	J Kleppa
G0357	R Parker	G0358	W J & G West	G0268	S M Warren
G0361	D Stones	G0362	M Gabble	G0359	G C & F W Osmond
G0365	Mr & Mrs I Foster	G0363	J Morris	G0360	R & Ms E Bray
G0368	R Wood	G0366	L & P M Arnold	G0364	J N Headman
G0374	J A Matthews	G0372	J Matthews	G0367	R & Mrs S M Walton
G0384	S R Berry	G0375	A M Bloomer	G0373	S G & Ms P Mitchell
G0484	C P & M Hobbs	G0385	R S & M E Connor	G0378B	D J Ashton
G0633	G A & P D Sims	G0485	H & K Rolmania	G0477	L Peeney
G0656	Mrs E M Britain	G0654	Mrs P M Whitfield	G0651	Miss M S Chilton
G0659	R & Ms E Hilton	G0657	Mr & Mrs J E Wright	G0652	Mrs A E Florence
G0663	Mrs M E Johnson	G0660	M D Ward	G0655	Mrs M J Fybus
G0667	J & Mrs J M McAndrew	G0661	S D Ward	G0658	R C Manning
G0670	R G Rowland & Ms F Sands	G0663	I & C, Mrs B King, Mrs M Weighall	G0652	Mr & Mrs Ramsley
G0673	V M Abarnethy	G0668	M Tuolinson	G0665	Ms C Chorniavsky
G0677	J Sharpe	G0671	J Graham	G0659	Mr & Mrs R H Frost
G0681	Mrs J Daley	G0675	A S Bretherick	G0672	Mrs J I Ware
G0687	J A & A M Carfoot	G0678	Mrs M Goulding	G0676	D J Elliott
G0691	Mr & Mrs F E Pettersen	G0682	R W Crosby	G0680	J E Briggs
G0694	K John	G0688	J Calvin	G0684	W Henderson
G0697	Ms E Ankers	G0692	M C Ross	G0680	C Swaton
G0723	Ms J K Murphy	G0695	D A & Ms L A Luckenby	G0693	Ms E M Webster
G0743	S Brodenell	G0698	D & S Tine	G0696	J E Liley
G0765	Mr & Mrs Z Pluck	G0721	A & Y M McIntosh	G0722	Ms M Haines
G0794	J O Gilderdale	G0740	B Sutherland	G0742	M Pepper
G0807	Mrs E M Garton	G0783	T Alloway	G0794	Mr & Mrs J Hainwright
G0883	V W & Mrs J R Grant	G0786	E Naylor	G0773	N B Rowland
G0895	Mrs B Owen	G0797	R W Ward	G0806	Mrs E Halliday
G0913	M & Mrs K Usher	G0800	J H & E Maguire	G0881	F & Ms M Walcock
G0923	M, S, C F & Ms S Atkinson	G0806	E McKinlay	G0893	J Noody
G0946	C F Stewart	G0912	Mr & Mrs R E Byers		
G0953	L Richardson	G0922	E L, A M & P L Handy		
G0879	Mrs D M Crawley	G0943	S I Sampanthar	G0945	Ms I Wilkinson
G1010	J Schefield	G0945	H W Meller	G0951	F W Riley
G1032	A Brown	G0967	S J K & Ms L E Miller	G0974	Mrs S F Wheeler
G1046	M Worrall	G0980	Mrs J M James	G0989	R G Mackenzie
G1057	B Cater	G1030	E W & Mrs M A Richardson	G1031	E D & K Pepper
G1085	D & F Dixon	G1034	Mrs R Cox	G1036	Miss M J Horsman
G1207	F A Jackson	G1048	Mrs D Worrall	G1050	H J, K D, L J, P A & G Boddy
G1211	M Poplewell	G1083	F & Mrs I Sanderson	G1084	J Colley
G1214	R & Ms N Percival	G1086	M J Butcher	G1206	A R & A Garrett
G1218	D & G M Skene	G1208	Ms P Adkins	G1210	Mrs E Jackson
G1222	B Dyson	G1212	Mrs F M Bell	G1213	F & Ms K A Tindale
G1241	S J Pearson	G1215	J Bowes	G1217	S & Ms M Hossay
G1258	D Simpson	G1220	Ms D Calder	G1221	Mrs P A Dyson
G1272	Mrs D Smith	G1223	S & P Ward	G1225	A Foster
G1276	K Kayle	G1266	J T, S & Ms C Madden	G1267	C V Hewitt
G1761	N Herbert	G1269	Miss E Ashman	G1271	Ms J Deighton
G1793	Ms D R Harding	G1273	A & Mrs S Fress	G1275	M R Evans
G1802	J A Fletcher	G1424	J C Shepherd	G1768	Mr & Mrs R Hickson
G1847	Mrs S Watt	G1788	S D Jackson	G1789	Mr & Mrs S W Thornton
G1880	J D Cross	G1797	D Stratford	G1799	Mrs A Laughlin
G1899	Ms J Cobb	G1803	M Vevers	G1813	G J Lockwood
G1902	C & K Sawyer	G1882	Miss J M Birch	G1886	F S Craggs
G1911	Mrs E A Smith	G1897	Mr & Mrs B Thompson		
		G1900	Mr & Mrs W M ^o Intyre	G1801	E Waterworth
		G1905	M, D, A S & A Lown	G1841	Ms S D & Ms C Reid
		G1913	D W Ryner	G1888	E T & S Roberts
				G1898	K Barton
				G1901	M Shuttleworth
				G1906	B Milner
				G1926	Mr & Mrs E R Willey

G1927 K & Ms J Sharp G1937 T & Ms J Howe G1939 S M & Mrs G Cook G1951 Mrs A Kilby
G1952 Mrs H Elsegood G1956 J M Walker G1968 J D MacDougall & Ms M A Barber
G1988 Dr & Mrs H H Ee G2067 Mr & Mrs D J Rix G2072 M E Moiseley

C69.11 The area between Fulford and the Germany Beck forms a vital separation of Fulford and Heslington. It is of great amenity value, and its development would result in pressure to extend development right up to the A64. It would also destroy the character of the existing village and, by increasing traffic flows, harm the environment for existing residents.

Inspector's Conclusions

C69.12 I have given my general views on the need for long term development land and the status that should be afforded to the new settlements strategy earlier in this report. In considering these sites the primary question to be answered is the extent to which keeping them open makes a contribution towards the preservation of the special character of York.

C69.13 As far as the eastern part - site C70 - is concerned I am in no doubt that the contribution it makes is very large. It is part of one of the characteristic wedges bringing open land right into the city, and is at one of its narrowest parts. Development on the site itself and elsewhere in the wedge already harms its effectiveness, and any further development would be likely to prevent there being an effective wedge at all. This land is an especially important part of the Green Belt and should not be excluded from it.

C69.14 Although the remainder of site C69 can be regarded as forming part of the setting of Fulford and York, I find it difficult to regard it as being essential that it should all be kept open. The existing edge of the built-up area lacks any noticeable logic and presents an unattractive appearance. I consider that it would be more realistic to regard the area south of Germany Beck and Germany Lane as that which it is essential to keep open, and therefore to include in the Green Belt. This does not imply that all of the land which as a result would be excluded from the Green Belt is suitable for development or that any development that is approved should occur in the short or even medium term. It would, for instance, be important to prevent any development adversely affecting the character of the wedge, which it adjoins but of which it is not part. I am aware of the real and understandable concerns of existing residents that this might result in harm to the village and to their amenities. My concern in this report, however, is with the very long term protection of the openness of land that is given by inclusion in the Green Belt, and I do not consider this to be warranted in this case.

C69.15 If I did not take this view, and site C72 and the Proposed Change fell to be considered, I would regard the suggested boundary put forward in Proposed Change No 4 as being more satisfactory in terms of the character of the land and the nature of the boundary itself. Although the character of the Primary School playing field might justify a further extension to the north, the lack of a satisfactory boundary feature would prevent this. I should however stress once again that my recommendation that the two school playing fields and the recreation ground should not be included in the Green Belt does not imply that I consider that this land should not remain open as urban open spaces or that there is no need for the facilities that they provide. These are, however, matters which are more appropriately considered in relation to other planning policies and in the context of a District-wide Local Plan.

Recommendation

C69.16 I recommend that the land north of Germany Lane and Germany Beck and west of site C70 be excluded from the Green Belt.

C73 SCARCROFT ALLOTMENTS: YORK

Case for the Objectors

G0006A York Group for the Promotion of Planning
G0115 S W Warburton G1584A The Freemens Strays Council of the City of York
G1940F York Natural Environment Trust Ltd

C73.1 The whole of the allotments should be included in the Green Belt; those on the opposite side of Albermarle Road are included already. They link with the Knavesmire to form part of a green wedge extending almost to the city walls. Although the link is narrow, it does go right from the heart of a densely developed area out to the open countryside. It cannot be said to be a wholly urban open space as it is not surrounded on all sides by the built up area, and the edge of the housing areas would be as satisfactory a boundary as Albermarle Road. The fourth objector would also like the open land at Scarcroft School included in the Green Belt.

C73.2 The allotments are highly valued by local residents for their recreational and amenity value, as well as for their productive capacity. Similar allotments elsewhere have been developed, and there is concern at the possible outcome of a current review of allotments by the City Council.

Reply by the Council

C73.3 The allotments are fundamentally different in character to the area on the opposite side of Albermarle Road, and this is reinforced by their elevated position. Although their narrowness is not an important point, they cannot be regarded as part of the green wedge and do not contribute to the preservation of the special character of the city. Albermarle Road is a readily recognisable and durable boundary. The allotments do have amenity value as an urban open space, but this could be preserved using other planning policies.

Inspector's Conclusions

C73.4 The special character of York, whose preservation is the primary aim of the Green Belt, is a particularly individual one, and one of its most important features is the incursion of a number of green wedges deep into the urban area. Clearly the Knavesmire and Micklegate Stray are the foundation of this particular wedge, but I consider that Scarcroft Allotments can properly be regarded as an extension of the wedge running almost as far as the walls of the historic city. They do indeed differ in character from the open land on the opposite side of Albermarle Road, but they also differ greatly from the built-up area into which they project. I regard their continued openness as fulfilling the primary Green Belt function. Although it is arguable that the same might be said of the open land at Scarcroft School, on balance I regard Scarcroft Road as being a more satisfactory boundary to the Green Belt.

Recommendation

C73.5 I recommend that site C73 be included in the Green Belt.

C74 HOB MOOR: YORK

C79 FOXWOOD/WOODTHORPE WEDGE: YORK

Case for the Objectors

G0002A & B S Galloway G0006B York Group for the Promotion of Planning
G0010A & B H D Parker G0011 F E Penrose G0026 B F Houghton
G0030A & B Ms A L Reid G0036 R A Hopwood
G0037 Ms D Hopwood G0040A & B E G & I F M Cook
G0042 Mrs P Holroyd G0046 Mrs L M Parker G0077A & B R Smith
G0183 D J Robson G0219A & B A L Doig G0351A & B Mrs P M Smith
G0708 K M & Mrs A P Paver G0935A & B S Sayers
G0991 G T Bridge G1075 Mrs A I Hoyle G1076 P J Hoyle
G1428 P A Chaundy G1506 L W Lowther G1535 C & Ms L Richmond
G1536A & B A M Waller G1537 P Kerrison G1538 C & Mrs M White
G1539 P Burgess
G1584B The Freemans Strays Council of the City of York
G1787 Mrs J D Dearlove
G1816K & L The Ramblers Association (York Branch)
G1940D & E York Natural Environment Trust Ltd
G1961C Yorkshire Wildlife Trust

C74.1 Hob Moor is an area used now as it has been for many years for recreational purposes, and which is now bounded by a housing area in great need of such open space. It performs important Green Belt functions and the loss of any of it, especially the allotments, to development would be very regrettable. It should be protected by inclusion in the Green Belt.

C74.2 The railway and the allotments to the east of it are narrow but do not prevent it linking directly to Knavesmire across Tadcaster Road. The trees across the mouth of this link obstruct views but do not affect its function as part of that wedge. Mr Galloway considers that the land on the east side of the railway should not be included in the Green Belt.

C74.3 The Foxwood/Woodthorpe area has grown incrementally without the benefit of a landscape strategy. Site C79 runs along the approximate line of a footpath to Askham Bryan and, although seriously eroded by development, still functions in effect as one of the wedges that are a prime characteristic of York. It forms an important visual break within the built-up area, splitting the settlement up into identifiable areas, and it is much used for informal recreation. It acts as a wildlife corridor linking Hob Moor with the open countryside. The whole of the remaining open land should be kept open by means of inclusion in the Green Belt. If the planning permission recently granted by York City Council for housing development is implemented it would be very harmful to the wedge. It is possible that the City Council, who are also the landowner, will not go ahead with the proposal to sell it to two Housing Associations. Alternative sites are available for housing.

C74.4 There are other examples of areas cut off by roads or other obstructions from the main body of the Green Belt, such as Hogg's Pond, and of narrow sections of wedges, such as Monk Stray.

Reply by the Council

C74.5 Although Hob Moor has recreational, wildlife and amenity functions, these are not in themselves reasons to include it in the Green Belt. It performs no Green Belt functions. Neither physically nor visually does it form part of the Knavesmire wedge, being cut off from it by Tadcaster Road and the railway and a narrow length of land with many nearby buildings. Tadcaster

Road forms a recognisable and durable boundary. Free-standing areas of Green Belt would go against the grain of this Local Plan.

C74.6 The parts of site C79 that now remain open are separated from the open countryside by development or recent planning permissions. The recent decision of the City Council has finally removed all possibility of the area performing any kind of Green Belt function. The areas that remain open could be more appropriately preserved if necessary by means of other planning policies.

C74.7 Elsewhere where wedges have lengths that are narrow or irregularly shaped they are nonetheless directly connected to the main areas of open space. In this case the area has a continuity that is at best tenuous, and even at present it is often very narrow.

Case for the Supporters

G0839F York City Council

C74.8 There is no intention that the recreational land at the eastern end of site C79 or Acomb Wood should be developed, but the area between them has been identified for housing development since 1969. The planning permission granted in August 1992 has established the future development and shape of the housing areas and the proposed open space layout. Site C79 should not be included in the Green Belt.

Inspector's Conclusions

C74.9 Structure Plan Policy E8a (iii) states that in defining Green Belt boundaries account must be taken of the need to preserve areas of open land extending into the open area from the countryside which have an existing or potential recreational or amenity value. I am in no doubt that Hob Moor has particularly important recreational and amenity value. It is large enough to act in effect as an area of open countryside near to the heart of the urban area. Whether or not it is included in the Green Belt should depend, in my opinion, on the extent to which it can be said to be connected to the very important green wedge extending down the Knavesmire.

C74.10 Although Tadcaster Road and the railway do partly interrupt this connection and the area between them is relatively narrow, I consider on balance that a functional and physical connection does exist, although I accept that there is very little visual connection. Nonetheless, bearing in mind the importance of such wedges in general in giving York much of its special character and the particular importance of Knavesmire and of Hob Moor, I consider that as the latter can be properly described as performing Green Belt functions and being directly connected to the Green Belt, it should form a part of the Green Belt.

C74.11 Although on paper a similar wedge might appear to exist at site C79, in practice it is now extremely irregular in shape, narrow and likely to be reduced even more if recent permissions are implemented. Even if the latter did not occur, I do not consider that the site as a whole could be regarded as performing any significant Green Belt functions, or as acting as one of the wedges which are a part of York's character. Individual parts of it may well be of importance as urban open spaces and should be preserved as such, but the reasons for this are not Green Belt reasons, and the kind of policies that might be applied to them are not Green Belt policies.

Recommendation

C74.12 I recommend that site C74 be included in the Green Belt.

C75 LAND SOUTH EAST OF DRINGTHORPE: YORK

Case for the Objector

G0160 Mrs V L Hare

C75.1 This land should be removed from the Green Belt. Development to the north west is insensitive and spoils the approach to the City, and the development of the Tesco site was a serious mistake. It would be inequitable not to allow development also on this site. This could be at a low density and would be a logical extension to development on the London Bridge site (C76). The land is low lying and the appearance of the City would not be seriously affected.

C75.2 The By-Pass would form a natural barrier to further development in this part of York. Such development would be more attractive in appearance than the pig huts and semi-derelict grassland found to the west. It is difficult to make agricultural use of the objection site due to its poor access and to damage caused to crops.

Reply by the Council

C75.3 This site lies at the entrance to one of the main green wedges and is largely divorced from the urban area. Its openness helps to preserve the special character of York and to prevent its unrestricted sprawl or coalescence with Bishopthorpe, to safeguard the countryside from further erosion and to provide access to the countryside for the urban population. Green Lane is a heavily used long distance cycleway and footpath. Even if the site were to be developed at a low density it would involve the spread of the urban area and a changed perception of the countryside.

Case for the Supporters

G1512 W F Surtees G1586B The Askhams Area Trust

C75.4 The land should remain in the Green Belt.

Inspector's Conclusions

C75.5 This site is an area of open land linked directly with one of the most important green wedges extending into the City and prominently visible from the Ring Road. Its development would severely harm the effectiveness of this green wedge and reduce the narrow separation between York and Bishopthorpe. Although I note the difficulties of continuing its agricultural use, I am strongly convinced that it is essential that the land should continue to be open and that inclusion in the Green Belt would be the most appropriate means of securing this.

Recommendation

C75.6 I recommend that no change be made to the Local Plan.

Case for the Objectors

G0839D York City Council

G1975 Mackie & Partners

C76.1 The inclusion of this land in the Green Belt is not properly justified in the Local Plan. A rigorous approach should be adopted which considers the actual role played by the site in three dimensions rather than merely two. Nearby development, including Tesco and the Sixth Form College, has changed the situation since the land was included in the draft Green Belt, and development at the latter is merely mundane. The objection site is dominated by highway earthworks, bounded by public highways on all sides and has few visual or functional links with the Knavesmire wedge. It is low lying and cut off from nearby open areas. It is not land which it is necessary to keep open to protect the special character of the historic town. Even if development on the site were visible from important viewpoints, that would not necessarily involve adverse impact on the character of the town. Important but limited views of the Minster would be unaffected.

C76.2 The A64 would provide the most logical and defensible Green Belt boundary between York and Bishopthorpe. The site can be divided into distinct sections on the basis of strong physical features. The whole of it should be excluded from the Green Belt, but if that is not accepted at least the eastern part should be excluded. This land would be especially suitable for development as a prestigious business park, possibly for the relocation of a major company from the south-east. This would comprise offices in attractively landscaped surroundings, with either a single occupier or else a unified architectural treatment. The site is owned by the City Council, who could exercise landlords' control over it. Any development would in any event have to be of high quality in such a visually prominent site to be acceptable in normal development control terms.

C76.3 There is a need for high quality sites to be available for employment development in the long term. Only sites on the southern section of the Ring Road will meet this need effectively. Of the sites currently available only Naburn Hospital is comparable with the objection site. The new settlement would be too small to attract a major prestige business use.

Reply by the Council

C76.4 All parts of the objection site serve Green Belt functions. The land is almost entirely surrounded by Green Belt land to whose inclusion no objections have been made. Only the north-eastern boundary abuts built development which is excluded from the Green Belt. The site itself is part of a area of open land linking fingers of open land extending into York. Its development would encroach into a large area of open undeveloped agricultural land which is an important part of the rural setting of the city. It would involve an unwarranted spread of the urban area into the narrow gap between York, Bishopthorpe and Copmanthorpe. The site has been included in sketch Green Belt since 1975 and the only development on it since then has been a sports pavilion and playing fields. Other built development nearby is within what was always intended to form part of the urban area.

C76.5 If the site were only visible from a few obscure vantage points it is accepted that its contribution to the Green Belt would be accordingly diminished. It is however visible from busy primary traffic routes which form major strategic approaches to the city. Development on it would break the visual link with land to the north-east, especially for those travelling along the A64.

C76.6 The objection relates to all four parts of the site. The suggested compromise of excluding only the eastern part from the Green Belt is based not on Green Belt arguments but on the possibility of developing that land. The objectors accept that the arguments in favour of this depend not on an insufficient quantity of employment land being available, but on the quality of that land. It is accepted that there is a need for some flexibility in the availability of development land, especially in a time of economic uncertainty. The Council cannot, however, be expected to provide for all possible requirements which might be put forward by developers or potential occupiers. What is needed is that there should be - and is - a reasonable range of sites. Sites denigrated by the objectors are included in the latter's own promotional literature as having potential for prestige business development. It is accepted that some of these sites will require much expense on infrastructure. Nonetheless overall no special circumstances exist which would justify the removal of the objection site from the Green Belt.

Case for the Supporters

G0012B	Mrs E Wardley	G0014B	Mrs E M Cannon-Brookes		
G0035B	Ms M Powell	G0039	J Reynolds	G0052C	Mrs D A Grace-Hunter
G0063A	Dr & Mrs R E Schofield			G0170B	Miss E Oddy
G0276B	Copmanthorpe Parish Council			G0277A	Mrs D A Rowley
G0351D	Mrs P M Smith	G0352C	J V Denoon	G0354A	Mr & Mrs A E Woodfield
G0378C	D F C Goddard	G0386C	P G N & K A Turner		
G0704B	J B Phillips	G0706B	R A F Raimes	G0707B	Ms J C Johnson
G0710D	A J Williams	G0768C	H R Hall	G0894C	A D Walker
G0904B	Mrs C C MacLeod			G0921C	Mrs S Ferrey
G0926C	A Ferrey	G0957	J Devlin	G0990C	Mrs H D C Steward
G1047B	J H Frankish	G1064A	D A C & Ms D B Blunt		
G1508D	K H M Dixon	G1511	J T Whurr	G1580I	G Whipp
G1586F	The Askhams Area Trust				
G1601B	Acaster Malbis Parish Council			G1786A	Selby District Council
G1816G	The Ramblers Association (York Group)				

C76.7 This site should remain in the Green Belt as it provides a unique entrance to the City which is very attractive to visitors. It links this area with Askham Bogs and helps to separate York, Bishopthorpe and Copmanthorpe. The development of the Tesco site is much regretted, and development on the objection site would be obtrusive and lead to traffic congestion and dangers.

Inspector's Conclusions

C76.8 The extent to which this site plays a role in preserving the special character of the historic city or in separating York and Bishopthorpe depends basically on visual perception. I have walked over the site and the area around it and have been driven on all of the roads around it. Each of the three distinct parts of it has strong boundaries of roads and the railway and in effect has its own visual character distinct from that of the land around it. The southern and northern/western parts are visible from the Ring Road, Tadcaster Road or from the railway, and in each case they appear to be a part of the open countryside around the city. Although they differ in visual character from other nearby open land they differ even more from the character of the land within the built-up area. Their development would appear as an outward extension of the city, and, because of their shape and location, the amount of the extension would be disproportionate to their size and especially harmful to the character of the area. This is an important entrance to the city and it is essential that these sites should remain open. They should not be excluded from the Green Belt.

C76.9 The eastern part of the site is also visually separated from neighbouring land. It has little importance in views from Tadcaster Road or from the Knavesmire wedge, which effectively starts east and south of Dringthorpe Road. It is, however, prominently visible from the Ring Road, and any development on the site would destroy the narrow continuity of open land on the northern side of this part of the Ring Road. I regard this continuity as being an important part of the way in which the special character of the city is perceived. The development of this land would thus be very harmful to the primary purpose of the Green Belt.

C76.10 I note that the site is lower than the Ring Road and that development could be extensively landscaped. It would, however, be virtually impossible to prevent the built-up parts of the site together with the parts used for parking effecting a substantial change in the character of the site in relation to its surroundings, however attractive the development might be in itself. This would also reduce the effective separation between York and Bishopthorpe, which is already extremely narrow. I consider that the eastern part of site C76 performs important Green Belt functions.

C79.11 Under these circumstances, it could only be right to exclude the site from the Green Belt in very special circumstances if other factors outweighed the operation of the approved strategy of the Green Belt. I accept that it is desirable to provide a range of opportunities for different types of employment development. I accept also that the site at Naburn Hospital is the only one on the south side of the city which is likely to be able to provide for the particular needs of a prestige business park. Nonetheless I do not accept that the desirability of ensuring the provision of a further site which would be more likely to satisfy every part of the requirements which the market might have for such a site is a sufficient reason to ignore the Green Belt functions of the land.

C79.12 In my opinion the preservation of the special character of the city is an aim of considerable importance. If achieved, it is itself likely to assist the economic regeneration of the city, not least by persuading potential relocators of the overall attractions of York as a general location even if particular sites fail to meet all of their requirements. I therefore consider that the whole of site C76 should be excluded from the Green Belt. *

Recommendation

C76.13 I recommend that no change be made to the Local Plan.

* See attached Addendum Report dated 24 January 1994

C78 SOUTH OF MOOR LAND: YORK

Case for the Objector

G1595 G M Dodgson

C78.1 Land at Eastfield Farm south of Moor Lane should be excluded from the Green Belt. It is close to the Ring Road and would be ideal for the development of an hotel or a business park.

Reply by the Council

C78.2 This land, which is mainly in agricultural use, fulfills clear and important Green Belt functions. It is highly visible from the Ring Road. The present boundary is clear and defensible, and there is no overriding need for the types of development proposed.

Case for the Supporters

G0352B	J V Denoon	G0378B	D F C Goddard	G0386A	P G N & K A Turner
G0710B	A J Williams	G0768A	H R Hall	G0894A	A D Walker
G0921B	Mrs S Ferrey	G0926D	A Ferrey	G1051B	M Hetherington
G1056A	C R Randall	G1508C	K H M Dixon	G2026B	F & Ms G Paterson

C78.3 Moor Lane is the obvious inner boundary. Development on land south of it would involve the loss of an attractive open area, possible harm to the Askham Bogs SSSI and additional traffic on local roads.

Inspector's Conclusions

C78.4 Moor Lane provides a clear and satisfactory edge to the developed area of York. The few buildings south of it do little to affect the general openness of the land, which helps to separate York and Copmanthorpe and to prevent the further sprawl of the built up area. Although it is certainly conveniently located for the Ring Road, development on this land would be very harmful to the underlying objectives of the Green Belt. The site should remain in the Green Belt.

Recommendation

C78.5 I recommend that no change be made to the Local Plan.

C80 WEST OF ACOMB WOOD DRIVE: YORK

Case for the Objectors

C0020 Bellway plc

C80.1 This site serves no Green Belt purposes. It is well contained physically and visually, and there are no public footpaths or other rights of way across it or the adjacent agricultural land. It is not a part of the countryside around York, so that its development would not be an encroachment into it. Although in general the openness of the land between the Ring Road and the urban area should be preserved, that does not apply here as the site is a part of the urban area. The inclusion of the site in the Green Belt was a political decision which was not based on the proper tests.

Reply by the Council

C80.2 Permission for residential development on the site was refused on appeal in 1987. The site is some 109 m wide and is a part of the open countryside. It does perform Green Belt functions, and although whether or not the site should be developed is not a matter for this Plan, any adverse consequences of such development which relate to the purposes of the Green Belt are relevant. The boundaries laid down in the Local Plan are readily recognisable and durable.

Case for the Supporters

G0839G York City Council G1861H The Ramblers Association (York Group)

C80.3 This land does perform Green Belt functions.

Inspector's Conclusions

C80.4 This site contains an area of attractive woodland and adjoins open countryside to the west which undoubtedly performs Green Belt functions. The site itself is, however, dominated by the housing areas to the north and south. I have indicated earlier that I do not regard the land to the east (site C79) as forming one of the characteristic green wedges of York and that it should not be included in the Green Belt. The present site is basically a small incursion of open land into the urban area. The hedge at the western end of the site forms the effective edge of the latter and continues in a virtually straight line in both directions. It would form a more appropriate but equally recognisable and durable boundary to the Green Belt.

C80.5 Although development of all or even of part of the objection site might have harmful consequences, the nature of those consequences would be related to the immediate vicinity rather than to the primary functions of the Green Belt. The future use or development of the land is more aptly controlled by means of other planning policies.

Recommendation

C80.6 I recommend that site C80 be excluded from the Green Belt.

C81 WEST OF FOXWOOD/WOODTHORPE: YORK

Case for the Objectors

G0033 Hassall Homes (Yorkshire) Ltd

C81.1 The present objection relates only to the north eastern corner - some 2.3 ha - of the site originally identified as C81. It is bounded by Foxwood Lane to the north, the hedges and fences of houses to the east, a tall hedge and two trees to the south, and a series of timber posts to the west. The latter, now the ownership boundary, could easily once again become a post and wire fence. Such a fence would be adequate as an inner Green Belt boundary. The advice in Circular 50/57 that boundaries should be readily recognisable and appear on the one-inch base map refers only to outer boundaries.

C81.2 The site is visually associated with the urban area rather than with the rural area, and is indeed separated from the latter by Great Knoll to the south. The smaller of the two trees on the southern boundary is visible from Askham Lane, and to keep any development on the objection site out of sight from the Ring Road it would be necessary for it to be below the 22.5 m contour. There has been much development above the 15 m contour elsewhere on this side of the City.

C81.3 It is accepted that the undulating grassland to the west of the site is related to the land to the south and does serve a Green Belt purpose. The objection site itself, however, serves no Green Belt functions. It was previously excluded from the Green Belt, and it is unclear how it could serve more of a Green Belt purpose now that it is no longer an isolated area of open land. Its exclusion would allow a degree of extra flexibility in future housing provision.

Reply by the Council

C81.4 The objection site is in reality part of a larger field divided by an artificial line which would form a weak Green Belt boundary. Since 1972 the City Council has tried to keep development below the 15 m contour in order to minimise its impact on the environment, character and amenity of the area. Development above that level was permitted in 1969, but not on such a slope. The development allowed on appeal at Askham Moor in 1990 was subject to a condition that development should be below the 50 ft (15.24 m) contour. The whole of the objection site is above the 15 m contour. Any development on it would be visually intrusive from the surrounding area. It is particularly important to ensure that development is not visible over the hill, but views from within the City are also important.

C81.5 The site is part of the open farmland surrounding this part of the City and forming a backdrop and physical edge to it, and there is no reason to treat it any differently to the rest, especially as all is subject to considerable development pressures. The special character of York does not derive solely from the green wedges, but comes also from its relationship with the surrounding countryside, especially that within the Ring Road. There is no reason why exclusion from earlier versions of the Green Belt should affect consideration of this first comprehensive appraisal of the whole of the Green Belt.

Inspector's Conclusions

C81.6 I share the Council's view that the special character of York derives from its relationship with the surrounding countryside as well as from the green wedges. This is perceived both from within the City and outside it, in particular from the Ring Road and, in this area, from Askham Lane. I regard the continued openness of the land between the latter and the built-up area as being of great importance. Much of the objection site is invisible from Askham Lane, but development on it, unless restricted to the lowest part of the site, would to a greater or lesser extent be visible and be harmful to the character of York. It would also be visible and harmful from Foxwood Lane and from within the City. The site is in effect a part of the hill whose summit is Great Knoll, and development on one side of it would reduce the overall visual effects of that hill.

C81.7 Although there is not the same need for inner Green Belt boundaries to be as recognisable as outer boundaries, I regard the suggested boundary as being a wholly contrived one. It is of course possible here or elsewhere to put up and to maintain a fence to indicate such a line, but that does not of itself make such a boundary a meaningful one in visual or physical terms. I consider that the objection site is an integral part of an area which it is important should remain open to preserve the special character of York and to safeguard the countryside from encroachment.

Recommendation

C81.8 I recommend that no change be made to the Local Plan.

C82 WEST OF ASKHAM LANE: YORK

Case for the Objectors

G1612 The Barlow Trusts

C82.1 The land shown as the amended site in Appendix 2 to Doc NY/77 should be excluded from the Green Belt. The present Plan takes no proper account of existing landscape features in defining the boundaries. The land to the west is properly included in the Green Belt, but there is a change in the character of the land as it rises out of the valley. Development on this higher land would be seen against a backcloth of existing development. The objection site performs no Green Belt functions. Having open land on the edge of the settlement is not a special characteristic of York, but applies to most free-standing towns.

C82.2 The existing Plan has boundaries which here are well defined and visible, but which are unsuitable as they do not relate to the landscape character of the area. There is no physical definition at present of the suggested western boundary, but it would be a continuation of the line of the end of the rear gardens of houses on the west side of Westfield Place, and would correspond approximately with the change in landscape character. Circular 50/57 does not require inner boundaries to follow existing features.

C82.3 The site is much trespassed on now, and is of little use. Exclusion from the Green Belt would provide an opportunity to put it to use by developing part of it and to provide recreational land.

Reply by the Council

C82.4 The present edge to the Green Belt in the area in general is clear and crisp, and the site itself is not untidy. There is no distinct change of character across the site at the 20 m contour. Development on the site would be visually intrusive, especially when viewed from the Ring Road. The suggested western boundary follows no physical features. Where boundaries are not clear on the ground there is a risk of encroachment and of a lack of long term durability.

Inspector's Conclusions

C82.5 I have viewed this site from the Ring Road, from the footpath running down from the school to the north, from Askham Lane and from within the site itself. From each of these positions I have formed the impression that the site is part of the general area of open land around this side of York. Certainly the visual character of the site does vary, from the sloping areas on the west side to the flatter area to the east, but development on any part of it would be seen as an incursion into the countryside.

C82.6 The importance of this would increase considerably depending upon how far west such development were to extend, but the amount of land that could be excluded from the Green Belt without causing material harm to its purposes would be very small. I am satisfied that overall the land performs important Green Belt functions. In addition the present boundaries have an obvious physical embodiment and would be capable of enduring. I can see no reason to change this part of the boundary.

Recommendation

C82.7 I recommend that no change be made to the Local Plan.

C83 TEN THORN LANE, ACOHB: YORK

Case for the Objector

G2068 B J Potter

C83.1 This site is part of a large open field divided only by a post and wire fence which follows an ownership and administrative boundary. Green Belt boundaries should follow identifiable physical features rather than one as artificial as this. It would be better to adhere to old field boundaries than to prefer a straight line for its own sake. The Council accept that they have no objections to indentations as such in the boundary provided that the land in question does perform a Green Belt function.

C83.2 The openness of the site helps to maintain the narrow gap between Knapton and York. Knapton Lane is a popular walk and the site is important in views from the west. It is of wildlife value.

Reply by the Council

C83.3 This site is contained on three sides by urban development, and its exclusion from the Green Belt would not prejudice the objectives of the Green Belt. Nature conservation interests can be safeguarded by means of other policies.

Inspector's Conclusions

C83.4 Knapton is a settlement only narrowly separated from York, which means that any reduction in that separation would be of disproportionate effect. This site is effectively part of a field that forms the main part of the gap, and which in visual terms acts as a separation between settlements and as part of the general countryside surrounding York. When viewed from Ten Thorn Lane or from Knapton the site gives the impression of being part of an irregular edge to the built-up area rather than of being an indentation in an otherwise regular edge. I consider that it performs several important Green Belt functions, including the separation of settlements and the prevention of encroachment into the open countryside. It should be included in the Green Belt, which would in addition ensure that the boundary would follow more satisfactory features.

Recommendation

C83.5 I recommend that site C83 be included in the Green Belt.

C84 SOUTH OF BOROUGHBIDGE ROAD: YORK

Case for the Objectors

G0976F Persimmon Homes (Yorkshire) Ltd

C84.1 Unless land is available for long term residential development on this side of the City the Plan will not be sustainable. This site would help to meet such long term demand. It does not fulfil any essential Green Belt functions and is visually well contained by existing and proposed development, farm buildings and tracks. If excluded from the Green Belt it would create a defensible long term boundary.

Reply by the Council

C84.2 The long term development strategy is set out in the Greater York Study, in which this site does not figure and was not suggested for consideration. There is no need to make specific provision for the housing needs of different parts of the City. This site fulfils several Green Belt purposes, including checking the outward spread of York and thereby preserving its unique character. It is important to maintain an open area between the Ring Road and the western edge of the built-up area of York. This gently undulating arable land is a visually prominent part of that open area. The existing Green Belt boundary is both readily recognisable and durable.

Inspector's Conclusions

C84.3 I regard the preservation of an open area between the Ring Road and the edge of the built-up area as being an important aspect of the preservation of the special character of York. The swathe of open land between Ten Thorn Lane and Boroughbridge Road is a good example of this, and the objection site is an integral and prominent part of it. It fulfils clear Green Belt functions and its exclusion from the Green Belt would result in an irregular and illogical boundary.

C84.4 As I have indicated earlier, I accept that there is only a limited amount of long term development land within the Green Belt, but this is an inevitable result of the designation of a Green Belt whose primary function is the preservation of the special character of the historic city. If this could be excluded from the Green Belt without detriment to that or other Green Belt functions it would certainly be of advantage in terms of the provision of long term development land. This is not the case however, and I am convinced that this land merits inclusion in the Green Belt.

Recommendation

C84.5 I recommend that no change be made to the Local Plan.

C85 MILLFIELD LANE: YORK

NB Following the objections to the exclusion of this land from the Green Belt the Council now propose that the Deposit Plan should be changed to include the site in the Green Belt.

Case for the Supporters of the Deposit Plan and Objectors to the Proposed Change

G1616B & G5122 G M I Rovinian Ltd G5027 The Civil Service Sports Council
G5416B Millwater Chartered Planning Consultants

C85.1 It is not necessary to keep this land permanently open to fulfil Green Belt purposes. It is well defined and, as paragraph 5.63 of the Deposit Plan states, is 'physically contained' by adjoining roads. Thus its development would not be sprawl and would not be unrestricted. The Deposit Plan states also that it would not prejudice the ability to resist future development pressures in the open countryside. The Ring Road forms a significant physical and visual barrier between York and Poppleton. Together with the open land to the north this would ensure that Poppleton would not be absorbed into York. Even if the two settlements were to be linked, they would not be merged.

C85.2 The site is not part of one of the green wedges, is physically contained and is close to existing and proposed industrial development. It makes no contribution towards the special character of York. The Ring Road would form a firm and defensible Green Belt boundary. As the Council accept, the protection of existing sports facilities is not a function of the Green Belt. The reasons set out in the Deposit Plan for excluding the site from the Green Belt remain valid.

C85.3 The Green Belt must endure beyond the Structure Plan period of 2006. Although quantitatively sufficient employment land for the period up to that date may be allowed for within the Green Belt, there is insufficient flexibility over its type, and the only allowance for further development in the subsequent period would be in the proposed but as yet unadopted New Settlement strategy.

C85.4 Too much reliance is placed on small sites and on sites suited only to industrial development to attract major employers to York. There is a need for sites suitable for low rise, highly landscaped, prestigious campus and business park developments on sites well located for transport facilities and the Ring Road. There is strong interest from developers in such sites but only Naburn Hospital is available. The objection site would be very suitable. It would be preferable to the London Bridge site if a choice had to be made between them, although this is not the case as even if both were excluded from the Green Belt a shortage of high quality sites would still remain. The Redfearn site is close to the railway and the sugar beet complex. It has few environmental advantages and is more likely to attract traditional industry. The New Settlement would inevitably be located far from York or the Ring Road.

C85.5 An examination by a traffic consultant has shown that a suitable vehicular access could be provided to the site and that, subject to some junction improvements that could be carried out within the existing highway land, the additional traffic generated by the development of the objection site could be accommodated on the surrounding highway network.

Reply by the Council

C85.6 As can be seen clearly from nearby roads, the objection site is very important in maintaining the open appearance and character of land around the City and in separating York and Poppleton. If it were to be developed there would be no real separation between the two settlements. The Deposit Plan was wrong in not stating that the land is an integral part of the open countryside surrounding York which adds to its special character. It is especially important when, as here, the Ring Road comes very close to the edge of the built-up area. The site was excluded from the Green Belt in the Deposit Plan in the light of the need for employment land as it was then perceived. It should now be included in the Green Belt (Proposed Change No 5).

C85.7 Although it is necessary to allow for a variety of sites for potential employment development, it is not possible to provide for every conceivable combination of requirements that might be put forward by developers or potential occupiers. Alternative sites exist at Naburn and Clifton Hospitals, the University Science Park, the Redfearn site, Clifton Moor and Monks Cross. Overall there is a reasonable range of sites in terms of size and quality, and the only evidence put forward to show that the need might be even greater is mere assertion. Sufficient land in terms of quantity for development up to 2006 has been identified in Alteration No 3 to the Structure Plan. In addition there is some potential for further development on windfall sites and in the New Settlement. After 2006 all options for further development would remain open other than peripheral development.

Case for the Objectors to the Deposit Plan and Supporters of the Proposed Change

G0022	J A Cobley	G0028	D & Mrs C D Bird	G0068	Rev A Dean
G0094 & G5141	Mrs A Hall			G0156	Mrs E A Parker
G0230B & G5016	M G Fife			G0250 & G5049	J & Mrs K Sutton
G0376C	M M Davis	G0377B & G5002A	Mrs E Bebb		
G0489C	A T & K F Acomb			G0648C	G & Mrs A Liversidge
G0837B	A W Jones	G0902C	J Kozoriz	G0924B	Ms A Pollock
G0995C	Mrs P M Shotton			G0997	Mrs D Hart
G1016B & G5074A	Mrs J R Casperson				
G1020B & G5069A	Poppleton Preservation Group	G1052C	P A L & D Anderson		
G1068C	K M, H J & B J Seymour	G1071C	L Richardson		
G1072C	R H Bewley	G1073C	E C Pickering	G1433C	Rev L J Green
G1544	A T P MacArthur	G1545	Mrs C K MacArthur		
G1546	R Harrison	G1548B	S Smith	G1549	Mr & Mrs C J Pearson
G1550A	G P & Mrs H Colbeck			G1554C	J S Fryer
G1555D	B Park	G1556C & G5066	Miss D A Watson		
G1557C	Ms J Hopton	G1562	H & Mrs S Grinstead		
G1563A	Mrs A Walker	G1565 & G5073	S & Mrs A Mainds		
G1568A	C R & Mrs C Spencer			G1571C	C J A Gardner
G1574C	Mrs E M Dixon	G1575C	J A Gloag	G1578C	P Harrison
G1589B & G5138A	Harrogate Borough Council			G1762	Dr D A Child
G1791	S & Mrs C Patten			G1792C	L P M & B H Lennox
G1816M	The Ramblers Association (York Group)	G1979	Mrs S Jones		
G1980	R E Jones	G1984 & G5403	Mr & Mrs P Brownbridge		
G1985 & G5011	The Manor C of E Comprehensive School				
G1987 & G5103	G C K Kirk	G1992	Mrs M Collinson		
G1993	Ms V J Collinson	G1994	R I Collinson		
G1995 & G5102	Mrs G Kirk	G2000B & G5012	G J Shearer		
G2002A	Mrs H Chatterton	G2003A	Mrs J R Davies		
G2022C	Mrs E L Park	G2035 & G5030	F A Stary		
G5048	Ms J S Hopton	G5118A	Upper Poppleton Parish Council		
G5129L	G Whipp				

C85.8 It is desirable to maintain a separation between York and Poppleton, and it is essential that this site should remain open for this purpose. Its development would be likely to result in traffic difficulties and dangers on a very busy part of the Ring Road. The loss of the existing playing fields would be regretted by local people.

C85.9 The physical constraints on the development of the Redfearn site as a business park can be overcome, as is shown by draft schemes produced a few years ago. It is likely that market difficulties have prevented development actually taking place there.

Inspector's Conclusions

C85.10 The gap between York and Poppleton is long and narrow. Any further narrowing would lessen its effectiveness in separating the two settlements and would result in a loss of character to both. The objection site is an integral part of this gap and its development would have especially severe adverse effects because of the shape of the site, which has its longest side adjacent to the Ring Road and to the gap. The site is very prominent from a long stretch of the Ring Road and I regard it as fulfilling important Green Belt functions, in particular in preventing York and Poppleton from merging and in preserving the special character of York.

C85.12 Under these circumstances the site should be included in the Green Belt unless there is some particularly strong and overriding necessity to ensure its availability for future development. A lack of sufficient choice of sites for potential employment development might be such a reason, but although I am concerned at the small number of sites that have been identified, I am not convinced that the overall shortage or lack of choice is so great as to justify the exclusion of such an important site from the Green Belt. Overall I consider that in this case the absence of this site from the Green Belt would so weaken the latter as to outweigh any resulting loss of flexibility in the provision of future employment development land.

Recommendation

C85.13 I recommend that site C85 be included in the Green Belt as set out in Proposed Change No 5.

D34 EAST OF A19: SHIPTON
D35 WEST OF VILLAGE: SHIPTON

Case for the Objector

G2070A & B M S Blacker

D34.1 The effects of the proposed By-Pass to Shipton must be taken into account. The boundary should follow the line of the link road from the By-Pass to the village as proposed in a recent consultation exercise by the Department of Transport. The ornamental land which screens the northern approach to the village has now matured and is a now an attractive garden and orchard.

D34.2 There is already industrial development in the fields to the west of the village. Land is available for possible development on either side of Burrell Lane and the inset boundary should be extended to the north west. The Community Centre and its car park are wrongly excluded from the village inset. The existing boundary is artificial and the Inspector at the previous Local Plan inquiry was wrong in considering that either of these sites fulfilled any Green Belt functions.

Reply by the Council

D34.3 Both of these sites are included in the Green Belt in the adopted Vale of York Local Plan, and there are no special circumstances which would justify changing the boundaries now. The previous Local Plan Inspector felt that development on either site would damage the visual setting of Shipton when viewed from the north.

D34.4 Both sites fulfil Green Belt functions by preserving the special character of York by protecting the character and setting of Shipton, by safeguarding the countryside from further encroachment and from visual intrusion, and by regulating the size and shape of Shipton.

D34.5 The northern boundary of site D34 is not identifiable on the ground and therefore does not comply with the advice in paragraph 10 of PPG2. The Department of Transport in a letter dated 18 November 1992 (Doc NY/208) have indicated that they cannot be certain about the detail of the northern link road from the village to the By-Pass or even say if it will be definitely needed. They advise that it may not be prudent to regard this northern link as a definite boundary line for Green Belt purposes.

D34.6 It is noted that the Deposit Plan line to the south of site D34 runs through the buildings used by the Melrose House Nursing Home. Doc NY/104 shows an alternative route which would avoid this by taking in the whole of the immediate curtilage up to fences.

Inspector's Conclusions

D34.7 Both D34 and D35 are prominent areas of open land close to the northern approaches to the village, and lies within the general extent of the Green Belt. Their continued openness would help to achieve the primary purpose of the Green Belt of preserving the special character of York by protecting its setting in open countryside containing a number of villages. This land should only be excluded from the Green Belt if it were felt necessary for the village to be expanded. There is no convincing evidence of such a special need before me. If it were to be expanded by means of the

development of these sites it would be at the expense of the attractive setting of the village. I note the present state of the ornamental area on the eastern side of the A19 but I nonetheless share the views of the previous Inspector as to the importance of the continued openness of the two objection sites.

D34.8 Even if I did consider that part of site D34 should be excluded from the Green Belt, I would not consider that new inset boundaries could be defined satisfactorily by roads which are at such an early stage in their design.

D34.9 I am concerned, however, that the part of the Inset Boundary at Melrose House Nursing Home is plainly illogical in that it runs through a building. This can easily be corrected as is suggested by the Council, and I recommend that this should be done.

Recommendation

D34.10 I recommend that the Inset Boundary in the vicinity of the Melrose House Nursing Home be modified as shown on Doc NY/104.

D36 SKELTON: GENERAL

Case for the Objectors

G1066 J M Granger

G1432 D E Winterbottom

D36.1 The Green Belt boundary is drawn too tightly around Skelton.

Reply by the Council

D36.2 The Council is proposing two changes to the inset boundary around Skelton. These would place Campbells Chilled Foods site and land to the north west of the village within the inset boundary (Proposed Changes Nos 6 & 7). The inset boundary is otherwise tightly drawn to prevent urban sprawl and encroachment onto the countryside. This in turn will safeguard the special character of York by protecting its countryside setting.

Inspector's Conclusions

D26.3 Skelton lies clearly within the general extent of the Green Belt. It is inset in the Green Belt to reflect its existing character rather than to allow for further growth. Although I have suggested that at Haxby/Wigginton special circumstances exist which make it desirable for a small area of land to be available to serve the essential long term needs of the settlement, I do not consider that this is the case at Skelton. There would be little point in having a Green Belt around York if it did not lead to a reduction of development within that area compared with that which would have occurred under the operation of other strategic and local policies. I comment later in this report on specific sites around the village, but I am not satisfied that special reasons exist to exclude from the Green Belt other land for the specific future needs of Skelton beyond the limits of the present built-up area. The open land around Skelton fulfils a legitimate and important Green Belt function, should remain open, and should therefore remain within the Green Belt.

Recommendation

D36.4 I recommend that no change be made to the Local Plan.

D37 CAMPBELL CHILLED FOODS: SKELTON

Case for the objectors

G0272 Campbell Chilled Foods

D37.1 Skelton is to be an inset settlement and, although it lies on the opposite side of Shipton Road to the main part of the village, the objection site is part of the built-up area of the village. The site performs no Green Belt function. Campbell Chilled Foods is a major employer in the area. Although large scale expansion of villages is rejected in the Local Plan, paragraph 5.67 recognises that some development may be required if long term sustainability of communities is not to be damaged. To be competitive and meet changing standards the buildings on the site may have to be redeveloped. If the site were to remain within the Green Belt such matters would be considered under Policy 5 which would be unduly restrictive and might harm the future sustainability of this community. The Proposed Change is supported.

Reply by the Council

D37.2 The Council has reconsidered this objection site. It is already substantially built-up and an alternative recognisable and durable boundary for the Green Belt can be identified around the site. Exclusion from the Green Belt would be an extension of the inset for Skelton rather than a precedent for identifying new insets elsewhere. The site should form part of the Skelton inset (Proposed Change No 6).

Inspector's Conclusions

D37.3 In the approach to Skelton along the A19 the objection site, which is largely built-up, appears as part of the built-up area of the village. It is not part of the open countryside and its exclusion from the Green Belt would be a recognition of existing circumstances without any adverse effect on the setting of York. It would therefore be logical to include it within the village inset.

Recommendation

D37.4 I recommend the the Local Plan be modified as set out in Proposed Change No 6.

D39 & D40 LAND NORTH WEST OF SKELTON

Case for the Objectors

G0072 Skelton Village Trust G5053A Skelton Parish Council
G5129E G Whipp

D39.1 Site D39 should be included in the Green Belt. Skelton is a village of fine character and the part of the village around the church and The Green, including the objection site, is a designated Conservation Area. Site D39 is not contained within the built-up framework of the village but is an important part of its countryside setting, which is itself an important element in the setting of York. If the site were to be excluded from the Green Belt and developed this would be an encroachment into the countryside which would have an adverse effect on the setting of the village. This in turn would have an adverse effect on the setting of the historic city contrary to Green Belt objectives.

D39.2 The inclusion of Site 40 in the Green Belt as shown on the Deposit Plan is supported. Both sites have similar characteristics and both should be included in the Green Belt.

G0916A & G2036A	G W Procter	G2037C & D	Mrs J A Procter
G2038A & B	Mrs S J Procter	G2039A & B	P J Procter
G2040B & C	Miss S E Procter	G2041A & C	J G Procter
G2042B & C	C J Lewis	G2045A & B	Miss H L Westcott-Weaver
G2046B & C	B Dickson	G2047A & B	Ms F L Gill
G2048A & C	Ms P M Gill	G2049A & C	G P Knowles
G2050A & C	J M Butler		

G5412 G W, J A, S J, P J, S E, & J G Procter, C J Lewis, Miss H L Westcott-Weaver, B Dickson, F L & P M Gill, G P Knowles & J M Butler

D39.3 Site 40 performs no Green Belt function and should be excluded from the Green Belt. It is poor quality agricultural land bounded on the north and west by a strong tree and hedgeline. The western boundary abuts the A19 trunk road. These boundaries are recognisable and enduring features which define the village and which would form appropriate boundaries to the Green Belt.

D39.4 The site is separated visually and physically from the open agricultural countryside to the north and has the character of an open space within the settlement rather than of the open countryside. The exclusion of the site from the Green Belt would therefore not lead to encroachment into the countryside. The northern boundary of the site is some 2.5 km from Shipton, the nearest settlement to the north, so that development of the site would not lead to the coalescence of settlements. Because the site is visually well contained it does not form part of the green setting of York and its development would have no adverse effect on the special character of the city. The objection site is not land which it is necessary to keep permanently open.

D39.5 Skelton is a service village which is inset within the Green Belt and the site could provide an opportunity for further growth of the settlement without compromising Green Belt objectives. This would be in line with Policy E10 of the Structure Plan and the advice in PPG3 and 12. The ability of the plan to accommodate such growth is important if the Green Belt boundary is not to be subject to early pressure for change.

D39.6 Site 39 has similar characteristics to site 40. It performs no Green Belt function and is correctly excluded from the Green Belt for the reasons which are set out above.

Reply by the Council

D39.7 The Council have reassessed the Green Belt boundary around Skelton and now wish to exclude site D40 from the Green Belt (Proposed Change No 7). The development of this site would be a "rounding off" of the village which would not extend development further north than the existing line of development to the east. The northern boundary of the site and the A19 to the west provide enduring and readily recognisable Green Belt boundaries which would effectively contain any future development and prevent encroachment into the countryside. The exclusion of the site from the Green Belt would not adversely affect the setting of York.

D39.8 Site D39 is also related to the village rather than to the surrounding countryside. Its exclusion from the Green Belt does not compromise Green Belt objectives.

Inspector's Conclusions

D39.9 The countryside setting of York is one of the most important aspects of its special character and it is important that this setting should not be eroded. This is particularly so in relation to the approaches to the city. Skelton lies adjacent to the A19 which is one of the main radial roads leading into York. In the approach to Skelton from the north the village is well contained within its countryside setting and this, in turn, contributes to the countryside setting of York. Although there is a strong hedgeline between the objection sites and the agricultural land to the north the sites do nevertheless form part of this wider countryside setting. Their visual importance when seen from the A19 is underlined by the fact that the land rises away from the road. Visually they form part of the swathe of open countryside on the north western side of the village.

D39.10 Development of either of the sites would not be a form of "rounding off" but would be an encroachment into the countryside. Such development would bring the built-up area close to the A19 and, despite the existing hedges and trees, would be likely to be readily seen from that road. Clearly development on site D39 would be less readily visible from the A19, but when viewed on foot it too is in my opinion clearly an important part of the countryside around the village. The established countryside setting of the village would be seriously eroded by the development of either site and this in turn would have an adverse effect on the setting of York.

D39.11 I have dealt elsewhere with the question of village insets and with Structure Plan Policy E10. I can see good grounds for an inset at Skelton, not to allow for future growth under this policy, but to recognise the development that has taken place and the present character of the village. The village is, however, well within the general extent of the Green Belt and open land should only be added to the inset to allow for future development in very special circumstances, in particular those laid down in Structure Plan Policy E10, and where no suitable alternatives exist. PPG3 makes it clear that new development in rural areas should be sensitively related to the existing pattern of settlement. These two sites are both of considerable attraction because of the lack of development on them. They are both sites which need to be kept permanently open and both should be included in the Green Belt.

Recommendation

D39.12 I recommend that site D39 be included in the Green Belt.

D41 LAND AT WESTFIELD: WIGGINTON

Case for the Objectors

G0976D Persimmon Homes (Yorkshire) Ltd

D41.1 The objection site has built development on two sides and the B1363, on its third. It is in agricultural use and its southern boundary, a well maintained hedge containing some mature trees, adjoins other agricultural land. The site is well related to the existing built-up area of Haxby/Wigginton.

D41.2 Haxby/Wigginton is the largest freestanding settlement in Greater York with a population of some 14,000. It has the characteristics of a small town with a wide range of commercial, social and community facilities. The life of the Green Belt Local Plan could reasonably be expected to extend for over 20 years, within which time it is inevitable that a settlement of such a size and character will generate a need for new development. That need might occur not simply in relation to housing but could involve finding land for development for community purposes such as schools. The Local Plan makes no provision for development land allocations or for white land within or adjoining the settlement. The existing settlement is tightly developed and the scope for further development within it is extremely limited. The Green Belt boundary is drawn very tightly around the urban area leaving no room for any sort of expansion. These conditions will lead to pressure for an early review of the boundary contrary to the advice in PPG2.

D41.3 The site makes little positive contribution to Green Belt purposes as set out in PPG2 and Structure Plan Policy E8a. It makes no contribution to the special character of York and its development would not result in sprawl or the coalescence of settlements. Development would involve some encroachment into the countryside but this would not be significant because the site is well related to the existing urban form of the settlement. It is in the only reasonable location to meet the long term development needs of the settlement. The southern boundary of the site would form an enduring and defensible Green Belt boundary. Although the land is classified as Grade 2 and 3a agricultural land Structure Plan Policy A3 does not rule out the possibility of development taking place on such land.

Reply by the Council

D41.4 The special character of York includes not only the rural setting of the city but also that of the villages which surround it. The site is part of a major undeveloped and uninterrupted band of countryside lying between the B1363 and Haxby/Wigginton. This band of countryside links to the south with a green wedge of countryside which penetrates the city. The site is therefore part of an area of countryside which is important to the setting of the city. The exclusion of the objection site from the Green Belt would be likely to lead to its development. Such development would encroach into the open countryside which would detract from the setting of Haxby/Wigginton and, as a consequence of this, from the setting of York. The site is readily seen from the B1363 which is a well trafficked radial route leading into York. The site helps to regulate the size and shape of Haxby/Wigginton and its development would lead to sprawl.

D41.5 The Greater York Study evaluated a number of options for housing development in the area which included the further major expansion of villages. This option was rejected because development on the scale required cannot be

allowed without significant damage to the character of the villages and the setting of York. Haxby/Wigginton has developed rapidly and extensively over recent years and has now reached the natural limits of its development. There is land available within the settlement boundary for the development of about a further 100 dwellings. In the Greater York Area a sufficiently wide range and distribution of residential sites is being proposed to meet the long term needs of the area. There should be no change to any of the the Green Belt boundaries around Haxby/Wigginton, but if there were to be any further consideration of the boundary in order to provide development land then the area of search should be to the north of the settlement.

D41.6 The exclusion of the objection site from the Green Belt would lead to pressure to exclude other objection sites to the south. This pressure would become difficult to resist. A planning application for the residential development of the site had been dismissed on appeal on Green Belt and agricultural land quality grounds.

Inspector's Conclusions

D41.7 I am in no doubt that Haxby/Wigginton lies within the general extent of the Green Belt as defined in Structure Plan Policy E8(iv). It would therefore normally be expected that an open agricultural field such as this site must form an integral part of that Green Belt. The only justification for deviating from this principle in the present case must stem from the Council's decision to inset Haxby/Wigginton within the Green Belt in recognition of their view not that expansion is justified under the terms of Structure Plan Policy E10, but that the settlement is so large and so highly developed that it could fulfill no legitimate Green Belt functions. Although I note that much of the development of the settlement would appear to have occurred since the formulation of the general policy of having a Green Belt around York, it would seem to me that the present character of the bulk of the settlement is such that its inclusion within the Green Belt would merely devalue the rest of the Green Belt. I therefore consider that within the settlement of Haxby/Wigginton the application of normal Green Belt policies would not be appropriate and that it should therefore be inset.

D41.8 That argument does not apply, however, to the objection site, whose present character is wholly open and allied to the surrounding agricultural land. I am nonetheless concerned that if it and all of the other open land on the periphery of Haxby/Wigginton remain included in the Green Belt, and if only the developed parts of the settlement are included in the inset, there would be little or no opportunity for any further development associated with the settlement to take place as there would appear to be few significant opportunities for further development within the boundaries of the inset. Even if policies such as those contained in the intended Structure Plan Alteration No 3 were to be adopted and be effective in providing elsewhere for residential development, I think it likely that over the life of the Green Belt Local Plan there will be pressure for some form of development in or near Haxby/Wigginton related not to expansion but directly to the needs of the development which has already occurred or is committed. It is not possible at present to foresee the nature or scale of such needs, but I regard it as most unfortunate that the present inset boundary is such that it is likely that these needs could only be met by a release of land from the Green Belt.

D41.9 Whether any or which particular sites should be allocated for such potential long-term needs is of course not a matter for this Local Plan but for the Southern Ryedale Local Plan, but I regard the serious shortage of such

sites within the land inset from the Green Belt at Haxby/Wigginton as a very serious shortcoming of the Green Belt Local Plan.

D41.10 Site D41 is only one of many sites around the periphery of Haxby/Wigginton whose exclusion from the Green Belt is suggested by objectors. It has residential development on two sides and is in a less visually significant part of the Green Belt than, say, site D44 or site D47. It is therefore possible that it might be an appropriate area to be excluded as a long term reserve, but I am not convinced that I am in a position to say that it would be a better choice than any of the other parcels of land on the periphery of the settlement as it is possible that better sites may be found to which no objection has been made, in particular to the north of the settlement. I consider that the County and District Councils should investigate jointly all land on the periphery of the settlement with a view to identifying the most satisfactory site or sites which could be safeguarded as a long term reserve for this purpose in the Southern Ryedale Local Plan and could be inset from the Green Belt in the Green Belt Local Plan. I am in no doubt that site D41 should be one of the sites investigated in this way.

Recommendation

D41.11 I recommend that the Council enter into discussions with Ryedale District Council in order to identify an appropriate site or sites on the periphery of Haxby/Wigginton to be excluded from the Green Belt as a long term reserve for essential development needs generated by the existing settlement.

D42 LAND AT WESTFIELD: WIGGINTON

Case for the objectors

G1598 Mrs M O'Brien

D42.1 This site, together with other land to the south of existing development in Wigginton, is closely related to the village and its community services and can be integrated with the village. The tight boundary around Haxby/Wigginton does not make any allowance for the expansion of the village. The site would provide an appropriate expansion site which would not conflict with Green Belt objectives. It is an under-used part of the urban fringe and has little amenity value, so that with positive planning its development would present an opportunity for enhancing the area in accordance with the advice in PPG7. It is recognised that the site cannot be treated in isolation and should be considered in conjunction with other objection sites in the vicinity.

Reply by the Council

D42.2 The site is part of a broad wedge of open countryside lying to the south and west of the existing built-up area. This open countryside extends along the B1363 to the Ring Road and beyond that towards the city and is part of a major green wedge of land between the village and the B1363 which contributes to the special character of York. The site has open agricultural land on three sides and its development would need to be viewed as a part of a larger exclusion of land in this locality. This would result in an inappropriate extension of the urban area into the countryside and would detract from the setting of the city.

Inspector's Conclusions

D42.3 The site is an open field which forms part of the countryside setting of the village, the boundary of which is firmly defined in this location by Westfield Lane. The site is detached from other objection sites in the vicinity. Its development could not therefore be integrated with those sites unless other nearby land is excluded from the Green Belt. This would involve a substantial encroachment into the open countryside. Development of the site in isolation would result in a tongue of development encroaching into the countryside, and in so doing it would markedly detract from an area of open land which runs along the B1363 towards the city centre and which contributes to the setting of York. I do not think that the development of this site either on its own or in conjunction with nearby land would be likely to lead to an enhancement of the area.

D42.4 My general views on the need to exclude land around Haxby/Wigginton from the Green Belt are given in relation to site D41.

Recommendation

D42.5 I recommend that no change be made to the Local Plan.



D43 LAND AT WESTFIELD: WIGGINTON

Case for the Objector

G1603B F R Pulleyn

D43.1 The site has a good frontage onto the B1363. Traffic flows on this road have been increasing and if tourism is to be encouraged there is a need to develop motorist related facilities in the area to the north of York which should include budget hotel accommodation and tourist information services. The site is well located for this purpose and it conforms to the criteria on the location of road-side facilities in PPG13 and DoT Circular 4/88. It should either be excluded from the Green Belt or be made subject to a new policy on the provision of roadside services. A similar development has been allowed in the Green Belt on the A19. The objection site would be a most suitable location for a road-side service area, which could be provided with a good access and be sympathetically designed and landscaped. The need for such a service area in this location outweighs any detriment to the open character of this part of the Green Belt.

Reply by the Council

D43.2 The site is in open countryside and is an integral part of a wedge of open countryside running along the B1363 towards the city centre. It therefore contributes to the setting of York. It is also part of the rural setting of the village, and its development would result in an inappropriate extension of the urban area into the countryside resulting in encroachment and sprawl contrary to Green Belt objectives. There is sufficient land identified for employment development to meet the needs of the area. The development of motorist facilities elsewhere on the A19 does not provide any justification for excluding this site from the Green Belt.

Inspector's Conclusions

D43.3 The site is in a prominent location and forms part of an area of open countryside which extends along the B1363 towards the city centre. This area of open countryside forms an important part of the setting of York. The development of the site for the purposes envisaged would inevitably result in a development which would be prominent in this flat landscape and which it would be very hard satisfactorily to screen with landscaping. It would have the appearance of an encroachment into the countryside contrary to Green Belt objectives.

D43.4 Whilst I appreciate the need to cater adequately for tourists I am not convinced by the evidence that there is an overriding need for comprehensive motorist related facilities in this area. A number of facilities already exist in the York area and whilst none may be as fully comprehensive as is suggested for this site, they are reasonably distributed within acceptable distances and easily accessible to through traffic. The site fulfils Green Belt functions and I am not convinced that there is any substantial reason to exclude it from the Green Belt.

Recommendation

D43.5 I recommend that no change be made to the Local Plan.

D44 SUTTON ROAD: WIGGINTON

Case for the Objector

G1430 Seward Grass Machinery Ltd.

D44.1 The recent development of industrial starter units on the adjoining site to the west in the objector's ownership has shown that there is a strong demand for such units in the area. The access road serving the existing site could easily be extended to serve the objection site which would be an ideal and unobtrusive location for additional starter units. The development of such units would assist the local economy.

Reply by the Council

D44.2 The site is part of an open agricultural field which adjoins a Sports Ground on its eastern side. It forms part of the countryside setting of Wigginton and its development would be an encroachment into the countryside. Because the existing access is inadequate the development of the objection site would entail the construction of a new access to the north of the existing industrial site across an open field. This would detract markedly from the countryside setting of Wigginton. Adequate provision has been made for land for employment purposes within the Greater York Area so that there is no need to release the site from the Green Belt.

Inspector's Conclusions

D44.3 There is nothing on the ground to distinguish the objection site from the rest of the field of which it forms part and which is part of the countryside setting of the village. Although there is development on part of the site of the adjoining Sports Ground, the objection site, the field and the Sports Ground together form an area which has a generally open character. Whilst I accept that the existing use of the access to the present industrial site has not given rise to highway problems, I also accept the view of the County Surveyor that any extension to the site would be likely to require a new access to the north. Bearing this in mind, in my opinion the development of the objection site would result in encroachment into the countryside contrary to Green Belt objectives. I consider that the extent of harm to the latter is such as to outweigh the advantage of keeping the land available for the potential future development of small industrial units.

D44.4 My general views on the need to exclude land around Haxby/Wigginton from the Green Belt are given in relation to site D41.

Recommendation

D44.5 I recommend that no change be made to the Local Plan.

