



Topic Paper 1: Approach to defining York's Green Belt Addendum (2021)

Annex 5: Freestanding Settlements

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Introduction

This annex presents the discussion of the detailed assessment questions and evidence in relation to identifying the boundaries for freestanding settlements identified to meet development needs in York.

This annex should be read in conjunction with the TP1 Approach to defining York’s Green Belt Addendum (2021) report, which sets out the scoping and methodology for determining the detailed boundaries of the York Green Belt [[EX/CYC/50](#)].

Process of Determining Freestanding Settlements

The approach to selecting freestanding settlement needs to be seen in the context of the wider approach to meeting needs under the Local Plan and boundary definition, as explained in the main body of the report:

- (1) **Described how we have assessed needs and determined the options for spatial growth** in Section 4 ‘Local Plan Strategy and Development Needs’.

This summarises the Local Plan strategy for meeting identified requirements for sustainable development by describing briefly how the relevant requirements have been identified and how the strategy for meeting them has been formulated. This informs the consideration of Strategic Principles in Section 5.

Section 4 sets out the spatial strategy options appraisal undertaken in the Sustainability Appraisal (2018) [CD008/CD009], including for spatial distribution of growth and the approach to York’s Green Belt. The preferred approach to prioritise development within and/or as an extension to the urban area and through the provision of a single new settlement was expected to help ensure that any land taken forward for development does not undermine York Green Belt being defined to preserve the setting and special character of York.

However, the site allocations fundamental to delivering the spatial strategy have evolved to respond to site specific evidence and to help to safeguard the size and compact nature of the historic city, the perception of York being a free-standing historic city set within a rural hinterland, key views towards York from the ring road, and the relationship of the main built up area of York to its surrounding settlements. Through this refinement of the allocations, **the spatial strategy has resulted in delivering more than one freestanding settlement**. In this regard, Historic England commented at the Preferred Sites Consultation (2016) [CD013M] and reiterated at the Publication (Regulation 19) Consultation stage [CD013A; CD014C (SID118)] that “*It appears evident that the size of these settlements and their location do not threaten the individual identity*

or rural setting of their neighbouring villages, the green wedges that penetrates into the urban area and important views from the ring road has been designed to take account of the relationship which York has with its existing surrounding villages – an element which has been identified in the Heritage Topic Paper Update as being part of the character of the City”. Evidence has also been used to refine the strategic allocations within the spatial strategy to ensure that harm to designated nature conservation assets is avoided (para 4.71).

(2) **Reviewed the general extent of the GB and derived strategic principles that will inform boundary setting** in Section 5 ‘Methodology (1): Review of the General Extent of the Green Belt and Scoping’.

Alongside the assessment of need we have set out strategic principals to inform boundary setting exercise. The strategic principles identified (Section 5c) inform the subsequent stages of the methodology, in particular the detailed boundary setting exercise explained in Section 8 and the approach to site assessment and selection set out in section 9. **Relevant Strategic Principles identified for this Annex are: SP1, SP6, SP7, SP10, SP11, SP12 and SP13.**

This section establishes that the Green Belt Appraisal (2003) [[SD107a, b & c](#)], with subsequent historic character and setting updates (2011 [[SD108](#)] and 2013 [[SD106](#)]) and the Heritage Topic Paper (2014, [[SD103](#)]), both explain and identify elements that are important to the historic character and setting of York. This work was done in accordance with the strategic principals above. **All proposed development within the Local Plan has been therefore been assessed against all principal characteristics and subsequent character elements of the Heritage Topic Paper (SD103) to assess the likely impact development on the historic character of the city (including the Green Belt) through Heritage Impact Appraisals.**

(3) **Determined the extent to which development can be channelled to urban areas, other settlements and beyond the GB, concluding that we cannot meet needs without taking Green Belt land** in Section 7: Methodology (3): Channelling Development to Urban Areas, other settlements and beyond the Green Belt.

This Section explains how the Council has sought to maximise development potential within urban areas, which include the main urban area and other built up clusters identified as part of the urban areas analysis as well as options beyond the Green Belt. In identifying sites with potential, the Council has also prioritised the NPPF’s requirement to ensure deliverability and therefore **only considered sites which had a willing landowner or had previously been considered for this development** use, giving greater certainty over delivery.

This section identifies the shortfall in meeting needs within the existing urban areas as well as the opportunities for meeting needs beyond the Green Belt; these considerations have informed where the boundaries should be set.

It was clear that land outside the main urban area and other urban areas would have to accommodate need. In moving forward, it was identified that the Council must therefore use York Green Belt SP10 (i.e. where there are development needs for the authority which cannot be met within the existing urban areas of York or neighbouring local authorities, the most sustainable locations for development should be identified) and York Green Belt SP11 (i.e. where new sites for development are identified these should be those which cause the least harm to the primary purpose of the York Green Belt), to meet identified needs.

- (4) **Set criteria for boundary definition that are based on GB purposes and are used to identify how land in the GB will be assessed to consider whether it should meet outstanding development needs** in Section 8 'Methodology (4): Defining Detailed Boundaries'.

This explains the relationship between Green Belt Purposes, Strategic Principles and assessment evidence, in forming Criteria 1 to 5 and the detailed assessment questions. These criteria were to be applied to all aspects of boundary definition including the identification land required in freestanding settlements.

- (5) **Assessed land for consistency against the Local Plan strategy and site selection methodology** in Section 9 'Methodology (5) Consistency with the Local Plan Strategy and Site Selection'

This section starts on the basis that the council must therefore use York Green Belt SP10 and SP11 to meet identified needs (as per (3) above). It sets out how the boundaries have been identified overall, including the identification of allocated sites, are consistent with the Local Plan Strategy for achieving sustainable development.

- (6) **In the context of the freestanding strategic sites, this Annex takes forward the general analysis in the main report, culminating in Section 9 and explained how the Council has sought to identify the most sustainable locations for development in accordance with the spatial strategy (SP10), also applying the other relevant strategic principles (see in particular SP1, 6-9, 11, 13) and boundary setting criteria that relate to GB purposes (Section 8). The application of the spatial principles and boundary setting criteria is explained separately under the individual site**

entries but overall took into account the HIAs and then in considering alternatives, relevant aspects of the Sustainability Appraisal (SA).

Section 9a also sets out that the site selection process has been iterative, with several stages of site identification and consultation to enable feedback on the methodology and (re)appraisal of each site, if required. The site selection process has depended in part on sites coming forward for consideration within the general extent of the Green Belt and there have been multiple representations at different stages of consultation to refine or provide alternative boundaries and locations to those previously considered by Officers. These refinements and/or alternatives have evolved over time principally to respond to site specific evidence and technical discussions to help safeguard the size and compact nature of the city, the perception of York being a freestanding historic city in a rural hinterland, key views towards York from the ring-road and the relationship of the main built up area of York to its surrounding settlements.

Section 9b explains how the potential impact on Green Belt purposes of developing land has been appraised, including the role of Heritage Impact Assessments (HIA) [[SD101/SD102](#)] in considering green belt harm when considering strategic sites. The SA (2018) [[CD008](#)] can be read with the HIA analysis and considered alternatives to boundaries as well as alternative locations (see SA Annex I [[CD009b](#)] and Appendix K [[SD009c](#)]). The boundary setting criteria (spatial principles in Section 5 and detailed criteria in section 8) are drawn from the main body of the TP1 Addendum report and relate to overall purposes. It also describes the approach to offsetting any harm arising from the development of allocations, through compensatory improvements to the environmental quality and accessibility of remaining green belt land (in line with Section 9d).

Summary Outcome

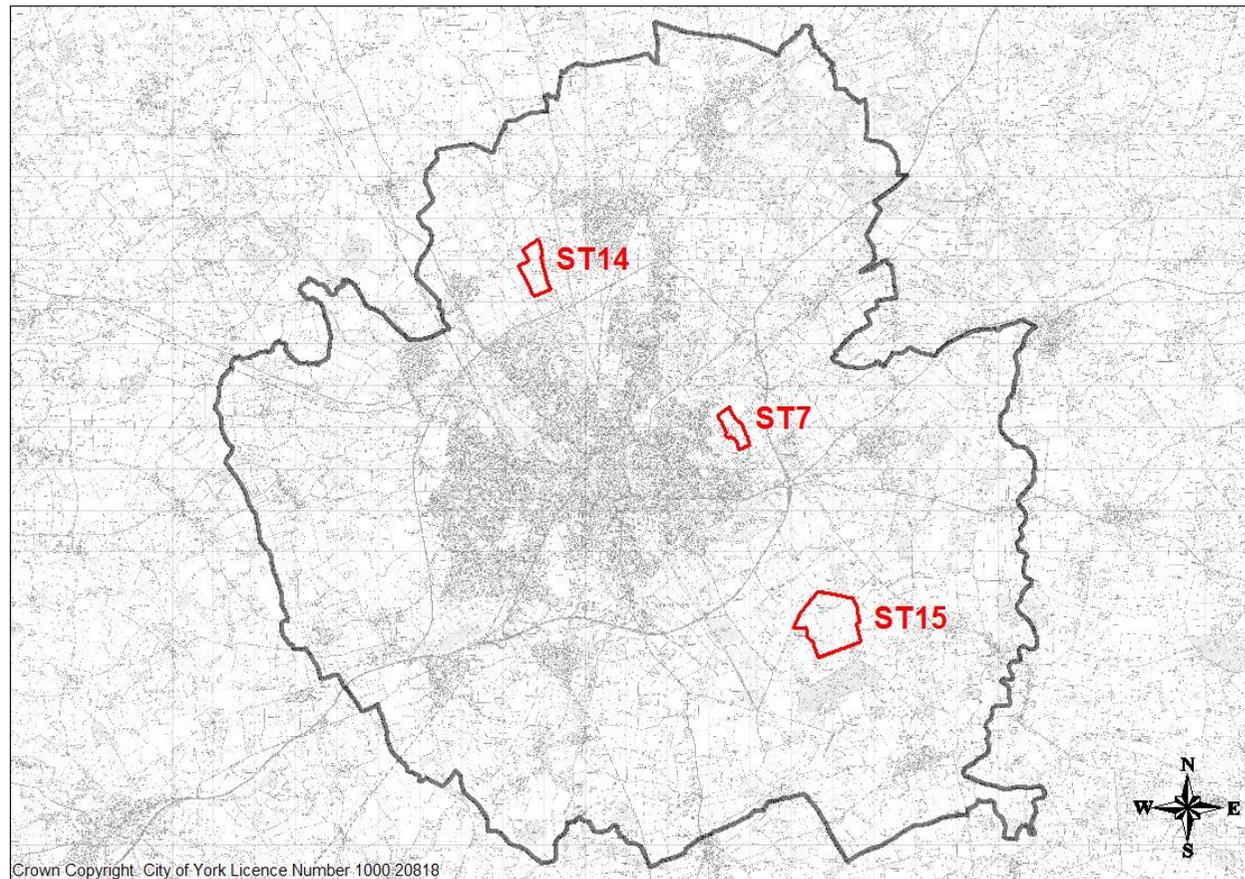
Local Plan development is directed to the most sustainable locations (aligning with SP10 in Section 5), making as much use as possible of suitable previously developed land (with some release of green belt land). As is set out in Policy SS1, sustainable growth for York emphasises conserving and enhancing York's historic environment (see SP11, Section 5). The scale and pattern of development is guided by the need to safeguard a number of key elements identified as contributing to the special character and setting of the historic City. These include the City's size and compact nature, the perception of York being a free-standing historic city set within a rural hinterland, key views towards the City from the ring road and the relationship of the City to its surrounding settlements (see SP6 and SP7, Section 5).

