



**EXAMINATION OF THE CITY OF YORK LOCAL PLAN
2017-2033**

PHASE 4 HEARINGS

MATTER 8: Economy and Retail

CITY OF YORK COUNCIL STATEMENT

Matter 8 – Economy and Retail

8.1 Are Policies EC1 to EC5 soundly based in terms of employment and York's economy?

8.1.1 Yes. Policies EC1 – EC5 are consistent with the economic role of planning, contributing to the achievement of sustainable development and building a strong, competitive economy. The overall approach to economic development was considered in Phase 2 and Strategic employment sites ST19, ST26 and ST37 in Phase 3 and the related CYC hearing statements address soundness issues. University of York matters are addressed in the Council Phase 4 Matter 2 statement.

Positively Prepared

8.1.2 The economic policies seek to deliver York's spatial strategy and meet objectively assessed needs (as discussed and updated at Phase 2, Matter 3). Ongoing engagement with neighbouring authorities has not identified any unmet requirements for employment land that need to be addressed.

8.1.3 The sites and locations identified by Policy EC1 contribute to delivering the Spatial Strategy, in combination with other employment policies in the Plan, providing sufficient land to accommodate an annual provision of around 650 new jobs as required by Policy SS1 (CD001) and achieving sustainable development (they have been subject to Sustainability Appraisal). Policy EC2 in particular, alongside EC1, is integral to the Plan strategy for meeting needs as explained in the Council's Phase 2 Matter 3 hearing statement and hearing sessions.

8.1.4 Policies EC3 and EC5 positively respond to the characteristics of York, as a main urban area with adjacent rural areas including villages. Policy EC4 responds to the significance of tourism to the York economy (which is further explained in the Local Plan spatial portrait, CD001 paras 1.41-1.44).

Justified

8.1.5 A significant evidence base underpins the economic policies. This provides an assessment of business needs and an understanding of past and projected economic conditions. The **evidence base** for Policies EC1-EC5 includes:

- The Employment Land Review (2016) (SD064) and Employment Land Review Update (2017) (SD063)
- City of York Economic Development Strategy (SD070)
- York Economic Outlook, 2019 (EX/CYC/29)

8.1.6 The policies also reflect the approaches and priorities of:

- The City Vision 2030 (para 1.12, CD001) and Council Plan (para 1.13, CD001) which both focus on prosperity, including thriving businesses and good quality jobs

- The York Economic Strategy (SD070), which as explained in the Local Plan (paras 1.17 & 4.12, CD001) supports a high value economy and aims to continue to creatively develop York's tourism and culture offer, and to raise the city's profile as a quality visitor destination through targeted campaigns.

- 8.1.7 The choice of sites for employment has drawn on the **site selection methodology** (SD064, Employment Land Review 2016, Section 6, paragraphs 6.1.2 & 6.1.3). As explained for Phase 3, Matter 6 Hearing, site ST37 reflects planning consents on the site and the outcomes of more recent site allocation and sustainability appraisal work.
- 8.1.8 All potential employment land sites were scored against a four-stage criteria-based methodology, reflecting the emerging Spatial Strategy and the spatial shapers. Sites were avoided in areas important for the protection of the City's unique heritage, for the protection of environmental assets, and for the appropriate management of flood risk. The scope to achieve accessibility to sustainable modes of transport and a range of services was the fourth consideration. Employment sites needed to score above 13 points to be taken forward to the next stage (and satisfy a minimum access requirement for criteria 4).
- 8.1.9 Sites passing Stage 1 were then taken to **CYC's Technical Officer Group** for more detailed consideration regarding their potential for development. Shortlisted sites were subject to an **economic assessment** (SD064, Section 6) from consultants Driver Jonas Deloitte regarding economic potential (Site Selection Technical Paper (June 2013) Annexes 16 & 17 - Deloitte Assessments, SD072b, Annex 16). This assessment considered alignment with private sector requirements and demand for employment land, and market trends, and the achievement of local and wider economic ambitions
- 8.1.10 Thematic policies and sites (as in EC1) have been subject to **Sustainability Appraisal** which included the consideration of reasonable alternatives. The City of York Local Plan Sustainability Appraisal Publication Draft Regulation 19 Consultation February 2018 (CD008) assessed the performance of the 80 thematic policies contained within the Local Plan Publication Draft. Policies EC1-EC5 have been tested against the 15 SA objectives and with commentary provided to describe the potential effects. Where appropriate, mitigation measures were identified in order to address adverse effects and enhance positive effects.
- 8.1.11 Paragraphs 6.6.5 to 6.6.13 of the SA (CD008) cover economy and retail policies: 'Section 4 of the Local Plan Publication Draft contains nine policies which identify those sites which will accommodate different types of economic growth, protect overall supply of employment sites and addresses specific aspects of economic growth including retail development. Overall, the policies have been appraised as having a positive effect on the SA Objectives, in particular significant positive effects are expected against health and wellbeing (SA Objective 2), jobs and employment (SA Objective 4), equality and access (SA Objective 5) and sustainable travel (SA Objective 6). Minor

positive effects are anticipated against the housing (SA Objective 1), education (SA Objective 3), land resources (SA Objective 9) and waste (SA Objective 11) objectives. Appraisal summaries for Strategic Sites (pages 117-118) and for general employment site allocations (pages 124-125) are set out in CD008.

Effective

- 8.1.12 An 'Employment allocations in Policy EC1 Note, 22 August 2022' has been issued (EX/CYC/107). This note contains site profiles for each employment land site included within Policy EC1 of the City of York Local Plan – Publication Draft [CD001]. Included with each site profile is site specific, supporting information on site availability provided by individual landowners/agents along with details of any permissions and current planning applications.
- 8.1.13 Site E8, Wheldrake Industrial Estate, is now a community wood planted out by local school children and the land is no longer available for employment use. The other strategic and non-strategic sites included in Policy EC1 are deliverable over the period, based on the site selection and independent economic assessment findings (as set out in SD064), responses to previous LP consultation stages and ongoing checks with site promoters to confirm availability and deliverability for employment use.
- 8.1.14 Policy EC2 requires evidence and objective assessment as to viability and the need for the land/or buildings for employment. The supporting text (paragraph 4.9, CD0001) explains that the evidence should be proportionate.
- 8.1.15 Policy EC3 ensures the protection of residential amenity and avoids significant adverse environmental impact – so that appropriate development is deliverable (working with Policy ENV 2). The criteria for Policies EC4 and EC5 provide clarity as to what proposals would be supported to contribute to a sustainable and diverse economy.

Consistency with National Policy

- 8.1.16 The economic policies are consistent with the economic role of planning (NPPF 2012), contributing to the achievement of sustainable development and building a strong, competitive economy.
- Policy EC1 encourages economic growth as part a clear economic vision and strategy for York (NPPF paragraph 21) and identifies land that is suitable to provide for the forecast growth in the York economy and protects this land from other uses. Sites have been assessed and updated for availability, thereby being regularly reviewed (NPPF paragraph 22).
 - Policy EC2 helps to encourage economic growth alongside EC1 and helps to guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs (NPPF paragraph 70).
 - Policy EC3 facilitates flexible working practices such as the integration of residential and commercial uses within the same unit (NPPF

paragraph 21) and supports a balance of land uses within their area so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities (NPPF paragraphs 37 & 38)

- Policy EC4 supports a key strong and existing business sector for York (NPPF paragraph 21) that is important for economic growth and promotes sustainable tourism (NPPF paragraph 28, in the context of the rural economy).
- Policy C5 aligns with NPPF Section 3: Supporting a prosperous rural economy (paragraphs 84 and 85) which provides details of how policies should achieve sustainable growth and expansion of all types of business in rural areas, enable diversification within a changing rural economy, allow appropriate sustainable rural tourism and leisure developments whilst seeking to retain the development of accessible local services and community facilities.