D45 NORTH OF CEMETERY: WIGGINTON

Case for the Objector

G1603A F R Pulleyn

D45.1 This site would be ideal for a small industrial estate to serve local needs. It would be particularly suitable to cater for small scale employment uses for local firms who do not wish to or cannot afford to locate on a larger industrial estate. The site has a good access, could readily be serviced and should be included in the Haxby/Wigginton inset.

Reply by the Council

D45.2 The site is an agricultural field with agricultural land on its northern, eastern and part of its southern boundaries. It contributes to the quiet character of the Moor Lane area which contrasts sharply with the urban character of the area further to the south, so that it is therefore an important part of the setting of the village. The northern edge of Haxby/Wigginton is well defined and any development of the land to the north would extend the built-up area of the village into the open countryside. The Council has made adequate provision for land for employment purposes and there is no evidence of a local need for small industrial units. Even if such a need were established it would not be appropriate to exclude this site from the Green Belt.

Inspector's Conclusions

D45.3 The objection site is an open field forming part of the open countryside on the northern side of Haxby/Wigginton. In this area the northern boundary to the cemetery forms a particularly strong edge to the village. Any development of this site would be an encroachment into the countryside contrary to Green Belt objectives. I consider that the extent of harm to the latter is such as to outweigh any advantage in keeping the land available for the potential future development of small industrial units.

D45.4 My general views on the need to exclude land around Haxby/Wigginton from the Green Belt are given in relation to site D41.

Recommendation

D45.5 I recommend that no change be made to the Local Plan.

D46 NEW FORGE COURT: HAXBY

Case for the Objectors

G0988 & G5131 The residents of 2-10 New Forge Court

D46.1 The land is owned by the residents and adjoins their existing gardens without any intervening physical barrier. It is separated from the adjoining field by a 1.8m high wooden fence which would be capable of forming a defensible and permanent Green Belt boundary. The exclusion of the site from the Green Belt would not harm any Green Belt function. The Proposed Change is supported.

Reply by the Council

D46.2 The boundary shown in the Deposit Plan is undefined and should be amended to follow the fence line (Proposed Change No 8).

Inspector's Conclusions

D46.3 The exclusion of this small area of private gardens would recognise the present physical situation and would not harm any of the objectives of the Green Belt. The wooden fence would form a readily identifiable boundary, unlike that shown in the Deposit Plan.

Recommendation

D46.4 I recommend that the Local Plan be modified as set out in Proposed Change No 8.

D47 SOUTH OF GREYSTONE COURT: HAXBY/WIGGINTON

Case for the Objectors

G0972 Heatherdale Homes Ltd

G1849 C Simpson

D47.1 Previous planning applications for the development of the site with housing have been refused on the basis of a sketch plan Green Belt boundary which was never formally adopted. This is the first opportunity for the objectors to make a case for the exclusion of the site from the Green Belt and for the arguments to be looked at afresh. The site has a suitable access, can be readily serviced and is physically suitable for residential development. It meets the criteria for residential development set out in Policies H1, H3 and H7 of the Structure Plan and in PPC3.

D47.2 The Green Belt boundary has been drawn very tightly around Haxby/Wigginton leaving very little scope for further residential development. The longer term needs of the settlement have not been properly considered and the result of drawing such a tight boundary will lead to pressure to change it. No consideration appears to have been given to the future housing needs of the local population.

D47.3 The site does not perform any definite Green Belt function sufficient to outweigh the advantages of its eventual development for housing. The southern limits of development in Haxby/Wigginton are defined by the existing housing at Crompton Terrace. The objection site is within these limits, its development would be an acceptable "rounding off" of the village and would lead neither to encroachment into the countryside nor to the coalescence of Haxby/Wigginton with New Earswick, which is essentially prevented by open land to the south of the Ring Road.

Reply by the Council

D47.4 The site is part of a narrow band of open countryside which separates the southern limits of Haxby/Wigginton and northern limits of the city at New Earswick. It therefore performs two important Green Belt functions in preventing the coalescence of settlements and encroachment into the countryside. In this location, because of the size of Haxby/Wigginton and its proximity to the built-up area of the city, it is important that these urban areas should be clearly separated if the character of York is to be protected. Sufficient housing land has been identified elsewhere in the Greater York Area to meet the long term housing needs of the area.

Case for the Supporter

G15800 G Whipp

D47.5 An application to develop the site for residential use was dismissed on appeal in 1990. In his decision letter the Inspector stated that the site was appropriately included in the Green Belt, that its exclusion would result in a significant lessening of the gap between Haxby and New Earswick and would weaken the distinction between the two settlements, and that this would be harmful to the Green Belt. There has been no material change in the circumstances relating to the site since that appeal decision.

Inspector's Conclusions

D47.6 The site can be seen clearly from the Ring Road which is elevated in this location and from which there is a clear awareness of the proximity of Haxby/Wigginton to New Earswick. Haxby/Wigginton provides a strong urban presence at this point. Whilst there is development extending southwards at Crompton Terrace this is mainly frontage development which is separated from the main body of the settlement by the railway. Visually Crompton Terrace does not appear to me to be a sufficiently strong feature to define the southern limits of Haxby/Wigginton. The southern extent of the main part of the settlement is defined very clearly by the dwellings in Hilbra Avenue and Ashwood Glade. The boundary to the rear gardens of those properties forms a strong and appropriate boundary to the Green Belt.

D47.7 I do not consider that the development of the objection site could be described as a "rounding off" of the settlement. The site itself is un-farmed rough grassland which forms part of the countryside setting of Haxby/Wigginton. Any development of the site would be seen as an encroachment into the countryside and would markedly weaken the degree of separation which currently exists between Haxby/Wigginton and New Earswick/York. In my opinion this would undermine one of the principal objectives of the Green Belt.

D47.8 My general views on the need to exclude land around Haxby/Wigginton from the Green Belt are given in relation to site D41.

Recommendation

D47.9 I recommend that no change be made to the Local Plan.

D48 FOSSLANDS FARM: EARSWICK

Case for the Objectors

G0009 G Naughton	G0017 R Grever	G0019 & G5050A R Harben & family
G0023 Mr & Mrs F W Appleyard	G0041 A & C A Botterill	G0048 Mr J I Jenkins
G0050 M T & J R Townsend	G0069 A & Mrs M Fenton	G0123 R F O Johnson
G0168 H F Rose	G0178 D A Hudson	G0184 R & Mrs I Leadley
G0223 G C N Elliott	G0319 A P Hudson	G0462 K V & Mrs M E Drake
G0700 Earswick Parish Council	G0738D CPRE (York & District)	G0777 Ms J E Hudson
G0776B & G5097B Old Earswick Environmental Action Group		
G0874 Col & Mrs D C H Millington	G0960 C & A M Ellison	G1042 Mrs J E Hunter
G0976G & G5177A Paraimson Homes (Yorkshire) Ltd		G1330 & G5125B J B Carr
G1244 Mrs M E Clark	G1329 Ms B Rhodes	G1334 Mrs G M Maltby
G1331 & G5132A Ms F J Carr	G1332 Mr & Mrs B Driver	
G1438A Cllr Mrs I Worthington	G1580P & G5129A G Whipp	G1771 B E G Jenkin
G1597D Cyclists Touring Club (North Yorks District Association)		G1969 R Dowell
G1816W Ramblers Association (York Group)		
G5130B Bogg Contracts Ltd		

D48.1 This site lies well within the general extent of the Green Belt. As it is open land it must be regarded as lying within the approved Green Belt even before the inner and outer boundaries are finally fixed. Its continued openness helps to prevent the coalescence of Haxby and Earswick and to maintain the open appearance of the land around York. The exclusion of such a large site from the Green Belt and its subsequent development would be contrary to the objectives of the approved Structure Plan.

D48.2 The views of the Inspector which followed an appeal in 1988 and which were subsequently accepted by the Secretary of State are still relevant and show a correct and authoritative assessment of the balance of advantage. The Inspector referred to the development of the objection site as amounting to a significant intrusion into open countryside and as leading to a real diminution of the open space separating Earswick from development around Haxby. He regarded it as running counter to important aims of the Green Belt. In a report to his Committee in 1991 the County Planning Officer also referred to the crucial Green Belt location of the site.

D48.3 The farm has clearly outgrown its site and relocation would have to be considered in any event. As agriculture is a normal Green Belt use, the smells associated with it cannot be regarded as unusual in the Green Belt. Their extent in this case and the nuisance that they cause is a matter for judgement, but the number of complaints now is less than was the case in 1987. The main problem is the result of slurry spreading, and its severity depends upon the direction of the wind. Even if Fosslands Farm were to be relocated there can be no certainty that slurry from other locations would not be spread on other fields close to Earswick or the other villages concerned.

D48.4 In general, despite the smells, most local residents are very happy with their environment as it is. Many of the supporters of the present proposals do not live in the village. Even if villages must grow, there is no reason for them to double in size, as would be the result of the development proposed on the objection site. This would be especially harmful as the new development would remain physically separate from the existing village. Facilities such as those now offered by the prospective developers are already available in Huntington, which is very close to Earswick. It would be easier for any residents of Earswick who wished to live in a larger community to move to York or one of the large villages. New development on the scale proposed would add to the amount of traffic on Haxby Road, which is already too busy.

D40.5 The objection site is not identified for development in the Greater York Study so that insetting would be contrary to its general strategy. If this view is not accepted the western boundary should only be fixed once a full planning application has been made.

Reply by the Council

D48.6 At the time of the planning appeal in 1988 the Council regarded the site as fulfilling Green Belt functions and as lying within the 'Sketch' Green Belt. Since that time there has been a very long and full public debate amongst the public and elected members. The Council themselves have formally considered it on at least 7 occasions. The fundamental question is one of the balance between the Green Belt functions of the site and the opportunity to abate a severe environmental nuisance. The Council's present view, which is based mainly on the views of Ryedale District Council, is that the circumstances here are unique, so that consistency with the rest of the Plan is not relevant, and that the severity of the nuisance is such as to justify the exclusion of the site from the Green Belt.

D48.7 This would permit a mixed development of housing, community and recreational facilities. Although the site was not one of those proposed for development in the Greater York Study, it was agreed at the time of its preparation that the potential of the land should be investigated during the preparation of the present Local Plan. The inset boundary should be amended to reflect the area currently proposed for housing development (Proposed Change No 9). The inset as a whole when thus amended would extend to some 13.3 ha.

Case for the Supporters

G0005B C Thorley	G0043 M Edmondson	G0051 Mr & Mrs A V Recchia	G0058 J H Harrison
G0059 Ms J Harrison	G0050B Miss J Recchia	G0062 Mrs M Smith	G0065 Ms J Dobbs
G0066 Mrs H F Recchia	G0067 J M Robert	G0071 B J Recchia	G0076 J P Foster
G0085 M Rainton	G0092 C L Metcalfe	G0085 A T Musgrave	G0100 J C Hay
G0116 J K Francis	G0117 Mrs L Hughes	G0118 C Hirst	G0119 Ms B Brown
G0127 M W Bainbridge	G0128 Mr & Mrs G W Tate	G0129 F Wallace	G0163 Ms G Recchia
G0169 F J Dobbs	G0171 R J C & M M L Gilban		G0178 Ms U Nothard
G0180 P A Sawcett	G0181 D Mook	G0186 E A Dobbs	G0190A G C Musgrave
G0191 K & A E Joplin	G0192 E L Oakley	G0193 C M Ellison	G0194 Mrs E M Ludolf
G0195 Ms J Watson	G0196 Ms E Acton	G0197 Mr & Mrs H G Doggitt	G0200 Ms G Rainey
G0203 C M Goodwin	G0210 Miss J M Steel	G0211 H L Farrant	G0213 Mrs N L Sinclair
G0214 R E Hardy	G0215 H Upson	G0216 P Moor	G0217 Ms S Davies
G0218 Mrs L A M McGrath	G0227 Mrs Y A Clarke	G0233 E Griffiths	G0243 M Addison
G0246 Mrs J Collinson	G0247 D Collinson	G0271 Mrs J Dickson	G0307 L Gallagher
G0308 Ms M Sinclair	G0310 Ms S Recchia	G0311 J E Baker	G0312 Maj C M Sinclair
G0313 C Derrick	G0314 A Eastwood	G0313 L Speight	G0316 N D Turton
G0317 Ms E L Baker	G0318 B Hughes	G0456 F Welch	G0457 A R Dawson
G0458 S E Hilyer	G0459 A S Eastwood	G0460 N P Murray	G0461 Ms E Eastwood
G0463 R G Roy	G0464 Mrs J Rawson	G0465 Mrs D Kopelak	G0466 Mrs B S Wiseman
G0467 Dr A M Wiseman	G0468 D Grant	G0469 P Newell	G0470 D Lofthouse
G0471 Mrs J Lofthouse	G0472 Ms Y Noble	G0473 S R Acton	G0474 Ms S Acton
G0481 P H Mont	G0486 C N Baxter	G0487 Mrs E Baxter	G0488A M Hammin
G0493 Ms C Hartley	G0494 R F Boughty	G0495 Mrs J Doughty	G0488B Mr & Mrs M T Ewing
G0499 G Greaves	G0500 T W James	G0501 Mr & Mrs J Mattocks	G0502A Mr & Mrs S Stubbs
G0503 A Ward	G0504A Mrs T A Aylett	G0505A K G & B Illing	
G0506B Dr C & Mrs S F Barnes		G0507 Mrs M Dodd	G0508 Miss W E Dodd
G0509B D & Mrs J Hobson	G0510 Mrs L Page	G0511 P M Page	
G0512A Mr & Mrs R W S Fennell		G0513 G I & K A Cox	G0514 Mr & Mrs S Keller
G0515 Mr & Mrs Storr	G0516 K Storr	G0517 R Tallett	G0518 J & Ma L Whitting
G0519B Mr & Mrs E D Banks	G0520 Mr & Mrs A D Wright	G0521 P Muir	G0522 Mrs S Muir
G0523 Mr & Mrs F Dobbs	G0524 E Green	G0525 Mrs C A Green	G0527B J Bennett

G0528	N Appleyard	G0529	Mrs C Appleyard	G0530B	T W Clough	G0531B	Mrs A M Clough
G0532	J Rutter	G0533	Mrs F Johnson	G0534	C P Gilham	G0535	Ma M J Gilham
G0536	K B Webster	G0537B	Mrs F Webster	G0538	Ms M Thornton	G0539B	Mrs S Johnson
G0540A	S F Johnson	G0541B	F Flint	G0542	D E Earl	G0543	Mrs F Earl
G0544B	Mrs J Flint	G0545	Mr & Mrs Whittington			G0546	Mrs P H Hall
G0547B	Mrs D Brown	G0548	C B Brown	G0549B	Mrs W Brown	G0550	A C Clayton
G0551	J J Granville	G0552	J Thornton	G0553B	D M Kenna	G0554B	Mrs K M Kenna
G0555	M Cooper	G0556B	Mrs J M Cooper	G0557	C M Moore	G0558	Miss T M Hamp
G0559	I Hodgkinson	G0560	J B Allan	G0561	J B Nelson	G0562	Mrs L M Nelson
G0563B	P Seafie	G0564	Mrs J McKay	G0565	Ms J Johnson	G0566	D Johnson
G0567B	Mrs A M Allan	G0568A	Mrs Feberdy	G0569	I Feberdy	G0570A	Ms C Dennis
G0572	Ms J K Arkless	G0573	J M Arkless	G0574	A Waite	G0575	D F Hall
G0576A	Ma R M Hall	G0577A	Ms J Joyce	G0578	Ms A Tattersall	G0579	A R Clout
G0580	Ms J Clout	G0581A	Ms M Brown	G0582	G Tattersall	G0583	M Harland
G0584	R Brown	G0585	M Porylo	G0585B	Mrs J Moses	G0587B	G Moses
G0588B	Mrs H M Taylor	G0586A	R Wood	G0590	Mrs M Sellitt	G0591	E Sellitt
G0592A	Mrs J A Sutton	G0593B	M Sutton	G0594	J L Hurd	G0595	Mrs S M Hird
G0596A	A Wade	G0597A	Mrs K Wade	G0747	Mrs V J Corley		
G0757	Ms C Cheatham-Chetney			G0759	E Dickson	G0775	R Noble
G0778	R Grainger	G0779	S Grainger	G0780	Mrs Y Grainger	G0781	M D Grainger
G0782	Miss K Wilkinson	G0799	N G Firn	G0802	P Eastwood	G0803	D Eastwood
G0804	Mrs J Eastwood	G0805A	E Eastwood	G0809	Mrs C Somerville	G0810A	Mrs C L Thompson
G0811	R E Beavis	G0812B	Mr & Mrs P Tomlins	G0813A	W E Wright	G0814B	Mrs R Blogg
G0815B	R L Blogg	G0816B	Mrs E Elliott	G0817A	Miss M I Hunt	G0818	H Leathley
G0819	R C Dowling	G0820	S McLoughlin	G0821B	Mr & Mrs J Dykes	G0822	M Hinchcliffe
G0824B	A Wrigglesworth	G0825B	Ms J Wrigglesworth	G0826B	Mrs D C Seavis		
G0827B	Mr & Mrs B P Driscoll			G0828	Mrs M Stannard	G0829	D E S Brooks
G0839B	T B Ebdon	G0831A	A R Phillips	G0832B	Mrs S G Phillips	G0841	B Harrison
G0842	Ms D Harrison	G0843	Mrs L Ibbetson	G0844	M Ibbetson	G0845	Ms C Wilson
G0846	S Wilson	G0847	Mrs E M Butler	G0848B	M Hoy	G0849	Mrs N McLoughlin
G0850	Mrs J Fountain	G0851	J S Fountain	G0852	Mrs V Atherton	G0853	P Atherton
G0854	K J Culkin	G0855	Ms M Culkin	G0856B	Ms S Mickins	G0857B	J R Wickins
G0858B	R M Wickins	G0859B	Ms A J Wickins	G0862	M Stubbs	G0863	Ms R Stuart
G0864	F Stuart	G0865	Ms C L Symonds	G0866	S Symonds	G0867	Ms A Stubbs
G0868	M J Stannard	G0877	P Dickens	G0878B	Mrs B A Dickens	G0884	Mrs R Avey
G0883	D Gooch	G0890A	F W Flint	G0891A	Mrs F M Flint	G0903	Mrs J Tapperton
G1015	E Neafey	G1038	K B Ollis	G1063	A Dearlove	G1078	Mrs Y Porylo
G1081	A Presnail	G1228	S M Easby	G1227	Ms A Robinson	G1228B	Mrs S M Smith
G1229B	N Askew	G1230	G Broadley	G1231	Mrs R Laverack	G1232	A Carridge
G1235	Ms A M Denton	G1235	Mrs V Carridge	G1237	F W Featenby	G1238	E Featenby
G1239	J W Kendall	G1240	Mrs I Kendall	G1242	C England	G1243	Ms S Bell
G1245	B B Shephard	G1246	K Wilson	G1247	Mrs A Smith	G1248	Ms J Dickinson
G1249	J England	G1250	Mrs A West	G1251	Mrs M England	G1252	Mrs L England
G1253B	A D Cahill	G1254B	S R Cahill	G1255B	K Le Rey	G1256B	K Holland
G1257	Mrs B Wood	G1258	Mrs C Keeping	G1259	Mrs C Bell	G1260	Miss Chapman
G1261B	R D Thomas	G1262B	Mrs L Hard	G1263	Mr & Mrs G A Roberts	G1264	K Buckle
G1265	D L Holmes	G1277B	Cltr R Alexander	G1278	Mrs F Holmes	G1279	Mr & Mrs M Stead
G1280	Ms D Thomson	G1281	Mr & Mrs A Linfoot	G1282B	W D Consitt	G1283B	I Hardy
G1284	I Turner	G1285	J Turner	G1286	Mrs A Elliott	G1287	S Elliott
G1288	Ms P Whitehead	G1289	B A Nurse	G1290	Mrs S Douglas	G1291	E F Dobson
G1292	Mr & Mrs Atkinson	G1293	E B R Shore	G1294	A C Lloyd	G1296B	Mrs L M Kirby
G1297	Mrs D Lloyd	G1298	G M Lloyd	G1299	F Jennings	G1300	P J Roberts
G1301	G Timney	G1302	I G Howden	G1303	D Leadley	G1304	B R Kerrison
G1306	C Willerton	G1307	Mrs D J Oakley	G1308	Mrs L C Edmondson	G1309B	F Hodgson
G1310B	Mrs M Hodgson	G1311	Miss L A D Crux	G1312	M J P Usher	G1313	Miss R Crux
G1314	M A John	G1315	R Edmondson	G1316	Mr Dhesi		
G1317	Dr B R G & Mrs S B Hutchinson			G1318B	J Y Kirby	G1319B	R J Sanderson
G1320	G R Stonehouse	G1321	Mrs D E Sanderson	G1322B	K Lowther		
G1323	Mr & Mrs A J Dunning	G1324B	Mrs M Shephard	G1325B	P Shephard	G1326	A L Goddard
G1327	G Herpin	G1328	C A Herpin	G1333	Ms J Hall	G1335	F B Key
G1336	A M Willis	G1337	Mrs M Thompson	G1338	R F Thompson	G1339	S L Shann

G1340 Mrs M Shann	G1341 Miss J Shann	G1342 Mrs A Broadley	G1343 C Bean
G1344 Ms A Nurse	G1345 Mr & Mrs B C Wood	G1346B F L Daly	G1347 F W Thornhill
G1348 Mrs J Darby	G1349 Mrs C Thornhill	G1350 M Woodcock	G1351 B Goddard
G1352 Mrs C Eaglen	G1353 Capt B J Anderson	G1354B Mrs B Anderson	G1355 R Stokell
G1356B I J & Mrs P J Clark	G1357B S Jackson	G1358B P Johnson	G1359 Mrs A A Widdicombe
G1360 R J Harris	G1362 R Burrell	G1363 J Byrne	G1364 D Bennett
G1365B Mrs D Kelly	G1366B Ms S Pawson	G1367 Ms M Bateman	G1368B F Letto
G1368 E Daly	G1370 M Duncanson	G1371 M Duncanson	G1372 C M Grewar
G1373B G F Johnson	G1374B I W Hauxwell	G1375B M J Finck	G1376B F W Ewell
G1377 E Hope	G1378 P M Wardle	G1379 Mrs I Thornton	G1380 Mrs I Shaw
G1381 Mrs J Goddard	G1382 G R Cockerill	G1383 Mrs B Cockerill	G1384 Ms D Lees
G1385 Mrs M Harrison	G1386 M D Harrison	G1387 F D Widdicombe	G1388 R Milner
G1389 P J Stokell	G1390 Ms S Milner	G1391 J A Gibb	G1392 B Littlechild
G1393B G W Smith	G1396 R Thompson	G1397 J Atkinson	G1399 R W Barker
G1401 Ms S J Shephard	G1402 Mr & Mrs C Cole	G1403B A Pawson	G1404 G Eaglen
G1405 A R Hutchinson	G1406 Mrs C Blake	G1407 Miss Stabler	G1408 Ms C M Meads
G1409 I P Meads	G1410 Mrs D Bennett	G1411 Mr & Mrs P G Elliott	G1412 G Stokell
G1413 Mrs M Stokell	G1414 Dr M W Shaw	G1415 S R Hargreaves	G1416 Mrs P M Hargreaves
G1417 M & Ms E Barrett	G1418 Mrs M Stokell	G1419 Mrs L D Smith	G1420 L Smith
G1421 N Haines	G1422 Ms S Haines	G1440 C A Waite	G1441 Miss J Waite
G1442 J B McVeighy	G1443 Ms M Stokell	G1444 Ms K Treacy	G1445 Mr & Mrs Stabler
G1446 Mr & Mrs A Davis	G1447B R D Cahill	G1448B Mrs C Cahill	G1449 G Kerahaw
G1451B Mrs W Johnson	G1452 Ms C Pallier	G1453B Mrs F Hauxwell	G1454 D Bartram
G1455 Ms B Bartram	G1456B E White	G1457 Ms M Boyne	G1458 F Richardson
G1459 Mrs K Russon	G1460B H L Russon	G1461B A Benson	G1462B J Hargreaves
G1463B Mrs K Le Ray	G1464B Mrs J M Doughty	G1465 Mrs R Wilson	G1466 Mrs M Westerman
G1467 Mr Westerman	G1468 Mrs E W Parrott	G1469 Ms M Pearson	G1470 R A Pearson
G1471 P D Pearson	G1472 D & Mrs E Y Smith	G1473 M R Westerman	G1474 Ms M Westerman
G1475B A Price	G1476 F Darbyshire	G1477 Mrs S Darbyshire	G1478B Mr & Mrs B Kale
G1479 A B Denton	G1480 Mrs G Crox	G1481 C J Parrott	
G1482 Mr & Mrs M C Corney	G1483 Mrs H Price	G1484B E Doughty	G1485 D Richardson
G1486 Mrs B A Richardson	G1487 B J Banks	G1825 J Nicklaus	G1826 Ms P Nicklaus
G1827 M Nicklaus	G1833B C T Bailey	G1820 Mrs D M Smith	G1821 M Smith
G1822 N & M Byron	G1823 Y-B Nob	G1824 N-J Nob-Kang	G1825B S B Turton
G1826 M Clark	G1827 Mrs W Blanchard	G1828 A Blanchard	G1829 W Jones
G1830 N D Long	G1831 S Malarkoy	G1832B R Pickering & Family	G1833 J A Gant
G1834 A E Elsegood	G1835 Mrs J Elsegood	G1836 NP Hilton	G1837 Ms R Wilson
G1838 K F Blanchard	G1838 J A Noble	G1854 R & Mrs V Bowling	G1950 Ms A Leak
G1960 Rodgers Carpets Ltd	G1965 K Stones	G1974 P J Slighte	G2008 G J Hamilton
G2014 S Gill	G2015 Mrs M Shann	G2016 G P J Shann	G2017 A Bateman
G2020 G Hall	G2028A Mr & Mrs P A Inwood		G2063E R Johnson

D48.8 Anything that would remove the terrible smell and eyesore of Fosslands Farm would benefit the village. The problem is as bad as it has ever been, and the smells attract rats, mice and flies, especially in the summer and autumn. Those opposed to the proposal are mainly elderly, newcomers to the village, and living in new houses. They do not represent the opinions of most of those living in Earswick.

D48.9 The proposed development, which would be of low density housing, would allow the provision of valuable facilities including a nature reserve, a riverside walk and a village hall. The new housing would help to relieve the pressure on other more sensitive parts of the Green Belt.

G0380 D Thompson

D48.10 Fosslands Farm extends to some 34.4 ha, including a 2.4 ha complex of pig breeding and fattening units. There are about 1400 breeding sows who produce some 30,800 pigs annually. At any one time there are likely to be up to 17,000 pigs at the farm, producing some 13,000 gallons of slurry a day. The

farm is one of only 6 in the United Kingdom which have more than 1000 sows. The average size of unit in Ryedale is 136 sows. The District Council accept that 'best practicable means' are used to minimise smells from the farm. There has been much vandalism at the site since 1984 including damage to equipment, buildings and water supply, and the slaughter of 100 pigs.

D48.11 Changes due to legal requirements relating to the space needed to house sows mean that within the next 5 years significant capital expenditure and a reorganisation of working practices will be required. Either the amount of pig housing must be increased or all the sows will have to be removed and instead pigs be bought in for fattening. If the latter option were chosen more slurry would have to be moved around and there would be a greater chance of incidents occurring.

D48.12 The Council have been preparing their Local Plan over a long period and have had time fully to consider the situation so as to carry out an informed balancing exercise. The Inspector in 1989 indicated that the boundaries of the Green Belt must be considered together with the future need for development land as part of the preparation of Local Plans. The objectors accept that the Council are entitled to make the decision they have now done, although the objectors' personal view is that the decision reached is wrong. The role of an Inspector in a Local Plan inquiry is fundamentally different from that of an Inspector in a Section 78 inquiry. In the latter the Inspector in effect stands in the shoes of the Planning Committee; in the former he is limited to considering the merits of the objections.

D48.13 The proposed development of the objection site would maximise benefits for local residents. Although the gap between Haxby and Earswick would be reduced, the river together with the remaining amenity land and agricultural land will ensure that the open quality of the gap will continue, especially when topography is taken into account.

D48.14 A suitable relocation site has been found for the enterprise. It lies in a rural and arable area of Humberside about a mile from the nearest village. The size of the development land to be excluded from the Green Belt must be sufficient to finance this relocation. A suburban type of development should be avoided, and this can be done by making the site big enough to allow a relatively low density with much open space. A reduction in the size of site would involve the loss of this open space and a consequent reduction in the quality of the development.

Inspector's Conclusions

D48.15 The objection site is an area of predominantly open land lying clearly within the general extent of the Green Belt and prominent from an important traffic route. Much of it lies in a relatively narrow gap between the villages of Earswick and Haxby and helps to separate them. Except in the most unusual circumstances I would have expected such a site to be included in the Green Belt so that its continued openness could continue to exercise important Green Belt functions.

D48.16 The main reason put forward by the Council for the exclusion of the site is the opportunity it would provide to remove the severe environmental problem caused by smells from the pig farm. Some of the supporters refer in addition to other benefits promised by the landowner as a consequence of development and which are the subject of a Section 106 Agreement. Nonetheless, however worthy or otherwise these may be, they are not in themselves in any way sufficient to justify such a major proposal which is in principle so obviously contrary to the basic aims of the Green Belt.

D48.17 In evaluating the extent of the problem caused by smell I am faced with many letters and verbal evidence setting out vividly its unpleasant effects, in some cases from people living at some distance from the farm, and at the same time by letters and verbal evidence from other local residents who consider that the extent of the problem has been exaggerated. My own visits to the site and to the area around it, carried out at various times during the inquiry, suggest that the smell varies greatly in extent, depending in part on the direction of the wind, the temperature, and the nature of the operations being undertaken at the farm. Such visits, however, can never give an accurate guide to the extent of the problems that are experienced day to day by those living in the area.

D48.18 Under these circumstances and in the absence of any method of objectively measuring the extent of the problem, I consider that I must attach great weight to the views of the District and County Councils, whose elected members have given frequent consideration to the matter. Although I note that their final conclusions are not shared by the Parish Council, I can see no reason to doubt that the two Councils have correctly undertaken a balancing exercise and have reached a decision which they regard as being in the best interests of the local residents, who are of course also their electors.

D48.19 I am in no doubt that the exclusion of this land will weaken the overall effectiveness of the Green Belt, and that the gap between Haxby and Earswick will be significantly weakened. Nonetheless I accept that these are not the sole considerations by which the Council ought to be guided, and that the abatement of a severe environmental nuisance may also be regarded as being of great public benefit. Under these very special circumstances I reluctantly accept that the site should be excluded from the Green Belt.

D48.20 As this land is being excluded solely to allow for development and thus the extinguishment of the present use of the site, it is important that its boundaries should match those of the development that is proposed. The amended boundary set out in Proposed Change No 9 shows the present intentions of the landowner. Whilst these have not been the subject of a formal planning application they conform with what has been formally agreed with the District Council. They do not follow any present line on the ground but under the special circumstances that apply in this case I regard this as being acceptable.

Recommendation

D48.21 I recommend that the western boundary of site D48 be modified as set out in Proposed Change No 9.

D49 BRECKS LANE: STRENSALL

Case for the Objectors

G1593A Hogg Contracts Ltd

D49.1 The future strategy for the Greater York area must remain in doubt until Alteration No 3 to the Structure Plan has been approved. Although a new settlement may form a part of this strategy, it may not, and in any event the boundaries of the Green Belt are intended to last over a longer term. Whilst not raising any objection to any particular strategy, it would therefore be inadvisable to rely on Green Belt boundaries that are excessively tight.

D49.2 The objection site should be excluded from the Green Belt. It might be capable of development in the long term with some 150 to 200 dwellings or it could alternatively be used for other future needs of Strensall, which might include for instance industry or a new school, possibly even beyond the end of the Green Belt period. It could be preserved from immediate development by the inclusion of a suitable policy in the Southern Ryedale Local Plan. This would be in line with the advice in paragraph 11 of PPG2.

D49.3 The objection site is some 7.9 ha in extent and lies to the east of a much larger site which has planning permission for a large scale phased development including housing and a riverside walk. The latter will adjoin housing for much of its length. The Local Plan rightly acknowledges the grant of planning permission by excluding much of the site from the Green Belt. Once the development has been carried out the objection site will consist of a strip some 150 to 200 m wide between the eastern edge of the new housing area and the trees and hedgerow which form the eastern edge of the objection site. This land will be dominated visually by the new housing, and although open will be unrelated to the wider areas of open land to the north and east. Although some planting would be expected, neither the planning permission nor the Section 106 Agreement relating to the land to the west requires a swathe of landscape on its eastern boundary.

D49.4 The objection site is not in agricultural use, nor could it be in future. It is well related to the existing village, and there is no reason to suppose that the character or appearance of Strensall would be harmed by its development, or that the land performs any significant Green Belt functions. The tree line to the east would prevent such development being unrestricted and would be a logical long term boundary to the village.

D49.5 The part of the Green Belt boundary which forms the western boundary to the objection site follow no existing features on the ground, and in part cuts across an open area without any visible reference points at either end. The County Planning Officer himself accepted in a Report to his Committee that whatever Green Belt purpose the objection site might have would be outweighed by the advantage of following existing physical features. The eastern boundary of the objection site follows such obvious physical features as the River Foss, the railway and a fence and hedgerow containing many trees.

D49.6 The Council's proposed further tightening of the northern edge of the Green Belt boundary has not been the subject of formal advertisement. It would result in an even more artificial boundary by including a nib of land

some 55 to 80 m wide between the river and the new development. Part of this would be in the riverside park and the remainder would be useless for agriculture. It is all an integral part of the overall mixed development and will have an urban character.

Reply by the Council

D49.7 The development needs of the area can be met elsewhere without the development of the objection site. Much land is already committed to future development. The new settlement would provide for only some 10% of housing requirements up to 2006. The long term strategy beyond 2006 could be based on a new settlement or on any other approach other than further major peripheral expansion of York.

D49.8 The population of Strensall has virtually doubled in size since 1971 and further large scale development is already committed to the west of the objection site. The development of the objection site would adversely affect the shape and character of Strensall. This land fulfils a number of Green Belt functions concerned more directly with local matters than with the safeguarding of the special character of York. Its openness preserves the rural setting of Strensall and regulates its size and shape, and it prevents the encroachment of the built-up area into the open countryside beyond what is already committed. The design and layout of the eastern part of the new development is not yet known, so that it cannot be said that it is certain that it will visually dominate the objection site.

D49.9 The riverside walk is a requirement of the Section 106 Agreement, and although proposed as part of a wider scheme its character will be different from the new residential parts of that scheme. It and the land to the north of Phase 3 of the new development will serve Green Belt functions. There is a slope down towards the river from the new housing area. Planting towards the top of this slope could interrupt views from the north. The Green Belt boundary should be amended as shown in Appendix 4 in Document NY/304.

Inspector's Conclusions

D49.10 Green Belt boundaries around Inset villages should normally be capable of recognition on the ground by following some form of physical feature. The land to the west of the objection site is at present open but is the subject of a planning permission for residential and other development which is likely to be implemented by the objectors. Although no detailed layout has yet been approved for its eastern side, I can see no reason to suppose that it would not be capable of forming a visually and functionally satisfactory edge to the settlement. Nonetheless after that development the objection site would be separated from the more general areas of open land around Strensall by the tree belts to the north and east and by the road and railway to the south. Bearing in mind its location, boundaries and shape, I find it difficult to regard the continued openness of such land as performing any possible Green Belt function other than, perhaps, that of regulating the future size and shape of Strensall but I can see no especial virtue in the resulting shape or size.

D49.11 I note the very large scale of expansion that has already occurred in Strensall, and also the further development that will occur to the west of the objection site. I can however see little logic in terms of physical features in the present choice of an eastern boundary for this new development, and can

see no obvious harm that would occur if eventually development were to be continued as far as the firm physical boundary that the hedge and trees on the eastern side of the objection site would represent.

D49.12 I accept that there may well be considerable virtue in safeguarding the land for development in the longer term, in terms both of the desirability of allowing alternative locations for long term growth in the wider area and of minimising any adverse effects on the existing village from too fast a rate of development. These, however, are matters for the Southern Ryedale Local Plan. My present concern is with the appropriate inset boundary for the Green Belt, and as far as that is concerned I am convinced that the objection site performs no significant Green Belt functions and that the boundaries shown in the Deposit Plan are materially weaker and less logical. The objection site should be excluded from the Green Belt.

Recommendation

D49.13 I recommend that site D49 be excluded from the Green Belt.

D50 LAND AT THE REAR OF SOUTHFIELDS: STRENSALL

Case for the Objectors

G0840 E Harper (York) Ltd

G1593B Hogg Contracts Ltd

G1607 Mrs A Harper, Mr & Mrs G Hill, Mrs A Massam, D Marshall & the Wood Family Trustees

G1655A W T Wood

D50.1 This site extends to some 6.5 ha and is visually contained on three sides by residential development. It is bounded on the other side by the railway. There are no public rights of way across it. It is not linked visually to the land south of the railway and can properly be regarded as a part of Strensall. Its openness serves no Green Belt functions. Although it is a service village, Strensall is neither a large built-up area nor an urban area. If the site were to be developed it would not be unrestricted growth of the village as the railway line would restrict further development. The site lies close to village facilities and only abuts the Conservation Area for a short distance. Any effect that the openness of this site may have on the character of Strensall makes no contribution to the special character of York.

D50.2 The site was considered on a number of occasions between the Draft Review of the Flaxton Town Map in 1973 and the publication of the Consultation Drafts of the present Plan and of the Southern Ryedale Local Plan, but neither the County nor the District Council suggested at any time that it fulfilled any Green Belt functions. Following a Section 78 inquiry held in 1991 the Inspector concluded that the need to keep the site permanently open for Green Belt purposes was not compelling, but his decision was subsequently quashed by the High Court for reasons relating to the handling of representations following the inquiry. The two Councils have now both changed their minds about the Green Belt functions of the site but put forward no change of circumstance to justify this. In view of the firm way in which the Sketch Green Belt was treated by the Councils they should only change their minds where they can show good reason to do so. The site should be excluded from the Green Belt, which would enable its allocation for residential development in the Southern Ryedale Local Plan.

Reply by the Council

D50.3 Despite the housing on three sides of it, the site is not visually contained by it. It is a part of the wider countryside which can be said to run across the railway. The site limits the expansion of the village as development would bring the urban edge further into the countryside. Any development of such a site would adversely affect the character of the village. This in turn would affect the rural setting of York and thereby its special character. The openness of the site also regulates the size and shape of the built-up area of Strensall by preventing further encroachment into open countryside which has great local amenity value and which has the potential to contribute to the recreational needs of the area. The site serves Green Belt functions and should be included in the Green Belt.

D50.4 The Inspector in the previous inquiry was considering the site in the context of a Section 78 appeal relating to a particular development proposal, rather than looking at the Green Belt as a whole. As the Green Belt merits of the site are finely balanced it would be appropriate to give greater weight to the present views of the locally elected representatives. The development needs of the area can be met without the release of this site.

Case for the Supporters

G0024	Mr & Mrs D Grice	G0031	Mrs J Y Scott
G0102	Rev D T Little	G0349	C Lockwood
G0712	J H Marchant-Smith	G0350	J P Grantham
G0738E	CPRE (York & Selby Branch)	G0835	Mr & Mrs M Benson
G0934	Mrs R Nurse	G1439B	Clir Mrs L Worthington
G1517	P Thorpe	G1518	Strensall Residents Action Group
G1519B	R Plant	G1520	P Berry
G1522	P & Ms F Hopwood	G1521	Miss I E Wilson
G1525	Mr & Mrs R Thompson	G1524	R M Clarke
G1527	F P H Dobson	G1528	M H & Ms I L Riley
G1529	K Stubbs	G1530	J G Simpson
G1532	Dr C A Slater	G1534B	Mrs J M Hampshire
G1580N	G Whipp	G1585B	Strensall Towthorpe Parish Council
G1775	Ms J Barrett	G1776	Ms P Thompson
G1795	D O Naylor	G1796	B Darlington
G1891	Prof G Leff	G1929	Mrs G E Robinson
G1931	C H Hall	G1932	N Dolling
G1948	Ms S Solly	G1996	D I Wragg
G2030	J M Bramley	G2063F	R Johnson
		G1790	M G H Ives
		G1883	S M Briggs
		G1930	Mrs J M Thompson
		G1934	Drs G J & L M Bird
		G1997	E M Hearld

D50.5 Strensall has grown quickly and in an uncontrolled fashion. This land is an integral part of a green wedge which extends into the older part of the village. The railway embankment is low and does not affect views across the site. The latter should be kept open to maintain the visual character of the village and to provide a valuable amenity. In addition, traffic generated by any development which might occur on the site would harm the surrounding area.

Inspector's Conclusions

D50.6 I have examined the site both from within and from various viewpoints in and around Strensall, including Flaxton Road. Although the various uses that occur on it have more in common with the agricultural land south of the railway, the visual influence of the built-up area that adjoins the site on three sides, together with the railway which forms the fourth side is such that I regard it visually as having the character of an area of open land within the village rather than an extension of the surrounding open land into the village. It is however of little visual significance from within the village as it is only rarely visible from there, and there are no public rights of way across the site. Although the development of the site would bring housing closer to Flaxton Road this would not materially alter views from that direction. I do not regard it as land which it is necessary to keep permanently open to serve any Green Belt function.

D50.7 This does not necessarily imply that all or part of the land is suitable for development - that is a matter that is considered in greater detail in my separate report on objections to the Southern Ryedale Local Plan - but it does mean that it would not be appropriate to include this land in the Green Belt. The railway line would be an especially firm Green Belt boundary, and one which itself influences the visual character of the land on either side.

Recommendation

D50.8 I recommend that site D50 be excluded from the Green Belt.

D51 RIVER FOSS: STRENSALL

Case for the Objectors

G1816P The Ramblers Association (York Group)

D51.1 Green Belt designation is necessary to protect that area of the River Foss floodplain lying to the south east of the River Foss between Strensall Bridge and Foss Bridge from development. It is an important area which is seen from the Foss Way, a long distance footpath. Although the site is protected by Policies ENV7 and ENV8 in the Southern Ryedale Local Plan, these policies will not be as strong or as enduring as Green Belt designation.

Reply by the Council

D51.2 The objection site is generally flat and comprises parts of several fields currently used for rough grazing. However the site performs no Green Belt function. PPG2 points to the need to ensure that Green Belt boundaries will endure. In this area the River provides a recognisable and well defined boundary to the Green Belt. It also provides an enduring boundary which will ensure that there will be no unrestricted sprawl of urban development or encroachment onto the countryside. The site makes no particular contribution to the character or setting of York. The boundary of the Green Belt proposed by the objectors would be less clearly defined and in some places does not follow any physical features on the ground.

Inspector's Conclusions

D51.3 The suggested amended boundary to the Green Belt in some places would not be physically defined on the ground. In contrast, the river provides a firm and clearly recognisable boundary which is likely to be enduring. The objection site is part of the setting of Strensall. It has an important visual relationship with the Foss Way which is in the Green Belt, but this importance is recognised in the policies of the Southern Ryedale Local Plan. I consider that these policies would provide the most appropriate means of affording protection to the site, which is otherwise dominated by existing development in Strensall. The river would provide a satisfactory Green Belt boundary which would prevent urban sprawl or encroachment into the countryside.

Recommendation

D51.4 I recommend that no change be made to the Local Plan.

D52 LAND EAST OF MOOR LANE: STRENSALL

Case for the Objector

G0914 A Gill

D52.1 This site, together with No 1 The Mews, the garage to No 4 The Mews and the access from Flaxton Road, should be excluded from the Green Belt. Planning permission was granted in 1983 for these houses on land previously used as a tip for a canning factory, and the position of No 1 and its access clearly implies that further development will occur at the rear. This land is well defined by long established boundaries including a ditch and trees which separate it visually from the open agricultural land to the north east. It is normal to exclude houses and their gardens on the edge of inset villages from the Green Belt. This site should be excluded from the Green Belt to enable development to take place.

Reply by the Council

D52.2 The original objection related only to site D52, but the issues are unchanged if the area which the objectors think should be excluded from the Green Belt is extended. This site is part of an extensive area of open land which extends into Strensall from the south and which contributes greatly to the environment, character and setting of the village. Although the site is not farmland, it is open, visible from the access tracks off Flaxton Road, and fulfils important Green Belt functions. The existing boundary is readily recognisable.

Inspector's Conclusions

D52.3 Although this site forms the rear garden of No 1 The Mews, it is so large and open that its character is more closely allied to that of the open agricultural land of Site D53 than to the much smaller gardens of the houses fronting Moor Lane. It is visible from the various tracks off Flaxton Road and from the paths running close to its northern side. In view of the importance of these views I regard the continued openness of the site as being necessary to fulfill Green Belt functions. Although the ditch around the northern and north eastern sides of the site might be capable of forming a Green Belt boundary I can see nothing inherently unsatisfactory about the nature of the boundary shown in the Deposit Plan.

Recommendation

D52.4 I recommend that no change be made to the Local Plan.

D53 LAND NORTH OF LORDS MOOR LAND: STRENSALL

Case for the Objectors

G1770 Trustees of the T Wood Deceased Trust

D53.1 The credibility of the boundaries of the Green Belt depends upon the underlying strategy for the Greater York area upon which they are based. If the New Settlement currently proposed does not become an approved policy it will be necessary to change the Green Belt boundaries to allow for the peripheral growth of York and of the inset villages.

D53.2 In any event the New Settlement would not accommodate all of the development needs of the area. The boundaries must be defined so as to allow for the further growth of service villages. The objection site should be excluded from the Green Belt. It is itself large enough to accommodate a New Settlement.

Reply by the Council

D53.3 Although the site was allocated for residential development in the 1973 Draft First Review of the Flaxton Town Map, all other earlier and later proposals included it in the sketch Green Belt or did not allocate it for development. It fulfils the clear Green Belt purposes of preserving the special character of York by preserving that of the village of Strensall, checking the unrestricted growth of a large built-up area, and safeguarding the countryside from further encroachment. Although it has residential development on two sides and also beyond the open land on the other side of the railway line, the site itself is essentially rural and agricultural in character, due in part to its size and to the woodland along its eastern side.

D53.4 The Green Belt is based on the results of the Greater York Study and on the Draft Alteration No 3 to the Structure Plan. These show that there are sites available for development which would not be contrary to a strategy which would involve only limited development on the edge of the built-up area of the City and in surrounding villages. Housing sites are available in Strensall itself.

Case for the Supporter

G1519A R Plant

D53.5 This land should be included in the Green Belt and all development on it should be banned.

Inspector's Conclusions

D53.6 This very large open site lies within the general extent of the Green Belt, is prominent from Flaxton Road and from footpaths, and is wholly distinct in character from the existing village. It performs clear and important Green Belt functions and should only be excluded from the Green Belt for very specific and compelling reasons.

D53.7 I have given earlier my general views on the relationship between the Green Belt and the strategy for future development in the area. Land should only be included in the Green Belt if it performs clear Green Belt functions.

and I accept that if land with potential for development could be excluded from the Green Belt without harm to its effectiveness that should be done so as to avoid the need for any unnecessarily early review of the boundaries.

D53.8 The York Green Belt is, however, comparatively narrow and already contains many villages, some of which have been expanded greatly in recent years. Bearing in mind the harm that would be done to the effectiveness of the Green Belt, it would be wrong to exclude a large area close to but not within, and not well related to, one of these villages in order to allow for a possible development that would not form part of any approved or unapproved strategy. I accept that the strategy contained in Draft Alteration No 3 is also unapproved, and that it must not be assumed that it will be adopted. Nonetheless in this case I am convinced that the harm to the Green Belt from excluding this very large site to allow for future development would be so severe as to make such exclusion virtually incompatible with the continued existence of the Green Belt for its present purposes.

Recommendation

D53.9 I recommend that no change be made to the Local Plan.

Case for the Objectors

G0738A CPRE (York & Selby District) G1580M G Whipp
G1599A Save our Stockton G1941 Stockton-on-the-Forest Parish Council

D56.1 Apart from its western end Stockton-on-the-Forest is a mainly linear village which was always washed over by the Green Belt in earlier sketch proposals. It lies well within the general extent of the Green Belt and does not have a substantially built-up character. Although it has a number of services it is not a 'service village' and it is not the intention of the Greater York Study that major expansion should take place there. Nonetheless inseting would in itself be likely to lead to substantial backland development which would be very harmful to the character of the village and would introduce further traffic dangers.

D56.2 New proposals for the inseting of villages should only be made where the provisions of Structure Plan Policy E10 apply, as is not the case here. Other villages comparable with Stockton, such as Heslington or Long Marston, have been washed over by the Green Belt and this should be done here.

G0919 C K Harrison G1908 D M Crossley

D56.3 The village must continue to have slow growth if it is to retain its services and liveliness. Too tight an inset boundary, as is the case here, would strangle the village. Structure Plan Policy E10 applies as there is a need to expand the village. More depth should be added to the inset boundaries around the village centre to allow for development on land which is at present open.

Reply by the Council

D56.4 Structure Plan Policy E10 applies in those cases where it is intended that development other than minimal infilling should be allowed. The strategy of the Greater York Study is one of maintaining tight boundaries around settlements in the Green Belt, so that this policy will not apply here. There is, however, no reason why settlements should not be inset in order to recognise their existing urban character. Stockton has such a character, particularly at its south-western end. It is comparable in size with other inset villages such as Wheldrake or Escrick and larger than such washed over settlements as Rufforth. There has been less development in it than in many other villages so that there may be more opportunities for limited development in the form of conversions or infilling.

D56.5 The countryside around Stockton performs important Green Belt functions, in particular by maintaining its character and preventing its unrestricted spread. If the outer boundaries of the inset were to be extended outwards there are no obvious new boundaries which would be firm enough to resist further encroachment.

Inspector's Conclusions

D56.6 Structure Plan Policy E10 allows for the exclusion of settlements from the Green Belt where a need for expansion has been established. Nonetheless I regard this Policy as still being subject to an implied requirement that any such exclusion for the purpose of expansion should only take place where it

would not prevent the Green Belt fulfilling its basic objectives. I consider that because of its location and structure any expansion of the village of Stockton beyond its present general extent would cause severe harm to its general character and to its relationship with the surrounding open countryside, and that such harm would in turn have an adverse effect on the character of York, which is linked with that of the nearby settlements. Therefore, even without taking into consideration the Council's current, but as yet unapproved, strategy, I would not be in favour of the inseting of the village to allow for expansion in accordance with Structure Plan Policy E10.

D56.7 I share the Council's view, however, that it is right to exclude from the Green Belt villages which have a substantially built-up area and which are of such size and character that they cannot be said to contribute to the aims of the Green Belt. This applies very clearly to the southern part of Stockton, and, although the northern part differs in character, being more fundamentally linear in layout, I can see good reason to exclude the existing village as a whole from the Green Belt in recognition of its overall nature. Once excluded in this way it ceases to be subject to any policies of this plan, but would be subject to the policies of the Southern Ryedale Local Plan in respect of infill development.

Recommendation

D56.8 I recommend that no change be made to the Local Plan.

D59 REAR OF CARR BANKS: STOCKTON-ON-THE-FOREST

Case for the Objector

G1608B: D Sherry

D59.1 Stockton is a large village which is likely to generate continued demand for new housing through natural growth. The Green Belt is very tightly defined around it, and this would be likely to lead to development occurring in the confined inset area which would reduce the amenity of the village. This site is well related to the existing settlement and would allow for a type of development which would break the established mould of linear development. This would be compatible with national advice relating to the need for a variety of sites and to the need for sustainable development.

D59.2 The site is a small area of agricultural land which makes only limited contribution to the Green Belt. It is enclosed by residential development on 24 sides and could be separated from the land remaining in the Green Belt by the creation of a strong tree and hedge boundary.

Reply by the Council

D59.3 This site is a part of and indistinguishable from the remainder of the open land around Stockton. It fulfils definite Green Belt functions. The expansion of Stockton would be contrary to the aims of the Greater York Study which provides for development elsewhere.

Inspector's Conclusions

D59.4 The location, character and layout of Stockton are such that expansion beyond its existing general extent would be harmful not only to the character of the village but also to the objectives of the Green Belt. The objection site is visible from Sandy Lane, and provides one of a number of visual links from it to the open countryside beyond it. The site itself is simply a part of the general area of open countryside around the village. Even if I were to consider that open land should be included in the inset to allow for the expansion of the village, I would regard this as a particularly unsuitable site for such expansion in view of the adverse effects that such development would have on the objectives of the Green Belt and on the character of the village.

Recommendation

D59.5 I recommend that no change be made to the Local Plan.

D60 LAND AT THE REAR OF MANOR FARM: STOCKTON-ON-THE-FOREST

Case for the Objectors

G0073 LtCol & Mrs E Morland-Jee
G0078C CPRE (York & Selby Branch)
G1580L C Whipp
G2032A C Broadribb

G0274 Mr & Mrs J E Cuerden
G1513A R G Carter
G1599B Save Our Stockton

D60.1 This land should be included in the Green Belt, as it was in the earlier draft Plan. It performs the Green Belt function of preserving the character of the village. Its development would be likely to harm the appearance of the church and its surroundings, as well as causing possible traffic and other problems.

Reply by the Council

D60.2 The objection site is bounded on three sides by land which is either developed or is an integral part of the village. It serves no Green Belt function. Part of the boundary suggested by the objectors follows no clearly defined features, unlike the Deposit Plan boundary which follows a fence and track. If the site continues to be excluded from the Green Belt, any proposed development will still be subject to other policies of the Southern Ryedale Local Plan designed to protect the character of the village.

Case for the Supporter

G1608A D Sherry

D60.3 This boundary is more logical than that which was shown in the draft Plan.

Inspector's Conclusions

D60.4 At the present time the two parts of the objection site are already separate from the open land around the village. At best they can be regarded as forming a kind of transition between the village and the open land around it. Bearing this in mind together with changes likely to occur as a result of the permission that has been granted for residential development on part of Manor Farm, I do not consider that the continued openness of the site can be said to serve any material Green Belt purposes. Even if this were not the case I would be reluctant to recommend its inclusion in the Green Belt in view of the lack of any clear boundary across Manor Farm. The track forms a logical and firm boundary in the Deposit Plan which corresponds with a change in the character of the land.

Recommendation

D60.5 I recommend that no change be made to the Local Plan.

D61 LAND AT REAR OF ASPEN HOUSE: STOCKTON-ON-THE-FOREST

Case for the Objector

G1998 P J Daggett

D61.1 This land is part of a residential curtilage, although no longer required for that purpose, and is screened on all sides by mature trees and shrubs. It is not a part of the open countryside, and now has a golf course on two sides and a hospital on another, although it is accepted that these are appropriate Green Belt uses. It makes no contribution to the functions of the Green Belt and could be developed without any harm to the Green Belt.

Reply by the Council

D61.2 This site fulfils the Green Belt purposes of safeguarding the special character of York, safeguarding the surrounding countryside from encroachment and checking the unrestricted spread of Stockton. Visually it relates more to the open land around it than to the village. Its exclusion from the Green Belt would increase pressure for the exclusion also of adjoining land, in particular that in the grounds of the hospital. If it had not been for the tall conifer hedge along the south-eastern side of the site, the house and its immediate curtilage would also have been included in the Green Belt.

Inspector's Conclusions

D61.3 I have indicated earlier both that I consider that the existing character of the village justifies its inseting from the Green Belt and that I consider that the open land around the village performs important Green Belt functions and therefore needs to be kept permanently open. Although I accept that Aspen House and the gardens in the immediate vicinity of the house do relate more to the village than to the surrounding countryside, I consider that the tall conifer hedge which forms the south-eastern boundary of the objection site indicates a great change of character between the land on either side of it. The objection site is basically open land, and, despite the various hedges and trees around it, is linked visually with the golf course and the grounds of the hospital. All of this land performs Green Belt functions and should be included in the Green Belt.

Recommendation

D61.4 I recommend that no change be made to the Local Plan.

D62 GENUS BREEDING STATION: STOCKTON-ON-THE-FOREST

Case for the Objectors

G1611A Milk Marketing Board

D62.1 This site provides local employment and is a part of the village functionally and visually. Only the front parts remain in use - as offices and as a base for mobile inseminators. This is essentially a business use, and although it is related to agriculture the site does not have an agricultural appearance. It performs no Green Belt functions.

D62.2 Inclusion in the Green Belt would prevent the redevelopment of the site. Although conversion might be permitted this may be an expensive option resulting in there being no market for the site. The land shown on Doc G1611A/3 should be excluded from the Green Belt. The new boundary would comprise a post and wire fence, a line continuing the south side of the small free-standing building, and a line which would be a tangent to the turning circle south east of the buildings.

Reply by the Council

D62.3 This site is visually related to the open countryside and fulfils Green Belt purposes, in particular by checking the unrestricted sprawl of Stockton. The Deposit Plan boundary, unlike that suggested by the objector, follows recognisable and enduring features.

Inspector's Conclusions

D62.4 The open land to the south of Stockton is an important part of the Green Belt. Any loss of the openness of this land would be likely to cause serious harm to the objectives of the Green Belt. I have earlier acknowledged that on the other hand the substantially built-up nature of Stockton means that an inset for the village is justified. Although the buildings towards the front of the objection site do have some visual relationship with the village, the amount of open land around them gives the site as a whole at least as strong a relationship with the adjoining open countryside. On balance I regard the site as performing Green Belt functions.

D62.5 If a strong and logical boundary existed there might be some case for the exclusion of at least the more built-up parts of the site from the Green Belt. The boundaries suggested by the objectors, however, are contrived, barely perceptible on the ground, and unlikely to be enduring features. My inspection of the site revealed no alternatives which would be any improvement on them. The boundary shown in the Deposit Plan, on the other hand, is clear and obvious and corresponds with a change in the character of the land on either side of it.

Recommendation

D62.6 I recommend that no change be made to the Local Plan.

D63 LAND SOUTH WEST OF STOCKTON-ON-THE-FOREST

Case for the Objectors

G1611B Milk Marketing Board

D63.1 This site makes no contribution to the functions of the Green Belt as it is divided from the open land to the north west by mature hedgerow and trees. These would form a more appropriate Green Belt boundary. The north eastern part of the site should be excluded from the Green Belt as shown in the Proposed Change.

G5088B Ryedale District Council

G5110A K A Knaggs

D63.2 There is no logic to the Proposed Change which would create pressure for development on a small site in the open countryside and which have inadequate access.

Reply by the Council

D63.3 This site does not encroach into the open countryside and does not fulfil any Green Belt functions. The north eastern part of the site should be excluded from the Green Belt, as set out in Proposed Change No 10. This would provide a stronger and more defensible boundary. Inappropriate development could be prevented by means of policies in the Southern Ryedale Local Plan.

Inspector's Conclusions

D63.4 I regard this site as being separate from the open land around the village which, as I have indicated earlier, fulfils important Green Belt functions. It is more closely related to the village and, like the village, should be excluded from the Green Belt. The resulting boundary if the north eastern part of the site only were to be excluded would be obvious on the ground and would represent a real change of character.

Recommendation

D63.5 I recommend that the north eastern part of site D63 be excluded from the Green Belt as set out in Proposed Change No 10.

D64 NORTH OF EASTFIELD LANE: DUNNINGTON

Case for the Objector

G1608C D Sherry

D64.1 The Green Belt boundary has been drawn too tightly around the village and does not make adequate allowance for its future housing needs. Excluding this site from the Green Belt would add to the variety of housing sites in the village in accordance with the advice in PPG3. It is of poor agricultural quality and is used regularly on an informal basis as a parking area for the church. Its outer boundaries are defined by hedgerows which could form a defensible Green Belt boundary. Visually it is closely related to the adjoining residential development and does not form part of the countryside surrounding Dunnington. It is not a site which it is necessary to keep permanently open. Development here would not lead to encroachment into the countryside, would not adversely affect the character of York, and could include a small parking area for the church.

Reply by the Council

D64.2 The objection site lies outside the built-up area of Dunnington in a prominent and sensitive location and its development would be an intrusion into the open countryside. The boundaries of the Green Belt in this area follow existing highways and can be regarded as being enduring. In the preparation of the Greater York Study the continuing expansion of villages such as Dunnington was considered but it was concluded that the scale of development required could not be accommodated without significant damage to the environment and character of the villages which would threaten the rural setting of the city. Planning permission already exists for substantial residential development in Dunnington. In the Greater York area there is a sufficient range of sites to meet the long term needs of the area.

Inspector's Conclusions

D64.3 The objection site lies outside the built-up framework of the village and forms part of its countryside setting. The importance of the site to this setting is emphasised because it is part of an area of countryside which rises away from the village towards the north. The edge of the village in this area is well defined by Eastfield Lane and Church Balk which form a firm boundary to the Green Belt. Any development on the site would be an encroachment into the countryside and would not be well related to the pattern of the settlement. I consider that the land should remain open in order to preserve the setting of the village and thereby York.

D64.4 I have given earlier my views on the general need to provide land for future development. In this case I am not convinced that there is an overriding need to exclude the site from the Green Belt to meet the housing needs of the immediate area. Even if such a need existed I do not regard this as likely to be an appropriate site for development for the reasons I have set out.

Recommendation

D64.5 I recommend that no change be made to the Local Plan.

D65 SOUTH OF INTAKE LANE: DUNNINGTON

Case for the Objector

G1592 J Jackson

D65.1 The Green Belt boundary around Dunnington is drawn too tightly in the vicinity of the site, which does not fulfil any Green Belt purpose as defined by the Structure Plan. It does not form part of a viable agricultural holding and the buildings on it relate to the village rather than to the open countryside. The land has been excluded from the Green Belt since the publication of the Selby Rural Areas Local Plan in 1984. The site is well related to the village and an opportunity exists here to allow for the further reasonable expansion of the village.

Reply by the Council

D65.2 Both the 1984 Draft Selby Rural Areas Local Plan and the Draft Green Belt Local Plan excluded the site from the Green Belt. However, following representations made at the public consultation stage, the Green Belt boundary was amended to follow Intake Lane to provide a more logical and defensible boundary. It forms a distinct boundary between the village and the open countryside. The exclusion of the site from the Green Belt would lead to pressure for its development which would result in encroachment into the countryside, contrary to Green Belt objectives.

Inspector's Conclusions

D65.3 Although there are buildings on part of the site its character is firmly related to the open countryside to the south of Intake Lane rather than to the village. Intake Lane forms a clear boundary between the built-up area of the village and the open countryside and this clear distinction is an important part of the character of the village. Any development on the objection site would be an encroachment into the countryside, would not be well related to the form of the village and would erode its setting. The site should therefore remain open and should continue to be included in the Green Belt.

Recommendation

D65.4 I recommend that no change be made to the Local Plan.

D66 SOUTH OF DUNNINGTON

Case for the objectors

G1436	A D Penty	G1848	J R Penty	G2036C	L W Procter
G2037A	Mrs J A Procter	G2038C	Mrs S J Procter		
G2040A	Miss S E Procter	G2041B	J G Procter	G2042A	C J Lewis
G2045D	Miss H L Wescott-Weaver			G2046A	B Dixon
G2047C	Ms F L Gill	G2048D	Mrs P M Gill		

D66.1 The site is located between existing residential and industrial development with a sports ground to the east and a sewage works to the west. It is not part of the open countryside and performs no Green Belt function. Although it is in agricultural use it is enclosed by development. The site is of extremely poor landscape quality and does not contribute to the setting of Dunnington. The inset boundary around Dunnington has been drawn too tightly and there is a need for a range of sites to meet housing needs. The objection site would be suitable for potential infill development for this purpose. Policy E10 of the Structure Plan provides ample justification for the removal of the site from the Green Belt. The proposed alternative boundary would be a stronger Green Belt boundary.

Reply by the Council

D66.2 In terms of its character and function the objection site is part of the open agricultural land to the south and west of the village. Any development on the site would be an encroachment into the countryside and would erode the rural character of the area around York. The site forms part of an important gap between the residential area of the village and the detached industrial estate to the south. Its development would result in the filling of this gap which would erode the distinct countryside setting of the village and in turn would have an adverse effect on the setting of York. The boundary to the Green Belt in this area follows a clearly recognisable line.

D66.3 Whilst Structure Plan Policy E10 indicates that villages considered to be appropriate for expansion should be excluded from the Green Belt it does not follow that all inset villages are considered appropriate for expansion. Since the Structure Plan was approved in 1980 some villages have experienced significant expansion and others have outstanding commitments for housing development, those villages remain inset in the Green Belt even though it is not intended that all should expand further. No villages have been inset under the provisions of Structure Plan Policy E10.

Inspector's Conclusions

D66.4 The objection site is an open agricultural field that is part of the countryside setting of Dunnington. It provides a clear and substantial gap between the village and the industrial estate to the south. This gap defines the built-up area of the village and separates it from the industrial area, and as such it makes an important contribution to the character of Dunnington. If it were to be excluded from the Green Belt it would open up the possibility of development which would encroach into the countryside and would result in a continuous finger of development extending southwards from the village. This

would markedly detract from the form and setting of the village and would thereby harm the rural setting of York. I consider that the objection site performs important Green Belt functions.

D66.5 I have indicated elsewhere that, although villages may be inset in accordance with Structure Plan Policy E10 to allow for their future expansion, it may also be appropriate to inset villages under other circumstances. In particular this will apply where the village is already substantial and is densely developed so that the built up area cannot be said to perform any Green Belt function. In such cases the setting of the village may well continue to be important in contributing to the special character of York. I agree with the Council that Dunnington is such a village. I have given my views earlier on the general need for land to be excluded from the Green Belt for future development, but I can see no specific reasons why land should be excluded from the Green Belt around Dunnington where it performs specific, legitimate and important Green Belt functions, as is the case here.

Recommendation

D66.6 I recommend that no change be made to the Local Plan.

D67 NORTH OF YORK ROAD: DUNNINGTON

Case for the Objector

G1608D D Sherry

D67.1 The inclusion of the objection site within the Green Belt is not essential to any of the defined functions of the Green Belt. The Green Belt boundary is drawn too tightly around Dunnington and is therefore unlikely to endure. There is a need to provide for the continued controlled growth of settlements in order to cater for locally generated housing need. The exclusion of this site from the Green Belt would allow for its development with a small good quality residential development which would introduce a greater choice of sites in the village in accordance with the advice in PPG3. The boundaries of the site would be appropriate for the Green Belt.

Reply by the Council

D67.2 The objection site lies on the north side of York Road on rising ground and is visually prominent from many viewpoints. It has open countryside on three sides and in terms of its character is part of that countryside. The site is poorly related both physically and visually to Dunnington. Any development on the site would be seen as an intrusion into the countryside. In the preparation of the Greater York Study the continuing expansion of villages such as Dunnington was considered, but it was concluded that the scale of development required could not be accommodated without significant damage to the environment and character of the villages which would threaten the rural setting of the city. Planning permission exists for substantial residential development in Dunnington. In the Greater York area there is a sufficient range of sites to meet the long term needs of the area.