Development is focussed on the main urban area of York and in new free-standing settlements with some urban and village extensions. The development strategy limits the amount of growth proposed around the periphery of the built-up area of York. While new settlements will clearly affect the openness of green belt in those locations, their impact is considered to be less harmful to the elements which contribute to the special character and setting of York. The size and location of proposed development has taken into account the identity and rural setting of neighbouring villages and potential impacts on historic character.

Sites identified in Annex 5

This process resulted in the identification of the following 3 strategic site allocations for freestanding settlements:

- ST7: Land East of Metcalfe Lane
- ST14: Land west of Wigginton Road
- ST15: Land west of Elvington Lane.



Presentation of the analysis:

The proformas present the proposed boundary and discursive analysis against the detailed assessment questions identified in the methodology. The structure of the proforma is set out in accordance with paragraph 9.16 of the TP1 GB Addendum [EXCYC50], as per point (6) above.

The site allocations and reasonable alternative boundaries referenced are as presented in the Local Plan Sustainability Appraisal Annex I (2018) [SD009B]. Comparative analysis is used from the SA, where relevant.

Where an assessment question is not relevant in determining a boundary, it is classified as not applicable in the summary and does not appear in the discussion section. As the analysis and evidence of some questions overlap, these may be grouped under a combined heading in the discussion section.

A map showing consistency with the Local Plan Spatial Strategy is included in accordance with Paragraph 85, SP10 (Where there are development needs for the authority which cannot be met within the existing urban areas of York or neighbouring local authorities, the most sustainable locations for development should be identified) and SP11 (Where new sites for development are identified these should be those which cause the least harm to the primary purpose of the York Green Belt and have regard to sustainability objectives expressed through the local plan strategy).

Annex 1 [EX/CYC/50a] presents high level strategic and geographic outputs of the assessment evidence set out in section 8 of the report. The outputs are presented as a visual aid but the whole of the original evidence base document or detailed interactive mapping linked to those images have been considered. The evidence presented in Annex 1 does not determine Green Belt allocation or boundaries but informs consideration of land function, providing the background and context for the analysis of Green Belt purposes and criteria 1 to 5 as presented in this annex.

Site Name:

ST7: Land to the East of Metcalfe Lane

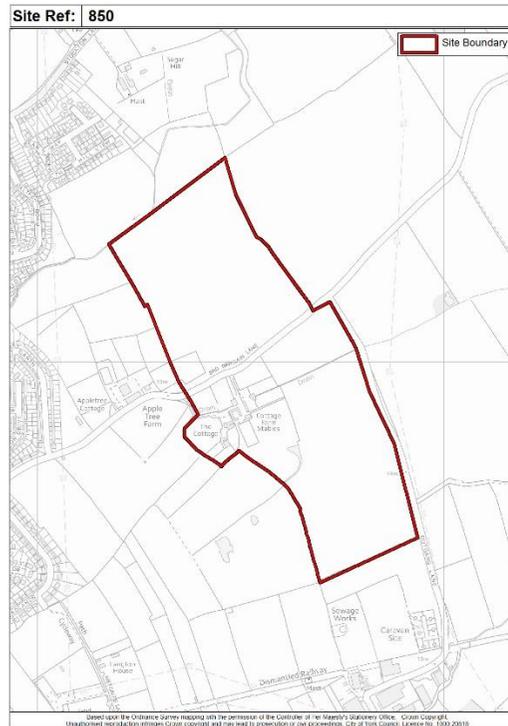
1. Appraising the impact of potential sites against the spatial strategy (through the site selection process)

Spatial Strategy

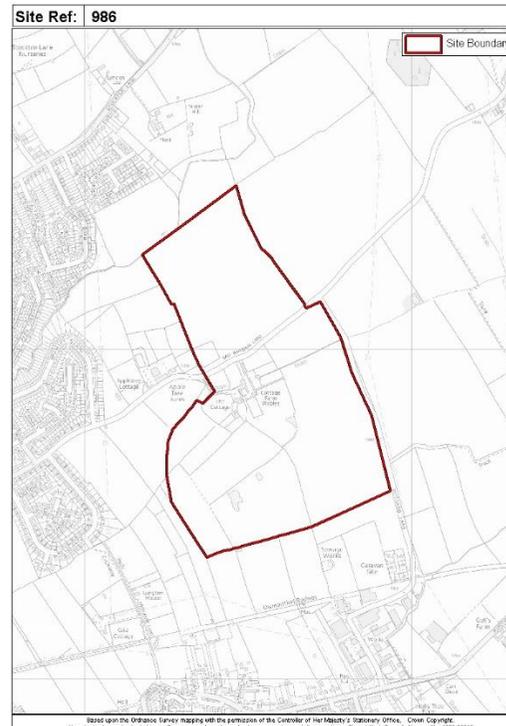
Land Submitted for Consideration

Different iterations of land the East of Metcalfe Lane have been submitted for consideration since submission in 2012. The site allocation and reasonable alternatives identified in the submitted Sustainability Appraisal (2018) are as follows:

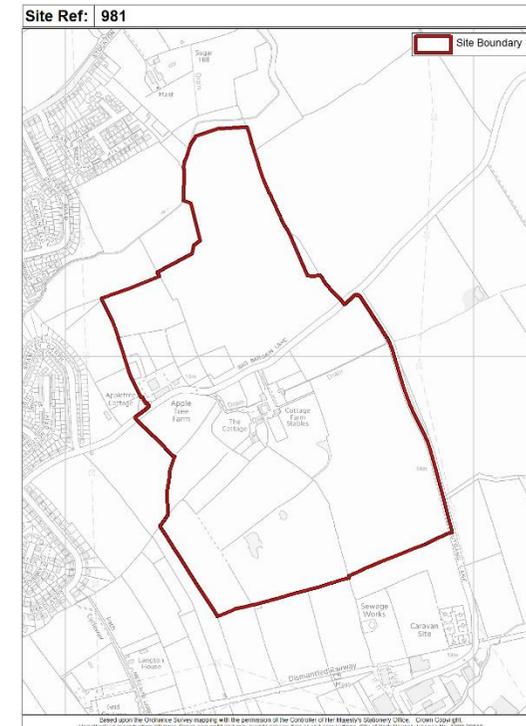
- Site 850 (Site allocation)



- Site 986 (Alternative 1)



- Site 981 (Alternative 2)

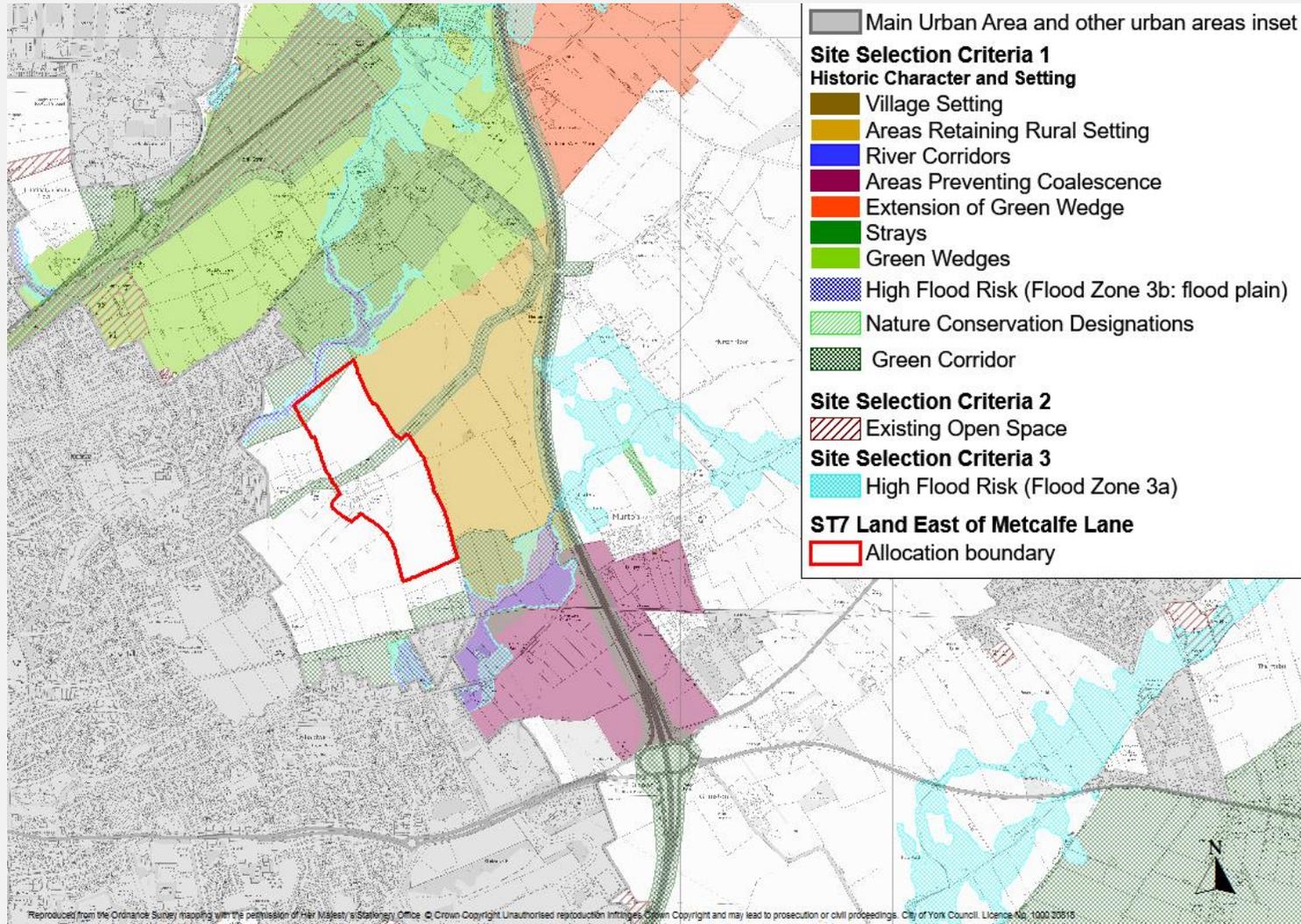


Site Name:

ST7: Land to the East of Metcalfe Lane

NPPF
Para
85

Consideration against the Local Plan Spatial Strategy using site selection process:



Site Name:

ST7: Land to the East of Metcalfe Lane

Sustainable patterns of Development:

This location forms a sustainable option when judged against the spatial strategy site selection criteria (see Introduction step (5) and para 85 map above):

- It is not located within areas of historic character and setting,
- It has no existing nature conservation designations
- It does not contain areas of high flood risk
- It does not contain existing areas of open space.

