

City of York Local Plan

Phase 2 Hearing Statement

NHS Property Services Ltd

Matter 1 - Strategic Vision, Outcomes and Development Principles;

Matter 4 – Spatial Strategy and Site Selection Process; and

Matter 7 – Approach to Setting Green Belt Boundaries

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1 Introduction

Introduction

- 1.1 JLL is instructed by NHS Property Services ('NHS PS' or 'our client') to provide representations to the examination of the emerging City of York Local Plan.
- 1.2 NHS Property Services owns or controls a wide range of assets across York and Yorkshire including Lime Trees (also 'Limetrees') at Shipton Road, York. NHS PS is tasked with the management of real estate assets on behalf of the NHS, facilitating patient care, ensuring the safety of staff, improving sustainability across the estate and where surplus land and buildings are identified, the disposal of sites and the reinvestment of capital receipts into the NHS¹.
- 1.3 The site is owned by NHS PS and was previously occupied by Tees, Esk and Wear Valleys NHS Foundation Trust to provide Child and Adolescent Mental Health Services (CAMHS). The Trust has now relocated to a new purpose built facility within the city. The site owner has investigated alternative potential healthcare occupiers for the site however following large scale rationalisation of mental health provision in the city, including the new Foss Park facility, no alternative healthcare occupiers have been found.
- 1.4 Lime Trees is shown to fall within the Green Belt in the Publication Draft of the Local Plan. An excerpt of CD004A - City of York Publication Draft Local Plan Policies Maps – North showing the site in red is included below and a detailed Site Plan included at Appendix 1 of this document.



Figure 1 - Site Location

- 1.5 JLL was instructed by NHS PS in 2021 following developments in healthcare provision in York leading to the marketing of the site. Representations were submitted to the Council in June 2021 in response to the Council's

¹ <https://www.property.nhs.uk/services/strategic-property-management/property-disposals/>

New Local Plan Proposed Modifications and Evidence Base consultation, specifically in relation to EX/CYC/59c Topic Paper 1 Green Belt Addendum January 2021 Annex 3 Inner Boundary Part 1 Sections 1 to 4 (submission reference: 197816 & Repls Volume 4 SID 350 - 375 representation 366i).

- 1.6 In the intervening period NHS PS has commenced a marketing exercise and continues with plans to dispose of the site for alternative uses as the site is now surplus to requirements for healthcare purposes.
- 1.7 NHS PS is providing representations on the following matters at Stage 2 of the York Local Plan examination process:
 - Matter 1 - Strategic Vision, Outcomes and Development Principles;
 - Matter 4 – Spatial Strategy and Site Selection Process; and
 - Matter 7 – Approach to Setting Green Belt Boundaries
- 1.8 The responses made within this document are based on the revised Matters, Issues and Questions (MIQs) for the Examination document dated 11th February 2022 (ref EX/INS/30).

2 Matter 1 - Strategic Vision, Outcomes and Development Principles

- 2.1 The following chapter sets out NHS PS' response to the Inspectors' MIQs for the Examination in relation to Matter 1 Strategic Vision, Outcomes and Development Principles.

1.1 Does the Strategic Vision, Outcomes and Development Principles set out within Section 2 and provided in policies DP1, DP2 and DP3 of the Plan provide a clear and appropriate framework for the strategic policies set out primarily within Sections 2 and 3 of the Plan?

- 2.2 Policy DP1 sets out the Council's high-level approaches to development in York during the plan period and includes a number of strategic aims relating to economic development, leisure, retail, residential and education sectors in addition to addressing matters such as transport and the natural environment. Policy DP2 sets out how such development will be met in a sustainable manner while Policy DP3 sets out how new development should contribute towards creating and enhancing sustainable communities within York.
- 2.3 The goals set out in Policies DP1, DP2 and DP3 are laudable and in many cases common to similar policies in many other Local Plans. The framework set out by these policies is considered appropriate however NHS PS does not feel that the subsequent policies included within the Plan are consistent with these three high-level strategic policies, as reflected within the remainder of this response and set out further in future responses as required.
- 2.4 Should a sufficient number or proportion of policies included later in the Plan be found to be unsound, Policies DP1, DP2 and DP2 may require revision in order to be found sound and for the Plan as a whole to be found sound.

1.2 Are the Development Principles set out in the Plan justified, effective and in accordance with national policy?

- 2.5 Some elements of the Development Principles are considered to be justified, effective and in accordance with national policy. As set out in representations to other matters as part of Stage 2 Hearings, the resultant policies and designations which flow down from the high-level Development Principles policies are inconsistent.

1.3 Is the overall strategic approach, in terms of the vision, outcomes and principles relating to development, its management and delivering the Plan's development requirements positively prepared, justified, effective and consistent with the Framework?

- 2.6 As set out above, a number of the outcomes later in the Plan which are guided by the Development Principles are inconsistent. This is not to say that the Development Principles themselves are not positively prepared, , effective or consistent with the NPPF 2012 however should the resulting policies and allocations require significant alteration, then the approach cannot be justified and the Development Principles may themselves require alteration to allow the remainder of the Plan to function.

1.4 Has the Plan been informed by an adequate process of Sustainability Appraisal and Habitats Regulations Assessment in this regard?

- 2.7 NHS PS does not wish to make comment on this matter at this time.

3 Matter 4 – Spatial Strategy and Site Selection Process

3.1 The following chapter sets out NHS PS' response to the Inspectors' Matters, Issues and Questions for the Examination in relation to Matter 4 Spatial Strategy and Site Selection Process

4.1 Is the Spatial Strategy set out in the Plan based on an appropriate and reasonable assessment and justified by robust evidence?

3.2 No. Policy SS1 Spatial Strategy is defined by the need for sufficient land for 650 new jobs per year and 867 net additional dwellings per year (original Publication Draft) or 822 dwellings per year (as per Proposed Modification 50 April 2021). Both the employment land and housing are the subject of separate Stage 2 Hearings (Matters 3 and 2 respectively) and may be subject to change. NHS Property Services is not taking part in either Hearing and has not submitted evidence on either Matter. It is possible, however, that the technical nature of the evidence submitted on these subjects and the resultant discussions, will have an impact on both annual figures and therefore the total quantum of land required to meet both employment and housing targets may change and that the contents of Policy SS1 is not therefore appropriate and reasonable.

3.3 With regards to the policy being supported by 'reasonable evidence', due to the length of time between the preparation of evidence, the submission of the plan, the introduction of further evidence and delays resulting from the Covid-19 pandemic, NHS PS is concerned that the evidence underpinning the Local Plan is now out

3.4 Much of the evidence originally submitted in support of the Local Plan dates back to 2013 e.g. SD068A-F while updated evidence submitted during the 2021 consultation pre-dates the Covid-19 pandemic (e.g. EX/CYC29) which has fundamentally altered the way in which the economy operates, how employees work and use their home. The move towards partial home working and a far greater reliance on e-commerce and the 'gig economy' has resulted in changes that cannot have been foreseen in evidence pre-dating the pandemic. The 2021 consultation and subsequent work presented an opportunity to incorporate some of the emerging trends resulting from the pandemic and to update findings from 2013 to ensure the emerging Plan is as robust as possible for the remainder of the plan period.

4.2 Is the approach taken in informing the Spatial Strategy and the distribution of development across the Plan area justified, effective and in accordance with national policy?

3.5 No. For the reasons set out above, the evidence which underpins the Spatial Strategy is considered to be out of date, dating from 2013 to 2019 and fails to take into account major developments and events which have taken place during the intervening years, including the Covid-19 pandemic and the withdrawal of the UK from the European Union and subsequent developments. These events have fast tracked and/or influenced changes in demand and requirements which have altered the way we live and work. As such, the employment and residential development targets require review and justification.

4.3 Does Policy SS1 provide an appropriate basis for the delivery of sustainable development and growth within the City of York?

3.6 Policy SS1 includes five spatial principles for the location of development in York. The fifth principle (as per the Publication Draft) or second principle (as per Proposed Modification 52) is that previously developed land should be prioritised. This is appropriate and is in line with the NPPF 2012 para 111. The re-ordering of this principle from the fifth to second bullet point suggests that these principles are ordered by priority with the proposed modification making the re-use of previously developed land of greater importance than in the original Publication Draft. If this is indeed the case, this is supported by NHS PS however this should be made clearer in the policy and in the supporting text.

3. and setting, archaeology, flood risk, biodiversity sites and infrastructure. As such, it is considered crucial that previously developed land be prioritised for development in order to limit the impact of new development as far as possible and in line with the NPPF 2012 (paras 17 and 111). The emerging Local Plan is also in a rare situation of defining the detailed boundaries of the Green Belt for the first time. In order to allow reasonable development within York while protecting greenfield land, the Local Plan should not unnecessarily include previously developed land within the Green Belt so that it may contribute to meeting the requirements of the Plan including those set out in Policy SS1.

4.4 Policy SS1 sets out a spatial principle for sustainable modes of transport and Paragraph 3.12 of the submitted Plan says support will be provided for a pattern of development that favours and facilitates the use of more sustainable transport to minimise the future growth of traffic.

- 3.8 NHS PS does not wish to make comment on this matter at this time.

b) What evidence is there that the Spatial Strategy delivers what Paragraph 3.12 of the submitted Plan

- 3.9 NHS PS does not wish to make comment on this matter at this time.

c) Is it the most appropriate strategy when assessed against alternatives?

- 3.10 NHS PS does not wish to make comment on this matter at this time.

4.5 Is the proposed approach to new development and its location, as outlined by Policy SS1, sufficiently clear within the submitted Plan and is it supported by a robust and up to date evidence base?

- 3.11 No. As set out above, the detail relating to annual housing and jobs targets are to be determined during separate Stage 2 Hearings and it is anticipated that the detail underpinning these figures will be addressed in greater detail during this time. As set out above, NHS PS has a number of concerns relating to the relevance and accuracy of evidence prepared in 2013 and that an update provided during the 2021 consultation (EX/CYC29) pre-dates the Covid-19 pandemic, an event which has clearly fundamentally changed the national and local economy for the foreseeable future. The 2021 consultation, which opened over a year after the pandemic began, offered an opportunity to consider the short, medium and long term impacts of the pandemic on the national, regional and local economy. That the evidence provided during the 2021 consultation pre-dated the pandemic is considered a missed opportunity to present a robust and up to date evidence base.

4 Matter 7 – Approach to Setting Green Belt Boundaries

- 4.1 The following chapter sets out NHS PS' response to the Inspectors' Matters, Issues and Questions for the Examination in relation to Matter 7 Approach to Setting Green Belt Boundaries.

7.1 This Local Plan will formally define the boundaries of the York Green Belt for the first time. The Council's approach to defining the Green Belt boundaries now proposed is set out in 'Topic Paper TP1 – Approach to Defining York's Green Belt: Addendum' (January 2021) [EX/CYC/59]. In the light for the evidence, in setting the proposed Green Belt boundaries:

a) how, in simple summary, have the proposed boundaries been arrived at?

- 4.2 The Council's primary source of information when determining the boundaries of the Green Belt are Saved Regional Spatial Strategy (RSS) policies YH9(C) and Y1 (C1 and C2) along with the Key Diagram in so far as it shows the general extent of the Green Belt.
- 4.3 During Stage 1 Hearings and subsequent correspondence (EX/INS/15), it is understood that the Inspectors agreed that the Local Plan is not establishing a new Green Belt, rather that it is concerned with providing the detailed work to determine the inner and outer Green Belt boundaries, beyond the general extent to which they are defined in the RSS and Key Diagram.
- 4.4 The Council then undertook further work to define the inner and outer boundaries of the Green Belt on a site-by-site or parcel-by-parcel basis using a revised and simplified methodology following consideration of the Inspectors' feedback.
- 4.5 Clearly the matter of defining the inner and outer boundaries of the Green Belt is critical to the progress and eventual adoption of the Local Plan. It is pertinent that the Inspectors have asked the Council to request a 'simple summary' of the methodology as at present, there is no clear, succinct document to which members of the public with no or little planning policy experience could turn to in order to understand how the proposed inner and outer Green Belt boundaries have been arrived at.

b) what influence have heritage assets and other environmental designations, such as conservation areas and SSSIs had on the setting of Green Belt boundaries?

- 4.6 NHS PS does not wish to make comment on this matter at this time. However, once made available, NHS PS will review the Council's Hearing Statement in regard to this Matter and may wish to comment during the Hearing.

In response to the above questions we ask the Council to produce a very brief and straightforward summary that sets out in simplified terms the method(s) used to identify the boundaries proposed.

c) how does the approach now taken in the aforementioned new evidence differ from the method previously used by the Council and what is the reason for the differences?

- 4.7 This is a matter for the Council to answer.

d) how has the need to promote sustainable patterns of development been taken into account?

- 4.8 This is a matter for the Council to answer. However, there is considered to be an inconsistency in the approach taken as set out by JLL in our representations to the Summer 2021 consultation (ref: 197816 & Reps Volume 4

SID 350 - 375 representation 366i) insofar as the current approach, by unnecessarily including sites in accessible locations within the Green Belt fails to maximise the opportunity to promote sustainable patterns of development as required by para 84 of the NPPF 2012 and exacerbates the pressure exerted elsewhere in the city.

e) how have the consequences for sustainable development of channelling development towards urban areas inside the Green Belt boundary, towards towns and villages inset within the Green Belt or towards locations beyond the outer Green Belt boundary been considered?

4.9 This is a matter for the Council to answer.

f) how do the proposed Green Belt boundaries ensure consistency with the Local Plan strategy for meeting identified requirements for sustainable development?

4.10 This is a matter for the Council to answer however NHS PS is concerned that the inner Green Belt boundary is inconsistent as set out in representation (Reps Volume 4 SID 350 – 375) 366i during the Summer 2021 consultation therefore does not allow the Council to meet identified requirements for sustainable development as it misses opportunities for sustainable locations of development, a requirement set out in the NPPF 2012.

7.2 As a matter of principle, do the proposed Green Belt boundaries include any land which it is unnecessary to keep permanently open?

4.11 Yes. NHS Property Service acknowledges that detailed discussions relating to the specific inner boundaries of the Green Belt are to take place during subsequent hearing stages however it should be noted that NHS PS consider the Council to have applied an inconsistent approach to defining the inner boundary of the Green Belt to the west of Shipton Road, specifically at York Sports Club and Lime Trees. These properties represent a continuation of urban development along Shipton Road but have been included within the proposed Green Belt. The rationale for their inclusion is not considered sufficient, particularly when considered against the removal of properties further south of the two sites and of the removal of Clifton Park Hospital.

4.12 In this instance, the site lies behind a clear boundary of mature trees and hedgerows to the west and north beyond which lie public open space and sports grounds which also function as flood storage when required. The inclusion of the site as Green Belt is unnecessary and does not present a risk of erosion or development ‘creep’ due to the existing uses of surrounding land and its designation as Green Belt.

4.13 Since the submission of representations to the Summer 2021 consultation, NHS PS commissioned a Landscape Visual Impact Assessment (LVIA) to support the marketing of the site. The Assessment shows that the site could be redeveloped at greater density than the present built form without harm occurring to the surrounding Green Belt. The Assessment also demonstrates the strong boundaries around the site which NHS PS considers would form a more appropriate boundary. It is acknowledged that the Very Special Circumstances test is different to the test applied when setting or altering Green Belt boundaries when preparing a Local Plan however the LVIA is considered instructive in this case, nonetheless.

4.14 It is also acknowledged that detailed discussions on the finer detail of the Green Belt boundaries is a matter for later hearings however as this LVIA has not previously been submitted to the Inspectors and provides context to MIQ 7.2, it is included at Appendix 2 of this report. JLL will also seek to submit the LVIA to form a Statement of Common Ground in time for the appropriate hearing and as encouraged by the Inspectors.

7.3 Overall, is the approach to setting Green Belt boundaries clear, justified and effective and is it consistent with national policy?

4.15 NHS PS welcomes the Council’s acknowledgment of the Inspectors’ comments relating to the previous methodology relating to the determination of the Green Belt boundary in the Local Plan. The methodology

employed by the Council remains highly complex and a clearer summary, as requested at MIQ 7.1a would be welcome. In its current form, the approach to defining the Green Belt is not considered 'clear' however this could be remedied by including a simple, straightforward explanation in a form accessible to members of the public supported by the Council's detailed Green Belt methodology, should it be found acceptable by the Inspectors.