8.1.17 Modifications are proposed to EC1 – EC5 to improve the clarity of the policies for decision making purposes in line with NPPF 2012, update data where required (Table 4.1) and to reflect changes to the use classes order. Minor changes are also to policy E1 to delete text on York City Centre (addressed in SS3, R1 – R2), to policy EC2 to provide an indicative duration of marketing periods and to policy EC5 in relation to caravan sites to ensure consistency with Green Belt policies. These proposed modifications are out in Appendix 1.

8.2 Do Policies R1 to R4 deal effectively with the retail sector?

Effective Policies

8.2.1 Yes. First, Policies R1 – R4 cover the geographical hierarchy of retail of locations including the City Centre, district, local and neighbourhood parades and Out of Centre Retailing. The policies apply a retail hierarchy and sequential approach to retail development in York, protecting vitality and viability of the city centre, district and local centres. The identification of a network of centres in Policy R1 provides clarity as to the appropriate location of main town centre uses. Policies R2 and R3 set out more specific policy requirements for the centres in the network. Policy R4 reflects the current provision of and potential for out of centre retailing.

8.2.2 It is recognised that neighbourhood parades fall outside the definition of town centres contained within the NPPF (2012). However, SD065 The Retail Study Update (paragraph 9.25) identifies that these centres perform an important role in catering for the needs of a discreet catchment and therefore contribute to York's overall retail function. It is considered that the retail hierarchy identified in policies R1 and R2 (and including neighbourhood parades) is appropriate as it consolidates, maintains or improves the function of these centres.

Sustainable Policies

8.2.3 The approach in Policies R1 – R4 is supported by the Sustainability Appraisal (CD008 paragraph 6.6.8). Overall, the (employment and) retail policies (R1-R4 inclusive) have been assessed as having a significant positive effect on

SA Objective 4 (jobs and economy). The implementation of Policy R1 would help to maintain and enhance the viability and vitality of the city centre, district and neighbourhood centres whilst Policy R4 will help to ensure that out of centre retailing is only permitted in specific circumstances and where it could be demonstrated that there would be no adverse impacts on the city centre.

- 8.2.4 The retail hierarchy set out in Policy R1 would help to reduce the need to travel by ensuring that services and facilities are located in existing locations, which are already well served by public transport.
- 8.2.5 The objective of the plan is to strengthen the role of existing centres and limit out of centre development (Policies R1 –R4). The Heritage Impact Appraisal (SD101, page 79) has identified that concentrating town centre uses within the City Centre will help to maintain the city’s dense urban fabric.
- 8.2.6 The emphasis of the retail policies upon strengthening the role of existing centres and therefore reducing the amount of greenfield land required for new retail developments will promote the positive use of land. In response to this, Policies EC2, EC6 and R1-R4 have been appraised a minor positive against Objective 9 (land use).
- 8.2.7 No significant negative effects were identified during the appraisal of the Economy and Retail policies.

Evidence Base

- 8.2.8 The Retail policy approach in the Local Plan draws on the 2014 City of York Retail Study Update and Addendum (September 2014) SD065, produced by WYG Planning, which addresses current and emerging retail trends, the planning policy context, household survey results, District & Local Centres and Parades, population and expenditure, baseline capacity and the Growth Strategy for York.
- 8.2.9 Since the retail evidence base was produced in 2014 the UK retail sector has encountered two key structural changes, the departure from the European Union, and the onset of the Covid 19 pandemic. Whilst it is not possible for the Plan to properly gauge these impacts until trends become clearer, the Plan does already respond to retail uncertainty / fluctuations in conditions (in line with paragraph 21 NPPF 2012 – referring to the wider economic aspirations) to a degree, based on providing a flexible retail policy framework and acknowledging the uncertainty that exists by provisions in the Plan relating to monitoring risks and the review of the Plan in light of these. CYC will continue to monitor these trends and in line with Section 15 of the Plan, and an update could be triggered if the retail policies are no longer effective or appropriate.
- 8.2.10 Studies such as the [High Street Task Force 2020/21 Review of High Street Footfall in England](#) have indicated that holiday and speciality towns have recovered quicker (in terms of high street footfall) than major cities and regional centres. Places with unique attractions and a range of services have fared better since the pandemic than those focusing more narrowly on high street

retail – reinforcing the importance of sense of place, heritage, greenspace and the ‘experiential offer’. Markets, festivals and events are often key parts of this offer. The importance of cultural and community facilities, character and environmental quality is recognised in Policy R2. The role of Newgate and other markets and the quality and appearance of the city centre are reflected in Policy R3. The Local Plan’s vision emphasises the City’s special qualities and distinctiveness, and other policies such as for tourism (EC4), placemaking (D1) and cultural provision (D3), also work alongside the retail policies.

- 8.2.11 A detailed assessment of the impacts of the changes in the Use Class Order in 2020 on retail has not been made. It is considered too early to be able to model the impacts of the changes, although it is likely that the impacts may be more minor in relation to retail development than other forms of development, given that the previous version of the Use Class Order 1987 (as amended) allowed for significant change away from A1. Section 15 of the Local Plan allows for ongoing monitoring of the Local Plan to ensure that the plan is achieving its objectives. Modifications are proposed to policies to reflect Use Class Changes (as set out in Appendix 1).

Consistency with National Policy

- 8.2.12 Policy R1 (Retail Hierarchy and Sequential Approach) and Policy R4 (Out of Centre Retailing) are both consistent with section 2 (paragraph 23) of the 2012 NPPF which suggests policies should be positive, promote competitive town centre environments, and set out policies for the management and growth of centres over the plan period. The market share of the city centre has been gradually declining since 2000 and further out of centre developments and developments in neighbouring regional centres are likely to have a further impact upon this market share and reduce the overall vitality and viability of the centre. Policies in the Plan (R1 to R4) seek to support the city centre retail offer and enhance / maintain its market share and ensure that the city centre remains its primary retail destination as part of its multi layered offer.

- 8.2.13 Paragraph 24 of 2012 NPPF states that:

“Local planning authorities should apply a sequential test to planning applications for main town centre uses that are not in an existing centre and are not in accordance with an up-to-date Local Plan. They should require applications for main town centre uses to be located in town centres, then edge of centre locations and only if suitable sites are not available should out of centre sites be considered. When considering edge of centre and out of centre proposals, preference should be given to accessible sites that are well connected to the town centre. Applicants and local planning authorities should demonstrate flexibility on issues such as format and scale.”

- 8.2.14 Policy R1 states that main town centre uses will be directed to the city, district, local centres and neighbourhood parades and requires an impact assessment for proposals outside a defined centre and over a threshold. A sequential test is only required for additional out of centre retail provision, as set out in policy R4. In this regard, policy R1 is not in conformity with the 2012 NPPF, which requires that all main town centre uses not in an existing centre apply the

sequential test. As such, a modification is proposed to require that all proposals for main town centre uses outside an existing centre are required to apply the sequential test as set out in Appendix 1.