Whilst the site contains green infrastructure corridors, this is not an absolute constraint as the site offers potential for proposed strategic green space to maximise pedestrian/cycle linkages in and out of the site offering connectivity to the wider City.

Given the scale of development proposed and access to some existing services and facilities, it is expected that the site would deliver a local Centre incorporating appropriate shops, services and community facilities to meet the needs of future residents as well link into existing transport services. A new primary and potentially secondary demand should also be provided (potentially in combination with site ST8 North of Monks Cross). Therefore, it has potential to provide a sustainable location for growth (in line with NPPF para 85) to be able to contribute to the long term permanence

The open land to the east **has potential for development in line with the Local Plan strategy.**

Site Name:

ST7: Land to the East of Metcalfe Lane

2. Green Belt Purposes and Boundary Identification

This section assesses land proposed to be allocated against Green Belt purposes as applied through the boundary setting criteria (Section 8), taking into account the principals of the Heritage Topic Paper and Heritage Impact Appraisals (SP6 and SP7) and the sustainability appraisal. It applies the boundary setting methodology to determine a clear defensible boundary.

Summary Outcomes:							
Criterion 1 Compactness	1.1	Yes	<p>Purpose 4 –</p> <p>SPATIAL DISTRIBUTION TO INCLUDE STANDALONE SETTLEMENTS IS LESS HARMFUL IN COMPARISON TO ADDITIONAL DEVELOPMENT ON THE URBAN EDGE OF YORK.</p> <p>THE HIA FOR ST7 HAS POTENTIAL TO RESULT IN MINOR TO SIGNIFICANT HARM AS A RESULT OF DEVELOPMENT IN THIS LOCATION. SIGNIFICANT HARM CAN BE MITIGATED TO MINOR THROUGH MASTERPLANNING</p>	<p>Purpose 3 –</p> <p>SPATIAL DISTRIBUTION TO INCLUDE STANDALONE SETTLEMENTS HELPS TO AVOID HARM BY REASON OF URBAN SPRAWL</p>	4.1	Yes	
	1.2	Yes			4.2	No	
	1.3	No			4.3	No	
Criterion 2 Landmark Monuments	2.1	Yes			<p>Purpose 3 –</p> <p>ENCROACHMENT INTO THE COUNTRYSIDE AS A RESULT OF STANDALONE SETTLEMENTS IN YORK IS ACCEPTED. SPATIAL DISTRIBUTION TO INCLUDE STANDALONE SETTLEMENTS HELPS TO AVOID ANY SIGNIFICANT HARM BY REASON OF ENCROACHMENT OVERALL.</p>	5.1	Yes
	2.2	Yes				5.2	Yes
	2.3	No				5.3	Yes
Criterion 3 Landscape and Setting	3.1	Yes					
	3.2	No					

Site Name:

ST7: Land to the East of Metcalfe Lane

GB Purpose	Discussion	<u>Outcome</u>
<p>Purpose 4 – Preserving the setting and special character of historic towns</p>	<p>The process of identifying suitable site allocations has followed an interactive process considering the principle set out in the Heritage Topic Paper and Heritage Impact Appraisal to inform purpose 4 objectives.</p> <p>Compactness (Criterion 1)</p> <p>1.1 / 1.2 / 1.3</p> <p>Delivery of freestanding settlements limits further harm in relation to compactness in comparison to additional development on the urban edge of York.</p> <p>The identity of a compact village as identified by the allocation, in an open or rural landscape is required to maintain the settlement pattern of villages in an open and historic setting.</p> <p>Delivery of ST7 has a potential to result in minor to significant harm in relation to compactness of the main urban area. However, the HIA identifies that any significant harm to this purpose can be mitigated to minor harm through masterplanning</p> <p>Whilst a freestanding village in this location affects the openness of the Green Belt, the degree of harm to compactness of the main urban area has been judged to be far less than would be caused should the housing development in those settlements be located, instead, on the edge of the existing built up area of the City or in its surrounding settlements. As endorsed by Historic England, a strategy in which part of York’s development needs are met in new freestanding settlements helps to safeguard the size and compact nature of the historic city, the perception of York being a free-standing historic city set within a rural hinterland, key views towards York from the ring road, and the relationship of the main built up area of York to its surrounding settlements.</p> <p>Development would expand the perceived compact walkable urban boundary outwards as per views experienced from the A64 into the city and in the context of long distance views to the Minster. However, there is less harm to compactness as a result of a freestanding village that forms a clearly identifiable community, associated with but separate from</p>	<p>SPATIAL DISTRIBUTION TO INCLUDE FREESTANDING SETTLEMENTS IS LESS HARMFUL IN COMPARISON TO ADDITIONAL DEVELOPMENT ON THE URBAN EDGE OF YORK.</p> <p>THE HIA FOR ST7 HAS POTENTIAL TO RESULT IN MINOR TO SIGNIFICANT HARM AS A RESULT OF DEVELOPMENT IN THIS LOCATION. SIGNIFICANT HARM CAN BE MITIGATED TO MINOR THROUGH MASTERPLANNING</p>

Site Name:

ST7: Land to the East of Metcalfe Lane

existing development in the main urban area than additional development directly adjoining the urban edge.

Heworth without, Tang hall and Osbaldwick, which comprise the eastern edge to the current main urban area of York have all been identified as having their own unique, distinctive character and identity which need to be maintained. It is important that any proposed new large -scale development creates separation to maintain their identity. This is especially important in the context of Osbaldwick village and the importance of maintaining the open agricultural context to the north which connects to the agricultural historic core of the village and aids understanding of the rural historic setting.

Retaining a physical separation as well as replicating the pattern of freestanding villages in a rural setting is important. ST7 as a freestanding settlement in this location is in keeping with the settlement pattern, replicating the village of Knapton to the west side of the city. To note: land between Knapton and the urban edge is identified in the Green Belt Appraisal [SD107] as an area important for preventing coalescence (G4: East of Knapton) identified to retain physical separation of settlements with a separate identify and retain the pattern of villages within a rural setting.

Similarly to Knapton, ST7 is set back from eastern urban edge to create a new green wedge to prevent coalescence within the urban area seeking to reduce the impact of development eroding compactness. The remaining Green Belt to the south, west and north of the freestanding settlement will have an increased importance in preventing coalescence; boundaries are also stepped back to the north and south and away from the A64 so the settlement can be perceived as freestanding. This seeks to ensure there is no loss of distinct existing boundaries in the context of the open rural fringes or Osbaldwick village (subsumed into the urban area) to the south. Additionally separation to the south helps to create a new green wedge into the city and helps to the retain the village setting. The eastern boundary of ST7 avoids but aligns with an existing area important for retaining rural setting (F1 [SD107]).

Impacts identified are likely be reduced to minor subject to the implementation of mitigation and treatment of the landscape on all boundary edges in line with offsetting

Site Name:

ST7: Land to the East of Metcalfe Lane

through compensatory improvements to ensure high environmental quality and support for/maintenance of the character and setting of the city.

Landmark Monuments (Criterion 2)

2.1/ 2.2

Delivery of ST7 has a potential to result in minor to significant harm in relation to landmark monuments relating to visual dominance over the landscape as well as views out to the rural hinterland. However, effects are able to be mitigated to be minor harm .

This area includes a significant tract of undeveloped land which provides an open foreground of rural character and good views of the Minster, particularly experienced when travelling along the A64 which is afforded an elevated position in comparison to the land adjoining the main urban area. The HIA identifies that development has the potential to obscure key views towards the city and of landmarks such as York Minster challenging the context of its dominance on the landscape. Development will also impact upon the vantage points for views out of York towards the rural areas and neighbouring villages. Local views of the rural landscape from existing housing e.g on Bramley Garth and Hill View will also be impacted upon by the new development.

For the freestanding settlement ST7, identified mitigation to support the character and setting of the city (from the HIA) is to step back the development from the A64 to retain the context of long distance views to the Minster and incorporate views through the site to maximise the key view towards the Minster.

There are no designated heritage assets within the site but to the south is Osbaldwick Conservation Area. Importantly, to the north the village has retained its open rural setting, with the pattern of long narrow fields and paddocks, a legacy from the medieval period. This setting needs to be retained to avoid adverse impacts on the conservation area. The location of the southern boundary to ST7 does allow for this context to be retained. Alternative 2 brings development closer to this area and therefore may have more impact on the conservation area in comparison to the allocation boundary and alternative 1.

Site Name:

ST7: Land to the East of Metcalfe Lane

Non designated landscape features exist across the site and outside of this boundary such as medieval ridge and furrow (in varying degrees of preservation) and medieval and post-medieval field boundaries.

Landscape and Setting (Criterion 3)

3.1

Delivery of ST7 has a potential to result in minor to significant harm in relation to landscape and setting. However, effects are able to be mitigated through the scale and form of development, which seeks to retain the rural setting as perceived from open approaches

All land in this location is identified as mixed fringe farmland (Annex 1, evidence 8). The land is characterised as agricultural farmland interspersed with tree-lined hedges with the built form set in a rural context.

ST7 and alternatives avoid areas identified as important in preserving the setting and special character of York (Annex 1, evidence 11). However, land to the east of the allocation boundary is identified in the 'Approach to Green Belt Appraisal' (2003)[SD107] as an area of countryside important to retain an impression of a historic city set within a rural setting (area F1); the open countryside visible from this prominent location enables views of the city, the historic character of which is particularly important. Land to the north is further identified as part of the southern extent of a Green Wedge (area C2), a broad area of undeveloped land, part of which comprises Monk Stray (A2). Land to the southeast is identified as important for preventing coalescence between the village of Murton and the existing urban area (area G2). There are also important views of the Minster from this part of the City, particularly along Bad Bargain Lane further to the east of the site.

The HIA also identified that the development of a site in this location would reduce the field margin between the ring road and urban areas making it more visible in this location which would have an impact on the rural setting of the city. Any development would also reduce the context of farmsteads and the contribution they make to the rural character and identity.