- 4.16 Insofar as it is relevant to assets in its control, NHS PS considers the high-level principles of determining the boundaries of the Green Belt, such as protecting the setting of the historic centre of York, to be broadly acceptable. However, as set out above and in previous representations, NHS PS finds that the Council has applied its approach to setting the boundary of the Green Belt inconsistently when sites are considered in detail and in context. In particular, a number of developed sites in sustainable locations are currently proposed to fall within the Green Belt at odds with para 84 of the 2012 NPPF.

Appendix 1 – Lime Trees Site Plan

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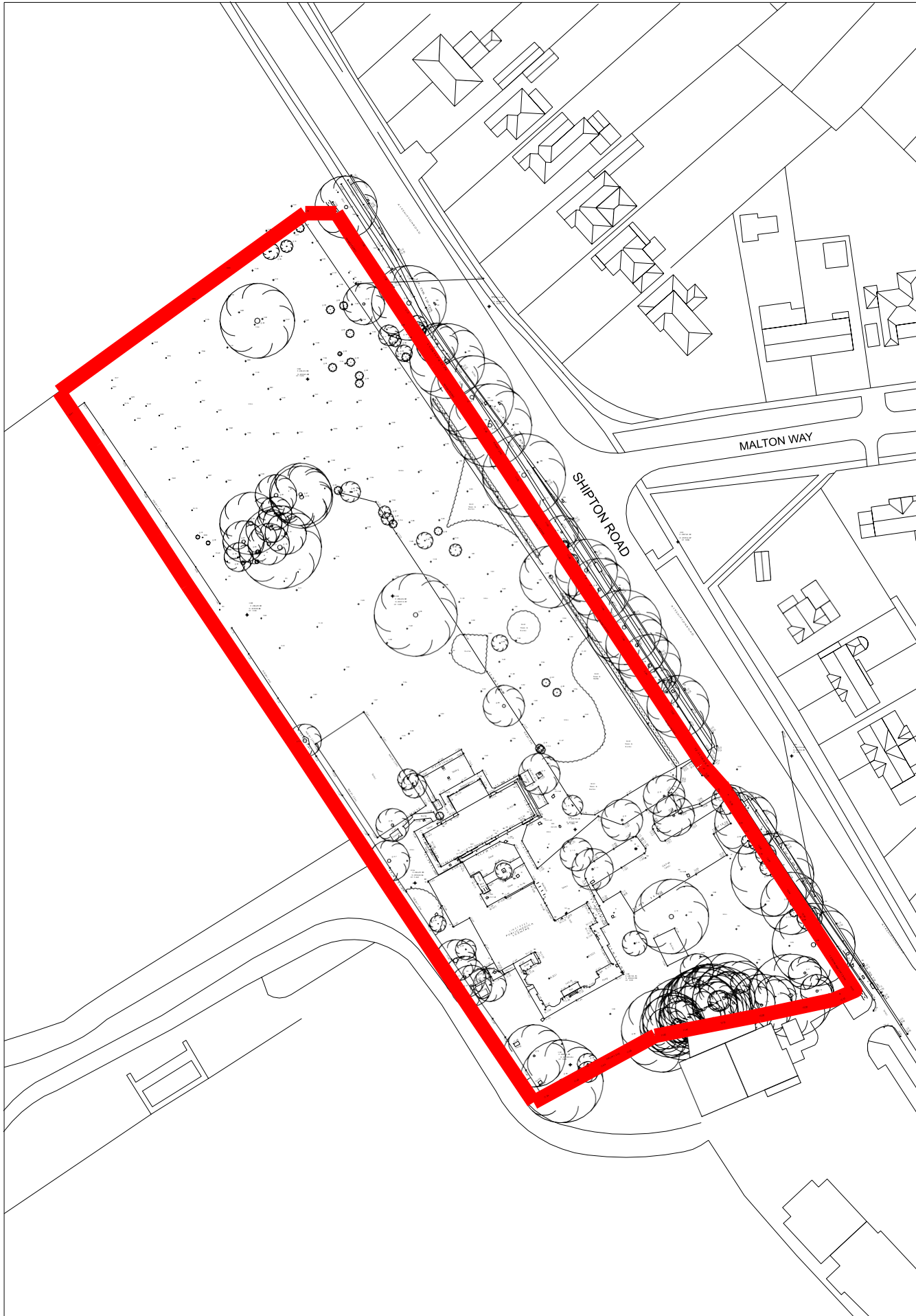
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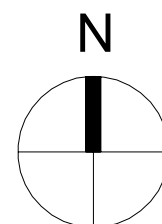
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LOCATION PLAN IS ONLY INDICATIVE AND REQUIRES FURTHER SURVEY INFORMATION.

 **Site Boundary**
(To be confirmed following further survey information.)



1 Location Plan
1 : 1250



P01	CS	Indicative red line boundary applied.	02/03/20
Rev	By	Description	Date



The Cruck Barn, Duxbury Park, Chorley, Lancashire. PR7 4AT
t: 01257 260070 f: 01257 260071

Client Name:
The Disabilities Trust

Site Name:
Limetrees, Shipton Road, York

Project Name:
Manhattan House

Drawing Title:
Location Plan

Project No: 8327	Sheet Size: A3	Scale: As indicated
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Drawn by: CS	Checked by: TGR	Approved by: TGR	Revision: P01
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Suitability: Initial Status or WIP	Status: S0
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Drawing Number:
YOHABI-GDA-V3-S1-DR-A-05_20-3001

Appendix 2 - LVIA



OUTLINE LANDSCAPE & VISUAL IMPACT APPRAISAL

4th Floor Studio
10 Little Lever Street
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M1 1 HR

Tel: 0161 235 0600
Fax: 0161 235 0601
email: info@tpmlandscape.co.uk

Lime Trees, York
Project Number: 3484
V2

June 2021

SECTION 1 - SITE CONTEXT

BACKGROUND

TPM Landscape were appointed by The Disabilities Trust to prepare an outline Landscape and Visual Impact Appraisal of a site for a proposed hospital scheme at Lime Trees, Shipton Road, York. Following the development of this scheme and discussion with the LPA on the proposal the client has chosen to seek permission for residential use on the site. The purpose of this document will remain as an outline LVIA to consider three proposed options with regard to the potential for landscape and visual effects which may require a more refined level of assessment to be carried out in a full Landscape and Visual Impact Appraisal. The potential landscape and visual receptors have been identified, and an outline assessment of their likely sensitivity to change and the potential magnitude of change and the potential for significant effects has been assessed.

Site Context

The site is located off Shipton Road (A19), York and is approximately 1.9km north-west of the centre of York. The site neighbours the settlement limits of Clifton within the north western area of York (See Figure 1a).

The Proposal Site

The proposal site currently contains the Lime Trees Public Medical Centre with the proposal site boundary being rectilinear in shape (See Figure 1b). Lime Trees Public Medical Centre is located within the southern part of the site and comprises of two red brick buildings with associated car parking, and landscaping. The current landscaping on site comprises of trees, hedging and amenity grassland.

A public footpath runs immediately alongside the northern boundary of the site within open grassland. A19 Shipton Road forms the eastern boundary of the site with an existing access point into the site. A permissive footpath runs through the site along the eastern boundary partly bound either side by hedgerow. Approximately 14 residential properties are located adjacent to the eastern boundary along Shipton Road. The southern boundary and southern part of the western boundary is bound by the access road to the neighbouring York Sports Club. The remaining section of western boundary neighbours a maintained cricket pitch associated with Clifton Alliance Cricket Club.

The northern boundary of the site contains no existing boundary treatment. The eastern boundary comprises of hedging up to 2.5m high with post and rail fencing and trees that runs alongside Shipton Road. The southern and western boundaries are bound by 1.4m high post and rail fencing.

Proposed Development Options

The proposed development is for residential use, focusing development over the land currently occupied by the existing medical centre. The proposals currently include 3 options:

1. 14 individual residential units to 2.5 storeys in height arranged around a T shaped access road from Shipton Road and utilising the existing access location.
2. 42, 2 bed apartments arranged in a group of 5 blocks of 3 storey height. The blocks surround a car park courtyard with access of Shipton Rd in the same location as the existing access.
3. 66 Care home units within a single building. Car parking is to the north (Shipton Road) side of this building and access is, as the other options, from Shipton Rd.

Landscape Designation

The proposal site is located within land currently designated as Green Belt under the City of York Council's current Local Plan. There are no landscape designations for the site. There are no statutory sites such as National Park/AONB in the vicinity of the study area or wider landscape.

Nearby historic assets (Figure 4) comprise of the Clifton (Malton Way/Shipton Road) Conservation Area located to the immediate east of the site. The nearest listed building is a Former Coach House to Number 25 (Grade II) located approximately 100m to the south-east and Clifton Conservation Area is located approximately 65m to the south-east (see figure 4).

Visual Amenity

Potential visual receptors include users of public footpaths and residential properties, as well as people driving and walking past the proposed site entrance.

The City of York Council produced Part One: Understanding the City - 3.0 Views and Building Heights, which suggests key views and local views. Relevant key views to be considered are Key view 9: Clifton Ings located approximately 0.8km to the west of the site and Key View 10: Water Lane located approximately 1.2km south-west of the site.

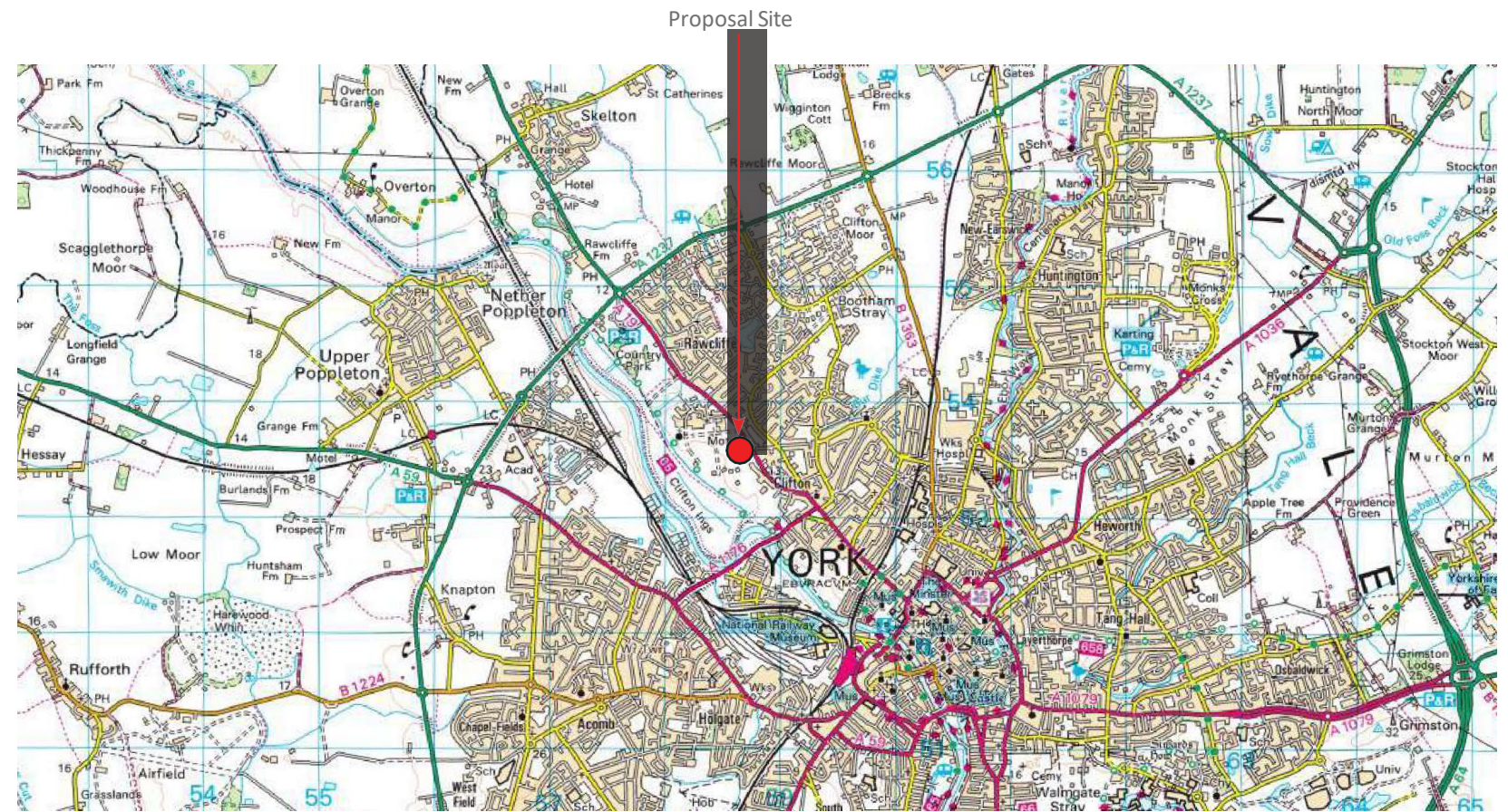


Fig 1a Wider Site Location Plan

— Proposed Site Boundary

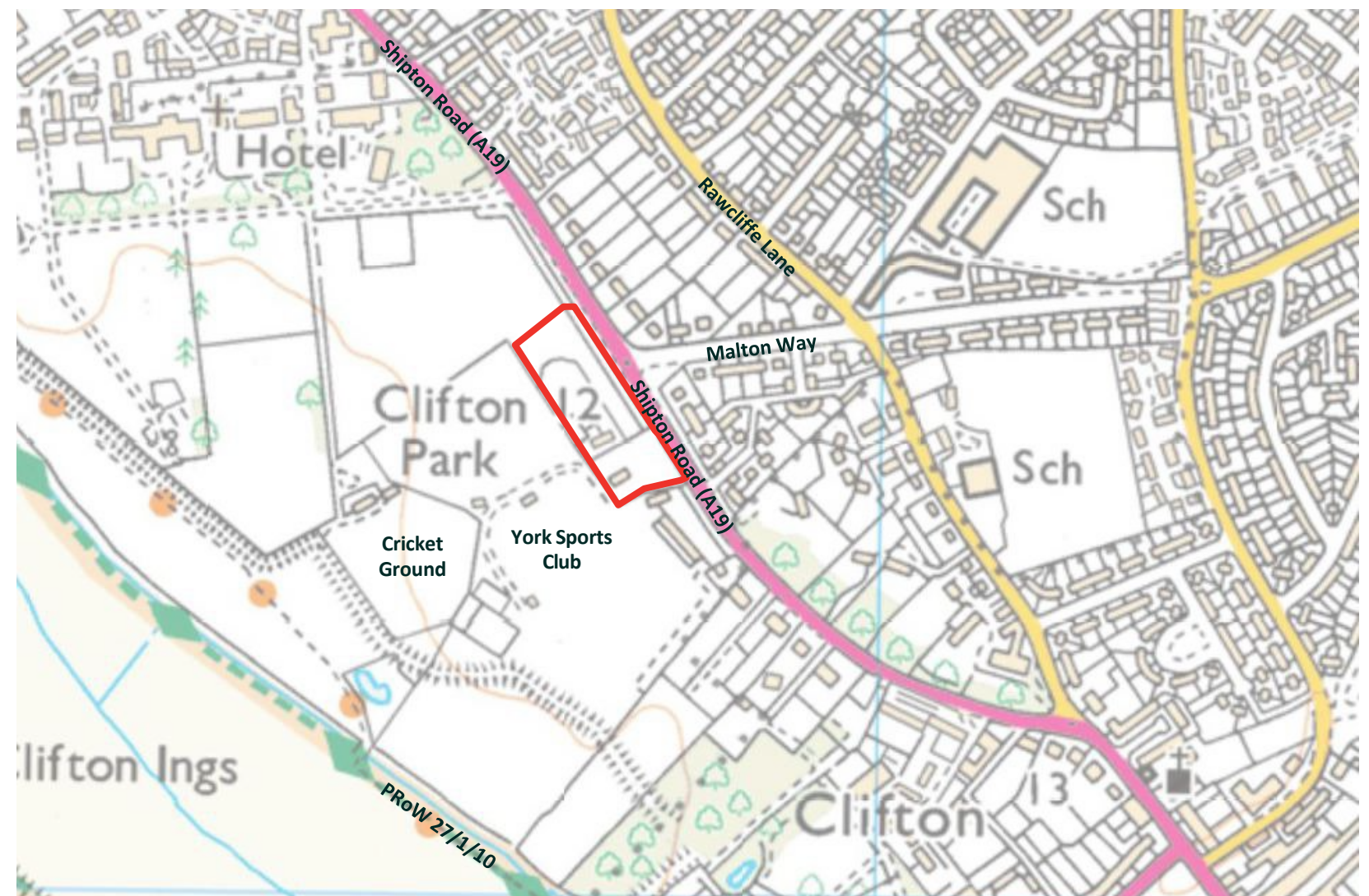


Fig 1b Site Location Plan

— Proposed Site Boundary



Fig 2a Proposed Development Option -Residential - Illustrative Layout with Site Boundary



3 Storey Residential Option The residential options have 2.5 and 3 storey options. The illustrated massing model is for 3 storeys as the “worst case” scenario. The two views are from different angles and illustrate how the proposal sit within the retained, existing trees on site. The massing of this option demonstrates that the proposed buildings sit within the tree canopies in a similar visual arrangement to that of the existing buildings and appear as a close and associated group.