Inspector's Conclusions

D67.3 The objection site is a visually prominent site on the approach to the village along York Road. In this approach the site appears as part of the countryside lying outside the built-up framework of the village and forming an important part of the rural setting of the village. Any development of the site would be an encroachment into the countryside contrary to Green Belt objectives. Development of the site would be especially badly related to the existing pattern of settlement and surrounding land uses and would therefore be contrary to the advice in PPG3.

D67.4 I have indicated earlier my views on the need for development land around Dunnington. This particular site is especially poorly related to the village, and I think it unlikely that it should be excluded from the Green Belt even if any specific need had been shown.

Recommendation

D67.5 I recommend that no change be made to the Local Plan.

D68 MURTON INDUSTRIAL ESTATE

Case for the Objectors

G1029 Murton Parish Council
G2063A R Johnson

G1596D Osbaldwick Parish Council

D68.1 The objection site is primarily a rural area which lies close to Murton village. Although the Livestock Centre and Museum of Farming have large buildings they retain their rural character due to their location within large sites. Great care is needed in determining the future of an area where traffic is already causing difficulties which should not be increased. It would be better for the whole area to be washed over by the Green Belt, but at least the Museum of Farming should be included in the Green Belt.

Reply by the Council

D68.2 The industrial area is inset as it is one of the larger areas of built development in the Green Belt which should be inset in order to preserve the integrity of the latter as the site serves no Green Belt purposes, and in order to recognise the scale of development that has occurred there and the commitment to further industrial and commercial development. The boundary has been defined so as to ensure that the built-up area remains contained within its existing confines and does not extend into surrounding agricultural land.

D68.3 The Deposit Plan inset boundary no longer relates well to the current use of the site of the Museum of Farming. However, if the inset were to be extended to include the whole of the current site, much of the land added would be open land of an agricultural character. This would lead to a risk of a more intensive and visually intrusive form of development taking place, especially as there are doubts about the future viability of the Museum. As it would be inappropriate to include only part of the site in the inset, on balance it would be better to exclude the whole of it which would recognise its generally open quality. The southern boundary of the site is well defined and capable of acting as a satisfactory Green Belt boundary.

Case for the Supporters

G0488B M Hammil

D68.4 There is obvious justification for an inset here.

Inspector's Conclusions

D68.5 I share the Council's view that the size and generally built-up quality of this industrial area means that the main built-up area cannot be said to perform any Green Belt functions. Its exclusion from the Green Belt in recognition of this, rather than to allow for further development, is fully justified.

D68.6 I am, however, concerned at the inclusion in the inset of part of the site of the Museum of Farming. Although the main buildings and parts of the open areas are included, the railway track and 'Viking village' are excluded. In the absence of any well defined boundaries between the different parts of

the site this is inappropriate and either all or none of the site should be included in the Green Belt. Only parts of the site are built-up and I consider on balance that the site is more correctly regarded as being generally open land, related to the surrounding open land and performing similar Green Belt functions. The whole of the Museum site should be included in the Green Belt.

Recommendation

D68.7 I recommend that the Yorkshire Museum of Farming be included in the Green Belt.

Case for the Objector

G0783B Estate of the late Mr G E Bowman

D69.1 The land is of little importance in terms of its landscape quality and is already developed on its southern and western fringes. In visual terms it forms part of the industrial area to the west. It should be excluded from the Green Belt as has been that industrial area. The existing excluded industrial area is now substantially developed and the objection site would be a sensible extension to that development and in line with national aims of making proper provision for industrial land.

Reply by the Council

D69.2 In terms of its character and function the objection site is part of the open agricultural land extending northwards and eastwards away from the industrial area. The site is clearly separated from the industrial area by Common End Lane and forms part of the countryside. Any development of the site would be an encroachment into the countryside and would erode the rural character of the land around York. Sites for development for employment purposes which do not conflict with Green Belt objectives have been identified in the Greater York Study. The objection site was not so identified and there is no need for the site to be developed for employment purposes.

Inspector's Conclusions

D69.3 There is a clear distinction visually between the industrial development to the west of Common End Lane and the open agricultural land to the east. I therefore do not agree that the site is visually part of the industrial estate. In my view it is clearly part of that open countryside. Any development of the site would be an encroachment into the countryside and would result in an erosion of the rural area around York contrary to Green Belt objectives.

D69.4 My general views on future land needs are given earlier in this report. I can see no strong case to exclude this site from the Green Belt in order to provide for possible future needs for employment land.

Recommendation

D69.5 I recommend that no change be made to the Local Plan.

D70 WEST OF INDUSTRIAL ESTATE: ELVINGTON

Case for the Objectors

G1423A D J C Shaw G1794A D E Shaw

D70.1 The existing industrial estate is in fragmented ownership and has evolved without any co-ordination, especially as regards access. It is of low quality in its layout and design and is poorly screened. The 16 ha or so of low quality agricultural land to the west could form a natural and superior extension to it without compromising the fundamental principles of the Green Belt. Access to the new estate could also serve the existing site. The objection site is well defined by substantial hedgerows so that development on it would not be intrusive. Although one result would be the virtual linking of two industrial insets, this would be a matter of no consequence.

D70.2 Such a development would be beneficial to the local economy. The additional potential land for employment development would extend the choice available, and could form part of a strategic reserve if it were not needed for immediate development.

Reply by the Council

D70.3 The site forms part of the general area of open countryside around York which contributes to its general character. Inclusion in the Green Belt prevents the uncontrolled growth of the existing estate as well as preventing it merging with that at the airfield. There is no shortfall in the amount of potential employment land that has been identified, and this site has never been identified for this purpose in any study of possible future sites.

Case for the Supporters

G0038G Elvington Parish Council	G0070D Mrs M Ingledeu	G0273G Mrs E Withers
G0348F J A Stark	G0379F D A Ashton	G0388F J D C Sussex
G0389F M Gillett	G0390F Mrs J V Gillett	G0392F C S Duncan
G0393F T, S & Ms S A Bell	G0394F Ms O M Wilson	G0395F S Atkinson
G0396F Dr H C K Laljee	G0397F Mrs M Laljee	G0398F Mrs S M Harland
G0400F F Barnett	G0401F J W Robinson	G0402F R Windle
G0404F Mrs M Dobson	G0405F B Dyson	G0406F K Dyson
G0408F J Tomlinson	G0410F Mrs C O Naylor	G0411F Ms M L Popplewell
G0415F Ms A Tomlinson	G0416F Mrs M M Freke	G0417F Ms M M Robinson
G0418F R G Hart	G0420F P A Hart	G0421F Ms S E Hague
G0423F A Farrah	G0478F R E Ingledeu	G0631G J M E Beckwith
G0633G J C Nicholson	G0634G Mrs M Nicholson	G0635G Ms J M Sunley
G0637G Mrs F E Maltby	G0638G K E Watson	G0639G Mrs A Headlan
G0641G Mrs P Mackintosh		G0642G Ms J A Bailey
G0644G Miss E Johnson	G0645G C Williams	G0646G S Willis
G0749F Mrs E Roberts	G0750F P D Roberts	G0753F Ms C Mooney
G0756F N Fidler	G0760F Ms K E Stark	G0761F C E J Stark
G0782F R S Sage	G0793F Mrs E R Sage	G0800F Mrs P Garratt
G0876F P Trifunovic	G0881F M & Mrs J Challis	
G0905F M G Medlar	G0907E Mrs D Simpson	G0908E D I Simpson
G0918F S Richardson	G0954F Ms L R Anderson	G0955F Mrs M Baldwin
G0938F Mrs Y Spencer	G0939F Mrs E Holland	G0962F P Heptinstall
G1007F D Sutherland	G1013F D J Wardle	G1014F J Cahill
G1026F G Staples	G1043F S Caspy	G1044F Mrs P Hullah
G1067F Dr C J Mellow	G1129F Ms J Williams	G1130F I Williams
G1132F A D Mohun-Smith	G1133F Mrs J Dixon	G1134F Dr H W H Coultas
G1136F W A Gratton	G1137F Mrs J Ingleby	G1138F A Ingleby
G1140F D Fenton	G1141F Ms H Fenton	G1142F Ms D Lumb
		G0917F R A Starks
		G0956F J A Baldwin
		G1006F Ms J Nundy
		G1025F Mrs A M Staples
		G1058F P L Coultas
		G1131F Ms V M M Wigley
		G1135F C H Gratton
		G1139F P Gales
		G1143F A F Lumb

G1144F C Theedon	G1145F Mrs M Newsham	G1146F A D Newsham	G1147F M H Droncy
G1148F D Hamson	G1149F Ma S E Hamson	G1150F F F Cresswell	G1151F Mrs S Carrigan
G1152F D Carrigan	G1153F L J Ellis	G1154F Mrs A M Ellis	G1155F J A Wormald
G1156F I Wormald	G1157F Ms R Tozer	G1158F Mrs J Willis	G1159F D J M Rowe
G1160F Mrs L Rowe	G1161F M F Curtis	G1162F Ms J F Curtis	G1163F I W Wilson
G1164F Mrs I P Wilson	G1165F Ma F Godliman	G1166F M Godliman	G1167F Ms D Godliman
G1168F M Godliman	G1169F J F Rushton	G1170F Ms A Rushton	G1171F N Egan
G1172F Mrs J Egan	G1173F P & Mrs N Wells	G1174F Ms M Wells	G1175F Miss A L Billen
G1176F Mrs E B Billen	G1177F A D Billen	G1178F Ms A Hovington	G1179F S Hovington
G1180F Mrs J M Ayre	G1181F R J A Ayre	G1184F Mrs J Scott	G1185F A Norton
G1781D T C Tozer	G1773F L Hutchinson	G1774F Mrs S Hutchinson	G1777F M Marshall
G1807G A Saberton	G1808G Ms V J Saberton	G1844G Mrs G M Jones	G1845G J Farley
G1846G Mrs D Farley	G1850G B & Heap	G1853F P Collingwood	G1856F Mrs I M Collingwood
G1857F A R Harrop	G1858F R K Turpin	G1859F Mrs J Turpin	G1860F Mrs M Harrop
G1862F Ms P Kozyra	G1863F P Kozyra	G1864F D Selhurst	G1865F S Challis
G1866F J Sanderson	G1867F Mrs J Russell	G1868F D Russell	G1869F S F Andrews
G1870F Mrs L P Dove	G1871F A Dove	G1872F Mrs G Dean	G1873F G Dean
G1874F Mrs J Simpson	G1875F A W Rogerson	G1876F Ms M Rogerson	G1878F K S Grainger
G1879F Mrs B Grainger	G1880F K A Holmes	G1881F Ms J D Holmes	G1892F I D Swainoy
G1893F Ms A U M Swainoy		G1909F Mrs B Sykes	G1912F R Sykes
G1915F M Mackintosh	G1916F Ms J Mackintosh	G1917F B Bundy	G1918F C Bundy
G1922F Mrs R Tozer	G1935F Ma J Hodgson	G1936F B A Hodgson	G1938F Mrs W Bundy
G1944F G Rowland	G1945F Ms R D Merriman	G1946F J Merriman	G1956F Mrs G C Payne

D70.4 Development of this land would not meet any local need and would result in the loss of open countryside and harm to the character of the village. There would be even more HGVs passing through the village to increasingly harmful effect.

Inspector's Conclusions

D70.5 The site is an area of mainly open agricultural land lying well within the general extent of the Green Belt. There is nothing to distinguish it from any other open part of the Green Belt apart from its proximity to the existing industrial estate. Although I accept that development on the objection site could be screened, this argument could be applied in favour of the exclusion of many other areas of open land in the Green Belt. The existing industrial estate is inset to recognise the development that has taken place already. Further incursions into the Green Belt would be likely to weaken its effectiveness and be contrary to its objectives.

D70.6 The existing industrial estate is indeed low in its visual quality and poorly laid out. Although development of the objection site might provide an opportunity to provide a new joint access I can see little other advantage in terms of the improvement of the quality of existing development. At the same time, however careful the screening of the new development might be, it is likely that the overall visual effect would be to exacerbate the visual intrusion of the existing industrial estate.

D70.7 I have given earlier my general views on the exclusion of land for future development from the Green Belt.

Recommendation

D70.8 I recommend that no change be made to the Local Plan.

D73 WEST OF AIRFIELD INSET: ELVINGTON

Case for the Objectors

G0492A Ministry of Defence

D73.1 This site, which is close to the industrial estate inset, should be excluded from the Green Belt so as to enable development of an industrial type.

Reply by the Council

D73.2 The site comprises a concrete apron some 16 ha in size which adjoins the taxi area to the north without any distinguishing feature. The land to the east has been inset in recognition of the development that has already occurred there, whereas the objection site is open in character and performs Green Belt functions. There is no overriding need for land for industrial development which might justify its exclusion from the Green Belt.

Inspector's Conclusions

D73.3 This land lies well within the general extent of the Green Belt. Although it is hard surfaced it remains open and is otherwise indistinguishable from the surrounding Green Belt. Land to the east was inset not to provide for additional development land but to acknowledge the development that had occurred there already. Although the necessity for this in the case of such a relatively small area is perhaps doubtful, I can certainly see no justification for extending the inset to include land currently open so as to allow for its future development. This would weaken the effectiveness of the Green Belt and could only be considered if wholly exceptional circumstances applied.

D73.4 Although such a large unused area of concrete is certainly unusual in the Green Belt or elsewhere I do not regard it as forming such an exceptional circumstance. The provision of further potential employment development land would be an advantage, but this site lies away from the built-up area of York and not far from the outer boundary of the Green Belt and has no obvious overriding locational advantage over any other area of open land within the general extent of the Green Belt. I consider that the continued openness of the land serves clear Green Belt functions and that there is no special justification for excluding it from the Green Belt.

Recommendation

D73.5 I recommend that no change be made to the Local Plan.

D75 CHURCH LANE: ELVINGTON
D78 WEST OF ELVINGTON

NB These sites lie to the west of Elvington and adjoin each other. Site D75, which lies within the village inset in the Deposit Plan, is much the smaller of the two and is subject to a Proposed Change by the Council which would include it within the Green Belt. The case for the first group of objectors relates mainly to site D75 but also includes comments made by many of them in support of the continued inclusion of site D78 in the Green Belt.

Case for the Objectors

G0038A, D & E Elvington Parish Council		G0054 & G5039 Ms N Brandon
G0079A, C & D, G5056 Mrs M Ingledew		G0080 G & Mrs A Walker
G0140 & G5035 Mrs J J Woodford	G0159 Mrs B Farrab	G0176 M D Lamb
G0182 Mrs B M Lamb	G0229 & G5143 C J Wigley	G0273A, D & E Mrs E Withers
G0348A, B & C, G5007 J A Stark	G0379A, B & C, G5136B D A Ashton	G0387A, B & C V J Sussex
G0388A, B & C J D C Sussex	G0389A & B, G5043 M Gillett	G0390A, B & C, G5044 Mrs J V Gillett
G0391A, B & C Mrs J Duncan	G0392A, B & C C S Duncan	G0393A, B & C T, S & Ms S A Bell
G0394A, B & C Ms O M Wilson	G0395A, B & C S Atkinson	G0396A, B & C Dr B C K Laljee
G0397A, B & C Mrs M Laljee	G0398A, B & C Mrs S M Harland	G0399A, B & C E E Barnett
G0400A, B & C F Barnett	G0401A, B & C J W Robinson	G0402A, B & C R Windle
G0403A, B & C Ms E Windle	G0404A, B & C Mrs M Dobson	
G0405A, B & C B Dyson	G0406A, B & C K Dyson	G0407A, B & C Mrs D Caffrey
G0409A, B & C J Tomlinson	G0410A, B & C Mrs C O Naylor	G0411A, B & C Ms M L Puppewell
G0412 Ms D Atkin	G0413 Mrs D Thompson	G0414 F E Atkin
G0415A, B & C Ms A Tomlinson	G0416A, B & C Mrs M M Freke	G0417A, B & C Ms M M Robinson
G0418A, B & C, G5058 Ms M E Knight	G0419A, B & C R G Hart	G0420A, B & C P A Hart
G0421A, B & C Ms S E Hague	G0422A, B & C P Brewer	G0423A, B & C, G5010 A Farrah
G0478A, C & D, G5100 R E Ingledew	G0631C, D & E J M E Beckwith	G0632C, D & E, G5101 Mrs M Rodgers
G0633C, D & E, G5021 J C Nicholson	G0634C, D & E, G5022 Mrs M Nicholson	G0635C, D & E, G5029 Ms J M Sunley
G0636C, D & E, G5042 J M Sunley	G0637C, D & E Mrs F E Maltby	G0638C, D & E K E Matson
G0639C, D & E Mrs A Headlan	G0640C, D & E, G5037 D J Headlan	G0641C, D & E Mrs P Mackintosh
G0642C, D & E Ms J A Bailey	G0643C, D & E I M Bailey	G0644C, D & E Miss B Johnson
G0645C, D & E C Williams	G0649C, D & E, G5023 S Willis	G0715A, B & C Mrs M Medlar
G0749A, C & D, G5111 Mrs E Roberts	G0750A, C & D, G5112 P D Roberts	G0753A, C & D, G5003 Ms C Mooney
G0755A, C & D R Dobbs	G0756A, C & D, G5045 N Fidler	G0760A, C & D, G5006 Ms K E Stark
G0761A, C & D, G5008 C E J Stark	G0790A, C & D, G5098 T D Nundy	G0792A, C & D R S Sage
G0793A, C & D Mrs E R Sage	G0800A, C & D, G5061 Mrs P Garratt	G0801A, C & D, G5069 C J Garratt
G0876A, C & D P Trifunovic	G0881A, C & D M & Mrs J Challis	G0882A, C & D, G5047 K Madham
G0905A, C & D M G Medlar	G0907C & D Mrs D Simpson	G0909C & D D I Simpson
G0917A, C & D, G5094 R A Starks	G0918A, C & D S Richardson	G0950 & G5057 Rev S H Knight
G0954A, C & D Ms L R Anderson	G0955A, C & D Mrs M Baldwin	G0956A, C & D J A Baldwin
G0958A, C & D Mrs Y Spencer	G0959A, C & D Mrs E Holland	G0982A, C & D Y Heptinstall
G1006A, C & D, G5099 Ms J Nundy	G1007A, C & D Ms B Sutherland	G1013A, C & D, G5026 B J Hardle
G1014A, C & D J Cahill	G1025A, C & D, G5071 Mrs A M Staples	G1026A, C & D, G5072 G Staples
G1043A, C & D, G5041 S Campy	G1044A, C & D, G5046 Mrs F Hallah	G1058A, C & D, G5089 P L Coultas
G1067A, C & D Dr C J Mellor	G1129A, B & C Ms J Williams	G1130A, B & C I Williams
G1131A, B & C, G5144 Ms V M M Wigley		G1132A, B & C A D Mohun-Smith
G1133A, B & C Mrs J Dixon	G1134A, B & C, G5070 Dr H W H Coultas	
G1135A, B & C C H Gratton	G1136A, B & C W A Gratton	G1137A, B & C Mrs J Ingleby
G1138A, B & C A Ingleby	G1139A, B & C, G5062 P Gales	G1140A, B & C D Fenton
G1141A, B & C Ms R Fenton	G1142A, B & C Ms D Lamb	G1143A, B & C A P Lamb
G1144A, B & C, G5051 C Theodm	G1145A, B & C Mrs M Newsham	G1146A, B & C A D Newsham
G1147A, B & C M E Dromey	G1148A, B & C D Harrison	G1149A, B & C Ms S E Harrison
G1150A, C & D, G5054 P F Crosswell	G1151A, C & D Mrs S Carrigan	G1152A, C & D D Carrigan
G1153A, C & D L J Ellis	G1154A, C & D Mrs A M Ellis	G1155A, C & D J A Wormald
G1156A, C & D I Wormald	G1157A, C & D, G5126 Ms R Toxer	G1158A, C & D Mrs J Willis

G1159A, C & D	G5142 D J M Rowe	G1160A, C & D	G5142 Mrs L Rowe	G1161A, C & D	M F Curtis
G1162A, C & D	Ma J F Curtis	G1163A, C & D	T W Wilson	G1164A, C & D	Mrs I P Wilson
G1165A, C & D	Ms F Godliman	G1166A, C & D	M Godliman	G1167A, C & D	Ms D Godliman
G1168A, C & D	M Godliman	G1169A, C & D	J F Rushton	G1170A, C & D	Ms A Rushton
G1171A, C & D	G5014 N Egan	G1172A, C & D	G5015 Mrs J Egan	G1173A, C & D	P & Mrs N Wells
G1174A, C & D	Ms M Wells	G1175A, C & D	Miss A L Billen	G1176A, C & D	Mrs E B Billen
G1177A, C & D	A D Billen	G1178A, C & D	Ms A Hovington	G1179A, C & D	S Hovington
G1180A, C & D	G5018 Mrs J H Ayre	G1181A, C & D	G5019 B J A Ayre	G1426A, C & D	P R Snowden
G1427A, C & D	Mrs C Snowden	G1434A, C & D	Mrs J Scott	G1435A, C & D	A Norton
G1761A, B & G	G5128 T C Tozer	G1773A, B & E	L Hutchinson	G1774A, B & E	Mrs S Hutchinson
G1777A, B & E	M Marshall	G1807A, B & D	A Saberton	G1808A, B & D	G5034 Ma V J Saberton
G1844A, B & D	G5043 Mrs G M Jones	G1845A, B & D	J Farley	G1846A, B & D	Mrs D Farley
G1850A, B & D	B A Heap	G1855A, B & C	F Collingwood	G1856A, B & D	Mrs I M Collingwood
G1857A, B & D	A R Harrop	G1858A, B & D	R K Turpin	G1859A, B & D	Mrs J Turpin
G1860A, B & D	Mrs M Harrop	G1862A, B & D	Ms P Kozyra	G1863A, B & D	P Kozyra
G1864A, B & D	B Selhurst	G1865A, B & D	S Challis	G1866A, B & D	J Sanderson
G1867A, B & D	Mrs J Russell	G1868A, B & D	D Russell	G1869A, B & D	S P Andrews
G1870A, B & D	Mrs L P Dove	G1871A, B & D	A Dove	G1872A, B & D	Mrs G Dean
G1873A, B & D	G Dean	G1874A, B & C	Mrs J Simpson	G1875A, B & C	A W Rogerson
G1876A, B & C	Ms M Rogerson	G1878A, B & C	K S Grainger	G1879A, B & C	Mrs H Grainger
G1880A, B & C	K A Holmes	G1881A, B & C	Ms J D Holmes	G1892A, B & C	I D Swanney
G1893A, B & C	Ms A U M Swanney	G1900A, B & C	Mrs H Sykes	G1912A, B & C	R Sykes
G1915A, B & C	M Mackintosh	G1916A, B & C	Ms J Mackintosh	G1917A, B & C	D Bundy
G1918A, B & C	C Bundy	G1922A, B & C	G5127 Mrs R Tozer	G1935A, B & C	Ms J Hodgson
G1936A, B & C	B A Hodgson	G1938A, B & C	Mrs M Bundy	G1944A, B & C	G Rowland
G1945A, B & C	Ms R D Merriman	G1946A, B & C	G5031 J Hacciman	G1955	E Macphail
G1956	Ms K Macphail	G1966A, B & C	Mrs G C Payne	G1967	Rev J R Payne
G5009	Ms M Ferrah	G5013	Ms L A Bell	G5025	Mrs Wardle
G5129M	G Whipp				

D75.1 Elvington has grown but its linear shape and form have been maintained. It is not a service village and further development to provide for in-migration rather than local needs would be inappropriate. Tight boundaries to the inset are necessary. Site D76 is open land excluded from the Green Belt to allow for development to take place. Sites D75 and D78 should both be excluded from the Green Belt. The traffic generated by new development on either site would be very harmful to the character to the village and to the amenities of its residents.

G1423C D J C Shaw

G1794B D E Shaw

D75.2 The Green Belt is drawn too tightly around Elvington with no provision being made for the period after 1996. It is a service village with a range of services and facilities which would benefit from new development. The latter would not harm the character of the village and could take place over time to aid its absorption. Recent development in the village has not been of a distinctive character and has been unrelated to its existing character.

D75.3 The bulk of site D78 should be excluded from the Green Belt to allow for future development, although the southern part comprising site D75 and the land to the west of it should be included in the Green Belt in view of the pleasant and distinctive character of Church Lane. The land to be excluded is not of high grade agricultural or amenity value, lacks any fundamental Green Belt functions and its development would be a logical extension to the existing residential area. Although it is accepted that the edge of the existing built-up area could form a satisfactory Green Belt boundary, the boundaries of the objection site running east/west are also well defined and a substantial landscaped boundary could be formed at the western end of the site to provide an enduring edge to the settlement. Similar boundaries have been produced elsewhere, and would in this case be an opportunity to provide proper screening of the western side of Elvington.

D75.4 Site D75 should continue to be excluded from the Green Belt in order to allow the development of up to some 20 dwellings, at appropriate density, to occur there. This would help to satisfy the housing requirements of York. The site is enclosed on two sides by existing residential development and by a substantial mature hedge on the south side. It is better related to the core of the existing village than is site D76 which the Council also include in the inset in the Deposit Plan in order to allow development. The development of site D75 would be a logical rounding off of the village, would not conflict with the aims of the Green Belt and would not encroach into the countryside. The Planning Officer's Report to the Council on the objections made to the exclusion of the site from the Green Belt (Doc A12) indicates that he shared this view at the time that the report was written. It is absurd to suggest that the character of Church Lane is in any way related to the character of the historic city of York.

D75.5 The land which should be excluded from the Green Belt should ideally be that part of field OS 7340 east of the fence and shallow ditch. This runs some 38 m west of the line shown on the Deposit Plan which is not visible on the ground. The small additional amount of land excluded from the Green Belt would make no practical difference to any development scheme's appearance of being a rounding off of the village, and if it were felt to be necessary could be left as part of the unbuilt-upon parts of the curtilage of the new dwellings. Access to the site from Church Lane would require some widening of that road and some breach of the hedgerow protected by a Tree Preservation Order. It might be possible to obtain access from the site to the north, although that is in separate ownership. In any event, any difficulties relating to access or to the effects of the Tree Preservation Order could be dealt with under normal development control procedures. The extent of any effect on the character of Church Lane would be a matter of degree.

Reply by the Council

D75.6 These sites are part of an area of relatively flat countryside which fulfils a number of Green Belt functions including the preservation of the character of York by protecting the rural setting of one of the villages close to it, and the safeguarding of the countryside from further encroachment. It is necessary to have a tight inset boundary to Elvington to regulate its shape and size. There is sufficient land elsewhere within the inset for future development, especially at site D76.

D75.7 Site D78 has a western boundary which does not follow any identifiable feature on the ground and which would therefore inappropriate as a Green Belt boundary. The Council's position on site D75 has been reassessed in view of the extent of local feeling concerning the value of Church Lane. The site should be excluded from the Green Belt (Proposed Change No 11). If it were to continue to be excluded from the Green Belt the western boundary would either not exist on the ground or, if it were moved to follow the ditch, would follow a very weak feature.

Case for the Supporters

G0907C Mrs D Simpson

G0908C D I Simpson

D75.8 The inclusion of site D78 in the Green Belt is supported.

Inspector's Conclusions

D75.9 I indicate later in relation to site D76 that I note that the Council's general view is that provision can be made for new development over the lengthy period of the Plan without any general need to expand villages in the Green Belt beyond their general confines. As the Green Belt is an instrument which must involve some restraint of development in certain areas it is however desirable that land should not be included in it where it does not perform a substantial Green Belt function, especially where that land might otherwise be capable of making some contribution towards the provision of land for future development.

D75.10 It is doubtful whether Elvington at the present time can be accurately described as a linear village, but certainly development does not extend to any great depth, and certainly further development to the west would greatly affect its shape and character. It would be visible from a number of points, and would appear to be an encroachment into the wider area of open countryside to the west which forms an important integral part of the Green Belt. I consider that site D78 should remain open in order to fulfil Green Belt functions.

D75.11 Site D75 is more enclosed, and has a much more close relationship with the village. Its basic character remains however more one of open countryside than of an open part of the village, and it adds to the character of the village by its important contribution to its setting. This in turn makes a contribution to the character of the setting of York. The contribution is inevitably small compared to that made by sites adjoining or close to York itself, but it is nonetheless one part of the principal function of the Green Belt. I consider that site D75 should remain open in order to fulfil Green Belt functions. Even if I were to consider that there was an overriding need to make further provision of land for future development, it would be inappropriate to exclude this site from the Green Belt when there are likely to be difficulties in relation to the provision of an access to the site which would not cause harm to the character of the village or the amenities of its existing residents.

Recommendation

D75.12 I recommend that site D75 be included in the Green Belt as set out in Proposed Change No 11.

D76 NORTH OF YORK ROAD: ELVINGTON

Case for the Objectors

G0976M Persimmon Homes (Yorkshire) Ltd

D76.1 When considered in relation to the policies of the approved Structure Plan, this site is not as appropriate for housing development as that at Water Lane, Clifton.

Reply by the Council

D76.2 Comparison with other potential housing sites is not relevant to the definition of the Green Belt. The objection site consists of some 4.4 ha of land mainly in arable use, although part contains the remains of a military camp. There is a tree belt to the south and a very substantial tree screen to the north west, the latter protected by a Tree Preservation Order. It is well defined on all sides by boundaries which are readily recognisable and capable of enduring. It is not visually related to the open land to the north west and performs no Green Belt functions.

D76.3 The site was excluded from the Green Belt in the draft Selby Rural Areas Local Plan of 1985/6, where it formed part of a strategic reserve. It was identified in the Greater York Study as a site capable of accommodating new housing after 1996 without compromise to the objectives of the Green Belt.

Case for the Supporters

G0783A The Trustees of G E Bowman (Dec'd)

D76.4 This land has been identified for future housing development for many years in a number of non-statutory plans. It forms an important part of the current strategy for such provision. No objection to its development has been made by the Parish Council.

Inspector's Conclusions

D76.5 The objection site is open land linked to existing development only by a school set in open grounds. There are a few wartime remains on the site, but this occurs in much of the open land properly included in the Green Belt, including sites D73 and D74 and land to the north along Dauby Lane. It is partly screened from York Road, but is clearly visible from Dauby Lane, although there is a thick tree screen to the north west. Such partly separated sites are however not uncommon in the Green Belt as a whole, and the Council have elsewhere normally included them in the Green Belt.

D76.6 The Council state in Doc NY/107 that villages have been inset in order to recognise their existing character rather than to allow for expansion under Structure Plan Policy E10. The criteria used to determine whether or not to inset a particular village are the extent of existing growth, the extent to which they are generally built-up in character, and the level of facilities they contain. I accept that the existing village of Elvington satisfies these criteria and that it is logical and consistent with the remainder of the Local Plan to inset it within the Green Belt. This does not, however, explain or

justify the extension of the inset to include an area of open land lying outside the village and not well related to it in terms of the shape or character of the latter.

D76.7 The site has been identified in the past as having potential for residential development, but it is not committed by any current planning permission or detailed proposals. Although it is listed in the Greater York Study as a potential development site, it does not form part of any adopted Plan, and its development would appear to be contrary to the Council's general overall strategy in that it would extend the development of a village in the Green Belt well beyond any possible definition of its current boundaries into the general area of open land beyond it.

D76.8 It is of course important that the Green Belt should not be defined so as to preclude proper provision for development over the lengthy period of the Plan. It is, however, the Council's general view that such provision can be made, possibly by means of a New Settlement, without the need to expand villages in the Green Belt beyond their general existing confines. The proposed expansion of Earswick is for wholly exceptional reasons unrelated to this general policy. I consider that the exclusion of the objection site from the Green Belt would be harmful to the objectives of the Green Belt and inconsistent with the Council's general approach elsewhere in the Plan.

Recommendation

D76.9 I recommend that site D76 be included in the Green Belt.

D77 EAST OF WHITE HOUSE GROVE: ELVINGTON

Case for the Objectors

G0783D The Trustees of G E Bowman (Dec'd)

D77.1 Elvington satisfies the requirements of Structure Plan Policy E10 for a service centre village which should be excluded from the Green Belt to allow for expansion. The only substantial undeveloped site in the Deposit Plan inset is D76. Notwithstanding the proposed New Settlement, small scale village expansion is an important means of providing for future housing development.

D77.2 Development of the objection site would have little impact on the appearance of the village, which has been developed in depth over many years and cannot correctly be described as a linear village. The site has development on two sides and is not open countryside. Its development following exclusion from the Green Belt would be a planned development, not sprawl. There are no difficulties which would prevent development with basic services, including foul or surface water drainage, water supply and educational provision.

Reply by the Council

D77.3 The site comprises about 7 ha of agricultural land. The northern boundary does not follow any identifiable features on the ground and would therefore not be an appropriate Green Belt boundary.

D77.4 The site performs important Green Belt functions in protecting the special character of York by maintaining the rural character of the land around it, in preventing the uncontrolled growth of Elvington, whose limits of development it lies beyond, and in safeguarding the countryside from further encroachment. Development on the site would be visually intrusive from various points outside the village. The large scale expansion of small villages in the Green Belt is not part of the Council's strategy. The long term housing requirements of the area can be accommodated elsewhere without the need to exclude this site from the Green Belt.

Case for the Supporters

G0038C	Elvington Parish Council	G0070B	Mrs M Ingledeu	G0273C	Mrs E Withers
G0368D	J A Stark	G0379D	D A Ashton	G0388D	J D C Sussex
G0389D	M Gillett	G0380D	Mrs J V Gillett	G0392D	C S Duncan
G0393D	T, S & Ms S A Bell	G0394D	Ms O M Wilson	G0395D	S Atkinson
G0396D	Dr H C K Laljee	G0397D	Mrs M Laljee	G0398D	E E Barnett
G0400D	F Barnett	G0401D	J W Robinson	G0402D	R Windle
G0404D	Mrs M Dobson	G0405D	B Dyson	G0406D	K Dyson
G0409D	J Tomlinson	G0410D	Mrs C O Faylor	G0411D	Ma M L Popplewell
G0415D	Ms A Tomlinson	G0416D	Mrs M M Freke	G0417D	Ma M M Robinson
G0418D	R G Hart	G0420D	P A Hart	G0421D	Ms S E Hague
G0423D	A Farrah	G0478B	R E Ingledeu	G0631B	J M E Beckwith
G0633B	J C Nicholson	G0634B	Mrs M Nicholson	G0635B	Ms J M Sunley
G0637B	Mrs F E Maltby	G0638B	K E Metson	G0639B	Mrs A Seadian
G0641B	Mrs P Mackintosh	G0642B	Ms J A Bailey	G0643B	I M Bailey
G0644B	Miss E Johnson	G0645B	C Williams	G0646B	S Willis
G0748E	Mrs E Roberts	G0750E	P D Roberts	G0753E	Ms C Mounsey
G0756E	N Fidler	G0760E	Ms K E Stark	G0761E	C E J Stark
				G0773C	Mrs E Withers
				G0388D	J D C Sussex
				G0392D	C S Duncan
				G0395D	S Atkinson
				G0398D	E E Barnett
				G0403D	Ms E Windle
				G0407D	Mrs D Gaffrey
				G0418D	Ms M E Knight
				G0422D	F Brower
				G0632B	Mrs M Rodgers
				G0636B	J M Sunley
				G0640B	D J Seadian
				G0715D	Mrs H Medlar
				G0755E	R Debbin
				G0790E	T D Bundy

G0792E R S Sage	G0793E Mrs E R Sage	G0800E Mrs P Garrett	G0801E C J Garrett
G0879E F Trifunovic	G0881E M S Mrs J Challis	G0882E K Wadham	
G0905B M G Medlar	G0907A Mrs D Simpson	G0908A D I Simpson	G0917B R A Starks
G0918B S Richardson	G0954B Ma I R Anderson	G0955B Mrs M Baldwin	G0956B J A Baldwin
G0958B Mrs Y Spencer	G0959B Mrs E Holland	G0982B P Heptinstall	G1006B Ms J Wandy
G1007B D Sutherland	G1013B D J Wardle	G1014B J Cahill	G1025B Mrs A M Staples
G1025B G Staples	G1043B S Campy	G1044B Mrs P Hullah	G1058B P L Coultas
G1057B Dr C J Mellor	G1128D Ms J Williams	G1130D I Williams	G1131D Ms V M M Wigley
G1132B A D Mohun-Smith	G1133D Mrs J Dixon	G1134D Dr H W B Coultas	G1135D C H Gratton
G1136D W A Gratton	G1137D Mrs J Ingleby	G1138D A Ingleby	G1139D P Galea
G1149D D Fenton	G1141D Ma B Fenton	G1142D Ms D Lush	G1143D A P Lush
G1144D C Thewdon	G1145D Mrs M Newsham	G1146D A D Newsham	G1147D M H Dromey
G1148D D Barnson	G1149D Ma E E Barnson	G1150B P F Cresswell	G1151B Mrs S Carrigan
G1152B D Carrigan	G1153B L J Ellis	G1154B Mrs A M Ellis	G1155B J A Wormald
G1156B I Wormald	G1157B Ms R Tozer	G1158B Mrs J Willis	G1159B D J M Rowe
G1160B Mrs L Rowe	G1161B M P Curtis	G1162B Ma J F Curtis	G1163B T W Wilson
G1164B Mrs I P Wilson	G1165B Ms F Godliman	G1166B M Godliman	G1167B Ms D Godliman
G1168B M Godliman	G1169B J F Rushton	G1170B Ms A Rushton	G1171B N Egan
G1172B Mrs J Egan	G1173B P & Mrs N Wells	G1174B Ms N Wells	G1175B Miss A L Billen
G1176B Mrs E B Billen	G1177B A D Billen	G1178B Ms A Hovington	G1179B S Hovington
G1180B Mrs J M Ayre	G1181B R J A Ayre	G1426B P R Snowden	G1427B Mrs C Snowden
G1434B Mrs J Scott	G1435B A Norton	G1761C T C Tozer	G1773C I Hutchinson
G1774C Mrs S Hutchinson		G1777C M Marshall	G1807C A Saberton
G1808C Ms V J Saberton	G1844C Mrs G M Jones	G1845C J Farley	G1846C Mrs D Farley
G1850C B A Neap	G1855C P Collingwood	G1856C Mrs I M Collingwood	
G1857C A R Harrop	G1858C R K Turpin	G1859C Mrs J Turpin	G1860C Mrs M Harrop
G1862C Ms P Kozyra	G1863C P Kozyra	G1864C D Selhurst	G1865C S Challis
G1866C J Sanderson	G1867C Mrs J Russell	G1868C D Russell	G1869C S P Andrews
G1870C Mrs L P Dove	G1871C A Dove	G1872C Mrs G Dean	G1873C G Dean
G1874E Mrs J Simpson	G1875E A W Rogerson	G1876E Ma M Rogerson	G1878E K S Grainger
G1879E Mrs E Grainger	G1880E K A Holmes	G1881E Ms J B Holmes	G1892E I D Swanney
G1893E Ms A U M Swanney		G1899E Mrs B Sykes	G1912E B Sykes
G1815E M Mackintosh	G1916E Ms J Mackintosh	G1917E D Bundy	G1918E C Bundy
G1922E Mrs R Tozer	G1935E Ma J Hodgson	G1936E B A Hodgson	G1938E Mrs M Bundy
G1944E G Rowland	G1945E Ms R D Merriman	G1946E J Barrinan	G1965E Mrs G C Payne

D77.5 There is no local need for the development of this land, which would result in a large increase in the size of the village. The traffic it would generate would be a cause of danger. There is land available elsewhere in Elvington for development if necessary, although large scale development would more appropriately be located in a New Settlement. Development on the objection site would act as a precedent for further eastward expansion of the village.

Inspector's Conclusions

D77.6 Although Elvington lies slightly more than 6 miles from the centre of York, its proximity to that radius together with the particular suitability of the River Derwent as an outer boundary justify some extension to the normal extent of the Green Belt in this area. The village can therefore legitimately be regarded as falling within the general extent of the Green Belt but as being inset within the Green Belt in recognition of its existing character. Structure Plan Policy E10 would allow the exclusion of further land from the Green Belt 'where a need for expansion can be established'. No evidence of such a specific need is put forward in relation to the future needs of the village itself.

D77.7 There is certainly some general advantage in maximising the amount of land that is excluded from the Green Belt as a whole in order to allow for the long term development needs of York. This must however be balanced against the effective realisation of the aims of the Green Belt. The Belt is a comparatively narrow one, and its effectiveness would be likely to be severely compromised by the development of land to allow for the substantial expansion of villages such as Elvington that lie within the Green Belt.

D77.8 The site itself is in any event particularly poorly suited for the expansion of the village. It is poorly related to the shape of the existing village, would be visually intrusive and it has a boundary unsuitable for Green Belt purposes.

Recommendation

D77.9 I recommend that no change be made to the Local Plan.

D79 WHELDRAKE: GENERAL

Case for the Objectors

G1090 J McCaie G1091 Mrs McCaie G2034 G D Simpson

D79.1 The inset boundary has been drawn too tightly around Wheldrake leaving insufficient room for development which is required to maintain and improve services and facilities.

Reply by the Council

D79.2 No details have been supplied by the objectors to show where the inset boundary should be relaxed. The maintenance of a tight Green Belt boundary is necessary to ensure that the form and character of the village is not eroded by encroachment into the countryside.

Case for the Supporters

G0188 N Haring	G0189 Mr S Rycroft	G0201 Mr & Mrs B R Barnett	G0207 W L Robbins
G0209 S & S E Hogg	G0225 D J Smith	G0226 W L Blackbird	G0228 G & Ma H Coates
G0234 E W Darrell	G0235 Mrs J G Darrell	G0239 Mr & Mrs S D Paver	G0246 Mr & Mrs W Beaumont
G0242 Mr & Mrs D Mordue	G022A A J Edwards	G0323A G Edwards	G0324 Mrs E Jaynes
G0325A Mrs V T Edwards	G0327 D Monaghan	G0328 Mr & Mrs W T Clark	G0329 C Pattinson
G0330 M Agar	G0331 W & R L Wiltshire	G0332 L D & Mrs G P Hyde	G0333 P Harrison
G0334 P G Croft	G0335 M Bytheway	G0336 The Misses S & K M Hall	
G0337 J C Winter	G0338 Mr & Mrs B Bell	G0339 Mrs M Allen	G0340 Mr & Mrs A Harrison
G0341 Mr & Mrs J Simpson	G0342 Mrs W Lloyd	G0343 Mrs I Smith	G0344 N E Hunter
G0345 Mrs P Agar	G0346 E E & Mrs E C Hyde	G0347 J Cartwright	G0383 K M, G H & S Bishop
G0437 S M & L Walker	G0438 Miss A Palmer	G0439 H Hogg	G0440 R & Mrs J Harriner
G0441 R Seaman	G0442 J F Hickman	G0443 Mrs N C Hickman	G0444 Mrs K Seaman
G0445 Mrs J Rogg	G0446 Mrs V White	G0447 Mr & Mrs M Hutchinson	
G0446 C F Palmer	G0448 J S Sedman	G0450 Miss B Reaston	G0451 D B C Andrews
G0452 I B White	G0454 I & Ms S Rodman	G0455 R P Arnold	G0478 Mrs E Metcalfe
G0480 Miss A Beilby	G0490 Ms C Arnold	G0526 A M Burton	G0615 D C Dick
G0616 Mrs E Neale	G0617 Mr & Mrs J C Wells	G0618 Mr & Mrs B Barraclough	
G0619 Mr & Mrs J Gomersall	G0620 R Roys	G0622 A J Benson	G0623 H Snowden
G0624 Ms S Barr	G0625 R J Watts	G0626 J M Burton	G0627 P Claydon
G0626 M Rogerson	G0628 Ms F Barnes	G0630 I J A Barnes	G0664 Mr & Mrs P Walsh
G0716 S L & Ms A Coates	G0717 Mrs L M Race	G0724 Ms L Minskip	G0725 P N B Monteith
G0726 Mrs E A Monteith	G0727 C M Claydon	G0728 P E Smith	G0729 Mrs V R Smith
G0730 Mrs L Barr	G0731 S Barr	G0732 G Snowden	G0733 P Fox
G0734 A Fox	G0735 Mr & Mrs Walker	G0736 R G Lunn	G0744 Mrs E M Norman
G0745 J E Norman	G0751 Mrs J C Andrews	G0758 Miss J E Tetzner	G0770 T S Davies
G0774 K W & Ms M E Hardgrave		G0786 G Innes	G787 E A Race
G0791 B Ineson	G0869 A Sloane	G0870 Ms P Sloane	G0871 R M H & Ms D Neale
G0872 Mrs J Bell	G0873 R Bell	G0875 W R Reid	G0888 J A Beilby
G0882 R D Ibslow	G0897 Mrs P Thurlow	G0898 Mrs P A Rogerson	G0901 E A Davey
G0903 J Lofthouse	G0909 Ms E Davey	G0929 A Clarke	G0931 E E & J R Scott
G0932 J H Smith	G0939 E B Minora	G0940 Mrs J Minora	G0948 G & K W Smith
G0963 Mrs M A Rowet	G0964 I Plant	G0965 R A Rowet	G0968 S M K Etchells
G0975 Ms R D Etchells	G0977 Ms H E Booker	G1033 Dr & Mrs J S Ditch	G1037 M Kirkland
G1054 P Savage	G1055 Ms L Savage	G1060 Wheldrake Parish Council	
G1061 Ms C Plant	G1062 Mrs G Campbell	G1063 Mr & Mrs F Severn	G1079 B M Ireland
G1092 J Taylor	G1094 Mr & Mrs R Fetterson	G1095 Mrs G Barnacle	G1096 Ms U Page
G1097 D R Barnacle	G1098 Mrs M H Gray	G1100 P S Gray	G1101 Mrs J Merritt
G1102 Mr & Mrs C J Merritt		G1103 K & Ms N Fenton	G1104 Mrs U Heathcote

G1105 Mr B Benson	G1106 S Hewitt	G1107 D S & Mrs M E Ives	G1108 Mr & Mrs M Bedford
G1109 S & Mrs T Twine	G1110 Mrs K Hewitt	G1111 M Moore	G1112 R A Pratt
G1113 I P Page	G1114 R Hearfield	G1115 B & M Morris	G1116 Mrs V I Stratford
G1117 Mrs M E Jordan	G1118 R Jordan	G1119 Mr & Mrs P A Burgess	
G1120 Mr & Mrs P, & Ms J Tait		G1121 C J Snell	G1122 Mr & Mrs Williamson
G1123 C & Mrs J Burgess	G1124 Mr & Mrs A M Donn	G1125 C F Garside	G1126 Ms F Garside
G1127 Mrs S Moore	G1128 P, D & Mrs M Greenwood		G1437 Mrs L E Edgar
G1523 J Young	G1547 P J Rawsthorne	G1583 J A Edgar	G1624 Mr & Mrs M Gardner
G1772 Mr & Mrs Greenham	G1782 G Lumb	G1783 Mrs S J Lumb	G1784 Miss A Lumb
G1785 D R Lumb	G1804 L N Rawlinson	G1805 Mrs D M Ward	G1806 P H Ward
G1809 B & Ms E C Clarke	G1814 Mrs M Hill	G1815 R S Hill	G1843 Mr & Mrs D S Meis
G1885 W R & Mrs A R Smith	G1894 Mrs A A Thompson	G1895 Miss E P Thompson	G1907 C J Edgar
G1853 Miss A Barker	G1837 B B R Munns	G1973 H & Mrs M White	G1862 J A R Munns
G1886 Mr & Mrs Mercer	G1889 Miss T Williams	G2004 Mrs K M Clarke	G2007 E & Mrs M H Bough
G2011 Mr & Mrs G V Cockroft		G2018 M T J & J Knight	G2019 P M H & Mrs J A Dupont
G2025 B F & Mrs B M Cliff	G2027 Mrs J & Rawlinson	G2033 R N Unwin	G2058 Ms J Lofthouse
G2061 Mr & Mrs G V Claxton	G2064 S Urwin	G2066 K S Woolley	

D79.3 A tight boundary is necessary to protect the character and environment of the village and prevent unrestricted sprawl into the countryside. The village has had too much development in recent years. Further development would destroy its character.

Inspector's Conclusions

D79.4 Although Wheldrake lies a little more than 6 miles beyond the centre of York, it is so close to that boundary that the exclusion of both the village and the area around it from the Green Belt would be likely to have the effect of concentrating development pressures there. In order to prevent encroachment into an area of open countryside which can otherwise be said to fulfil the main functions of the Green Belt, I consider that in general the inset boundary for Wheldrake should be tightly drawn. However there are two areas where I consider that the boundary can be relaxed without compromising Green Belt objectives. My reasons are set out below under Topics D80 and D81. In considering those two areas I have however borne in mind the strong general support which clearly exists for a tight Green Belt boundary.

Recommendation

D79.5 I recommend that no changes be made to the Local Plan other than those set out in paragraph D80.9 below.

D80 LAND BETWEEN THE CRANBROOKS & VALLEY VIEW: WHELDRAKE
D81 LAND BETWEEN THE CRANBROOKS AND BROAD HIGHWAY: WHELDRAKE

Case for the Objectors

G0075A & B R Bilton
G0338A & B Mr & Mrs B Ball
G0476 Mr & Mrs J Jackson, Mrs M Exton & Mr Barton
G0906A & B Miss B Exton
G1021A & B T H Hobson Ltd
G0309A Mrs J Exton
G0920A & B J P & Mrs L J Hughill
G1786B & C Selby District Council

D80.1 For over thirty years planning policies have indicated that Wheldrake is a settlement which should be allowed to grow. These policies have been carried forward into the Greater York Study. The two objection sites are identified in the Study as being capable of contributing to the housing land requirements of the area for the period 1996 to 2006. If sites identified in the Study are not available for development then the Green Belt boundary may need to be altered before the end of the plan period, contrary to national advice. Although the Local Plan states that the provisions of the development strategy in the Greater York Study are fully reflected in the proposed Green Belt boundaries, this is not so in the case of Wheldrake. In the consultation draft the sites were excluded from the Green Belt. No understandable planning reason has been given for now including them in the Green Belt.

D80.2 The sites do not form part of the countryside. They are visually contained within the built up framework of the village and are, wholly in the case of D81 and mainly in the case of D80, surrounded by built development or strong natural features. They make no contribution to the special character of the historic city of York. The boundaries to the Green Belt proposed by the objectors would ensure that the linear character of Wheldrake was maintained. The exclusion of the sites from the Green Belt would therefore not compromise the objectives of the Local Plan. Although part of the boundary of site D80 is not defined on the ground it can be clearly identified as a continuation of the northern hedgerow.

Reply by the Council

D80.3 The sites contribute to the protection of the special character of York which includes the rural setting of the city and the surrounding villages. It is inevitable that if the sites were to be excluded from the Green Belt they would be developed. This would adversely affect the setting of the village and erode the rural character of the area. The proposed boundary to the Green Belt in this area follows the line of existing development and is a clear boundary between the built up area and the countryside. The boundary proposed by the objectors in relation to site D80 follows no recognisable feature over much of its length.

D80.4 Wheldrake had already been the subject of considerable residential development and there are further commitments within the village. The inseting of the village recognises this. The housing requirements of Greater York can be met in other locations which would not compromise Green Belt objectives.

Case for the Supporters

G0101A & B Mrs H D Botting
G0326A & B H Charlton
G0437A & B S M & L M Walker
G0727A & B C M Claydon
G1060 Wheldrake Parish Council
G0203A & B L O G Minns
G0379J & K D J Ashton
G0621A & B Ms J Cleal
G0976J & K Persimmon Homes (Yorkshire) Ltd
G0323B & C G Edwards
G0627A & B P Claydon

G1088A & B Mrs R Livsey	G1089A & B G D Hobson
G1093A & B Mrs M Hobson	G1098A & B I P Burgess
G1101A & B Mrs J Merritt	G1109A & B S & Ms Y Twine
G1123A & B C & Mrs J Burgess	G1817A & B J W Barnes
G1818A & B H & G Barnes	G1914A & B Mr & Mrs D Cole
G1964A & B Ms B Laister	G1977A & B H A Laister
G1990A & B M M Fleet	G2065A & B R A Knott

D80.5 Wheldrake is a village of considerable historic interest which is reflected in its linear character. It was traditionally a farming village and is set within an agricultural landscape. In recent times the village has undergone considerable development. Careful and firm control of development is now required if the character of the village is not to be lost. Both objection sites are green fingers of open countryside penetrating the northern boundary of the village. They provide a welcome contrast to the development that has been carried out on this side of the village and as a consequence have considerable amenity value. This would be lost if the sites were excluded from the Green Belt. The "green lane" on the western boundary of site D80 provides access to the open countryside. The amenity value of this right of way would be degraded if the site were excluded from the Green Belt.

Inspector's Conclusions

D80.6 Site D81 has modern housing development on its southern and western boundaries. Along the eastern boundary is Broad Highway which has development on its eastern side. On the northern boundary of the site is a hedgerow beyond which is a narrow strip of land and another hedgerow. To the north of this second hedge is what is clearly open agricultural countryside. In visual and physical terms therefore the site appears to me to be contained within the framework of the village and does not form part of the surrounding countryside. The exclusion of the site from the Green Belt would not have any adverse effect on the setting of York or the character of the village. Its openness fulfils no Green Belt function.

D80.7 Site D80 is in two parts which have a different character and appearance. The western part is a series of paddocks or similar small enclosures bounded on their northern and eastern sides by a strong hedgeline and a drainage ditch. The north eastern part of the site is the southern portion of a large open field in agricultural use. In visual terms I consider that the western part of the site is contained within the village framework, whereas the north eastern part of the site because of its different character is part of the open countryside. To exclude this part of the site from the Green Belt would allow the possibility of encroachment into the countryside surrounding Wheldrake contrary to fundamental Green Belt objectives.

D80.8 Whether or when any part of either site is to be developed is a matter which will need to be determined elsewhere. I note that the evidence relating to the status of the "green lane" which runs along the western boundary of site D80 as a possible public right of way is uncertain. However I do not consider that this materially affects my consideration of the site. My concern is solely with the Green Belt.

Recommendation

D80.9 I recommend

- (i) that Site D81 be excluded from the Green Belt, and
- (ii) that the land to the south of the drainage ditch in Site D80 be excluded from the Green Belt.

Case for the Objectors

G0338C Mr & Mrs B Ball

D82.1 The site is suitable for residential development towards the latter end of the plan period. This would round off the village and could provide much needed low cost housing.

Reply by the Council

D82.2 The exclusion of the site from the Green Belt would open up the possibility of development which would result in encroachment into the open countryside. The site is not needed to meet the housing needs of the area.

Case for the Supporters

G0203D	L O G Munn	G0322B	A J Edwards	G0323E	G Edwards
G0325B	Mrs V T Edwards	G0326D	H Charlton	G0347C	J Cartwright
G0621C	Ms J Cleal	G0627C	P Claydon	G0727C	C M Claydon
G1098D	I P Burgess	G1101C	Mrs J Merritt	G1109D	S & Ms Y Twine
G1123D	C & Mrs J Burgess	G1817D	J W Barnes	G1818D	H & G Barnes
G1914D	Mr & Mrs D Cole	G1964D	Ms B Laister	G1977D	H A Laister
G1990D	M H Fleet				

D82.3 The site has never been considered for suitable development. Such development would not be a rounding off of the village but would result in an extension which would be alien to its character and that of the surrounding countryside.

Inspector's Conclusions

D82.4 The site is a large open field which forms an important part of the countryside setting of the village. Its extensive northern and eastern boundaries do not abut any development. The site is outside the visual and physical framework of the village and I do not consider that its development could be considered as a rounding off of the village. Such development which would adversely affect the setting of the village and encroach into the open countryside, contrary to Green Belt objectives.

Recommendation

D82.5 I recommend that no change be made to the Local Plan.

D83 INDUSTRIAL ESTATE/BACK LANE SOUTH: WHELDRAKE

Case for the Objectors

G0309B	Mrs J Exton	G0338D	Mr & Mrs B Ball		
G0453	C Exton	G0906C	Miss S Exton	G1800	J Exton

D83.1 The site forms an integral part of the village in that it has existing development on three sides. The southern boundary is defined by a post and rail fence which lines up with existing development on each side. The site has been identified in previous plans, including earlier versions of the Greater York Study, as being suitable for residential development. No good reason had been given for its inclusion in this Local Plan in the Green Belt. There is a need for a strategic reserve of undeveloped land to meet the housing needs of the area in the future and this site should be a part of it. The site performs no Green Belt function, and excluding it from the Green Belt would open up an opportunity for development and landscaping which would screen the adjacent unsightly industrial buildings and thus enhance the appearance of the area. If sites D80 and D81 were to be excluded from the Green Belt, similar considerations would apply in respect of this site.

Reply by the Council

D83.2 The site forms part of a large agricultural field extending to the south and west of the village. The recently erected fence along the southern boundary of the site does not disguise this fact. The site is part of the open countryside. Its development would adversely affect the character of the village and thereby the setting of York. It would also encroach into the countryside contrary to Green Belt objectives. The Council's Green Belt boundary in this area follows firm boundaries which could be expected to endure, unlike the post and rail fence. The site was reappraised as part of the Greater York Study which concluded that it was no longer needed to meet the housing requirements of the area.

Case for the Supporters

G0203C	L O C Minns	G0323D	G Edwards	G0326C	H Charlton
G0621D	Ms J Cleal	G0627D	P Claydon	G0727D	C M Claydon
G0976L	Persimmon Homes (Yorkshire) Ltd			G1098C	I P Burgess
G1101C	Mrs J Merritt	G1109C	S & Ms Y Twine		
G1123C	C & Mrs J Burgess	G1817C	J W Barnes	G1818C	H & G Barnes
G1964C	Ms B Laister	G1977C	H A Laister	G1990C	M M Fleet

D83.3 The inclusion of the site in the Green Belt provides an important break between housing and industrial development. The site is Grade 2 agricultural land and is an integral part of a wider agricultural area. South Ruddings Lane at the south eastern corner of the site is part of a footpath network. The amenity of this network would be markedly reduced if the site were excluded from the Green Belt and developed.

Inspector's Conclusions

D83.4 Visually this site is part of a wide expanse of open agricultural countryside on the south side of the village. The fence on the southern boundary of the objection site has very little visual significance in this context. The impression is of open countryside running up to the developed

boundaries of the village. In my view the site is an important part of the setting of the village, unlike site D81 and much of site site D81. If it were to be excluded from the Green Belt it would open up the possibility of development encroaching into the open countryside. This would adversely affect the character of the village and would be contrary to the objectives of the Green Belt. I do not think that the development of the site would be likely to result in an effective screening of the large buildings on the industrial site because of their size and location. Even if this were the case it would not be sufficient to outweigh the objections to removing the site from the Green Belt or to the inadequacy of the post and rail fence as a Green Belt boundary.

Recommendation

D83.5 I recommend that no change be made to the Local Plan.

D84 CARR LANE: ESCRICK

Case for the Objectors

G0482A I E Reynolds
G5123A Selby District Council

G0996A & G5410 The Escrick Estate
G5124 A, J & Ms J Travers

D84.1 The site lies outside the Green Belt as shown in the Selby Rural Areas Local Plan. No reasoned justification is given for departing from a Green Belt boundary which has been shown in an adopted Local Plan. It is agreed that Carrs Meadow is an important open area in the village. However it is divorced from the countryside and its exclusion from the Green Belt would not conflict with any Green Belt objectives. The future of the area can be more properly controlled by other planning policies. Selby District Council has granted planning permission for a proposal for housing development in the vicinity which allows most of the site to be leased to the Parish Council on a 125 year lease. This will ensure that the site, which forms an important open space within the village, will be kept free of development.

Reply by the Council

D84.2 Alteration No 1 to the Selby Rural Areas Local Plan, which has been the subject of a local inquiry, identifies the site as being within the Green Belt. The Council is proposing a change to the Deposit Green Belt Plan which would extend the Green Belt to include a further area to the south of Carrs Meadow (Proposed Change No 12). The village of Escrick is part of the setting of York. The site and the proposed extension to the south make an important contribution to the character of Escrick. If it were to be excluded from the Green Belt it is possible that it would be developed. Such development would have an adverse effect on the character and appearance of the village and would thereby adversely affect the setting of York.

Case for the Supporters

G0120 & G5000 D Rigall

G0222 D G Wilsdon

G0713 R A Webb

G0937 I C Tallack

G1504A G R & S Horne

G1810B Ms J Lane

G1851B A J Bates & others

G1925 & G5055 Escrick Parish Council

G0270 J R Morris

G0714 Mrs S Webb

G1501 L P Calvert

G1514B Ms J Hurd

G1812 & G5113 Mrs P Lane

G0124 & G5001 Ms C Rigall

G0379L & G5136A D J Ashton

G0936 Mrs J E Tallack

G1503 & G5067 Dr P A Guest

G1515B J E Hurd

G1884B D Hannaway & others

G1928 Mrs M E Price

D84.3 The site is the last remaining area of open space within the village. It contributes significantly to its character and should be protected by inclusion in the Green Belt.

Inspector's Conclusions

D84.4 This site is open meadow land almost surrounded by development. To the east it narrows considerably before joining up with an area of woodland. The site is not part of the countryside; it is visually part of the village framework more akin to a village green and fulfils no Green Belt function. I accept that it is of considerable visual importance within the village, but

its protection from development could be controlled by other means and leasing to the Parish Council as is envisaged by the objector would seem to be an excellent way of achieving this. Even if I did agree that it should remain in the Green Belt I can see no convincing reason for extending the site to the south as is suggested by the Council in Proposed Change No 12. That area is visually related to the farm and sawmill and was in use as open storage at the time of my visit.

Recommendation

D84.5 I recommend that site D84 be excluded from the Green Belt.

D86 ESCRICK JUNIOR SCHOOL: ESCRICK

Case for the Objector

G0482B I E Reynolds

D86.1 The site should be included in the Green Belt in order to afford protection from development should the school close. Alternative well defined and easily defended boundaries exist if the site is included in the Green Belt.

Reply by the Council

D86.2 The school has been excluded from the Green Belt to reflect the consistent approach in dealing with Primary Schools and Green Belt boundaries which is set out in Appendix 2 of the Local Plan. The school is well related to the village. The Green Belt line follows a clear and defensible boundary and no Green Belt function would be served by including the site in the Green Belt.

Inspector's Conclusions

D86.3 The school is a small building set in largely open grounds. On its southern side the site adjoins a recreation area which is included in the Green Belt. To the north the boundary of the school grounds with the main part of the village is defined by fences, hedges and trees which form a strong visual boundary. To the east is a footpath and a tall brick boundary wall. Visually I consider that the school grounds relate much more to the open recreation area to the south than to the village. The strong boundary between the grounds and the built up part of the village reinforces the feeling that the grounds are part of the surrounding countryside. The site needs to be kept open to fulfil the Green Belt function of protecting the open countryside and the character of the village which is an integral part of the setting of York.

Recommendation

D86.4 I recommend that Site D86 be included in the Green Belt.

Case for the Objectors

G1087 Paul Caddick Ltd

D87.1 Although planning permission has been granted for retail development on the existing inset site, that scheme is not commercially viable. Unless a scheme is approved which is viable the site will remain as rubble. The present site is located close to a sewage works in a situation unacceptable to major food retailers who would want to be located further east where they would be more visible from the A19. The funding institutions would require such a major development site to be on a main road. Many of the planning applications made for the site were made mainly in order to establish its value. There is no point in having an inset unless it relates to an area where development is capable of being implemented and of paying for the necessary infrastructure, including payment for road improvements required by the Department of Transport.

D87.2 The present inset is some 20 ha in extent. Although such a size might be sufficient to produce a satisfactory business park if it were viable and the infrastructure costs were less, the site should be enlarged, and would then be alone in this area in providing for the development of a 'fourth generation' business park of regional or even of national importance, similar to such developments as Stockley Park or Peterborough Business Park. This would attract national and international companies wanting relocations or new headquarters buildings. York is a city with a good supply of labour, cheap housing and well located in relation to other settlements and to major transport facilities. This site is close to the Ring Road at a gateway to the City. Such a proposal would not necessarily involve much additional floorspace, but it would be spread over a larger area at a lower density, be well landscaped and better located from a commercial viewpoint. It would include a large retail store to ensure the overall viability of the scheme and such other facilities as an hotel, a bank, catering and possibly a park and ride site. There would be room for further expansion.

D87.3 Of the sites identified elsewhere in the York area for employment development, half are less than 8 ha in size and none exceeds 22 ha. The London Bridge site is in the Green Belt (Site C76). Clifton Moor is virtually complete, special criteria apply to developments at the Science Park and sites in the city centre are small or inadequate. Only the Redfearn site and, possibly, any eventual new settlement would be even remotely comparable with the objection site.

D87.4 The inset should be enlarged to include all the land between Naburn Lane, the Ring Road, the A19, Lincroft Lane and the track leading to Acres House; an area of some 65 ha in total. This might appear on plan to narrow the gap with Fulford, but would not do so in practice. The existing inset boundaries do not follow existing physical features whereas those of the proposed inset are clear and firm. The access road from the existing inset to the A19 divides fields and would result in an area of Green Belt which would be ineffectual in serving Green Belt functions, unattractive to potential tenants of any development occurring in the present inset and subject to pressure for further development.

Reply by the Council

D87.5 It has been accepted since at least 1985 that the site should be inset due to its previous history. The former hospitals are now largely demolished, although various piles of material remain from them. Permission was granted in 1989 for some 390,000 sq ft gross shopping floorspace, but both the County

and District Councils have indicated that they would support the development of a Business Park on the site. The boundaries of the inset follow those of the area committed for development by this permission. The area to the south will be kept open.

D87.6 The viability of particular schemes depends in part on the asking price of the land from the Health Authority and on the costs of infrastructure. Sufficient land overall has been identified for the long term employment development needs of York and includes a range of sites of different size and character. It is for the market not the Council to identify which particular purposes should be served by particular sites. The land here, at site C85 and at Clifton Hospital is most likely to be suitable for Business Park development. There is little evidence of a need for a 'fourth generation' Park, certainly insufficient to justify a substantial loss of Green Belt land.

D87.7 The objection site fulfils four Green Belt functions. It safeguards the special character of York by retaining the rural character of the land around it, it checks the unrestricted growth of the built up area into the open land between the existing inset and the A64, it safeguards the surrounding countryside from further encroachment, and it prevents the coalescence of the inset with York and Fulford.

Case for the Supporters

G0249B L E Watson G0379I D J Ashton G0488C M Hammin
G1853B Fulford Parish Council

D87.8 The Deposit Plan inset boundary is supported, and should not be extended.

G0839J York City Council G1429D M A Sweet

D87.9 Shopping development in this inset would be less satisfactory than business or residential development.

Inspector's Conclusions

D87.10 The site of the former hospitals lies well within the general extent of the Green Belt. So little now remains of them that they can effectively be regarded as open sites, performing the same important Green Belt functions as the land around them. There would normally be no question of excluding such land from the Green Belt or of granting permission for any development other than that appropriate in the Green Belt. In this case, however, permission was granted for a large retail development because of the redundant hospitals which were at that time on the site, and the County and District Councils have indicated that they would accept alternative forms of development there.