8.3 Is Policy SS3 a sufficient guide to development in the City Centre?

Positive Policy Approach

8.3.1 Policy SS3 (York City Centre) sets out the broad role of York City Centre, recognising that York City Centre forms the economic, social and cultural heart of York. Its special qualities will be conserved and enhanced, whilst helping to achieve the economic and social aspirations of the Plan. The policy recognises that the City Centre is a priority area for a range of employment uses and is fundamental in delivering the plan's economic vision. It emphasises that the City centre will be the principal location for the delivery of economic growth through tourism, leisure and cultural sectors. The policy sets out in a number of bullet points the types of development which are acceptable in principle. Retail uses within the designated Primary Shopping Area (PSA) are acceptable in principle; outside the PSA sequential and impact tests should be applied, to protect the vitality and viability of the city centre. Main town centre uses will only be acceptable in non-city centre locations where they are in accordance with policy R1.

8.3.2 The policy allocates 3 sites for city centre uses: ST32 Hungate (328 dwellings), ST20 Castle Gateway (mixed use) and elements of ST5 York Central falling within the city centre boundary (mixed use). These sites are considered suitable for bringing forward key city centre uses over the plan period, thereby supporting the vitality and viability of the city centre.

8.3.3 The evidence base set out above at 8.2.8 underpins Policy SS3 and the policy has been subject to Sustainability Appraisal (see 8.2.3 to 8.3.7 above).

Consistency with National Policy

8.3.4 Policy SS3 reflects the approach in NPPF 2012, recognises town centres as the heart of communities and states that local plans should pursue policies which support their vitality and viability. The policy also reflects the NPPF's requirement to define the extent of town centre and primary shopping areas based on a clear definition of primary and secondary frontages in designated centres and set policies that make clear which uses will be permitted in such locations. The policy also reflects NPPF 2012, paragraph 23 as protects against loss of town centre uses and allocates sites which will contribute to accommodating main town centres uses. ST20 Castle Gateway (mixed use) and parts of ST5 York Central falling within the city centre boundary (mixed use).

8.3.5 Modifications are proposed to R1 to R4 to improve the clarity of the policies for decision making purposes in line with NPPF 2012, make clearer the application of the sequential test required by national policy and to reflect changes to the use class order.

Appendix 1 – Proposed Modifications

Section 4: Economy and Retail

- 4.1 It is important that the plan helps to deliver the city’s economic ambitions by providing sufficient land to meet the level of growth set out in the Spatial Strategy. An Employment Land Review (2016) (ELR) has been prepared which brings together evidence on the demand for and supply of employment land. Demand has been calculated using a well established method of converting econometric forecasts into floorspace/employment land. The starting point for this was job growth forecasts by Oxford Economics (OE) wherein a baseline scenario and two further scenarios were considered; scenario 1 – higher migration and faster UK recovery, which identified and scenario 2 – re-profiled sector growth. Scenario 2 was endorsed as it reflected the economic policy priorities of the Council to drive up the skills of the workforce and encourage growth in businesses which use higher skilled staff. Scenario 2 will enable York to realise its economic growth ambitions as set out within the York Economic Strategy (2016), **and the emerging Draft Economic Strategy (2022)**, contributing to a vibrant economy.
- 4.2 The OE forecasts indicate jobs growth to be 650 jobs per annum over the plan period. To sensitivity test the 2015 OE projections, the latest Experian economic forecasts used within the Regional Econometric Model have been used. It is important to ensure there is sufficient flexibility within the land supply for a range of scenarios rather than an exact single figure which one can precisely plan to with complete certainty. In summary the Experian model broadly supports the original growth projections included in the OE 2015 model.
- 4.3 The policies in this section identify the locations that will accommodate employment uses, protect the overall supply of employment sites and address specific aspects of economic growth including the impact of business activity in residential areas, tourism and rural business.
- 4.4 Finally this part of the Plan deals with the specific planning issues raised by the growing and changing retail sector of the local economy, including the retail hierarchy and provision in different locations – the city centre, district centres, local centres, neighbourhood parades and out of centre.

Policy EC1: Provision of Employment Land

Provision for a range of employment uses during the plan period will be made on the following strategic sites **(those over 5ha)**:

Site	Floorspace	Suitable Employment Uses
ST5: York Central	100,000sqm	Office (Use Class E) B4a
ST19: Land at Northminster Business Park (15ha)	49,500sqm	Light Industrial (Use Class E) B4e, Industrial (Use Class B2) and Storage/Distribution B8). May also be This site is suitable for an

		element of Office (Use Class E) in line with Policy SS23 B1a.
Heslington Campus East and ST27: University of York Expansion (21.2ha)	46,000sqm	Knowledge based businesses (Use Class E)
ST27: University of York Expansion (21.5ha)	Campus East and ST27 will across both sites deliver up to 25ha of B1b knowledge based businesses including research led science park uses identified in the existing planning permission for Campus East.	
ST26: Land South of Airfield Business Park, Elvington (7.6ha)	25,080sqm	Research & Development (Use Class E) B1b, Light Industrial (Use Class E), Industrial (Use Class B2) and Storage/Distribution B8).
ST37: Whitehall Grange, Wigginton Road (10.1ha)	33,330sqm	Storage/Distribution B8.

York City Centre will remain the focus for main town centre uses (unless identified above). Proposals for main town centre uses for non city centre locations will only be considered acceptable where it can be demonstrated that they would not have a detrimental impact on the city centre's vitality and viability and the sustainable transport principles of the Plan can be met.

Provision for a range of employment uses during the plan period will be made on the following other sites:

Site	Floorspace	Suitable Employment Uses
E8: Wheldrake Industrial Estate (0.45ha)	1,485sqm	B1b, B1c, B2 and B8.
E9: Elvington Industrial Estate (1ha)	3,300sqm	B1b, B1c, B2 and B8. Research & Development (Use Class E), Light Industrial (Use Class E), Industrial (Use Class B2) and Storage/Distribution B8).
E10: Chessingham Park, Dunnington (0.24ha)	792sqm	B1c, B2 and B8. Light Industrial (Use Class E), Industrial (Use Class B2) and Storage/Distribution B8).
E11: Annamine Nurseries. Jockey Lane (1ha)	3,300sqm	B1a, B1c, B2 and B8. Office (Use Class E), Light Industrial (Use Class E), Industrial (Use Class B2) and Storage/Distribution B8).
E16: Poppleton Garden Centre (2.8ha)	9,240sqm	B1c, B2 and B8. Light Industrial (Use Class E), Industrial (Use Class B2) and Storage/Distribution B8). May also be suitable for an element of Office (Use Class E) B1a.

E18: Towthorpe Lines, Strensall (4ha) *	13,200sqm	B1c, B2 and B8 uses- Light Industrial (Use Class E), Industrial (Use Class B2) and Storage/Distribution B8).
* Given the site's proximity to Strensall Common SAC (see explanatory text), this site must also take account of Policy GI2.		

See also Policy SS1, SS22 and ED3

Explanation

4.5 The Local Plan identifies land that is suitable to provide for the forecast growth in the York economy and protects this land from other uses. Specific policies are included in Section 3: Spatial Strategy to guide the implementation of development on the strategic employment sites which include detailed planning principles.

The Need/Demand for Land for Employment

4.6 The overall forecast for growth in jobs that is set out in Policy SS1: Delivery Sustainable Growth for York has been disaggregated into the different economic sectors and converted into floorspace requirements using widely recognised job density and plot ratio assumptions. These calculations include an allowance for existing commitments arising from unimplemented planning permissions and additional provision to provide flexibility in choice of premises and the loss of existing now outdated buildings. The detailed analysis that underpins this work can be found in the ELR (2016). The ELR Update (2017) has adjusted floorspace requirements to take account of development between 2012-2017 and to reflect the revised plan period 20127-2038. A 5% vacancy factor and an additional 2 year land supply to allow for time for developments to be complete has also been added to calculations. Overall, around 38ha of new employment land is required; within this the largest components are 13.8ha for B1a and 16.1ha for B8 uses, as shown at Table 4.1 below.