Residential Apartments Option The apartments options are of similar height to the residential scheme. The overall massing is also similar, appearing as a cluster development around a central courtyard. The buildings appear as more a single and solid mass than the individual residential units but the overall visual impact is very similar.



Fig 2b Proposed Development Option -Apartments- Illustrative Layout with Site Boundary



Care Home Option The massing of the care home option appears significantly smaller in scale to the other options with less spread across the site. The height is similar and its broad appearance as built form among tree canopies is also similar. Of the three options this perhaps offers the lowest mass of built form in the view but does appear as a single building as different to the residential clusters where individual dwellings can be seen to be making up the overall mass of development.



Fig 2c Proposed Development Option -Care Home - Illustrative Layout with Site Boundary

CONTEXT PHOTOGRAPHS



Aerial Photograph
 (Source: © CNES (2019) Distribution Airbus DS, ©2019) — Proposed Site Boundary

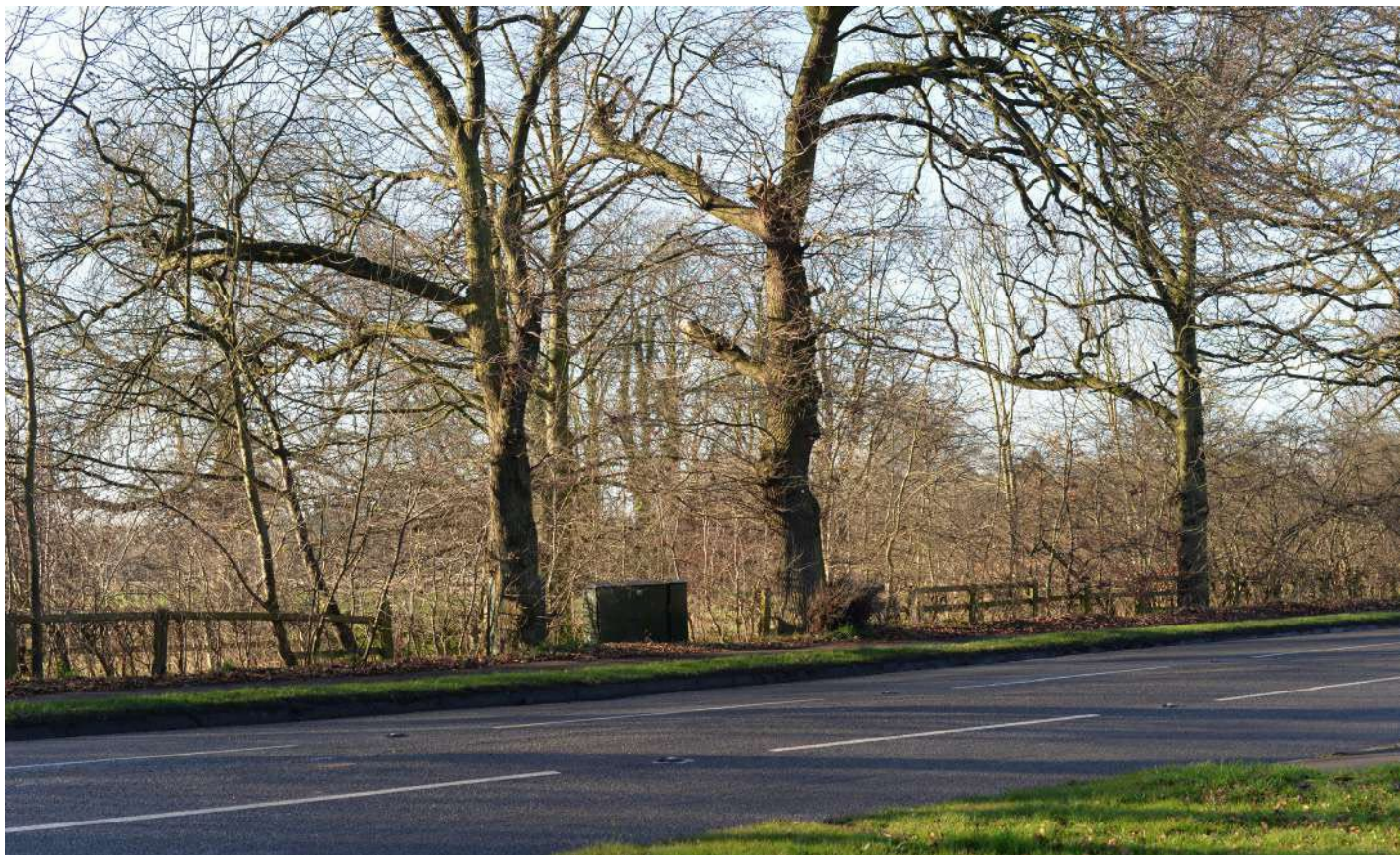


Photo P1 View looking north-west from Shipton Road towards the eastern site boundary comprising of hedgerow, post and rail fencing, and mature trees.

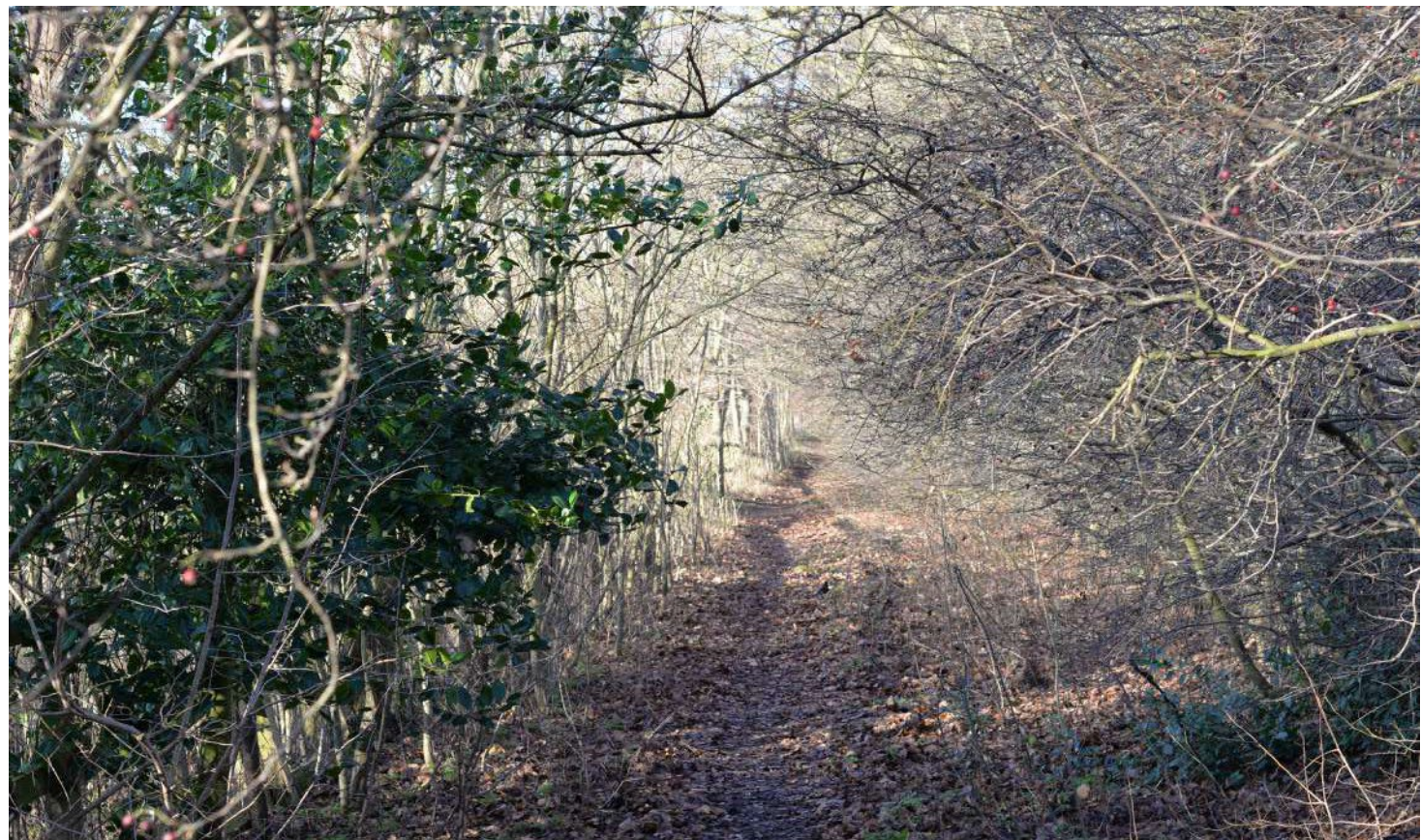


Photo P2 View looking north along permissive path within the site along native hedgerows either side.



Photo P3 View looking south along a permissive footpath on top of a flood bank that runs along the western perimeter of York Sports Grounds.



Photo P4 Views north along section of permissive footpath and bottom of flood bank that runs along the western perimeter of York Sports Grounds.



Photo P5 View looking south from permissive footpath towards mature tree belt that filters views over the flat Clifton Ings.



Photo P6 View looking south from footpath (FP 27/2/10) towards Clifton Ings with distant views of the skyline comprising of trees, woodland and built form.

Proposal Site Red Outline

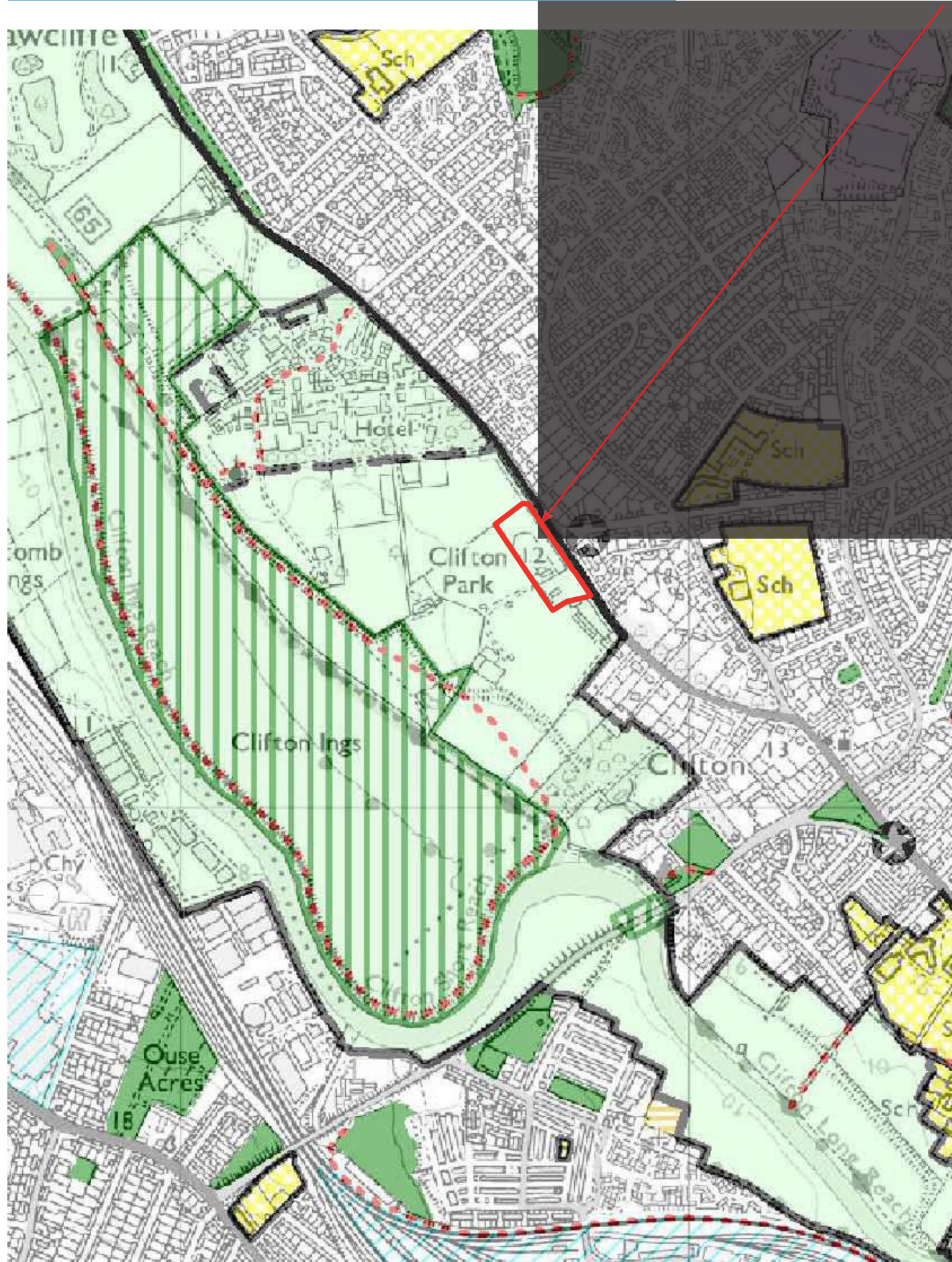


Fig 3 Extract of The Local Plan (2005) - North York Proposals Map

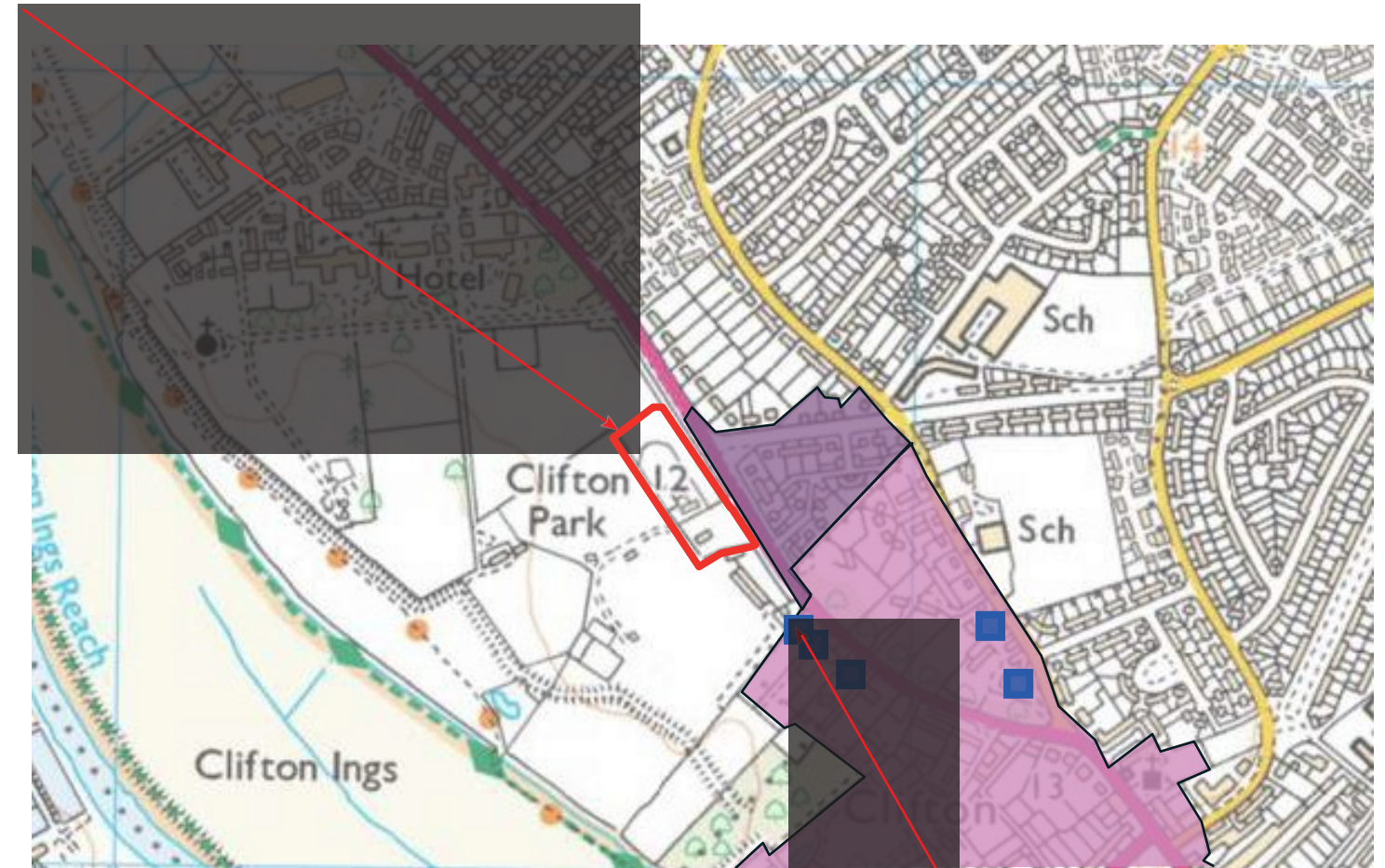


Fig 4 Nearby Listed Buildings and Conservation Areas

- Listed Buildings
- Clifton (Malton Way/Shipton Road)
- Clifton Conservation Area

The City of York Council are preparing a new Local Plan with the current Local Plan being the City of York Draft Local Plan Incorporating the 4th set of changes (April 2005). The mapping information illustrated in figure 3 is extracted from The Local Plan (2005) - North York Proposals Map.