D87.11 This approach follows the general approach to redundant hospital sites in the Green Belt set out first in PPG2 and subsequently in Circular 12/91. The main aim of that advice was to ensure that each site should be considered as a whole and that a proper assessment should be made of the possibilities for re-use compatible with the Green Belt. In this case the Council must have come to the conclusion that there was no prospect of re-use of the existing buildings and that redevelopment should therefore be permitted. The Circular emphasises that the aim in such cases should be to ensure that the impact on the Green Belt would be no greater than that of the existing development. Presumably this approach was adopted when permission was granted for a major retail unit on the site.

D87.12 The objectors have explained why it is unlikely that this permission

will be implemented at the present time, and I accept their evidence on this point. The main purpose of the inset, however, was to recognise the likely existence of a major development which would not normally be appropriate in the Green Belt. The boundaries of the inset follow application boundaries rather than lines physically apparent on site. If the development is unlikely to proceed this inset lacks any obvious logic, and is in clear need of amendment. It is however unclear what would be the appropriate boundaries of any other development which might be permitted as an alternative to the present permission.

D87.13 The Circular however deals with hospitals that are in the Green Belt, rather than those excluded from it. It sets out a method of assessing the acceptability of redevelopment proposals based on the 'footprint' of the previous buildings together with the character and dispersal of the proposed redevelopment, and advises health authorities to keep suitable records of buildings that are demolished. It is therefore not just impracticable but unnecessary to try to define an inset boundary which is intended to relate to development whose eventual form is uncertain but which will have to be in accord with national advice on the subject.

D87.14 The objector, however, suggests not merely retaining an inset here, but extending it to cover a very much larger area. I can well understand the argument that the present inset relates to a development which is unlikely to proceed, but I have already shown that alternative schemes which may satisfy the market better can be assessed using the guidelines in Circular 12/91 without the need to define an inset at all. The only need to define one is if the development proposed relates to what is in effect a substantially different site and greater freedom is required to depart from the advice given in the Circular. That would be the case if a 'fourth generation' business park were to be constructed here or if the land to the west were to be developed in exchange for the objection site remaining open and in the Green Belt.

D87.15 Although the site has obvious attractions to developers and to the market, the sources of these attractions are basically its proximity to the A64 and the A19 and to York, its prominence, and the existing permission for a large development on part of the site. At the same time its proximity to York, its prominence and the open nature of much of the site at the present time mean that it serves important Green Belt purposes, and is indeed an especially important part of the Green Belt. I note the range and number of potential alternative sites available and I am not convinced that there is such a need for a site of this size and nature for a 'fourth generation' business park as to outweigh the strategic importance of the site in Green Belt terms. I accept that if the whole of the larger site were inset this would be more likely to lead to the early development of the former hospital site, but I do not regard that as being a matter of overriding concern. I find it hard to believe that even if development is not viable at the present time it will not be viable in the medium or long term, albeit probably in a different form to that which now has permission.

D87.16 I can therefore see no advantage, and possibly substantial harm in extending the boundaries of the inset. As I have explained earlier, the existing boundary cannot be justified in its present form. I consider that the inset should be removed and the whole site washed over so that future proposals can be considered in the light of the national guidance which is reflected in Policy 6 of the Plan.

Recommendation

D87.17 I recommend that the Fulford/Naburn Hospitals inset should be removed and the whole site be 'washed over' by the Green Belt.

D88 ACASTER LANE: BISHOPTHORPE

Case for the Objectors

G1923 Mr & Mrs P Seward

D88.1 The southern part of the site is now derelict and of no future agricultural use. The northern part is a section of the curtilage of Redmile Cottage defined in part by an herbaceous border. No land in Bishopthorpe is designated for low cost housing or industry, and this site should be excluded from the Green Belt to allow such development to take place there.

Reply by the Council

D88.2 This land lies beyond the limits of existing development, which are defined by Acaster Lane, a readily recognisable and durable boundary. It is accepted that the southern part is unlikely to return to agricultural use but it is still capable of being put to other appropriate Green Belt uses. The land fulfils Green Belt functions and should be kept open so that it can continue to do so. The boundaries suggested by the objectors are not identifiable on the ground.

Inspector's Conclusions

D88.3 The wide swathe of open land between Acaster Lane and the river lies well within the general extent of the Green Belt and fulfils the same clear Green Belt purposes as does the other open land around Bishopthorpe. It should only be excluded from the Green Belt in order to recognise existing development or to allow for future development that is committed or for which there is an overriding demonstrable need, for instance in relation to Structure Plan Policy E10. The site contains little development, and although the objectors assert a need for low cost housing and industry they do not produce any detailed evidence of a specific need for it in Bishopthorpe or of a lack of alternative sites for it. Under these circumstances, and bearing in mind the importance of keeping the land open for Green Belt purposes I can see no sufficient justification for excluding it from the Green Belt.

Recommendation

D88.4 I recommend that no change be made to the Local Plan.

D89 NORTH OF COPMANTHORPE

Case for the Objectors

G1591 Heathstead Homes Ltd

D89.1 The policies of the Structure Plan, including E10, allow for the expansion of settlements in the Green Belt. Copmanthorpe has sufficient facilities and infrastructure to merit designation as a service village, but the boundaries of the Green Belt are drawn too tightly around it and would prevent its future growth. Too much reliance has been placed on the unadopted strategy of the Greater York Study and on the ability of the proposed New Settlement to provide for future development.

D89.2 The objection site is eminently suited to residential development. The hedge which forms the boundary on the Deposit Plan would not be distinct or readily recognisable.

Reply by the Council

D89.3 The objection site is an arable field some 8.5 ha in extent. It performs several Green Belt functions - it safeguards the special character of the historic city of York by preserving the setting of a village close to York; it is an important part of a narrow wedge whose openness prevents the merging of Copmanthorpe and York; and it safeguards the countryside surrounding York, of which it forms an integral part, from further encroachment.

D89.4 The long term development strategy of the Council does not rely on sites such as this or to any major extent on the New Settlement. There is adequate provision for long term development overall.

D89.5 The hedge is clearly identifiable on the ground and is capable of forming an appropriate and durable boundary. The same can be said of the boundaries suggested by the objector, but this does not justify them in preference to those in the Deposit Plan.

Inspector's Conclusions

D89.6 The gap between Copmanthorpe and York is narrow and any reduction in its perceived width would have serious adverse effects on the character of the historic city of York and on the effectiveness of the Green Belt. I regard the objection site, which is prominent from both the Ring Road and the railway, as being one of the parts of the Green Belt which it is most important to keep open. Even if I accepted the objectors' view that there is a need to remove additional land from the Green Belt to allow for the future expansion of Copmanthorpe I would regard this as one of the least suitable sites which could be chosen for that purpose. It is of considerable importance that it should be kept open by being included in the Green Belt.

D89.7 I can see no reason why the hedge line, similar to other lines used as Green Belt boundaries elsewhere, should not be capable of forming a clear and durable boundary.

Recommendation

D89.8 I recommend that no change be made to the Local Plan

Case for the Objectors

G1450 Shepherd Homes Ltd
G2055 D Brewster

G1619 C L Brewster

D90.1 The site is bounded by built development and other strong features, including the railway embankment, which separate it from the open agricultural land around Copmanthorpe. It is not a part of this wider landscape. The objection site can be identified from the Ring Road if care is taken, but it does not form an obvious indentation, despite an appeal Inspector's views as to how prominent the site is. The gap between York and Copmanthorpe is relatively narrow but comprises not only open land, including the golf course and Askham Bogs, but also the railway and the Ring Road. Development on the objection site would not affect perception of this gap or views from the Ring Road. Copmanthorpe has a characteristically hard urban edge, and the proposed boundary, which would have a recently planted row of trees on its northern edge, would reflect this.

D90.2 It is important in fixing appropriate boundaries for the Green Belt to ensure that adequate land will be available for the long term development needs of the area. Copmanthorpe has a good range of services and facilities, and has been identified for many years as a settlement where planning policies will allow for growth. Insetting implies that further development will be permitted in order to sustain the existing community. Although it is not the function of the present plan to say whether or when it should be developed, the objection site if excluded from the Green Belt would be capable of being developed if that were felt to be desirable.

Reply by the Council

D90.3 The objection site performs several important Green Belt functions, including safeguarding the special character of the historic city of York by contributing to the setting of the village of Copmanthorpe in open countryside; it helps to prevent the merging of the village and York, to which it lies very close; it regulates the size and shape of the village by allowing the open countryside to wrap itself around the village, thus softening its shape; and it safeguards the open countryside from further encroachment. The boundary shown in the Deposit Plan is well defined and durable. The policies of the Greater York Study and the proposed Alteration No 3 to the Structure Plan would provide an alternative means of providing for the long term development needs of the area to the peripheral expansion of villages.

Inspector's Conclusions

D90.4 Although the objection site is open and undeveloped, its shape, location and the proximity of the railway line all prevent it being seen as such from outside. When viewed from the Ring Road, the railway or the public footpath on the east side of the railway, it appears, insofar as it can be seen at all, as an open area within the built-up part of the village. Unlike the open land to the north and east, whether the objection site continues to be open or not is not a matter that will have any effect on the fundamental purposes of the Green Belt. Under these circumstances its inclusion in the Green Belt cannot be justified.

D90.5 My recommendation on this point is based upon consideration of whether or not the site performs any Green Belt functions. In view of the shortage of potential housing land in or close to the City in the long term, there is obvious advantage in excluding land which might have such potential, but in view of my conclusion that the site performs no Green Belt functions I have not needed to consider the extent to which the land has any development potential.

Recommendation

D90.6 I recommend that site D90 be excluded from the Green Belt.

D91 & D92 MOOR LANE: COPMANTHORPE

NB These two adjacent sites lie between Moor Lane, the railway and existing development. Although the original objections show two separate sites based upon ownership boundaries, all of the objectors now advocate the exclusion of both sites from the Green Belt.

Case for the Objectors

G0015 Mrs M S Wilson G0016 J B Hudson G1602 P G F Zeigler

D91.1 If the boundaries of the Green Belt are to be capable of enduring permanently it is essential that there should be potential for further development to meet the demand for new housing. This applies particularly in Copmanthorpe which would otherwise risk going into irreversible decline.

D91.2 The whole of the area between Moor Lane, Station Lane and the railway should be excluded from the Green Belt. It has little agricultural value, would be ideal for infill development sensitively related to the existing settlement to which it would form a natural extension, and has necessary services available from the nearby recent development.

Reply by the Council

D91.3 Land is available elsewhere for long term development. There is no reason to suppose that a largely dormitory settlement requires continuous growth for it to be viable. Such growth would stretch the services and facilities of the village which are already under pressure.

D91.4 The objections sites perform Green Belt functions. By contributing to the setting of Copmanthorpe in open countryside they help to preserve the special character of York; they check the unrestricted spread of a village that has undergone considerable recent growth; and they safeguard the surrounding countryside by preventing development that would to an extent extend the village out into open countryside. The Parish Council point out that the gap left to provide access to site D91 from the recent adjacent development would not allow such access to be to an acceptable standard, and that access from Moor Lane would involve the loss of part of an historic hedgerow.

Case for the Supporters

G0709A & B Mr & Mrs M Sanderson G1500A & B Mr & Mrs Pemberton
G1959A & B M R Parvin

D91.5 Comanthorpe is already large enough. Land should not be reserved for further development, which could not take place unless the services and facilities of the village had been expanded. The development of the objection sites would exacerbate existing traffic difficulties.

Inspector's Conclusions

D91.6 Copmanthorpe lies within the general extent of the Green Belt but is of such a size and so highly developed as to merit being inset to reflect its existing character. The land around it, however, is for the most part open countryside which performs clear and obvious Green Belt functions. Land which

falls within the village or which is effectively dominated by it in its character should therefore be excluded from the Green Belt, whereas that which is more a part of the surrounding open countryside should normally be included within the Green Belt.

D91.7 Site D91 has built development on two sides and the railway line on a third. The other side is a hedge, but as a whole the site has more the character of land which forms a part of the settlement, albeit that it is undeveloped. Site D92, on the other hand, is perceived as being a part of the open land which surrounds the settlement and, like the rest of that open land, performs Green Belt functions in relation to the regulation of the size and shape of the settlement and the checking of the unrestricted spread of the village. The hedge between the two sites would be capable of forming an appropriate Green Belt boundary.

D91.8 I have indicated earlier my view that in general substantial growth on open land around existing villages in the Green Belt would be contrary to the aims of the Green Belt and to local and national policy. My view that site D91 should be excluded from the Green Belt is not based on any consideration of its development potential, which I note may be limited or even non-existent because of possible difficulties in providing access to it.

Recommendation

D91.9 I recommend that site D91 be excluded from the Green Belt.

D93 SCHOOL LANE: COPMANTHORPE

Case for the Objector

G2023 J M Pickard

D93.1 The objector's home was built in about 1930 and stands in grounds of some 1.75 acres. The latter include a tennis court and summerhouse and have a domestic character. The site is part of the village and should therefore be included in the village inset, as was recommended by the County Planning Officer. The current boundary to the east of the site is not well defined and inclusion of the objection site in the Green Belt would serve no Green Belt function.

D93.2 The house and site are screened on all sides by hedgerows and trees which are protected by a Tree Preservation Order. Any development which might be feasible in the remaining part of the site would not amount to an expansion of the village.

Reply by the Council

D93.3 The site needs to remain open as it performs Green Belt functions. Its inclusion in the Green Belt is consistent with the guidelines set out in Appendix 2 to the Plan. In many places Green Belt designation washes over dwellings in large gardens. The boundary shown in the Deposit Plan is well defined and durable, although the nature of the boundary is not the sole or most important reason for deciding which should be chosen in this case.

Inspector's Conclusions

D93.4 The village of Copmanthorpe as a whole is so built-up and of such a character that, although it lies within the general extent of the Green Belt, it is appropriate to exclude it from the Green Belt by means of an inset. Thus the main issue in the case of this objection is whether the site is a part of the village or whether it is basically open land related to the rest of the open land around the village and performing Green Belt functions. Although I accept that the house lies in large grounds which have a pleasantly spacious character, I regard it nonetheless as being a part of the village and do not regard any openness it may have as contributing to the Green Belt. The hedgerows surrounding the site are capable of forming strong and durable boundaries to the inset. The site should be excluded from the Green Belt.

Recommendation

D93.5 I recommend that site D93 be excluded from the Green Belt.

D94 RUFFORTH: GENERAL

Case for the Objectors

G0206 Rufforth Parish Council

G1589G Harrogate Borough Council

D94.1 The village of Rufforth should not be inset within the Green Belt but should be "washed over". There is no scope for further development in Rufforth beyond existing commitments. Policy E10 of the approved Structure Plan requires a need for expansion to be established before a village is inset. No such need has been established and the proposed inset boundary does not allow for expansion. The inset is thus contrary to Policy E10.

D94.2 Given the above circumstances the proposal to inset the village is also in conflict with Government advice as set out in Circular 50/57. This makes it clear that where it is proposed to allow infilling but no extension of a settlement, and the form of the present settlement is such that it is clear what "infilling" would imply, the Green Belt notation can be carried over the settlement. The need to map development limits is likely to arise only where the planning authority propose to allow some limited measure of expansion or where existing development is scattered and it is necessary to show the authority's precise intentions. The planning authority does not intend that there should be expansion of the village, and the latter has a clear linear form and development is not scattered. Given these circumstances an inset boundary to the village is unnecessary.

D94.3 The character of the village is similar to other settlements which are "washed over" in the Local Plan. No good reason has been given for treating Rufforth differently from those settlements.

D94.4 If the village is inset it will lead to an expectation by developers that development is to be allowed in the village. There will be probing by developers which will be difficult to resist, particularly as the boundary of the inset is not well defined on the ground in a number of locations. Development could be better controlled by applying Policy 4 of the Green Belt Local Plan to the village.

Reply by the Council

D94.5 The strategy of the Greater York Study and Alteration No 3 to the Structure Plan does not involve the expansion of villages in the Greater York Area. None of the settlements defined as insets can therefore be considered as falling within policy E10 of the Structure Plan. That policy does not however preclude the insetting of settlements elsewhere where no need for expansion has been established but in recognition of their existing character.

D94.6 "Washing over" by the Green Belt would be inappropriate where villages have a built up character. In the case of Rufforth there has been considerable development in the village in recent years. Its character and form have changed so that it no longer has an open character but appears as a closely built-up area. The criteria for insetting villages are set out in the Local Plan and Rufforth conforms to those criteria. In particular it has experienced significant growth, has a substantial population and provides a level of services similar to other inset villages.

D94.7 There is no evidence that the inseting of villages has resulted in pressures for development which cannot be reasonably resisted. It is only in a few places that the proposed inset boundary is not defined on the ground, but in those locations the line of the boundary can nevertheless be readily determined.

D94.8 Rufforth differs materially in its character from settlements which it is proposed to "wash over". It has a more urban and less open character in which there are few views out into open countryside.

Inspector's Conclusions.

D94.9 Although the only specific reference in the Structure Plan to inseting in the Green Belt is in Policy E10, which permits insets where expansion of a village is intended, I share the Council's view that this does not necessarily imply that inseting is precluded elsewhere for other reasons. Rufforth, however, lies plainly within the general extent of the Green Belt and it would be wrong to punch holes in the Green Belt without reasons which are good and specific, and where no harm would result to the aims of the Green Belt. The Council regard it as one of those settlements whose character is so far removed from that of the bulk of the Green Belt that inclusion within the Green Belt and the imposition of normal Green Belt policies would be inappropriate.

D94.10 I do not share thier views in this case. Although there has clearly been a good deal of recent development in the village it has retained its essentially linear form. Development does not extend to any great depth away from the main village street and there are still a number of gaps in the street frontage. As a result of this there is a clear awareness of the surrounding countryside when walking or driving along the village street. The village has not been so urbanised to warrant its exclusion from the Green Belt. Although there are differences between nearby "washed over" villages and Rufforth none of these differences appeared to me to be of great consequence. Most of the former also appear to have had some recent development. In my view Rufforth has retained the rural character which appears to be the essential element of other "washed over" villages.

Recommendation

D94.11 I recommend that the village of Rufforth be included in the Green Belt.

D96 NORTH OF RUFFORTH

Case for the Objectors

G0942 T W Wilson and Sons

D96.1 It is proposed to inset the village of Rufforth within the Green Belt. The creation of inset boundaries in the Green Belt has a clearly defined purpose set out in Circular 50/57 to allow for some limited expansion of inset villages. The proposed housing provision figures in Alteration No 3 of the Structure Plan indicate that development beyond infilling within inset villages will be required if housing need is to be met. Rufforth can be allowed to develop in linear fashion in such a way as not to cause harm to its form or character. The most logical location for such development would be on the north east side of the village. In this location development could take place without encroaching into the open countryside.

D96.2 The objection site is partly in use as allotments. These contain sheds and other structures and are not part of the open countryside. The northern boundary of the site is defined by an access track, on the northern side of which is a row of young beech trees. The south western boundary of the site is defined by the B1224 along which there is a strong hedgerow boundary. Between the site and the road is a dwelling known as West Cottage which is the first property seen in the approach to the village from the north. This building, together with the village pond opposite, forms an entrance to the village. Although the north eastern boundary of the site is physically undefined it can be readily identified as aligning with the rear of the dwelling known as Woodlands to the south and an oak tree within the site.

Reply by the Council

D96.3 The objection site contributes to the rural character of Rufforth which in turn contributes to the setting of York. It is important therefore that the character of the former should be protected. The northernmost part of the site is part of a much larger field. There is very little on the ground to distinguish the site from the adjoining agricultural countryside even though it is in use as allotments. The exclusion of the site from the Green Belt would open up the possibility of development resulting in encroachment into the open countryside.

D96.4 The housing land requirements of Greater York are capable of being met without releasing land on the edge of villages which would compromise Green Belt objectives.

D96.5 The north western and north eastern boundaries of the site follow no firm features. In the case of the north eastern boundary there are no recognisable boundaries on the ground. On the other hand the boundaries proposed in the Local Plan in this area follow clear and recognisable features. In visual terms West Cottage lies outside the framework of the village.

Inspector's Conclusions

D96.6 I have indicated in Topic D94 that I recommend that the whole of the village of Rufforth should be 'washed over' by the Green Belt. If that is accepted this objection could not succeed as it would result in the inset consisting solely of the objection site. However, so that my views on this

site are clear in the event of my recommendation on D94 not being accepted, I will consider the specific circumstances relating to this site.

D96.7 In the approach to the village from the north the allotments appear as part of the wider countryside. Although there are some structures on the site they are not visually significant. In views from this approach the access track and the recent tree planting are also visually insignificant, and the part of the site to the south of the allotments is simply part of a larger field. There is no feature on the ground which distinguishes this part of the site from the surrounding countryside. West Cottage is a small detached building which has no visual relationship with the village and which lies outside its physical framework. The pond to the west of the B1224 is simply part of the countryside. To exclude the objection site from the Green Belt would open up the possibility of development which would adversely affect the character of Rufforth and lead to encroachment into the countryside.

D96.8 There is no overriding need to exclude such a site from the Green Belt in order to meet the housing needs of the area. It fulfils important Green Belt functions and should remain in the Green Belt.

Recommendation

D96.9 I recommend that no change be made to the Local Plan.

D97 MILLFIELD LANE: POPPLETON**Case for the Objectors**

G0202	J H Oxendale	G0230A	M G Fife	G0275B	Miss P Bebb
G0376A	M M Davies	G0377A	Mrs E Bebb	G0489B	A T & K F Acomb
G0648B	G & Ms A E Liversidge	G0837C	A W Jones	G0902B	J Kozoriz
G0924B	Ms A Pollock	G0952	Mrs B Godfrey	G0994	Mrs M Smith
G0995B	Mrs P M Shotton	G1004	Mr & Mrs J P Taylor		
G1016C	Mrs J R Casperson	G1020C	Poppleton Preservation Group		
G1052A	P A L & D Anderson	G1068A	K M, H J & B J Seymour		
G1071A	L Richardson	G1072A	R H Bewley	G1073A	E C Pickering
G1433B	Rev L J Green	G1438B	Dr A J Suckling	G1548A	S Smith
G1551	P Lambert	G1552	Mrs V M Westaby	G1554B	J S Fryer
G1555B	B Park	G1556B	Miss D A Watson	G1557B	Ms J Hopton
G1558B	Mrs Armstrong	G1559	Mr & Mrs M Buckley		
G1563B	Miss A Walker	G1566	Mrs I D F Jones	G1567	M L Rivett
G1568B	Mr & Mrs C R Spencer	G1570	Dr & Mrs P W Moger		
G1571B	C J A Gardner	G1572B	Mrs K Houghton	G1574B	Mrs E M Dixon
G1575B	J A Gloag	G1578B	F Harrison		
G1589E	Harrogate Borough Council			G1763B	Mrs S L Perkin
G1792A	L P M & B H Lennox	G1972A	Mr & Mrs R Dundas		
G2000A	G J Shearer	G2006A	Mr & Mrs P Shaw	G2022B	Mrs E L Park

D97.1 In the consultation draft of the Green Belt Local Plan OS Field 4540 was included in the Green Belt. No convincing planning reasons are given for now excluding a site which performs a valuable Green Belt function in that it is part of a buffer of open land between the Poppletons and York. This open land is particularly important because the wedge of land on the York side of the Ring Road, known as the Redfern site, is excluded from the Green Belt and is likely to be developed as a business park. There is therefore only a narrow area of Green Belt land separating York from Upper and Nether Poppleton. The County Council in document NY/2 lay particular emphasis on the need to ensure that the open spaces separating Upper and Nether Poppleton from York are safeguarded from development. If the site was excluded from the Green Belt there would be inevitable pressure for its development for residential purposes which would be difficult to resist. This, taken together with the development of the Redfern site, would lead towards the coalescence of York and the Poppletons.

D97.2 The site is an agricultural field which cannot be visually distinguished in its character from the adjoining agricultural land to the north east and the south east. It is part of the open countryside surrounding the Poppletons so that its development would involve encroachment into the countryside.

D97.3 In addition development would be likely to be in the form of a cul-de-sac layout which would stand out in stark contrast to the frontage development with extensive rear gardens which exists in the south eastern section of Millfield Lane. This would increase the effect of the encroachment of development into the countryside. The south eastern boundary of the curtilage of No 81 Millfield Lane would provide a more enduring boundary for the Green Belt in this location.

D97.4 There is a significant stock of planning commitments for the development of dwellings in the Poppletons. There is therefore no need for the settlement to be expanded.

Reply by the Council

D97.5 In this part of Nether Poppleton the southern extent of the village is determined by the the properties on the southern side of Longridge Lane and on the western side of Millfield Lane opposite the objection site. The south eastern boundary of the site continues this line of development in a logical fashion. Any development of the site would be seen as forming part of the village.

D97.6 The site does not perform any Green Belt function. Its exclusion from the Green Belt would not prejudice the special character of the historic City of York. There would be no certainty that the site would be developed but, whilst it is accepted that development would slightly reduce the gap between the village and the Ring Road, this reduction would have no discernable effect on the visual relationship between the Poppletons and York. The open land to the north east of the site links up with the open land to the south of the properties in Longridge Lane. It is this area of land to which paragraph 6.13 of Document NY/2 is directed. A clear open gap between the village and York would continue to be maintained when viewed from the Ring Road. Similarly a substantial gap would still be evident in the approach to the village along Millfield Lane.

D97.7 The proposed Green Belt boundary would not lead to encroachment into the open countryside. Although the site is in agricultural use, in visual terms the site forms part of the village, not of the open countryside. There are strong hedgerow boundaries along the south and north eastern sides of the site which divide the site from the rather featureless adjoining agricultural land and can reasonably be expected to form enduring boundaries. The development of the site if it occurred would not result in the unrestricted sprawl of the village but in a consolidation of its existing form.

Inspector's Conclusions

D97.8 In view of the outstanding planning permission it should be assumed that the Redfern site will be developed. In that event the built up area of York in the vicinity of the site would extend to the Ring Road. In views from the Ring Road the open land between York and the Poppletons has a particularly important function by providing a clear visual separation of York and the Poppletons. The objection site is an integral part of that separation. Development on the western side of Millfield Lane extends to the south, slightly beyond the south eastern boundary of the site. However that development appears as part of a hard edge to the village as defined by the properties fronting Longridge Lane. The existing development on the eastern side of Millfield Lane near the site has a different character. Here frontage development with extensive rear gardens forms a softer edge to the village. It provides a pleasant transition from village to open countryside and of itself forms part of the character of the settlement.

D97.9 If the site were to be developed for residential purposes the visual separation which now exists between York and the Poppletons would be reduced, especially if the development were not limited to only the frontage. Although in terms of measurement on the ground the extent of that reduction may appear

slight, in visual terms it would markedly erode the distinction which now exists between two built up areas. This would run counter to the objectives of safeguarding the special character of York and preventing the coalescence of settlements.

D97.10 The hedgerow boundaries to the objection site appear no different to agricultural hedgerow boundaries. In terms of the ability of boundaries to endure then it seems to me that a hedgerow boundary to a residential curtilage has the probability of being at least as permanent as a field hedge.

Recommendation

D97.11 I recommend that site D97 be included in the Green Belt.

D98 FIELD TO THE REAR OF LONGRIDGE LANE: POPPLETON

Case for the Objector

G0008 Mrs M Sinclair

D98.1 The site is bounded by houses on its western and northern sides and there are two houses on the eastern side. It is an infill site in the heart of the village. It is well related to all the village facilities such as shops and schools. Nearby employment development in Millfield Lane will create a demand for housing which the site is well placed to meet. In an earlier plan for the development of the Poppletons the land was shown as being suitable for residential development.

Case for the Council

D98.2 The development of the site would be visually intrusive, particularly when viewed from the Ring Road, and would adversely affect the setting of York. The boundary of the village in this location is defined by the rear boundaries of the houses in Station Road and Long Ridge Lane. This site on the other hand is an agricultural field which forms part of the open countryside and is an important part of the gap between the Poppletons and York. Its development would materially reduce the ability of this gap to prevent the coalescence of the Poppletons and York. The site is not an infill site in that it is not a small gap in an otherwise built-up frontage.

Inspector's Conclusions

D98.3 This site, like D97, is an important part of the narrow and prominent area of open land between the Poppletons and York. Visually it appears as part of the open agricultural countryside. If it were to be developed for housing, such development would significantly reduce the gap between York and the Poppletons and in so doing would adversely affect the setting of York. Its development would be an encroachment into the countryside. It is not an infill site in any accepted use of that term. There is no evidence to show that there is an overriding need to develop this site. My general views on the need for housing are given earlier, but in any case this land fulfills a particularly important Green Belt function and that its removal from the Green Belt would therefore be particularly harmful.

Recommendation

D98.4 I recommend that no change be made to the Local Plan.

D99 STATION ROAD: POPPLETON

Case for the Objectors

G1589C & G5138C Harrogate Borough Council
G5069B Poppleton Preservation Group
G5118B Upper Poppleton Parish Council

G5074B Mrs J R Casperson

D99.1 The southern part of Station Road which is included in the Green Belt is no different in character to the northern part which is excluded, both parts being substantially built up.

Reply by the Council

D99.2 It is agreed that the Plan is inconsistent. It should be changed to exclude the southern part of Station Road from the Green Belt (Proposed Change No 13).

Case for the Supporter

G5002B Mrs E Bebb

D99.3 The exclusion of the southern section of Station Road would spoil the rural character of the area.

Inspector's Conclusions

D99.4 Both sections of Station Road have a substantially built-up frontage, and are similar in character and appearance. To treat these sections differently as is proposed in the Deposit Plan would be illogical. Site D99 should be included in the inset.

Recommendation

D99.5 I recommend that site D99 be excluded from the Green Belt as set out in Proposed Change No 13.

D100 WESTFIELD LANE: POPPLETON

Case for the Objectors

G0142 R C & T Parker G1589F & G5138C Harrogate Borough Council
G5118C Upper Poppleton Parish Council
G5129N G Whipp

D100.1 The land is part of a smallholding and should be retained within the Green Belt. It performs a Green Belt function by preventing encroachment into the open countryside. This view has been upheld in recent appeal decisions.

Reply by the Council

D100.2 It is accepted that greater weight should be accorded to recent appeal decisions relating to the site, one of which was issued after the Local Plan was placed on deposit. To include the site in the Green Belt would prevent encroachment into the open countryside and would protect the special character of York. The site should be included in the Green Belt (Proposed Change No 14).

Case for the Supporters

G0021 Mr & Mrs B Womersley

D100.3 The site is not open in character. The existing northern and western hedgerows form strong boundaries which define the limits of the settlement. Green Belt boundaries should be drawn so as to exclude land which it is unnecessary to keep permanently open. The agricultural quality of the land is poor. Development of the site would be a rounding off of the village and would utilise underused land.

Inspector's Conclusions

D100.4 Although the site adjoins residential development in West Field Lane and Willow Close, it can be clearly seen in views from the A59, Hodgson Lane and West Field Lane. In these views the site forms part of the open countryside. Although there is a strong hedgerow boundary to the site, if it were to be developed for residential purposes, such development would be seen as an intrusion into the open countryside contrary to the objectives of the Green Belt.

Recommendation

D100.5 I recommend that site D100 be included in the Green Belt as set out in Proposed Change No 14.

Case for the Objectors

G0056B E Johnson G0941 & G5248 Trustees of H A Unwin (Dec'd)
G2056 Booth & Co on behalf of landowners

D101.1 The objections relate to the curtilage of Blairgowrie House and the adjoining land at the rear of Model Farm. It is vital that inset boundaries are drawn in a way which will allow the settlement to develop by a process of infilling and rounding off. The boundary proposed for this area is drawn too tightly, contrary to the advice in Circular 14/84 which advises that it is necessary to establish boundaries which will endure and to ensure that boundaries are not drawn excessively tightly around existing built up areas as this would put them at risk of encroachment. The boundaries proposed by the objectors and shown in Doc NY/113 follow hedgerows which are recognisable physical features which can be expected to be enduring. The Council's criteria for the definition of the Green Belt boundary state that house gardens have normally been excluded. This has not been done in this case.

D101.2 Although there are no proposals for the development of the grounds of Blairgowrie House and the adjoining land, the area is well related in scale and location to the existing development pattern and any development would in any event be the subject of other development control policies. The exclusion of the area from the Green Belt would not compromise any Green Belt objectives. Whilst welcoming the Council's proposed changes these do not go far enough to meet fully the objections raised.

G5118D Upper Poppleton Parish Council
G5138E Harrogate Borough Council

D101.3 Proposed Change No 15 is supported.

G5129F G Whipp

D101.4 The western side of the old village centre of Upper Poppleton is not surrounded by modern development, unlike the rest of the area. It has an attractive and diversified built form with two village greens. The churchyard and nature reserve comprise an especial part of the attraction of the area. The removal from the Green Belt of land at the rear of the frontage properties to the main village green would open up the possibility of that land being developed, which would undermine the attractive character and appearance of the area to the detriment of the wider setting of York. Not only should the boundary not be moved further from the Green, it should be extended further into the village to include the frontage buildings to the west of the village green and the allotment area to the south west. That would provide an enduring boundary.

Reply by the Council

D101.5 The boundary of the Green Belt should be changed to exclude All Saint's Church and churchyard, part of which is an informal nature reserve and also exclude part of the curtilage of Blairgowrie House and the secondary village green to the north east of that property (Proposed Change No 15). The Council have taken a balanced view in this proposed change. Land which forms part of the village is proposed to be excluded from the Green Belt; land which is outside the village framework is included in it.

D101.6 Poppleton is a village of character and as such it contributes to the setting of York. The exclusion of land at the rear of Model Farm from the Green Belt would open up the possibility of development. Model Farm and the adjoining properties front onto the main village green. Development at the rear of these properties would severely detract from the character of the village and would in consequence be harmful to the setting of York. The land at the rear of Model Farm extends into the open countryside. It is important that this land should be protected from development in order properly to regulate the size and shape of the village. There is no need for the area to be developed to meet the housing needs of the area.

Inspector's Conclusions

D101.7 I agree that the village greens form an important part of the character of Upper Poppleton. The attractiveness of the main green derives not only from its size and shape but also from the buildings which surround it. Of these the buildings on the western side of the green are particularly visually important, but are clearly part of the village and should remain in the inset. The grounds of Blairgowrie House and the land to the south west up to and including the churchyard and the allotments are also visually contained within the framework of the village. The north western boundary of that area is clearly defined for the most part by a strong hedgerow boundary. Beyond that boundary to the north west the character of the area clearly changes to that of open countryside.

D101.8 The boundary which the Council have defined in their Proposed Change follows no firm features between the churchyard and Blairgowrie House. In my view a more satisfactory and enduring boundary would be formed by the hedgerow to which I refer above. Although there is a gap in this hedge at the rear of Model Farm the line of the former hedgerow across this gap can easily be inferred. Excluding the land from the Green Belt would not however necessarily mean that it should be developed in view of its importance in relation to the character of its more immediate surroundings. Nevertheless for the reasons I have set out above I do not consider that it should be included in the Green Belt.

Recommendation

D101.9 I recommend that the boundary of the Green Belt be altered to exclude the curtilage of Blairgowrie House, the churchyard and nature reserve and the land between those areas as defined by the line of the hedgerow at the rear of the churchyard and the adjoining garden extended to meet up with the hedgerow along the north western boundary of the curtilage of Blairgowrie House (see objections G0941 and G2056 as shown in Appendix 3 to Doc NY/113).

D103 SCHOOL PLAYING FIELDS: POPPLETON

Case for the Objectors

G1543 The Governors of Poppleton Junior and Infant Schools
G1555C B Park

D103.1 The draft Green Belt Local Plan showed the school playing fields as being within the Green Belt. That was a sensible decision and no good reason has been given for excluding them now. If they are excluded it is possible that there would be pressure to develop some part of the area. A satisfactory boundary for the Green Belt exists alongside the school buildings.

Reply by the Council

D103.2 Although the site is open in character and on the edge of the inset its retention in the Green Belt would not fulfil any Green Belt purpose. The post and wire fence on the northern and western boundaries of the site provides an easily recognisable and enduring boundary to the Green Belt. There is no equivalent boundary feature closer to the school buildings. Excluding the site from the Green Belt does not mean that it would be developed. The detailed criteria for defining boundaries around inset villages exclude most primary schools from the Green Belt.

Inspector's Conclusions

D103.3 The school playing fields stand to the south west of the school and adjoin open countryside. Visually they appear to me to be part of that open countryside and as such to fulfil a legitimate Green Belt function. Any development following their exclusion from the Green Belt would lead to encroachment into the countryside contrary to the underlying aims of the Green Belt. At the rear of the school there are walls, hard paved areas, footpaths and fences which are capable of forming a clear and enduring boundary for the Green Belt.

Recommendation

D103.4 I recommend that Site D103 be included in the Green Belt.

E6 & E7 SOUTH OF SHIPTON

Case for the Objector

G1933D & E J E Bell

E6.1 The objection sites would be useful industrial sites and should be excluded from the Green Belt. There is a lack of provision for an employment generating site on or adjacent to the A19 at Shipton. Having regard to the proposed routing of the bypass to Shipton part of site E7 may be suitable for the development of motorist related facilities.

Reply by the Council

E6.2 The objection sites lie in open countryside to the south of the built-up limits of the village. This open countryside forms part of the rural setting of York and development of either site would be an encroachment into the countryside which would have an adverse effect on the character of the rural area and the setting of the city. Sufficient land for employment purposes has been identified elsewhere in the Greater York area for the period up to 2006 and beyond. There is therefore no overriding need for the land to be released for this purpose. Proposals for motorist related facilities should be assessed on their merits against Green Belt policies.

Inspector's Conclusions

E6.3 The objection sites lie within the outer boundary of the Green Belt as described in the Structure Plan. This is an integral part of the open countryside to the south of Shipton which forms an important part of the rural setting of York. To exclude from the Green Belt open sites detached from settlements and in the heart of its general extent would substantially reduce the effectiveness of the Green Belt. Even if I were to consider that further land should be removed from the Green Belt to allow for future industrial development, sites in such a location would be particularly unsuitable and wholly contrary to the underlying strategy of the Green Belt. My more general views on the provision of motorist related facilities are set out in section F21.

Recommendation

E6.4 I recommend that no change be made to the Local Plan.

E8 EARSWICK: GENERAL

Case for the Objectors

G0776A & G5097A Old Earswick Environmental Action Group
G1580Q & G5129B G Whipp G5024 G Haughton
G5050B R Harben & family G5092 R G G Jenkin
G5106 Ms J I Jenkin G5120 Earswick Parish Council
G5125A J B Carr G5132B Ms F J Carr G5139 A & Ms C Botterill

E8.1 Although there was much expansion in Earswick in the 1970s, there is little scope for more today, even for infilling. The village does not meet the criteria for insetting, is not a service village and could not accommodate development without detriment to its basic form and character. It acts as a buffer to new development elsewhere, and even if Fosslands Farm (Site D48) were to be developed there would be a need for it to continue to exercise this function. It should continue to be washed over by the Green Belt.

G2001H Ryedale District Council

E8.2 The proposed development of land at Fosslands Farm will effectively double the size of the village. As Fosslands Farm is excluded from the Green Belt to allow for this development it would be illogical to include the remainder of the settlement in the Green Belt.

Reply by the Council

E8.3 Fosslands Farm is inset to facilitate a development of housing with community and leisure facilities which will extinguish a severe environmental nuisance. Although the existing village does not meet the normal criteria for insetting, it is of similar size to the new development and will effectively be part of the same settlement. It would be illogical to treat the two parts of the settlement differently, and so the existing village should be inset within the Green Belt (Proposed Change No 16).

Inspector's Conclusions

E8.4 I have indicated earlier that the insetting of Fosslands Farm is justified only by the desirability of extinguishing a severe environmental problem. This can only be achieved by the development of site D48, which is likely thereafter to function in effect as a substantial part of the village of Earswick. Under these circumstances it would be illogical to inset only half of the settlement in its eventual form, and although the village does not meet the normal criteria for insetting I consider that this is desirable here to avoid the inconsistent treatment of what will be two parts of the same settlement.

Recommendation

E8.5 I recommend that Earswick be inset within the Green Belt as set out in Proposed Change No 16.

E9 SOUTH OF HOPGROVE LANE: HOPGROVE

Case for the Objector

G1620 R Thompson

E9.1 Existing housing runs along the northern side of Hopgrove Lane North, which is a private road. It would be sensible to develop on the southern side of this road and bring the road up to an adoptable standard. This would be in keeping with the existing development in the area, including the public house opposite the site which has recently been extended. Development would be restricted to the northern part of the site.

Reply by the Council

E9.2 The site is part of the open countryside. Its development would be an encroachment into the open countryside contrary to Green Belt objectives.

Inspector's Conclusions

E9.3 The site forms part of a green wedge of open countryside extending from the A1237 towards the city centre, which forms an important part of the character and setting of the city. Whilst there is existing development in the area including housing and a public house, it is the open countryside which dominates the overall character of the area. Even if only part of the site were developed it would be seen as an encroachment into this countryside which would markedly erode the open quality of the green wedge.

Recommendation

E9.4 I recommend that no change be made to the Local Plan.

E10 NORTH OF HOPGROVE LANE: HOPGROVE

Case for the Objector

Cl617B J Fitton

E10.1 The site is strategically located at the intersection of the A64, A1237 and A1036. The A1237 and the A1036 form the northern and eastern boundaries of the site and carry substantial volumes of traffic. The Hopgrove area is one of the busiest sections of the county road network. The roads are overloaded and their upgrading is currently under investigation. As part of that upgrading it appears probable that the Hopgrove junction will become grade separated. The site is well suited to the development of comprehensive motorist related facilities which could include a petrol station, motel/travel lodge, restaurant, car, coach and lorry parking, toilet and picnic facilities, a tourist information centre and a park and ride facility. The site would be landscaped and a landscape buffer introduced between the developed part of the site and the houses in Hopgrove Lane.

E10.2 Government guidance contained in DoT Circular 4/88 and PPG13 emphasises the importance of providing groupings of comprehensive roadside facilities at regular intervals along trunk roads, preferably at key junctions. PPG13 indicates that it will normally be reasonable to expect a driver to travel at least 12 miles, but not more than 25 miles, along a primary route before finding a petrol filling station and service facilities. It is also made clear that planning authorities must consider a developer's own assessment of demand in coming to decisions about the need for facilities. Although there are petrol stations in close proximity to the site there are very few sites in the area with a comprehensive range of facilities. There are no facilities on some key routes and others are more than the 12 mile minimum recommended distance from the Hopgrove site. There is an acute shortage of facilities for lorry drivers in the area and a clear need for comprehensive facilities in the York area. The site would provide an ideal location for such development and there are indications that operators would be interested in developing it.

E10.3 The site does not form a significant part of the green wedge extending from York along the A1036 corridor. Development would be extensively landscaped and integrated into the Green Belt in an area where there is already urban development. The possible introduction of a grade separated junction in this location would itself have a further urbanising influence on the character of the area. Exclusion of this site from the Green Belt would not harm Green Belt objectives.

E10.4 The objector's farm has been severed by the Ring Road, which makes the operation of the farming unit difficult. It would be better to develop this site and relocate the farming activity elsewhere.

Reply by the Council

E10.5 The site is part of a green wedge running into the City along the A1036 corridor. It is therefore an essential part of the Green Belt and one which has to be protected if its main objective is to be achieved. Although there is some existing housing development at Hopgrove Lane this is unrelated to the main pattern of settlement. The site is part of the open countryside outside the main built-up area of York. The development envisaged for it would be visually intrusive and could not be assimilated into the countryside by landscaping.

E10.6 The Green Belt Local Plan cannot inset sites specifically to facilitate a particular type of development. The type of development proposed does not fall within any of the categories which would be considered appropriate in the Green Belt. PPG2 advises authorities against making reference to the possibility of allowing other development in exceptional circumstances. If the site were inset it would become vulnerable to pressure for other forms of development.

E10.7 The area around York already has a reasonable provision of motorist related facilities. Through traffic is only a relatively small proportion of the traffic on the A1237.

Inspector's Conclusions

E10.8 Although there is some existing development in the vicinity of the site, it is of modest scale and it is the countryside which dominates the character of the area. The site is open agricultural land and forms an integral part of that countryside. It is also part of an open green wedge of land running from the A1237 and A64 to link with Monk Stray and extending towards the centre of York. Visually this green wedge is an especially important part of the Green Belt and the setting of the city. For these reasons I consider that the site should remain open and is properly included in the Green Belt. Its development would be an encroachment into the countryside which would adversely affect the character and appearance of the green wedge and in so doing undermine the main policy objective of the Green Belt. Whilst the upgrading of the Ring Road may involve the creation of a grade separated junction there is no certainty of this, and even if it were to happen it seems to me likely that the predominant characteristic of the area would continue to be that of open countryside.

E10.9 I am not convinced by the evidence that there is an overriding need for comprehensive motorist related facilities in this area, especially bearing in mind the low proportion of through traffic on the A1237. A number of facilities already exist in the York area. Whilst none may be as fully comprehensive as is suggested for this site, they are reasonably distributed within acceptable distances and are easily accessible to through traffic.

E10.10 I appreciate that there may be some difficulties in operating a farm which is divided by the ring road. However in this case most of the farmland is located on the south side of the road near the farmstead. It is also clear that the farm has continued to operate since the construction of the Ring Road and there is no evidence to show that this has created unacceptable problems. I am not convinced that the difficulties in operating the farm would be sufficient to justify excluding the site from the Green Belt.

Recommendation

E10.11 I recommend that no change be made to the Local Plan.

E11 FORMER BULL TESTING CENTRE: STOCKTON

Case for the Objectors

G1731 Module Partitions

E11.1 The existing buildings on the southern part of the objection site provide small units of accommodation for industrial/commercial users, several specifically for businesses needing starter or nursery units. A shortage of small industrial units in the area has been recognised by both the County and District Councils and must be addressed if the economy of the area is not to be harmed. The need is for sites and premises close to York. The objection site is in an ideal location to meet this need and the success of the existing development on the site is proof of this. The site has been developed as far as it is possible to do so under the present planning permissions which relate mainly, but not solely, to the use of the former buildings of the Bull Testing Centre. It is now necessary to consider extending development of a similar type onto the vacant land adjoining the existing premises. This would meet a need for small units and would enable the success of the present development to continue. The Council has inset industrial estates elsewhere in the Green Belt, there is no size limit on such insets and the scale of the existing built-up area of the site justifies it being treated in the same way. In addition the inset boundary should encompass the undeveloped part of the site.

E11.2 Whilst the intended overall provision of land for employment purposes in the Greater York area is not challenged, that provision requires more detailed consideration. In particular there is no specific provision of land for small starter or nursery units, and it is widely accepted that there is a shortage of such units in Southern Ryedale. PPG4 requires development plans to contain positive policies to provide for the needs of small businesses and PPG12 emphasises the need to make realistic provision for the development needs of the area. The objection site would provide an opportunity for meeting these requirements. The development of the site would be in conformity with Structure Plan Policies I4 and I6. Not only is the site capable of accommodating small units, but the experience of the objector has shown that the rental level of those units would be comparatively low. Rentals as low could not be achieved on other sites because of higher land and infrastructure costs. The location of the units, their size and cost would meet the needs of those wishing to start up a business in the area.

E11.3 It is not necessary to include the site in the Green Belt to check or regulate the size and shape of York or any other settlement. The site does not form part of an area of open land extending into the urban area. Much of the site is already developed, it stands close to a large garden centre and there is other development nearby. Its further development would simply consolidate an area of sporadic development and would not cause any harm to the character or setting of the historic city. New buildings on the site could be single storey and the site could be properly landscaped so that it would be visually integrated with the area. The objectives of Green Belt policy have to be balanced against the need to make proper provision for the development requirements of small firms. In this case the balance is in favour of making such provision on the objection site.

Reply by the Council

E11.4 The objection site covers an area of about 4.3 ha of which only about 1 ha in the southern corner is developed. The remainder forms an integral part of the open countryside between Stockton-on-the-Forest and the City of

York. It can readily be seen from the A64 trunk road and from the roundabout junction with the A1237 and is also clearly visible from Stockton Lane. Although there is sporadic development in the area it would be wrong to consolidate this. Development of the site would be an encroachment into the countryside and would result in an erosion of the countryside setting of the historic city. As a result it would undermine the objectives of Green Belt policy. Unlike the objection site, those employment sites which have been inset in the Green Belt are the larger industrial/commercial estates which already have a generally built-up character.

E11.5 The Council, in accordance with the guidance in PPG4 and PPG12, have ensured that there is sufficient land available for and readily capable of employment development and that a variety of sites is available. In addition to sites there are a number of premises for rent in the York area which are not included in the land availability figures. Detailed policies relating to sites are a matter for the District Council, but the County Council is of the opinion that there is sufficient scope within its strategic policies for provision to be made for small units in a variety of locations. Much will depend on market forces but there is no reason to suppose that if there is a market demand for small units it could not be met. Evidence shows that units are being provided at reasonable rentals. Policies 4 and 5 of the Green Belt Local Plan allow for the development of small scale industrial/commercial units within Green Belt settlements and for the change of use or conversion of rural buildings. Structure Plan policies I4 and I6 have to be considered in relation to the overall objectives of the plan. Policy I6 of the Structure Plan refers to allowing industrial development on land adjoining existing industrial sites where this is appropriate. In this case such development would conflict with Green Belt objectives and would therefore be inappropriate.

Case for the Supporter

G1580K G Whipp

E11.6 The site should be retained within the Green Belt. The expansion of non-agricultural uses on the site would result in encroachment into the countryside.

Inspector's Conclusions

E11.7 Whilst the objection site contains some buildings these occupy only a relatively small part of the overall site area. The remainder is open and similar in character to the surrounding countryside which is open fields separated by hedgerows and trees. Whilst there is some scattered development in the area open countryside is predominant. This is particularly so in views of the area from the A64 and the roundabout junction with the A1237. This open countryside and the clear distinction between the countryside and the urban area form an essential part of the character of the historic city of York which it is a basic aim of the Green Belt to preserve. Development on the objection site would be seen from the A64 even if limited to single storey development. I do not consider that such development could be adequately screened in a manner which would integrate the development with the countryside. It would inevitably appear as an encroachment into the countryside which would serve to consolidate the existing scattered development in the area and in so doing would erode the rural setting of York.

E11.8 PPGs 4 and 12 point to the need to make proper provision for industrial/business development in development plans. The need to provide small industrial/commercial units is well recognised and the existing development on the objection site provides such units. It appears likely that there will be a continuing need for such units in the York area. However, there appears to be no good reason why small units should not be developed on sites which have already been identified by the Council for employment uses. In addition there are premises available for rent in the York area. The situation is a dynamic one where new premises come onto the market and others are taken, and there will be a turnover of small units as firms move to larger premises or go out of business. Against this background there is no compelling evidence to show that there is a shortage of small industrial units in the area or that they can only be provided at reasonable rentals on the objection site.

E11.9 Even if such a shortage did exist the use of the objection site for this purpose would be far outweighed by the need to afford protection to the Green Belt in such a prominent and vulnerable area. It follows from this that I do not consider that the site should be excluded from the Green Belt to allow for development under the terms of Structure Plan policies 14 and 16.

Recommendation

E11.10 I recommend that no change be made to the Local Plan.

E12 GLOCK FARM: ELVINGTON

Case for the Objectors

GL489A Landmatch PLC

E12.1 The objection site should be excluded from the Green Belt so that it can be considered as the location for a new settlement. There is no special requirement for the new settlement to be beyond the outer boundary of the Green Belt. To place it in such a location goes against the advice in PPG12 relating to the reduction on car dependency and energy consumption. Any new settlement needs to be located as close to the city as possible to minimise unnecessary travel. The definition of insets is established in Policy E10 of the Structure Plan and the special circumstances in this case justify an inset. The advantages of a location close to the city amount to very special circumstances referred to in PPG2 for allowing the development of the objection site. The exclusion of the site from the Green Belt would not affect its integrity.

Reply by the Council

E12.2 The objection site falls within the Green Belt defined in the Structure plan as being a belt whose outer edge is about 6 miles from York city centre. It forms part of the general and extensive area of flat open countryside to the south east of the A64. This open countryside is an important part of the setting of the historic city. The establishment of a new settlement in this location would be an encroachment into the open countryside which would erode the rural character of the area and have an adverse effect on the setting of the city. The exclusion of the site from the Green Belt would result in the creation of a large area of open "white land" unrelated to any settlement and not subject to Green Belt policies. Government advice in PPG3 expresses a presumption against locating new settlements in the Green Belt. A new settlement within the Green Belt is incompatible with the national and strategic objectives of Green Belt policy. PPG3 also refers to the importance of new settlements containing a full range of facilities as a means of reducing car travel and any plan for a settlement sited outside the Green Belt would need to have regard to this advice. The objection site is not an existing settlement and therefore Policy E10 does not apply.

Inspector's Conclusions

E12.3 The objection site extends to some 160 ha and lies well within the outer boundary of the Green Belt as described in the Structure Plan. It is in an area of flat open countryside which forms an important part of the countryside setting of York. Development of such a site would be seen as an intrusion into the countryside which would detract markedly from the setting of the historic city contrary to one of the main aims of the Green Belt. The present Structure Plan does not rely on a new settlement as part of its strategy, and although the Proposed Alteration No 3 does do so it has yet not been examined in public or adopted. I consider that it would be wholly mistaken to exclude from the Green Belt a large area of open land which plainly falls within the general extent of the Green Belt and contributes to its character, when this exclusion would not be based on the Council's current or proposed strategic intentions. PPG3 makes it clear that a proposal for a new settlement should normally only be contemplated where it is not within a Green Belt.

E12.4 It is clearly desirable to reduce car dependency and fuel consumption, but to punch a large hole in the Green Belt in order to achieve this in one particular way would be to give primacy to potential but as yet unexamined and unadopted policies at the expense of current approved national and local policies. My recommendation here and elsewhere in this report must be based on the latter. If or when it became apparent that other underlying matters of strategic concern were of equal or greater importance to those currently underlying the Green Belt, that would amount to a change of circumstances of such magnitude as to justify a reconsideration of the purpose and extent of the Green Belt. It might, for instance, be replaced by a strategy relying on a series of extended but separate green wedges rather than a continuous Green Belt, or, as the present objectors suggest, on a new settlement located in one of the less significant parts of the present Green Belt. However, I am in no doubt on the basis of the current policies which form the approved background to this Local Plan that this land should be included within the Green Belt.

Recommendation

E12.5 I recommend that no change be made to the Local Plan.

E13 HESLINGTON: GENERAL

Case for the Objectors

G0983B The Hslifax Estates Management Company

E13.1 Heslington is a village comparable in its range of services and facilities with those that have been inset elsewhere into the Green Belt. It has a post office, two public houses, a church, four banks, a shop and a primary school, and is well related to employment areas, in particular to the University. It has grown in recent years and it too should be inset in the Green Belt.

E13.2 This would allow limited longer term growth and expansion, which would help to satisfy the development pressures caused by its proximity to York and the University. This would not be contrary to the current new settlement strategy. On average some 8 to 10 dwellings a year have been constructed over the last 10 years, during part of which the village was not regarded as lying within the Green Belt. If only infilling were permitted there would be potential for only some 6 to 8 new dwellings in all.

E13.3 The University, which as a whole can be regarded as an institution in large grounds, extends into the wedge based on Walmgate Stray, whereas Heslington does not. Limited growth here would help to relieve pressure on other parts of the Green Belt but would not prejudice the objectives of the Green Belt. A suitable boundary for the inset is shown on Doc NY/102. The inset should not include the church or playing fields as that would reduce the narrow gap between the village and York, and also should not include Heslington Hall or the new University residential accommodation. Just over 6 ha of farmland would be included.

Reply by the Council

E13.4 Although it is accepted that Heslington meets the normal criteria used for insetting villages in the Plan, special circumstances apply which would make this inappropriate. The village is one of two situated between York and the Ring Road and is on the vulnerable edge of an important green wedge. The latter is protected by the restriction on development arising from inclusion in the Green Belt. Development affecting the character and setting of the village would necessarily also affect the wedge. In addition the urban area and the University are very close to the village. The student housing in the village is also part of the University, which as a whole is regarded as being an institution in extensive grounds.

E13.5 If only limited development is intended, this can be achieved under Policy 4 of the Plan without the need to inset the village. The inclusion of a large area of undeveloped land would be contrary to the general strategy put forward by the Council. This farmland extends into the village in a kind of wedge, which mirrors those extending into York, and is an important part of the character of the village which would be lost if it were to be developed.

Inspector's Conclusions

E13.6 I comment in relation to topic P9 that although parts of the University are densely developed, it is still just possible if it is taken as a whole to regard it as an institution in large grounds, and also that the

site does perform important Green Belt functions. Heslington is intimately related to the University, many of its facilities, including the abnormal number of Banks, being the result of its proximity. Like the University there are parts of it which are densely developed, but it too lies within the general extent of the Green Belt and unlike, say, Haxby and Wigginton, there is no obvious absurdity in washing the Green Belt over it.

E13.7 The green wedge based on Walmgate Stray is important in its effect on the character of York, but is narrow and therefore vulnerable. I share the Council's concern that any further material increase in development in Heslington would be likely to reduce the effectiveness of this wedge. The open land extending into the village from the south is an important part of the village's character and its development would be likely to have serious adverse effects on that character. In my opinion villages lying within the general extent of the Green Belt should only be inset where special circumstances apply. I am not convinced of a need for expansion here which would justify inseting under Structure Plan Policy E10, and I have indicated above that the character of the existing settlement is not such as to demand inseting. The village should continue to be washed over by the Green Belt.

Recommendation

E13.8 I recommend that no change be made to the Local Plan.

E15 TEMPLE GARTH: COPMANTHORPE

Case for the Objector

G1033 D Hughes

E15.1 Excessively tight Green Belt boundaries reduce the chances that they will be permanent. This site is not land which it is necessary to keep permanently open and would be suited to infill development. This would not extend the village.

Reply by the Council

E15.2 Sufficient land is available elsewhere for the long term development needs of the area. This site fulfils important Green Belt functions, being a part of the rural hinterland of York which separates Copmanthorpe and Bishopthorpe. It would not be logical or possible to inset merely the objection site, so that the larger residential area to which it lies close would also have to be inset. This area is physically separate from Copmanthorpe and would not on its own meet the criteria for inseting set out in the Local Plan.

E15.3 Although inclusion within the Green Belt does not necessarily preclude infilling in settlements which have been washed over by the Green Belt, this only applies within the built-up area of such settlements. This is not the case in respect of this site, planning permission for the development of which has been refused and an appeal has been dismissed.

Inspector's Conclusions

E15.4 This site lies of the edge of a small residential area lying in open countryside east of Copmanthorpe and between it and Bishopthorpe. It lies well within the general extent of the Green Belt and is not so large and does not have a character that would demand or justify its inseting from the Green Belt. It is a part of an area which performs clear Green Belt functions, including the separation of the two villages. I consider that any further consolidation of the residential area or of the related ribbon development would be harmful to the aims and effectiveness of the Green Belt. A further inset for the residential area as a whole would thus be contrary to the purposes of the Local Plan, and the objection site on its own would be too small to form a separate inset, even if I considered this to be justified.

E15.5 I have given my general views on the future provision of development land earlier in this report.

Recommendation

E15.6 I recommend that no change be made to the Local Plan.

E17 RUFFORTH AIRFIELD

Case for the Objectors

G1069 A F Budge (Estates) Ltd

E17.1 There are now three runways in use, each comprising a 20 m non-agricultural strip of land. One is used for gliding and one for microlight aircraft. There are no scheduled services and aircraft only land on the other runway by appointment, but it is used by commercial aircraft, especially on race days. The runways are in good physical condition although they lack lighting or navigational aids. Planning permission has been granted for hangers.

E17.2 An area of some 54 acres adjacent to the B1224 should be inset from the Green Belt to allow for the controlled expansion of the airfield. The site is well located for this, being remote from the village but close to the Ring Road. Expansion would attract businesses to the area, help to provide better air links to the region and assist small scale business users. There would be some environmental advantage in providing local facilities for air freight, rather than requiring it to travel further by road. Businesses directly related to aviation activities should be permitted on the site, such as aircraft engineering or repairs. The site is not licensed by the CAA, and would require upgrading and additional facilities before this could be done. The number of flights could however be increased without the need for planning permission.

E17.3 Other airfields in Green Belts are being expanded and have development plan policies allowing this to happen - for instance, at Eastleigh, Newcastle and Cambridge. If this airfield were to be inset within the Green Belt, its expansion would be in accord with the aims and objectives of the Structure Plan and national guidance. Even if it were to remain in the Green Belt the Local Planning Authority would find it difficult to resist further operational development. As an alternative to an inset, it would be possible, if not so desirable, to include a special policy accepting development either directly related to the operational efficiency of the airfield or for which an airfield location is essential.

Reply by the Council

E17.4 The objection site is an open area with little screening and containing few buildings. It serves the Green Belt functions of protecting the special character of the historic city of York and of safeguarding the rural countryside around it from further encroachment. It is only sparingly used as an airfield and is not one that has been identified as being needed to contribute to the long term development requirements of the area. Any future development directly related to the airfield could be dealt with in a satisfactory manner on its individual merits. Inclusion in the Green Belt would not necessarily preclude all development but would control it to prevent development harmful to the Green Belt role of the site. The other sites referred to by the objectors are airports that are already licensed and which have an existing regional role.

E17.5 Insetting the site within the Green Belt would allow any form of development to occur there. The inclusion of a special policy in the plan would be contrary to national policy as it would remove the normal presumption against inappropriate development in this area.

Inspector's Conclusions

E17.6 This site is part of the general area of open countryside around York which serves the primary functions of the Green Belt. Built development on the site is sparse; the runways have minimal visual impact, and none on its overall open character. The land falls well within the general extent of the Green Belt, fulfils important Green Belt functions and there are no grounds for inseting it on the basis of its character, even taking into account current planning permissions.

E17.7 The only possible reason to inset the site would be to permit development of a type contrary to normal Green Belt policy but which was considered to comply with wider strategic local or national policies. Although I accept that if the airfield were to be expanded this might well be found to have some beneficial effect on the economy and transport facilities of the area, I am not convinced that this is the only or necessarily the best way in which this could be done. To inset the airfield or to include a special policy would lack any specific or approved strategic justification. Bearing in mind the potential severe harm to the objectives of the Green Belt that either course of action could lead to, I consider that neither could be justified in terms of such an indefinite beneficial effect.

Recommendation

E17.8 I recommend that no change be made to the Local Plan.

E18 LONG MARSTON: GENERAL

Case for the Objector

G1582A Col York

E18.1 Long Marston should be inset within the Green Belt as the village has the potential to accommodate a scale of development beyond that which would be allowed under Policy 4. Long Marston does not fall within the criteria for villages which can be 'washed over' in that it is not small in scale, has experienced significant growth and has a wide range of community facilities. The land between Wetherby Road and Butt Hedge should be included within the village inset.

Reply by the Council

E18.2 Unlike the villages that have been inset, Long Marston has not been the subject of significant growth. It does not have a generally built-up character; rather, it has a loose form of development within which there is a ready awareness of the surrounding countryside. The open land which it is proposed should be included within the inset boundary has no physical boundary on its south western side. To include such a site would be contrary to the advice in PPG2.

Inspector's Conclusions

E18.3 Long Marston is a linear village with very little development in depth away from the main street frontage. It has an open character and one is always aware from within the village of the surrounding countryside. It is important to the setting of York that the rural character of such villages in the Green Belt should be preserved, and this can best be achieved by carrying the Green Belt notation over the settlement. The open land which it is suggested should be excluded from the Green Belt as part of the inset is part of a large open field which is part of the open countryside setting of the village. Its development would result in an encroachment into the countryside contrary to Green Belt objectives. Such land should remain permanently open.

Recommendation

E18.4 I recommend that no change be made to the Local Plan

F7 & F8 POLICY 2
G5 PARAGRAPH 6.7

Case for the Objectors

G1586G & G5137A Askhams Area Trust

F7.1 Although in principle farm diversification is supported, Proposed Change No 17 makes no distinction between what would be acceptable in the Green Belt and what would be acceptable in all rural areas. Policy 2(iv) should read 'OTHER USES APPROPRIATE IN A GREEN BELT AREA' and Proposed Change No 17 should not be made.

G1852D Mrs J Hubbard

F7.2 Unlike Structure Plan Policy E8, Policy 2 is expressed in a negative way. Although the uses listed are by implication acceptable in a Green Belt, this is not stated specifically.

F7.3 Development which would be of an acceptable type but would be harmful to the interests of the Green Belt would be prevented by Policy 3. The test of 'necessity' contained in Policy 2 is not required by PPG2 and should be omitted.

G1971 & 5413B MAFF

F7.4 The Policy makes insufficient provision for farm diversification. A new paragraph should be added indicating that it is national policy as set out in PPG7 to encourage farms to diversify and to adopt alternative uses to generate additional income. Such uses may be acceptable in a Green Belt provided that their scale is in keeping with their surroundings and that they cause no harm to Green Belt objectives. Proposed Change No 17 would meet this objection.

G5129H G Whipp

F7.5 The words 'and are small and unobtrusive' should be added to the end of the text suggested in Proposed Change No 26 in order to reflect the advice in PPG17.

Reply by the Council

F7.6 The policies of the Plan must reflect national guidance. Policy 2 derives from the advice in paragraphs 12 and 13 of PPG2, and the word 'necessary' derives from Structure Plan Policy E9, approved by the Secretary of State in 1980.

F7.7 The need to sustain and expand the rural economy is emphasised in PPG2 and PPG7. Nonetheless it could not be expected that all farm diversification proposals will be acceptable in the Green Belt. They would still need to satisfy Policy 3 by keeping the open character of the Green Belt and by preserving the special character of York. The following text should be added after paragraph 6.18 (Proposed Change No 17):

The increasing cost of supporting the agricultural industry had led the Government to introduce measures aimed at diversifying the rural economy. As a result land is being taken out of production and landowners are being encouraged to find alternative uses for their land. Proposals for farm diversification activities may be appropriately located in the Green Belt where the objectives of the Green Belt would not be prejudiced.

F7.8 The third and fourth sentences of paragraph 6.7 should be replaced with the following in order to follow the advice in PPG17 more closely (Proposed Change No 26):

The suitable conversion of existing buildings (eg to provide clubhouses and changing rooms) may be necessary, but new buildings will only be acceptable in very special circumstances. Any new buildings or facilities will only be acceptable where they are essential to the functioning of that use.

Case for the Supporters

G0741A Countryside Commission

G2001B Ryedale District Council

F7.9 Policy 2 is welcomed and supported.

Inspector's Conclusions

F7.10 Policy 2 is based closely upon Structure Plan Policy E9. That policy will continue to operate, and I can see no point in changing Policy 2 unless it would either make the Structure Plan policy clearer or would relate it more exactly to the circumstances of this particular Green Belt. The changes suggested by the objectors would do neither of these things, but would merely cause ambiguity.