Site Name:

ST7: Land to the East of Metcalfe Lane

	<p>Green wedges should be retained to also help reinforce the pattern of greenspace filtering into the city centre as per the other Strays and green wedges identified in York [SD107]. This also becomes more important to prevent coalescence with Murton. For further mitigation, development needs to contain a strong element of green infrastructure to help retain the open and rural feel, particularly to the southern and eastern boundaries as part of offsetting measures ensure high environmental quality and to strengthen the character and setting of the city.</p> <p>In addition the existing green corridors should be retained in the development along the south Beck to provide a distinction between Tang Hall and Heworth.</p> <p>ST7 as a freestanding settlement is considered to have minor to significant harm in the HIA on the landscape and setting of York. However, the scale and form of development seeks to retain the rural setting and further measures can mitigate significant effects as a result of development. ST7 has been pulled away from the existing urban edge of Heworth Without, Meadlands and Osbaldwick to create a separate settlement or 'garden village' in a landscape context with green wedges to all sides to prevent coalescence and retain a physical separation in line with the city's pattern of villages. Some important principles were addressed through the ongoing site selection process; principal amongst these was the need for development to reflect and respond to the impacts identified through Heritage Impact Appraisal, namely: that the development read as a settlement that is separate from York and sits within its own landscape context.</p>	
<p>Purpose 1</p> <p>Checking unrestricted sprawl</p>	<p>(Criterion 4)</p> <p>The village is a freestanding new settlement which helps to restrict urban sprawl</p> <p>In comparison to a spatial distribution strategy resulting in additional development on the edge main urban areas, freestanding settlements help to restrict urban sprawl.</p> <p>The boundary definition of a compact new settlement will help to ensure that potential for future sprawl will be avoided in this new urban location.</p>	<p>SPATIAL DISTRIBUTION TO INCLUDE FREESTANDING SETTLEMENTS HELPS TO AVOID HARM BY REASON OF URBAN SPRAWL</p>

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ST7: Land to the East of Metcalfe Lane

	<p>There is a risk of sprawl through infill or intensification of ribbon development along Bad Bargain Lane</p> <p>There is a risk of sprawl along Bad Bargain Lane wherein there are low density isolated dwellings forming a ribbon of development along the lane. Inside the ring-road, there is a risk of sprawl from the main urban area to the A64, which would be the next physical boundary.</p> <p>The proposed allocation boundary for ST7 encapsulates the main cluster of development along bad bargain Lane which would form the nucleus of the new settlement. The definition of a strengthened boundary as part of the masterplanning of the site (for example through the creation of landscape buffers) in order to create a holistic single boundary, which acts as a defined and recognisable urban edge and minimise potential for sprawl in the long-term.</p>	
<p>Purpose 3</p> <p>Safeguarding the countryside from encroachment</p>	<p>(Criterion 5)</p> <p>Encroachment into the countryside as a result of freestanding settlements in York is accepted.</p> <p>The landscape of York is characterised by its openness and pattern of urban development set within a rural, countryside setting . Any freestanding development in area of otherwise undeveloped open countryside will have an impact on purpose 3. However, a spatial distribution strategy reinforcing the freestanding and set back settlement pattern, is considered to be less harmful overall than additional incremental development located on the edge of existing urban areas.</p> <p>Delivery of ST7 has a potential to result in minor to significant harm in relation to countryside encroachment. However, significant effects are able to be mitigated land by maintaining land between the settlement edge (north, east and south) and A64 predominantly to help retain openness and views to ensure the landscape continues to function as part of the countryside and contributes to the character of the countryside.</p> <p>There are limited urbanising influences between the urban edge and outer ring-road as the land functions predominantly as arable farmland interspersed with tree-lined hedges. Whilst</p>	<p>ENCROACHMENT INTO THE COUNTRYSIDE AS A RESULT OF FREESTANDING SETTLEMENTS IN YORK IS ACCEPTED. SPATIAL DISTRIBUTION TO INCLUDE FREESTANDING SETTLEMENTS HELPS TO AVOID ANY SIGNIFICANT HARM BY REASON OF ENCROACHMENT OVERALL.</p>

Site Name:

ST7: Land to the East of Metcalfe Lane

	<p>there are isolated dwellings along bad bargain land, these are much lower density in comparison to urban development and retain a strong sense of openness /connectivity with the wider landscape. These are connected to the 'Millennium Way', which extends across the site along Bad Bargain Lane and continues over the A64, the countryside setting of which needs to be retained.</p> <p>Harm is accepted in relation to purpose 3 in this location given that the development of a new freestanding settlement is an area perceived as countryside. However, ST7 is set back from the A64 and urban edge to help retain the character of the countryside in this location. There is also opportunities to continue accessibility to the countryside by strengthening linkages with the Millennium Way. It is considered in the HIA that the significant/minor harm effects for the allocation boundary could be reduced to minor subject to the implementation of appropriate mitigation and treatment of the landscape.</p>	
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Sustainability Appraisal	Document Ref
	<p>The approach taken by the Sustainability Appraisal is to appraise the site allocations and their reasonable alternatives in accordance with SP6 (Heritage Topic Paper Characteristics) and SP7 (characteristics relevant to keeping land permanently open to protect the historic character and setting of the city). This is taken into consideration under objectives 14 'Conserve or enhance York's historic environment, cultural heritage, character and setting and 15 'Protect and enhance York's natural and built landscape'.</p>
	<ul style="list-style-type: none">• SA Main report (2018) [CD008] Strategic Sites, page 116• SA Annex I: Appraisal of Strategic Site (2018) [CD009b] ST7: East of Metcalfe Lane, Page 47• SA Annex K: Part 2 - Strategic Site Audit Trail (2018) [CD009c] ST7: East of Metcalfe Lane, Page 187

Site Name:

ST7: Land to the East of Metcalfe Lane

Boundary Definition and Local Permanence

Site specific boundary considerations from Green Belt Purpose analysis

- Must be separated from A64 to maintain key views and the rural setting of the city (Boundary 3).
- Must be separated from inner urban boundary to form an identifiable, compact district (boundaries 1 and 4) to prevent coalescence with the existing urban area or village of Murton;
- Must be separated and retain the setting of Osbaldwick Conservation Area to the south (boundary 2) to prevent coalescence and retain the setting of the village as well as provide a new green wedge into the city.

Proposed boundary description and recognisability

The site is broadly contained by recognisable and permanent landscape features. It is partially contained by strong hedge lined field boundaries and tree boundaries to the west, south and part of the eastern boundary. Boundary 1 follows historic field boundaries shown on the 1852 OS map before connecting with Outgang Lane, an established and recognisable features to form the eastern boundary. The low level tree boundary to the south / hedges interspersed with trees is also a recognisable feature of the enclosure landscape. The western edge follows identifiable field boundaries, including hedges surrounding farmstead enclosures adjacent to Bad Bargain Lane before crossing over the lane and continuing along another historic field boundary to Tang Hall Beck. The northern boundary follows along Tang Hall Beck for the most part before connecting with historic field boundaries across a larger field, which formerly comprised smaller hedged enclosures.

Recommendation

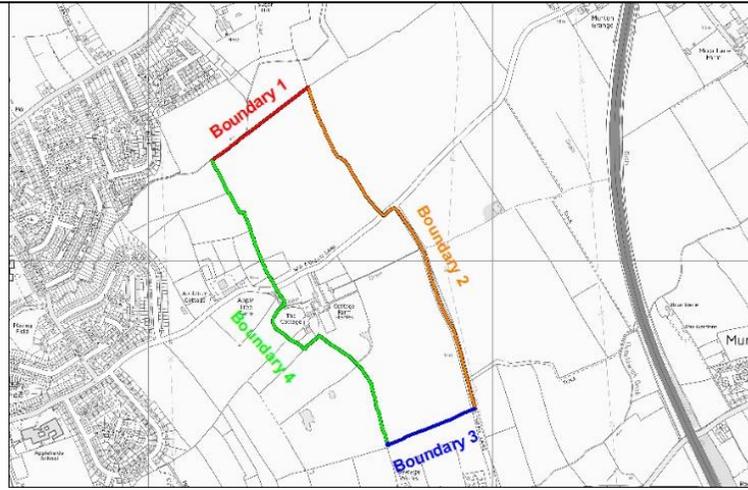
In defining a clear and defensible boundary for the new freestanding settlement, it is recommended that the existing boundaries are strengthened as part of the masterplanning of the site (for example through the creation of landscape buffers) in order to create a holistic single boundary, which acts as a defined and recognisable urban edge which will be permanent in the long term.

The proposed boundary has associations with historical features and has been established for a significant period of time. This definition is reinforced by containing the limits of the urban area in this location. The layering of different boundary features in the form of historical as well as current

Site Name:

ST7: Land to the East of Metcalfe Lane

Permanence of proposed boundary



Boundary 1 (north) – The northern boundary adjoins Tang Hall Beck, an historic water course, before crossing to adjoin with an field boundary identified on 19th Century maps across an open field (20th Century). It will be important to create a new Green Belt edge to the site's northern boundary contiguous with strong existing hedgerows and historic field patterns.

Boundary 2 (east) – This aligns with historic field boundaries before following Outgang Lane identified on 19th Century mapping. This boundary offers permanence.

Boundary 3 (south) – This follows historic field boundaries shown on early and mid 20th century mapping.

Boundary 4 (west) – This boundary follows the historic field boundaries/hedges from 19th and 20th Century mapping, including hedges surrounding farmstead enclosures adjacent to Bad Bargain Lane.

built and natural features offers strength and resilience to change.

Site Name:

ST7: Land to the East of Metcalfe Lane

Summary

Drawing on the assessment of Green belt purposes, in order to mitigate the potential harm to the Green Belt, the location of a freestanding settlement in this location:

- Replicates the settlement pattern of York's freestanding villages;
- Is separated from the A64 to maintain key views and the rural setting of the city (Boundary 3). The remaining Green Belt to the east of the freestanding settlement will have increased importance and reinforces the importance of land retaining the rural setting of the city (Area F1 [SD107]).
- Is separated from inner urban boundary to prevent coalescence with the existing urban area to ensure a new identifiable, compact district (boundaries 1 and 4). The remaining Green Belt to the west and north of the freestanding settlement will have an increased importance in preventing coalescence;
- Is separated to retain the setting of Osbaldwick Conservation Area and village to the south (boundary 2). This also helps to prevent coalescence with the village as well as provide a new green wedge into the city. The remaining Green Belt to the south of the freestanding settlement will have an increased importance in preventing coalescence.

In defining a clear and defensible boundary for the new freestanding settlement, it is recommended that the existing boundaries are strengthened as part of the masterplanning of the site (for example through the creation of landscape buffers) in order to create a holistic single boundary, which acts as a defined and recognisable urban edge which will be permanent in the long term.

Strategic Policy 'SS8: Land east of Metcalfe Lane' in the submitted Local Plan (2018) sets out relevant planning principles detailing issues which must be addressed as part of the development. Where applicable, this policy seeks to ensure the mitigation outlined from the Heritage Impact Appraisals specific to that site are mitigated through principles in the policy to be demonstrated in master planning and applications to deliver the site allocation. These principles work with policies set out in Section 8: Placemaking, Heritage, design and Conservation to ensure high environmental quality and supports the character and setting of the city.