Table 4.1: Employment Land Requirements 2017-2038 (including 5% vacancy), Factoring in Change of Supply 2012-2017 and Including 2 Years Extra Supply, updated March 2022

Use Class	2021-33		2033-38		Total 2021-2038	
	Floorspace (m2)	Land (Ha)	Floorspace (m2)	Land (Ha)	Floorspace (m2)	Land (Ha)
Office (formerly B1a)	137,588	15.5	12,310	2.1	149,898	17.6
Research and Development (B1b)	15,655	3.7	1,644	0.4	17,299	4.1
Light Industrial (formerly B1c)	11,218	1.9	1,435	0.4	12,653	2.3
General Industrial (B2)	0	0	0	0	0	0
Storage and Distribution B8	54,986	10.5	15,705	3.2	70,691	13.7
B Uses Sub Total	219,447	31.6	31,094	6.2	250,541	37.7
D2	-17,887	-1.1	4,398	1.1	-13,489	0.0
Totals	201,560	30.5	35,492	7.2	237,052	37.7

Table 4.1: Employment Land Requirements 2017-2038 (including 5% vacancy), Factoring in Change of Supply 2012-2017 and Including 2 Years Extra Supply

Use Class	2017-33		2033-38		Total 2017-2038	
	Floorspace (m ²)	Land (Ha)	Floorspace (m ²)	Land (Ha)	Floorspace (m ²)	Land (Ha)
B1a	94,771.32	11.7	12,310	2.1	107,081	13.8
B1b	7,883.40	2.1	1,644	0.4	9,527	2.5
B1c	8,480.60	1.5	1,435	0.4	9,916	1.9
B2	0.00	0.0	0	0	0	0.0
B8	69,034.70	12.9	15,705	3.2	84,740	16.1
B uses sub-total	180,170	28.2	31,094	6	211,264	34.3
D2	15,577	2.7	4,398	1.1	19,975	4
Total	195,747	30.9	35,492	7.1	231,239	38.1

4.7 The schedule of sites in the policy includes a description of the types of uses that different sites are expected to be able to accommodate. To enable choice and churn a range of employment uses will be considered alongside other relevant policies in the plan, such as Policy EC3 (Business and Industrial Uses within Residential Areas).

Site Selection

4.8 The choice of sites for employment has drawn on the outcome of the assessment of all sites put forward for development by interested land owners and tested through the site selection methodology. This methodology enabled the identification of a shortlist of sites in sustainable locations and has safeguarded the special character of the city and its surroundings. The ELR (2016) sets out the methodology for the further economic assessment of shortlisted sites, informed by previous economic appraisals. Whilst using best practice, the methodology was also informed by local economic knowledge.

4.8a The location of allocation E18 adjacent to Strensall Common SAC means that a comprehensive evidence base to understand the potential impacts on biodiversity from further development is required. Strensall Common is designated for its heathland habitats but also has biodiversity value above its listed features in the SSSI/SAC designations that will need to be fully considered. Although the common is already under intense recreational pressure, there are birds of conservation concern amongst other species and habitats which could be harmed by the intensification of disturbance. In addition, the heathland habitat is vulnerable to changes in the hydrological regime and air quality, which needs to be explored in detail. The mitigation hierarchy should be used to identify the measures required to first avoid impacts, then to mitigate unavoidable impacts or compensate for any unavoidable residual impacts, and be implemented in the masterplanning approach.

Potential access points into the planned development also need to consider impacts on Strensall Common.

Delivery

- Key Delivery Partners: City of York Council; developers; and landowners
- Implementation: Planning applications

Policy EC2: Loss of Employment Land

When considering proposals which involve the loss of land and/or buildings which are either identified, currently used or were last used for employment uses, the council will expect developers to provide a statement to the satisfaction of the Council demonstrating that:

- i. the existing land and or buildings are demonstrably not viable in terms of market attractiveness, business operations, condition and/or compatibility with adjacent uses; and
- ii. the proposal would not lead to the loss of an employment site that is necessary to meet employment needs during the plan period.

See also Policy SS1 and EC1

Explanation

4.9 When considering the loss of employment land and/or buildings the Council will expect the applicant to provide evidence proportionate to the size of the site of effective marketing the site/premises for employment uses for a reasonable period of time **and in most cases not less than 18 months**. Where an applicant is seeking to prove a site is no longer appropriate for employment use because of business operations, and/or condition, the council will expect the applicant to provide an objective assessment of the shortcomings of the land/premises that demonstrates why it is no longer appropriate for employment use. This includes **all** employment generating uses, **not just office or industrial uses** ~~outside the B use classes~~. Where there have been changes to adjacent uses e.g. new housing development, which are creating an incompatibility with employment uses the Council will expect a clearly argued assessment of what changes have taken place and when, and why this has led to an incompatibility between uses.

4.10 Policy SS1: Delivering Sustainable Growth for York sets out the need for employment land. Any proposal which would lead to the loss of a site allocated through Policy EC1 above will be resisted unless there is compelling evidence to demonstrate that the site is no longer needed - for example, because of significant changes in the economic circumstances in the district. It is particularly important that Grade 1 offices in the city centre, York Central (ST5) and other high access locations are protected where there remains a proven need.

Delivery

- Key Delivery Partners: City of York Council; developers; and landowners.
- Implementation: Planning applications.

Policy EC3: Business and Industrial Uses within Residential Areas

Proposals for new or to extend or change the use of existing business and industrial premises within residential areas will only be permitted where they will not significantly harm the amenity of the surrounding area.

Where appropriate, improvements will be sought which enable:

- harmful uses within the site to be relocated further away from residential areas or removed altogether;
- the appearance of existing buildings to be improved;
- boundary screening to be provided or improved; and
- the site layout, parking and access to be altered.

Planning conditions or legal agreements will be used, to ensure that any improvements are implemented before the new development is brought into use.

See also Policy D1 and ENV2

Explanation

- 4.11 Policy EC3 aims to ensure that where extensions to or new business and industrial premises are proposed in residential areas, the amenity of those residential areas is protected. Harmful uses are those which could subject residents to significant adverse environmental impacts without effective mitigation measures, such as noise, vibration, odour, fume/emissions, dust or light pollution. Policy EC3 should be applied in conjunction with Policy ENV2 'Managing Environmental Quality'.

Delivery

- Key Delivery Partners: City of York Council; developers; landowners; and businesses
- Implementation: Planning applications; and developer contributions.

Policy EC4: Tourism

Tourism in York will contribute to a diverse economy. This will be achieved by supporting proposals that relate to the following:

- maintaining and improving the choice and quality of visitor accommodation to encourage overnight stays, particularly by higher spending visitors;
- the provision of quality visitor attractions including temporary structures throughout the year especially ones with a national/international profile, in locations which are easily accessible by a variety of transport modes and complement York's existing cultural heritage;
- the retention and growth of existing visitor attractions;
- maintaining and improving the choice and quality of business, conferencing and events facilities to encourage business visitors;
- the enhancement of the built environment and public realm, particularly around access to the river and showcasing York's built heritage; and
- the establishment of a more diverse evening economy.