F7.11 Rural diversification is both necessary and encouraged by national guidance. Proposed Change No 17 would recognise this. To avoid ambiguity it would be desirable to add the words 'in those cases' before 'where the objectives' in the final sentence. Provided that this was done I do not think that there would be any unwarranted implication that any kinds of diversification would be automatically acceptable in the Green Belt whatever their nature or impact or that Policy 3 did not have to be satisfied.

F7.12 Proposed Change No 26 is closer to the advice in PPG17 than is the Deposit Plan, and is therefore to be welcomed. I can see no advantage in adding the words suggested by the objector, as any proposals of this type which are brought forward would also need to satisfy the requirements of Policy 3. It may however be helpful to make this point explicit by means of a cross-reference.

Recommendation

F7.10 I recommend

- (i) that the following paragraph be added after paragraph 6.18:

The increasing cost of supporting the agricultural industry had led the Government to introduce measures aimed at diversifying the rural economy. As a result land is being taken out of production and landowners are being encouraged to find alternative uses for their land. Proposals for farm diversification activities may be appropriately located in the Green Belt in those cases where the objectives of the Green Belt would not be prejudiced.

- (ii) that the Local Plan be modified as set out in Proposed Change No 26 with the addition of the words 'and where the requirements of Policy 3 are satisfied'.

F9 POLICY 3
F20 POLICY OMISSION - UNIVERSITY OF YORK
G6 TEXT PARAGRAPHS 6.13 & 6.14 - UNIVERSITY OF YORK

Case for the Objectors

G0983A The Halifax Estates Management Company

F9.1 The University is of national importance and vital to the economy of York. The scale and nature of it and the Science Park are unique in the Green Belt. They constitute special circumstances meriting special consideration. Many other comparable Universities, such as Keele or Surrey, are excluded from Green Belts, but that would not be necessary here provided that an adequate policy background is established for future development. Such development would be at or below the density of the existing site and be to an equal or higher environmental standard. Permission was granted in 1989 for the Science Park, and it is likely that the University will be increasingly dependent upon links with industry and commerce, although, unlike the Green Belt, the University's future programme cannot be set more than 4 or 5 years ahead.

F9.2 Policies 2 and 3 of the Deposit Plan would be too inflexible to allow for the University's future expansion. The use of the word 'necessary' in the former might prevent technology-related development taking place. It is important that the planning system should provide a clear and comprehensive basis on which to guide future decisions. The Proposed Changes would be an improvement but there is still a need for more specific guidance for both development control and the preparation of development plans. This could be done either by a new lower case text or by the insertion of the following policies:

POLICY 2(iii)A

THE CURRENT UNIVERSITY CAMPUS TO THE NORTH OF HESLINGTON LANE AND THE FUTURE DEVELOPMENT AND EXPANSION OF THE UNIVERSITY TO THE SOUTH AND EAST OF HESLINGTON VILLAGE WILL BE TREATED AS A MAJOR INSTITUTION IN THE GREEN BELT. THE FUTURE DEVELOPMENT WILL BE GUIDED BY THE PRODUCTION OF A MASTER PLAN AND PLANNING BRIEF TO BE AGREED WITH THE COUNTY AND DISTRICT PLANNING AUTHORITIES. THIS POLICY, POLICY 3A AND THE MASTER PLAN AND BRIEF WILL TOGETHER FORM THE CONTEXT FOR MORE SPECIFIC POLICIES IN THE SELBY DISTRICT LOCAL PLAN, NOW IN PREPARATION.

THIS POLICY AND POLICY 3A WILL APPLY TO THAT AREA SOUTH AND EAST OF HESLINGTON AS DEFINED ON SUPPLEMENTARY MAP NO- AND COMPRISING SOME 613 ACRES.

POLICY 3A

WITHIN THE YORK UNIVERSITY CAMPUS TO THE SOUTH AND EAST OF HESLINGTON ALL USES DIRECTLY ASSOCIATED WITH THE UNIVERSITY AND ITS FUTURE GROWTH, INCLUDING RESEARCH AND TECHNOLOGY RELATED DEVELOPMENT HAVING A DIRECT LINK TO THE UNIVERSITY, WILL BE SUPPORTED IN PRINCIPLE SUBJECT TO THE SCALE, LOCATION AND DESIGN BEING COMPATIBLE WITH THIS LOW DENSITY CAMPUS DEVELOPMENT, AND OTHER MATERIAL PLANNING CONSIDERATIONS.

G1490A & B University of York
G5249F York City Council

G5123C Selby District Council

F9.3 It is essential that a Development Brief should be prepared to clarify and co-ordinate the future development of the University. The Proposed Changes are fully supported.

Reply by the Council

F9.4 It is accepted that the University is a low density/parkland use, and can be described overall as an institution within extensive grounds. The approval of the Science Park showed that this development was accepted as being an integral part of the University. The further expansion of the University within the Green Belt would not necessarily be incompatible with its objectives provided that the open character of the land between the City and the Southern By-Pass was maintained. It is accepted that the University has difficulty making future forecasts, and that there is a need for some flexibility in any policies covering its area, but nonetheless it must be for the University to attempt to define its own future role. Selby District Council can then initiate the preparation of a comprehensive plan and Brief for the University expansion land in liason with the University and the landowners, and in conjunction with their preparation of a District-wide Local Plan.

F9.5 It would be contrary to the advice in PPG2 to define in the present Local Plan circumstances which would be regarded as exceptional in relation to Policy 2. Similarly to give an open ended commitment to the acceptance of whatever uses might be proposed by the University would be too wide an undertaking. The new Policies suggested by the first objector are more akin to a lower case text. It would be preferable to amend the text of the Deposit Plan, bearing in mind that the Green Belt Local Plan is essentially a subject Plan primarily defining the boundaries of the Green Belt, rather than a strategic document guiding the future use and development of land within it. It is important not to inhibit the functions of Selby District Council in the exercise of their function as Local Planning Authority of preparing a District-wide Local Plan.

F9.6 The following should be added at the end of paragraph 6.9 (Proposed Change No 22):

In November 1967 the Minister of Housing and Local Government introduced an amendment to the County of York East Riding Development Plan, allocating around 800 acres for the future development of the University, on land to the north and south of Heslington Lane, south of Field Lane and surrounding the village of Heslington.

F9.7 The words 'The preparation of' should be deleted from the final sentence of paragraph 6.13 and the following added at the end (Proposed Changes Nos 23 and 24):

It would be appropriate for Selby District Council, as the local planning authority for this area, to initiate the preparation of a comprehensive plan and brief in close liason with the University and the appropriate landowners.

The Officers suggested at the inquiry that the following additional lines should then be added:

and in line with the principles established in the preceding paragraphs. The District Council will need to reflect the agreed conclusions in the District-wide Local Plan so that statutory planning provision is effected for the continued development of the University.

F9.8 Paragraph 6.14 should be replaced with the following (Proposed Change No 25):

Policies 2 and 3 will apply to any further development and/or expansion of the University both prior to the preparation and approval of the plan and brief and also thereafter. Policy 3 will not preclude development of the University consistent with its relatively low density parkland setting.

Case for the Supporters

G0741B Countryside Commission
G1887C & D Cllr M H K Brumby

G1580H G Whipp
G2001C Ryedale District Council

F9.9 The application of Green Belt Policies to the University is supported. This will prevent inappropriate development taking place there.

Inspector's Conclusions

F9.10 Although parts of the University are densely developed, I accept that taken as a whole it is still just possible to regard it as constituting an institution in extensive grounds, and that it does still fulfil important Green Belt functions. I share the view that there is an urgent need for the preparation of a Development Brief for the University so that its essentially short term planning can be done in a wider context which would safeguard both its long term future and the integrity of this part of the Green Belt. The main parts of this Brief could then be incorporated into Selby's District-wide Local Plan.

F9.11 I regard the alterations to the text suggested by the Council in their Proposed Changes as generally providing a proper context in terms of the Green Belt. The additional words suggested by the Officers would emphasise even further the need for urgent action in this matter and I consider that they too should be included in the Local Plan.

Recommendation

F9.12 I recommend that the Local Plan be modified as set out in Proposed Changes Nos 22-25 together with the additional words suggested by the Officers as set out in paragraph F9.7 above.

F10 & F11 POLICY 4

Case for the Objectors

G1581B The Church Commissioners for England G1582B Col York

F10.1 In view of difficulties which have arisen over the Southern Ryedale Local Plan, further guidance for District Councils is needed on the need for a flexible interpretation of the definition of 'THE BUILT-UP AREA OF THE SETTLEMENT'.

G1933A J E Bell

F10.2 The first proviso of the Policy is inappropriately worded. The following would be an improvement:

(1) THE PROPOSED DEVELOPMENT IS LOCATED SO AS TO BE WELL RELATED TO THE EXISTING BUILT PARTS OF THE SETTLEMENT AND DOES NOT PRODUCE AN EXPANSION INTO THE COUNTRYSIDE.

Alternatively the words 'EXISTING BUILT PARTS' might be replaced with 'FORM'.

F10.3 In order to make clear the need to revise settlement boundaries defined before the adoption of this Plan, the following text should be added:

Where Local Planning Authorities have drawn settlement development limits prior to the adoption of this Plan, these authorities will revise such limits in conformity with this Plan in their forthcoming District-wide Local Plans.

G5129I G Whipp

F10.4 The second sentence of Proposed Change No 28 should read as follows:

The re-use or adaptation of these buildings to new uses which are sympathetic and non-injurious to the rural character of the environment will generally be acceptable, both to assist in diversifying the rural economy and to lessen the likelihood of the buildings becoming derelict.

Reply by the Council

F10.5 Structure Plan Policy E10, although not normally allowing the expansion of settlements in the Green Belt, does permit minor infilling. This was not intended to imply the normally restrictive definition of 'infilling', so that Policy 4 permits some flexibility to District Councils in its interpretation. In particular it would allow them to prevent development on important open spaces within settlements, to allow more than minor infilling in some circumstances, and to define the boundaries of settlements in Local Plans. The Policy reflects established planning practice. In defining settlement boundaries District Councils would need also to take other development control policies and national guidance into account. Those who consider that in a particular case the boundary has been wrongly defined would have the opportunity to object to the relevant Local Plan.

F10.6 Paragraph 6.23 should be replaced with the following (Proposed Change No 28):

The attractive character of the villages within the Green Belt is largely due to their existing buildings. The re-use or adaptation of these buildings to new uses will generally be acceptable, both to assist in diversifying the rural economy and to ensure that the buildings do not fall derelict.

As this paragraph refers to development within settlements there is no need to refer to the rural character of the environment. Nothing would be added by the change suggested to the reference to buildings becoming derelict.

Case for the Supporters

G0741C Countryside Commission

G2001D Ryedale District Council

F10.7 This policy is supported.

Inspector's Conclusions

F10.8 Policy 4 expands part of the content of Structure Plan Policy E10 in order to give more detailed guidance. The preparation of development limits in Local Plans following this guidance would be of obvious assistance to landowners, developers and others. Although in part I share the concern of the objectors as to the use of the phrase 'THE BUILT-UP AREA OF THE SETTLEMENT', which may not be applicable to all villages, I am not convinced that the suggested alternatives would be any improvement. Clearly great sensitivity to the individual character of the settlements in the Green Belt will be required in the definition of their boundaries in Local Plans, and it is important that 'THE FORM AND CHARACTER OF THE SETTLEMENT', referred to in proviso (ii) of the Policy, should be taken fully into account. However, I can see no practical or theoretical advantages in altering the wording of the Policy.

F10.9 It will be necessary for all of those District Councils who have already adopted Local Plans which cover part of the Green Belt to reconsider them in the light of the Green Belt Local Plan in its adopted form when preparing District-wide Local Plans, and I see no need to make a specific reference to this in relation to this Policy.

F10.10 The suggested new paragraph 6.23 is clear and consistent with other parts of the Local Plan and with national guidance.

Recommendation

F10.11 I recommend that the Local Plan be modified as set out in Proposed Change No 28.

F12 & F13 POLICY 5
G7 PARAGRAPH 6.26

Case for the Objectors

G1489B & G5415A & B Landmatch PLC

F12.1 Although Proposed Changes Nos 18 and 27 are supported in principle, the reference in both to changes of use should be deleted. They are inconsistent with the advice in PPGs 2 and 7 that in general there is no reason to prevent the re-use or adaptation of rural buildings unless there are specific and convincing reasons which cannot be overcome by the use of conditions.

G1852E & G5411B Mrs J Hubbard

F12.2 The test of 'necessity' should be removed from the Policy. It is unclear whether (ii) is intended to refer to buildings on the Statutory List or those on a list prepared by the Local Planning Authority. The last two lines are unhelpful in that they do not explain the relevant circumstances or criteria involved. The re-wording in Proposed Change No 18 would meet these objections.

G1903A Yorkshire Water Estates

F12.3 Paragraph 6.26 should refer to all redundant buildings in rural areas, not just to those that were agricultural. Others also need to have an economic use to prevent dereliction.

G1933B J E Bell

F12.4 It should be made clear that only settlements which are washed over by the Green Belt are referred to here, not those which are inset.

G5137B & C The Askhams Area Trust

F12.5 Although the general aim of rural diversification is supported, it should be applied in a more restrictive way within Green Belts. Exception (ii) of the policy as set out in Proposed Change No 18 should read as follows:

(ii) THE CONVERSION OF AGRICULTURAL OR OTHER RURAL BUILDINGS TO NEW USES WHICH HELP TO DIVERSIFY THE RURAL ECONOMY AND DO NOT PREJUDICE GREEN BELT OBJECTIVES MAY BE PERMITTED. SUBSTANTIAL EXTENSIONS OR NEW BUILDINGS SHALL BE DISCOURAGED.

G5413A MAFF

F12.6 The Policy would be satisfactory if altered as set out in Proposed Change No 18.

Reply by the Council

F12.7 Policy 5 should be replaced with the following to reflect the advice now given in PPG7 (Proposed Change No 18):

OUTSIDE SETTLEMENTS PROPOSALS FOR THE CHANGE OF USE, REDEVELOPMENT OR SUBSTANTIAL EXTENSION OF EXISTING BUILDINGS WILL NOT NORMALLY BE PERMITTED, UNLESS THEY ARE FOR:-

(i) APPROPRIATE DEVELOPMENT IN THE GREEN BELT AS DEFINED IN POLICY 2;
OR

(ii) THE CONVERSION OF AGRICULTURAL OR OTHER RURAL BUILDINGS,
PARTICULARLY TO NEW USES WHICH HELP TO DIVERSIFY THE RURAL ECONOMY.

F12.8 As with Policy 4, it is up to District Councils to indicate to which 'settlements' the policy refers. New buildings are dealt with in Policy 2. It is the aim of PPG7 to assist rural diversification by allowing buildings previously used for agricultural or other rural uses to be used for a different purpose. It is not intended to encourage the re-use of other buildings in the countryside or to apply to buildings which would require substantial reconstruction before re-use is possible.

F12.9 Paragraphs 6.25 and 6.26 should be replaced with the following (Proposed Change No 27):

The overriding need to protect the open character of the Green Belt means that proposals for the change of use, redevelopment or substantial extension of existing buildings outside villages will not normally be acceptable. There may, however, be opportunities for re-using or converting existing rural buildings, particularly for new commercial, industrial or recreational uses, to encourage new enterprises and help diversify the rural economy. This reflects Government guidance as set out in PPG2 and PPG7.

Case for the Supporters

G0741D Countryside Commission
G2001E Ryedale District Council

G1594 Mr & Mrs J Harrison

F12.10 The Policy, and in particular the last sentence, is supported.

Inspector's Conclusions

F12.11 Policy 5 of the Deposit Plan does not follow current national guidance. The new Policy and text put forward in Proposed Changes Nos 18 and 27 are more satisfactory. Although the initial reference to changes of use may appear to suggest a contradiction with national policy, this is covered by exception (ii) to the Policy, which is worded in a way that relates it directly to national advice. As settlements that are inset are not subject to this Local Plan and those that are not inset are covered by Policy 4, I can see no need to explain further the meaning of the word 'settlements'.

F12.12 Suitable new uses may safeguard the future of Listed Buildings in the Green Belt which are not agricultural or rural buildings, and this would be in keeping with general national policy. A new clause should be added to allow for this.

F12.13 The new text set out in Proposed Change No 27 refers to 'rural' rather than to 'agricultural' buildings, so that it would be possible under the modified Policy to consider the economic potential and to avoid the dereliction of other redundant buildings.

Recommendation

F12.14 I recommend

(i) that the Local Plan be modified as set out in Proposed Changes Nos 18 and 27; but

(ii) that clause (ii) of the Deposit Plan be retained.

F14 POLICY 6

Case for the Objectors

G1903B Yorkshire Water Estates

F14.1 There will be instances where redundant Water Company sites in the Green Belt will justify a similar approach to that applied to redundant hospital sites. Land and buildings which would otherwise have become derelict could be redeveloped for beneficial uses which could enhance or even introduce a Green Belt function to the site. In other cases operational land may become available for partial redevelopment while a degree of operational use continues. By permitting appropriate development it is likely that there would be opportunities both to enhance the appearance of the site and possibly to achieve environmental improvements to any remaining operational land. The scope of Policy 6 should be broadened to refer to redundant utility sites such as those operated by the Water Companies. In particular the Naburn Sewage Treatment Works is surplus to operational requirements and, in line with a broadened Policy 6, consideration should be given to a suitable form of redevelopment for this site.

F14.2 The objection could be met by adding the following to the text justifying Policy 6:

It is recognised that sites owned by other utility or service organisations may become redundant during the life of this Plan. While each site must be examined in the light of its individual circumstances, it may also be appropriate in some instances to consider proposals for conversion or re-use in accordance with the terms of Policy 6.

Reply by the Council

F14.3 Policy 6 reflects Government guidance as set out in paragraphs 17 & 18 of PPG2 and to alter it to refer to non-hospital sites would be inconsistent with that advice. However, if a large utility site were to become redundant in a Green Belt location, it would be appropriate to consider alternative uses and, depending upon the individual circumstances of the site, it might also be appropriate to follow the guidelines set out in Policy 6. The Council is concerned about the implications of the suggested changes to Policy 6 on other policies of the plan and the general presumption against inappropriate development in the Green Belt. Sites such as those referred to by the objector should be considered on their individual merits.

Case for the Supporters

G0741E Countryside Commission

G2001F Ryedale District Council

F14.4 Policy 6 of the Plan is supported.

Inspector's Conclusions

F14.5 PPG2 makes clear what is normally regarded as appropriate development in the Green Belt. It also makes clear that local planning policies should make no reference to the possibility of allowing other development in exceptional circumstances. The particular problem of dealing with the future use of redundant hospital sites in the Green Belt is however recognised and

PPG2 sets out guidelines to assist local planning authorities in preparing policies for such sites. The policies of the Local Plan reflect the advice in PPG2. Broadening Policy 6 or its explanatory text to include other redundant sites would be going well beyond with national advice and I am not convinced that there is any overriding need for this.

F14.6 Very special circumstances may arise which might justify development on other redundant sites but I think that these will be best dealt with by considering each case on its individual merits in relation to the overall objectives and nature of the Green Belt. It would still be open to the Local Planning Authority to make use of the approach and methodology set out in Policy 6 if they felt it to be appropriate in a particular case.

Recommendation

F14.7 I recommend that no change be made to the Local Plan.

F15 & F16 POLICY 7

Case for the Objectors

G0839E York City Council G1786D, G5123B & D Selby District Council
G1887B Cllr M H K Brumby G1903C & G5109 Yorkshire Water Estates

F15.1 The fundamental aim of both the Green Belt and of Park and Ride is the preservation of the special character of York. As the Green Belt is very tight around the City, it is likely that most Park and Ride sites will be in the Green Belt. Policy 7 would be unduly restrictive. The Proposed Change would be more satisfactory.

G0961C New Earswick Parish Council G0962C K K Robinson
G1589H & G5138D Harrogate Borough Council G1852F & G5411A Mrs J Hubbard

F15.2 It is contrary to national policy to include policies which would specifically identify in advance exceptional cases which might be allowable in the Green Belt. The Proposed Change, although still tending to undermine the Green Belt, would be an improvement.

Reply by the Council

F15.3 It is accepted that it would be contrary to PPG2 to include a policy referring to Park and Ride developments as a form of exceptional circumstance. It would, however, be harmful to rule out the possibility of providing such developments in the Green Belt, and the following text should be included as a replacement for Policy 7 and paragraphs 6.32 to 6.35 (Proposed Change No 19):

In order to conserve and enhance the historic core of the City it is acknowledged that measures will be required to reduce traffic volumes. The City Council is actively pursuing a policy of providing 'park and ride' sites in an attempt to address this problem. A Park and Ride facility has been opened at Tadcaster Road outside the Green Belt.

In order to function effectively, 'park and ride' facilities need to be located on or close to the major radial routes and are likely to be close to junctions with the Outer Ring Road (A64/A1237). Although they must obviously be well signposted, they do not necessarily need to be highly visible.

Where it is not possible to identify a suitable non-Green Belt site, then it is important that the impact of 'park and ride' sites on both the functions and visual amenity of the Green Belt is minimised. In particular, it is important that 'park and ride' sites do not prejudice the green wedges which extend into the urban area. It would be inappropriate if the implementation of schemes designed to assist in preserving the character of the City by reducing traffic was to be achieved at the expense of other aspects of the City's special character.

Case for the Supporters

G0741F Countryside Commission G1586E The Askhams Area Trust
G2001G Ryedale District Council

F15.4 It would be better for Park and Ride sites to be located outside the Green Belt, so that the peripheral countryside is not spoilt in assisting the City centre.

Inspector's Conclusions

F15.5 Policy 7 is clearly contrary to PPG2 in that it identifies in advance one set of the 'exceptional circumstances' which may lead to an otherwise inappropriate use being acceptable in the Green Belt. Nonetheless, Park and Ride facilities will always be a special case, in that, like other transport improvements, their locational requirements are highly specific and feasible alternatives outside the Green Belt may not exist. I consider that it is likely that Park and Ride schemes may offer the possibility of greatly assisting in the preservation of the special character of York. I regard the text suggested in the Proposed Change as being generally satisfactory in recognising both national advice and likely local locational constraints, and in indicating how proposals of this sort should be dealt with.

Recommendation

F15.6 I recommend that the Local Plan be modified as set out in Proposed Change No 19.

F17 POLICY OMISSION: GLIPTON HOSPITAL

Case for the Objectors

G0018 & G5076 Yorkshire Regional Health Authority

F17.1 The Draft Plan does not recognise that the Regional Health Authority has already made considerable progress in following the prescribed guidelines for dealing with the future use of redundant hospital site in the Green Belt as set out in Government Circulars and PPG2. The stage now reached is that planning permission for the future use of the Clifton Hospital site is likely to be granted subject to the completion of a Section 106 agreement. This situation is fully recognised in the policies of the Southern Ryedale Local Plan and should receive similar recognition in the Green Belt Local Plan. The Proposed Changes are supported.

G5129G G Whipp

F17.2 Proposed Change No 21 should be amended to have the word "whereby" replaced by where in the second sentence and the third sentence should begin "Details of acceptable alternative uses for the site..."

G5249E York City Council

F17.3 The proposed changes would clarify the policy that will apply to a site which has important employment potential.

Reply by the Council

F17.4 Paragraph 5.65 should be deleted and replaced with the following (Proposed change No 20):-

It is not intended to remove Clifton Hospital from the Green Belt; this institution covers a large area in an important and prominent location. The redevelopment of the Hospital as a result of its closure is referred to in Paragraph 6.30.

F17.5 Paragraph 6.30 should be deleted and replaced with the following (Proposed Change No 21):-

In accordance with the provisions of PPG2 and Policy 6, there are no proposals to remove the Clifton Hospital site, which is due to become redundant in 1995, from the Green Belt. The Regional Health Authority has unsuccessfully marketed the Hospital site for appropriate Green Belt uses and, in line with Government guidance, the stage has now been reached whereby the core area of the Hospital site can be re-used or redeveloped for non-Green Belt uses. Details of the acceptable alternative use for the site are set out in Policy EMP4 of the Southern Ryedale Local Plan.

F17.6 The amendments to the proposed textual change put forward by Mr Whipp make no material contribution to the Council's reference to the re-use and redevelopment of Clifton Hospital.

Inspector's Conclusions

F17.7 The Regional Health Authority has followed the steps set out in Government Circulars dealing with the future use of redundant hospital sites in the Green Belt. The stage has now been reached where planning permission for the re-use of buildings and redevelopment of part of the site is likely to

be granted subject to the completion of a Section 106 Agreement. This situation should be reflected in the Local Plan. I agree that in the Proposed Change No 21 it would be better for the word "whereby" to be replaced by "where" and that the third sentence of that Change should begin with the words "Details of acceptable alternative uses...." in order to make clear that more than one acceptable alternative use is being sought. In my consideration of this site in relation to the Southern Ryedale Local Plan I am recommending the replacement of Policy EMP4 of that Plan with a new Green Belt Policy. If my recommendation is accepted by Ryedale District Council there will be a need for a consequential amendment to paragraph 6.30.

Recommendation

F17.8 I recommend that the Local Plan be modified as set out in Proposed Changes Nos 20 and 21 subject to the two minor changes suggested by Mr Whipp and to any alterations necessary following modification of the Southern Ryedale Local Plan.

F18 & F19 POLICY OMISSIONS - PUBLIC HOUSES, RESTAURANTS AND BUDGET HOTELS

Case for the Objectors

G0187A & B Whitbread PLC

F18.1 Public houses are a well-used and important part of the entertainment/leisure/tourism industry. There are various legal, social and physical pressures for change in their provision and character. The Local Plan should contain specific policies indicating that, subject in each case to site specific considerations, extensions to existing Public Houses and the conversion of buildings of merit to A3 or Hotel use would be acceptable in principle in the Green Belt.

F18.2 There is a demand for budget hotel accommodation for business and leisure use. In general this can only be provided to a good standard where the land is cheap and where development costs can be reduced by siting them adjacent to existing facilities, such as restaurants. There should be a Policy in the Plan stating that the use of existing A3 sites for the provision of hotel bedroom accommodation would be acceptable in principle in the Green Belt.

Reply by the Council

F18.3 In general development within or outside settlements will be considered in relation to Policies 4 and 5 respectively. Each case must be considered on its merits, but it may well be that many of the extensions or conversions of a type referred to by the objectors would be acceptable under these policies in specific cases. It would however be contrary to national advice to specify types of use as being appropriate in the Green Belt other than those listed in PPG2, or to specify in advance exceptions to Policy 2.

Inspector's Conclusions

F18.4 I can add little to the views of the Council. Although the amount of development likely to take place in the Green Belt will be severely limited, it will not be non-existent. Policies 2, 4 and 5, subject to the alterations that I recommend elsewhere in this report, explain clearly and helpfully the circumstances in which certain types of development may be acceptable. The Green Belt is intended to last for many years, over which time the pressures for different types of development will vary greatly. I consider that it would be wrong to include Policies dealing only with certain very specific uses, the demand for which and characteristics of which may well vary greatly over the life of the Green Belt. It would be preferable to leave each proposal to be considered, at the time that it is put forward on its own merits and in relation to the more general objectives and policies of the Plan.

Recommendation

F18.5 I recommend that no change be made to the Local Plan.

F21 POLICY OMISSION - MOTORIST RELATED FACILITIES

Case for the Objectors

G1610 European Road Parks and the Dartstone Pension Fund Trustees
G1617A J Fitton

F21.1 The York Outer Ring Road has a circumference of about 20 miles and is wholly within the Green Belt. There is a shortage of suitable services for motorists, and a complete lack of services including a petrol filling station, fast food and overnight accommodation all grouped on the same site. The petrol filling station at the Tesco site in Clifton is not directly accessible from the Ring Road. Although traffic flows and demand for facilities are high, planning permission has previously be refused on Green Belt grounds for a number of sites.

F21.2 PPG13 indicates that it is desirable to provide groupings of services at regular intervals along trunk roads. The excessive distance between facilities could amount to exceptional circumstances justifying location in the Green Belt. The Structure Plan requires that provision should be made for new tourist accommodation and related facilities within or very close to the touring base.

F21.3 Both objectors put forward suggested lower case text to be included in the Local Plan. These do not differ substantially and that of the second objector is as follows:

Improvements to the York Outer Ring Road (A1237/A64) over the next few years will result in increasing levels of traffic along this route. A significant proportion of this traffic will be through traffic transferring from one trunk road to another (these routes include the A1079, A186, A64, A19, A59, B1224). These users, who will include business travellers, tourists and drivers of heavy goods vehicles, will demand higher standards of roadside services. To maximise benefits to users and to ensure traffic safety these facilities which will include a petrol filling station, restaurant, cafe, overnight accommodation, toilets, tourist information centres, picnic areas together with adequate parking areas, should be grouped together. In recognition of these pressures, consideration will be given to the provision of such facilities within the Green Belt under the following special circumstances:

- (i) a clear need for such facilities can be demonstrated;
- (ii) the facilities are well related to the York Outer Ring Road (A64/A1237);
- (iii) do not detract from the open character of the Green Belt;
- (iv) do not prejudice the Green Belt function of those open spaces which extend from the open countryside into urban areas;
- (v) have minimal visual impact on the Green Belt;
- (vi) satisfy the criteria set down in PPG13 and Circular 4/88 with respect to distances between roadside service facilities along primary routes;
- (vii) involve access arrangements which are to the satisfaction of the Highway Authority.

F21.4 The second objector also suggests that suitable identified sites could be excluded from the Green Belt by forming 'holes' in the Local Plan.

Reply by the Council

F21.5 It is accepted that locational limitations may justify a rural location for roadside services, but where they are proposed in the Green Belt the developer must prove that exceptional circumstances apply. A distance between petrol filling stations of 12 miles is regarded as acceptable by PPG13, but the Green Belt is only some 12 miles in diameter.

F21.6 Although the suggested addition to the Local Plan is in the form of lower case text, it would effectively form part of the policies of the Plan.

Inspector's Conclusions

F21.7 The provision of new roadside services will inevitably be subject to much locational constraint, and the extent of the need which will be satisfied by any particular site will vary depending upon the location and nature of the nearest existing facilities, traffic flows, origins and destinations in the vicinity, and the nature of the facilities proposed on the new site. I do not consider that it is possible to give the kind of general acceptance of the demand for new facilities that is implied in the texts suggested by either of the objectors, bearing in mind that they are not uses normally regarded as being appropriate in a Green Belt.

F21.8 It may be that in a particular instance the extent of need may be seen as constituting exceptional circumstances so great as to justify a Green Belt location, but the absence of this text from the Plan would not prevent such a proposal being considered, as will other possible exceptional circumstances, on its own merits. As far as the present objections are concerned, I note that the Tesco petrol filling station is visible and easily accessible from the Ring Road, and that just within the Ring Road there are many facilities for travellers, albeit not grouped in one location. It would appear to me however that the advantage to the traveller of such concentration is unlikely often to be so great as to justify the kind of major development on Green Belt land that would be involved, even if it were possible in any particular instance to avoid harm to the main aim of the Green Belt by avoiding adverse impact on important views of York from the Ring Road.

F21.9 It would be wrong other than in the most exceptional circumstances to exclude sites from the Green Belt which lie clearly within its general extent and which serve a proper Green Belt function. I have seen no evidence which would sufficiently justify it in relation to any particular site or proposal for motorist related facilities.

Recommendation

F21.10 I recommend that no change be made to the Local Plan.

G8 TEXT PARAGRAPHS 7.5 AND 7.6 - MANAGEMENT STRATEGY

Case for the Objectors

G1940H The York Natural Environment Trust Ltd

G8.1 Unless there is a suitable strategy for the management and, where possible, enhancement, of the landscape features of the Green Belt, there is a risk that degradation of these qualities will lead to successful pressure to remove land from it. The Greater York Countryside Management Project is to be welcomed, but all of the Authorities concerned may not wish to continue with it. The Local Plan should contain a commitment to preparing a strategy within a set time and should indicate the likely style and content of that strategy. A suitable set of Management Policies is set out in the Southern Ryedale Local Plan.

Reply by the Council

G8.2 The objector's concern over the need for a landscape and conservation is appreciated, but Chapter 7 of the Plan does specifically deal with it, and refers to the important role of the Greater York Countryside Management Project. This is the responsibility of a number of agencies, including the County Council, working to a different timescale to that of the Local Plan. All of the Local Planning Authorities involved will need to bear its contents in mind when preparing future Local Plans.

Case for the Supporters

G0224C English Nature

G1961D Yorkshire Wildlife Trust

G8.3 Chapter 7 is supported, in particular paragraphs 7.5 and 7.6 which deal with the Greater York Countryside Management Project.

Inspector's Conclusions

G8.4 Although most of its effects are essentially negative in that they prevent harmful actions occurring, the York Green Belt will only fully succeed in achieving its primary aim if positive action is taken to preserve and enhance the landscape features within it. The Greater York Countryside Management Project is one way of helping to achieve this, and I welcome its intentions. It is however neither necessary nor desirable for it to be formally linked with the provisions of the present Local Plan. It relates to a wider area, is the creation of a number of separate agencies, and has a shorter timescale than the Green Belt.

G8.5 I consider that it is sufficient for the Green Belt Local Plan to describe it as an example of complementary proposals in the Green Belt, as it does in paragraphs 7.5 and 7.6. It may indeed be that over the Plan period further initiatives, as yet undreamt of, are initiated in order more successfully to achieve the aims of the Green Belt.

Recommendation

G8.6 I recommend that no change be made to the Local Plan.

ANNEXE IV

CoYC BACKGROUND MATERIAL

1999 TO DATE.

ANNEXE IV i

RESPONSES TO FOI REQUEST



George Wright,
Ivy Cottage,
Bolton Lane,
Wilberfoss,
York,
YO41 5NX

Customer & Business Support
Services
West Offices
Station Rise
York
YO1 6GA

Tel: 01904 551550

Email: foi@york.gov.uk
Ask for: Cath Murray
Tel: 554145
Reference: IGF/4194

18th December 2017

Dear Mr Wright,

Environmental Information Regulations request

Please see below the response to your enquiry under the Environmental Information Regulations received via e-mail on 22nd November 2017.

You requested an answer to the following questions:-

I am seeking sight of a report prepared by ECUS (The Environmental Consultancy University of Sheffield) in respect of Green Belt issues. The brief given by the Council to ECUS is dated 28.06.1996. In a report entitled York Landscape Appraisal Report by ECUS dated December 1996 that stated at paragraph 1.4 a relation to the green belt issues, those matters would be contained in a separate report.

I cannot trace any reference to the report on the Council's planning website and cannot recall any earlier reference to it going back to 1998. However, it is clear this work was completed and delivered to the Council as the Delegate's Pack to a conference held on the 6th September 2000, issued by the Council and entitled 'York Green Belt Conference States' on page 23.

"They (ECUS) undertook an extensive assessment of the countryside around York and identified five components that they considered made up the City's setting and special character".

The Delegate's Pack goes on to state 'the results of this work were illustrated in plan form which will be made available at the Conference'.

The information I require is as follows:

- I wish to inspect the Report that was delivered by ECUS on Green Belt issues sometime between December 1996 and September 2000, and be supplied with a copy.*

- *I wish to know the date the report was received by the CoYC and to whom it was addressed.*
- *Whether the Report was considered, reviewed or presented to Members in a Council Committee Meeting and, if so, to which Committee and on what date.*
- *I wish to see the illustrative plans prepared and displayed at the 2000 Conference and be supplied with copies.*

I anticipate this request will generate some costs and I confirm I am happy to meeting all proper costs and charges arising.

This issue is one of some urgency as I may wish to comment on the material to the Secretary of State for Communities and Local Government who has recently served notice on the Council regarding progress of the Local Plan.

Response:

In the mid-late 1990s, the Council commissioned The Environmental Consultancy University of Sheffield (ECUS) to produce several studies on the York landscape character, to assist in the production of the emerging Local Plan. The first report (York Landscape Appraisal) was submitted to the Council in December 1996. This Study assessed the various landscape character types evident within the CYC boundary. In conjunction with that Study, the Council commissioned ECUS to undertake a study ('Objectives of the York Green Belt 2000: The Historic Character and Setting of York') was commissioned and the final version was submitted to the Council in December 2000, which from the description of its content in the Green Belt Conference Pack in your request, I believe this is the document you were referring to. I have attached a scanned version of this document with this response. However, the document itself holds little weight as it was not supported by officers.

Given the age of the information referred to, it is not possible to confirm the officer who these reports were sent to or presented to Members.

In terms of the illustrative plans prepared and displayed as the Green Belt Review Conference in September 2000, these would not be held by the Council any more, so we are unable to supply you with copies.

If you are dissatisfied with our response you have the right to ask for a review of how your enquiry was handled and responded to. This can be done by contacting us through foi@york.gov.uk stating your reason(s) why you are dissatisfied, and we will pass this to the information governance team who deal with all reviews of how we have dealt with FOI enquiries. If after they complete their investigation and reply to you with their findings, you still

enquiries. If after they complete their investigation and reply to you with their findings, you still remain dissatisfied you can contact the Information Commissioner, contact details below:

Information Commissioner's Office
Wycliffe House Water Lane
Wilmslow
Cheshire
SK9 5AF

Tel: 0303 123 1113 (local rate) or 01625 545 745 if you prefer to use a national rate number

Fax: 01625 524 510

Or email: casework@ico.org.uk (please include your telephone number)

Yours sincerely



Mike Slater
Assistant Director Planning and Public Protection



George Wright,
Ivy Cottage,
Bolton Lane,
Wilberfoss,
York,
YO41 5NX

Customer & Business Support
Services
West Offices
Station Rise
York
YO1 6GA

Tel: 01904 551550

Email: foi@york.gov.uk
Ask for: Cath Murray
Tel: 554145
Reference: IGF/4194 (2nd FOI)

27th February 2018

Dear Mr Wright,

Environmental Information Regulations request

Please see below the response to your enquiry under the Environmental Information Regulations received via e-mail on 30th January 2018.

You requested an answer to the following questions:

I refer to my FOI request of the 22.11.2017 requesting a copy of the ECUS Report on 'Objectives of the York Green Belt 2000: The Historic Character and setting of York.'

The response on the 18th December 2017 signed by Martin Grainger enclosed the report but stated that the plans prepared for the 'Green Belt Review Conference' in September 2000 were not achieved. However, the report itself contains 3 plans which were supplied on A4. The original plans were prepared at OS Scale 1:100,000. Do you have these plans at scale and if not could you supply me with an authority to obtain copies from the authors - ECUS (Sheffield University).

Response:

This is a follow up request under the Environmental Information Regulations, in response to our previous reply, dated 18th December 2017.

As stated in our previous response, the Council no longer holds large scale copies of these Plans. I have contacted ECUS directly to see if they hold copies of the Plans which they could provide to you. Unfortunately they no longer hold records of this Report and the associated plans, as they only hold records of projects they have undertaken up to 12 years old.

Therefore, unfortunately, on this occasion, we are unable to provide you with the large scale plans requested.

If you are dissatisfied with our response you have the right to ask for a review of how your enquiry was handled and responded to. This can be done by contacting us through foi@york.gov.uk stating your reason(s) why you are dissatisfied, and we will pass this to the information governance team who deal with all reviews of how we have dealt with FOI

remain dissatisfied you can contact the Information Commissioner, contact details below:

Information Commissioner's Office
Wycliffe House Water Lane
Wilmslow
Cheshire
SK9 5AF

Tel: 0303 123 1113 (local rate) or 01625 545 745 if you prefer to use a national rate number

Fax: 01625 524 510

Or email: casework@ico.org.uk (please include your telephone number)

Yours sincerely,



Martin Grainger
Head of Planning and Strategic Planning

ANNEXE IV ii

ECUS FINAL REPORT 2000

THE HISTORIC CHARACTER & SETTING OF YORK.

Green Belt

Green Belt
GreenBelt 0005

Dec 2000



Objectives of the York Green Belt 2000: The Historic Character and Setting of York *Final report*



Report to:

City of York Council
Environment and Development Services
9 St. Leonard's Place
York
YO1 7ET

December 2000

Prepared by:

Environmental Consultancy
University of Sheffield
Endcliffe Holt
343 Fulwood Road
Sheffield S10 3BQ
TEL: 0114 2669292
FAX: 0114 2667707

CYC

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ECUS

If development is considered within the area that has been identified as contributing to the setting and special character of York further survey and analysis would be needed to determine where it should be located. The aim should be to locate development where the negative impacts on the setting and special character of York are minimised.

If development was considered within this area it should be carried out in a style that complements or strengthens the setting and special character of York. There might be opportunities to rationalise and improve some of the boundaries between the built up areas and the countryside, and to more tightly define the built edge of the City.

Objectives of the York Green Belt 2000

1. Introduction

Current national guidance (Planning Policy Guidance PPG2 (revised): *Green Belts*¹) describes the purposes of including land in Green Belts as follows (paragraph 1.5):

- 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.

The City of York Council commissioned ECUS to prepare this paper to identify how the fourth purpose of green belts defined in PPG2 (to preserve the setting and special character of historic towns) applies to the area surrounding the City of York. The study is intended to help inform the process of defining the extent of open countryside to be included in the York Green Belt. It does not aim to identify areas of land that might be suitable for development.

A background paper to the York Green Belt Public Local Plan Inquiry titled *Objectives of the York Green Belt*², prepared by North Yorkshire County Council in the early 1990's, concluded that the main objective of the Green Belt was as follows:

"The York Green Belt is an encircling Green Belt whose main objective has clearly been established as being the need to safeguard the special character of the historic City from development pressures. The County Council is in no doubt that the City's setting within the surrounding rural areas makes a significant contribution to this character and that further peripheral expansion of the City and the surrounding villages would have a serious detrimental impact on the integrity and purposes of the York Green Belt."

This paper defines what constitutes the setting and special character of York. It then identifies the extent of open countryside surrounding York which contributes to its setting and special character.

2. The setting and special character of York

2.1 Introduction

There are many facets that combine to form the setting and special character of York. York is one of the best preserved historic cities in Europe. It has a medieval walled City, Minster and a wealth of historic buildings. The countryside around York has its own pattern and character that is a result of natural and human influences over time. It is the nature of and the relationship between this setting and the City that is important in determining whether land should be included in the Green Belt to fulfil the purpose of preserving the setting and special character of York.

The main facets that define the setting and special character that are discussed are:

- Views of York Minster (Section 2.2)
- The green wedges (Section 2.3)
- The open approaches to the City (Section 2.3)
- The urban edge and open countryside (Section 2.4)
- The relationship of York to the surrounding villages (Section 2.5)

It is the appearance and character of the landscape around York that provides the City with its distinct setting. However, not all land within the City of York District visually contributes to the setting and special character of the City. The area of land which does depends on there being a visual relationship between the City and the countryside. Aspects of this visual relationship are discussed in Sections 2.2 to 2.5. This section summarises the character of the landscape around York. It is described in more detail in other reports^{3,4}.

2.1.1 Landscape character

The landscape character of the City of York District is a result of the interaction of many influences, not least the underlying geology and the resulting landforms and soils. Overlaid upon this framework has been the long history of man's activities, shaping the vegetation, settlements, communication routes and agricultural landscapes, leaving a legacy of present day landscape features. These features combine to create a number of different types of landscape within the district, each with its own special character. These are defined in detail in ECUS' York Landscape Appraisal⁵.

The landscape within the City of York's District boundary is relatively flat with some subtle variations in topography. Stream courses and drainage channels link to the River Ouse which crosses the District and passes through the City. Soils are fertile and the majority of the land is in arable use. Fields are generally medium to large size enclosed by low flailed or higher overgrown hedges with few hedgerow trees. In some places, such as between Haxby and the B1363, there are well preserved fossilised strip fields*. Closer to the City horse grazing is sometimes common and these fields are often less well managed.

* *Fossilised strip fields are long, narrow fields that were created prior to 1750 by the division of a larger open field.*

The City of York has a dominant influence and the Minster is visible for miles around. The farmland is dotted with red brick farm buildings with red pantile roofs and there are many attractive villages. Some villages have grown rapidly in recent years with large areas of modern housing, not always of a local style. The villages are important features of the landscape and provide special focuses of interest.

There are subtle variations in landscape character as a result of changes in topography, soils and land cover. For example the land rises to the east of the City at Osbaldwick and further out a ridge rises up to Dunnington. Where the soils are sandy there are historic heathlands such as at Strensall Common. These soils have often been planted with coniferous woodland giving a sense of enclosure, for example south east of the City towards Elvington Airfield. Much of the remainder of the landscape of the District still retains the stronger structure of hedges and hedgerow trees with some copses, shelterbelts and small woodlands.

2.2 Views of York Minster



Plate 1 York Minster seen from the River Ouse corridor

Views of York Minster from the open countryside provide an important association between the landscape and the historic core of the City. As the City has expanded this visual link will have diminished as views of the Minster from the open countryside have become more distant and obscured. There are, however, still views of the Minster set against the compact urban form and open countryside. These views provide a distinctive image that helps to define the setting and special character of York.

York Minster is over 150m long and 30m wide with a central tower nearly 61m high. It is one of the largest of the English cathedrals and pre-eminent for its mass and volume. There have been four buildings on the site and the current Minster was substantially complete by 1472. It was built on the Roman legionary fortress and is an example of the church's policy to christianise pagan locations. It was aligned east-west, against the geometry of the City. The Minster was of great social and political importance. It was *"the soaring, spacious centrepiece of a complex of buildings and a society that was more than a physical entity. Its precinct was the home and offices of the Archbishop, a potentate of wide social and political influence as well as spiritual authority..."*⁵ With the escalation of tourism in England during the 20th Century it became clear that ancient York was the city's major asset and in 1968 the entire historic core was designated as a conservation area.^{5,6,7}

There are various areas of open countryside from which there are clear and distinct views of the Minster. For example, within the ring road there are clear views from the green wedges at Monk Stray and Bootham Stray (see Plate 2). Outside the ring road clearest views of the Minster are seen from land to the east of the City where it rises up towards the A166 just outside Dunnington. In this location all land within the visual horizon of the Minster contributes to the setting and special character of York as it is the landscape against which the Minster and the urban form of the City is seen.

From much of the remainder of the open countryside within the local authority boundary views of the Minster are intermittent, more obscured or indistinct due to distance. With increased distance from the City there becomes a point where, although there might be glimpses of parts of the Minster, it becomes hard to recognise. Where other features of the urban form of the City are also hard to distinguish, land beyond this point does not visually contribute to the setting and special character of York as it is not part of the landscape setting against which the City can be seen.

2.3 Green wedges

The green wedges of York are shown on Drawing Number 9694/01. They have the following roles in preserving the setting and special character of York:

Historical

The green wedges into York have a variety of land uses, some of which have historical origins. Certain green wedges are wholly or partly "stray" land. The strays of York comprise over 800 acres of open land mainly under grass. They are the residues of more extensive areas of common land over which the Freeman of York held long established grazing rights.¹⁰ They are significant in the historical development of York and their presence has contributed to the constrained form that the growth of the City has taken. These strays include Bootham Stray, Monk Stray, Walmgate Stray and Micklegate Stray. (See Appendices 4, 5, 6, and 7).

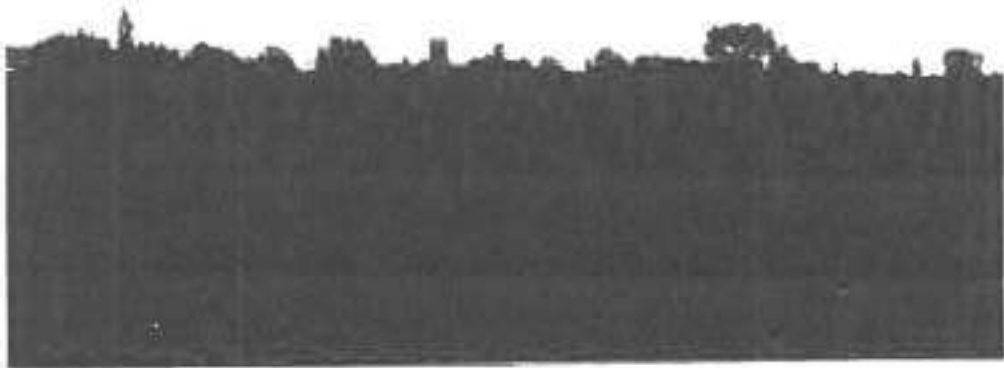


Plate 2 The City of York and the Minster seen from Bootham Stray

The strays are also historically important for their recreational role. In the early to mid 20th Century agreement was reached to the effect that all stray land would be managed by the City as recreational space. This influences their present day use, appearance and character and contributes to the setting and special character of York.

Some green wedges are not strays but are equally important from a historical perspective. The River Ouse floodplain runs through the City, widening at Clifton Ings to the northwest and Middlethorpe Ings to the south. The fertile "Ings" lands or flood meadows have been managed for hay and grazing since the 2nd Century AD and some continue to be managed as Lammas Land using traditional farming practices. Similar to the strays the presence of the River Ouse floodplain and Ings land has contributed to the spatial development of York, to the constrained form of the City and today form an important part of its setting and special character.

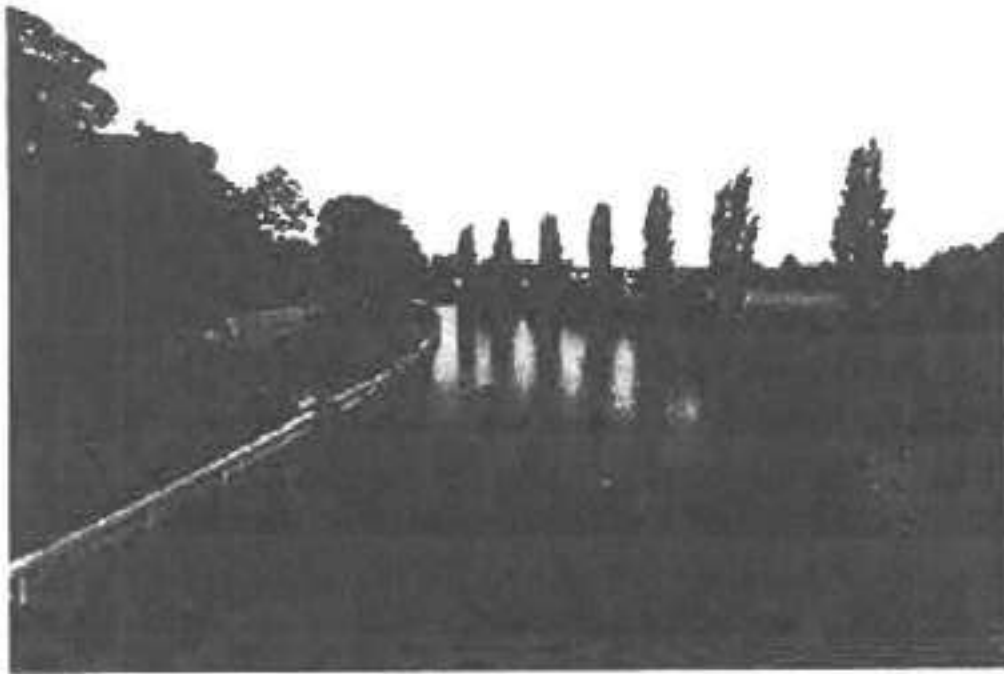


Plate 3 The River Ouse and Clifton Ings from Clifton Bridge

Distinctive field patterns are frequently present within the green wedges and contribute to their landscape character e.g. the small fields at Poppleton Ings enclosed during the 18th and 19th Centuries. By their very existence they are important evidence of past land management systems and thus the historical development of York which contributes to the setting and special character of the City.

Open approaches to the City

The open approaches to the City which have important roles in preserving its setting and special character include open land either side of the ring road, and open land around roads and railway lines running through the green wedges. The role of the ring road as an open approach to the City is discussed in Section 2.4. This section only considers the green wedges.

Drawing Number 9694/03 shows the important open approaches to the City of York. These are:

- The Ring Road (A64 south of the City and A1237 north of the City);
- Shipton Road (A19) and the East Coast Main Line running through Clifton Ings;
- Helmsley road (B1363) and railway to Scarborough running through Bootham Stray;
- Malton Road (B1036) running through Monk Stray;
- The A1036 running through Micklegate Stray.

The roads and railway lines passing through the green wedges provide platforms from which the City can be viewed, and from which the City can be seen within its landscape setting. Passing through open countryside and seeing the City against open countryside gives the impression that York is a small, compact City in a rural setting.

Even where the countryside is degraded through pressures from development and the urban edge is of an industrial form that is uncharacteristic of the historic City, the open countryside between the communication routes and the urban edge contributes to the perception that York is a compact City set within countryside. Where development is allowed up to and either side of road or railway lines that were previously set within open countryside, this perception is lost and the overall experience of the setting and special character of York becomes degraded. The quality and character of degraded countryside can be improved through appropriate management but, once it is developed, the rural setting of the City is lost in that location. Where possible this should be prevented from happening.

The approaches to the City that follow the green wedges are as follows:

- Shipton Road (A19) and the East Coast Main Line (Clifton Ings)

This approach to York follows the River Ouse and the adjacent Ings land is historically and ecologically important and provides an open green corridor narrowing as it approaches the City Centre. There is a strong relationship between the green wedge and the City, both historically in its past (and present) use as Lammas land and spatially in its effect on the direction of the City's growth which contributes to York's special character.

Clifton Ings is described in more detail in Section 3.2.1.

- Helmsley road (B1363) and the railway to Scarborough (Bootham Stray)



Plate 4 The railway to Scarborough running through Bootham Stray

This approach to York dissects Bootham Stray; a wedge shaped area of open, green pasture that narrows at Nestle Rowntrees Works. It has historic landuse connections and affords long intermittent views towards

the Minster providing an important association between the Stray and the City.

Bootham Stray is described in more detail in Section 3.2.1.

- Malton Road (B1036) (Monk Stray)

This approach to York passes through Monk Stray to Heworth. The Stray itself is a narrow corridor of green space with historical influences used today for recreation and pasture. Adjacent fields of pasture provide a wider green wedge which narrows at Heworth and then opens out at Heworth Golf Course. Original field patterns, although of varied condition, and intermittent views to the Minster create an important historical and visual relationship between the Stray and the City giving the area a strong sense of character.

Monk Stray is described in more detail in Section 3.2.1.

- A1036 (Micklegate Stray)

This approach to York passes by Micklegate Stray/Knavesmire, which has strong historical connections such as grazing rights and the hanging of the knaves Dick Turpin and Eugene Aram. It is a wide open green space edged with mature trees part of which is York Race Course. There is a strong relationship between the Stray and the City, both historically in its past uses and spatially in its affect on the direction of the City's growth that contributes to York's special character.

Micklegate Stray is described in more detail in Section 3.2.1.

The forms of the green wedges

The importance of the green wedges is not necessarily how extensive they are but how their specific characters (including size, shape, landuse, condition etc.), that have developed individually over time, contribute to the setting of York.

The size and shape of the green wedges have been partly predetermined by their historical function and natural influences, and also by the development of the City that frames them. They are of varied width and length, and can be narrow and thin like Monk Stray (although adjacent open land creates a wider green wedge into the City) or more cone shaped widening out towards the open countryside like Bootham Stray. Their shape and size has evolved as the City has grown.

The individual shape of each green wedge contributes to the setting and special character of that part of York. At their farthest point from the City Centre the green wedges extend out into open countryside either as a cone shape e.g. Bootham Stray, or as a corridor e.g. Clifton Ings. To maintain the character of the open approaches to York and the gradual transition from open countryside to urban area, it is important that the wedges should not be allowed to narrow by further development. In particular their natural splays away from the City should be maintained. Should development be allowed to encroach on the green wedges, their narrowing will degrade the setting and special character of York. If the City of York were allowed to expand the green

wedges should be maintained and extended, and not narrowed or separated from the open countryside.

The shape and character of some green wedges have been radically changed by recent large scale development. For example at Monk Stray, recent large scale commercial development at Monks Cross has intruded southwards into the original cone shaped wedge. This has changed the shape of the wedge leaving a hard urban edge out of character with the location and a narrower open approach to the City.

The green wedges were not surveyed in detail for this study. The form and shape of the wedges should be the subject of a further study to attempt to determine their ideal form in the context of the setting and special character of the City. For example it may be that the form of the green wedge at Monk Stray now needs rationalising and the urban edge enhancing so it remains as far as possible in keeping with the setting and special character of York.

2.4 Urban edge and open countryside

The urban edge

The urban edge is where the City meets the countryside. The appearance and form of the urban edge, the appearance of the countryside against which the edge is set, and the physical and visual relationship between the two are important aspects that help to define the setting and special character of York.



Plate 5 An urban edge of York

The urban edge of York is composed of a range of built forms including housing, schools, the University, commercial and industrial development. The most common built form on the urban edge is housing, with industrial and commercial development expanding on certain sides of the City such as at Clifton Moor to the north, and at Monks Cross to the east.

The quality of the form and appearance of the urban edge, the physical relationship with the open countryside, and the degree to which it contributes to the special character of York varies around the boundary of York. For example certain edges are formed of housing of a style that is traditional to York (e.g. red brick with red pantile roof) such as at parts of New Earswick. This is characteristic to the special character of York. There are edges where residential, industrial or commercial development is not of a traditional style or material and is not characteristic of the special character of York, for example other parts of New Earswick or the large warehouses at North York Trading Estate on the edge of Bootham Stray.

The boundary treatment is important to the degree to which the urban edge positively contributes to the setting and special character of York. For example certain boundaries of housing, commercial or industrial development, such as parts of the east and west sides of Bootham Stray, are formed of continuous overgrown hawthorn hedges with hedgerow trees abutting the pastures of the Stray. This is characteristic of the character of the open countryside in that location and therefore of the setting and special character of York. Other urban edges are uncharacteristic of the setting and special character of York, such as at parts of Clifton Moor Industrial Estate. On its northern side the ring road forms the urban edge of the City, and on its eastern side parallel to the B1363, a new grass mound forms the urban edge.

Some typical urban edges around York are illustrated in Figures 1 and 2.



Figure 1 Two typical urban edges that do not contribute positively to the setting and special character of York

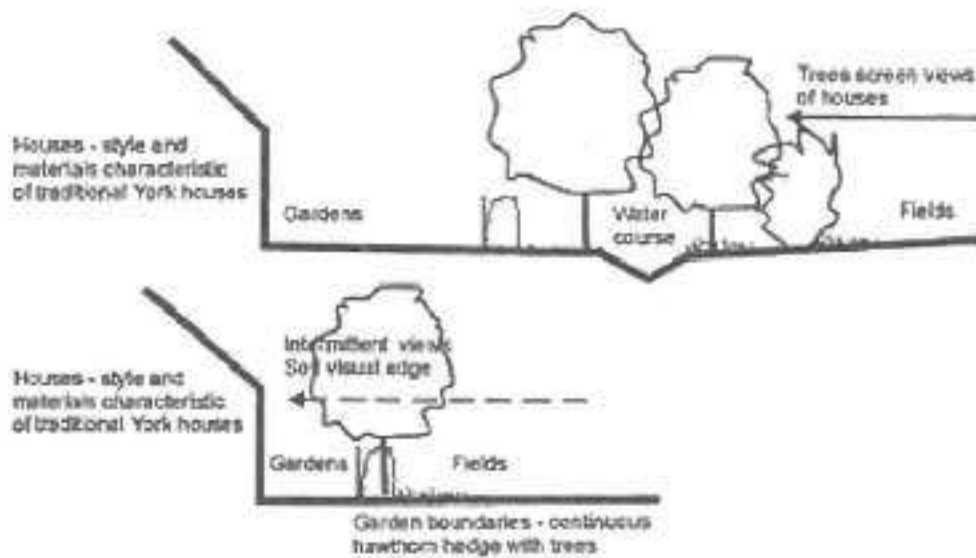


Figure 2 Two typical urban edges that do contribute positively to the setting and special character of York

The role of open land within and beyond the ring road (A64/A1237) in preserving the setting and special character of York

The open countryside either side of the ring road forms an open approach to the City which has an important role in preserving its setting and special character. How people see York set within the landscape is important in determining how the setting and special character is experienced. The ring road provides a platform from which the City can be viewed. Driving around the greater part of the ring road there is a feeling of openness and distance from the City edge. The open countryside provides the setting against which much of the City is seen. Passing through the open countryside, York appears as a compact city sitting in its rural landscape setting. Developing up to and beyond the ring road would remove this setting, creating a feeling of a larger City and of urban sprawl.

As discussed in Section 2.3 in relation to the green wedges, even where land between the ring road and the urban edge is degraded through pressures from development and the urban edge is of an industrial form that is uncharacteristic of the historic City, the fact that the land is open countryside can be important as it can contribute to the perception that York is a compact City set within open countryside.

The character of the landscape within the ring road is often similar to that immediately outside the ring road. For example, the diverse agricultural land that lies between the A64 and the City at Heslington is similar in landscape character to the open countryside that lies outside the ring road to the south east i.e. a pattern of medium to large fields with ditches and sparse hedgerow trees. In this respect the land within the ring road potentially contributes as much to the setting and special character of York as that beyond.

In certain areas where the historical landscape character is strong this contributes to the historical importance of the countryside and thus helps to define the setting and special character of York. Examples of such areas are

the well preserved fossilised strip field pattern to the east of Huntington and the landscapes of the strays.

Currently there are no areas where the urban form of the City appears to spread across the ring road as one travels around the City. At Clifton Moor new development abuts the ring road and therefore the rural setting viewed from the ring road has been lost. However, as development does not spread outside the ring road there is still the perception that York is a small City set within open countryside.

For users of the ring road to perceive that York is a small City set within open countryside containing small villages, a certain width of land outside the ring road that is clearly visible from the ring road should remain undeveloped. Villages within this visual horizon should not be allowed to expand significantly and should not be allowed to coalesce with York (see Section 2.5).

Subject to detailed survey and analysis, it might be possible to identify certain pockets of land against the City edge that could be developed without detracting from the setting and special character of York. For example where the urban edge and land is degraded and not strongly characteristic of York, and the land has a high capacity to accommodate development without detracting from the setting or special character of the countryside around York. This is likely to be where new development would be well screened by existing hedges, trees, woods and other landscape features.

2.5 Relationship of York with the surrounding villages

There is a historical, spatial and visual relationship between York and its surrounding villages that contributes to the special character and setting of the City. York is a small City set within open countryside surrounded by small villages. Any significant change in the scale of villages closest to York could have an urbanising effect in the open countryside and increase the perceived size of the urban area when viewed from the open countryside and the ring road thus detracting from the special character and setting of the City.

In certain areas there is a risk of coalescence of villages that lie just outside the ring road with the City. This would have the effect of removing the rural setting of York and creating the feeling of urban sprawl for users of the ring road. Probably the most vulnerable areas are between York and the villages of Haxby, Nether and Upper Poppleton, and Bishophthorpe. For example the land between Haxby and York (at New Earswick) is vulnerable as there are only two fields separating the City, and three fields separating the village of Haxby, from the ring road.

The villages that are closest to York are more important in contributing to the setting and special character of York than those that are more distant. The urban form of York and, from certain viewpoints, distinctive built features that characterise York, can be clearly seen from the countryside immediately outside many of the closer villages. The villages and York can often both be clearly seen from the ring road. It is the scale, form, location (including distance from the ring road and the City) and appearance (particularly the appearance of the urban edge) of those villages that is important in

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determining their impact on the open countryside and their influence on the setting and special character of York.

Those villages that are close to the existing urban edge of York and of most importance to the setting and special character of York are Haxby, Murton, Bishopthorpe, Copmanthorpe, Askham Bryan, Knapton, Upper & Nether Poppleton and Skelton. (See Drawing Number 9694/01). The distance between these villages and the urban edge of York varies from between approximately 0.2km (Knapton) and 1.5km (Copmanthorpe). If these villages were allowed to expand significantly towards, or coalesce with York, the setting and special character of the City would be degraded.

3. The extent of open countryside around York that contributes to its setting and special character

3.1 Method

To determine the area of the City of York District that contributes to the setting and special character of York as defined in Section 2, a visual assessment was carried out by a team of two Landscape Architects. The Landscape Architects already had a good understanding of the open countryside around York as one or both had been involved in a number of landscape studies for the City of York Council, commencing with the York Landscape Appraisal in 1996³.

The aim was to identify broad areas of countryside that contribute to the setting and special character of York. The assessment was carried out at a broad scale, looking at the relationship of large areas of open countryside to the City of York and did not look at small parcels of land such as individual fields or groups of fields.

The study was carried out in June when trees, shrubs and hedgerows were in full leaf, providing maximum screening. The study should ideally be repeated in winter to identify whether the loss of leaves and increased visibility alters the extent of land that contributes to the setting and special character of York.

By driving around the ring road and minor roads and stopping at regular intervals it was possible to determine whether broad areas of land visually contributed to the setting and special character of York. To determine this the following questions were addressed from each area:

- Are there distinct views of York Minster?
- At what point, as one moves away from the City, do views of the Minster become obscured or indistinct due to distance?
- Are there distinct views of other areas or features of the urban form of York?
- At what point, as one moves away from the City, do views of other areas or features of the urban form become obscured or indistinct due to distance?
- Does the land form part of a green wedge?
- Viewed from the ring road, does the land inside or outside the ring road contribute to the setting and special character of York?
- Viewed from the ring road, how far away from York does the open countryside contribute to the setting and special character of York?
- Does a village and its setting within the landscape contribute to the setting and special character of York?
- Does the open countryside around the village contribute to the setting and special character of York?

By considering these questions in relation to the aspects discussed in Section 2 it was possible to draw a line at a varying distance from York, within which land was considered to visually contribute to the setting and special character of York. Beyond this line the visual relationship between the City and the

landscape within the District boundary was considered to be insignificant. This was because:

- a) Beyond this line the urban form and key features of the City of York became indistinct. The landscape therefore did not provide the setting against which the City was seen;
- b) Beyond this line large scale development would not be visually discernible from the ring road.

The position of this line shown on Drawing Number 9694/01 is approximate. There might be some locations beyond the line from which York can be clearly seen and could be argued to contribute to the setting and special character of York. There might also be pockets of land within this line that do not contribute to the setting and special character of York as they do not fulfil any of the functions described in Section 2. To determine this, more detailed survey and analysis would be required.

3.2 The areas

Drawing Number 9694/01 identifies the broad extent of open countryside that contributes to the setting and special character of York. This has been divided into areas A to G for the ease of discussion.

3.2.1 The green wedges

As described in Section 2.3 the green wedges are important in preserving the setting and special character of York for the following reasons:

- their historical origins; in part they are either strays or "ings" land which are traditionally managed for hay and grazing or as recreational space for all time
- they provide open approaches to the City which give the impression that York is a small compact City set within countryside
- their form i.e. size and shape which maintains the gradual transition from open countryside to urban area and has influenced the concentrated form of the City's growth

The green wedges and how they contribute to the setting and special character of York are described in more detail below. The approximate extent of the green wedges is shown on Drawing Number 9694/01.

Land around Clifton Ings (See Appendix 2)

Clifton Ings green wedge comprises the River Ouse and adjacent flood meadows of Clifton Ings, Rawcliffe Ings, Poppleton Ings and Acomb Ings, recreational space, a park and ride and some industrial development. Its Ings lands are historically and ecologically important.