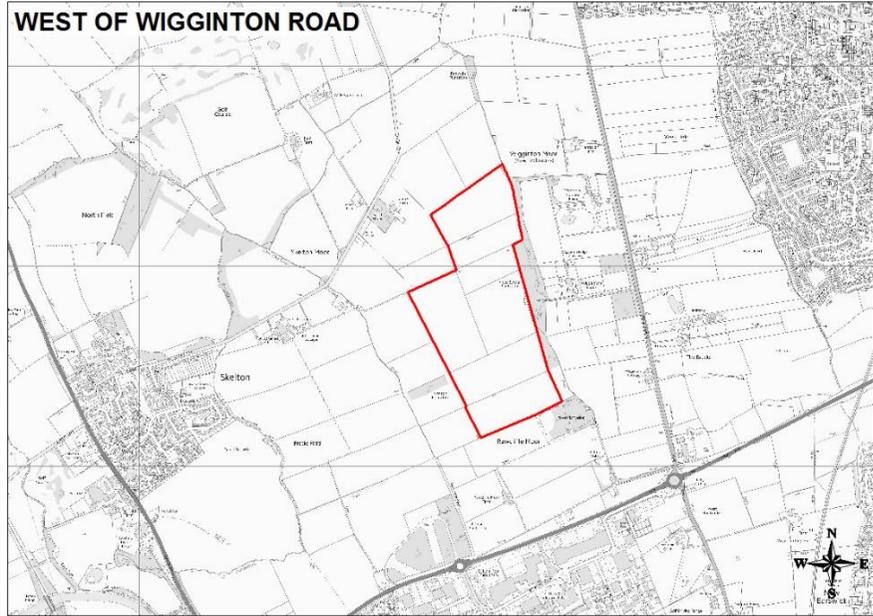
Site Name:

ST14: Land to the West of Wigginton Road

WEST OF WIGGINTON ROAD



WEST OF WIGGINTON ROAD



Scoping: Strategic Principles: SP1, SP6, SP7, SP10, SP11

Site Overview: The boundary in the Submitted Local Plan shows a 55ha Garden Village, yielding 1348 dwellings.

Work to date indicates that the land is controlled by willing landowners, meets the Council's site selection criteria relating to land constraints and accessibility of services and transport, and is free of fundamental constraints to delivery.

Site Name:

ST14: Land to the West of Wigginton Road

1. Appraising the impact of potential sites against the spatial strategy (through the site selection process)

Spatial Strategy

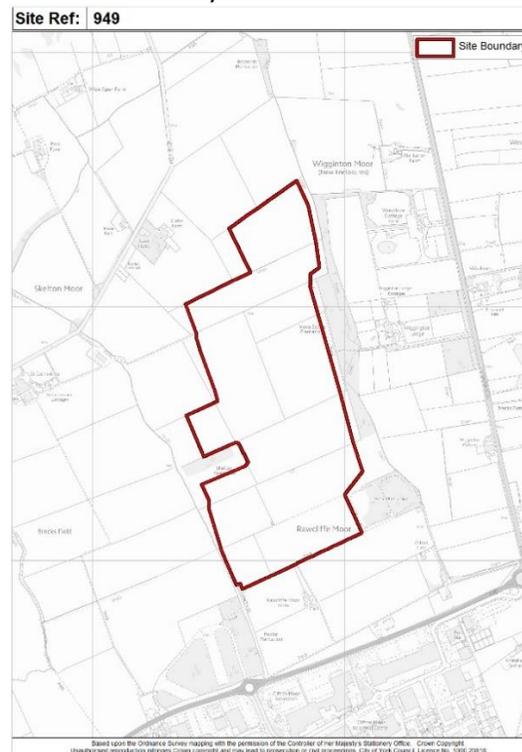
Land Submitted for Consideration

Different iterations of land the West of Wigginton Road have been submitted for consideration since submission in 2012. The site allocation and reasonable alternatives identified in the submitted Sustainability Appraisal (2018) are as follows:

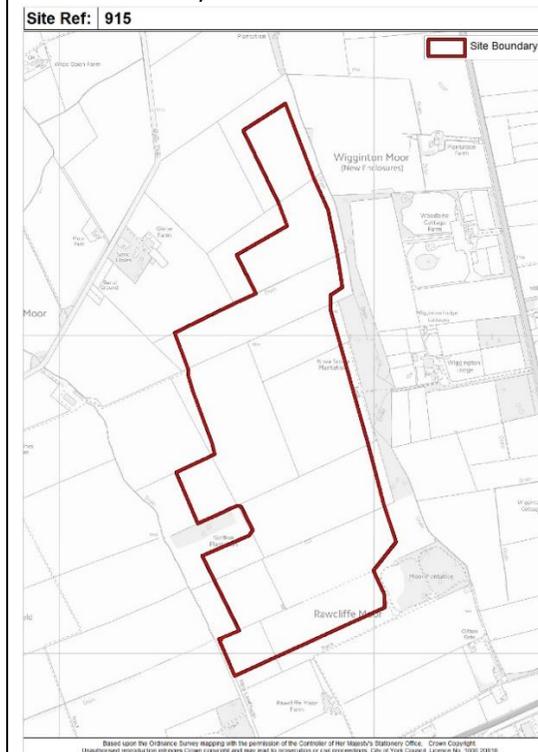
- Site 848 (allocation)



- Alternative 1 site 949 – post PPC alt boundary 1



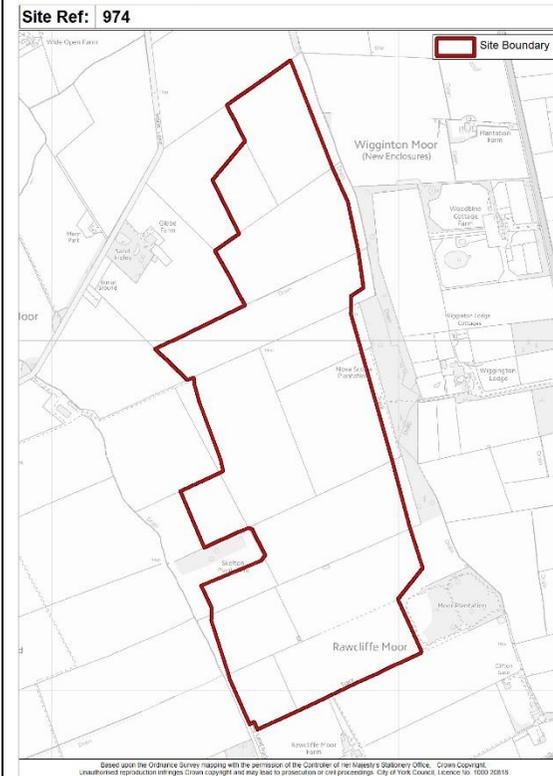
- Alternative 2 site 915 (Developer 1350 homes)



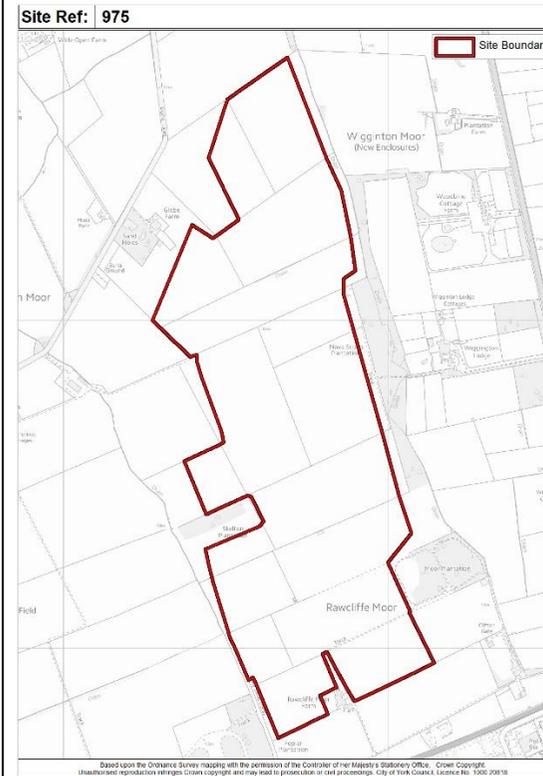
Site Name:

ST14: Land to the West of Wigginton Road

- Alternative 3 site 974 (Developer 1725 homes)



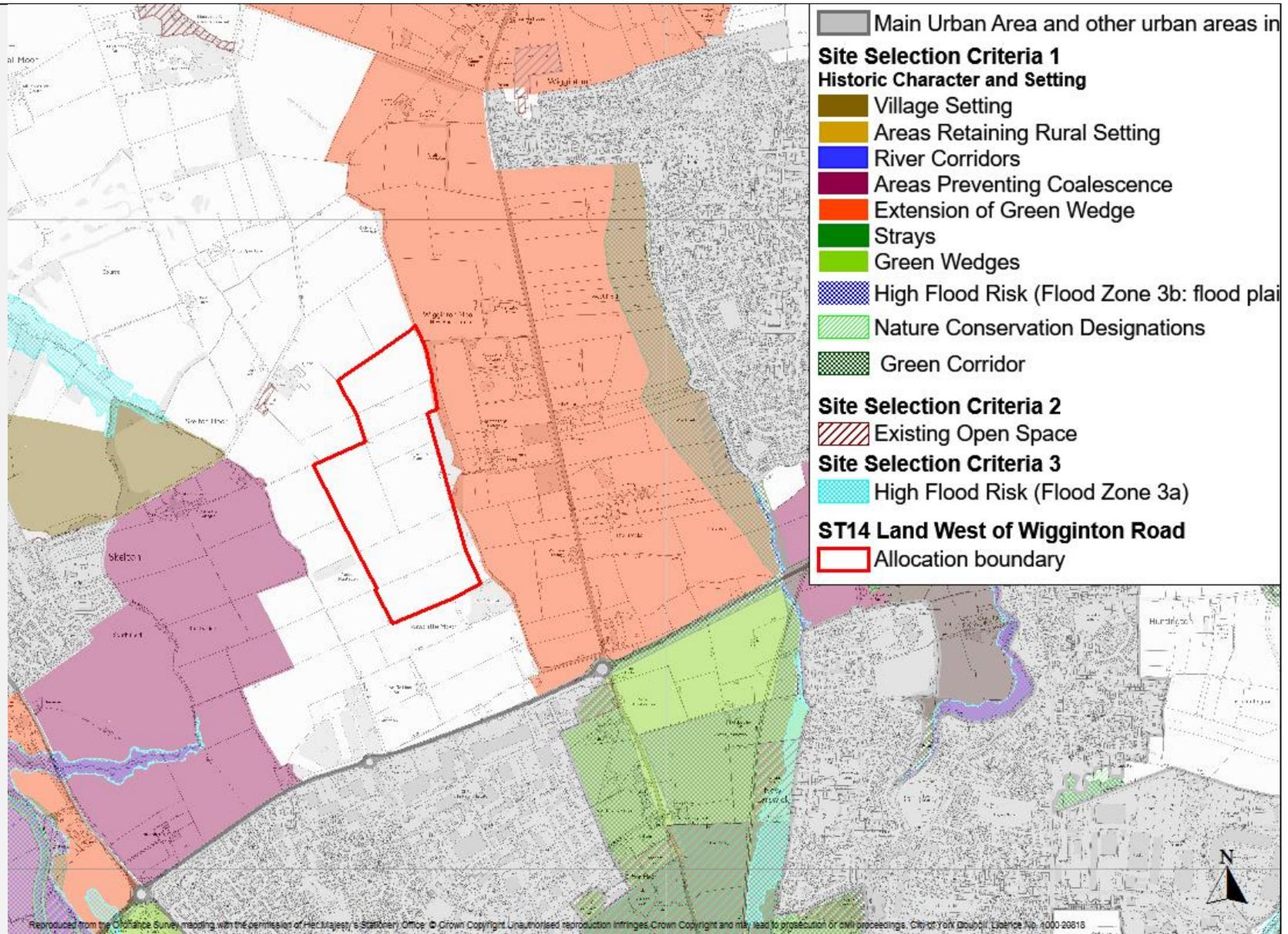
- Alternative 4 site 975 (Developer 2250 homes)



Site Name:

ST14: Land to the West of Wigginton Road

NPPF Para 85



Site Name:

ST14: Land to the West of Wigginton Road

Sustainable patterns of Development:

This location forms a sustainable option when judged against the spatial strategy site selection criteria (See Introduction point (5) and Para 85 map above):

- It is not located within areas of historic character and setting,
- It has no existing nature conservation designations and is not within green corridors,
- It does not contain areas of high flood risk,
- It does not contain existing areas of open space.