Explanation

4.12 A key aim of the York Economic Strategy (2016) is to continue to creatively develop York's tourism and culture offer and to raise the city's profile as a quality visitor destination. Tourism, leisure and cultural developments should be directed towards the city centre or other particularly significant attraction locations like York Racecourse with its conferencing facilities. Where suitable sites are not available in the city centre, sites in edge- of-centre locations will be considered and, if no suitable sites are available in any of the preferred locations, out-of-centre sites will be considered. Where edge-of-centre or out-of-centre sites are considered, preference will be given within each category to accessible sites that are well connected to the city centre.

4.13 Hotels are defined as a town centre use and they play an important role in supporting the economic well being and vibrancy of York's city centre. Appropriately located accommodation is important. Further, the city centre is a sustainable location which is accessible by a range of transport modes. This policy supports the role of the city centre as the primary location for hotels.

Delivery

- Key Delivery Partners: City of York Council; developers; landowners; and businesses.
- Implementation: Planning applications; and developer contributions.

Policy EC5: Rural Economy

In addition to the allocation in villages in Policy EC1, York's rural economy will be sustained and diversified through:

- supporting appropriate farm and rural diversification activity including office and leisure development (~~Use Classes B and D~~);
- permitting camping and caravan sites **(on a temporary or permanent basis)** for holiday and recreational use where proposals can be satisfactorily integrated into the landscape without detriment to its character, are in a location accessible to local facilities and within walking distance of public transport to York, and would not generate significant volumes of traffic
- attaching a seasonal occupancy condition to permissions for visitor accommodation where it is not suitable for year-round occupation by nature of its location, design or proximity to a habitat that needs extra protection at certain times of the year.

See also Policy EC1 and GB1

Explanation

- 4.14 The land-based sector, and in particular agriculture, has undergone considerable restructuring over the post war period, and is set to continue to restructure as a consequence of both local and global changes. These changes are happening at a rapid rate, can be difficult to predict and are likely to exert a combination of positive and negative pressures on the **Authorities** rural economy. Policy EC5 is intended to support and be flexible to the needs of those who rely on the land-based economy. It also supports new opportunities that may arise from future changes.
- 4.15 The Plan has identified a number of employment sites in villages which are allocated through Policy EC1. These will help to maintain an employment base in villages which can help support the provision of other services in the village.
- 4.16 The reuse of farm buildings for business and leisure activities including small scale manufacturing or office uses can bring additional jobs to the rural economy and provide accommodation for businesses that do not need an urban location.
- 4.17 With a combination of its attractive countryside and major visitor attractions in and around York, the rural area will continue to see pressure for tourist related uses. Camping and caravan sites can provide useful low cost accommodation, however they can seriously harm the landscape if they are insensitively located or become too large. All proposals will be expected to be unobtrusive within the landscape and be in keeping with the character of the rural area. The scale of the proposals will be an important factor as often small sites are assimilated into the landscape more easily than larger sites. **In Green Belt locations, caravan sites are inconsistent with policy requirements to protect openness, temporary permissions may be considered, where other criteria are met.**
- 4.18 The provision of a range of tourist accommodation across the authority area is supported. There is a growing interest in the provision of self-catering chalet holiday home parks that are available throughout the year. The Council will support, in principle, the provision of this form of accommodation but will restrict the occupancy of these units to ensure that they cannot be used as residential accommodation. In some instances proposals will come forward in locations where residential development would not be supported under this Plan. Self-catering holiday chalets are supported by this Plan on the basis that they will support the tourism industry in York. For this reason, occupancy conditions will be imposed to ensure such

accommodation is not used as a sole or main place of residence and to ensure the accommodation is only available for holiday lettings.

Delivery

- Key Delivery Partners: City of York Council; developers; landowners; and businesses
- Implementation: Planning applications; and developer contributions.

Policy R1: Retail Hierarchy and Sequential Approach

The vitality and viability of the city centre, district and local centres and neighbourhood parades will be maintained and enhanced. The existing network will form the focal point for uses, services, and facilities serving the surrounding population. The scale, character and role of the centres define their position within the hierarchy. The network of centres within the district is as follows:

- York City Centre;
- district centres;
- local centres; and
- neighbourhood parades.

In order to safeguard and enhance the established retail hierarchy any proposals for additional retail provision outside the defined city, district and local centres will be subject to the requirements set out in Policy R4.

Main town centre uses will be directed to the city, district and local centres defined in this policy, and in accordance with other Local Plan policies in relation to specific uses. Proposals for main town centre uses outside of an identified centre should undertake a sequential test to identify why the proposal cannot be accommodated in a sequentially preferable location.

Proposals for main town centre uses outside a defined city, district or local centre must be subject to an impact assessment where the floorspace of the proposed development exceeds the following thresholds:

- outside York city centre: greater than 1,500 sqm gross floorspace.
- outside a district centre: greater than 500 sqm gross floorspace.
- outside a local centre: greater than 200 sqm gross floorspace.

These thresholds should also be applied where variation of condition applications are proposed to change the nature of goods sold within a unit.

Advice should be sought from the Council in relation to which defined centre/s the impact is likely to be on, which will be linked to the nature of the proposal and proximity to defined centre/s. Applicants should seek to agree the scope of the impact assessment which should be appropriate to the scale and nature of the proposed development and to identify any specific local issues.

An impact assessment may be required below these thresholds where a proposal would have an independent or cumulative impact on the vitality and viability including local consumer choice and trade on a defined centre, or have a significant impact on existing, committed and planned public and private investment in defined centres.

See also Policy R2, R3 and R4

Explanation

- 4.19 It is important that the City of York has a hierarchy of centres that are able to adequately service the day to day retail and community needs of the local population

in as close a proximity to their homes as possible. This will help to promote sustainable shopping patterns as people should not have to travel far to meet their day to day needs, thereby reducing congestion in larger centres. This approach will help to ensure that lively, thriving places to visit and live are created which provide for both the retail needs of the local population, as well as community facilities such as doctors surgeries and libraries. The creation of a network of centres to serve local needs is particularly important for less mobile and more vulnerable members of the community. It is therefore necessary for York City Centre to be supported by a network of district centres, local centres and neighbourhood parades.

- 4.20 In order to determine the classification of each centre, an understanding of the distinct roles of district and local centres and neighbourhood parades was required. The existing centres in the City of York have been reviewed to identify the most appropriate role for those centres in a consolidated hierarchy of district and local centres and neighbourhood parades which is set out in the City of York Retail Study Update and Addendum (2014). A centre's status within the retail hierarchy is determined by a number of factors, these include floorspace, number, size and type of shops, the provision of non-retail facilities, characteristics of the centre, catchment area and proximity to other centres.
- 4.21 In accordance with best practice, to protect the vitality and viability of the city, district and local centres identified in the retail hierarchy it is appropriate to identify thresholds for proposals for main town centres uses in edge of centre and out-of-centre locations which should be subject to an impact assessment. For development of main town centres uses outside of the defined centres in the retail hierarchy thresholds have been set whereby an impact assessment will be required to assess any impacts on nearby centres from new proposals. A tiered approach whereby the threshold applied to proposals not in an identified centre varies in relation to the role and function of the particular centre is set out in Policy R1. For a centre the size of York City Centre, performing the regional and tourist role that it does, development providing greater than 1,500 sqm gross of floorspace for main town centre uses not in an identified centre will be subject of an impact assessment. Thresholds for development around the district centres are set at greater than 500 sqm gross, for local centres development proposals that are greater than 200 sqm. There may also be specific circumstances where the Council request an impact assessment below these thresholds.

Delivery

- Key Delivery Partners: City of York Council; developers;, landowners and retailers
- Implementation: Planning applications.