Figure 3 illustrates how the site is located within Green Belt land and existing open space.

Clifton (Malton Way/Shipton Road) Conservation Area is located immediately adjacent to the site. It is considered that the trees and hedgerow along the eastern boundary of the proposed site act as a natural screen buffer minimising impact on the character and setting of the neighbouring Clifton Conservation Area.

The nearest listed building is a Former Coach House to Number 25 (Grade II) located approximately 100m to the south-east and Clifton Conservation Area is located approximately 65m to the south-east (see figure 4). The nearest listed building and Clifton Conservation Area fall outside of the visual envelope with intervisibility towards the site screened by built form, trees and hedgerow.

KEY

- Settlement Boundary
- Greenbelt (GB1, GB3, GB4 SS5)
- Existing Openspace (GI1, GI4 & GI7)
- Common Land and Village Greens (GI1)
- Sites of Importance to Nature Conservation (GI1 & GI7)
- Existing Strategic Cycle Network (T5)
- Proposed Improvements to the Cycle Network (T5)

SECTION 2.1 - GREEN BELT

Section: 3	Boundaries: 18	Boundary Name: Rear of properties off Shipton Road
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Criterion 1 Compactness	1.1	Yes	Purpose 4 – IT IS NECESSARY TO KEEP LAND PERMANENTLY OPEN TO PRESERVE THE SETTING OF THE HISTORIC CITY	Criterion 4 - Sprawl	4.1	Yes	Purpose 1 – IT IS NECESSARY TO KEEP LAND PERMANENTLY OPEN TO PREVENT UNRESTRICTED SPRAWL
	1.2	Yes			4.2	No	
	1.3	Yes			4.3	Yes	
Criterion 2 Landmark Monuments	2.1	No		Purpose 3 – IT IS NECESSARY TO KEEP LAND PERMANENTLY OPEN TO SAFEGUARD THE COUNTRY SIDE FROM ENCROACHMENT	Criterion 5 - Encroachment	5.1	Yes
	2.2	No				5.2	Yes
	2.3	No				5.3	Yes
Criterion 3 Landscape and Setting	3.1	Yes					
	3.2	No					

Fig 4 Extract of January 2021 Green Belt Boundary Review

GREEN BELT BOUNDARY REVIEW 2021

The LPA have published a Green Belt boundary review as part of their evidence base supporting the development of the Local Plan. This work looks to review boundaries to the existing Green Belt to assess how they serve the purposes of the Green Belt and to explore both potential for development and/ or changes to the Green Belt boundary and also aspects of protection and management of the Green Belt.

The proposal site and its boundaries are not directly assessed by the document but the boundaries to residential properties to the south of the site are considered. This assessment gives an indication as to the robustness of boundaries currently within this section of Green Belt and the extent to which they serve the purposes of Green Belt. Although not a direct consideration of the site, this assessment can give an indication of the sensitivities of the Green Belt and Green Belt boundary.

The assessment considers that

- This general area of open land (Green Belt) supports the broad purpose of maintaining open land around the compact urban areas of the city;
- Does not affect landmarks;
- Does function in protecting the landscape setting of the city;
- Is required to remain open to prevent sprawl;
- Is required to remain open to safeguard against encroachment.

Purpose 4 Historic Setting

The document takes the purposes out of order and consider purpose 4 alongside a more general idea of maintaining open areas of land alongside a compact cityscape. The conclusion is that the land adjacent to boundaries here does contribute to the setting of the historic city and should be kept open.

Although coalescence appears to be considered under this section the notes discuss the merits of retaining open land to protect the historic setting of the city and the landscape character areas. Coalescence as such is only at risk in terms of lessening this space between development within the city.

Purpose 1, unrestricted sprawl

The discussion begins by describing the boundary as connected to the existing urban edge and therefore relevant to sprawl. This is also true for the proposal site although the area of development proposal now roughly aligns with existing development. The boundaries description outlines how the neighbouring recreational field boundaries form a boundary and barrier to ongoing future development. This is in part true for the proposal site as wider to the site the boundaries of the sports pitches and recreation ground at Clifton Meadows intervene before the open flood plains alongside the river.

Purpose 3 Safeguarding from Encroachment

The potential for encroachment beyond the existing boundary is flagged and this is also true for the proposal site beyond the boundaries of the existing development.

SUMMARY OF GREEN BELT BOUNDARY REVIEW IN RELATION TO THE PROPOSAL SITE

The document does not consider the site directly but certain presumptions can be made on the basis of the approach and conclusions to this neighbouring boundary area to the Green Belt:

- The proposals seek to develop an area already developed with built form and as such the concepts of encroachment do not occur;
- The proposals, set within an area of previously developed land, are held within a rectangular field area (the red line) which is demarcated by a vegetative boundary. Unrestricted sprawl is not likely as the wider landscape includes boundaries to recreation and sports pitches. Locally the site is held within a distinct area and the proposals are for development over an area of previously developed land.
- Although encroachment into the Green Belt is possible from the proposal site the proposals do not extend development beyond that of the existing collection of buildings and car parking/ access.

All of the proposal options propose development over an area of previously developed land and as such there is no encroachment or risk of unrestricted sprawl and the Green Belt boundaries, such as they are along this section of Shipton Road will be maintained and not weakened.



The Current Local Plan - City of York Draft Local Plan Incorporating the 4th Set of Changes (April 2005)

City of York Council is currently developing a new Local Plan in line with the publication of the National Planning Policy Framework, which will eventually replace the current Local Plan approved for development management purposes in 2005.

In 2005, the current Local Plan was approved for development management purposes. Although not 'formally adopted', this is the document used as the basis for development control decisions.

Relevant Policies from the current local plan are as follows:

GP1 Design

The policy states that *Development proposals will be expected to :*

- a) respect or enhance the local environment;*
- b) be of a density, layout, scale, mass and design that is compatible with neighbouring buildings, spaces and the character of the area, using appropriate building materials;*
- d) where appropriate incorporate informative landscapes design proposals, where these would clearly have an influence on the quality and amenity and/or ecological value of the development;*
- e) retain, enhance and/or create urban spaces, public views, skyline, landmarks, the rural character and setting of villages and other townscape features which make a significant contribution to the character of the area, and take opportunities to reveal such features to public view;*

GP7 Open Space

The policy states *The development of land designated as open space on the Proposals Map, or any other areas of open space that are provided in conjunction with a planning permission during the Plan period, will only be permitted where:*

- a) there will be no detrimental effect on local amenity or nature conservation; and*
- b) compensatory provision of an equivalent size and standard is provided by the applicant in the immediate vicinity of the site proposed for development.*

GP9 Landscaping

The policy states that *Where appropriate development proposals will be required to incorporate a suitable landscaping scheme, and this must:*

- a) be planned as an integral part of the proposals; and*
 - b) include an appropriate range of indigenous species; and*
 - c) reflect the character of the locality and surrounding development; and*
 - d) form a long term edge to developments adjoining or in open countryside. Where landscaping is adjacent to a key transport corridor providing access to the city, or other visually sensitive location, it must be ensured that it enhances the attractiveness of the route with substantial planting provided in the initial phase of any development.*
 - e) include an outline specification in the landscape proposal where planting is an essential component of the development.*
 - f) state that all planting is to be protected from rabbits where this is a known problem.*
 - g) include a feasibility study where planting is proposed on contaminated or 'difficult sites'.*
- Where appropriate applicants will be expected to sign an agreement under Section 106 of the Town and Country Planning Act 1990 to ensure the long term maintenance of landscaping.*

NE1 Trees, Woodlands and Hedgerows

The policy states that *Trees, woodlands and hedgerows, which are of landscape, amenity, nature conservation or historical value, will be protected by:*

- a) refusing development proposals which will result in their loss or damage; and*
- b) requiring trees or hedgerows which are being retained on development sites to be adequately protected during any site works; and*
- c) making tree preservation orders for individual trees and groups of trees which contribute to the landscape or local amenity; and*
- d) making hedgerow retention notices where appropriate to protect important hedgerows and;*
- e) ensuring the continuation of green/wildlife corridors*

All proposals to remove trees or hedgerows will be required to include a site survey indicating the relative merits of individual specimens. An undertaking will also be required that appropriate replacement planting with locally indigenous species will take place to mitigate against the loss of any existing trees or hedgerows. Developments should make proper provision for the planting of new trees and other vegetation including significant highway verges as part of any landscaping scheme. In

addition, other proposals to bring forward such provision will be actively encouraged.

GB1 Development in the Green Belt

The policy states that *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;*
- 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.

Summary of relevant policy

Based on relevant policy, the following matters relating to landscape and visual should be considered:

- The proposed development should respect or enhance the local environment
- The proposed development should reflect the character of the locality and surrounding development
- The proposed development should form a long term edge to developments adjoining or in open countryside.
- Trees or hedgerows should be retained on development sites and adequately protected during any site works
- The scale, location and design of the proposed development should not detract from the open character of the Green Belt
- The proposed development should not conflict with the purposes of the Green Belt

Green Belt function with regard to the proposal site

The proposal site is located within Green belt land, whilst the character of the site is influenced by the settlement edge of York. The site also contains existing built form.

The proposed development would not increase the amount of built form within the site, restricting development in all three options to land that is previously developed. The height of the proposals varies depending on the options but the existing group of building includes 2 storey height construction and so the comparative impacts of the proposals are considered as similar or less with regard to height/scale as that already present on the site. There is not considered to be any notable impact on the 'openness' of Green Belt from any of the three options.

The local area is not open in character with visibility towards the site being partially screened or restricted by intervening hedgerow, trees, built form and local landform.

It is considered that the proposed development would not prejudice the setting and special character of the City of York and be in keeping with the local character in respect of height, scale, materials whilst retaining and enhancing the existing trees and hedgerows where possible on site.

In relation to the 5 purposes of the Green Belt; the proposed development would not lead to the unrestricted sprawl of large built-up areas, or the encroachment onto safeguarded countryside. The proposed development would not contribute to merging neighbouring towns or affect the setting or character of Clifton due to existing trees and hedgerow along the eastern filtering views of the adjacent Clifton (Malton Way/Shipton Road) Conservation Area. The proposed development would encourage the recycling of urban land with all of the site containing existing Lime Trees Public Medical Centre.

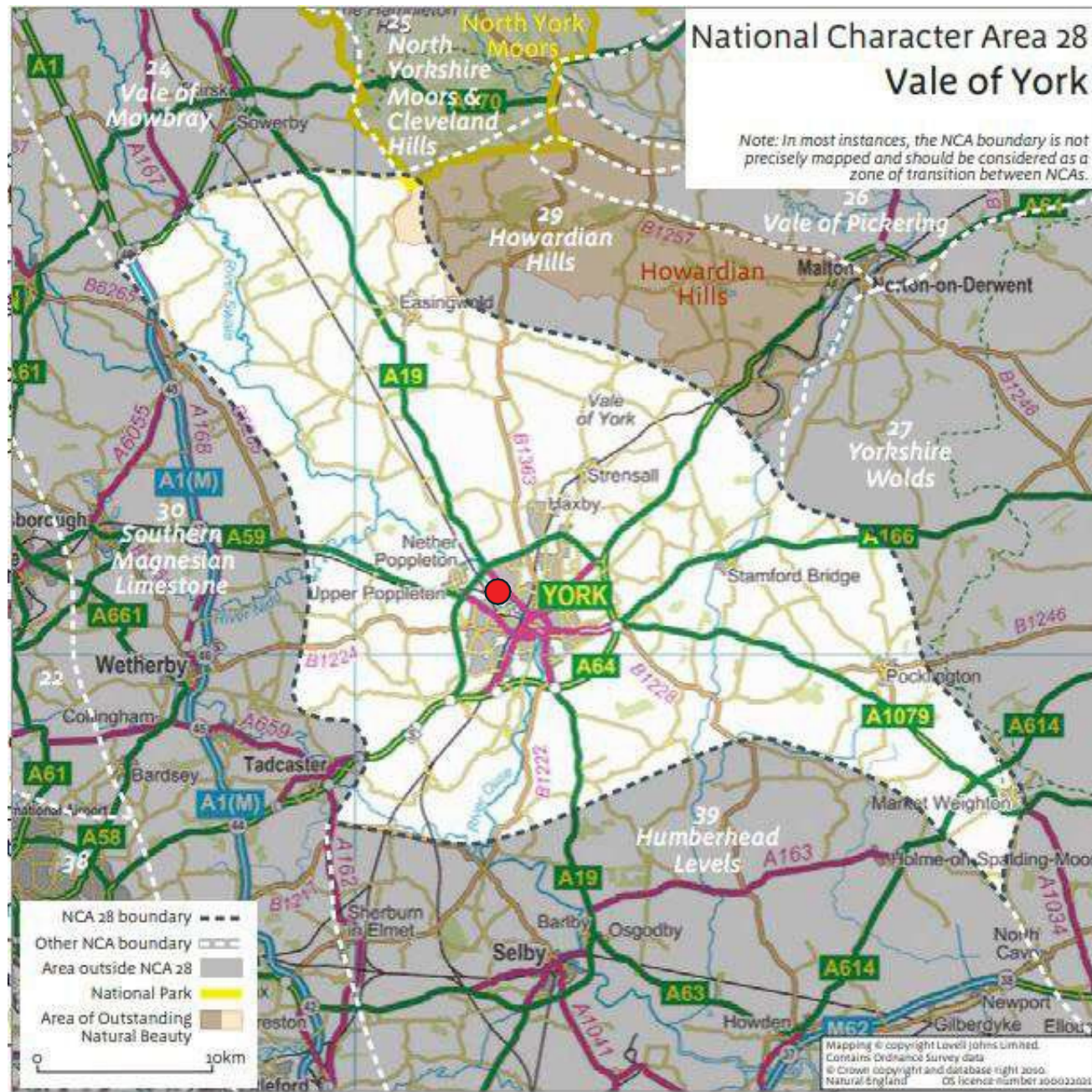


Fig 5 National Character Area 28 - Vale of York

Proposal Site

The following is a summary description of the character area, extracted from the National Character Area: 28 - Vale of York (<https://www.gov.uk/government/publications/national-character-area-profiles-data-for-local-decision-making/national-character-area-profiles>).

The Vale of York is an area of relatively flat, low-lying land surrounded by higher land to the north, east and west. High-quality soils across most of the National Character Area (NCA) mean that arable cultivation is the predominant land use, although some pig and dairy farming takes place in the western parts of the NCA. A key feature of the NCA is the rivers that drain surrounding higher land and run southwards through the Vale on towards the Humber basin. Natural flood plain habitats and associated species are still found within the Lower Derwent Valley (designated as a Special Protection Area, Special Area of Conservation and Ramsar site) although, like other flood plains, this area is threatened due to water quality issues.

The City of York, a settlement that has been an important focus since Roman times, sits at the centre of this NCA. The prominent York Minster can be seen from lower-lying surrounding countryside and, together with the city walls, provides the setting for the historic city.

Food and water provision and the regulation of water flow and water quality are key ecosystem services provided by this NCA. Flooding affects a number of communities within the NCA, as they are within the lower stretches of the river flood plains. More than 7,000 properties are at risk of flooding in York, Bishopthorpe, Haxby and Strensall from the River Ouse catchment.