Development in this location has some access to services and existing transport networks to the southern extent adjoining the ring-road boundary. It is adjacent to the A1237 and within close proximity to major employment, retail and leisure facilities at Clifton Moor, with the potential to walk or cycle between them. Given the scale of development proposed, it is however expected that the site would be self sustaining with the delivery of a local Centre incorporating appropriate shops, services and community facilities to meet the needs of future residents. A new primary school would also need to be provided on site. Therefore, it has potential to provide a sustainable location for growth (in line with NPPF para 85) to be able to contribute to the long term permanence.

The land **has potential for development in line with the Local Plan strategy.**

Site Name:

ST14: Land to the West of Wigginton Road

2. Green Belt Purposes and Boundary Identification

This section assesses land proposed to be allocated against Green Belt purposes as applied through the boundary setting criteria (Section 8), taking into account the principals of the Heritage Topic Paper and Heritage Impact Appraisals (SP6 and SP7) and the sustainability appraisal. It applies the boundary setting methodology to determine a clear defensible boundary

Summary Outcomes:								
Criterion 1 Compactness	1.1	Yes	<p>Purpose 4 –</p> <p>SPATIAL DISTRIBUTION TO INCLUDE STANDALONE SETTLEMENTS IS LESS HARMFUL IN COMPARISON TO ADDITIONAL DEVELOPMENT ON THE URBAN EDGE OF YORK.</p> <p>THE HIA FOR ST14 HAS POTENTIAL TO RESULT IN MINOR TO SIGNIFICANT HARM AS A RESULT OF DEVELOPMENT IN THIS LOCATION. SIGNIFICANT HARM CAN BE MITIGATED TO MINOR THROUGH MASTERPLANNING</p>	Criterion 4 - Sprawl	4.1	Yes	<p>Purpose 3 –</p> <p>SPATIAL DISTRIBUTION TO INCLUDE STANDALONE SETTLEMENTS HELPS TO AVOID HARM BY REASON OF URBAN SPRAWL</p>	
	1.2	Yes			4.2	No		
	1.3	No						
Criterion 2 Landmark Monuments	2.1	Yes			Criterion 5 - Encroachment	4.3	No	<p>Purpose 3 –</p> <p>ENCROACHMENT INTO THE COUNTRYSIDE AS A RESULT OF STANDALONE SETTLEMENTS IN YORK IS ACCEPTED. SPATIAL DISTRIBUTION TO INCLUDE STANDALONE SETTLEMENTS HELPS TO AVOID ANY SIGNIFICANT HARM BY REASON OF ENCROACHMENT OVERALL.</p>
	2.2	Yes				5.1	Yes	
	2.3	No				5.2	Yes	
Criterion 3 Landscape and Setting	3.1	Yes				5.3	Yes	
	3.2	No						

Site Name:

ST14: Land to the West of Wigginton Road

GB Purpose	Discussion	<u>Outcome</u>
<p>Purpose 4 – Preserving the setting and special character of historic towns</p>	<p>The process of identifying suitable site allocations has followed an interactive process considering the principle set out in the Heritage Topic Paper and Heritage Impact Appraisal to inform purpose 4 objectives.</p> <p>Compactness (Criterion 1) 1.1/ 1.2/ 1.3</p> <p>Delivery of freestanding settlements limits further harm in relation to compactness in comparison to additional development on the urban edge of York.</p> <p>The identity of a compact village as identified by the allocation, in an open or rural landscape is required to maintain the settlement pattern of villages in an open and historic setting.</p> <p>Delivery of ST14 has a potential to result in minor to significant harm in relation to compactness of the main urban area. However, the HIA identifies that any significant harm to this purpose can be mitigated to minor harm through masterplanning</p> <p>Whilst a freestanding village in this location affects the openness of the Green Belt, the degree of harm to compactness of the main urban area has been judged to be far less than would be caused should the housing development in those settlements be located, instead, on the edge of the existing built up area of the City or in its surrounding settlements. As endorsed by Historic England, a strategy in which part of York’s development needs are met in new freestanding settlements helps to safeguard the size and compact nature of the historic city, the perception of York being a free-standing historic city set within a rural hinterland, key views towards York from the ring road, and the relationship of the main built up area of York to its surrounding settlements.</p> <p>Development immediately outside the ring road is identified in the HIA to have a minor harm on the contained concentric form of the city and compactness of the main urban area. Development at Clifton Moor has already adjoined the ring-road and therefore there is already a degree of harm to the city’s characteristic compactness in this location;</p>	<p>SPATIAL DISTRIBUTION TO INCLUDE FREESTANDING SETTLEMENTS IS LESS HARMFUL IN COMPARISON TO ADDITIONAL DEVELOPMENT ON THE URBAN EDGE OF YORK.</p> <p>THE HIA FOR ST14 HAS POTENTIAL TO RESULT IN MINOR TO SIGNIFICANT HARM AS A RESULT OF DEVELOPMENT IN THIS LOCATION. SIGNIFICANT HARM CAN BE MITIGATED TO MINOR THROUGH MASTERPLANNING</p>

Site Name:

ST14: Land to the West of Wigginton Road

development bridging the A1237 would consequently have significant effects. However, there is less harm to compactness as a result of a freestanding village that forms a clearly identifiable community, associated with but separate from existing development in the main urban area than additional development directly adjoining the urban edge.

ST14 as a freestanding settlement in this location is in keeping with the settlement pattern, replicating the pattern of freestanding villages around the city. The HIA identifies that reflecting the settlement pattern around York reduces significant concerns in relation to compactness of the urban area.

The allocation boundary, in comparison to alternatives, is set back to create a new green wedge to the urban area to reduce the impact of development eroding the perception of compactness. This seeks to ensure there is no loss of distinct existing boundaries in the context of the open rural fringes and retain the historic pattern of villages within a rural setting. Maintaining open rural land in the foreground of this view and to the edges of these roads allows an understanding of the compact city within original countryside context; the remaining Green Belt to the south of the freestanding settlement will have an increased importance in preventing coalescence with the A1237 and Clifton Moor.

The western edge of the site has been pulled away from Skelton Village in order to protect its setting. The site is now approximately 1km from the eastern edge of Skelton village which replicates the existing distance from Skelton village to the A1237 and the edge of York. The remaining Green Belt to the west and north of the freestanding settlement will have an increased importance in preventing coalescence with Skelton.

Any impacts are likely to be reduced to minor subject to the implementation of mitigation and treatment of the landscape on all boundary edges in line with offsetting through compensatory improvements to ensure high environmental quality and the character and setting of the city is supported.

Site Name:

ST14: Land to the West of Wigginton Road

Landmark Monuments (Criterion 2)

2.1/ 2.2

This land makes a neutral contribution to understanding landmark monuments.

The HIA recognises that predominantly this location makes a neutral contribution this characteristic as there are no listed buildings/conservation areas and no key views identified from the site. The Minster is visible from Manor Lane nearby however and views towards the core may be afforded from the higher patches of ground on site. Views of the Minster may be obstructed by existing and new development.

Landscape and Setting (Criterion 3)

3.1

Delivery of ST14 has a potential to result in minor to significant harm in relation to landscape and setting. However, effects are able to be mitigated through the scale and form of development, which seeks to retain the rural setting as perceived from open approaches

The land to the north of the ring road is flat agricultural land which is typical of the Vale of York. The 1996 York Landscape Character Appraisal describes the area as flat diverse arable farmland. It goes onto to note that boundaries of this landscape type tend to be weak. Arable farming predominates. Field sizes and shapes vary, creating irregular field patterns, possibly a result of early enclosure. This includes long narrow fields to the south east of Skelton, probably due to early enclosure. Strong presence of hedgerow trees and moderate woodland gives landscape a sense of maturity, wildlife value and enclosure. There are also scattered traditional farmsteads. Despite intensive agriculture, negative human influences are low, main roads are to boundaries.

There is also significant screening to the north of the A1237 between Wigginton road and Clifton Moor roundabouts. There is a block of woodland adjacent to the A1237 located on the former Clifton Moor Airfield and a long strip of historic woodland (shown on the 1852 OS map) adjoining Wigginton Road (Nova Scotia Plantation). The urban form of Clifton Moor

Site Name:

ST14: Land to the West of Wigginton Road

abuts the ring-road in this location. Commercial development at Clifton Moor to the south of the ring-road has already impacted on the rural edge views towards York in this area and compromised landscape and setting by bringing the development edge directly adjacent to the A1237.

This freestanding settlement location is on the rural fringes of York outside of the ring-road within the northwest quadrant of York. The HIA identifies that it contributes to the rural setting of York viewed from the open approaches of the ring road/A19 and the villages of Skelton and Haxby & Wigginton. ST14 is not located within areas identified in "The Approach to York's Green Belt" evidence base (Annex 1, Evidence 11). However, land to the west and to the south of Skelton to the ring-road is identified as important for preventing coalescence; this has been expanded over time to help maintain the village's rural setting. Similarly, land to the north of Skelton is important for the village setting recognising the important relationship with the A19, an important approach road into the City. Land to the east adjoining Wigginton Road is identified as an extended Green Wedge connected with Bootham Stray with key views extending into and out of the city.

ST14 as a freestanding settlement is considered to have minor to significant harm in the HIA on the landscape and setting of York in relation to maintaining a rural setting given this is a new settlement in a rural landscape and the potential impact on views into / out of the site. However, the scale and form of development seeks to retain the rural setting as far as possible providing a landscape context to the new settlement. The remaining Green Belt to the west and north of the freestanding settlement will have an increased importance in preventing coalescence and retaining the setting of Skelton, as well as the rural setting of York.