Policy R2: District and Local Centres and Neighbourhood Parades

For development proposals for main town centre uses within any of the district and local centres and neighbourhood parades regard will be had to enhancing the function, vitality and viability of the centres and parades. Development proposals for main town centre uses will be considered acceptable in principle providing that it:

- consolidates, maintains or improves upon the function, vitality and viability of the centre or parade in relation to its retail, cultural and community facilities;
- is of an appropriate scale and nature to the existing centre or parade and the retail hierarchy, maintains or enhances the character and environmental quality of the centre or parade;
- contributes positively to the range of services on offer; and
- does not have a significant detrimental impact upon local residents or the historic and natural environment.

~~Development proposals for main town centre uses outside defined district and local centres that would result in significant adverse impact on the continued or future function, vitality and viability of a centre will be refused.~~

See also Policy R1, R3 and R4

Explanation

- 4.22 National policy requires that the vitality and viability of existing centres is sustained and enhanced and that local authorities wherever possible plan for new development within them having regard to the role and needs of their catchments.
- 4.23 District and local centres and neighbourhood parades help to meet the day to day shopping needs of local residents and are sustainable places for growth. District centres are shown on the ~~proposals~~ policies map, local centres and neighbourhood parade boundaries can be found in the City of York Retail Study Update Addendum (2014) at Appendix 2. Management of centres and parades, their public spaces and buildings can contribute to providing accessible facilities as the population grows older. York has a number of large out of town developments and supermarkets which have the potential to impact upon the role and function of these centres. In addition, on-line shopping in recent years has become more popular and more convenient for customers, therefore it is important that the experience and quality of the shopping in district and local centres and neighbourhood parades is enhanced and maintained in order fulfil their role.
- 4.24 Subject to detailed viability and deliverability work as part of site master planning, local convenience and retail provision may be required to support the provision for local day to day shopping needs through the development of new centres within some of the strategic housing allocations (as identified in Section 3: Spatial Strategy). Proposals for any new retail development at the strategic sites will be subject to detailed **sequential test and** retail impact assessment in accordance with Policy R1. The scale of any retail development should also be considered through a master planned approach.

District Centres

Acomb

- 4.25 Acomb district centre comprises approximately 100 units and provides a wide variety of uses. The centre has a good convenience provision, including a large supermarket which offers a main food shopping destination within the centre. There is a good provision of both off and on street parking within Acomb. The centre provides for a wide catchment area outside the city centre. Overall, Acomb is a centre that has a good mix of uses with a good representation of shops and other local services however, the centre does have a high representation of uses such as betting shops, hairdressers, opticians and charity shops which is reducing the critical mass of comparison shopping in the centre. Acomb also has higher vacancy rates than Haxby district centre or York City Centre.
- 4.26 Opportunities to enhance the centre should be supported and its vitality and viability as a centre should continue to be monitored. Expansion of out of centre facilities will impact further upon the potential market share and function of the centre and should be carefully considered. The centre is surrounded by residential development and there is limited potential for large scale expansion of the centre but small scale opportunities to enhance the centre should be supported.

Haxby

- 4.27 Haxby district centre comprises approximately 60 units, with a variety of uses including specialist shops. The centre lacks a large supermarket and the Retail Study Update (2014) confirms that the centre does not provide a main food shopping destination due to the close proximity of large out of centre superstores at Monks Cross and Clifton Moor. Expansion of out of centre facilities will impact upon the potential market share and function of the centre. The centre is surrounded by residential development and there is limited potential for large scale expansion of the centre however, opportunities to enhance the centre should be supported.

Local Centres

- 4.28 There are also a number of large shopping parades within village centres and within the main urban area. These centres provide an essential facility for many residents of the city providing local services in sustainable locations. These centres make a major contribution to the sustainability and cohesion of the communities and neighbourhoods. Opportunities to maintain and enhance existing local centres will be supported and the provision of additional local centres to enhance the sustainability of new communities and strategic allocations will be supported subject to detailed retail impact assessment.

Neighbourhood Parades

- 4.29 Within York there are a number of neighbourhood parades comprising small parades of shops that cater for the day to day needs of the immediate local population. As such these parades have been included within the retail hierarchy and the vitality and viability of the parades will be protected. These shops fulfil a vital need for many residents without access to a car or who are reluctant to travel to the larger centres. Neighbourhood parades can provide local services in sustainable locations, such as convenience, hairdressers and cafes and these cater for different communities.

These parades make a major contribution to the sustainability and cohesion of the communities and neighbourhoods.

Delivery

- Key Delivery Partners: City of York Council; developers, landowners and retailers
- Implementation: Planning applications.

Policy R3: York City Centre Retail

The vitality and viability of the city centre is supported and enhanced, with the Primary Shopping Area (PSA) as shown on the proposals policies map and allocated sites providing the primary focus for any new retail floorspace. The PSA is defined as the area where retail development is concentrated and covers all primary shopping frontages and those secondary shopping frontages that are contiguous and closely related to the primary shopping frontage. New floorspace and support for existing retailers will be achieved through:

- the allocation of Castle Gateway as an area of opportunity, promoted for high quality mixed use development, including main town centre uses to support and enhance the offer within the PSA;
- supporting additional retail provision on secondary frontages in Hungate and the Stonebow area;
- the reuse, reconfiguration and development of existing units (subject to historic building and conservation considerations) to create additional floorspace and enable existing retailers to adapt to social and economic trends;
- ensuring the efficient use of land and buildings and support and provision of managed changes in the PSA to concentrate retailer uses towards prime areas within the PSA;
- supporting Newgate Market and occasional / festival markets in York;
- managing the provision of parking and public transport within the city to ensure that it supports the vitality of the centre; and
- improving the quality and appearance of the city centre, through the provision of improvements to public realm and city centre management of areas within the city centre.

In the PSA, proposals for new retail floorspace (use class **E A1**) will be **permitted supported**. Proposals for other main town centre uses (including food, drink and entertainment uses as part of a vibrant evening economy) will be supported where they:

- are complementary to the PSA's retail function and contribute to the vitality and viability of the city centre;
- have active frontages to reflect the character of the PSA; and
- would not have a detrimental impact on the overall character and amenity of the PSA in accordance with other relevant policies in the plan.

Primary Shopping Frontages

The concentration of **retail A1** uses in the primary shopping frontages, as defined on the proposal map, will be safeguarded and enhanced. Proposals that would involve the loss, by change of use or redevelopment, of ground floorspace class **E A1** shops will generally be resisted. However, proposals for other uses may be permitted if it can be demonstrated that:

- i. the proposal has an active frontage and contributes to the vitality and viability of the primary shopping frontage; the proposed uses will provide a service

- direct to members of the public and can demonstrate a comparable footfall generation to an **retail** A1 use;
- ii. the proposal will have an attractive shop front which contributes positively to the appearance of the street;
 - iii. the proposal would not result in non-retail uses being grouped together in such a way that would undermine the retail role of the street;
 - iv. a minimum of 70% **E** A4 uses will be required unless it can be demonstrated that it would be beneficial to the vitality and viability of the primary shopping frontage;
 - v. the proposal does not prevent upper floors from being effectively used, including the possibility of independent use; and
 - vi. there are not a large proportion of vacant ground floor premises in the immediate street.