Clifton Ings (designated as a district Wildlife Site as an example of species-rich flood meadow grassland) are still managed today using traditional farming practices. Clifton Ings was the site of the famous horse races in the early 18th Century. Rawcliffe Meadows, between Clifton Ings and Clifton Hospital, is also designated as a district Wildlife Site for its species-rich flood meadow grassland. Rawcliffe Ings is agriculturally-improved pasture land of

the Clifton flood plain and its drainage channels have been designated as a district Wildlife Site (Rawcliffe Ings Dykes) for their wetland flora.⁶ Small, enclosed fields at Poppleton Ings reflect past land management systems and contribute to the landscape character of the green wedge.

The wedge provides an open approach to the City which gives people a rural rather than urban experience when travelling towards York on the A19 and the East Coast Mainline. (See Drawing Number 9694/03). This gives the impression of a compact City set within open countryside. From the A64 ring road glimpses of York Minster above the trees along the green wedge provide an important visual association between Clifton Ings and the City. Adjacent residential, commercial and industrial development at York Business Park and Rawcliffe can also be clearly seen from the communication routes emphasising the wedge's visual relationship with the City.

Clifton Ings wedge extends north west from the City Centre as a corridor into open countryside. Its natural splay has previously been restricted by residential development at Rawcliffe and more recently a park and ride built on land between Rawcliffe and the sewage works where the wedge abuts the A1237. The wedge provides the natural transition between the built up area of York and the open countryside and its relatively narrow shape following the River Ouse has contributed to the concertinaed form which the growth of the City has taken.

Land around Middlethorpe Ings (See Appendix 3)

Middlethorpe Ings green wedge comprises the River Ouse and adjacent flood meadows of Middlethorpe Ings, Fulford Ings and Nun Ings, Rowntree Park, a caravan site and the historic house and grounds of Middlethorpe Manor and Fulford Hall. The Ings lands are historically and ecologically important. The floodplain mire at Fulford Ings is designated as a Site of Special Scientific Interest (SSSI)⁸ and was the site of the Battle of Fulford in 1066⁷.

Middlethorpe Conservation Area lies partly within this green wedge. Two large listed buildings of Middlethorpe Hall (Grade II* built in 1699) and Middlethorpe Manor (built in 1700) are surrounded by 19th century estate type cottages and form a hamlet completely outside the built up area of York. The visual relationship between the settlement and the countryside of the green wedge is an important element of the character and appearance of the area.⁹ Rowntree Park is historically significant as the City's first municipal park given to the City by the cocoa firm Messrs Rowntree and Co and designed by Frederick Rowntree, architect and relative of the family.

The diverse riverside landscape of the wedge is the countryside against which the City is seen from the ring road reinforcing the impression of a compact City set within open countryside.

Middlethorpe Ings wedge extends south from the City Centre as a narrow corridor widening towards the ring road. It provides the natural transition between the City and the open countryside and has contributed to the concertinaed form which the growth of the City has taken.

Land around Bootham Stray (See Appendix 4)

Bootham Stray green wedge has a mixture of landuses including the grazing pasture of Bootham Stray, recreation grounds, arable fields with scattered farms and minor development such as a filling station, public house and golf

driving range alongside the B1363 into York. The railway from Scarborough to York dissects the wedge. Bootham Stray is historically important for its long established grazing rights and current management as open space for the benefit and enjoyment of the people of York in perpetuity. Little remains of the original 18th Century geometric field pattern, boundaries having been removed to make way for new development.¹⁰

Two non-statutory district Wildlife Sites lie to the west and east of the wedge. Clifton Backies is a 14.75 hectares area of land designated for its species-rich old meadows and pastures and scrub habitat. New Earswick Meadow is a 0.8 hectares area of land designated as an example of species-rich old meadow habitat.⁶

The wedge provides an open approach to the City for people travelling towards York on the B1363 and the railway from Scarborough. (See Drawing Number 9694/03). The communication routes provide platforms from which the City can be viewed within its landscape setting. Passing through the open space of Bootham Stray gives the visitor to York the impression of a compact City set within open countryside. Intermittent views towards the Minster from many parts of the wedge provide an important visual relationship between the stray and the City and increase the anticipation of arrival at the City Centre. Views of the urban edge of York including the Nestle Rowntrees Works reinforce the wedge's visual relationship with the City. (See Plates 2 and 4).

The Bootham Stray wedge is cone shaped widening out towards the open countryside. This natural splay provides the natural transition between the built up area of York and the open countryside and maintains the open, almost rural character of the wedge. It has contributed to the spatial development of York influencing its concerted form.

The open approach and the natural splay of the wedge appears to be under threat from development on the land between the B1363 and Clifton Moor Industrial Estate.

Land around Monk Stray (See Appendix 5)

Monk Stray itself is a narrow corridor of green space extending along both sides of the B1036 Malton Road which opens out at Heworth Golf Course to the south west. It forms the spine of the green wedge which extends in a natural splay from the City at Heworth towards the ring road (A64 /A1237) encompassing adjacent fields of pasture and recreation areas. Much of the wedge is historically important for its common pasturage which is now managed as open space.¹⁰ The original regular field pattern including fossilised strip fields is evident in places reinforcing the historical relationship between the wedge and the City and retaining the area's strong sense of character.

The wedge provides an attractive open approach to the City which gives people a rural rather than urban experience when travelling towards York on the B1036. (See Drawing Number 9694/03). Passing through the open space of Monk Stray gives the visitor to York the impression of a compact City set within open countryside. The open rural landscape of the wedge is the countryside against which people observe the City from the B1036. Intermittent and occasional clear views towards the Minster on approaching the City on the B1036 provide an important visual relationship between the

Stray and the City and increase the anticipation of arrival at the City Centre. (See Plate 1).

Monk Stray wedge is cone shaped widening out towards the ring road providing the gradual transition between the built up area of York and the open countryside. However, it is becoming constricted to the north by the new Monks Cross development. It has contributed to the spatial development of York influencing its constricted form.

Land around Micklegate Stray (See Appendix 6)

Micklegate Stray wedge comprises predominantly the wide, open stray land of the Knavesmire and allotment gardens to its edges. This stray is historically important for its common pasturage and since the early 20th Century for its permanent use for public recreation.¹⁰ York Racecourse occupies much of the Stray but outside race meetings Knavesmire entertains many other special events as well as a plethora of informal recreation activities. It has been the scene of many historical events throughout history including the hanging of the knaves Dick Turpin and Eugene Aram. These past and present land uses provide a strong relationship between the Stray and the City and contribute to the setting and special character of York.

The majority of Racecourse/Terry's Factory Conservation Area lies within the green wedge. Important buildings in the conservation area include part of the original grandstand designed by John Carr and the County Stand at the racecourse (both listed buildings), and the large neo-Georgian industrial building and clock tower at Terry's Bishopthorpe Road works. The buildings rising out of the setting of the racecourse and the stray, are an important element of the character and appearance of the area.⁹

Knavesmire Wood, a 6ha district Wildlife Site designated as an example of mixed broadleaved woodland with rich herb flora, lies between the racecourse, the suburbs of York and the open countryside.⁸

The wedge provides an open approach to the City for people passing by or travelling towards York on the A64 ring road and the A1036 Tadcaster Road. (See Drawing Number 9694/03) The A64 provides a platform from which the City can be viewed. The open land either side of the ring road including Micklegate Stray gives the impression of York as a compact City set within an open rural landscape thus contributes to its setting and special character. Approaching the City on the Tadcaster Road the visitor experiences a more intimate association with the Stray where the broad open area is viewed through a boundary of mature trees. As well as providing an open parkland setting to this approach, the strong cultural associations between the wedge and the City contribute to the special character of York.

The overall form of the wedge, which has been determined significantly by past and present land use, has affected the spatial development of the City and contributed to its present constricted form. The Stray provides a gradual transition between the built up area of the City and the wider open countryside, although a spur of housing at Dringhouses constricts its cone shape.

Land around Walmgate Stray (See Appendix 7)

The green wedge at Walmgate Stray comprises the open land of the Stray itself, sports grounds, a cemetery, allotment gardens and Fulford Heath Golf

Course. Historically, the stray is important for its past land use of common grazing and since the 1940s for its maintenance as open space for the benefit and enjoyment of the people of York.¹⁹

Heslington Lane crosses the southern end of the wedge allowing views along the Stray towards the City. The green wedge is the open land against which many people see the City.

The green wedge is almost rectangular in shape, narrowing at Heslington Lane where it is constrained by the built development of the University of York to the east and Low Moor Camp to the west. The green wedge extends beyond Heslington Lane, widening out towards the open countryside to include the open land between Fulford and the village of Heslington. The overall form of the wedge, which has been determined significantly by past and present landuse, has affected the spatial development of the City and contributed to its present constricted form.

3.2.2 Other areas

Area A - west of York (Rufforth, Askham Bryan)

The open, flat arable landscape that rises towards Askham Bryan and Askham Richard to the south allows clear views of the York Minster and the City from up to 2 to 2.5 kilometres from the City edge. The open countryside within this area is of importance in its role as the setting against which the City is seen.

The narrow strip of arable land between the ring road and the City is of a similar character and quality to the land outside the ring road, and provides a rural setting against which the City is seen. Only one or two fields separate the ring road from the City for most of this 5 kilometre length of road. This width is just sufficient to preserve the rural setting of York viewed from the ring road.

The open, flat landscape outside the ring road allows clear views of the open countryside from much of the ring road. This strengthens the perception that York is a small City set within open countryside.

Area B - south of York (Copmanthorpe, Bishopthorpe) (See Appendix B)

Views of York from the flat low lying landscape beyond the ring road are largely screened by trees, hedges, small woodlands and dispersed housing between Bishopthorpe and Copmanthorpe, and by the village of Bishopthorpe. There are limited glimpses of the race course grand stand and the clock tower of Terry's factory.

The ring road (A64) running through this area is the main approach to the City and provides the viewing platform from which many people first see the City within its landscape setting. (See Drawing Number 9694/03). Housing at Copmanthorpe abuts the outside of the ring road for 1 kilometre, urbanising the otherwise relatively open, rural approach. The remaining open countryside either side of the ring road is extremely important in maintaining the rural approach so that people perceive that York is a small City set within countryside. The rural character of this approach is extremely vulnerable and small scale or inappropriate development could further degrade the setting and special character of York.

The edges of the villages of Copmanthorpe and much of Bishopthorpe appear to be dominated by large scale suburban style housing. The exception to this is the north east side of Bishopthorpe which maintains an important part of its historic character within the Bishopthorpe Conservation Area. This Conservation Area covers Main Street, the Archbishop's Palace and grounds. The Archbishop's Palace and attendant buildings standing in their wooded rural riverside setting create an enclave of outstanding historic and cultural quality. The grounds of the Palace are an important piece of open landscape between Bishopthorpe and the suburbs of York.⁹ Part of the grounds are designated as a district Wildlife Site as an example of parkland habitat, and for their importance to bats and woodland birds.⁶ Any increase in the size of Copmanthorpe or Bishopthorpe towards York, or between the villages, would have an urbanising effect on the setting of York. It would particularly detract from views of open countryside from the ring road and therefore the perception that York is a small City in a rural setting.

There are a two SSSIs in area B. Askham Bog SSSI is the remnant of a valley-mire which has developed into a rich-fen community demonstrating stages in serial succession to fen woodland. It is visually important as it screens views of the urban edge of York from the main approach road to York, the A64. The flood meadows of Naburn Marsh contained within a bend of the River Ouse are also a SSSI. This site is a mosaic of species-rich flood meadow grassland with swamp and inundation communities.⁶

There are five district Wildlife Sites in this area including the Archbishop's Palace grounds site discussed above. Bishopthorpe Ings is a series of wet grassland fields on or adjoining the flood plain of the River Ouse. The Gollie Ponds are a complex of small pools situated on the Ouse floodplain, designated as an example of fen carr habitat. A number of areas of roadside grassland adjacent to the A64 and A64/A1036 interchange are designated for their calcareous grassland and fen meadow flora.⁶

The role of the green wedges at Micklegate Stray and Middlethorpe Ings is discussed in Section 3.2.1.

Area C - south east of York (Heslington, Fulford) (See Appendix 9)

This generally flat, arable area rises up towards a ridge running into the City to the north. The higher ground obscures views of the Minster from much of the countryside but occasional glimpses are possible. There are clearer views of other parts of the City including some distinguishable features such as a church spire (probably at Heslington) and a water tower (probably at the University). Views of the Minster and the urban form become less clear up to 3 to 3.5 kilometres from the City edge. The open countryside within this area is of importance in its role as the setting against which the City is seen.

The broad strip of arable land between the ring road and the City is of a similar character and quality to the land outside the ring road, and provides a rural setting against which the City is seen. There is a feeling of distance between the ring road and the City. Viewed from most of this 6 kilometre length of road York appears to be a small City in a rural setting.

The open, flat landscape outside the ring road allows clear views of the open countryside from much of the ring road. This strengthens the perception that York is a small City set within open countryside. The new designer outlet at the far south western end of this area can be seen from the ring road and is

separated from other development, and is out of character with the rural landscape setting. This inappropriate, isolated development beyond the ring road detracts from the setting and special character of York. The countryside in this area should be protected from further similar development.

There is one SSSI and there are two district Wildlife Sites in this area. Heslington Tilmire SSSI is a 46.67 hectare area of tall herb fen plant community and marshy grassland that is surrounded by intensively farmed arable and improved farmland. Germany Lane Meadow is a small hay meadow designated as a district Wildlife Site as an example of species-rich old meadow habitat. Fulford Golf Course roughs and woodland are designated for its semi-natural grassland and woodland habitats.⁶

The role of the green wedge at Walmgate Stray is discussed in Section 3.2.1.

Area D - north east of York (Huntington, Heworth (Without), Osbaldwick, Murton)

The topography of this area is mostly flat, rising up to a ridge towards Dunnington in the south. There are occasional clear views of York Minster and the City from much of the lower land, and spectacular views from the ridge outside Dunnington. The open countryside between viewpoints on the ridge, particularly on the A166, and the City is of particular importance in its role as the setting against which this view of the City is seen.

The broad strip of agricultural land between the ring road and the City provides a rural setting against which the City is seen. There is a feeling of distance between the ring road and the City. Viewed from much of this length of ring road York appears to be a small City in a rural setting.

The topography and vegetation cover allows clear views of the open countryside outside the ring road from much of the ring road. This strengthens the perception that York is a small City set within open countryside. In places, where the road passes through shallow cuttings or between high hedges views of the countryside are restricted.

Houses at Murton are visible from the ring road and lie within the land that contributes to the setting and character of York. It appears as a small village surrounded by open countryside. Large scale development would have an urbanising effect on the setting of York. It would particularly detract from views of open countryside from the ring road and therefore the perception that York is a small City in a rural setting.

The villages of Stockton-on-the-Forest and Dunnington lie just outside the area of land that is considered to contribute to the setting and special character of York. However, development towards York would impinge in this area and therefore have an impact on the setting of the City.

The role of the green wedge at Monk Stray is discussed in Section 3.2.1.

Area E - north of York (Haxby, Earswick) (See Appendix 10)

The importance of this land in contributing to the setting and special character of York lies largely in its role in separating the large settlement of Haxby and Wigginton from the City of York. The rural character of this narrow width of flat farmland spreads across the ring road and is the landscape against which the City and village are seen. Views from the ring road are particularly

important and development should not be allowed to encroach any closer to the road. Between Haxby and New Earswick there are only two fields separating the City, and three fields separating the village, from the ring road.

A narrow width of open countryside and the River Foss separates the City at Earswick outside the ring road, from the village of Haxby. Recent housing development to the north of Earswick has narrowed this gap. Further encroachment or small scale development could cause the coalescence of Haxby with York. The settlement of Haxby and Wiggington is already the largest village in the City of York District and, by coalescing with York an impression of large scale urban sprawl into the open countryside would be created.

A narrow width of open countryside separates the two suburbs of New Earswick and Huntington. This countryside includes the River Foss and part of Huntington Conservation Area. All Saint's Church and West Huntington Hall, and associated trees set within the open countryside are important elements of the Conservation Area. The riverside, woods and meadowland define and contain the western edge of the village of Huntington.⁹ Part of the River Foss corridor is a district Wildlife Site.⁸

Glimpses of the Minster can be seen from certain parts of this area, in particular near to the green wedge running into Bootham Stray. The settlement of Haxby and Wiggington frames the landscape that provides the setting of York to the north. The open countryside within this area is of importance in its role as the setting against which the City is seen.

The role of the green wedge at Bootham Stray is discussed in Section 3.2.1.

Area F - north of York (Clifton Moor, Skelton)

The flat predominantly arable farmland allows clear views of the Minster and the urban form of the City from much of this area, up to a distance of about 3 kilometres from the City edge. There are also views of the large red pantile roofs of new development at Clifton Moor Industrial Estate on the edge of the City. The open countryside within this area is of importance in its role as the setting against which the City is seen.

At Clifton Moor new development abuts the ring road and therefore the rural setting viewed from the ring road has been lost. The ring road forms the urban edge in a manner uncharacteristic to York. However, as development does not spread outside the ring road there is still the perception that York is a small City set within open countryside.

The village of Skelton is separated from the City and ring road by a broad width of open countryside. This width is sufficient to maintain a feeling of distance between the village and York. Any significant increase in the size of Skelton towards York would have an urbanising effect on the setting of York. It would particularly detract from views of open countryside from the ring road and therefore the perception that York is a small City in a rural setting, surrounded by small villages.

Area G - north west of York (Nether Poppleton, York Business Park)
(See Appendix 11)

There is a glimpse of York Minster set against Clifton Ings from the ring road as it crosses the River Ouse. Otherwise vegetation or industrial development on the edge of the City screens views of the Minster from most of this area.

At York Business Park new development abuts the ring road and therefore the rural setting viewed from the ring road has been lost. The ring road forms the urban edge in a manner uncharacteristic to York. However, as development does not spread outside the ring road there is still the perception that York is a small City set within open countryside.

South of York Business Park the narrow strip of farmland between the ring road and the City is of a similar character and quality to the land outside the ring road, and provides a rural setting against which the City is seen. Its width is just sufficient to preserve the rural setting of York viewed from the ring road.

A narrow width of open countryside separates the ring road and City from the village of Nether Poppleton. The village can be seen from the ring road. Any significant increase in the size of Nether Poppleton towards York would have an urbanising effect on the setting of York. It would particularly detract from views of open countryside from the ring road and therefore the perception that York is a small City in a rural setting, surrounded by small villages.

A small area of semi-natural riparian woodland on a steep slope beside the River Ouse at Rawcliffe Landing is a district Wildlife Site.⁸

The role of the green wedge at Clifton Ings is discussed in Section 3.2.1.

4 Development issues

Considering only on the fourth purpose of green belts defined in PPG2¹ (to preserve the setting and special character of historic towns), it is possible to recommend an order of priority of search for potential development areas. Search should begin in areas where it is considered most likely that some land might be found that could accommodate development without significantly detracting from the setting and special character of York. The areas of search are shown on Drawing Number 9694/02 and our recommended order for more detailed survey and analysis is as follows:

- a) **First area of search - The area of open countryside outside the line defining the extent of open countryside which contributes to the setting and special character of York**

This would be the first recommended area of search. As discussed in Section 3.1, beyond this line the visual relationship between the City and the landscape within the District boundary is not considered to be significant and thus the land visually contributes little to the setting and special character of York.

- b) **Second area of search - The area of land within the ring road excluding the green wedges and areas of land between certain parts of surrounding villages and York**

Development options in this area would join the City edge. Reasons why there might be some scope for development without significantly detracting from the setting and special character of York include the following:

- development would be set against and be seen as part of the existing urban form;
- the urban edge is poorly defined and uncharacteristic of York. There might be opportunities to rationalise and improve the boundaries between the built up areas and the countryside, and to more tightly define the built edge of the City;
- new development would not detract from the impression that York is a compact City set within open countryside;
- the landscape has an ability to accommodate development without significant adverse effects on the character of the surrounding landscape.

- c) **Third area of search - The area of land outside the ring road not including that which lies directly between certain parts of the surrounding villages and the urban edge of York**

Development options here would join existing villages or be new isolated settlements within the open countryside. As discussed in section 2.4, a certain width of land outside the ring road should remain undeveloped for users of the ring road to perceive that York is a small City set within open countryside. Development might only be possible where natural screening features such as hedges, trees and woodlands are characteristic of the landscape and would help to screen new development from important viewpoints such as the ring road.

There are areas within the broad extent of open countryside that contributes to the setting and special character of York which should be initially excluded

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from the areas of search because of their importance in preserving the City's setting and special character. These are:

- i) The green wedges (including the strays and "Ings" land) which are important for their historical origins, as open approaches to the City and for providing the transition between the City and the open countryside (see Section 3.2.1). However, it is recommended that a detailed study of the green wedges is carried out to determine whether they should be maintained in their current form (see Section 2.3). It might be that very limited development could enhance their form, condition and character.
- ii) Certain areas of open land which lie between surrounding villages and the urban edge of York which contribute to the impression that York is a small City set within open countryside surrounded by small villages. Development within these areas may lead to the coalescence of surrounding villages with the City creating a feeling of urban sprawl and degrading the rural setting of York (see section 2.5).

5 Conclusions

Drawing Number 9694/01 identifies the broad extent of open countryside that contributes to the setting and special character of York. As described in section 3.1, development outside this broad extent would not visually affect the setting and special character of York as the visual relationship between the City and the landscape within the District boundary is not considered to be significant.

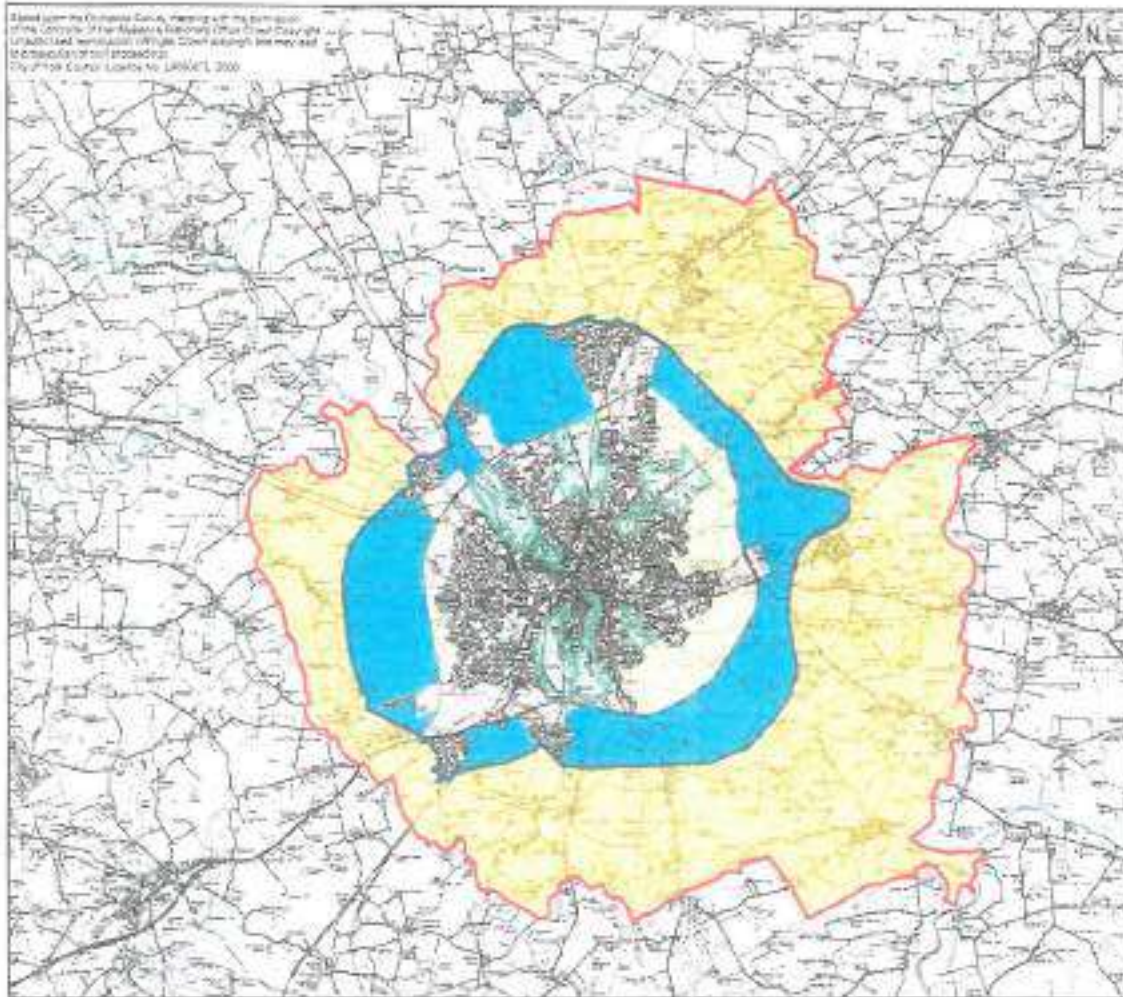
The following are the main conclusions regarding the potential impact of further development on the setting and special character of York within the area that contributes to the setting and special character of the City:

- a) Large scale development would detract from the setting and special character of York if it were located away from existing built up areas;
- b) Large scale development located within the green wedges would detract from the setting and special character of York. However there might be scope for some appropriate small scale development. This would need to be determined by more detailed survey and analysis;
- c) Development between certain villages and York would detract from the setting and special character of York;
- d) There might be areas of land adjoining existing settlements inside or outside the ring road that could accommodate development without significantly detracting from the setting and special character of York. This would need to be determined by more detailed survey and analysis;
- e) If development was considered within the area, further survey and analysis would be needed to determine where it should be located to minimise the negative impact on the setting and special character of York;
- f) If development was considered within this area it should be carried out in a style that complements or strengthens the setting and special character of York. There might be opportunities to rationalise and improve some of the boundaries between the built up areas and the countryside, and to more tightly define the built edge of the City.

Appendix 1 - Drawings

Drawing Number 9694/01	The extend of land that contributes to the setting and special character of York
Drawing Number 9694/02	Areas of search for development
Drawing Number 9694/03	Open approaches to the City

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Legend

- City of York District Boundary
- Extent of land that contributes to the setting and special character of York

Areas to be at least excluded from areas of search

- Green wedges
- Countryside between York and its surrounding villages

Maximum extent of search for development

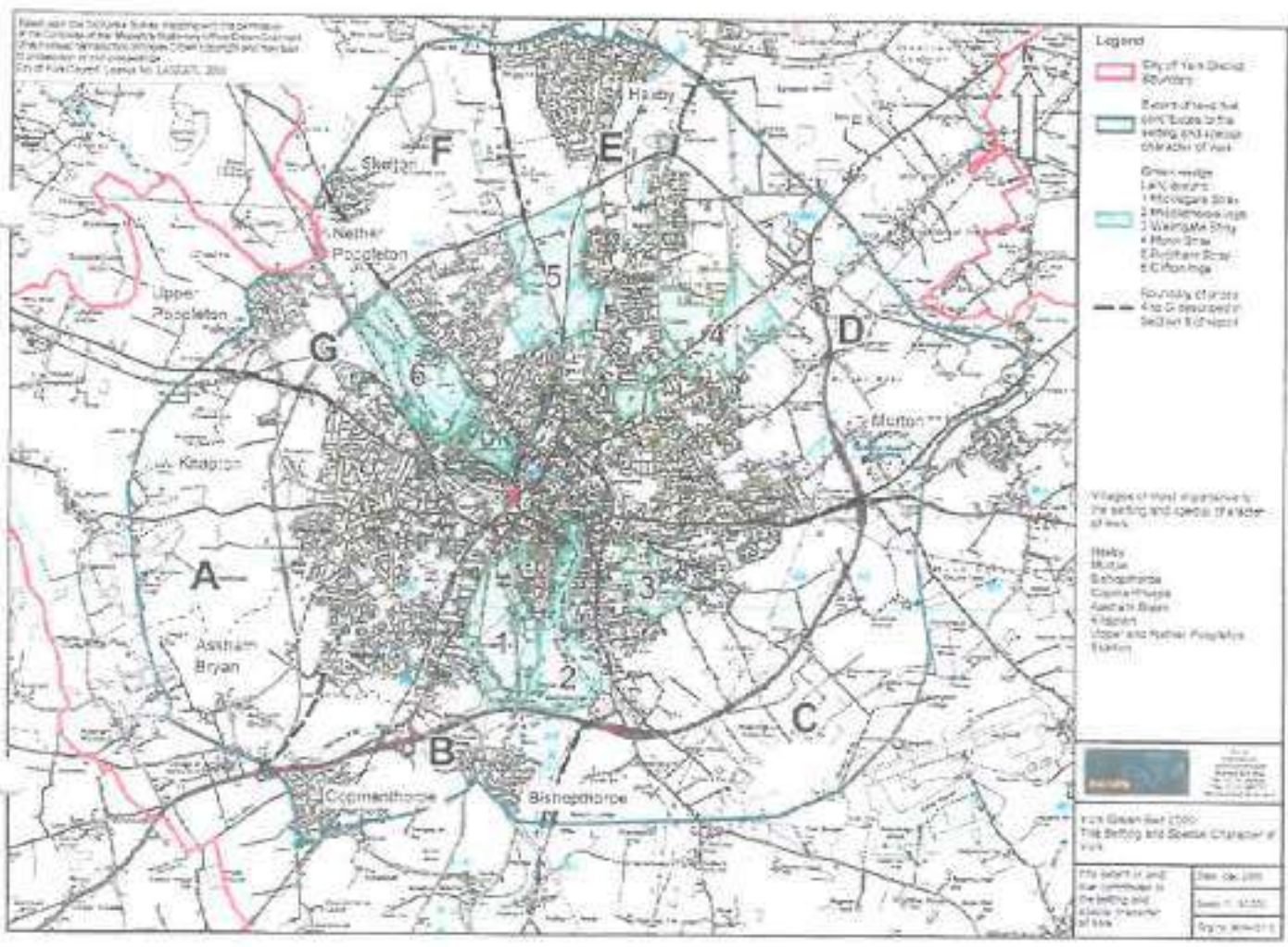
- 1st Area of Search
Open countryside within the district boundary which contributes to the setting and special character of York
- 2nd Area of Search
Land within 10km of York including green wedges and land between York and its surrounding villages
- 3rd Area of Search
Land outside 10km of York including land between York and its surrounding villages

Note
The boundaries of these areas of search are of a broad nature and may be refined further to detailed survey and analysis

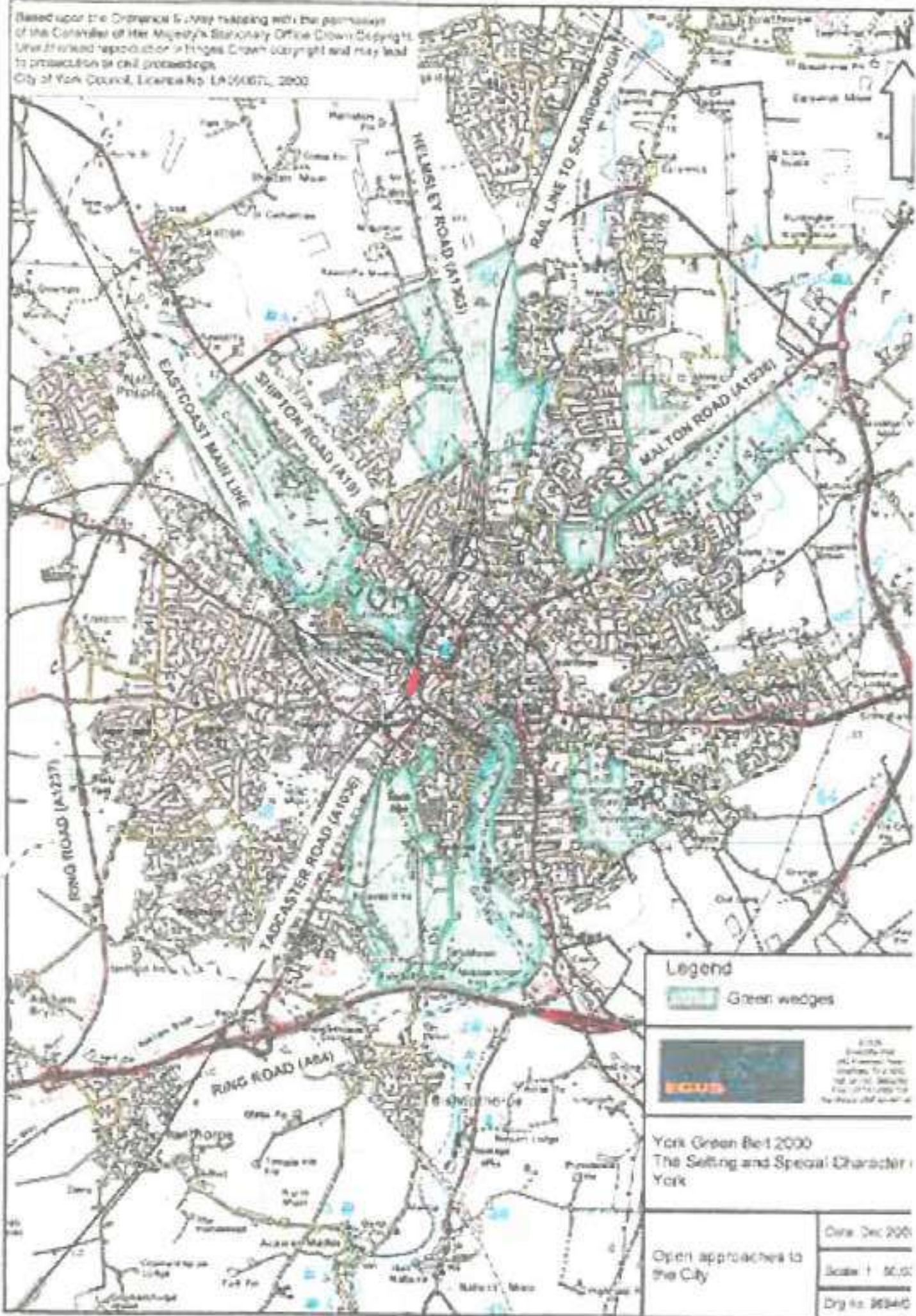
Scale
1:50,000

York Green Belt 2000
The Setting and Special Character of York

Area of search for development	Dist. York 2000
	Scale 1:50,000
	North 004 023



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Legend

-  Green wedges
-  Open approaches to the City

York Green Belt 2000
 The Setting and Special Character of York

Date: Dec 2000
 Scale: 1:50,000
 Dwg No: 20340

ANNEXE IV *iii*

GREEN BELT WORKING GROUP

REPORT

11.12.2000

Green Belt Working Group

11 December 2000

Report of the Director of Environment and Development
Services

York Green Belt Review, Timetable For Future Stages & Key Demand Assumptions

Summary

1. This paper sets out an approach advocated for progressing the Green Belt Review. In addition it considers the demand assumptions that should be looked at as part of this process. It specifically examines demand issues relating to housing, employment, open space, retail, leisure and community uses.

Purpose of the Green Belt Review

2. The purpose of the Green Belt Review is to establish a boundary that will ensure the protection of the setting and special character of York and endure for 20-25 years, as recommended by the Local Plan Inspector at the City of York Local Plan Inquiry in November 1999. The North Yorkshire Structure Plan (1995) confirms that York should have an encircling Green Belt. However, its detailed boundaries have never been formally adopted.
3. This paper concentrates on the demand assumptions that will pose land requirements during the lifetime of the Green Belt. However, these are only one aspect of the Green Belt Review. In seeking to propose a permanent Green Belt boundary for the City of York, the Council will seek to produce a Green Belt that follows national guidance and takes account of residents' concerns. An initial methodology devised by consultants to achieve this was presented at the Green Belt Conference on 6th September 2000. As a result of concerns raised at the Conference, the Council is currently re-assessing the consultant's work and will be presenting a revised approach with other criteria at a later stage (see the timetable for the Green Belt Review set out in Table 1).
4. Following widespread public consultation (discussed at paragraph 16) and the establishment of a future vision for York, various criteria will need to be considered in deciding on the specific locations of development sites. These criteria could also be subject to consultation and may include susceptibility to flooding, potential integration with existing communities, access to services, school capacity and agricultural land quality. These issues are currently being considered and advice sought from the relevant agencies.

Extending the end date of the Plan from 2006 to 2011

5. The 1998 City of York Local Plan proposed land allocations that were intended to meet the City's development requirements up to, and including, March 2006. The Green Belt boundary proposed in that Plan was intended, therefore, to be "permanent" to 2006.
6. Planning Policy Guidance note 12 "Development Plans" states that the duration of a Local Plan should be for a period of 10 years from the Plan's forecast adoption date. National population and housing forecasts are projected forwards from a 1996 base in five year periods. On this basis, it is suggested that the end date of the Plan be extended from 2006 to 2011.
7. The projected development land requirements up to 2006 have not altered significantly since the publication of the Deposit draft Plan. The Green Belt Review, having quantified all brownfield potential within settlements, therefore is only looking to alter the 1998 draft Green Belt boundary to find any required development sites for the period after April 2006. The only exception to this may be if a suitable site for a Park and Ride facility can be found in the A59 corridor or Monks Cross area. The Council's current Local Transport Plan envisages that such a facility could be operational before 2006. However, any proposed changes will be subject to public consultation.

Safeguarded Land

8. An important element in the way the Council deals with future demand involves the use of safeguarded land. It is proposed that the review will lead to a Green Belt that will endure for 21 years, this is line with the Local Plan Inquiry Inspector's recommendation. It is proposed that the Local Plan will only allocate development sites identified by the process above (including public consultation) up to 2011 as this will be the end date of the Plan. Potential development requirements after 2011 would be dealt with in the form of safeguarded land. This is common practice for all local planning authorities with Green Belts and is the approach advocated in Government guidance. This would need to be generous enough to account for the uncertainty that exist in predicting future demand for all land uses.
9. Safeguarded land is land identified to possibly meet development needs within the life time of the Green Belt (21 years) but beyond the timetable of the current plan (up to 2011). The Council will closely monitor development in the City to ensure that safeguarded land is only brought forward at the formal five yearly review of the Local Plan if required during the following ten year period. This should allow for the possibility that the demand figures we are now working to are not realised and that land currently in use may become available for recycling. Clearly, in both these cases the need to use safeguarded land for development would be reduced. It is only by undertaking this process of identifying safeguarded land that the authority will satisfy the Inspector's request for a "permanent" Green Belt.
10. This paper moves towards quantifying land demands generated by housing and employment projections. The potential demand from other uses such as retail, leisure and community facilities are not readily quantifiable at present. It may be the

case that there are no appropriate and available sites for such uses either within existing settlements or (where it is logical to achieve other benefits) as part of land that is allocated for other development uses. By proposing a generous safeguarded land provision, these unforeseen demands can in principle be dealt with without compromising a future "permanent" Green Belt.

Timetable For Future Stages

11. It is proposed that the remaining element of the Council's Green Belt Review is carried out using a five stage approach. This deviates slightly from that that previously presented to Members but it is felt that it now more accurately reflects the time-scales required to present all the relevant information in a more logical format.
12. The aim behind the suggested way forward is to make the review process as transparent as possible and to allow Members to take a view on each of its constituent parts. Member seminars will be held to allow full consideration of issues and concerns at each stage and therefore highlight any further areas of work which need to be undertaken. Each of the five stages will be reported to the Green Belt Working Group encompassing Officer recommendations on the way forward. This approach is summarised in Table 1 below.

Table 1: Green Belt Review

	Green Belt Working Group	Issues Under Consideration
Stage 1	December 2000	Key demand assumption behind the Green Belt Review: population, housing, employment
Stage 2	February 2001	<ul style="list-style-type: none"> • Demand for quality employment sites. • Housing & employment supply issues.
Stage 3	March 2001	Open space demand & supply issues
Stage 4	March/April 2001	A set of criteria to select potential development sites. These criteria will include accessibility, environmental impact and the deliverability of sites.
Stage 5	April/May 2001	Sites to meet the City's land requirements to 2021

N.B. The process set out in Table 1 outlines the timetable for Member involvement. Widespread public consultation will, however, overlap and inform the process at every stage.

13. It is likely that stage 5 could be reached in spring 2001, although this would obviously be subject to the agreement of Members. If approved this would form the basis of a third set of Pre Inquiry Changes to the existing Local Plan, which could be subject to widespread public consultation, in early summer 2001.
14. The timetable proposed above should allow the public inquiry into the Local Plan to be reconvened in autumn 2001.
15. A public meeting is scheduled for 14th February 2001 with the Local Plan Inspector to discuss the progress of the Green Belt Review and the likely time scale for reconvening the Public Inquiry. A statement setting out the Council's position at that point will be made publicly available for the February meeting.
16. In addition to the stages described above, it is essential that the public should be given the opportunity to engage in the Green Belt Review. It is therefore proposed that a city-wide public consultation exercise be undertaken early in the New Year,

ANNEXE IV iv

CoYC PUBLIC CONSULTATION

QUESTIONNAIRE 2001

Your views on the YORK GREEN BELT



CITY OF
YORK
COUNCIL



www.york.gov.uk



What balance should be struck between development and the environment? Where should new homes be built and jobs provided in York?

The council must answer these questions as part of its Green Belt review and the decision it reaches will shape the development of the city for the next 20 years.

The council is faced with the need to protect the city and surrounding countryside and balance this with the need to provide new homes and jobs.

The development plan chosen will affect everyone in the city and so the council is keen to hear as many opinions as possible.

A brief explanation of the key considerations and three development plans are outlined in this leaflet.

Please read on and fill in the questionnaire on page 6 to let us know what you think.

Why does York need to provide more homes and jobs?

York is a growing city - over the last twenty years the population has risen by more than 11,000.

If this trend continues a similar increase will have taken place by 2021 and with it will come an increased demand for places to live and work.

Even if York's population remained the same there would still be a need for development. This is due to changes in the way people live - for example more people are living alone.



How can York be protected from unsuitable development?

Development will take place within the city but any growth will be carefully managed to protect York's heritage.

However there is not enough land available within the city for all the development that will be needed and so some will have to take place in the countryside.

The council wants to ensure that no unsuitable development takes place in

the countryside and intends to establish a permanent area of open space around the city to create a Green Belt.

The Green Belt will preserve the historic character and setting of York by:

- stopping unsuitable development in the countryside
- preventing towns and villages from merging
- assisting urban regeneration by encouraging development in built up areas and on previously used brownfield land.

Doesn't York already have a Green Belt?

Although York does have a Green Belt its inner boundaries have never been formally agreed. The Green Belt review will formally set the boundaries for the next 20 years.

A survey carried out last year showed that York residents felt river corridors and strays are the most important areas of green space and should not be developed.

How will the city look 25 years from now?

The council wants to improve the life of future generations in York by offering a good mix of housing and providing opportunities for businesses to expand.

It believes it is possible to retain the city's unique character while also catering for the needs of its growing population through:

- Brownfield development - maximising the use of vacant land within the existing built-up area or on the site of derelict or vacant buildings.
- Higher density housing - the Government suggests at least 30 homes should be built per hectare in new developments. (A hectare is 10,000 square metres). The council is considering bringing in its own guidelines requiring even higher densities in suburban and city centre areas.
- Promoting public transport - ensuring it is considered as an essential part of any development.
- Affordable homes - ensuring there are more homes available, costing less than £40 per week on a mortgage or rent, for people on the housing waiting list. Only 560 affordable homes have been built since 1996 and there are currently 3,000 people on the list.



3 YOUR VIEWS ON THE YORK GREEN BELT

- Mixed developments - providing a range of accommodation, including purpose built homes for the elderly or disabled, as part of new communities.
- Car free housing - encouraging people living in the city centre to choose to do without cars as much as possible. This would help to cut traffic congestion and pollution. And if there were less space needed for car parking there would be more available for housing.

Which parts of the Green Belt would be most likely to be developed?

Green Belt land earmarked for development would be:

- areas adjoining urban areas
- areas within easy walking distance of schools and shops or with good public transport to such services.

The council believes the three key issues of housing, employment and open spaces must be discussed before the permanent boundaries of the Green Belt can be set. We would value residents' views on each of these issues - you can let us know if you support the council's ideas by filling in the questionnaire on page 6.



1) HOUSING

National and regional housing projections anticipate that York will need another 12,400 homes by 2021 and the council is therefore required to meet this target. This would mean building an average of 590 houses each year, less than recent trends. Between 1991 and 2000 an average of 755 homes were built each year.

How many homes does the council think should be built per hectare?

30

40

60

All sites are different and the individual features of each must be taken into account. However the council favours providing a mix of housing through innovative design, which could result in:

- Villages - a minimum of 30 homes being built per hectare.

This could mean fewer developments of only large detached houses with big gardens and more mixed housing.

- Suburban areas - a minimum of 40 homes being built per hectare. This could mean a mix of terraced, semi-detached and detached properties.
- City centre - a minimum of 60 homes being built per hectare. This could mean developments of mainly flats and apartments but also some terraced and semi-detached properties.

2) EMPLOYMENT

York has established itself as a regional employment centre. The strong local economy has led to increased demand for houses, transport, shops and other facilities and services.

The council believes it is important to build on this trend to make sure there are enough jobs available for future generations.



Employment projections suggest between 19,000 and 29,000 new jobs could be created in York by 2021, if the present rate of growth continues. If land is not made available this rate of growth might be restricted to as few as 11,000 jobs, which may not meet the city's employment needs.

Employers want to develop where there is:

- plenty of space
- a landscaped greenfield site
- ease of access by car.

There has been a shortage of these sites in York and if they are not made available the city could miss out on future employment opportunities.

However the needs of business are not always the same as those of residents and the council wants to balance job creation with caring for the environment.

With this in mind the council has come up with three options for the development of the city.





Option 1:

- Aims to create 11,000 jobs.
- Depending on availability of existing sites may require 30-50 hectares of greenfield development land - about the same size as York Business Park.

Option 2:

- Aims to create 19,000 jobs.
- Depending on availability of existing sites may require 60-80 hectares of greenfield development land - more than twice the size of York Business Park.

Option 3:

- Aims to create 29,000 jobs.
- Depending on availability of existing sites may require 90-110 hectares of greenfield development land - more than three times the size of York Business Park.

3) OPEN SPACE

Some areas of York do not have enough play space for children according to national recommendations.

However the city does benefit from green areas such as strays and river corridors and a number of formal parks and gardens such as Museum Gardens in the city centre.

The council believes open spaces are vital in providing a healthy and green environment for everyone in the city.

Through this questionnaire the council would like to find out which sorts of open space residents feel are most important and how much they would like to see in York.

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FEEDBACK FORM

HOUSING

- 1) What is your opinion on the suggested densities for each area - do you think they are too high, too low or about right? Please circle one answer for each.
- | | | | |
|-----------------------------------|---------|-------------|----------|
| City Centre: 60 homes per hectare | Too Low | About Right | Too High |
| Suburban: 40 homes per hectare | Too Low | About Right | Too High |
| Rural: 30 homes per hectare | Too Low | About Right | Too High |
- 2) To what extent do you agree or disagree with the following statements? Please circle one answer for each (a-c).
- a) Future housing development should only take place where amenities and services are also provided.
- 1) strongly agree 2) tend to agree 3) neither agree nor disagree
4) tend to disagree 5) strongly disagree
- b) New housing should provide for a mix of accommodation types.
- 1) strongly agree 2) tend to agree 3) neither agree nor disagree
4) tend to disagree 5) strongly disagree
- c) Some car free housing should be part of the future housing plans for York.
- 1) strongly agree 2) tend to agree 3) neither agree nor disagree
4) tend to disagree 5) strongly disagree

EMPLOYMENT

- 3) Which option do you think is the most suitable for York? Please tick one only.
- Option 1:**
Limited land available for development
- may not meet local employment needs
- Option 2:**
Allowing business to grow more slowly than at present
- more likely to meet local employment needs
- Option 3:**
Allowing business to grow at present rate
- likely to more than meet local needs

OPEN SPACE

- 4) What is your opinion on open space in York? For each of the following please indicate whether you think there should be more, less or if we have about the right amount, by circling one for each (a-f).
- a) Formal Parks e.g. Rowntree Park and Museum Gardens
Should be more About the right amount Should be less
- b) Large open space and playing fields e.g. Kravesmire
Should be more About the right amount Should be less
- c) Smaller informal open space for dog walking, kickabout etc.
Should be more About the right amount Should be less
- d) Children's Play areas
Should be more About the right amount Should be less
- e) Woodland
Should be more About the right amount Should be less
- f) Allotments
Should be more About the right amount Should be less

- 5) To what extent do you agree or disagree that the council should consider future development on the least well-used open spaces? Please circle one answer.
- 1) strongly agree 2) tend to agree 3) neither agree nor disagree
4) tend to disagree 5) strongly disagree

Thank you for taking part in this consultation.

This questionnaire is anonymous but it would be useful for the council to have the following information for analysis purposes.

Household type:

- Single
Married/Cohabiting
Married/Cohabiting with children
Lone parent
Multi-occupancy
Postcode:

Age (last birthday):

- under 25
26-35
36-45
46-55
55+

If you wish to enter the draw for Marks and Spencer's vouchers please fill in your details below.

The answers you have given will remain anonymous.

Name:

Address:

Postcode:

Telephone:



Please cut off this sheet and return it to us by 6 April, 2001.

All responses with names and addresses will be entered in the free prize draw. The winner will be notified by post before 1 May 2001. The council will not enter into any correspondence about the free prize draw.

For more information about the Green Belt review call the Development and Regeneration Team on (01904) 613161 or email devandregen@york.gov.uk

If you would like to receive a large print copy of this leaflet or would prefer to receive it on tape please contact (01904) 551466 or email devandregen@york.gov.uk

Fold along dotted line



Green Belt Questionnaire
City of York Council
Environment and Development Services
FREEPOST YO 239
YORK YO1 7ZZ

BUSINESS



Fold along dotted line

Please write any additional comments in this box.

A large, empty rectangular box with a thin black border, occupying the lower half of the page. It is intended for the respondent to write any additional comments.

719

ANNEXE IV v

GREEN BELT WORKING GROUP REPORT

12.07.2001

Green Belt Working Group

12th July 2001

Report of the Director of Environment and Development
Services

York Green Belt Review, Environmental Criteria

Summary

1. In order to meet York's development needs for the next 20 years and to achieve a permanent Green Belt boundary it will be necessary to identify some additional greenfield land for future development. To do this Officers are recommending that three environmental criteria are used to effectively rule out certain areas from further consideration for development. It is suggested that they relate to the following:

- An Appraisal of the Green Belt
- Nature Conservation Value
- Flood Risk

2. Each of these criteria is described in detail within this paper. The three criteria if agreed by Members in principle will essentially form a "sieve" in the locational search for any future greenfield development sites for the City. The areas that fall outside the categories created by these three criteria would be the subject of further detailed assessment which will consider their ability to contribute to other Council strategies and objectives (e.g. the Local Transport Plan). Following this assessment Members will then be presented with site specific recommendations for any change to the current draft Green Belt boundary.

Environmental Criteria 1: Green Belt Appraisal

3. The Green Belt appraisal is an evaluation of which areas of land outside the City of York's built up areas are most valuable in Green Belt terms. It is suggested by Officers that land identified should then be ruled out from further consideration for development. It should be noted, however, that the land not identified but within the draft Green Belt as proposed in the deposit draft of the Local Plan (May 1998) is still considered to have some Green Belt function.
4. This section of the report introduces the principles behind the Green Belt Appraisal for Members consideration.

5. Planning Policy Guidance notes (PPGs) set out the Government's policies on different aspects of planning. Local Authorities must take their content into account in preparing their development plans. PPG2 published in January 1995 states that there are five purposes for which land can be designated as Green Belt:

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

6. Purposes 1, 3, and 5 outlined above represent relevant principles which are important elements of all Green Belts. The two remaining purposes however were considered to be particularly relevant in providing a basis on which an evaluation could be made for the York Green Belt and a more detailed explanation of each is set out below.

7. It should be noted that it is not suggested that purposes 1, 3 and 5 have no relevance in the York context. Once the boundaries of the York Green Belt are adopted a key purpose for its existence will be to check the sprawl of the built up area, assist in safeguarding the countryside from encroachment and to assist urban regeneration. They are not however considered to be purposes which are useful in actually evaluating land in the City's current draft Green Belt.

Purpose (iv): To preserve the setting and special character of historic towns

8. It has been acknowledged for some time that the primary purpose for including land in the York Green Belt is to preserve the historic character and setting of the City. It is considered by officers that the areas that contribute most to the setting and special character of York fall into three categories.

Category 1. Areas which retain, reinforce and extend the pattern of historic green wedges.

9. This category comprises the historic strays and "ings", and the adjacent areas/green wedges of undeveloped land that help to reinforce and perpetuate York's existing urban form. These are described in more detail below.

10. **The Strays:** comprise Bootham Stray, Monks Stray, Walmgate Stray and Micklegate Stray, 800 acres of open land, mainly under grass that are the residue of vastly greater areas of common land on which the Freeman of York had the right from time immemorial to graze their cattle.

11. **The "ings"**: unimproved (and semi-improved) water hay meadows situated on the broad river floodplains of the Ouse examples include Rawcliffe Meadows, Clifton Ings, Fulford Ings and Middlethorpe Ings.
12. **Green Wedges**: broad areas of undeveloped land usually adjacent to the historic strays and "ings" extending up to the ring road. Examples include the open grazed pasture and arable fields between Clifton Moor and New Earswick adjacent to Bootham Stray. This land provides an open approach to York, particularly from the viewpoint of the railway, giving the City a rural setting. Clear views of the Minster set against the urban form of the City can also be gained from this location.
13. The Strays, Ings and Green Wedges and are important because of their following attributes:
 - (i) they are undeveloped open space with a rural character reaching close to the centre of the city. Thus giving York its unique, historical urban form.
 - (ii) they create an open aspect and views towards important city landmarks including the Minster.
 - (iii) they provide physical separation between areas of the City with different form, character and history.
 - (iv) they include areas with long historical associations as public open space.
14. **Extensions to the Green Wedge**: areas of undeveloped land situated outside the ring road adjacent to the Green Wedges stretching to the authority boundary. Examples include the open land to the west of Haxby & Wiggington to the north of the ring road. The form taken by these extensions will reflect the surrounding land form and the characteristics of the wedge they are seeking to extend.
15. It is considered important for these broad areas to remain permanently open as they provide the opportunity for the future extension of the Green Wedges thus helping to ensure the perpetuation of York's urban form. This principle could be supported by new policies within the Local Plan which would protect other areas of countryside which could effectively form new wedges if the city were to expand at some later date.

Category 2. Areas other than the green wedges which provide an impression of a historic city situated within a rural setting.

16. This relates to significant tracts of undeveloped land which provide an open foreground to the City. These areas are of rural character providing good views of the Minster from recognised vantage points or travel routes, or an urban edge of a historic value such as a conservation area.
17. Examples of land of this type would include the agricultural land to the South of Heslington, which provides good views of the Minster and the village,

particularly from the A64. Land such as this gives the impression of York as a compact historical city in a rural setting.

Category 3. The setting of villages whose traditional form, character and relationship with the city and surrounding agricultural landscape is of historical value.

18. This refers to the setting of those villages whose historic character has been substantially retained, as oppose to those already compromised by later suburban development. It is important that such land remains open to retain the form, character, scale and pattern of the agricultural villages which contribute to the setting and character of York.
19. Examples would include Askham Bryan and Askham Richard. Both these villages have retained their earlier village form, with large proportions of each designated as conservation areas.

Purpose (ii): To prevent neighbouring towns from merging into one another

20. Since the creation of York Sketch Plan Green Belt in the 1950s and 1960s the Local Planning Authorities operating in the York area have sought to prevent the expansion of York from absorbing neighbouring villages. This aim has been pursued in recent decades, not only through Green Belt policy but also through the allocation of land for development and development control decisions. It is considered appropriate to extend this approach to cover the merging of villages. The rationale behind this purpose is the maintenance of a strong sense of local community in settlements.
21. As Members are aware open areas between York and its surrounding villages and villages themselves are very narrow in some locations. Examples would include land between Poppleton and the edge of the urban area or the land between Earswick and Haxby. In the future it is proposed a greater level of separation than in these two examples should be the norm.

Environmental criteria 2: Nature Conservation

22. The protection of areas with nature conservation value is a key element in ensuring sustainable development. It is therefore considered essential that such sites are excluded when considering future potential development locations. The City of York Local Plan identifies two types of nature conservation sites. Firstly **Statutory Nature Conservation Sites** which are of International and National importance and include: Ramsar Sites, Special Protection Areas (SPA's), Special Areas of Conservation (SAC's) and Sites of Special Scientific Interest (SSSI). Secondly, **Non Statutory Nature Conservation Sites**, which are considered to be locally important because they contribute towards the ecological diversity of the district. Non-statutory sites of nature conservation interest were identified as "wildlife sites" in the

City of York Biodiversity Audit, 1996¹, which reviewed sites of nature conservation interest, habitat resources and species of conservation concern.

23. Nature conservation sites are particularly vulnerable to the negative effects of development both within, but also adjacent to their boundaries. To address this issue further work is being undertaken, to identify buffers around locations of nature conservation value. In addition to nature conservation sites themselves these areas should also be excluded when considering future potential for development.
24. Planning Policy Guidance Note 9 (PPG9), Nature Conservation, also recognises this issue, and states that English Nature's involvement in consultation:

"... may extend up to a maximum of 2km from the boundary of an SSSI. Normally it will not extend beyond about 500m, although for areas such as wetlands it may extend as far as the 2km maximum."
(Paragraph 31).

25. Officers will therefore, in addition to the work above, consult with English Nature when development sites are identified to ensure that there will not be an adverse impact on any nature conservation sites in close proximity.

Environmental Criteria 3: Flood Risk

26. To reduce future damage to property and infrastructure and to maximise public safety officers are proposing that greenfield areas most liable to flood are ruled out of any locational search for future development sites. The City of York is affected by 3 main rivers (Foss, Ouse and the Derwent) along with associated becks and tributaries. The problems caused by flooding was brought sharply into focus with the events of Autumn 2000 in the City. Given recent reports on climate change and the effect of modern drainage systems on river levels the expectations are that flood risk is likely to become an increasing problem.
27. The latest Government guidance on flood risk is provided by the revised draft version of Planning Policy Guidance Note 25 "Development and Flood Risk" which was published in February 2001. The PPG indicates a new tougher line for local authorities and developers on flood risk and new development. It states that building in the functional flood plain (that used to hold excess water in times of flood) should be 'wholly exceptional' and limited to essential infrastructure. Outside these locations in order to determine which areas are suitable for development the government now suggest that an explicit risk based sequential test should be applied that directs developments towards sites at lower risk.
28. A key element of the Government suggested approach to flood risk is that local authorities and developers should work together with the Environment

¹ City of York Biodiversity Audit, November 1996 - Martin Hammond (Ecological consultant)

Agency to obtain the most up to date information. Officers are therefore using indicative flood plain maps provided by the Environment Agency combined with information collected by the Council to highlight which areas are at most risk from flooding.

29. Guidance on the maximisation of brownfield sites provided through Planning Policy Guidance Note 3: Housing, remains unaltered by the latest flood risk advice of PPG25. The government clearly realise that many brownfield opportunities will be located in high risk areas. The Environment Agency have informally stated that they do not have major concerns in principle with the redevelopment of brownfield sites in the City provided that :

- the flood storage capacity available within that site at present is not reduced;
- the level of surface water runoff can be reduced through the use of more natural drainage techniques;

Recommendations

30. That Members:

- (i) Accept that areas identified as most valuable in Green Belt terms should be excluded from further consideration for development.
- (ii) Accept that areas identified for their nature conservation value and their associated buffer zones should be excluded from further consideration for development.
- (iii) Agree to exclude greenfield sites which are at risk from flooding from further consideration for development.
- (iv) Note officer's commitment to liase with the Environment Agency and English Nature when selecting future development sites.

Contact Details

Author:

Martin Grainger
Development Officer
Development and Regeneration
Tel: 551317

Chief Officer Responsible for the report:

Bill Woolley
Assistant Director (Development and Transport)

For further information please contact the author of the report

ANNEXE IV vi

GREEN BELT WORKING GROUP

REPORT 23.10.2001

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ANNEXE IV vii

GREEN BELT WORKING GROUP

REPORT 11.03.2002

Green Belt Working Group

11 March 2002

Report of the Director of Environment and Development Services

Green Belt Review : Proposed Green Belt Boundary

Summary

- 1 This report sets out the main elements of the Council's Green Belt Review that have resulted in the proposal of the City's first ever "permanent" Green Belt boundary. Included within the outcomes of the Review are a series of site specific amendments to the current draft Green Belt boundary which could form part of the City's potential development land supply over the next 20 years.

Background

Local Plan Inspector's Recommendations

- 2 In January 2000, following consideration of Green Belt issues at the Council's Local Plan Public Inquiry, the government appointed Inspector recommended to the Council that he could not support their proposal for a short term Green Belt boundary (as proposed in the 1998 Local Plan). Instead he recommended that the Plan should contain a "permanent" Green Belt boundary that the Council should aim to ensure remains unchanged for about 20 years.

The Council's Approach

- 3 The Green Belt Review, which the Council initiated in March 2000, had a principal objective : namely to propose a Green Belt for the City that will protect the City's unique historic setting and to ensure that the proposed boundaries will endure unchanged for at least the next 20 years. In order to achieve this degree of permanence it was necessary to gain an appreciation of the City's future requirements for various land uses (eg. housing, employment, leisure) over a similar time period and to examine in detail where this could be located.
- 4 Over the last 2 years, officers have presented Members of the Council with the results of many different pieces of analysis as part of the Review and a series of public meetings of the Green Belt Working Group have offered the opportunity for interested parties to raise issues with any of the officer's conclusions. A full list of the relevant Committee Reports is given at the end of

this report. The analysis to date has included work undertaken on behalf of the authority by external consultants and their reports have been made publicly available as part of the Review process.

Consultation with stakeholders

- 5 Progress beyond subsequent stages of the Review have involved significant amounts of consultation with residents and other key stakeholders. This has included:
 - A City-wide consultation leaflet that asked for the opinions of residents and businesses on the quantity and quality of the City's open spaces, housing density options in different parts of the City and employment growth scenarios (March 2001)
 - Questions in the Council's Talkabout Survey (Spring 2000) which asked for residents opinion on the most important aspects of the City's Green Belt
 - Consultation with parish councils, amenity groups and developers on the methodology for assessing the City's potential land supply within existing settlements, and on the relative importance of accessibility to local services
 - Two Green Belt Conferences (in September 2000 and in February 2002) which discussed many aspects of the Review's approach with representatives of many local organisations. Feedback from these conferences has been used by officers to inform the Review
 - Round table debates with local developers / agents on the employment objectives for the City and existing land supply

Parameters of the Review

- 6 The results of additional analysis and consultation have led to the formulation of parameters during the course of the Review. They include:
 - *Defining a permanent Green Belt for the first time for the City.*
 - *Ensuring that sufficient land is identified to meet estimated and unforeseen requirements over the next 20 to 25 years*
 - *A need to address shortfalls in provision of open space in the City. Hand in hand with this went the objective to continue protecting existing levels of open space;*
 - *The need to ensure that future development sites are planned for comprehensively to ensure that the true impact of such developments is*

measured and accounted for, and that necessary infrastructure and facilities can be provided;

- *To allocate future development land in the most sustainable way by maximising all realistic opportunities to recycle land rather than build on undeveloped (greenfield) sites*
- *The aim of creating higher value jobs in the City (in line with the Council's Economic Strategy)*
- *The need to plan new development so that it is readily accessible to as many residents as possible*
- *The need to ensure that the City's transport network can accommodate any proposed future development or that sufficient improvements can be made to mitigate impact*

Defining a permanent Green Belt

Appraisal of Existing Draft Green Belt

- 7 The starting point for the Green Belt Review was to appraise York's current draft Green Belt and to define which areas of the current Green Belt were the most valuable to the City and its surrounding settlements. The reason for undertaking this approach was to define which parts of the current Green Belt are so important to the City's character that they should remain open and free from development in perpetuity..
- 8 Government guidance (Planning Policy Guidance Note 2) sets out for local authorities the purposes for land being included within a permanent Green Belt. These are:
 - a) to check the unrestricted sprawl of large built up areas;
 - b) to prevent neighbouring towns from merging into one another;
 - c) to assist in safeguarding the countryside from encroachment;
 - d) to preserve the setting and special character of historic towns;
 - e) to assist in urban regeneration by encouraging the recycling of derelict and other urban land.
- 9 Placing the above purposes into the York context officers felt that purposes (a), (c), and (e) represent relevant principles which are important elements of all Green Belts, but when considered alone in the case of York, do not assist in an assessment of which areas are the most valuable in Green Belt terms. This does not mean that land around York cannot fulfil one or more of these purposes, but rather that they are not as helpful in determining relative importance. The two remaining purposes (b) and (d) however were considered to provide a basis on which an evaluation could be made. It is important to

note that in the case of purpose (b) in the York context "towns" has been taken to include the villages which surround the York urban area.

- 10 The City's Talkabout Survey (Spring 2000) gave residents' views on what was important to them about the York Green Belt and these together with the views of other key stakeholders and government guidance formed the basis for the assessment. The Talkabout Panel stated that:
 - 88% of respondents made some use of the Green Belt
 - especially important features were the fields / open countryside, river footpaths, woodland and hedgerows
 - their main benefit was from passive enjoyment and scenery
 - the most important purposes (from PPG2) of Green Belt for them were the encouragement of recycling brownfield land and preserving the setting and historic character of the City
- 11 In summary, the assessment recommends that certain factors should remain the focus for the City's permanent Green Belt. These include safeguarding the historic character and setting of the City's surrounding countryside (eg. the strays; other green wedges that enter the City; the river corridors; and land on the edges of historic villages) and land that separates individual settlements from each other and from the York urban area. It also recommends that the City's green wedges should be extended out from the City and protected from any development in the future.
- 12 A more comprehensive explanation of how the appraisal exercise was carried out has been set out in the relevant report to the Green Belt Working Group.

Urban Capacity (potential development land in urban areas)

- 13 Simultaneous to the appraisal of the draft Green Belt was an assessment of how much potential exists in the existing urban area / large villages for development sites. In summary, this analysis initially involved a street by street desktop exercise to earmark land worthy of site visits. Using the results of consultation with stakeholders and government guidance to define the methodology, site visits were arranged to each of the potential sites. The exercise focused on brownfield sites for two reasons :
 - (i) the stakeholder consultation had highlighted the need to protect existing urban greenspace;
 - (ii) it was felt by officers that those sites allocated on greenfield sites in the 1998 Local Plan (ie. Germany Beck housing proposal at Fulford) should be subject to the Green Belt Review criteria.
- 14 The outcomes of this exercise was that officers were able to identify approximately 60 hectares of potentially recyclable land in the urban area and the larger villages. A further 30 hectares of recyclable land was identified in the open countryside (eg. North Selby Mine site; Elvington Airfield Industrial Estate). The list of identified brownfield sites were then assessed against a set of criteria (influenced strongly by national and local policy) designed to indicate

the most appropriate land use. It should be noted that a number of the sites in the open countryside do not meet many of the selected criteria for new development sites. Another point is that some of this total brownfield land supply may not become available for development for a variety of reasons (eg. change in landowner circumstances or not being suitable for development once detailed assessment are made). Officers recognise this issue and are intending to subject these sites to external scrutiny.