There are opportunities to restore wetland habitat within river corridors to alleviate fast water flows (for example working with land managers on the River Foss to slow rates of floods that are generated in York 4) and aid climate adaptation mitigation. Restoration of river systems will also maintain and improve natural soil fertility for productive agriculture, improve the ecological networks and strengthen the ability of biodiversity to adapt to current – and future – pressures. A key challenge will be to establish sustainable land management practices that safeguard and strengthen the fertile soils needed for arable cultivation while also providing sustainable income for land managers.

Key Characteristics

- A largely open, flat and low-lying landscape between the higher land of the Southern Magnesian Limestone ridge to the west, the Howardian Hills to the north and the Yorkshire Wolds to the east.
- Dominantly Triassic solid geology, which is obscured by glacial till, sand, gravel and moraines, with obvious ridges formed by the York and Escrick moraines.
- Predominantly agricultural land use, with medium- to large-scale arable fields defined by hedgerows (which are often low and intermittent with sparse hedgerow trees) and fences. Large dispersed farmsteads and small villages on higher land are set within a quiet rural landscape.
- Extensive (mostly cropmark) evidence of bronze-age to Romano-British settlement, especially on the western fringe, for example enclosed and unenclosed farmsteads with hut circles and coaxial field systems.
- Wetland features dotted through the wider landscape of the NCA, providing stepping stones between wider areas of water-dependent and priority habitat, such as important remnants of ‘ings’ meadows on the river flood plains (traditionally managed by hay-making) and some unimproved and semi improved meadows and pastures, in particular in the Derwent Ings.
- Some areas of heathland remaining on poorer sandy soils (for example Strensall, Stockton and Allerthorpe commons), along with small scattered broadleaved woodlands and larger conifer plantations.
- Parkland associated with country houses, with tree clumps, tree belts, avenues and other architectural features adding to the variety of the landscape, for example Rufforth Hall Park, Beningbrough Hall and Bilton Hall.
- The main urban centre, the City of York, with roads radiating from the city and York Minster forming a prominent landmark and focal point for the Vale.
- The settlement patterns of the NCA, which broadly follow that of linear villages, with buildings (built with traditional materials of mottled brick and pantile roofs) set back behind wide grass verges and village greens, and dispersed large farmsteads.

Relevant Statement of Environmental Opportunities

SEO 3: Increase the network of species-rich meadows, pastures, fields and hedgerows, ensuring that they and the wider farmed environment are managed to reduce rates of diffuse pollution and improve water quality. Extend and enhance heathland sites on areas of sandy soil for the benefit of biodiversity, as well as enhancing the sense of place.

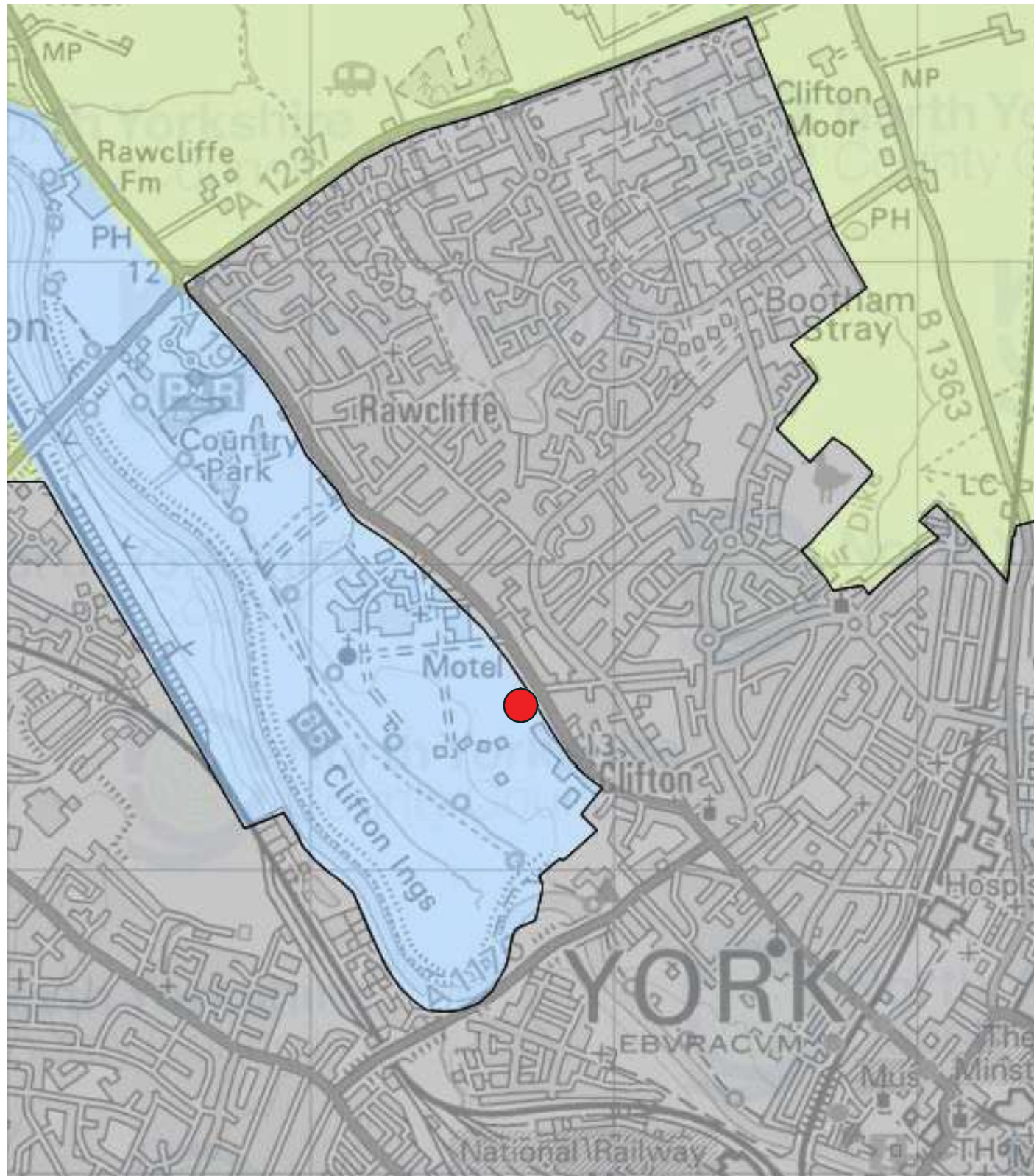


Fig 6 Extract from interactive map illustrating County Landscape Character Types from the North Yorkshire and York Landscape Characterisation Project- 2011, prepared by Chris Blandford Associates on behalf of City of York Council.

KEY

Proposal Site

North Yorkshire and York Landscape Characterisation Project - 2011, Landscape Character Types

- Landscape Character Type 24. River Floodplain
- Landscape Character Type 28. Vale Farmland and Plantation Woodland and Heathland
- Character Type 1. Urban Landscapes

COUNTY LANDSCAPE CHARACTER ASSESSMENT

The North Yorkshire and York Landscape Characterisation Project (2011) produced by Chris Blandford Associates on behalf of North Yorkshire County Council provides a reference document for strategic and long term approaches to landscapes within North Yorkshire and York.

The proposal site is located in County landscape character area 24. River Floodplain. Key attributes of the relevant the River Floodplain are as follows:

Key Characteristics

- A series of flat, low lying, relatively narrow river corridors which flow through the different types of Vale Farmland Landscape Character Types within the Study Area;
- The 'Ings' - flood meadows maintained by traditional hay making activities; Landscape pattern comprises a mixture of flood meadows, neutral grasslands and floodplain mires;
- Halls and manor houses are key landscape features;
- River engineering features such as Levees assert a human influence over the landscape; Power stations, pylons and former collieries are present in parts of this Landscape Character Type;
- The A1 (M) introduces a source of noise and visual intrusion in several places.

Sensitivity to Change Issues

- High visual sensitivity as a result of the predominantly open character and flat landform, which facilitates long distance open views across the landscape and promotes strong intervisibility with adjacent Landscape Character Types;
- High ecological sensitivity as result of the patchwork of fen, flood meadows, floodplain mires, marsh and swamp, inland bare ground and calcareous grassland habitats. Several of these habitats are designated as SSSI and Ramsar sites;
- High landscape and cultural sensitivity as a result of the presence numerous historic settlement sites, archaeological sites and designed landscapes, coupled with a dynamic landscape pattern of narrow river corridors.

Guidance for Managing Landscape Change

Physical and ecological character

- Ensure effective catchment management to sustain water quality;
- Encourage the creation of new woodland along appropriate riverbanks, which complements the existing woodland pattern;
- Conserve the natural form of the rivers by avoiding engineered solutions to water management, such as canalisation, bank hardening and river straightening;
- Conserve natural river floodplain features, such as meanders, oxbows, old river channels, ponds and islands;
- Conserve valuable floodplain habitats (such as Ings) by encouraging low intensity grazing in the remaining semi-natural habitats (which include mire, fen, flushes, marshy grassland and wet
- Restore and enhance wetland habitats;
- Target agri-environment scheme support for management of broadleaved woodland, wetland pasture and meadow habitats;
- Encourage conservation of existing key habitats and landscape features and expand the resource through habitat restoration and re-creation guided by ecological networks.

Cultural and Historic Character

- Encourage use of local materials and vernacular styles in developments to strengthen local character, including limestone and gritstone;
- Conserve and enhance the distinct pattern of stone walls and hedgerows delineating field boundaries on order to maintain landscape structure;
- Conserve historic and archaeological sites in the Valley Floodplains and consider the setting of historic and archaeological sites when planning and implementing all landscape management action;
- Ensure that highway improvement schemes respect and reflect local character and encourage the use of traditional signage where possible;
- Ensure the protection and setting of halls, manor houses and other landscape features.

Aesthetic and Perceptual Character

- Conserve open views along and across the river floodplains towards adjacent Landscape Character Types;
- Protect and enhance public enjoyment of the landscape, including appreciation of the sense of escapism it provides, through identifying opportunities to create new circular routes or links to existing public rights of way.

A summary and appraisal of the key characteristics as they apply to the proposal site is included in Section 5: Conclusion.

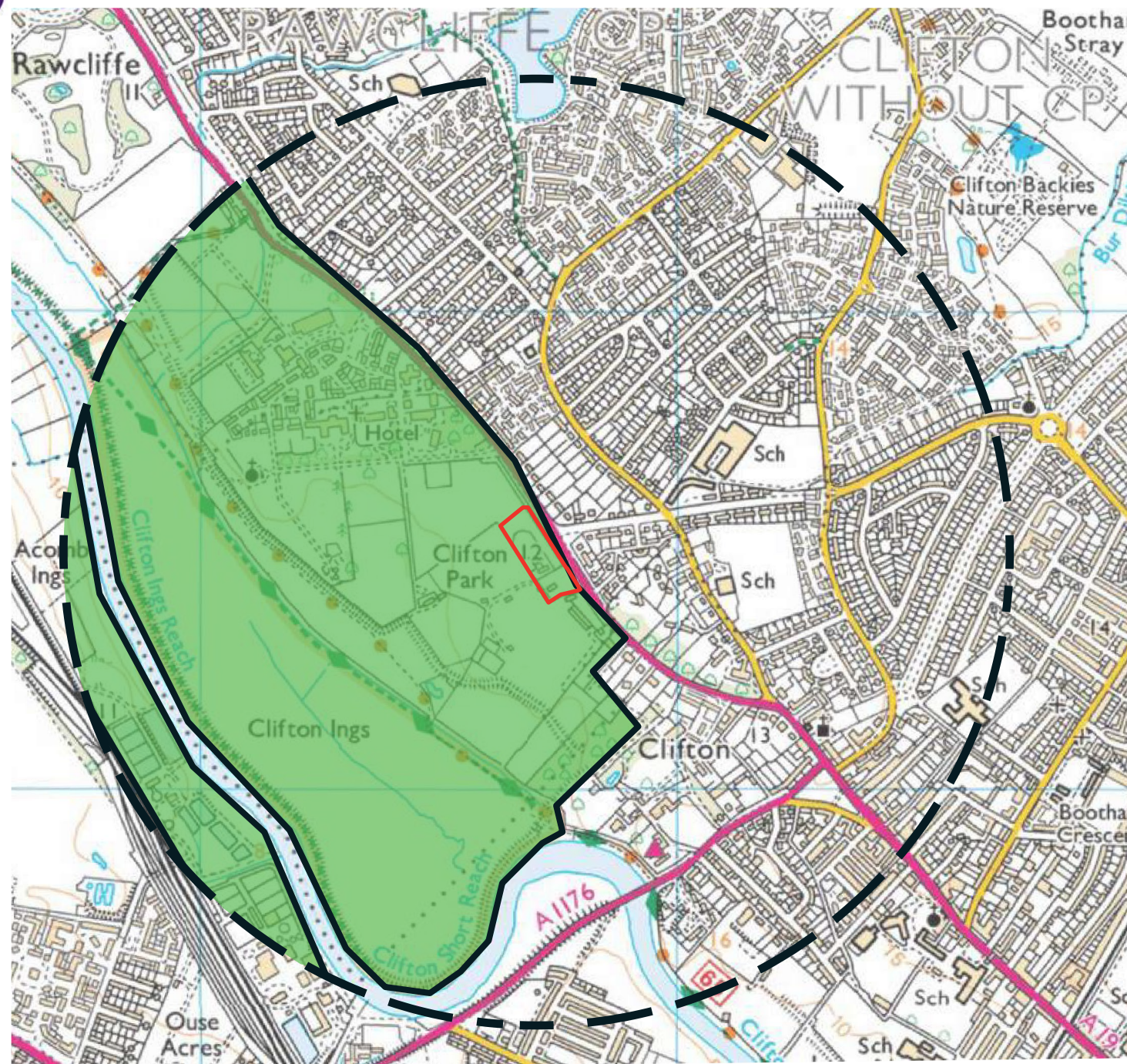


Fig 7 District Character Areas based on the City of York Historic Characterisation Project - 2013, Character area statements prepared by City of York Council.

KEY

Proposal Site Boundary

1km Radius Study Area

City of York Historic Characterisation Project - 2013

Character Area 34: Poppleton, Rawcliffe And Clifton Ings

DISTRICT LANDSCAPE CHARACTER ASSESSMENT

The following are summary descriptions of the relevant District Character Area from the City of York Historic Characterisation Project - 2013, Character area statements prepared by City of York Council. The proposal site is located within character area 34: Poppleton, Rawcliffe and Clifton Ings and is immediately adjacent to Character Area 36: Clifton North West.

CHARACTER AREA 34: POPPLETON, RAWCLIFFE AND CLIFTON INGS

Character

This area is characterised by large open green areas, predominantly the Ings land but also adjacent fields now used recreationally as allotments, playing fields and parkland. Industrial buildings are situated on the northern and southern extremities of the character area.

General Character:

- River Ouse floodplain of the Ings on the banks of the River Ouse surrounded by 19th to 20th century commercial, industrial and residential properties.
- Area extends northwards to the outer ring road and southwards to the edge of Clifton and the bend in the river. The site is bounded to the west by the railway and to the east by Shipton Road.
- The topology of the area is low lying in the vicinity of the river, with a raised mound flood defence running along the eastern edge of the riverside. The railway embankment and higher ground border the west side of the area.
- Site of Importance for Nature Conservation containing semi-natural grasslands uniquely altered by centuries of farming.
- The meadow fauna of the Ings around the River Ouse is virtually confined to lowland England. It is estimated that the Ings between Clifton and Acaster Malbis represent around 6% of this habitat in the UK.
- Includes allotment site.
- Integral part of York's flood defence with a capacity to hold 3.3 million cubic metres of water.
- Distinctive landscape feature.
- Continuous history over 2000 years.
- Mid-long distance cycle and footpaths through open countryside – a key component of one of York's principal characteristics (Landscape & Setting).
- Approximate walking/cycling distance to the city centre from Clifton Ings 2.4km via Route 65 on the north bank of River Ouse.

Dominant Housing Type:

- Linked and detached, two storey houses in modern estate

Other Key Buildings:

- Extant 19th century asylum buildings, waterworks and 19th century housing

Designated Heritage Assets:

- None

Non-designated Heritage Assets:

- Buildings and landscape features from the former asylum (Clifton Hospital) including the chapel and Pcaillion Cottages, late 18th century hedgerows marking strip fields and ridge and furrow

Key Views:

- Good views of the river, the Ings, and a key view of the Minster situated on slightly higher ground

Surviving historic roads and tracks:

- Shipton Road

Relevant Opportunities and recommendations

It is recommended that any extensions, new development or re-development in the area should be sympathetic in terms of style, material, proportions and density and should complement and enhance existing character. Street furniture, including street signage and streetlights, should integrate with the character of the area...