Secondary Shopping Frontages

In secondary frontage areas, changes to non-retail use at ground floor level will be **considered favourably permitted** where it can be demonstrated that the proposal:

- a. would not result in an over-concentration of non-retail uses where the cumulative impact would lead to a negative impact on the shopping character and function of the secondary shopping frontage;
- b. would not result in an over concentration of similar non-retail uses that would lead to amenity problems;
- c. will have active and attractive shop frontages which contributes to the appearance of the street;
- d. would not result in the creation of dead frontage not in use during the normal trading day;
- e. is compatible with adjoining land uses; and
- f. does not prevent upper floors from being effectively used, including the possibility of independent use.

York Central

Ancillary retail uses at ST5: York Central will be supported in order to support the wider city centre and as part of a large strategic mixed use site. Proposals for non-ancillary retail uses on ST5 will be subject to sequential and impact tests.

See also Policy SS3, SS4 and R1

Explanation

- 4.30 In accordance with the NPPF, the focus for major new retail development and investment will be the city centre. The continued success of the city centre is important to the continued economic success of York and the wider region.
- 4.31 The market share of the city centre has been gradually declining since 2000 and further out of centre developments and developments in neighbouring regional centre are likely to have a further impact upon this market share and reduce the overall vitality and viability of the centre. The policy seeks to support the city centre retailing offer and enhance / maintain its market share and ensure that the city centre remains its primary retail destination as part of its multi layered offer.

Primary and Secondary Frontages

- 4.32 Primary shopping frontages are defined on the proposal map and reflect the current concentration of retail activity in York city centre around Parliament Street, Davygate, Coney Street, High Ousegate, Market Street, Shambles, Low Petergate, Blake Street and Stonegate.
- 4.33 Beyond the primary shopping frontages, the proposals policies map identifies the secondary shopping frontages, including streets such as Lendal, Swinegate and Grape Lane. These areas are well connected to the primary shopping areas and whilst also having a predominantly retail character, they contain other complementary uses such as leisure service, financial services and community uses which add to the wider diversity.
- 4.34 A changing town centre environment is recognised, where non retail uses (use class A1) contribute to a much greater role in a competitive town centre where and shopping activity is becoming more of a leisure activity, where use class E A3 and A4 food and drink uses operate alongside and complement traditional shopping facilities. **This is reinforced by changes to the use class order in 2020 and the introduction of use class E.** However it still remains important to manage the proportion of non-A1 E uses (in retail use or capable of occupation by retailers) in the primary and secondary frontage to ensure that other uses support and do not dominant dominate the primary retail function of the area to ensure the future vitality and viability remains. This is further required given the increased competition from out-of-centre retail facilities to ensure the integrity of the retail of the city centre is not diminished.

York Central

- 4.35 ST5: York Central provides an opportunity to accommodate retail floorspace as part of a vibrant mixed use community. The NPPF (2012) defines edge of centre for retail purposes as 'well connected locations and up to 300m from PSA'. Whilst part of ST5 falls within the city centre boundary (as shown on the proposals policies map), in retail terms this element of York Central is 'edge of centre' as it is more than 300m from the PSA. However, York Central is sustainably located and the southern part of the site is well connected to the city centre as a whole. The type and quantity of any retail provision on the York Central site will be informed by the health and market share of the city centre, impact (retail and traffic impact) and sequential considerations at the time of application and would be subject to a detailed retail assessment.

Markets

- 4.36 Newgate Market provides over 100 permanent pitches in the heart of York, the markets can provide a mechanism for new retailers to enter the market and offers additional diversity (both in convenience and comparison offering) to the existing retail provision within the city centre. Permanent market provision within York is enhanced by monthly farmers markets and special occasion / festival markets. The markets in York provide a valuable contribution to the city and added diversity to the retail offering.

Delivery

- Key Delivery Partners: City of York Council; developers; landowners and retailers.
- Implementation: Planning applications.

Policy R4: Out of Centre Retailing

Proposals for out of centre retailing will only be permitted where it:

- can not be accommodated in a sequentially preferable location in accordance with Policy R1;
- will not result in a significant adverse impact on existing, committed and planned public and private investment in York City Centre, and other relevant defined centres in the catchment area of the proposed development; and
- will not result in an individual or cumulative (significantly adverse) impact on the vitality and viability of any defined centre including local consumer choice and trade in the centre and wider area up to five years from the time the application is made.

Restrictions on floorspace or goods sold will be secured by condition to prevent out of centre proposals having a negative impact on the vitality and viability of the city centre.

See also Policy R1, R2, and R3

Explanation

- 4.37 York contains several out of centre retailing destinations as well as other free standing retail warehouses which are generally located on the periphery of the city but within the outer ring road. Further expansion in out of centre locations has the potential to undermine the viability, occupier interest and investment in the city centre and will only be permitted in accordance with the criteria set out in Policy R4. Sui-generis and uses such as bulky goods (non-food), car showrooms and trade counters (associated with manufacturing or storage premises) may be appropriate in out of centre locations, but will still be subject to impact and sequential testing in line the above policy and Policy R1.
- 4.38 To prevent out of centre proposals having a negative impact on the vitality and viability of the city centre restrictions on floorspace or goods sold will be secured by condition. Bulky goods can include the following:
- DIY goods.
 - Furniture and floor coverings.
 - Major household appliances whether electrical or not.
 - Audio-visual equipment.
 - Bicycles.
- 4.39 Some of York's out of centre retail destinations provide a wider role within the catchment. These are Monks Cross, the York Designer Outlet and Clifton Moor. These out of centre developments provide economic benefits to the wider city. However, their expansion has the potential to undermine the roles and functions of the city centre, district and local centres and has the potential to have significant detrimental impact upon the vitality and viability of these centres. Proposals for development within these out of centre retailing destinations that consolidate the existing function of these retail destinations as specialist locations for the sale of bulky comparison goods or other restricted comparison goods will generally be

supported provided the requirements for out of centre retail proposals detailed in Policy R4 are met.

Monks Cross

- 4.40 Monks Cross Shopping Park is located to the north of the city on the outer ring road; the shopping park consists of a number of high street retailers, two large supermarkets, a number of retail warehouses, restaurants and cafes and a leisure centre and stadium. Surrounding the shopping park are further retail warehouses, trade counters, car showrooms, business and offices, and industrial areas. In 2012 further development involving the redevelopment of the Stadium and a large scale retail development were permitted to the south of the existing shopping park. This expansion of the retail offer is open and trading and will absorb a substantial proportion of retail floorspace growth within the plan period. In March 2015, permission was granted for the provision of the Community Stadium, associated community hub and further retail and leisure development including retail units, restaurant units and a cinema. Careful evaluation of the impact of this development is required and no further out-of-centre floorspace is being allocated at this stage with out of centre development instead being dealt with through Policy R4.

Clifton Moor

- 4.41 Clifton Moor retail park is an established cluster of retail warehousing located to the north of the city on the outer ring road; the park consists of a large supermarket, a number of retail warehouses, trade counters, restaurants, fast food outlets, multiplex cinema and leisure club. Surrounding the park there are a number of office and industrial units. Clifton Moor is one of the largest retail parks in the country. Improvements to pedestrian and cyclist access to the retail park and movement around its different parts are encouraged.

York Designer Outlet

- 4.42 The Designer Outlet, situated to the south of the city on the A64 / A19 interchange provides a covered shopping centre within a landscaped setting with over 100 units offering a range of discounted designer and high street stores. It provides a modern, purpose built shopping experience with outlets for a range of national names as well as up-market fashion outlets.

Delivery

- Key Delivery Partners: City of York Council; developers; landowners and retailers
- Implementation: Planning applications.

Policy SS3: York City Centre

York City Centre is the economic, social and cultural heart of York. It is vital to the character and future economic success of the wider city. Its special qualities and distinctiveness will be conserved and enhanced whilst helping to achieve economic and social aspirations of the Plan. The streets, places and spaces of the city centre will be revitalised and key commercial developments will be delivered.