The allocation site has been pulled away from the existing urban edge of Clifton Moor to create a separate settlement or 'garden village' to prevent perception of coalescence with or sprawl from Clifton Moor. Some important principles were addressed through the ongoing site selection process; principal amongst these was the need for development to reflect and respond to the impacts identified through Heritage Impact Appraisal, namely: that the development read as a settlement that is separate from York and sits within its own landscape context. Further measures can mitigate significant effects as part of offsetting

Site Name:

ST14: Land to the West of Wigginton Road

	measures to ensure high environmental quality and reduce perceived impact to the character and setting of the city.	
Purpose 1 Checking unrestricted sprawl	<p>(Criterion 4)</p> <p>The village is a freestanding new settlement which helps to restrict urban sprawl</p> <p>In comparison to a spatial distribution strategy resulting in additional development on the edge main urban areas, freestanding settlements help to restrict urban sprawl.</p> <p>The boundary definition of a compact new settlement will help to ensure that potential for future sprawl will be avoided in this new urban location.</p> <p>A stand alone new settlement set away from the ring-road helps to minimise perception of urban sprawl.</p> <p>At early stages of plan preparation, the Heritage Impact Assessment identified the potential for serious harm, due to the site generating urban sprawl outside the ring road if this adjoined the A1237 and existing Clifton Moor development. This reflected that the existing outer ring road provides a clear boundary to the urban edge to this area of York with the built form of Rawcliffe and Clifton Moor reaching the southern edge of the ring road. The land to the immediate north of the proposed boundary is unconstrained by built development consisting predominantly of open flat fields. Wigginton Road and Shipton Road provide strong boundaries to the east and west however beyond the built development of the village of Skelton, the remaining land to the north of the proposed boundary is completely open extending further north. The land is therefore not contained or enclosed in a way which could prevent sprawl extending further north.</p> <p>Consequently some important principles were addressed through the ongoing site selection process, namely: that the development must read as a settlement that is separate from York's urban area and sits within its own landscape context. The HIA suggested that the development could be set further north in order to read as a separate settlement to the main city of York. The site allocation has been pulled away from the A1237 to create a</p>	SPATIAL DISTRIBUTION TO INCLUDE FREESTANDING SETTLEMENTS HELPS TO AVOID HARM BY REASON OF URBAN SPRAWL

Site Name:

ST14: Land to the West of Wigginton Road

	separate new settlement or 'garden village' in order to limit the perception and potential for sprawl.	
Purpose 3 Safeguarding the countryside from encroachment	<p>(Criterion 5)</p> <p>Encroachment into the countryside as a result of freestanding settlements in York is accepted. freestanding</p> <p>The landscape of York is characterised by its openness and pattern of urban development set within a rural, countryside setting. Any freestanding development in area of otherwise undeveloped open countryside will have an impact on purpose 3. However, a spatial distribution strategy reinforcing the freestanding and set back settlement pattern, is considered to be less harmful overall than additional incremental development located on the edge of existing urban areas.</p> <p>Delivery of ST14 has a potential to result in minor to significant harm in relation to countryside encroachment. However, significant effects are able to be mitigated by maintaining land between the settlement edge (west and south) and A1237 predominantly to help retain openness and views to ensure the landscape continues to function as part of the countryside and contributes to the character of the countryside.</p> <p>There are limited urbanising influences between the A1237 and village of Skelton to the northwest. There are isolated farms along Moorlands Lane extending east of out Skelton Village and on Rawcliffe Moor to the north of the A1237. There is more development clustered mid way along Wigginton Road in the green wedge which is separated to the wider open countryside by the Nova Scotia plantation. The open land to the north of Clifton Moor functions predominantly as arable farmland interspersed with tree-lined hedges and pockets of woodland, particularly to the south and eastern boundary with Wigginton Road. Due to the flat topography, and the absence of buildings, the land has a strong sense of openness, although due to mature planting to road boundaries this is not particularly evident for people who may be driving on the main roads of the Ring Road, Shipton Road, Wigginton Road.</p>	ENCROACHMENT INTO THE COUNTRYSIDE AS A RESULT OF FREESTANDING SETTLEMENTS IN YORK IS ACCEPTED. SPATIAL DISTRIBUTION TO INCLUDE FREESTANDING SETTLEMENTS HELPS TO AVOID ANY SIGNIFICANT HARM BY REASON OF ENCROACHMENT OVERALL.

Site Name:	ST14: Land to the West of Wigginton Road
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	<p>Harm is accepted in relation to purpose 3 in this location given that the development of a new freestanding settlement is an area perceived as countryside. However, ST14 is set back from the A1237 and urban edge as well as Skelton village to help retain the character of the countryside in this location. There is also opportunities to access to the countryside by strengthening linkages with existing rights of way. It is considered in the HIA that the significant/minor harm effects for the allocation boundary could be reduced to minor subject to the implementation of appropriate mitigation and treatment of the landscape, particularly to the southern and western boundaries.</p>	
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Sustainability Appraisal		Document Ref
	<p>The approach taken by the Sustainability Appraisal is to appraise the site allocations and their reasonable alternatives in accordance with SP6 (Heritage Topic Paper Characteristics) and SP7 (characteristics relevant to keeping land permanently open to protect the historic character and setting of the city). This is taken into consideration under objectives 14 'Conserve or enhance York's historic environment, cultural heritage, character and setting and 15 'Protect and enhance York's natural and built landscape'.</p>	<ul style="list-style-type: none"> • <u>SA Main report (2018)</u> [CD008] Strategic Sites, page 116 • <u>Annex I: Appraisal of Strategic Sites (2018)</u> [CD009b] ST14: West of Wigginton Road, Page 95 • <u>SA Annex K: Part 2 - Strategic Site Audit Trail (2018)</u> [CD009c] ST14: West of Wigginton Road, Page 194

Determining a clear, defensible boundary		
Site specific boundary considerations from Green Belt Purpose analysis	<p>Must be set back from outer ring-road (A1237) to maintain rural setting and avoid perception of sprawl.</p> <p>Must be form an identifiable, compact self-sustaining settlement.</p> <p>Must retain setting of Skelton village to the west.</p>	

Site Name:

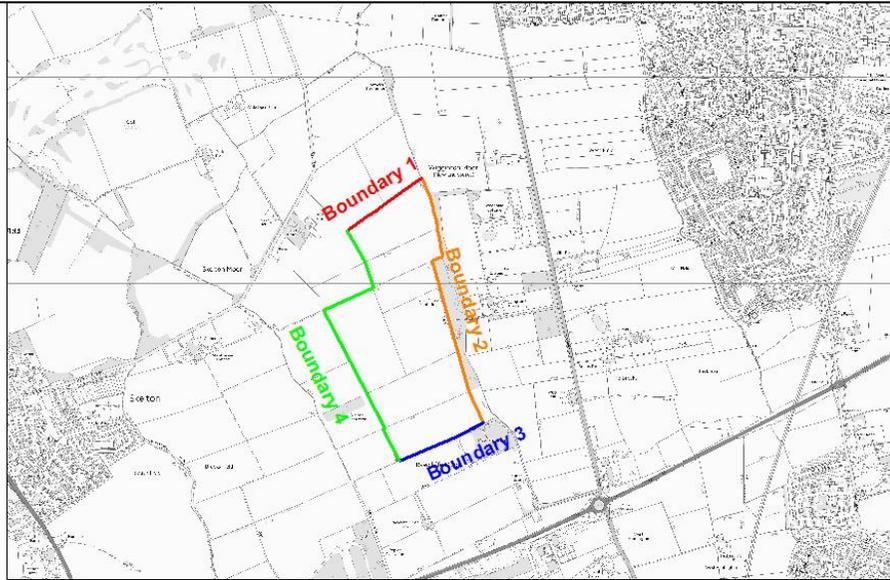
ST14: Land to the West of Wigginton Road

<p>Proposed boundary description and recognisability</p>	<p>The site is broadly contained by recognisable and permanent landscape features. This is a freestanding settlement covering 56ha and is generally well contained, being bounded on most sides by a combination of hedges, trees and woodland. The site is flat and consists of agricultural land bordered to the east by a significant tree belt/plantation (Nova Scotia) present since the 19th Century. The majority of the eastern side of the site is bordered and contained by a strong tree belt forming a defensible eastern boundary (boundary 2). The northern boundary is formed by a medium height hedge with some mature trees along the boundary (boundary 1). The western boundary (boundary 4) is predominately formed by medium height hedges with sporadic mature trees. The southern boundary (boundary 3) is generally undefined on the ground so will require an appropriate boundary to be incorporate into the site masterplan/design to create its own landscape setting. It is considered that the form of the revised settlement will fit well with the existing urban form of York, consisting of the main urban area of York surrounded by smaller villages.</p> <p><u>Recommendation</u></p> <p>In defining a clear and defensible boundary for the new freestanding settlement, it is recommended that the existing boundaries are strengthened as part of the masterplanning of the site (for example through the creation of landscape buffers) in order to create a holistic single boundary, which acts as a defined and recognisable urban edge which will be permanent in the long term.</p>	<p>The proposed boundary has associations with historical features and has been established for a significant period of time. This definition is reinforced by containing the limits of the urban area in this location. The layering of different boundary features in the form of historical</p>
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Site Name:

ST14: Land to the West of Wigginton Road

Permanence of proposed boundary



Boundary 1 - This follows historic field boundaries shown on 1852 OS Map.

Boundary 2 – This boundary follows the alignment of the Nova Scotia Plantation, identified on historical maps. This boundary officers permanence

Boundary 3 – This follows historic field boundaries shown on 19th and 20th Century mapping.

Boundary 4 – This follows historic field boundaries shown on 19th and 20th Century mapping.

as well as current built and natural features offers strength and resilience to change.

Site Name:

ST14: Land to the West of Wigginton Road

Summary

Drawing on the assessment of Green belt purposes, in order to mitigate the potential harm to the Green Belt the location of a freestanding settlement in this location:

- Replicates the settlement pattern of York's freestanding villages;
- Is separated from the outer ring-road (A1237) and inner urban boundary to maintain rural setting and avoid perception of sprawl (boundary 3). This Green Belt land will also have an increased importance in preventing coalescence from new development towards Clifton Moor.
- Is separated from Skelton village to prevent coalescence and retain the setting of the village (boundary 4). The remaining Green Belt to the west and north (boundary 1) of the freestanding settlement will have an increased importance in preventing coalescence as well as providing a new green wedge extending from the city.

In defining a clear and defensible boundary for the new freestanding settlement, it is recommended that the existing boundaries are strengthened as part of the masterplanning of the site (for example through the creation of landscape buffers) in order to create a holistic single boundary, which acts as a defined and recognisable urban edge which will be permanent in the long term.