- 15 The results of the urban capacity work are difficult to set in context of a 20+ year land supply period because of the reasons outlined, but an officer estimate is that the brownfield sites identified through this work may be sufficient for approximately 5 years at current build rates (excluding the York Central site – see below).
- 16 However, to meet the Inspector's recommendations of January 2000 (see paragraph 2 of this report) and ensure the longevity of the proposed Green Belt, the Council should be aiming to identify a potential land supply for 20+ years.
- 17 Further information on the extent of the urban capacity work is set out in the Green Belt Working Group report of October 2001.

York Central

- 18 The land behind York Railway Station remains one of the City's largest potential brownfield development sites. Members have publicly stated their objective of seeing this tremendous opportunity come to fruition in the medium to long term. The site is, however, currently used in part for operational railway purposes and associated industries, and has very restricted vehicular access at present. Bringing it forward for development may well prove to be complex and is by no means guaranteed. Much work has already been done by the Council and its partners (Railtrack, Yorkshire Forward, NRM, etc) but a significant level of uncertainty still exists.
- 19 Therefore, officers' recommendation is that any potential land supply from this site is excluded from officer's calculation of future land sources for the timescale of the Local Plan. The reason for this suggestion is that if York Central was included in the potential brownfield calculation and did not come to fruition to the extent estimated then clearly the Green Belt boundary being proposed by the Council would not be permanent for 20+ years (the Inspector's terms) and would have to be reviewed again in the short to medium term.
- 20 This in no way detracts from the priority being given to bringing this site forward. Indeed the site is allocated for comprehensive mixed use development in the 1998 Local Plan. However, officers are suggesting that some policy alterations are made to cement the City's commitment to the York Central redevelopment.

ANNEXE IV *viii*

CoYLP 1998 – 3RD SET OF CHANGES

EXTRACT 2002



CITY OF
YORK
COUNCIL

**CITY OF YORK LOCAL PLAN
THIRD SET OF CHANGES**

**Full Text Version
(Colour)**

FEBRUARY 2003

Development and Regeneration Team
9 St Leonard's Place
York
YO1 7ET
Tel: 01904 551466
Fax: 01904 551392
Email: devandregen@york.gov.uk

City of York Local Plan Third Set of Changes – Full Text Version

This is a supporting document to the Third Set of Changes. This document shows the full text version of how the City of York Deposit Draft Local Plan (May 1998) will read with all three sets of changes. I.e. the First (March 1999) and Second (August 1999) set of Pre-Inquiry Changes and the proposed Third Set of Changes to the Local Plan (February 2003). It is important to note that any changes which have resulted in a deletion or represent a change to the proposals map are not shown in this colour document.

For all changes shown in this document the relevant Change Number has been placed in brackets in the text after the change for easy reference.

The Third Set of Changes are a result of the Green Belt Review and recent updates made to Government Guidance and statistical and up-to-date information and have been agreed by Full Council (12th November 2002) to go out for Public Consultation.

Please note that at this stage comments can only be made on the Third Set of Changes (those shown in red) and not on any policy or proposal that remains unchanged from the Deposit Draft Local Plan as modified by the First and Second Set of Changes.

How to read the changes:

To distinguish between the different sets of changes the following key has been used:

- The first set of changes (March 1999) are in GREEN
- The second set of changes (August 1999) are in BLUE,
- The Third Set of Changes (August 2002) are in RED

CHAPTER 1: LOCAL PLAN STRATEGY

LOCAL PLAN STRATEGY

Background

1.1 York is a modern commercial city renowned for its heritage. A number of elements combine to define the character of the City. The important core of historic buildings, mostly within and around the City Walls, that give the City its international reputation as a heritage centre, is supplemented by a rural setting of open countryside and generally small villages that emphasise the compact urban form of York (Change 182).

1.2 A critical element that defines and limits the urban expansion of York is the open countryside that runs right into the heart of the built-up area. These green wedges, including the historic strays and river corridors, are an extremely important part of the historic character and setting of the City. This is further enhanced by areas of open countryside that provide views of the historic features such as York Minister and the historic villages that surround the City (Change 183).

1.3 Protecting the historic character of York is the primary purpose of the York Green Belt. To achieve this, the boundary of the Green Belt has been drawn close to the urban area of York. In assessing the location of future greenfield development sites the Council had undertaken extensive work to ensure that the historic character and setting of the City is preserved (Change 184).

1.4 The City's role as a major tourist destination, as a sub-regional shopping centre and its proximity to the rapidly growing Leeds conurbation together with the availability of a skilled workforce have combined to bring strong development pressures for a wide range of uses (Change 185).

1.4a In 1998 the UK Minister for Science launched Science City York an initiative designed to stimulate the further growth of clusters of knowledge-based businesses that have grown in the city, of which 3 specific sectors are identified:

- Bioscience and healthcare
- Information and communication technology
- Heritage and Arts Technology (Change 186).

1.5 Recent structural changes in the economy have emphasised the vulnerability of an economic dependence on traditional industries. This has highlighted the need for continued diversification and the attraction of investment into the City, particularly through Science City York, to ensure it has continued prosperity and thereby its long term sustainability (Change 187).

Planning Context

1.6a Government Guidance is provided, in the main, by the Planning Policy Guidance Notes, but also by Mineral Policy Guidance Notes (MPG's), Government Circulars, Statutory Instruments, White Papers and Ministerial Statements. These sources set an overall context within which planning policies should conform. The key element within national policy is the need to ensure that development, conservation, growth and change are sustainable (Change 188).

1.7a Beneath the over-riding framework of guidance provided by Central Government the detailed policies within the City of York Local Plan are guided by the Regional Planning Guidance for Yorkshire and the Humber together with the North Yorkshire Joint Structure Plan (Change 189).

1.8a Regional Planning Guidance for Yorkshire and the Humber (RPG12) was published by the Government Office in October 2001. The document addresses, among other issues, future growth in the region for the period until 2016. (Change 190).

1.9a The context for this Local Plan is further set by direction from the North Yorkshire Joint Structure Plan. The plan covers the whole of the County of North Yorkshire and is prepared by the City of York Council in partnership with the North Yorkshire County Council and the National Park Authorities. The plan is currently under review with adoption expected in 2003. (Change 191)

1.9b What is apparent within guidance at every level is an absolute commitment to the principles of sustainable development. This commitment is welcomed by the Council and is the over-riding aim of this Local Plan. (Change 192)

CHAPTER 1: LOCAL PLAN STRATEGY

Sustainable Development

1.10a Achieving Sustainable Development is clearly at the forefront of the Planning agenda and is the key vision of this plan. A widely accepted definition is:

"development which meets the needs of the present without compromising the ability of future generations to meet their own needs".
(Change 193)

1.11a Sustainable development is about ensuring a better quality of life for everyone, now and for generations to come. It recognises that our economy, environment and social well-being are interdependent. It means protecting and enhancing the environment whilst meeting people's basic need in areas such as housing and employment. It also requires a strong economy that will create the prosperity to allow residents' needs to be satisfied.
(Change 194)

York's Vision

1.11b For York, sustainable development means a vision of a vibrant historic city where modern life and business develop in harmony with their environment, while preserving the city's unique heritage for the future. The appeal of the city's historic centre will be strengthened by sympathetic development, which maintains the traditional, varied character of its streets while adding new life. Only by both developing and preserving York's character can we safeguard its role as both a successful tourist and shopping centre maintaining its vitality and vibrancy.
(Change 195)

1.11c Provision of housing is a high priority for the city, along with extending employment opportunities. Both of these can be achieved by bringing in new, high quality business and housing development on the York Central site. This will be linked to some expansion of the main city centre, supported by transport networks that allow for good walking, cycling and public transport routes.
(Change 195a)

1.11d At the same time, York's green areas will be extended, especially along the historic strays and river corridors, which extend from the countryside into the heart of the city. These green wedges contribute to York's rich environment through nature conservation, ecological diversity,

recreational opportunities and fresh airflow, as well as being part of the city's historic character and setting.
(Change 195b)

1.12a City of York Council recognises its role in sustainable development, and the scope of this plan does not cover all the changes and new policy directions required. However, it can make an important contribution, tying in with other plans such as the Local Transport Strategy, the evolving Community Plan and the City's Local Agenda 21 Strategy.
(Change 196)

1.12b The Local Transport Plan meets the government's requirements for a five-year transport strategy, together with a proposed programme of works. The aims of the Local Transport Plan are reflected in the transport chapter of the City of York Local Plan. The key target for achieving sustainable transport is to cut down use of private cars, by ensuring that communities have ready access to good routes for walking, cycling and public transport.
(Change 196a)

1.12c A vision for a more sustainable city was outlined in the York Local Agenda 21 Plan, and adopted by the council in March 2000. During the consultation for this plan, York residents and organisations prioritised 15 key issues, which could improve quality of life. The Local Plan translates these into a vision of a lively, sustainable historic city.
(Change 196b)

1.12d Recent research undertaken by the Stockholm Environment Institute, based at the University of York, has produced a document entitled 'The Eco Footprint of York - York Lifestyles and their environmental impact' (August 2002). The findings of the study presents options for City of York Council and York businesses to plan for a more sustainable environment and will contribute to the Local Agenda 21 Strategy.
(Change 196c)

1.12e City of York Council is currently working with a citywide partnership to produce a Community Plan for York. The aim of this plan is to promote the economic, social and environmental well being of the York area in ways that support sustainable development. Local communities have the opportunity to voice their needs, hopes and priorities to the council; these views, along with input from public, private and voluntary organisations, will help shape a long-term vision for the York area.
(Change 196d)

CHAPTER 1: LOCAL PLAN STRATEGY

1.13a The Key Sustainable Themes that underpin the Local Plan are summarised below. For each chapter of the plan, the relevant aspects of these themes are used to create broad objectives, which set the context for our policies. (Change 197)

Figure 1 Key Sustainable Themes

City Centre

York city centre contains a wealth of historic buildings, creating an environment that defines York and supports a vigorous tourism economy. It is also a commercial centre, including major employers such as Norwich Union and Jarvis; it is home to many residents, and it is a regional shopping centre.

We want to sustain and enhance the vitality of this area, preserving its unique environment whilst enabling continued economic, social and commercial development. An important part of the vision is the York Central project, offering a rare opportunity for large-scale employment development and sustainable housing close to the centre, which would be impossible to accommodate in the city centre itself.

Access & Movement

Due to its compact centre, York has increasing problems of congestion at certain times of the day. We want to ensure that everyone has easy access to key facilities, whilst reducing the need for the private car in the city. This means ensuring that new development, whether for business or housing, is located and designed to reduce car usage.

York is also an important railway centre. We aim to encourage increased use of rail travel by visitors, as well as freight transport by rail to reduce the impact of lorries on the environment.

Land for Homes

Providing future housing for York in the most sustainable way will involve appropriate design, ready access to services and public transport and making the best use of brownfield sites – while providing the right type of housing to meet the needs of the residents.

In recent years, house prices in York have increased dramatically, especially due to its link with the West Yorkshire conurbation.

Our aim therefore is to make sure that there is enough affordable housing available for local residents, particularly those on comparatively low incomes, who would otherwise be excluded from the housing market.

Land for Business

York's economy is traditionally based on the confectionary industry and the railways. The City provides an attractive location for inward investment and is at the forefront of knowledge base industries known as Science City York. These industries, centred on bioscience, information and communication technology, and heritage and arts technology are major contributors to the city's economy.

Our aim is to encourage the city's economic growth whilst making sure it happens in a sustainable way. This involves ensuring that new development is linked to sustainable transport options and that enough job opportunities are provided for local residents both now and in the future.

Tourism

Tourism is an important part of the Local economy. We want to see continued, sustainable development of the tourism industry, while balancing the needs of this sector with the needs of residents, and the preservation of the city's unique environment.

Rural Communities

The plan takes into account needs of the remoter areas of the district. It is important to ensure that development in rural areas benefits the rural economy and safeguards the environment. The provision for rural employment will encourage suitable diversification, to counter problems brought about by a changing agricultural industry and the loss of essential rural services. Green belt and countryside policies seek to protect the countryside for its own sake, to safeguard the character and setting of individual settlements and protect the best and most versatile agricultural land.

Urban Quality

While it is vital that the city's unique historical environment is preserved, conservation is not the only factor to consider. Urban quality is about creating

CHAPTER 1: LOCAL PLAN STRATEGY

contemporary, attractive environments, making sure that existing environmental quality is enhanced through good urban design in all areas, residential and commercial. Good urban design should also address the issues of community safety.

Recreation, Open space and Community Facilities

The City benefits from many attractive green spaces particularly the strays and river corridors. However, some areas of the city lack different types of open space. We want to both protect existing open spaces and promote new ones, to see that all residents have access to safe, attractive and useable public open space. The plan also recognises the need for an appropriate range of community and cultural facilities to be achieved both through protecting current facilities and providing new ones. (Change 198)

1.14 To ensure that the Strategy is implemented all development should accord with the Plan's policies. Section 54A of the Town and Country Planning Act 1990, as amended by (Change No: 3) the Planning and Compensation Act 1991 identifies that all development should be in accordance with the development plan unless material considerations indicate otherwise. The policies of the Plan have been carefully formulated to achieve the desired balance between economic growth and environmental protection.

1.15 Where a development proposal does not accord with the Local Plan other material considerations may have to be taken into account. In considering such applications, the local planning authority will have particular regard to the contribution the proposal will make in achieving the sustainability objectives outlined in Policy GP4a (Change No. 198a)

SP2 The York Green Belt

The primary purpose of the York Green Belt is to safeguard the setting and historic character of the City of York and is defined on the Proposals Map.

1.16 The Local Plan seeks to support national policy guidance as set out in PPG2 (Green Belts) PPG7 (The Countryside - Environmental Quality and Economic and Social Development) (Change No: 134) PPG15 (Historic Environment) and PPG16 (Archaeology) in protecting the open countryside around York both for its own sake

and its role in safeguarding the historic character of the City.

1.17 The main purpose of the Green Belt around York is to preserve the setting and the special character of the historic City. A review of the green belt has been undertaken with the aim of establishing permanent boundaries for at least the next 20 years. This has enabled the Council to map out future land-use in the city. The guiding principle behind the Review has been the desire to protect York's strategic green spaces whilst encouraging sustainable development. Equally, the pattern of green wedges, such as the 'strays' and the 'ings' are reinforced and extended. (Change No: 199)

1.18 Although the rural part of the Local Plan area is predominantly open countryside and protected for its own sake, virtually all land outside the main settlements is designated as Green Belt in this Local Plan. Whilst separate national planning guidance exists for both the open countryside (Countryside - Environmental Quality and Economic and Social Development (PPG7) and Green Belts (PPG2), a general presumption against unnecessary or inappropriate development runs through both sets of guidance, combined with the objective of redirecting this development towards existing settlements.

SP3 Safeguarding the Historic Character and Setting of York

A high priority will be given to the protection of the historic character and setting of York. When considering planning applications the Council will apply the following principles:

- a) The protection of key historic townscape features, particularly in the City Centre that contributes to the unique historic character and setting of the City.
- b) The protection of the Minster's dominance, at a distance, on the York skyline and City Centre roofscape
- c) The protection of the environmental assets and landscape features which enhance the historic character and setting of the City. These comprise firstly, the river corridors and the green wedges, both existing and extended. Secondly, they also

CHAPTER 1: LOCAL PLAN STRATEGY

include areas of open countryside, which provide an impression of a historic city such as locations, which allow good views of the Minster or an urban edge including a Conservation area, and thirdly views into the City from a number of main transport routes. (Change No: 205)

1.19 The most critical elements contributing to the historic character of York are the core of historic buildings within and immediately adjacent to the City Walls and other conservation areas and the series of green wedges (essentially the strays and floodplains) which run into the heart of York from the surrounding areas of open countryside. In particular, the historic core is characterised by the street pattern and linear plot size (burgage plots) together with the scale, quality and diversity of buildings.

1.20 The historic centre of York and the City's countryside setting are distinct and separate elements that nonetheless combine to give York its unique environment. In particular, the extension of the green wedges into the urban area offers a sense of openness when approaching the historic core along the main transport corridors. They represent a substantial tract of open land within the built-up area and provide outdoor recreational opportunities for residents. They also help prevent the coalescence of different parts of the City, thus helping to maintain the local identities of existing communities and linking the countryside around York to the historic core. The green wedges running into York have a special significance in defining the shape and character of the City.

1.21 Applications for planning permission will be required to include sufficient information to enable proposals to be determined in relation to their context. Accordingly, proposals should have regard to;

- a) existing landforms and natural features;
- b) scale and proportion of existing buildings and structures;
- c) opportunities to improve the character and appearance of the area;
- d) opportunities to manage and reduce the impact of traffic.

1.22 To ensure that the City continues to achieve balanced and sustainable growth, the Local Plan draws upon the City of York Landscape Appraisal and City of York Biodiversity Audit. These studies are publicly

available and identify areas of landscape and nature conservation importance within the District.

SP6 Location Strategy

Development will be concentrated within and adjoining existing settlements and **selected existing & proposed** (Change No: 206) transport corridors, as shown on the Proposals Map.

Outside defined settlement limits, planning permission will only be given for development appropriate to the Green Belt or the open countryside.

1.35 The Strategy seeks to protect sensitive areas from development by focusing development in areas of greatest need, maximising the use of previously developed land, whilst conserving the natural environment and quality of life for the City's citizens. This is based on principles of maintaining choices for future generations, accommodating development needs, yet minimising the need for car travel. The City of York Transport Strategy is fundamental to achieving this objective of the Plan.

1.36 Other proposals that may emerge over the Plan period and do not conflict with development control criteria will be directed to brownfield sites within existing settlements.

1.37 In particular the Plan prioritises the need to:

- i) make full and effective use of land within the York urban area by promoting development at locations highly accessible by means other than the private car;
- ii) locate major traffic generators at points close to existing or proposed public transport infrastructure;
- iii) strengthen existing local centres by promoting community, shopping and employment opportunities to protect their viability and vitality, and
- iv) maintain and improve choice for people to cycle, walk or use public transport rather than drive between home and facilities they travel to regularly.

SP7b: York City Centre and Central Shopping Area

York City Centre, as defined on the Proposals Map, is to remain the main focus for commercial, leisure and tourism and

ANNEXE IV ix

GREEN BELT WORKING GROUP

REPORT 28.01.2004

Green Belt Working Group

28th January 2004

Report of the Director of Environment and Development
Services

Environmental Capacity : A Methodology for Historic Cities

Summary

- 1 The purpose of this report is to consider the objection made by English Heritage to the Third Set of Changes to the Local Plan. They recommend that an Environmental Capacity Study should be produced by the Council, to inform the policy and allocation making process. They maintain that unless the Council produces such a Study, they cannot support any land use allocations for development. This report therefore, outlines the City of York Council's position in respect of producing such a Study.
- 2 The LSP board, at its recent meeting on 12/1/04, came to the conclusion that the Regional Assembly should be encouraged to undertake a regional environmental capacity study and, in the light of the results, to revise its planning allocations. Officers will now work with the Regional Assembly to consider how the work City of York Council has done in the production of the Local Plan can be used to influence the emerging Regional Spatial Strategy.

Introduction and background

- 3 The objective of an Environmental Capacity Study is to identify the environmental capacity of a City to accommodate development and activity without having a detrimental impact on its special character. The concept, when applied to historic towns, supposes that every place has a fixed capability to absorb people and activities, and that at some point the town may not be able to take any more development without losing the qualities which make it a special place.
- 4 The point of an environmental capacity study therefore, is to assess the capacity of the City and to ensure that any future land use allocations do not have an adverse impact on the special character of the City.
- 5 Government planning policy guidance does not specifically refer to the need to carry out an environmental capacity study in preparing local plans and the City of York Local Plan has been prepared in accordance with planning policy guidance and has

already been subject to an external sustainability appraisal, in accordance with this guidance.

- 6 Following recommendations from English Heritage that York should produce an environmental capacity study, similar to one produced at Chester, officers have established contacts with Chester Council to discuss the study. By carrying out detailed work into the study, a clear understanding of what the study entails has been established, meaning that informed judgments can be made on the need for such a study in York. Appendix 1 of this report compares in detail the work which was carried out in Chester with work which has already been done in York. The work carried out by officers at the City of York Council demonstrates that much of the work carried out in Chester has been covered in York through the Green Belt Appraisal, Landscape Appraisal, Urban Capacity Work, Open Space Audit, Conservation Appraisal and accessibility work, as part of the Local Plan process.
- 7 Indeed working through the Chester methodology you could argue that the whole of Section A of the study is implicit in any Local Plan process. While Section B of the Chester study takes a different approach to York in the analytical tools it uses to produce its guidelines, no reasoning is given as to why this methodology is superior to any other approach, furthermore no indication is given as to how the methodology provides any more protection to the historic environment of York than what is already in place.
- 8 In York while there are many elements of the environmental capacity study which have already been covered through the Local Plan preparation process, Green Belt Consultations and technical work, admittedly the Chester study was not directly part of the Chester Local Plan process, but came from an individual piece of work into environmental capacity. Where gaps do exist between work carried out by Chester and York it is important to establish what added benefits carrying out this work would have on York. It was found that in York the large scale, city wide aspect of what constitutes an environmental study had been adequately addressed. However, there is less explicit focus upon the historic core, apart from its allocation as a Conservation Area. Carrying out an historic core appraisal, such as the one being produced in Cambridge (see Appendix 2) could be used to address the issue and officers are looking into the feasibility of carrying out a similar piece of work in York. What is important however, is that the majority of the issues raised in the environmental capacity study have already been fully addressed. However, further work could be undertaken on the appraisal of York's historic core, which can be addressed without changing the proposed allocations.
- 9 Research has also been undertaken by York City Council into what other Local Authorities similar in nature to York (i.e. other historic cities) have done in terms of environmental capacity studies. Doing this gives us an insight into how other historic cities have responded to the need to balance the preservation of historic cities with the demands of modern cities. The summary of these Local Authorities is detailed in Appendix 2. Of these other Local Authorities it is only Chester which has undertaken an environmental capacity study.

- 10 Additionally, it must be recognised that the Chester Study was undertaken approximately 10 years ago, when relatively little emphasis was placed on sustainability by government. Since then, considerable planning policy guidance has been produced by government which emphasises sustainability and the need for sustainable development. This has been fully applied in the process of producing the City of York Local Plan and the external sustainability appraisal referred to later in this report concluded that the Plan was in its broadest sense sustainable.

The Approach undertaken by the City of York Council

- 11 Officers at the City of York Council believe that the approach undertaken by Chester City Council is a tool or means to an end, rather than an end in itself. An environmental capacity study is not the only method of producing sustainable development, which protects the historic environment. Work undertaken to produce the City of York Local Plan has fully taken into account the capacity of the City to grow, whilst meeting its future development needs in a sustainable way.
- 12 The background work to the Local Plan has been comprehensive and systematic in its approach to achieving sustainable development. Through extensive technical work and public consultation, the Council has been able to identify the characteristics which make York special and a wide range of key issues facing the City in the future. The allocations have been chosen to ensure that the protection of the most important characteristics are paramount.
- 13 The tools which have been used in the approach by York include:
- **Green Belt Appraisal** – this appraisal assessed the value of different areas of the Green Belt against the criteria set out in PPG2; namely:
 - (i) to check the unrestricted sprawl of large built up areas;
 - (ii) to prevent neighbouring towns from merging into one another;
 - (iii) to assist in safeguarding the countryside from encroachment;
 - (iv) to preserve the setting and special character of historic towns;
 - (v) to assist in urban regeneration by encouraging the recycling of derelict and other urban land;
 Purposes (ii) and (iv) were considered to be particularly relevant in providing a basis on which to evaluate the York Green Belt. Criterion (iv) is of particular importance within the context of environmental capacity studies.
 - **Landscape Appraisal** – a landscape appraisal covering the whole of the York area by Environmental Consultancy University of Sheffield (ECUS) was commissioned by the City of York Council in 1997, and this work fed into the York Green Belt Review to inform the process of assessing the landscape character and quality outside the built up area of the City;
 - **Urban Capacity Study** – this work involved an assessment of derelict or underused brownfield land above 0.4ha, and was aimed at maximising the use of brownfield land before allocating greenfield land for development. The Study recognised the importance of open space within the community and all open space was not included within the Urban Capacity Study;

- **Open Space Audit** – an audit of all open space in the City was undertaken, where open space was mapped and this process then informed the next stage which was to consider the accessibility of open space to all, and define 'maximum walking distances' to different categories of open space. In addition to providing a recreational and leisure value, open space can also be of a visual importance, adding to the character of an area;
- **Conservation area appraisals** (including one covering the whole of the City's historic core) – these were produced to support the conservation areas, shown in Appendix B to the Local Plan and describe the character and key elements of each conservation area; and
- **Accessibility work** – the Council undertook an exercise to map the accessibility of sites from key services and facilities, such as public transport routes, schools, food stores, doctors surgeries etc. The objective of this exercise being to reduce the need to travel by car and hence, reduce congestion, in line with PPG13 and the York Local Transport Plan.

As a consequence, site selection took full account of the outcomes of the technical work detailed above.

- 14 Throughout the Local Plan process, the Council has engaged the public and key stakeholders through various consultation exercises. These have ranged from public exhibitions and meetings during the Local Plan's deposit stages to City-wide questionnaire leaflet drops and stakeholder surveys. These consultation exercises have proved very useful in identifying public opinion on important development issues, and gauging public opinion on the acceptable levels of development for the City in the future. Additionally, such consultation exercises have also been useful methods of understanding public perceptions on other key issues, such as the need to reduce congestion in the City. The key issues identified in the annual Residents Opinion Surveys and Talk About questionnaires were also used to identify key issues in the future development of York and protection of its important characteristics.
- 15 The technical work and extensive consultation exercises have provided the opportunity to identify the 'critical environmental capital' to be protected. For example, the protection of the historic setting of York, views of the Minster, the City's Strays, green wedges and urban open spaces are all regarded as critical in maintaining the City's qualities which make it one of the most attractive historic Cities. In addition, technical work has been undertaken with regard to other Council initiatives, such as the Local Transport Plan, which seeks to reduce traffic congestion through sustainable forms of transport, and create an environment which is *safe, attractive and healthy*.
- 16 Therefore, it can be argued that the approach undertaken by the City of York Council looks at a much wider range of criteria than that offered by an Environmental Capacity Study.

- 17 The City of York Council uses other planning tools to achieve sustainable development and to protect the special character of the City. These include master planning of key areas, the production of development briefs on important sites and allocations and supplementary planning guidance. All these tools are aimed at working in conjunction with, and complementary to, the City of York Local Plan.

The Baker Sustainability Appraisal of the City of York Local Plan

- 18 The City of York Council appointed Baker Associates to undertake a Sustainability Appraisal of the City of York Local Plan and the Changes to the Local Plan, in order that the Local Plan could be assessed by a recognised, independent consultant in this field. The aim of the Appraisal was to evaluate how the Plan contributes to achieving greater sustainability, and if it demonstrates clearly how this is done through the choices that it makes.

- 19 Baker Associates used a well known definition of sustainability as the basis for their Appraisal:

"Development which meets the needs of the present without compromising the ability of future generations to meet their own needs."

- 20 The Baker approach considered the Local Plan and its policies against a number of key criteria, which were grouped under the following objectives this effectively represented an expanded definition of sustainability, namely:

- Social progress which recognises the needs of everyone;
- Effective protection of the built environment;
- Prudent use of natural resources;
- Maintenance of high and stable levels of economic growth and employment.

These four objectives reflected the objectives in the Government's UK Strategy for Sustainable Development - 'A Better Quality of Life' (May 1999). Of the four objectives above, 'Effective Protection of the Built Environment' included a criterion relating to 'maintaining and enhancing the quality and distinctiveness of the built environment'.

- 21 The Baker Sustainability Appraisal concluded that:

"...the content of the Plan is broadly consistent with what can be done through planning in York to contribute to greater sustainability objectives. There is much that is positive in relation to the aim of more sustainable development. There is almost nothing in the Plan that is negative, though there is material in the Plan that by this specific test is neutral."

- 22 Using the Baker Associate Appraisal of the City of York Local Plan, it can be concluded that the Plan is sustainable, this includes maintaining and enhancing the quality and distinctiveness of the built environment.

Other implications

- 23 If the City of York Council was to undertake an Environmental Capacity Study at this stage in the local plan process, there would be considerable time and cost implications.
- 24 Firstly, since a significant amount of work has already been undertaken in York, officers consider that the Local Plan process is unlikely to benefit from the study. Indeed, the results of an Environmental Capacity Study are likely to duplicate the results of work carried out in the Green Belt Review.
- 25 Secondly, the local plan process is likely to be delayed considerably if an Environmental Capacity Study were to be undertaken at this stage.
- 26 Thirdly, a considerable financial cost would be likely to be incurred, particularly if external consultants were employed to undertake the Study, as in the case of Chester. Even if officers undertook the work internally, there is likely to be a significant cost through officer hours involved.
- 27 Officers are of the opinion that the Study would not add anything more than what has been achieved through the local plan process to date and that the time taken to carry out the Study would further delay the adoption of an approved development plan for York. This in itself could have a major impact in achieving sustainable development in York.

Recommendations

- 28 That members agree:
- a) to accept that the preparation of the Local Plan to date has followed sustainability aims in terms of the technical work and processes undertaken, strategy adopted and allocations and policies drafted;
 - b) to encourage the Regional Assembly to undertake a regional environmental capacity study, as outlined at the LSP Board meeting on 12th January 2004;
 - c) that officers should consider undertaking a historic core appraisal, following the approach taken by Cambridge, and that this can complement the Local Plan through adoption as Supplementary Planning Guidance.

Contact Details

Author:

John Roberts / Alison McCrone
Assistant Development Officers
City Development Team
Tel: 551464 / 551667

Chief Officer Responsible for the report:

Bill Woolley
Assistant Director (Development and Transport)

ANNEXE IV x

GREEN BELT WORKING GROUP

REPORT 25.08.2004



Green Belt Working Group

25th August 2004

Report of the Director of Environment and Development Services

City of York Deposit Draft Local Plan – Procedural Issues

Summary

1. The purpose of this report is to consider two issues. The first is that of an appropriate timescale for the Local Plan addressing the issues raised by George Wright during Public Participation at the Green Belt Working Group (GBWG) on 1st June 2004. The second issue is that of the compatibility of the Local Plan with the new Planning and Compulsory Purchase Act as raised by Members at the meeting. These are addressed in turn in the remainder of this report.

Background

Local Plan Timescale

2. George Wright drew Members' attention to the requirement of PPG12 'Development Plan' for the Local Plan to have a duration of 10 years from the date of adoption and urged Members to take this on board to avoid further delays when the public inquiry was reconvened.
3. Members will note that the present Local plan period is up to 2011 with a likely date for adoption of 2006/07. This would give a local plan period of 4/5 years from the point of allocating it for housing and employment. The Local plan also identifies reserved land for accommodating potential development in the period 2011-21, following a review of the plan.
4. Officers, in response to the points raised, referred to paragraph 13 of PPG12 that states that PPG3 'Housing' provides specific guidance on housing and paragraph 34 of PPG3 that states that sufficient sites should be shown on the proposals map to accommodate at least a 5 year supply of housing.
5. Officers also sought advice from the Government Office for Yorkshire and the Humber (GoYH) on these issues prior to the meeting following advance notification to ourselves from George Wright that he was registered to speak and a summary of the points he was going to raise.

6. The GoYH in advice, noted that PPG12 does advise that Plans should have a ten year life from the point of adoption but noted that in practice this does not happen in many cases because of hold ups in the process of creating plans for varying different reasons. They advised that to ask Local Planning Authorities to correct this before adoption only causes further delays to the process. They noted that it is in everyone's interests to see an adopted plan in place for each LPA as soon as possible, accepting that this may mean a shorter lifespan than ten years. They concluded that these are therefore not grounds on which the Government Office would object.

Compliance with The Planning & Compulsory Purchase Act, 2004

7. Members raised issues regarding whether the Local Plan as being progressed would be in accordance with the P&CP Act. The Act puts in place 'transitional arrangements' for those LPA's who have progressed their local plans beyond a certain stage and advises them to continue with the local plan rather than prepare a Local Development Framework under the new arrangements. Officers have already discussed these issues with GoYH who have advised on the basis of the transitional arrangements that York progresses with its current draft local plan to adoption. However we have sought further guidance from our Barrister, John Dagg, (who has represented the Council at the Local Plan Inquiry and on related local plan issues to date) on this matter and his advice is outlined in the analysis section of the report.

Analysis

Local Plan Timescale

8. Following the GBWG meeting on 1st June 2004 officers sought further advice from the GoYH and from John Dagg.
9. A meeting was held with the GoYH following the GBWG to discuss the issues. They confirmed that their initial advice as outlined at the GBWG and as set out in their response to George Wright on these issues is their position on this matter. A summary of GoYH's views is as follows. They recognise that the advice in PPG12 was for a 10 year period from adoption but that this should be balanced against the advice in paragraph 1.3 of the Guidance that the Government expects those authorities which have not yet adopted their plans to fulfill their statutory responsibilities without further delay and progress their plan to adoption as quickly as possible. On this basis GoYH have advised City of York Council planning officers that they should progress their local plan to adoption as soon as possible so that they have a plan in place. They would then expect the plan to be reviewed promptly in accordance with the new arrangements in the Planning and Compulsory Purchase Act 2004 to ensure it is kept up to date.
10. The advice of John Dagg was also sought on this matter and his views are summarised as follows. He believes that in terms of paragraphs 1.3 and 6.8 of PPG 12 that the GoYH is probably correct in its approach to policy stated to both CYC and Mr. Wright. He has personal experience of promoting local plans with less than a 10 year period. He notes Mr. Wright's point that Changes 4 is to be promoted with the expectation of only five years from adoption to the end of the plan period in

2011 but states that the pragmatic response, which ought to succeed, is that the Authority has to move on rapidly with their LDF in the new system. This process will be under way before adoption of the local plan. There is unlikely to be a 'policy lag' as feared by some parties including the House Builders Federation.

11. On residential land supply he states that it appears that the definitive statement is in paragraph 34 of PPG 3 – at least the first five years of housing development proposed in the plan to be shown on the proposals map with monitoring and revision as necessary. He put emphasis on the latter and the linkage to the introduction of the LDF. He does not consider that the Minister's recent general statement alters the policy position.
12. Officers have also been made aware of the recent Inspectors Report into the Bradford Unitary Development Plan, in which he concluded that the LPA should provide a local plan with 10 years duration from adoption. The Inspectors Report is only advisory and the LPA can consider whether to accept the Inspectors recommendations. It is understood that officers at Bradford are considering the best way forward and the GOYH will also closely monitor the situation. Our barrister is doing further work to consider the implications and any precedent this could set in other places like York. Members will be kept informed on these matters.
13. In the light of this advice from both the GoYH and John Dagg it would seem appropriate based on current advice to continue with the Local Plan with a time period to 2011. Work on a review of the Local Plan could be progressed prior to the adoption of the present plan in 2006/07 to ensure that we have a suitable five year land supply in place and a 10 year local plan period for the period beyond 2011.
14. We currently have a 5 year land supply and can ensure that one is available to 2011. The immediate review of the Local Plan under the new system for the period 2011 onwards will enable a 5 year land supply to be provided beyond 2011. The 'reserved land' identified in the current Local Plan for the period beyond 2011 will contribute to a speedy adoption of a replacement Local Plan for the period beyond 2011.

Compliance with The Planning & Compulsory Purchase Act, 2004

15. John Dagg has reviewed the position of the City of York Local Plan against the transitional provisions of the P&CP Act 2004 and has concluded that in principle the Local Plan can continue through its preparatory stages as before. This is because the Local plan has gone beyond the deposit stage with the Inquiry still technically in commencement (having been suspended whilst a Green Belt Review was undertaken) and an Inspector in place to continue once the Inquiry is reconvened. This accords with the current advice from the GoYH.
16. In the light of the above advice the Council is fully in accordance with the provisions of the P&CP Act in progressing with its present Local plan through to adoption.

Conclusions

17. In the light of the above advice it is recommended that, on the basis of current advice, we continue progressing the current Local Plan through to adoption with a local plan period to 2011.

Recommendations

18. That Members agree to the following officer recommendations:
 - 1) That we continue progressing the Local Plan with a plan period to 2011
 - 2) that we continue with the Local Plan in accordance with the transitional arrangements set out in the P&CP Act 2004.

Contact Details

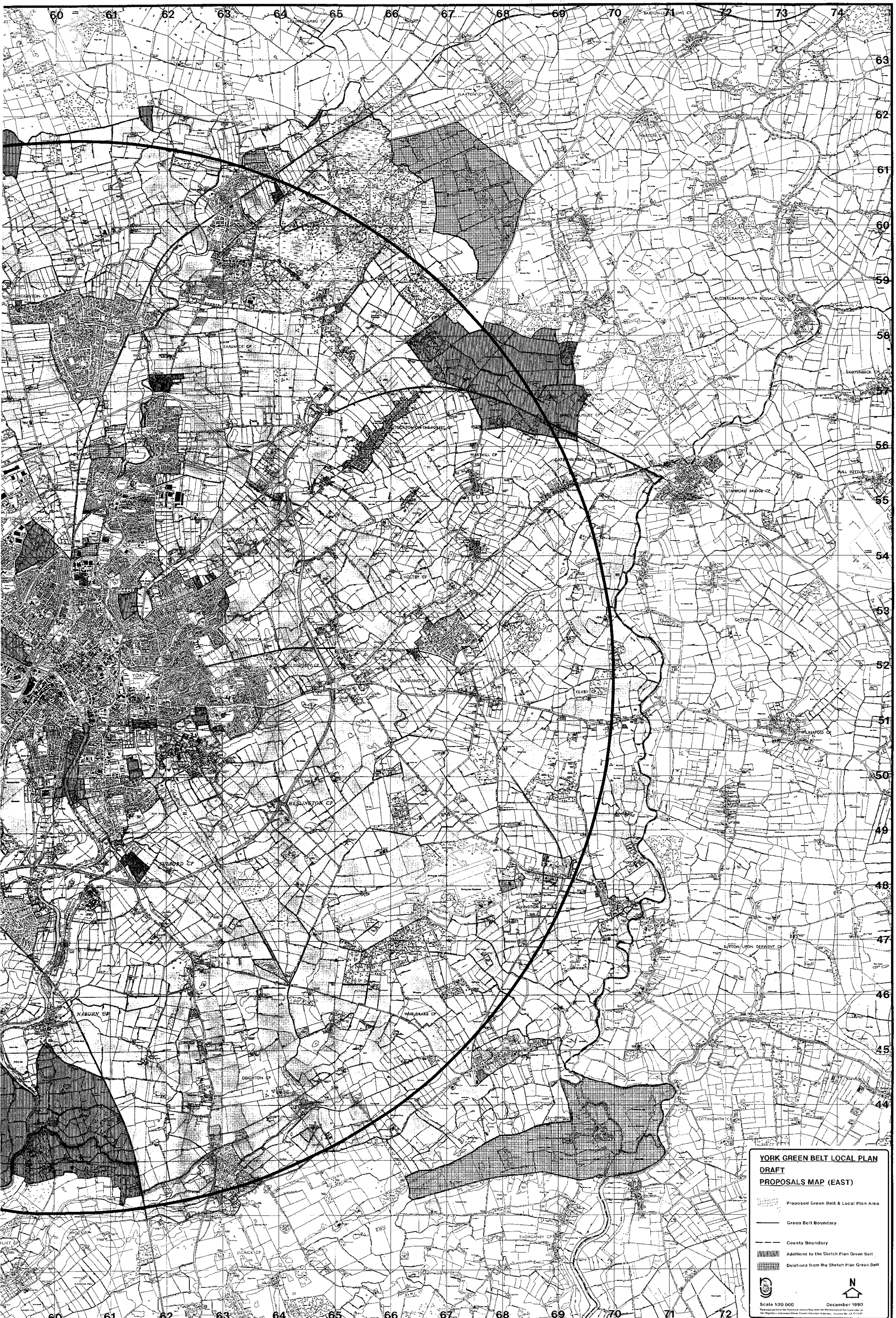
Author:
Dave Caulfield
Head of City Development

Chief Officer Responsible for the report:
Bill Woolley
Acting Director, Directorate of Environment and
Development Services.

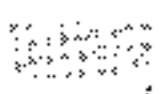


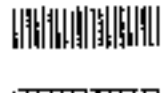
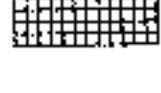
Tel: 01904 551313


For further information please contact the author of the report

V	Maps and Plans			
V i	YGBLP Consultation Draft Proposal Plans (2 parts)	1990	1	
V ii	Greater York Study Map	1990	2	
V iii	YGBLP 1991 Submission Version Maps (4 parts) (unaltered at Modification)	1991	3	
V iv	Maps of the Strays (4 pages)	1991	4	
V v	NYCSP Key Diagram	1995	5	
V vi	CoYLP Proposal Maps (2 parts)	1998	6	
V vii	RPG 12 - Key Diagram	2001	7	
V viii	CoYLP Inset Maps (examples).	2002	8	
V ix	RSS Key Diagram	2008	9	
V x	Response Map - PDL Key Diagram with outer and inner radius imposed. Dwg No. 2304_SK004C_1850a Dwg No. 2304 _ SK004C	2018	10	
V xi	York Urban Growth Pattern	2016	11	
V xii	Response Map OS base 1:25000 showing outer and inner radius.	2018	12	
V Xiii	York Corine Land Cover	2018	13	
V iv	PDL Key Diagram - Development Land Locations	2018	14	



YORK GREEN BELT LOCAL PLAN
DRAFT
PROPOSALS MAP (EAST)

-  Proposed Green Belt & Local Plan Area
-  Green Belt Boundary
-  County Boundary
-  Additions to the Sketch Plan Green Belt
-  Deletions from the Sketch Plan Green Belt

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Scale 1:20 000 December 1990

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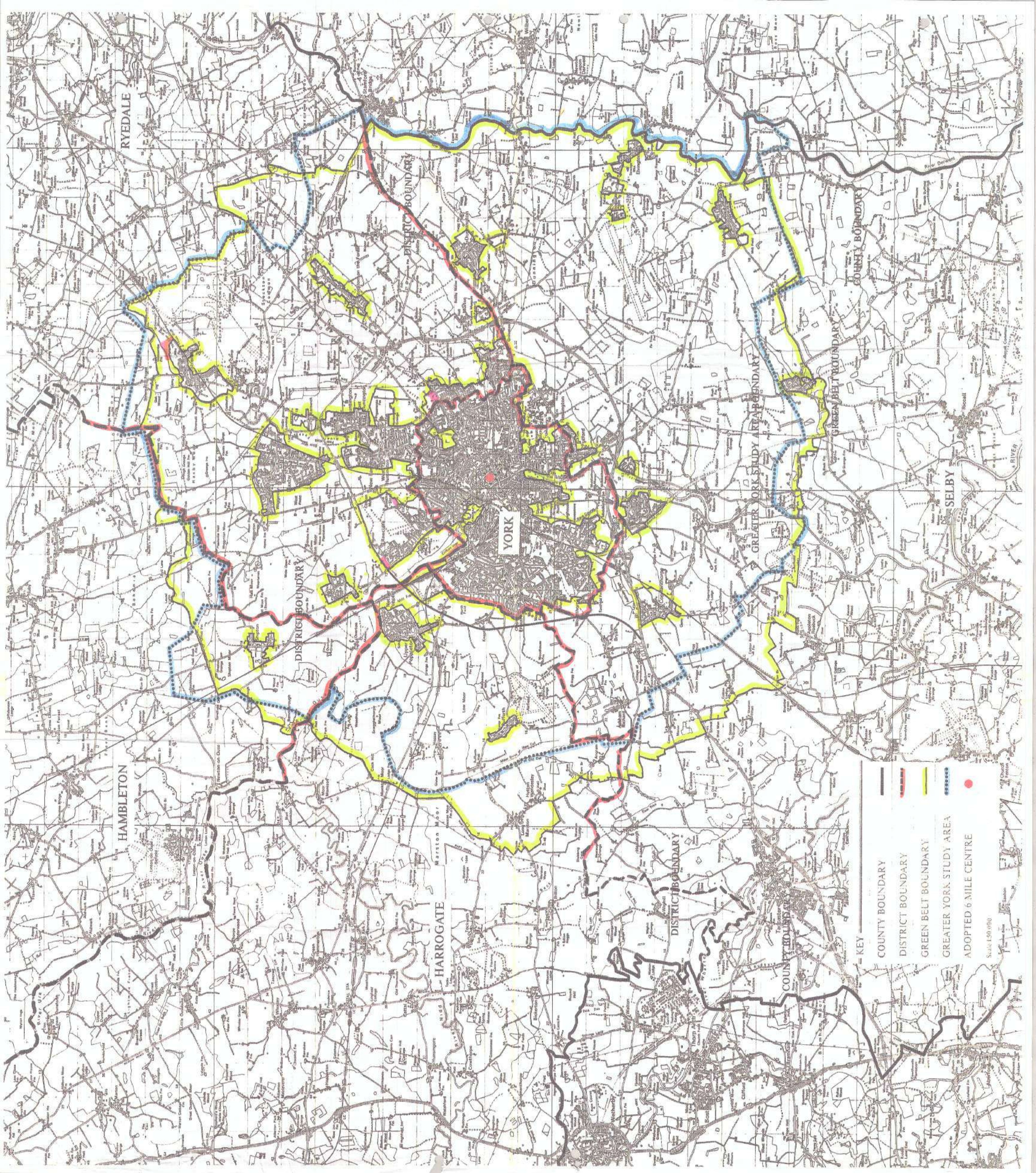
YORK GREEN BELT LOCAL PLAN
DRAFT
PROPOSALS MAP (WEST)

-  Proposed Green Belt & Local Plan Area
-  Green Belt Boundary
-  County Boundary
-  Additions to the Sketch Plan Green Belt
-  Deletions from the Sketch Plan Green Belt

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48 49 50 51 52 53 54 55 56 57 58 59



RYEDALE

HAMBLETON

HARROGATE

YORK

SELBY

KEY

COUNTY BOUNDARY

DISTRICT BOUNDARY

GREEN BELT BOUNDARY

GREATER YORK STUDY AREA

ADOPTED 6 MILE CENTRE

Scale 1:50,000

YORK GREEN BELT LOCAL PLAN PROPOSALS MAP

Proposed Green Belt Local Plan Area



Green Belt Boundary



All Policies of Local Plan apply to whole of plan area.



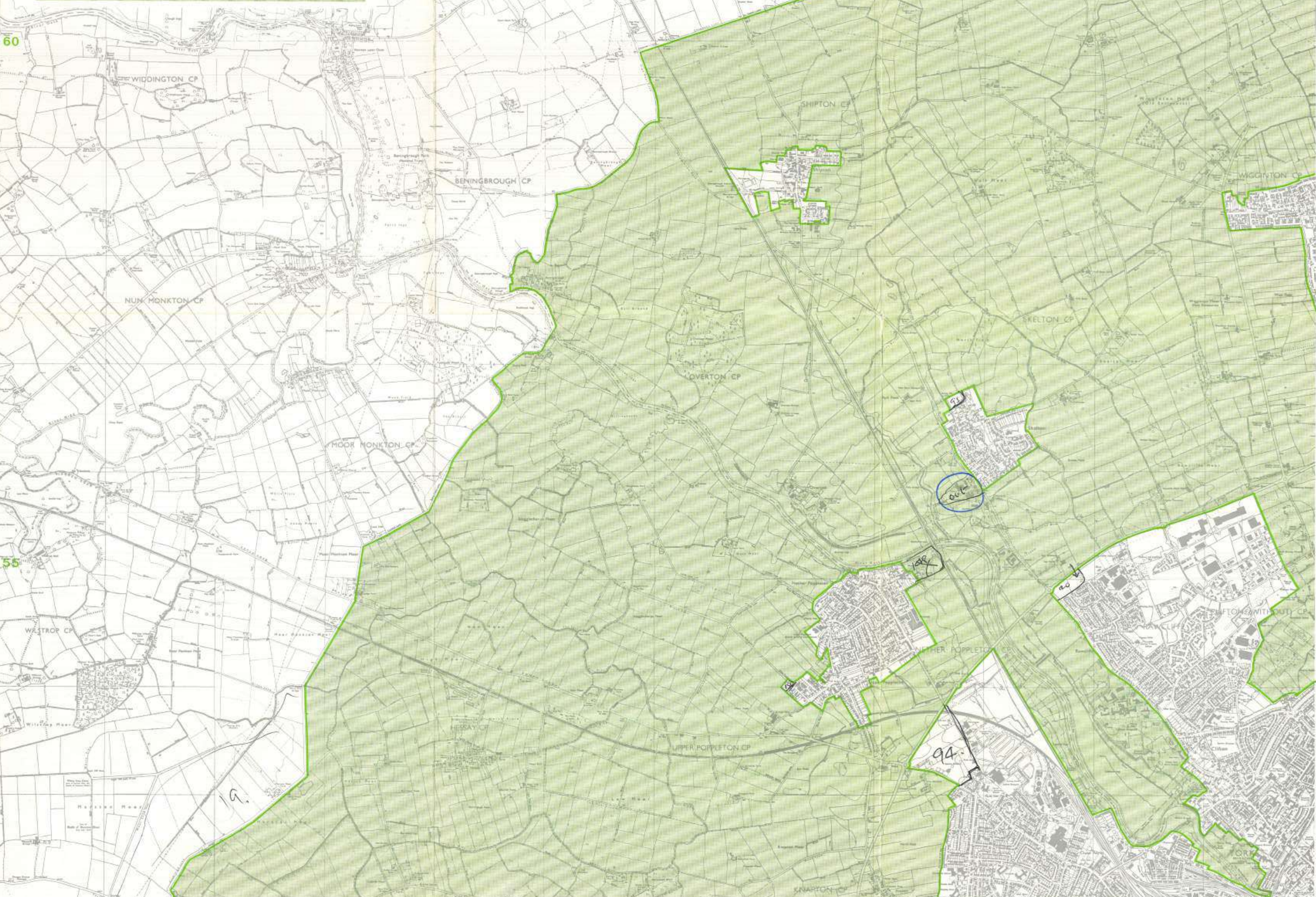
North Yorkshire County Council
John D. Rennison MA, MSc, MRTPI, ARICS, MBIM
County Planning Officer.

September 1991

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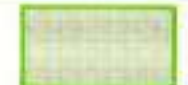


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YORK GREEN BELT LOCAL PLAN PROPOSALS MAP

Proposed Green Belt Local Plan Area



Green Belt Boundary



All Policies of Local Plan apply to whole of plan area.



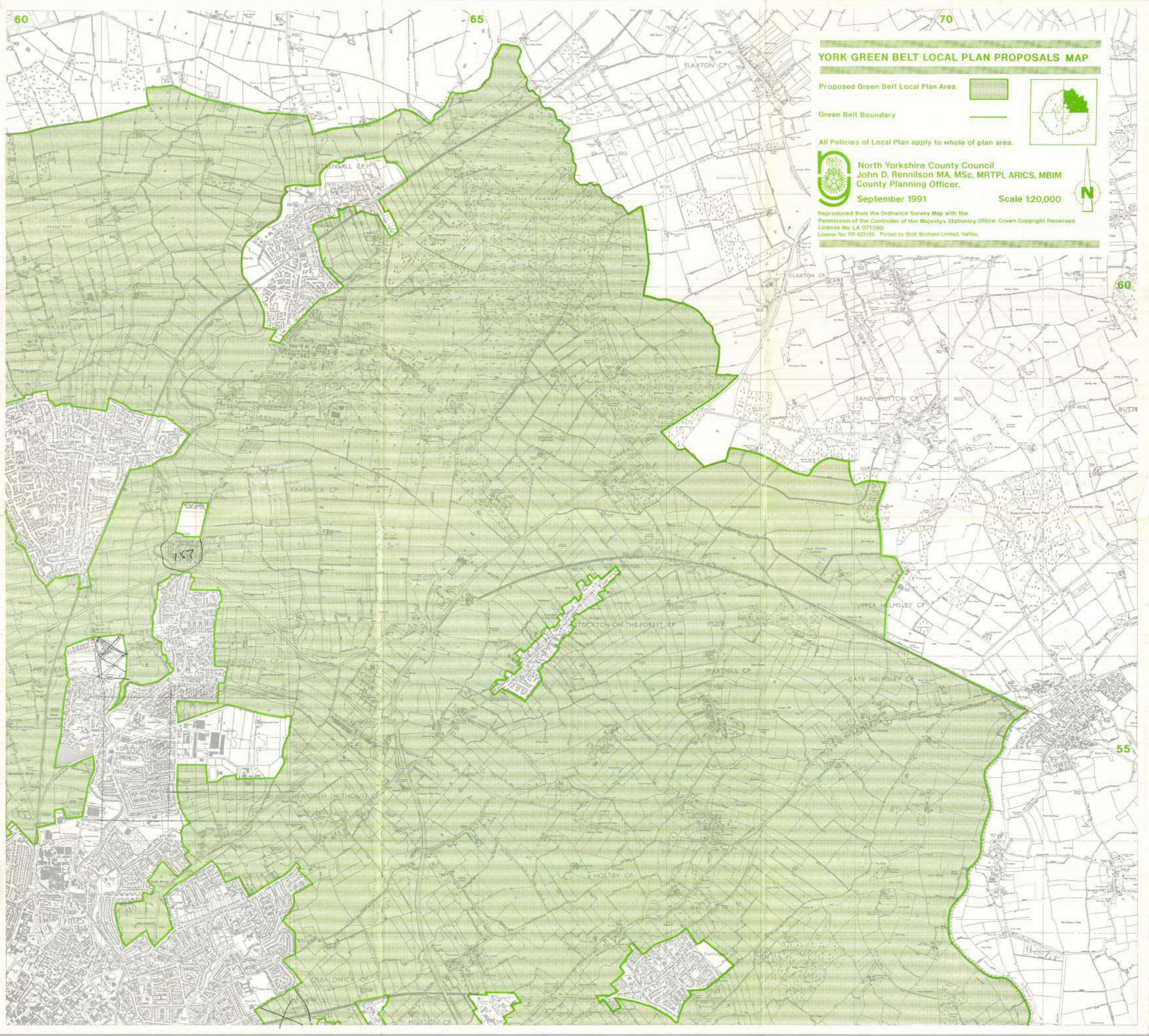
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John D. Rennison MA, MSc, MRTPI, ARICS, MBIM
County Planning Officer.

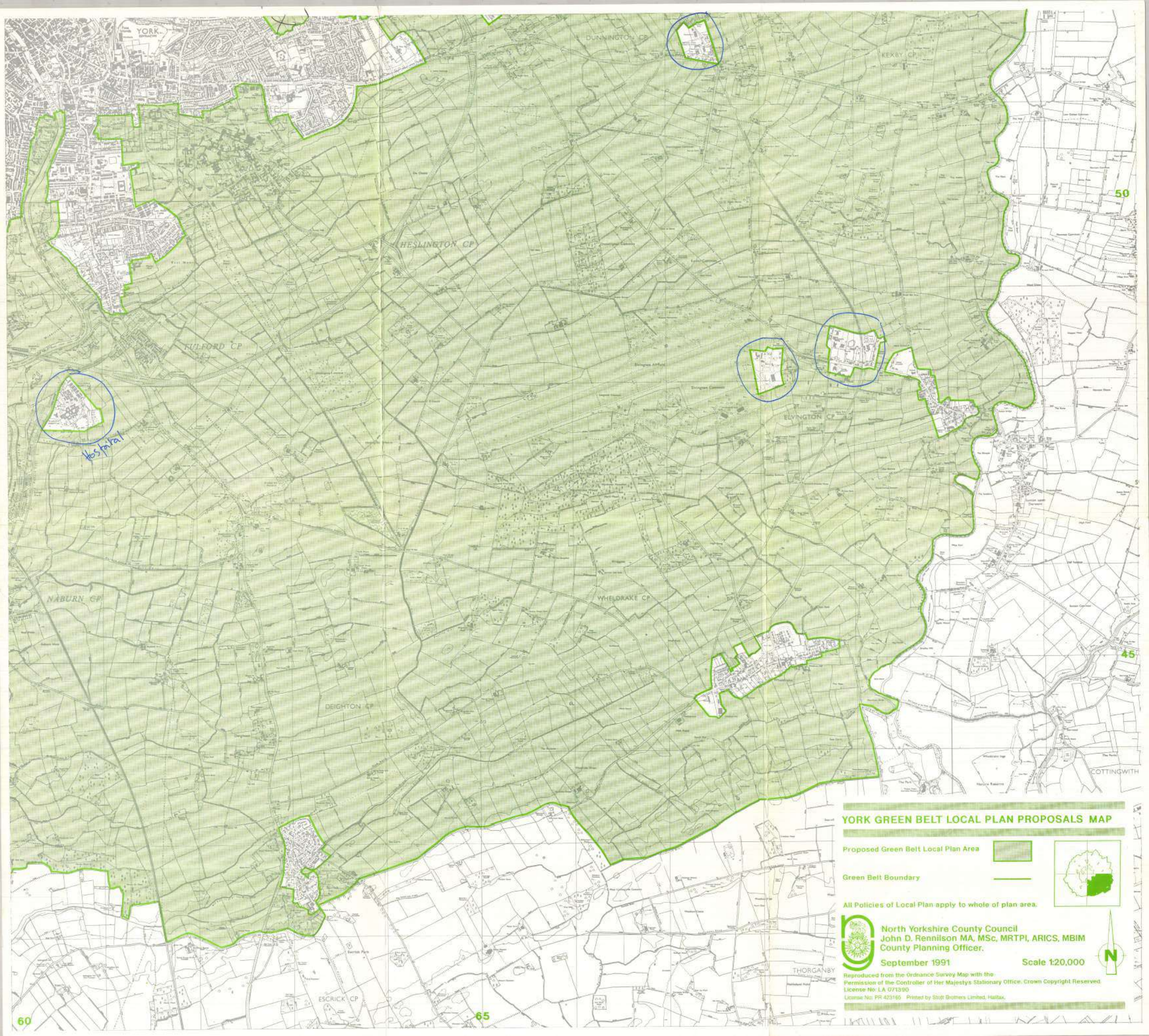
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YORK GREEN BELT LOCAL PLAN PROPOSALS MAP

- Proposed Green Belt Local Plan Area
- Green Belt Boundary



All Policies of Local Plan apply to whole of plan area.



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 County Planning Officer.

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YORK GREEN BELT LOCAL PLAN PROPOSALS MAP

Proposed Green Belt Local Plan Area



Green Belt Boundary



All Policies of Local Plan apply to whole of plan area.



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County Planning Officer.