York City Centre is identified as a priority area for a range of employment uses and is fundamental to delivering the plans economic vision. During the plan period it will be the principal location in the City of York area for the delivery of economic growth in the tourism, leisure and cultural sectors. It will account for the majority of the employment growth identified in these sectors.

Within the city centre, as defined on the Proposals Policies Map, the following development types are acceptable in principle:

- Retail (A1 E) – within the designated Primary Shopping Area (PSA). Outside of the PSA the sequential test and impact tests will apply in order to protect the vitality and viability of the city centre;
- Office (B1a E);
- Food and Drink (A3/A4/A5 E);
- Hotels (C1);
- Leisure(D2);
- Arts, Entertainment and Recreation (E, F1 D4);
- Theatres (Sui Generis);
- Dwellinghouses (C3) ,in particular the reuse of upper floors for residential use is encouraged; and
- Finance and Professional Services (A2 E).

As shown on the Proposals Policies Map, the following city centre sites have been allocated:

- ST32: Hungate (328 dwellings);
- ST20: Castle Gateway (mixed use); and
- Elements of ST5: York Central falling within the city centre boundary (mixed use).

The city centre will remain the focus for main town centre uses (unless identified on the Proposals Policies Map). Proposals for main town centre uses for non city centre locations will only be considered acceptable in accordance with Policy R1 where it can be demonstrated that they would not have a detrimental impact on the city centre's vitality and viability and that the sustainable transport principles of the Plan can be met. Change of use of existing retail (use class E), office (Use Class E) Use Class A, B1(a) and town centre leisure, entertainment, and culture uses will be resisted.

Proposals that promote accessibility and movement are encouraged, particularly those that prioritise pedestrian and cycle movement and improve linkages between key places such as the railway station, York Central and the National Railway Museum, the Minster, Castle Gateway, Hungate and the universities.

York Minster Cathedral Precinct is approximately 8 hectares in size (as shown on the proposals policies map). The Minster is still the pre-eminent structure in the City of York today and it continues to play a significant role in the religious, social and cultural life of the city. The Council will work with the Minster authorities, as appropriate, to future plan for its development to better reveal the significances of its special character and appearance.

The following principles will be taken into account when considering city centre development proposals.

- i. Conserve and enhance the existing historic character of York City Centre whilst encouraging contemporary high quality developments that add to the sense of place and create a prestigious and desirable location for thriving businesses.
- ii. Enhance the quality of the city centre as a place and rediscover the outstanding heritage of the city with reanimated and revitalised streets, places and spaces and with improved settings to showcase important assets such as the Minster and Clifford's Tower.
- iii. Enhance the gateway streets leading into the city centre to give a better sense of arrival, including the entrance and gateways to the footstreets, to improve pedestrian and cycle routes and to encourage visitors to explore further. Streets include Gillygate, Goodramgate, Peasholme Green and Stonebow, Walmgate and Fossgate, Piccadilly, Micklegate and Bootham.
- iv. Design streets around place and quality, not vehicle movement, creating civilised streets that make the city centre easy, enjoyable and safe to move around.
- v. Create a strong evening economy by diversifying the current functions of the city centre to provide more for families and older people and encouraging activities to stay open later in the evening.
- vi. Retain and add to the city centre's retail offer and retain and strengthen independent shops.
- vii. Enhance the setting of the River Ouse and River Foss and their frontages, turning them into attractive, vibrant and bustling environments with improved access to the riverside and linkages to other parts of the city centre.
- viii. Positively promote and integrate the presence, roles and contributions of the University of York and York St John University in the city centre.
- ix. Deliver sustainable homes that provide quality, affordability and choice for all ages, including a good mix of accommodation.
- x. Provide community and recreational facilities to encourage healthy, active lifestyles including the provision of green amenity spaces in the city centre to help to combat the effects of higher temperatures, air pollutants, flooding and climate change.
- xi. Support the reduction of through traffic, improving the public transport offer and the delivery of a bus interchange at York Railway Station.

See also Policy SS4, SS5, EC1, R1, R3 and D1

Explanation

- 3.16 The city centre is the economic, social and cultural heart of York. Its historic core is internationally recognisable and one of the most revered places in the country with layers of heritage in its complex mosaic of buildings, streets and public spaces. The city centre is vital to the future success of the wider city. To ensure this success a

framework is required for the gradual and sensitive improvement of the area so that it is fit for 21st Century York, a plan for the next layer of history.

- 3.17 To provide this framework in the city centre, the principles set out in Policy SS3 will set a template and challenge for new sustainable development and improvements that sensitively consider the historic environment of the city.
- 3.18 It is recognised that York City Centre is competing with new city centre investments in places such as Hull, Leeds and further afield in Manchester and Newcastle Upon Tyne, but also faces competition from its own 'out of town locations'. Whilst the city centre has a lively and diverse range of activities, including some of the most attractive small, niche retailing environments in the country, the physical fabric within which it sits presents challenging movement and accessibility issues. Investment to improve this, together with facilitating new development proposals at Caste Gateway and Hungate which will bring additional mixed use development into the city centre, is important to encourage a greater proportion of the city's residents to spend time in their city.
- 3.19 York Central (ST5) offers a unique opportunity to provide a critical mass of modern and fit for purpose, grade A commercial development in a location that is less constrained by issues such as heritage considerations than the historic core. This will help remedy current shortfalls of city centre grade A office accommodation. The scale of development opportunity, largely in a single ownership, and highly accessible to large volumes of people by a range of sustainable transport modes, allows for the development of a new urban extension with sustainability at its core.
- 3.20 Quality of place is key to economic competitiveness because it influences where people choose to live and work. The city centre has many special qualities and heritage assets but in some places York's streets and spaces do not function well and movement is impeded. This detracts from the experience of moving around the city centre. Policy SS4 aims to promote the revitalisation of the streets, places and spaces of the city centre, in accordance with the policies in Section 8 'Placemaking, Heritage, Design and Culture'. Further information on how to improve the quality of place in the city centre is set out in the York Streetscape Strategy and Guidance (2014).
- 3.21 Addressing accessibility and movement in and around the city centre has been identified through consultation as a fundamental issue to resolve and was considered in the City Centre Movement and Accessibility Framework (2011). A comprehensive approach is required that improves pedestrian and cycle connectivity, allowing city centre road space to be reallocated in favour of sustainable transport such as walking, cycling and public transport, whilst ensuring the centre continues to be accessible for businesses, residents and visitors. The approach to the city centre also seeks to reduce congestion and improve air quality.
- 3.22 Upper Floors in York City Centre: An Opportunity (2013) undertaken by the North of England Civic Trust explores the underuse and disuse of upper floors in York City Centre. There is a trend whereby upper floors in historic city centres have, over time, become less appealing and so less lettable, resulting in underuse and disuse. As this happens above eye level, it is often unseen and the problem spreads, becoming an

established pattern that cannot be reversed by the investment of single owners. Once this stage is reached, attitudes, and therefore the market, have become entrenched and only strategic intervention will work. Proposals that bring upper floors in York City Centre back into an appropriate use are encouraged to ensure that upper floors do not become a wasted resource, to the detriment of the economy and an imbalance in the life of the city centre. In particular, the reuse of upper floors for residential use is encouraged.

Delivery

- Key Delivery Partners: City of York Council; developers; and infrastructure delivery partners.
- Implementation: Planning applications; and developer contributions.