Presently the national cycle route is a shared route with pedestrians and there are tensions between these two uses, especially on the Ings. Pedestrian movement is significant and includes many families, older people and disabled access is generally good...

...Hedgerows and trees should be carefully managed and opportunities for planting new trees along grass verges and in existing hedgerows should be identified in partnership with local residents. A programme of regular monitoring of original hedgerow boundaries and grass verges should be secured.

Key views of the Minster, other major heritage assets and local landmarks should be maintained and enhanced to help orientation and enhance local distinctiveness.

A summary and appraisal of the key characteristics as they apply to the proposal site is included in Section 5: Conclusion.

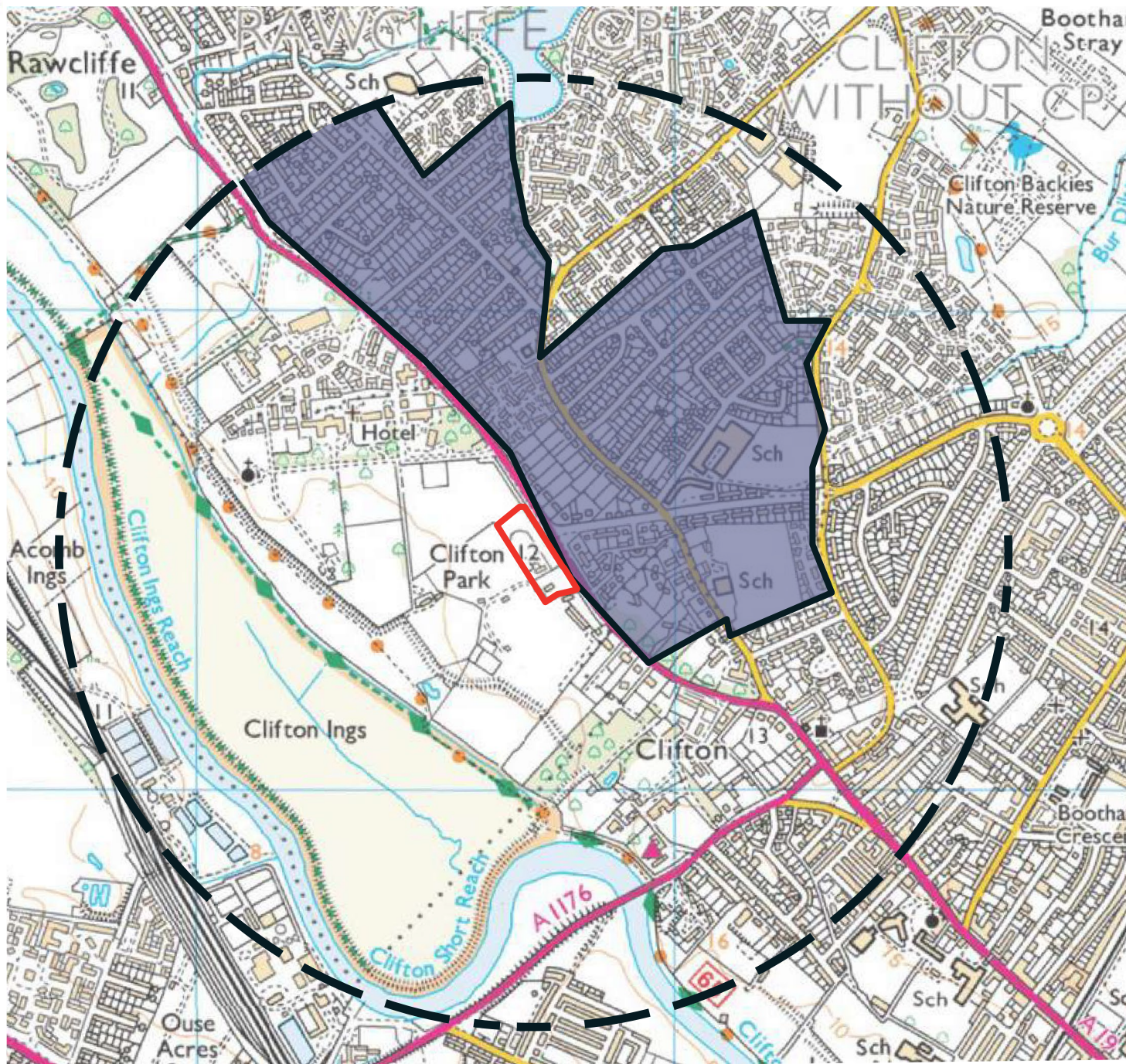
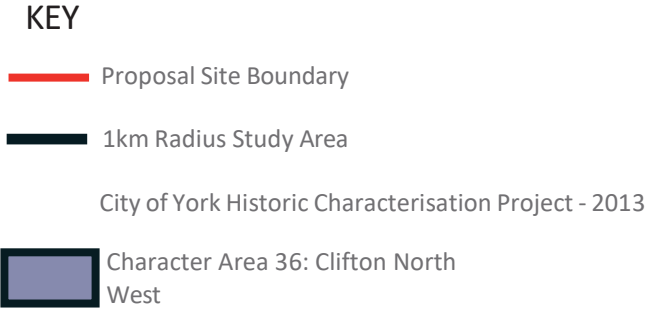


Fig 8 District Character Areas based on the City of York Historic Characterisation Project - 2013, Character area statements prepared by City of York Council.



CHARACTER AREA 36: CLIFTON NORTH WEST

Character
 This area is characterised by 1930s private housing estates containing one-two storey semi-detached and detached housing. Few roads contain grass verges here in contrast to other areas of 1930s development. Several side streets, such as Melton Drive and Rawcliffe Grove, retain their original concrete carriageway surfaces.

The field pattern in this area may have dictated, to an extent, how the streets were planned. The inter-war estates here generally follow a linear pattern reflecting the earlier landscape grain.

- General Character:**
- Characterised by early 20th century residential housing estates extending to the fringes of Clifton village
 - The land is generally level and low-lying
 - Up to 80% of historic field boundaries remain
 - Includes Conservation Areas of Malton Way/Shipton Road (1975) & Clifton (extended to include part of Rawcliffe Lane 1975)
 - Tenuous link to city
 - Suburban area with limited open space
 - Approximate walking/cycling distance to the city centre from Shipton Road/Alwyne Drive 3.2km via Clifton and Bootham

- Dominant Housing Type:**
- Inter-war and post-war semi-detached, two storey bay windows (often rounded), arched porches, hipped roofs, wide plots and large front and rear gardens

- Other Key Housing Types:**
- Detached garden suburb cul-de-sacs, inter-war and post-war bungalows, 1960s two storey semis and examples of late 20th century development

- Designated Heritage Assets:**
- Grade II listed milepost and Conservation Areas

- Non-designated Heritage Assets:**
- Historic routeways and 1930s street lighting

- Key Views:**
- The Minster is visible from the junction of Manor Lane and Manor Park Road

- Surviving historic roads and tracks:**
- Shipton Road, Rawcliffe Lane and Manor Lane

OTHER LANDSCAPE CHARACTER AREAS

Five other landscape character areas were considered within a 1km radius of the proposal site however it is considered that they will experience no more than negligible effects due to intervening built form, landform, trees, and woodland.

A summary and appraisal of the key characteristics as they apply to the proposal site is included in Section 5: Conclusion.

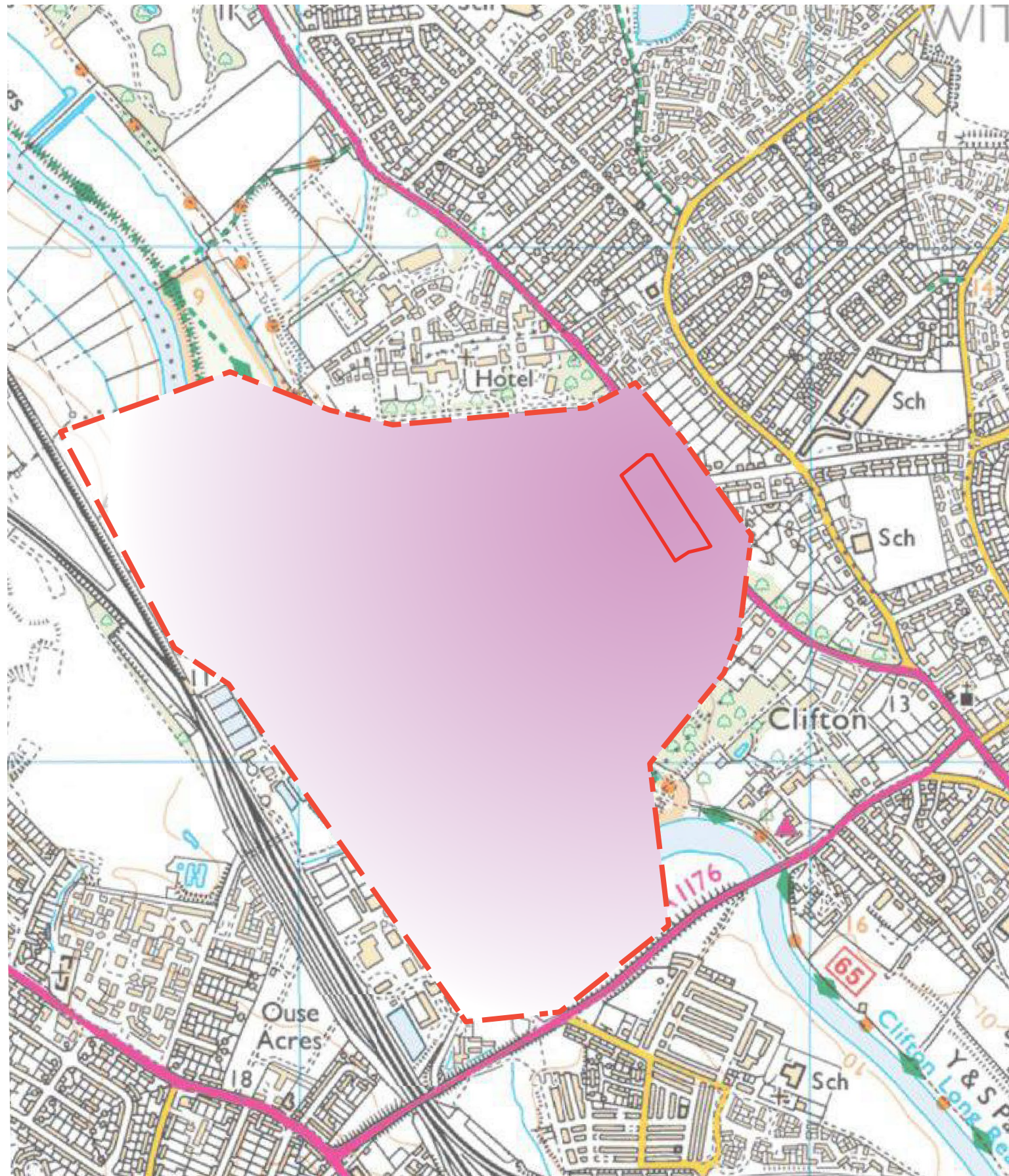




Fig 9 Visual Envelope Map of the Proposal Site

 Area of primary visual influence and extent of study area - Potential for direct views
  Proposal Site

SENSITIVITY OF RECEPTORS

Sensitivity is often synonymous with the importance placed on the view to the receptor (viewer). Visual receptors are described as being High, Medium or Low, with views from main living areas of residential properties and public footpaths in a rural location generally being considered to be of High Sensitivity, and views for people at work or travelling in vehicles (where the view is not a considered part of the journey such as a coastal road) generally considered to be of a lower sensitivity. The locations of the assessed receptors for the proposed options are illustrated on Figure 11.

NATURE AND QUALITY OF THE VIEW

This is assessed with regard to aesthetic characteristics, and is defined on a scale from exceptional (such as might be found at a National Park) to ordinary (a normal view typical of the area and usually without designation), to low (where there is a predominance of detracting elements within the landscape).

MAGNITUDE OF CHANGE TO THE VIEW

The potential change is assessed for each of the receptor types in consideration of several factors, including (but not confined to):

- The proximity of the viewer to the proposal site
- The relative elevation of the viewer and the proposed development
- The existing field of view (a wide panorama to a contained view)
- The relative proportion of view taken by the proposals
- Whether the view is open or filtered

VISUAL ENVELOPE

The visual envelope map of the Proposal Site (Fig 9) illustrates the extent of where the proposed development could potentially be seen from. Intervening features such as built form, trees, hedgerows, woodland and local landform will reduce this visual envelope. For small scale residential developments a distance of 10m to 1km is usually considered to be appropriate; beyond this distance it is generally accepted that any change to the view would be so small as to be insignificant.

VISUAL RECEPTORS

The nature of the existing view and the potential magnitude of change to the view by the proposed development has been considered with regard to the potential visual receptors within the visual envelope.

A representative photograph for each of the potential receptors is provided in Views V1 to V9 and the location of each view is illustrated on Figure 11.



Fig 10 Surface Factors influencing the potential Visual Envelope



NEAR DISTANCE VIEWS

Residential Receptors

Occupiers of residential properties are considered of High sensitivity with views from principal rooms or outdoor spaces. Occupiers with oblique views or views from non-principal rooms are considered of Medium-High sensitivity.

View 1

There are 7 properties to the north-east of the site along Shipton that would experience oblique views south-west towards the site. Occupiers of upper floor views east from non-principal rooms will experience a Low-Negligible change due to views filtered by existing trees and hedgerow on site and trees from neighbouring gardens during winter months and the containment of all three options to within the area of previously developed land. The nature of change is Neutral.

View

There are approximately 14 properties adjacent to the eastern boundary along Shipton Road with front on views set back by front gardens. Occupiers of properties with ground floor views will be partially screened by garden hedging and trees. Occupiers of upper floor views east from non-principal rooms will experience a Low change due to intervening existing trees and hedgerow within the site during winter months. The change will largely be a shift in the built form and arrangement rather than any expansion of development for all three options. The nature of change is Neutral.

View 3

There are 3 properties to the south-east (view 3) of the site along Shipton that would experience oblique views north-west towards the site. Occupiers of upper floor views east from non-principal rooms will experience a low change due to views filtered by existing trees, hedgerow during winter months. The change to views will vary slightly with option 1 and 2 (residential and apartments) being similar in the arrangement of built for, with groups of buildings towards the north and south of the developed area in a similar fashion to that visible in the existing view. Option 3 (care home) would see a single building across this area of development (north-south) and would represent a slighter more noticeable change. The nature of change for all of the options is assessed as Neutral.

Public Footpath Receptors

Users of including public rights of way and permissive paths, whose attention is be focused on the landscape are considered of High sensitivity.

PRoW Footpaths

The public footpath running through countryside is considered of High Sensitivity as it follows the route of an unsurfaced highway and does not provide links to the wider countryside.

Views 4a and 4b

PRoW FP 27/18/10 is located to the immediate north and north-east of the site with a section running along the northern boundary. Pedestrian users along the footpath will experience a Low change along the northern boundary (see view 4a) with and proposed built form added in the broad position of existing built for which is visible through the filtering of existing vegetation. Views from further west along the footpath (see view 4b) will experience a Negligible change at mid-range with views partially screened by intervening trees. Pedestrian users of the footpath within 50m of the site will experience minor change, whilst pedestrian users of the footpath outside of 50m will experience at most Negligible change, this is an assessment for all three options. The nature of change is judged as Neutral as the non clear views are possible and the change will represent a shift of built form and massing rather than any direct change to the baseline.

Permissive Paths/ Desire Lines

View 6

Pedestrian users along the permissive path on top of the flood bank will experience elevated views north-east towards York Sport Grounds and the proposed options beyond. Views towards the proposed options will be partially screened by intervening trees at mid-range. Filtered views of the proposed built form may be visible in the winter months when trees have lost their leaf. Pedestrian users along the permissive footpath will experience a Negligible change.

View 7

Pedestrian users along the permissive path at the bottom of the bank experience views north-west and north towards the proposed options screened by flood bank. Pedestrian users along the permissive footpath will experience a no change.

Key Views (Pedestrian Users)

View 8

The main panoramic view (Key View 9: Clifton Ings) does contain distant views of York Minster to the south-east while the site is located to the north-east. Pedestrian users along footpath FP 27/2/10 will experience barely perceptible views of the proposed options along a wooded skyline partially screened by flood banking, trees and built form. The proposed options would be congruous with the existing built form visible along the wooded skyline. Pedestrian users along footpath FP 27/2/10 will experience a negligible change.