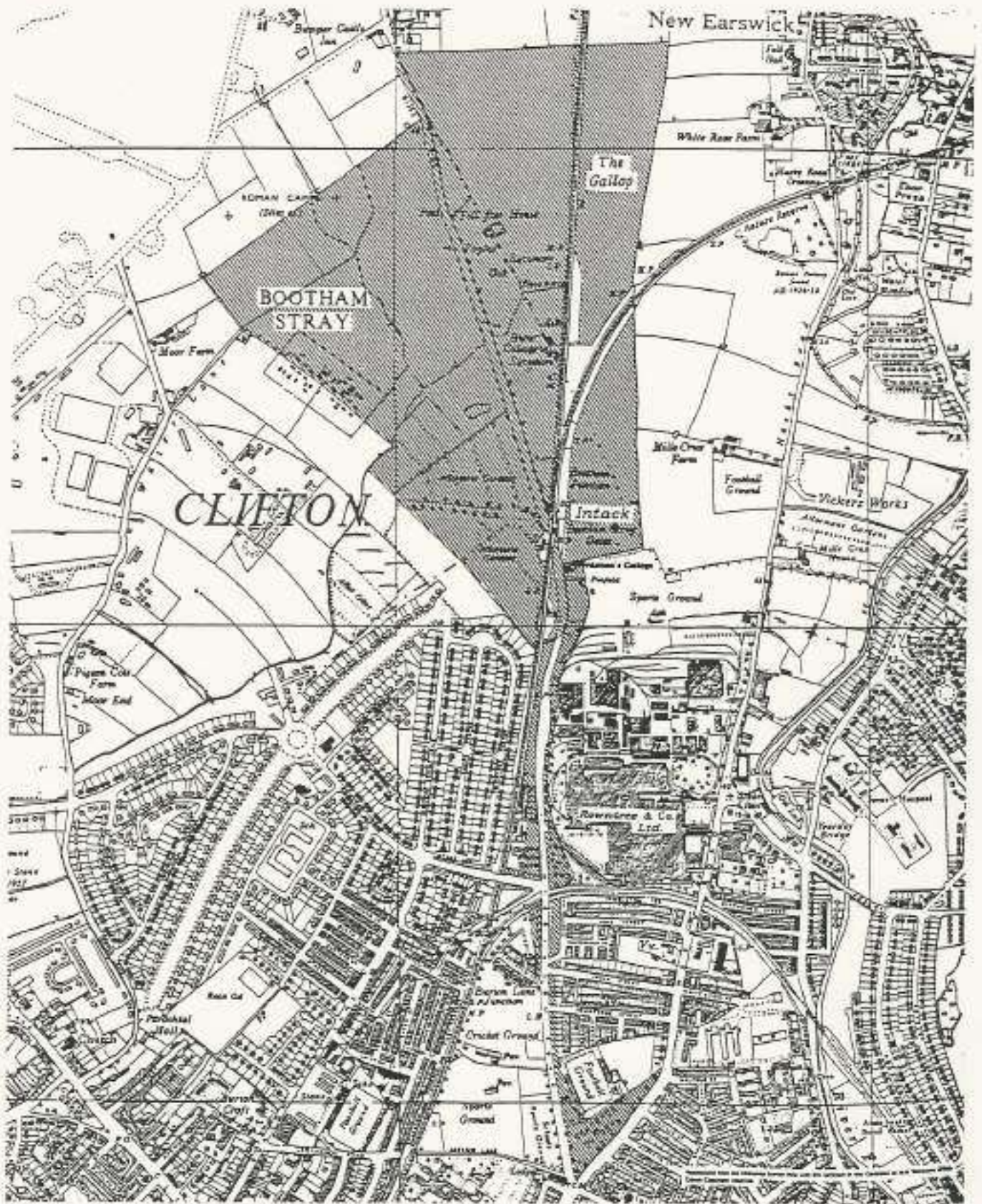
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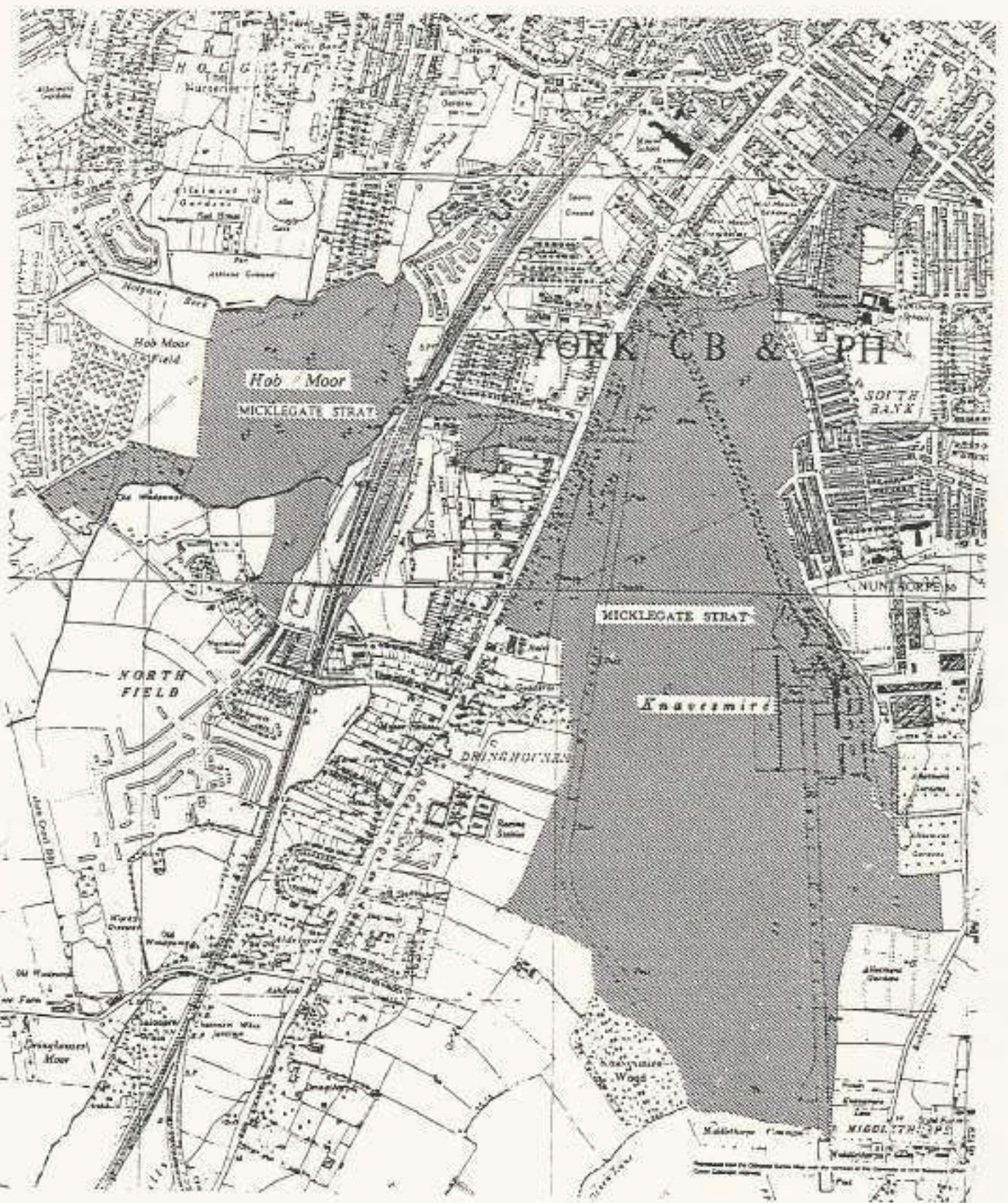


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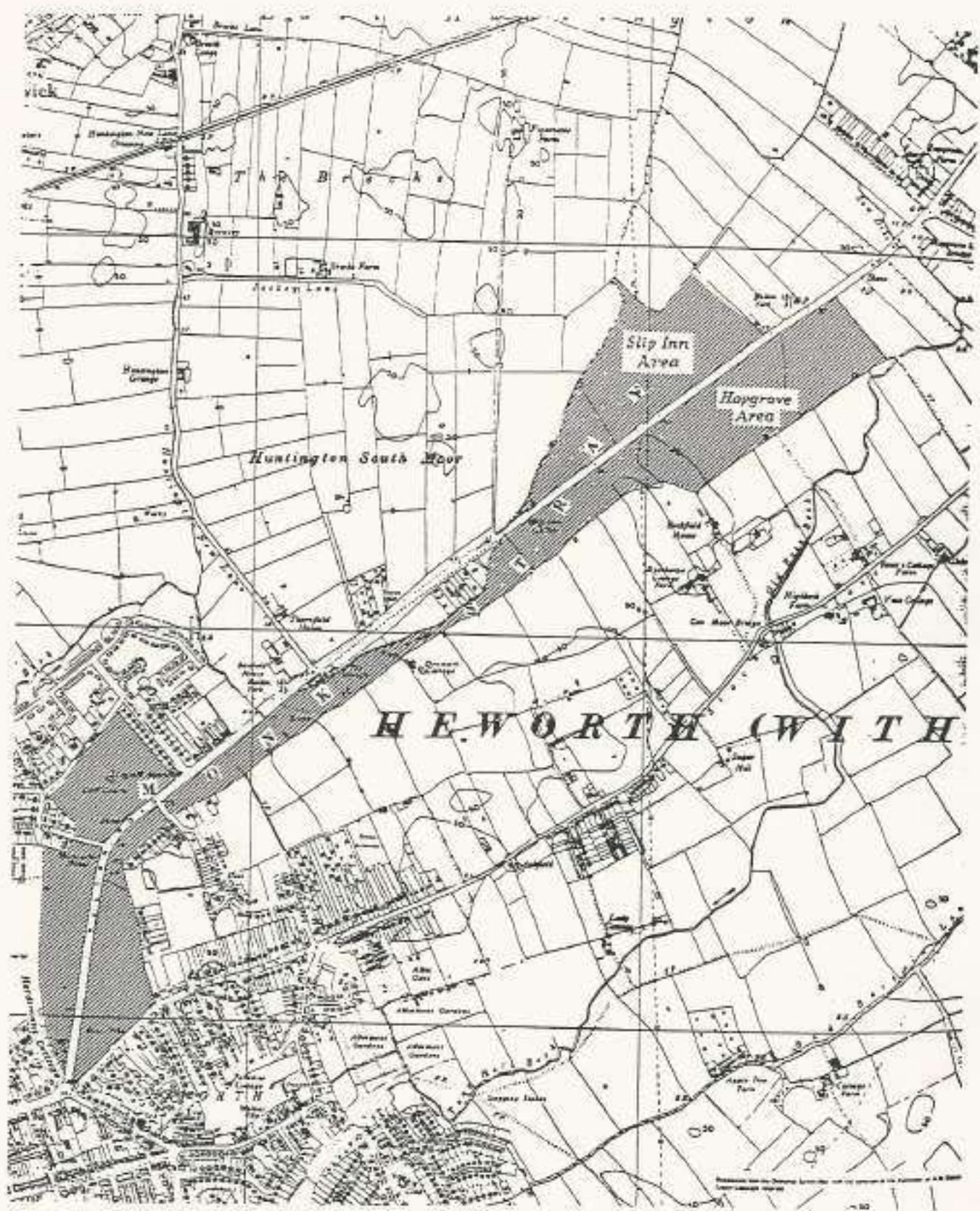
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Bootham Stray



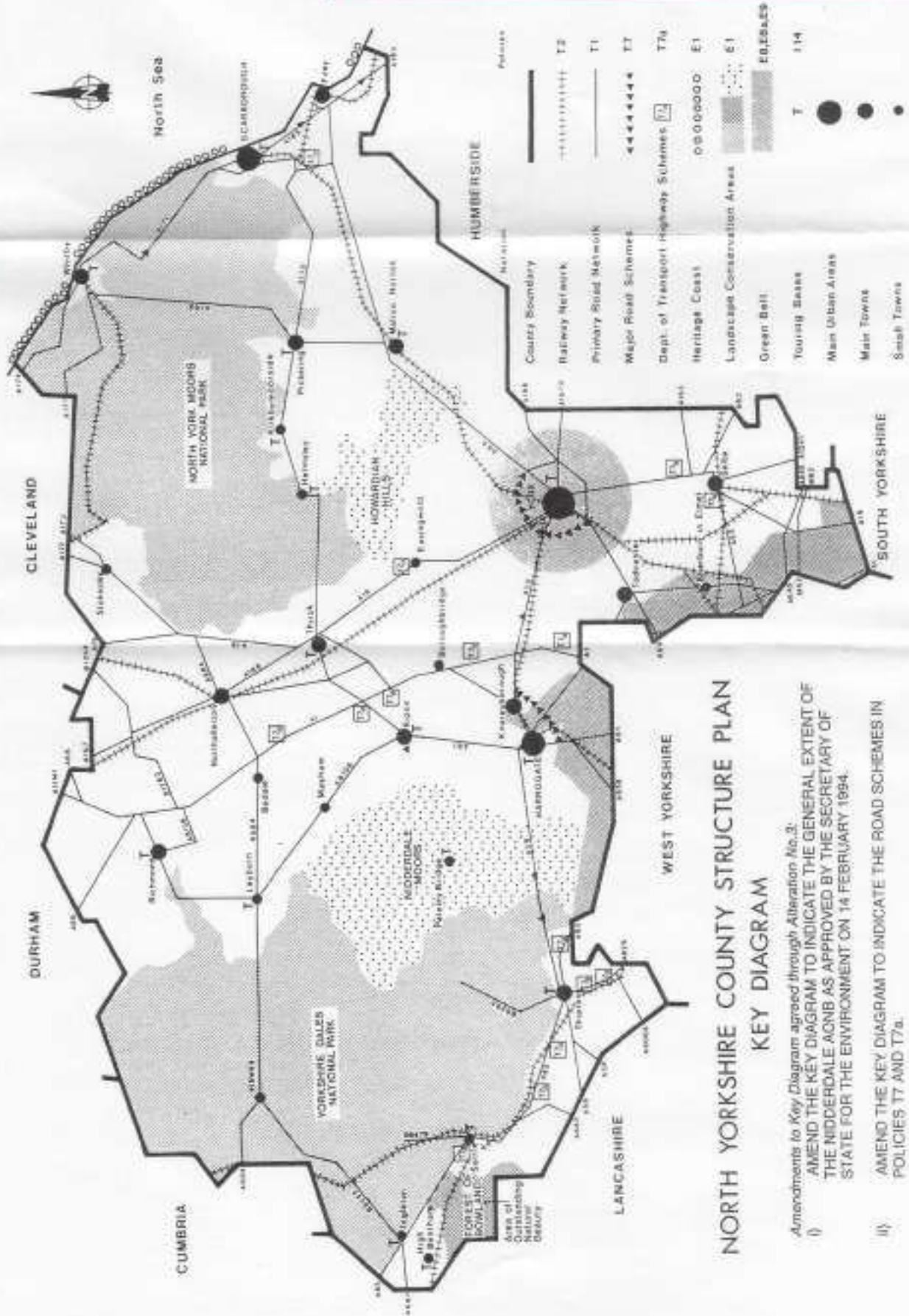
Micklegate Stray

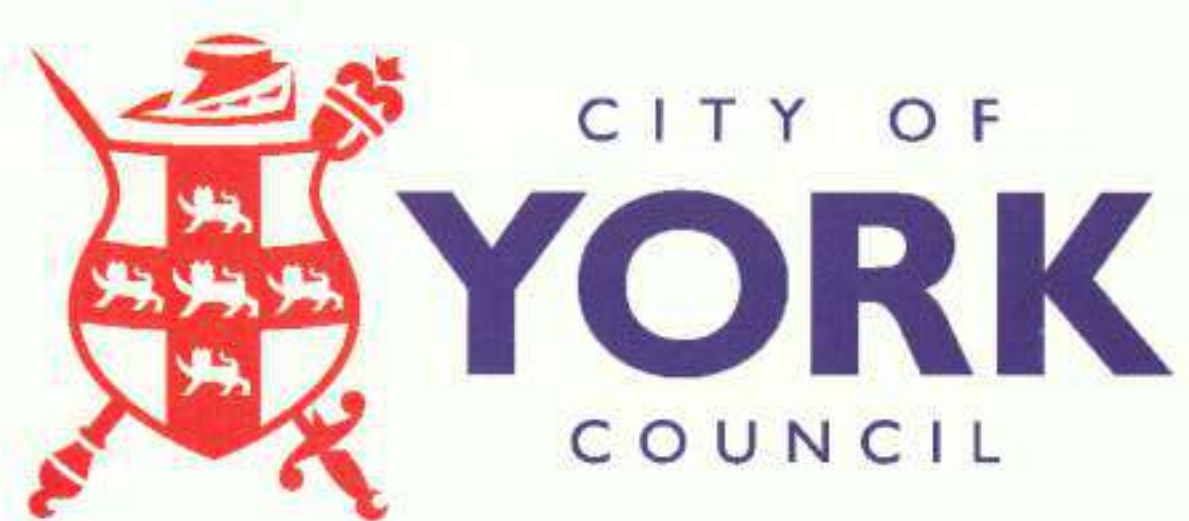


Monk Stray



Walmgate Stray





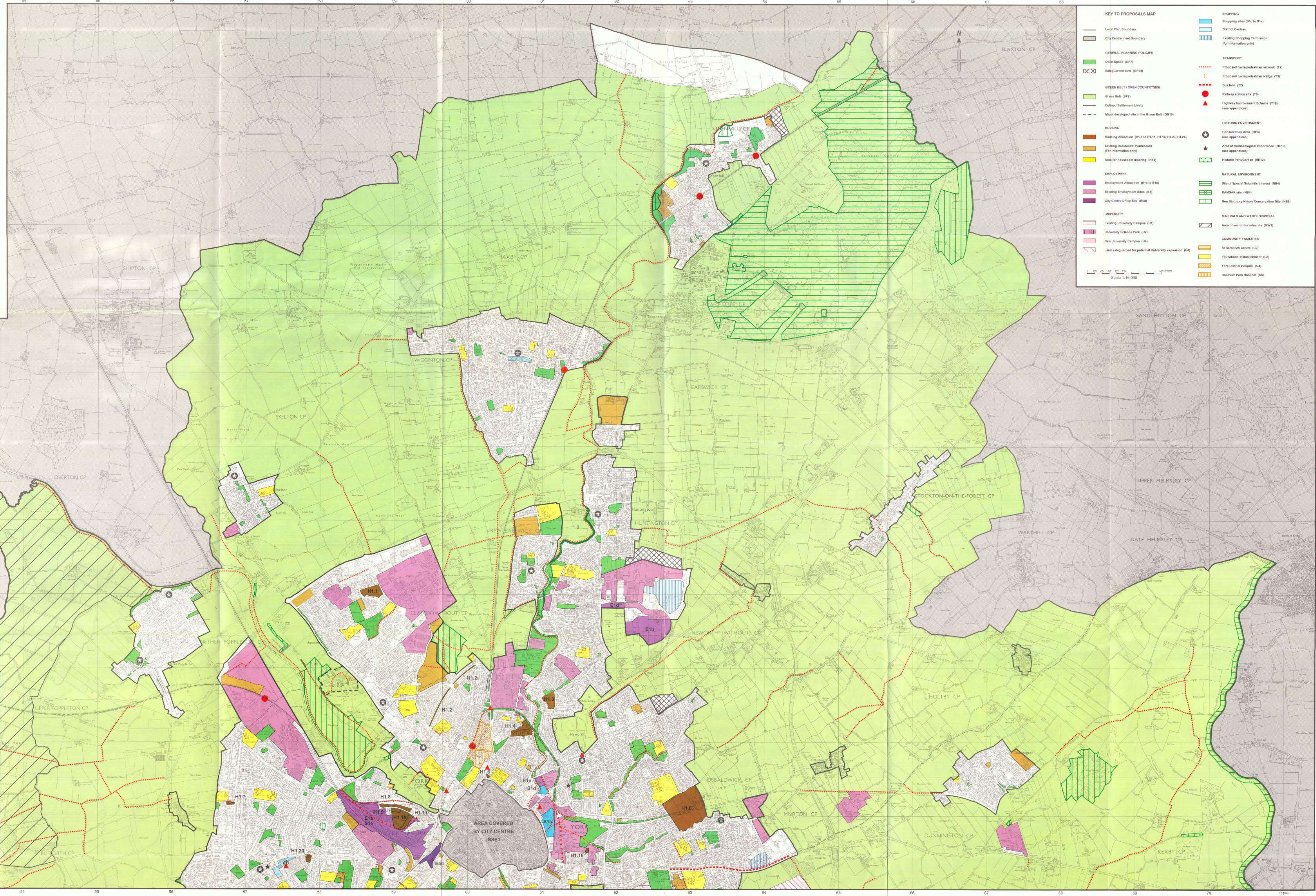
CITY OF YORK LOCAL PLAN DEPOSIT DRAFT

May 1998

PROPOSALS MAP (NORTH)

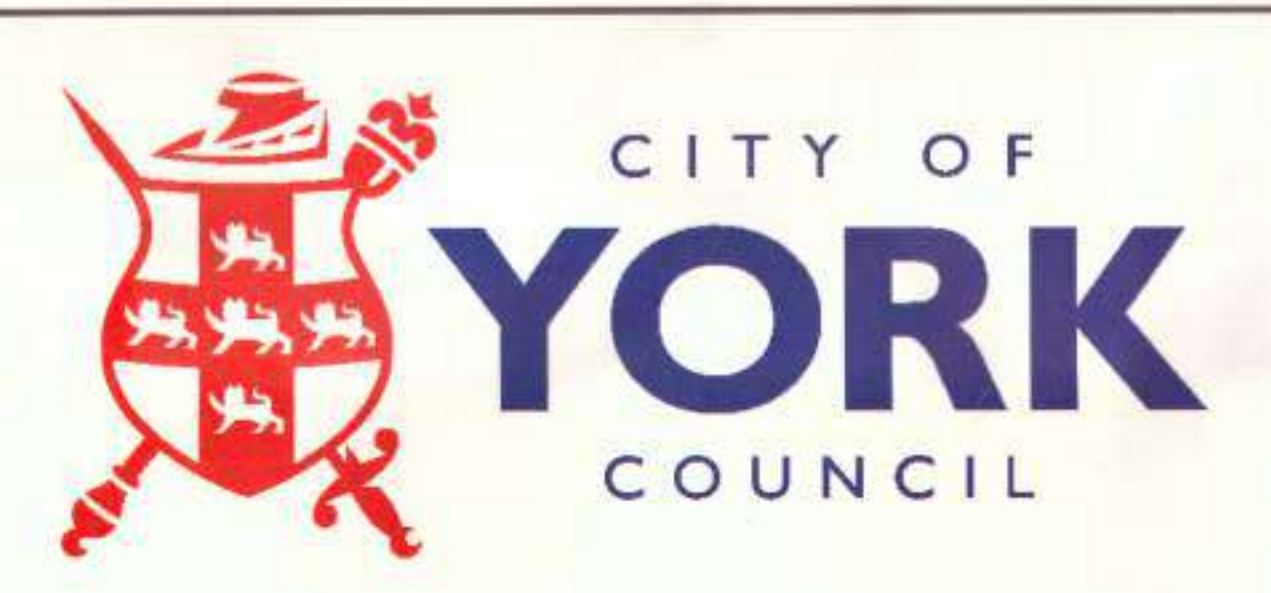
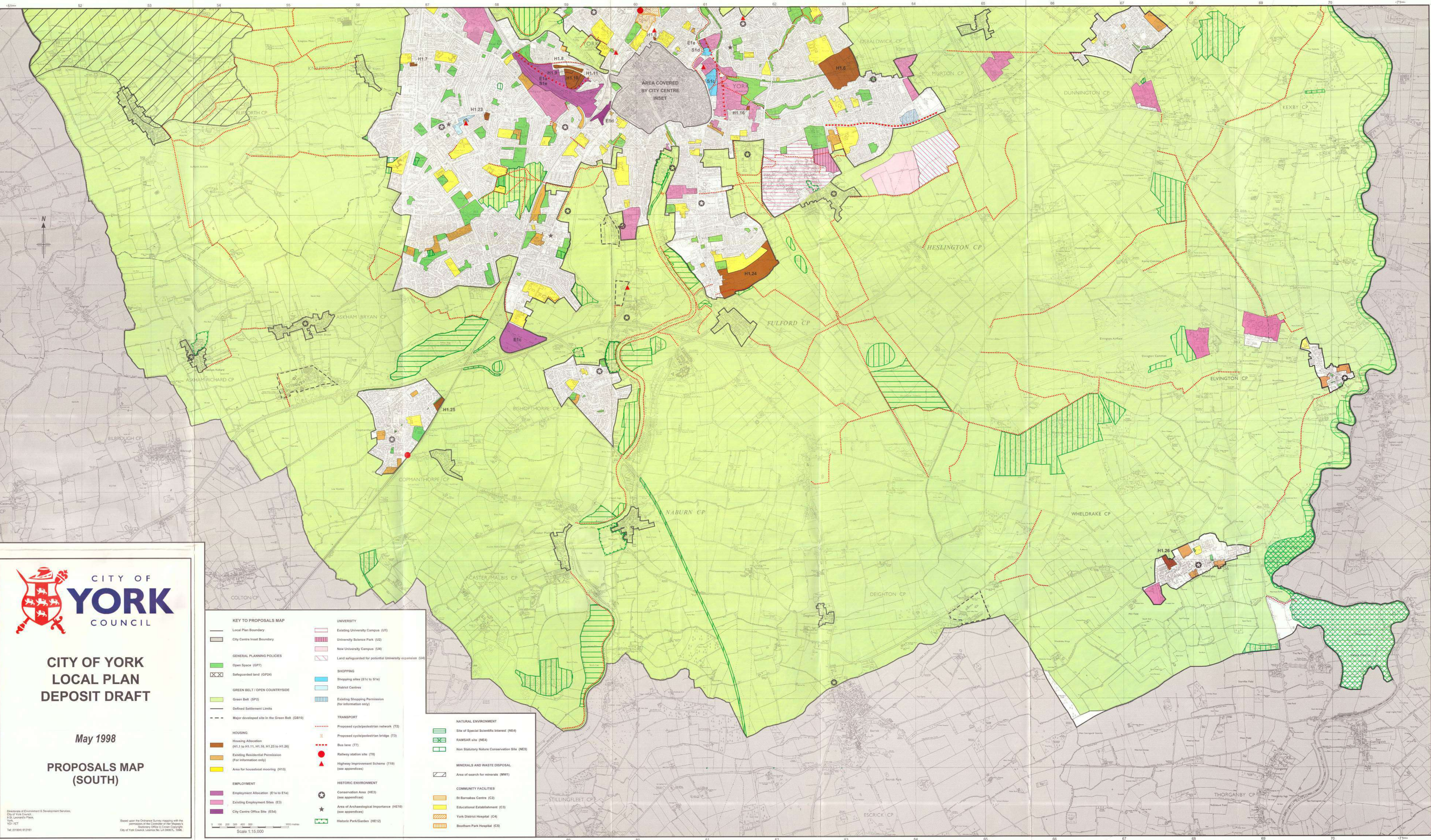
Directorate of Environment & Development Services
City of York Council
25, 26, Lambton Park,
York
YO1 7BT
Tel: (01904) 819161

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KEY TO PROPOSALS MAP	
Local Plan Boundary	Shopping sites (S1a to S1g)
City Centre Inset Boundary	District Centres
GENERAL PLANNING POLICIES	Existing Shopping Permission (for information only)
Open Space (OSP)	Proposed cycle/walkway network (T2)
Sequestered land (SP24)	Proposed cycle/walkway bridge (T3)
GREEN BELT / OPEN COUNTRYSIDE	Bus lane (T7)
Open Belt (OP2)	Railway station site (T8)
Defined Settlement Limits	Highway Improvement Scheme (T19) (see appendices)
Major developed sites in the Green Belt (GB16)	HISTORIC ENVIRONMENT
HOUSING	Area of Archaeological Importance (PE16) (see appendices)
Existing Residential Permission (for information only)	Historic Park/Garden (HE2)
Area for houseboat mooring (H13)	NATURAL ENVIRONMENT
EMPLOYMENT	RAMSAR site (NE4)
Existing Employment Sites (E3)	Non Statutory Nature Conservation Site (NE5)
City Centre Office Site (E56)	MINERALS AND WASTE DISPOSAL
UNIVERSITY	Area of search for minerals (MW1)
University Science Park (U2)	COMMUNITY FACILITIES
New University Campus (U4)	Educational Establishment (C3)
Land relinquished for potential University expansion (U4)	York District Hospital (C4)
	Bootham Park Hospital (C5)

Scale 1:15,000



**CITY OF YORK
LOCAL PLAN
DEPOSIT DRAFT**

May 1998

**PROPOSALS MAP
(SOUTH)**

Department of Environment & Development Services,
City of York Council,
100, Railway Terrace,
YORK, YO1 1ET
Tel: 01904 531361

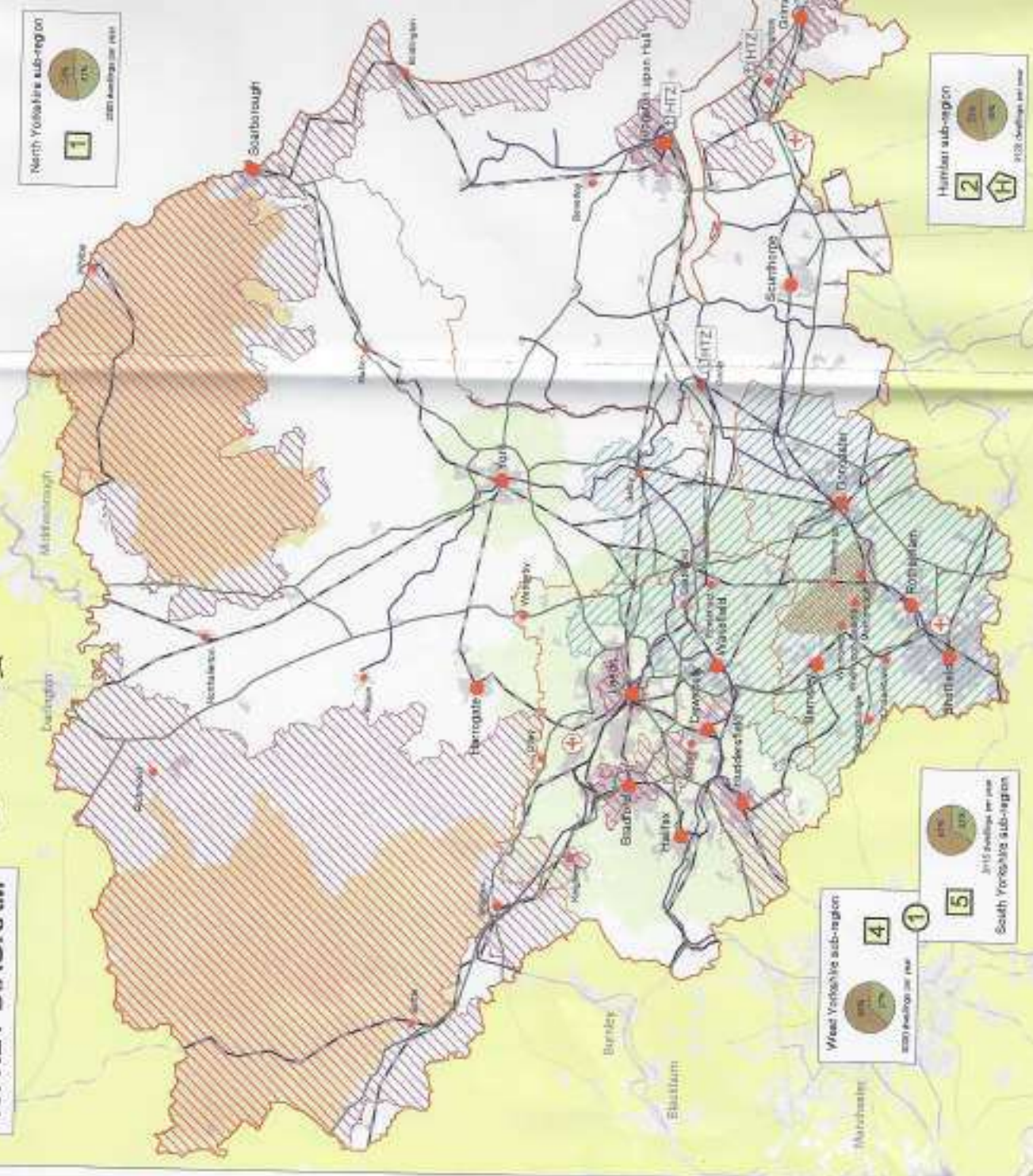
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KEY TO PROPOSALS MAP	
	Local Plan Boundary
	City Centre Inset Boundary
GENERAL PLANNING POLICIES	
	Open Space (GP7)
	Safeguarded land (GP24)
GREEN BELT / OPEN COUNTRYSIDE	
	Green Belt (GP2)
	Defined Settlement Limits
	Major developed sites in the Green Belt (GB10)
HOUSING	
	Housing Allocation (H1.1 to H1.11, H1.16, H1.23 to H1.26)
	Existing Residential Permission (For information only)
	Area for houseboat mooring (H13)
EMPLOYMENT	
	Employment Allocation (E1a to E1e)
	Existing Employment Sites (E3)
	City Centre Office Site (E5d)
UNIVERSITY	
	Existing University Campus (U1)
	University Science Park (U2)
	New University Campus (U4)
	Land safeguarded for potential University expansion (U4)
SHOPPING	
	Shopping areas (S1c to S1e)
	District Centres
	Existing Shopping Permission (for information only)
TRANSPORT	
	Proposed cycle/pedestrian network (T2)
	Proposed cycle/pedestrian bridge (T3)
	Bus lane (T7)
	Railway station site (T8)
	Highway Improvement Scheme (T19) (see appendices)
NATURAL ENVIRONMENT	
	Site of Special Scientific Interest (NE4)
	RAMSAR site (NE4)
	Non Statutory Nature Conservation Site (NE5)
MINERALS AND WASTE DISPOSAL	
	Area of search for minerals (MW1)
COMMUNITY FACILITIES	
	St Barnabas Centre (C2)
	Educational Establishment (C3)
	York District Hospital (C4)
	Bootham Park Hospital (C5)
HISTORIC ENVIRONMENT	
	Conservation Area (HE3) (see appendices)
	Area of Archaeological Importance (HE14) (see appendices)
	Historic Park/Garden (HE12)

Scale 1:15,000

10. KEY DIAGRAM

[RP&12]



North Yorkshire sub-region

1

17% 2000 population per year

Harrier sub-region

2

2%

H 918 dwellings per year

West Yorkshire sub-region

4

11% 2000 population per year

1

5

3115 dwellings per year

South Yorkshire sub-region

Notation Panel

Regional boundary

Sub-regional boundary

Strategy

- First priority regeneration areas
- Second priority regeneration areas
- Dispersed Urban Development Zone
- HTZ
- Green Belt
- National Parks

Settlements

- Main urban areas
- Strategic employment sites
- Strategic employment sites

Economy

- 1 Main single use site
- 12 Inclusive enterprise of ex. of premium employment sites
- H Major flexible enterprise-related sites

Housing

- % of potentially developed land and through connections
- Average annual housing provision 1988-2018

Transport

- Strategic highway network
- Strategic rail network
- Navigable waterways
- Main ports
- Commercial airports

Construction of the strategic road network and the largest programme of improvements are shown on Map 5

Environment

Environmental designations are shown on Map 6
 Clear field classification and natural areas are shown on Map 7
 Agricultural land quality is shown on Map 8
 Flood risk areas are shown on Map 9

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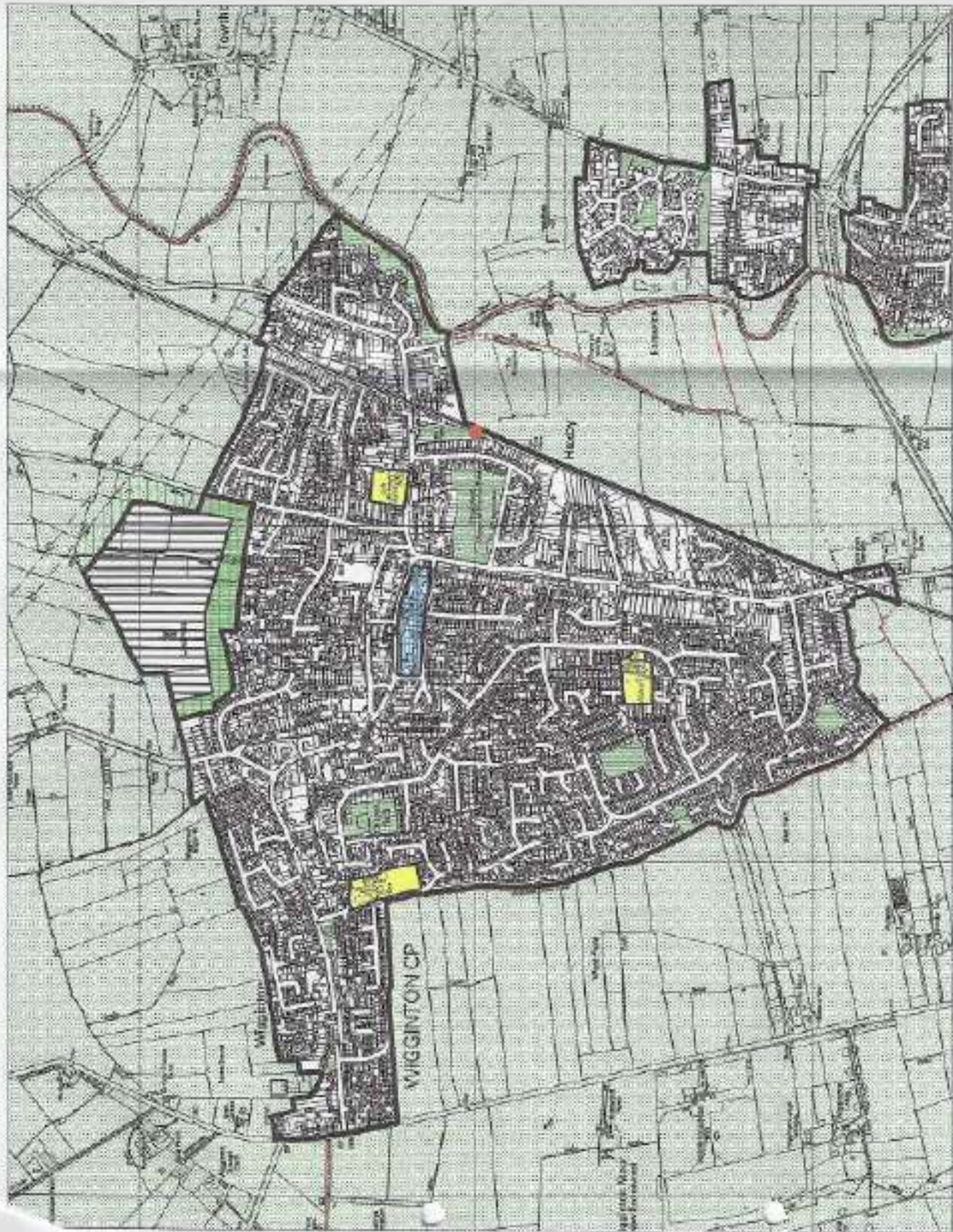
CITY OF YORK LOCAL PLAN PROPOSALS MAPS

INSETS

For the GBWG/Planning Committee October/November 2002

Directorate of Environment and Development Services, City of York Council
9 St Leonards Place, York, YO1 7ET
Tel: (01904) 551466. Email: devandregen@york.gov.uk

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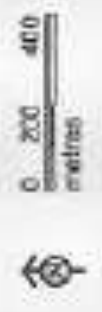
KEY

	Local Plan Boundary
	City Centre West Boundary
LOCAL PLAN STRATEGY (CHAPTER 1)	
	Active Area (200)
	RECREATIONAL PLANNING POLICIES (CHAPTER 2)
	Open Space (207)
NATURAL ENVIRONMENT (CHAPTER 3)	
	Site of Special Scientific Interest (SSSI)
	RAMSAR Sites (204)
	High Quality Nature Conservation Sites (HQNS)
HISTORIC ENVIRONMENT (CHAPTER 4)	
	Conservation Area (CA) (see Appendix)
	Area of Archaeological Importance (AEI) (see Appendix)
	Historic Park / Garden (HCG)
	Registered Landmark (RLM)
	Green Belt (CHAPTER 5)
	Green Belt (GP)
	Defined Settlement Limit
	Major Development in the Green Belt (DGI)
TRANSPORT (CHAPTER 6)	
	Accession Priority Zones - Accessions (77)
	Proposed Cycle / Pedestrian Network (72)
	Proposed Cycle/Pedestrian Route (70)
	Open and Safe Accession (78)
	Railway Station Site (75)
	Highway Improvement Schemes (71)
	Proposed Park and Ride (73) - Inductive Losses
HOUSING (CHAPTER 7)	
	Existing Allocation (H1, H2, H3, H4, H5, H6, H7, H8, H9, H10, H11, H12, H13, H14, H15, H16, H17, H18, H19, H20, H21, H22, H23, H24, H25, H26, H27, H28, H29, H30, H31, H32, H33, H34, H35, H36, H37, H38, H39, H40, H41, H42, H43, H44, H45, H46, H47, H48, H49, H50, H51, H52, H53, H54, H55, H56, H57, H58, H59, H60, H61, H62, H63, H64, H65, H66, H67, H68, H69, H70, H71, H72, H73, H74, H75, H76, H77, H78, H79, H80, H81, H82, H83, H84, H85, H86, H87, H88, H89, H90, H91, H92, H93, H94, H95, H96, H97, H98, H99, H100)
	Proposed Allocation (E1, E2, E3, E4, E5, E6, E7, E8, E9, E10, E11, E12, E13, E14, E15, E16, E17, E18, E19, E20, E21, E22, E23, E24, E25, E26, E27, E28, E29, E30, E31, E32, E33, E34, E35, E36, E37, E38, E39, E40, E41, E42, E43, E44, E45, E46, E47, E48, E49, E50, E51, E52, E53, E54, E55, E56, E57, E58, E59, E60, E61, E62, E63, E64, E65, E66, E67, E68, E69, E70, E71, E72, E73, E74, E75, E76, E77, E78, E79, E80, E81, E82, E83, E84, E85, E86, E87, E88, E89, E90, E91, E92, E93, E94, E95, E96, E97, E98, E99, E100)
EMPLOYMENT (CHAPTER 8)	
	Former Employment Allocation (E1, E2, E3, E4, E5, E6, E7, E8, E9, E10, E11, E12, E13, E14, E15, E16, E17, E18, E19, E20, E21, E22, E23, E24, E25, E26, E27, E28, E29, E30, E31, E32, E33, E34, E35, E36, E37, E38, E39, E40, E41, E42, E43, E44, E45, E46, E47, E48, E49, E50, E51, E52, E53, E54, E55, E56, E57, E58, E59, E60, E61, E62, E63, E64, E65, E66, E67, E68, E69, E70, E71, E72, E73, E74, E75, E76, E77, E78, E79, E80, E81, E82, E83, E84, E85, E86, E87, E88, E89, E90, E91, E92, E93, E94, E95, E96, E97, E98, E99, E100)
	General Employment Allocation (E51, E52, E53, E54, E55, E56, E57, E58, E59, E60, E61, E62, E63, E64, E65, E66, E67, E68, E69, E70, E71, E72, E73, E74, E75, E76, E77, E78, E79, E80, E81, E82, E83, E84, E85, E86, E87, E88, E89, E90, E91, E92, E93, E94, E95, E96, E97, E98, E99, E100)
EDUCATION (CHAPTER 9)	
	Secondary Education (E1, E2, E3, E4, E5, E6, E7, E8, E9, E10, E11, E12, E13, E14, E15, E16, E17, E18, E19, E20, E21, E22, E23, E24, E25, E26, E27, E28, E29, E30, E31, E32, E33, E34, E35, E36, E37, E38, E39, E40, E41, E42, E43, E44, E45, E46, E47, E48, E49, E50, E51, E52, E53, E54, E55, E56, E57, E58, E59, E60, E61, E62, E63, E64, E65, E66, E67, E68, E69, E70, E71, E72, E73, E74, E75, E76, E77, E78, E79, E80, E81, E82, E83, E84, E85, E86, E87, E88, E89, E90, E91, E92, E93, E94, E95, E96, E97, E98, E99, E100)
	Primary Education (E1, E2, E3, E4, E5, E6, E7, E8, E9, E10, E11, E12, E13, E14, E15, E16, E17, E18, E19, E20, E21, E22, E23, E24, E25, E26, E27, E28, E29, E30, E31, E32, E33, E34, E35, E36, E37, E38, E39, E40, E41, E42, E43, E44, E45, E46, E47, E48, E49, E50, E51, E52, E53, E54, E55, E56, E57, E58, E59, E60, E61, E62, E63, E64, E65, E66, E67, E68, E69, E70, E71, E72, E73, E74, E75, E76, E77, E78, E79, E80, E81, E82, E83, E84, E85, E86, E87, E88, E89, E90, E91, E92, E93, E94, E95, E96, E97, E98, E99, E100)
	St. Barnabas Centre (E20)
	St. Mary's Church (E21)
	New University Campus (Phase 1) (E22)
	New University Campus (Phase 2) (E23)
	New University Campus (Phase 3) (E24)
	New University Campus (Phase 4) (E25)
	New University Campus (Phase 5) (E26)
SHOPPING (CHAPTER 10)	
	Shopping Sites (S1)
	Central Offices
LEISURE AND RECREATION (CHAPTER 11)	
	Recreational Opportunity Area (ROA)
	Recreational Opportunity Area (ROA)
COMMUNITY FACILITIES (CHAPTER 12)	
	York Church - Leeds (C4)
	Coastal Fun Hospital (C5)
MINERAL AND WASTE (CHAPTER 14)	
	Area of Search for Minerals (ASM)
	Street Use Site

Directorate of Environment and Development Services, City of York Council
 9-31 Leazes Road, York, YO1 7ET
 Tel: (01904) 651466. Email: devandreg@york.gov.uk

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CITY OF YORK
 COUNCIL
CITY OF YORK LOCAL PLAN PROPOSALS MAP
 HAXBY/WIGGINGTON INSET





CITY OF YORK LOCAL PLAN PROPOSALS MAPS

INSETS

DEPOSIT DRAFT - FEBRUARY 2003

Directorate of Environment and Development Services, City of York Council
9 St Leonards Place, York, YO1 7ET
Tel: (01904) 551466. Email: devandregen@york.gov.uk

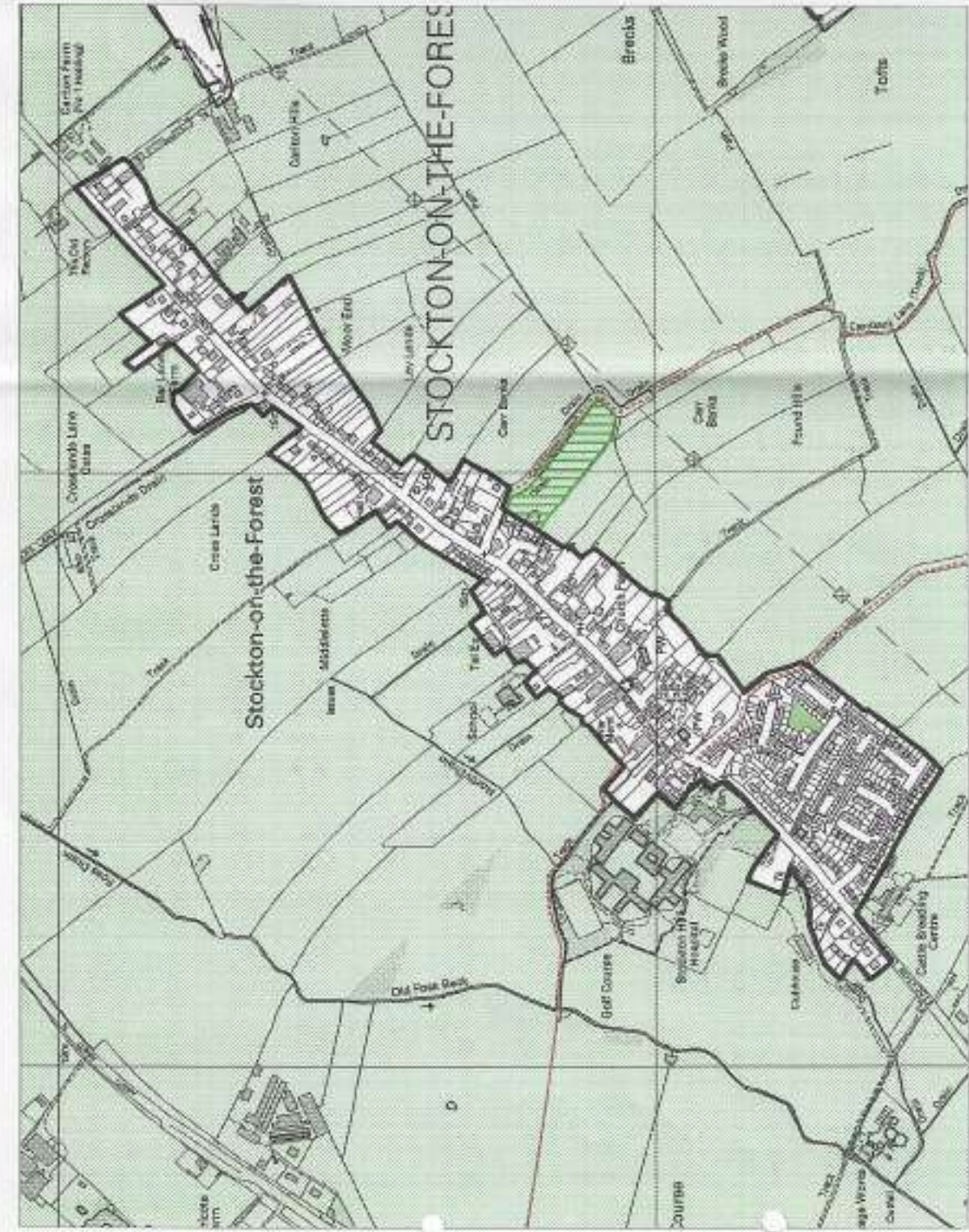
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| 1. York City Centre | 10. Deighton | 20. Naburn |
| 2. York Urban Area (NE) | 11. Dunnington | 21. Nether Poppleton and Upper Poppleton |
| 3. York Urban Area (SE) | 12. Elvington | 22. Rufforth |
| 4. York Urban Area (SW) | 13. Fordlands Road, Fulford | 23. Skelton |
| 5. York Urban Area (NW) | 14. Haxby/Wigginton/Old Earswick | 24. Stockton on the Forest |
| 6. Acaster Malbis | 15. Hessay | 25. Strensall |
| 7. Askham Bryan and Askham Richard | 16. Holtby | 26. Wheldrake |
| 8. Bishopthorpe | 17. Hopgrove | |
| 9. Copmanthorpe | 18. Knapton | |
| | 19. Murton | |



KEY

	Local Plan Boundary
	City Centre Inset/Secondary
	LOCAL PLAN STRATEGY (CHAPTER 1)
	Action Area 202
	Open Space (OS)
	NATURAL ENVIRONMENT (CHAPTER 3)
	Site of Special Scientific Interest (SSSI)
	NatureScot Sites (NSA)
	Non Statutory Nature Conservation Site (NSCS)
	HISTORIC ENVIRONMENT (CHAPTER 4)
	Conservation Area (CA) (see appendix)
	Area of Archaeological Importance (AAI) (see appendix)
	Historic Park / Garden (HG)
	Recreational Land (RL)
	GREEN BELT (CHAPTER 5)
	Green Belt (GB)
	Defined Settlement Lands
	Major developed sites in the Green Belt (D1-D6)
	TRANSPORT (CHAPTER 6)
	Provisional Priority Zone - Footpaths (F1)
	Proposed Cycle / Pedestrian Network (P2)
	Proposed Cycle/Pedestrian Bridge (PB)
	Pan and Sola Allocation (PS)
	Railway Station site (TS)
	Highway Improvement Scheme (TIS)
	Recreational Park and Ride (PR) - Indicated Locations
	HOUSING (CHAPTER 7)
	Housing Allocation: (H1, H2, H3, H4, H5, H6, H7, H8, H9, H10, H11, H12, H13, H14, H15, H16, H17, H18, H19, H20, H21, H22, H23, H24, H25, H26, H27, H28, H29, H30, H31, H32, H33, H34, H35, H36, H37, H38, H39, H40, H41, H42, H43, H44, H45, H46, H47, H48, H49, H50)
	EMPLOYMENT (CHAPTER 8)
	Primary Employment Allocation (E1 to E10 and E11)
	Secondary Employment Allocation (E12 to E14)
	EDUCATION (CHAPTER 9)
	Educational Establishments (E1 to E10)
	21 Garthwaite Green (GG)
	Swainby University of York Heslington Campus (UC)
	New University Campus (Phase 2) Heslington Boulevard (E1)
	New University Campus (Phase 1) Heslington Boulevard (E2)
	SHOPPING (CHAPTER 10)
	Shopping Sites (S1-S4)
	District Centre
	LEISURE AND RECREATION (CHAPTER 11)
	Recreational Opportunity Area 1, 2, 3, 4
	Recreational Opportunity Area 5, 6, 7, 8
	COMMUNITY FACILITIES (CHAPTER 13)
	York District Hospital (CH)
	Doobee Park Hospital (CH)
	MINERALS AND WASTE (CHAPTER 14)
	Area of Search for Minerals (MS)
	Moat Lane Site



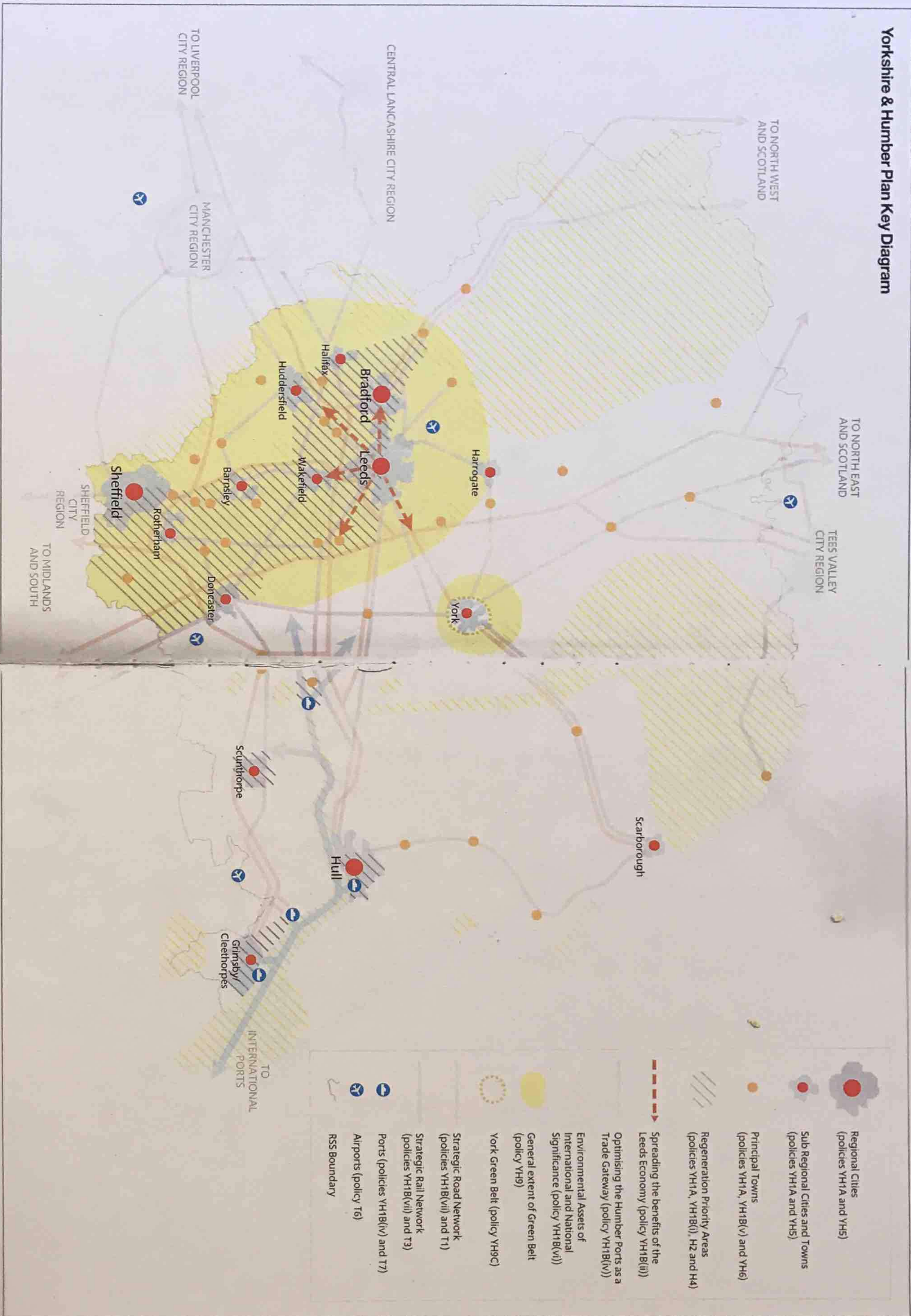
**CITY OF YORK LOCAL PLAN PROPOSALS MAP
STOCKTON-ON-THE-FOREST INSET
DEPOSIT DRAFT - FEBRUARY 2003**

Department of Environment and Development Services, City of York Council
9 St Leonards Place, York, YO1 1ET
Tel: (01904) 551488. Email: devandreg@york.gov.uk

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Yorkshire & Humber Plan Key Diagram



Regional Cities
(policies YH1A and YH5)

Sub Regional Cities and Towns
(policies YH1A and YH5)

Principal Towns
(policies YH1A, YH1B(v) and YH6)

Regeneration Priority Areas
(policies YH1A, YH1B(i), H2 and H4)

Spreading the benefits of the Leeds Economy (policy YH1B(ii))

Optimising the Humber Ports as a Trade Gateway (policy YH1B(iv))

Environmental and National Significance (policy YH1B(v))

General extent of Green Belt (policy YH9)

York Green Belt (policy YH9C)

Strategic Road Network (policies YH1B(vii) and T1)

Strategic Rail Network (policies YH1B(vii) and T3)

Ports (policies YH1B(iv) and T7)

Airports (policy T6)

RSS Boundary

Key Diagram

6 miles



York's main built up areas

General extent of the proposed Green Belt

City Centre

District Centres

Strategic Sites

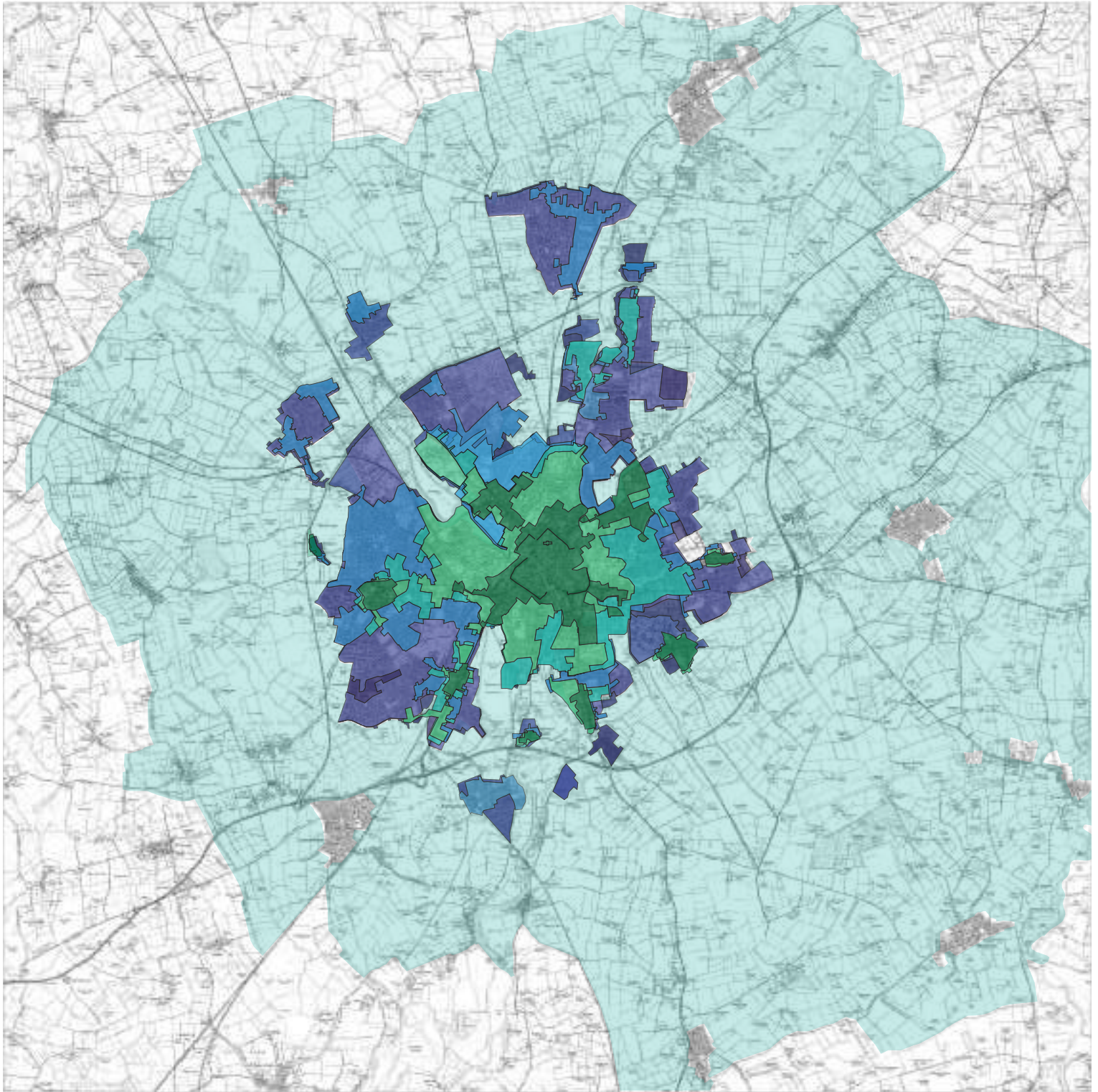
- ST1 - British Sugar/Manor School
- ST2 - Civil Service Sports Ground
- ST4 - Land Adjacent to Hull Road
- ST5 - York Central
- ST7 - Land East of Metcalfe Lane
- ST8 - Land North of Monks Cross
- ST9 - Land North of Haxby
- ST14 - Land West of Wigginton Road
- ST15 - Land West of Elvington Lane
- ST16 - Terry's Extension Sites
- ST17 - Nestle South
- ST19 - Land at Northminster Business Park
- ST20 - Castle Gateway
- ST26 - Land South of Airfield Business Park, Elvington
- ST27 - University of York Expansion
- ST31 - Land at Tadcaster Road, Copmanthorpe
- ST32 - Hungate
- ST33 - Station Yard, Wheldrake
- ST35 - Queen Elizabeth Barracks, Strensall
- ST36 - Impfal Barracks, Fulford Road
- ST37 - Whitehall Grange, Wigginton Road

Rivers

Main Rail Network/Stations

Main Road Network


The Key Diagram is for illustrative purposes only, showing Strategic Sites, and the general extent of York's Green Belt. For more detail and other sites (including housing and employment), allocations and designations please see the proposals map.



Key			
■	1853	■	1957/8
■	1910	■	1991
■	Early 1930s	■	2006
■	1958	■	1991 Greenbelt

—	York Urban Growth Pattern
—	Georgic Walled Area
—	York Urban Growth Pattern
—	1:50,000 @ A2
—	2304_EK004C


Richard Pottenger Architects
 100-100 Market Street
 London EC3A 3PP
 T 020 7463 7770
 E rpa@rpaarchitects.co.uk
 W www.rpaarchitects.co.uk

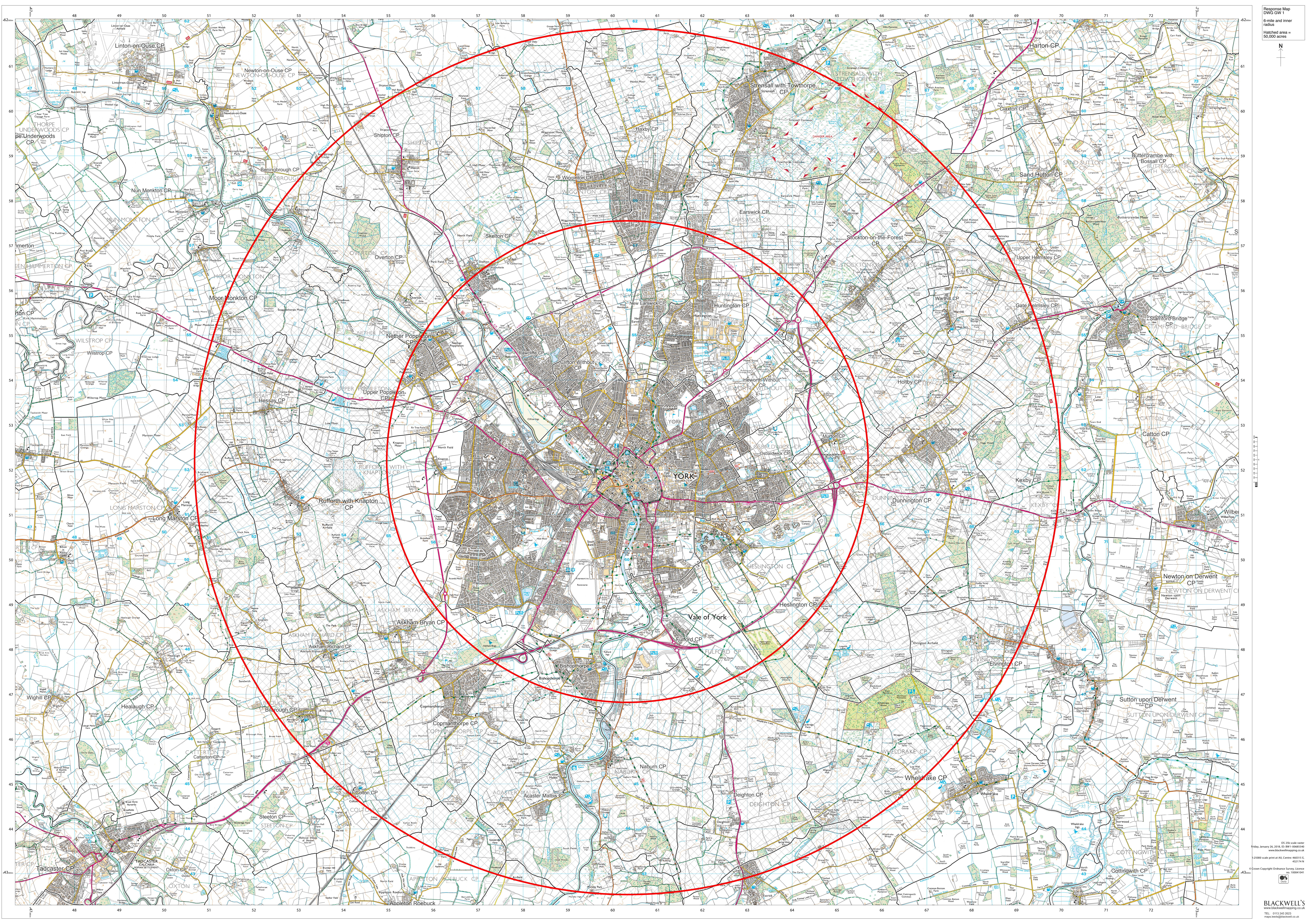




Key		1853
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<p>York Urban Growth Pattern</p> <p>George Wright</p> <p>York Urban Growth Pattern</p> <p>1:50,000 @ A2</p> <p>2304_EK00AC_1859</p>

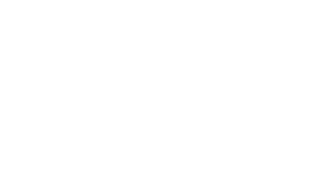
<p>Richard Pottenger Architects</p> <p>Unit 2, Millers Close</p> <p>Wetherby Road</p> <p>Leeds LS15 7JG</p> <p>T: 0113 265 7776</p> <p>E: r.pottenger@rpa.co.uk</p> <p>W: www.rpa.co.uk</p>	
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Response Map
DWG GW 1

6-mile and inner
radius

Hatched area =
50,000 acres



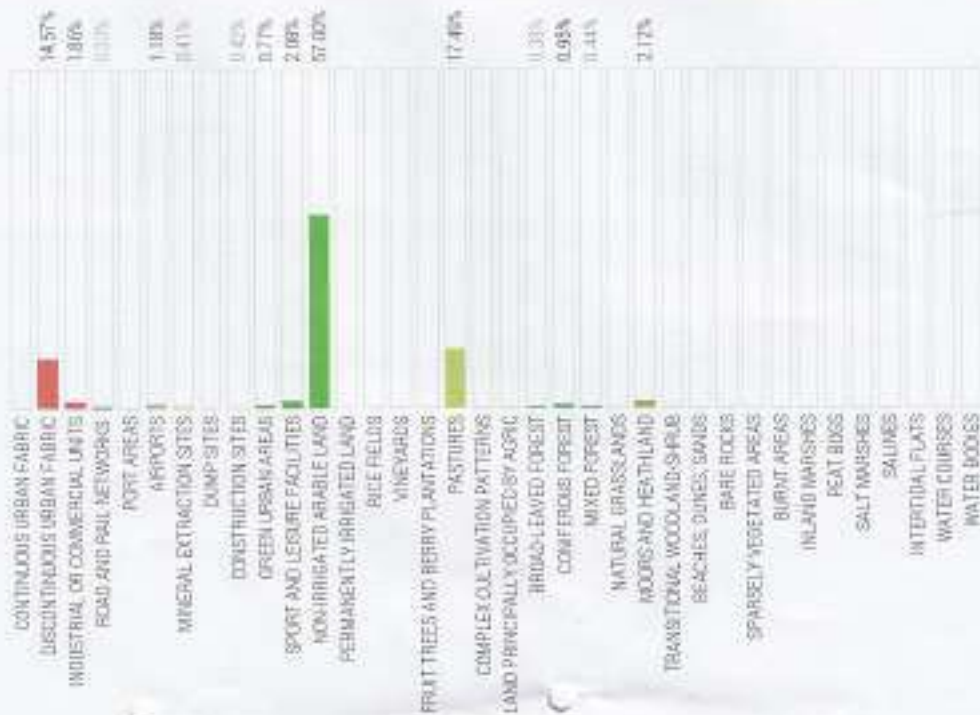
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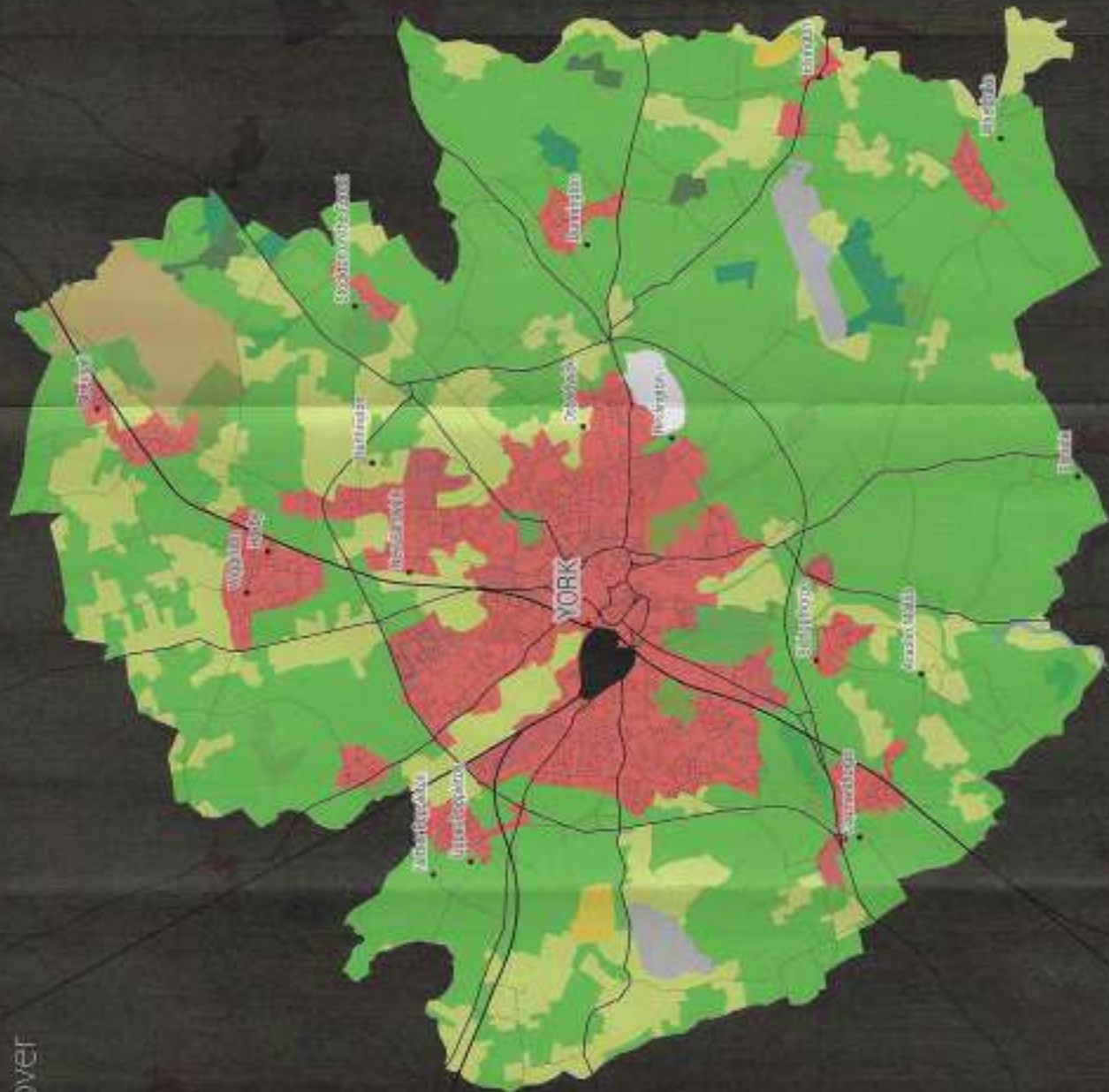
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York

Corine Land Cover



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5 km

Key Diagram

6 miles

2

4

EAST RIDING OF YORKSHIRE



York's main built up areas

General extent of the proposed Green Belt

City Centre

District Centres

Strategic Sites

- ST1 - British Sugar/Manor School
- ST2 - Civil Service Sports Ground
- ST4 - Land Adjacent to Hull Road
- ST5 - York Central
- ST7 - Land East of Metcalfe Lane
- ST8 - Land North of Monks Cross
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