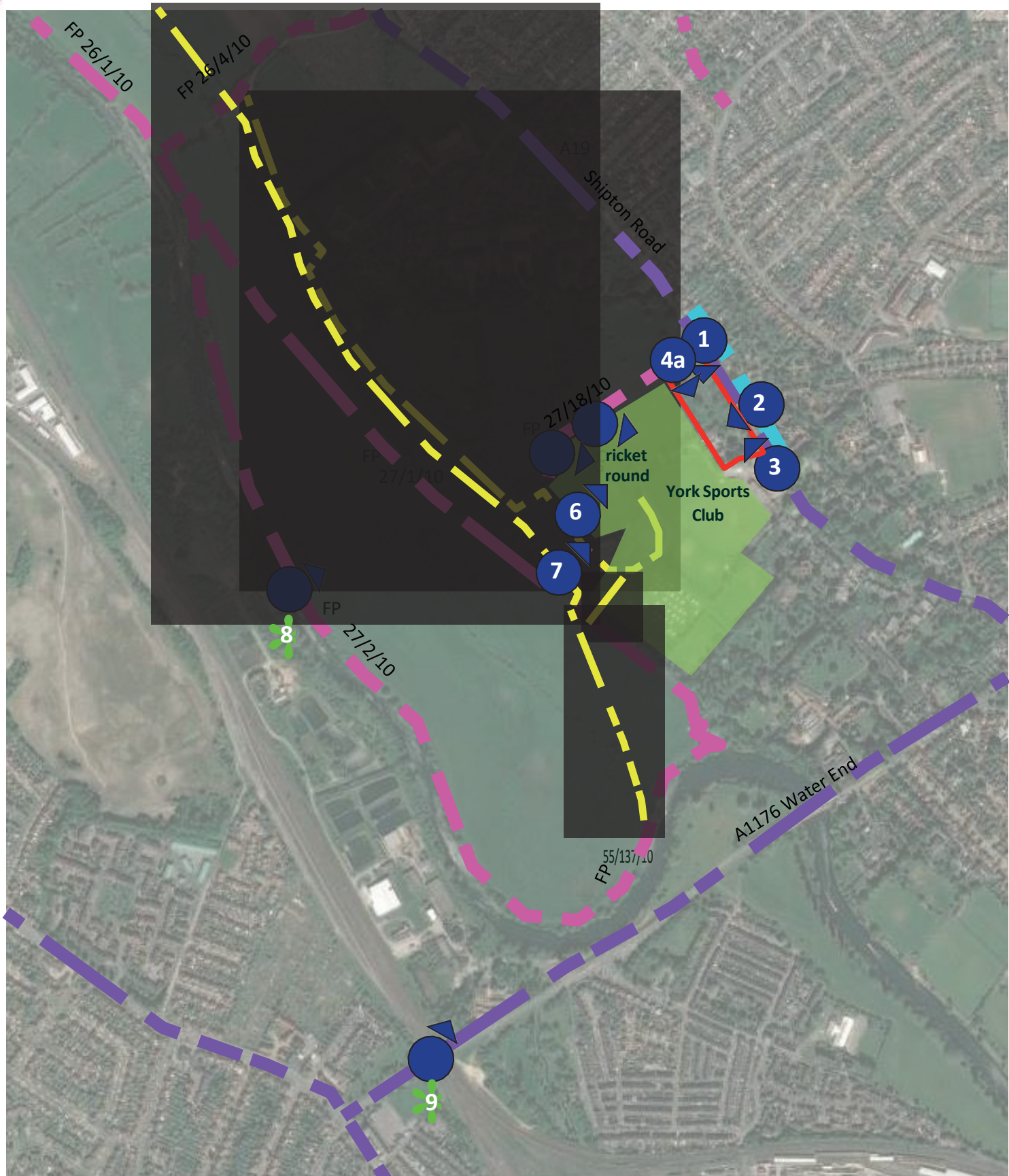
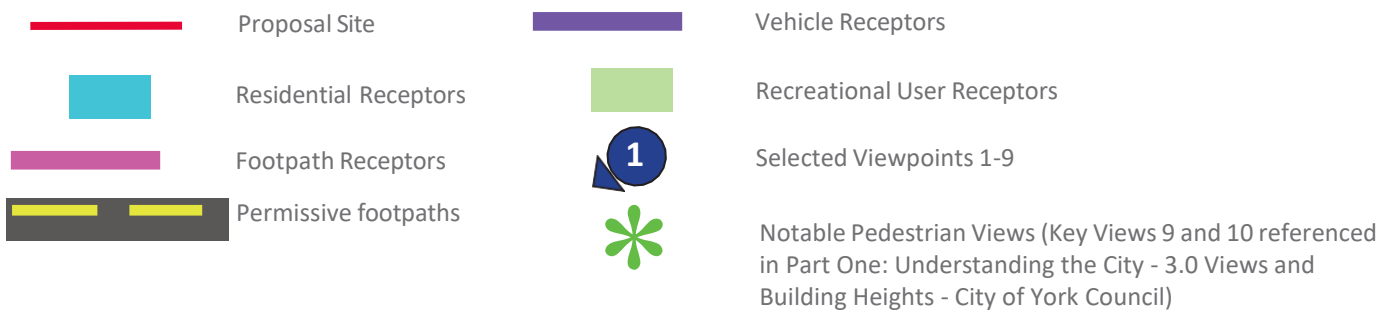


Fig 11 Visual Receptor Types and Viewpoint Locations



View 9 is representative of the view for these receptors. The main panoramic view (Key View 10: Water Lane) from the road bridge over the railway is to the south-east towards York Minster and away from the proposed options that are to the north. Views towards the proposed options would be screened by intervening trees and woodland. It is considered that there will be no change.

Recreational Receptors
People engaged in outdoor recreation where enjoyment of the landscape is incidental rather than the main interest or people travelling through the landscape where the views involved are transient and sporadic but have a special significance in either the journey or the expression of the landscape or community being visited are considered of medium sensitivity.

View 5 represents the view for recreational users of York Sport Club
York Sport Club with outdoor grounds is located to the west and south-west of the site. Recreational users with views of the proposed site will experience a Low-Negligible change of built form partially screened by intervening trees and visible in combination with existing built form to the north and east.

Vehicle Receptors
People travelling through the landscape in cars or other transport such that the speed and nature of the views involved are short lived and are considered of low sensitivity.

Views 1 to 3 are representative of the view for these receptors.
Vehicle users of the A19 Shipton Road will experience side or oblique views of the proposed options filtered by trees and hedgerow. Glimpses of the proposed built form will be perceptible during the winter months when trees have lost their leaf. Partial views would also be experienced through a small proposed break in the existing trees and hedgerows to allow for the secondary access for option A2.

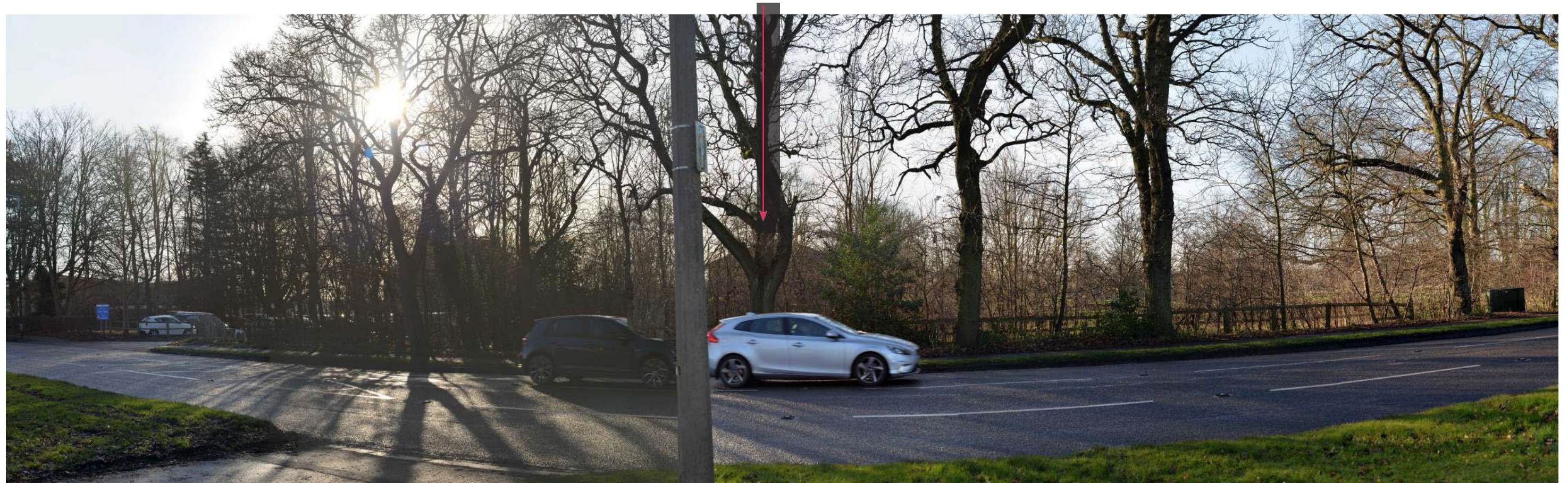
MID AND FAR DISTANCE VIEWS (0.35km - 1.2km)
Mid distance views from the west are anticipated as a negligible change due to views being screened by flood banking, trees and built form. Distant views from the north-west, south-west and south would be imperceptible due to intervening local landform of flood banks and small hillocks, built form, trees, and woodland belt. The change on long distance views (from 0.7km) is considered to be Negligible/Nil.

Proposal Site



V 1 View looking south-west from Shipton Road adjacent to the north-east corner of the site.

Proposal Site



V 2 View looking west from Shipton Road adjacent to the eastern boundary near the main access to the site.

Proposal Site



V3 View looking north-west from Shipton Road adjacent to the south-east corner of the site.

Proposal Site



V4a View looking south-east from footpath (FP 27/18/10)

Proposal Site



V 4b View looking east from footpath (FP 27/1/10)

Proposal Site



V5 View looking east from York Sports Ground (Rugby Pitch)



V6 View looking north-east from permissive footpath along top of flood banking and near perimeter of York Sports Grounds



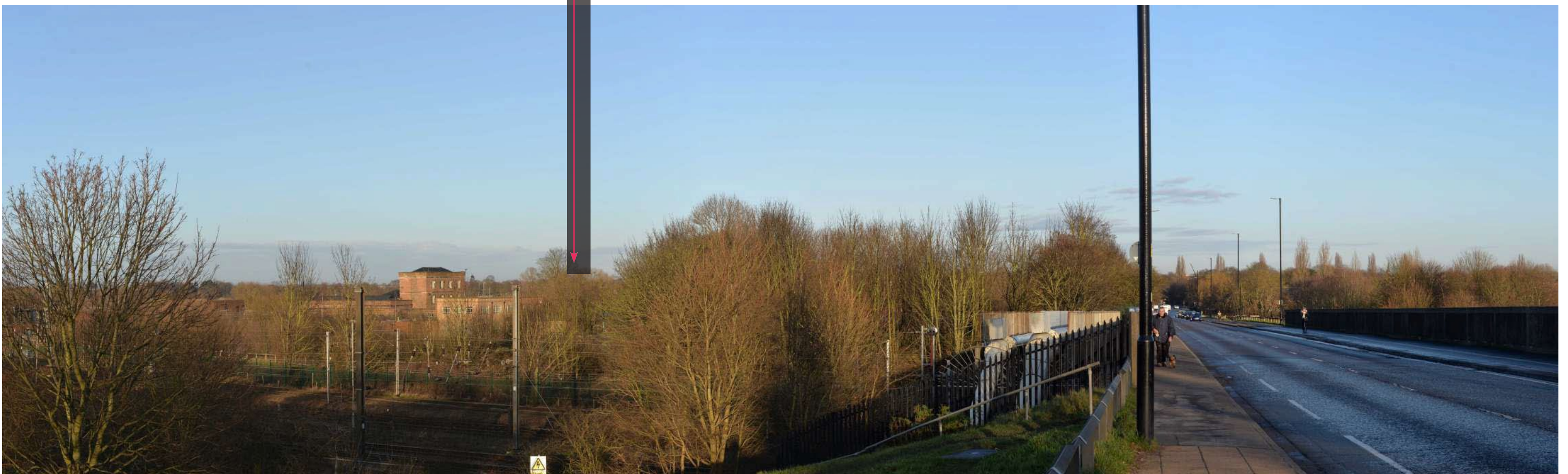
V7 View looking north-east from permissive footpath near bottom of flood banking

Proposal Site behind existing trees



V 8 View looking east from footpath FP 27/2/10 (Key View 9: Clifton Ings located approximately 0.8km to the west of the site)

Proposal Site beyond woodland



V 9 View looking north-east from over bridge along Water Lane. (Key View 10: Water Lane located approximately 1.2km south-west of the site)



SECTION 5 - SUMMARY & CONCLUSION

SUMMARY

POTENTIAL LANDSCAPE CHANGE

Wider Landscape Characteristics

The landscape character at national level is described through the National Landscape Character Area 28 – Vale of York. The Vale of York is a relatively flat, low lying landscape comprising of arable fields bound by hedgerow, farmsteads, wetland features and influenced by the main urban centre; the City of York.

The proposal site is located within the regional county character type 24: River Floodplain referenced from North Yorkshire and York Landscape Characterisation Project- 2011. Character type 24 interrupts the north western fringe of the City of York being partly surrounded by the urban fringe. The river floodplain is a narrow river corridor that flows through different types of farmland and the 'Ings' that are flood meadows maintained by traditional hay making activities.

The quality of the wider landscape is moderate, the value is ordinary, and the susceptibility to change is low-medium. The sensitivity of the Vale of York is low-medium due to the Urban Fringe to the immediate east of the site. The proposal site is partly cut off from the wider countryside by urban fringe. **The magnitude of change is considered negligible** due to the site contributing to a very minor change to the key characteristics at regional and national level.

Local Character Areas

The local landscape character is described through the City of York Historic Characterisation Project – 2013 with the site located within Character Area 34: Poppleton, Rawcliffe and Clifton Ings, and immediately adjacent to Character Area 36: Clifton North West.

Character Area 34: Poppleton, Rawcliffe and Clifton Ings comprises of predominantly Ings land. Recreational grounds, parkland, industry, commercial, medical and modern development are located off Shipton Road close to the neighbouring urban fringe of Clifton. The quality of the character area 34 is moderate while the value is good, and the susceptibility to change is medium. The sensitivity of the of the character area is medium. **The magnitude of change is considered low** due to the development resulting in a slight change to the character with a loss of some trees and grassland. The height and massing of the proposed options will be in keeping with the adjacent built form to the east and south and the extent of developed area will not expand beyond the existing area of development. The nature of change is considered Neutral as this will be the replacement of one arrangement of built form with another of similar scale and massing.

Character Area 36: Clifton North West is the neighbouring suburban area to the east of the site that comprises of 20th Century residential housing and conservation areas. The quality of the character area 34 is High while the value is Good, and the susceptibility to change is Low-Medium. The sensitivity of the character area is Medium. **The magnitude of change is considered Low-Negligible** due to the development resulting in a slight indirect change to the existing area of development, the character of this landscape however will remain the same and the relationship between the proposal site and the adjacent character area will not alter leading to a Neutral nature to this change. The height and massing of all the proposed options will be in keeping with built form within the character area with intervisibility of the proposed options being filtered by trees and hedgerow.

Local Designations

The proposal site is located within Green belt land and has been considered in section 2 of this appraisal against the 5 policies of Green Belt referred to within the National Planning Policy Framework (2019). The proposed development would not increase the amount of built form within the site, restricting development in all three options to land that is previously developed. The height of the proposals varies depending on the options but the existing group of building includes 2 storey height construction and so the comparative impacts of the proposals are considered as similar or less with regard to height/scale as that already present on the site. There is not considered to be any notable impact on the 'openness' of Green Belt from any of the three options.

It is considered that the proposed development would not prejudice the setting and special character of the City of York and be in keeping with the local character in respect of height, scale, materials whilst retaining and enhancing the existing trees and hedgerows where possible on site.

In relation to the 5 purposes of the Green Belt; the proposed development would not lead to the unrestricted sprawl of large built-up areas, or the encroachment onto safeguarded countryside. The proposed development would not contribute to merging neighbouring towns or affect the setting or character of Clifton due to existing trees and hedgerow along the eastern filtering views of the adjacent Clifton (Malton Way/Shipton Road) Conservation Area. The proposed development would encourage the recycling of urban land with all of the site containing existing Lime Trees Public Medical Centre.

Character and Setting of the Settlement

The only location where the context of the site is perceived within the character of the settlement is from Shipton Road and York

Recreational Grounds. Views from Shipton Road would be generally filtered and at high speed. Views from York Recreational Grounds would be partially screened and visible in combination with existing 2 storey high built form and trees along the neighbouring urban edge. It is considered that all proposed options would not be detrimental to the character and setting of the settlement.

POTENTIAL VISUAL CHANGE

Visual Envelope

The proposal site is located directly adjacent to the urban fringe of Clifton and as such the potential visual envelope of the proposed options are generally contained to a restricted area of 10m to 1km due to intervening features such as built form, trees, hedgerows, woodland and local landform. The topography is generally flat with high levels of hedgerow, post and rail fencing, woodland belts, flood banking and built form. As a consequence of the contained visual envelope, any large changes to views are restricted to nearby visual receptors.

Nearby Visual Receptors

Occupiers of 21 properties off Shipton Road and vehicle users of Shipton Road to the north-east, east and south-east will experience filtered visibility due to existing trees and hedgerows along the eastern boundary. Views from the north are limited to pedestrian users of the PRoW FP 27/18/10 that runs along the northern boundary. Views from the south are restricted by intervening built form, trees and woodland. Nearby views are possible from York Sports Ground and from the west are restricted by vegetation and banking along the eastern side of the railway line and PRoW FP 27/18/10 with views partially screened by intervening trees.

Residential Receptors

There are approximately 14 properties along Shipton Road and directly adjacent to the eastern boundary directly abut the proposal site and will experience a low change which is judged to be Neutral in nature due to the replacement of existing built form over a similar area and comprising of buildings offering similar scale and massing to that of the existing buildings.

7 properties located to the north-east along Shipton Road will experience low-negligible change due to views filtered by the retained hedgerow and tree line.

4 properties to the south-east along Shipton Road, will have oblique, filtered views and will experience a low change for all options, Option 2 (apartments) being one storey taller may register as a greater change from the baseline but not to the extent this moves above a low change. Landscape Mitigation should be prepared to retain and enhance the existing trees and hedgerow along the eastern and southern boundaries.

Public Footpath Receptors

Pedestrian users of PRoW FP 27/18/10 is located to the immediate north and north-east of the site with a section running along the northern boundary will experience a Low change (see view 4a). Views from further west along the footpath (see view 4b) outside of 50m will experience no more than a Negligible change. Option 2 (apartments) being one storey taller may register as a greater change from the baseline but not to the extent this moves above a low change

Pedestrian users (view 6) to the south-west of the site along the permissive path that is on top of a flood bank will experience partially screened mid-range views and will experience a Negligible change.

Pedestrian users (view 7) along the permissive path at the bottom of the bank will experience a no change due to screened views towards the proposed options.

Pedestrian users (view 8) along footpath FP 27/2/10 and Key View 9: Clifton Ings will experience a negligible change due to views at distance being partially screened by flood banking, trees and built form. The direction of the proposed options to the north-east is away from the main view to the south-east towards York Minster.

View 9 is representative of the view for these receptors.

Pedestrian users (view 9) along Water Lane and Key View 10: Water Lane from the road bridge over the railway views will experience a no change. The direction of the proposed options to the north is away from the main view to the east towards York Minster.

Recreational Receptors

Recreational users (view 5) of the York Sport Club with outdoor grounds with views of the western part of the proposed site will experience a low-negligible change of built form partially screened by intervening trees and visible in combination with existing built form to the north and east. The proposed options will establish as part of the existing built form along Shipton Road and mitigation planting will mature to soften views resulting in the nature of the view being Neutral.

Vehicle Receptors

Only Vehicle users of the A19 Shipton Road will experience a change to their view due to the proposed options. Vehicle users driving by the eastern boundary of the site will experience filtered glimpses of the proposed built form during winter months or at the entrance of the



site. The change for all options will be Negligible-Nil.

Mid to Long Distance Views

Mid to long distance views have been considered from public footpaths and potential key viewpoints. It is considered that mid range views along the permissive path to the south east of the site on top of the flood bank will experience a Negligible change. It is considered that the proposal site will not be readily identifiable and any change due to the proposed options will be Negligible/ Nil.

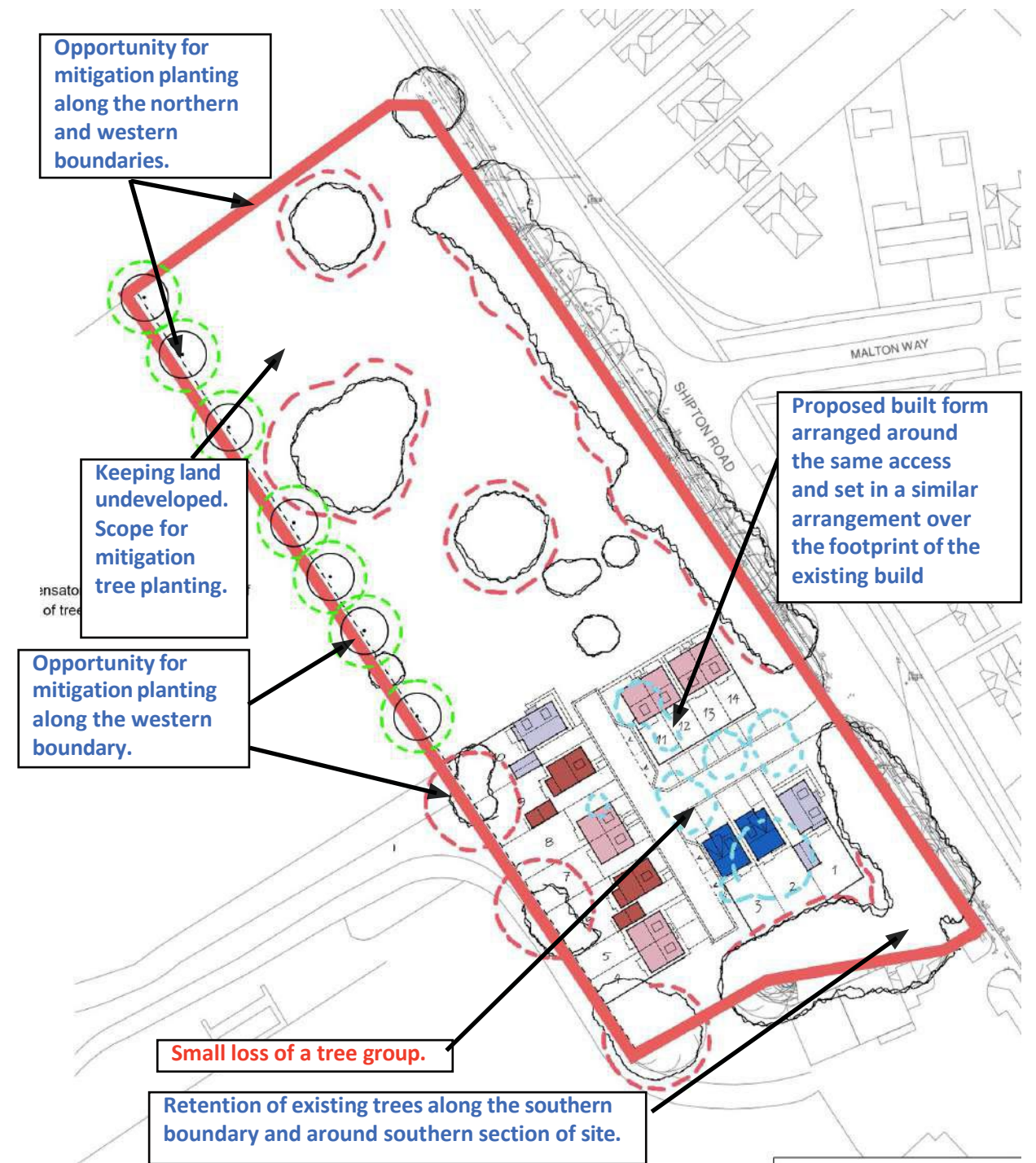


Fig 12a Strengths and Weaknesses Plan - Option - Residential

STRENGTHS AND WEAKNESSES REGARDING DESIGN OPTIONS

Tree loss for all options is minimal and restricted to trees within the immediate vicinity of the existing building and car park. They key mature tree groups to the southern boundary and to the west and east are retained and will continue to offer strong screening potential.

The proposed car park for solutions for all options are similar being set within the broad extent of the existing developable area. Option 3 (Care Home) has parking set to the Shipton Rd side of the proposed development, mirroring almost exactly the baseline arrangement of built form. The other 2 option have a more central arrangement for parking. In terms of visual and landscape impact this make little material difference as the detail of the site layout is generally not clearly discernible from any of the receptors assessed.

There is a marginal difference to visual impacts from Option 2 (Apartments) and the other 2 options due to the increase in proposed height (3 storeys) over the baseline (2 storeys). The visibility over the site is minimal being well screened from all angles by existing vegetation. At locations where views directly over the proposed building will be possible (Footpath 27/18/10) the overall change to the view will remain small as the extent and broad massing of the proposals is similar to the baseline. As a consequence, although noted as a marginal difference no difference between the assessed level of impacts between options is noted.

All options offer a very low level of landscape impact with only marginal differences between them. All options offer development that broadly corresponds with the existing built form in terms of scale and massing and the developable area that this takes up. The options all represent a similar or the same potential impact upon the Green Belt and other policy consideration regarding landscape.



Fig 12b Strengths and Weaknesses Plan - Option - Apartments

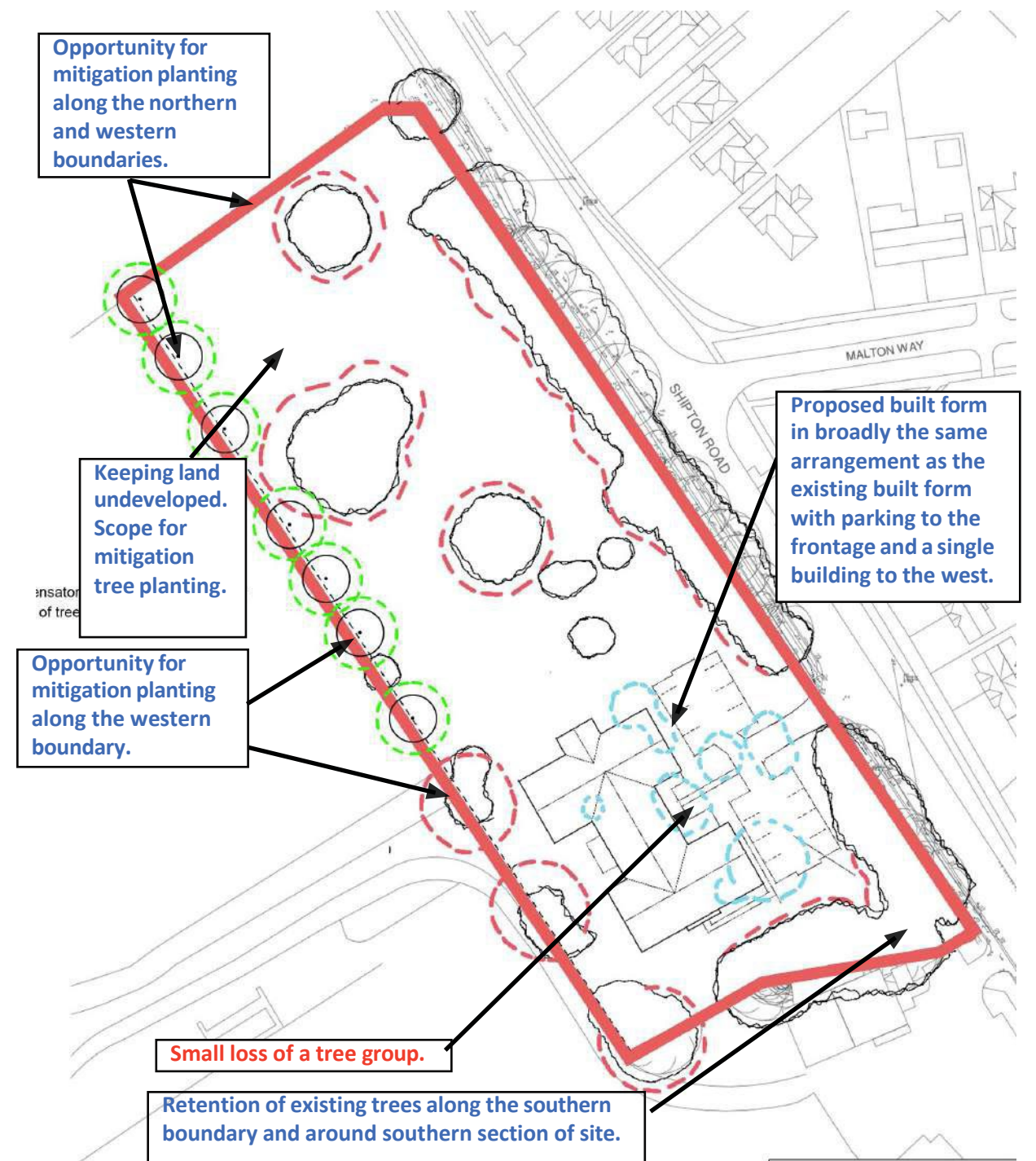


Fig 12c Strengths and Weaknesses Plan - Option - Care Home

STRENGTHS AND WEAKNESSES REGARDING DESIGN OPTIONS

The massing of the proposals are also similar with all three options demonstrating a massing arrangement which is tightly constrained within the tree canopies of existing trees. The care home has a marginally smaller massing profile but the other two options offer arrangements of similar scale and height and an arrangement of buildings around a central open area which creates variations in form that prevents these options appearing as a single mass of development. The residential option creates the most clearly varied form and elevational treatment with massing that is clearly made up of individual units. The care home forms the most clearly singular mass of built form appearing as a single building without the variation in form that the other 2 options offer.



CONCLUSION

The proposed options have been considered at an outline level to determine whether there is the potential for landscape and visual effects which may require a more refined Landscape and Visual Impact Appraisal (LVIA).

Landscape Effects:

This outline LVIA considers that there will only be a small reduction in ordinary quality agricultural land with a small loss of trees. There will be a loss of existing urban form and the addition of a proposed residential development comprising of a buildings that are 1-3 storeys high depending on the option. Proposed planting, mitigation and screening (as labeled within the Strengths and Weaknesses Plans) and the retention of existing trees and hedgerows will help to integrate the proposed options in this urban fringe setting.

The proposed options will not encroach into Green Belt land and will be retained within broadly the same developable area as the existing health care buildings.

Clifton (Malton Way/Shipton Road) Conservation Area is located immediately adjacent to the site and will not be impacted by the proposed options as no tree loss is required through utilising the existing access arrangements to the site.

The proposal site is located in an urban fringe setting adjacent to existing residential properties along Shipton Road to the eastern boundary. The proposed options will form part of the existing mixed built form along Shipton Road that already exists as part of the local character area. The proposed options are of also all forms of residential use which will fit with the existing character of the road. The proposed options will have a small change on the local landscape character, and will not result in the loss of any key characteristics of the wider landscape described in the published regional and national character assessments.

Visual Effects:

The proposal site is contained by trees, hedgerows, built form and landform that restrict the visual envelope to a small area in the nearby vicinity of the site. Although the site location is in an edge of settlement location, only occupiers of 14 properties immediately adjacent to the site's eastern boundary will experience any change to views and this will be low-negligible. 7 properties to the north-east along Shipton Road would only experience a Low-Negligible with option 2 bringing the higher end of this potential impact due to the larger height of proposed buildings. Recreational users of York Sports ground will also experience a Low-Negligible change and pedestrian users of the PRow footpath that runs immediately adjacent to the northern site boundary will experience a Low change with Option 2 (residential apartments) representing a slightly larger change due to the additional height of building from the baseline.

There are no potential mid or long distance views due to the intervening built form, landform, trees, woodland and hedgerows to the north, east, south and west.

In conclusion, it is considered that there will be no substantial landscape effects and very limited visual effects contained to the residential properties along Shipton Road to the immediate east, north-east and south-east, the footpath which runs along the northern boundary and the York Sports Ground to the immediate west. The changes which have been assessed will reduce overtime and the nature of effect will be broadly neutral as the development represent a replacement of existing built form over broadly the same developable area. Opportunities existing to the north of the site to add substantial further mitigation planting.

Design Layout Options:

All options require a similar level of tree loss and all options offer good opportunities for replacement tree planting and additional landscape mitigation to the boundaries and particularly to the northern section of the site.



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