Strategic Policy 'SS12: Land west of Wigginton Road' in the submitted Local Plan (2018) sets out relevant planning principles detailing issues which must be addressed as part of the development. Where applicable, this policy seeks to ensure the mitigation outlined from the Heritage Impact Appraisals specific to that site are mitigated through principles in the policy to be demonstrated in master planning and applications to deliver the site allocation. These principles work with policies set out in Section 8: Placemaking, Heritage, design and Conservation to ensure high environmental quality and supports the character and setting of the city.

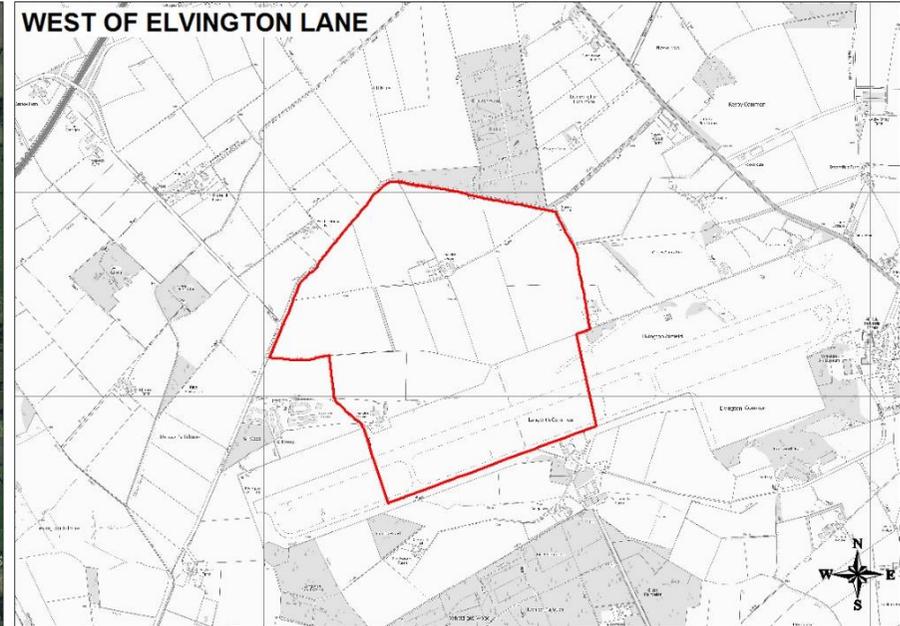
Site Name:

ST15: Land West of Elvington Lane

WEST OF ELVINGTON LANE



WEST OF ELVINGTON LANE



Scoping: Strategic Principles: SP1, SP6, SP7, SP10, SP11

Site Overview: The boundary in the Submitted Local Plan shows a 159ha Garden Village, yielding 3339 dwellings.

Work to date indicates that the land is controlled by willing landowners, meets the Council's site selection criteria relating to land constraints and accessibility of services and transport, and is free of fundamental constraints to delivery.

Site Name:

ST15: Land West of Elvington Lane

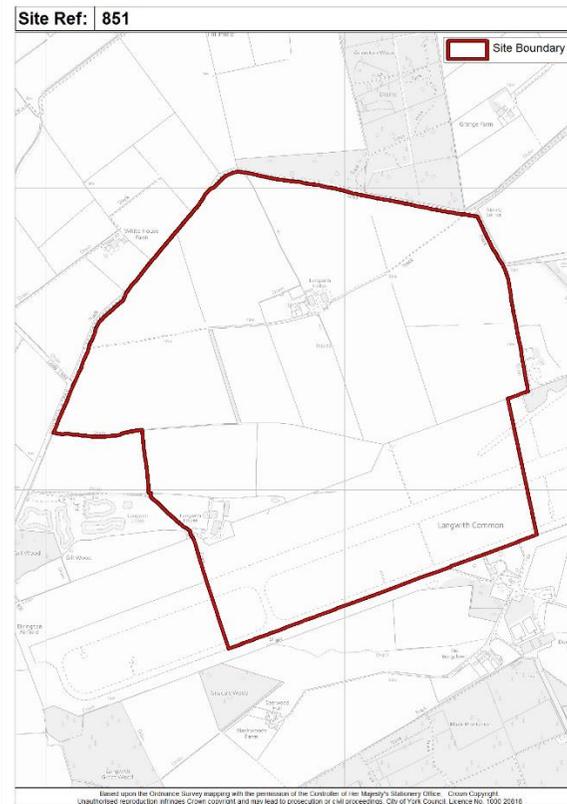
1. Appraising the impact of potential sites against the spatial strategy (through the site selection process)

Spatial Strategy

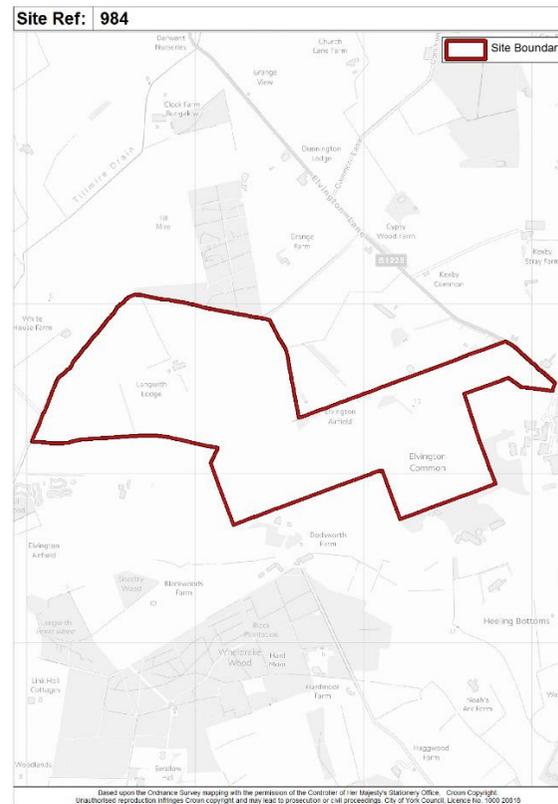
Land Submitted for Consideration

Different iterations of land the West of Elvington Lane have been submitted for consideration since submission in 2012. The site allocation and reasonable alternatives identified in the submitted Sustainability Appraisal (2018) are as follows:

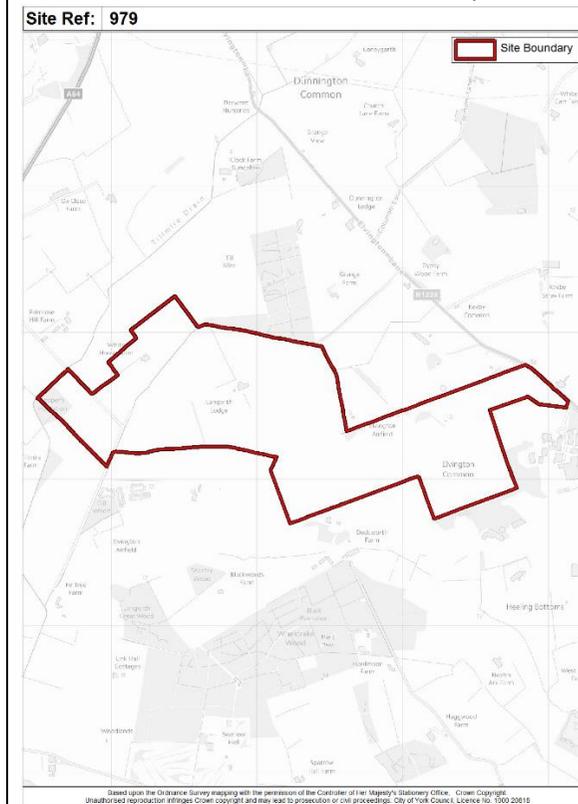
- Allocation – Site 851



- Alternative 1 site 984 (Post PPC)



- Alternative 2 Site 979 (Developer PPC)

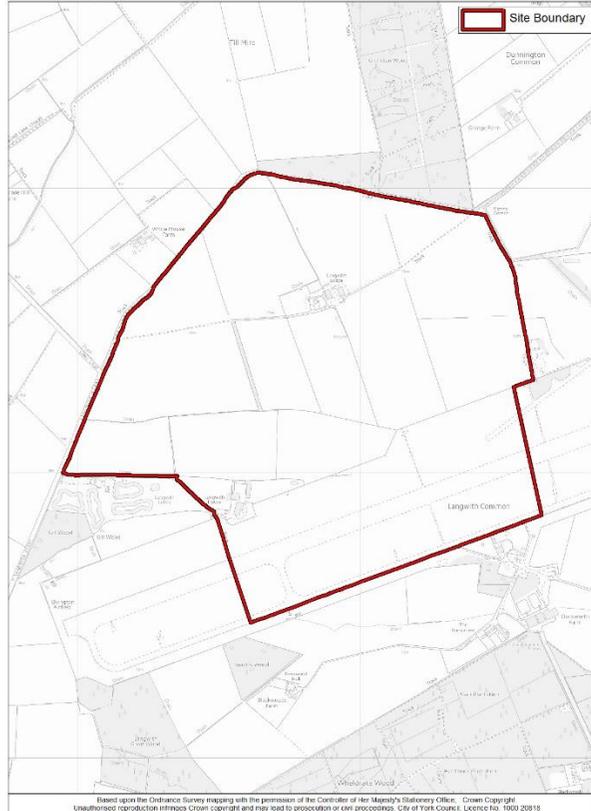


Site Name:

ST15: Land West of Elvington Lane

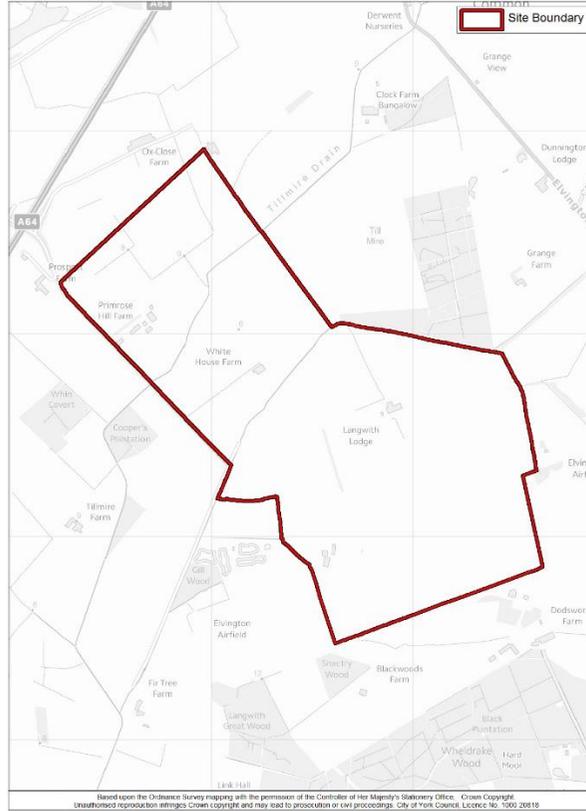
- Alt 3 Site 888 (Developer)

Site Ref: 888

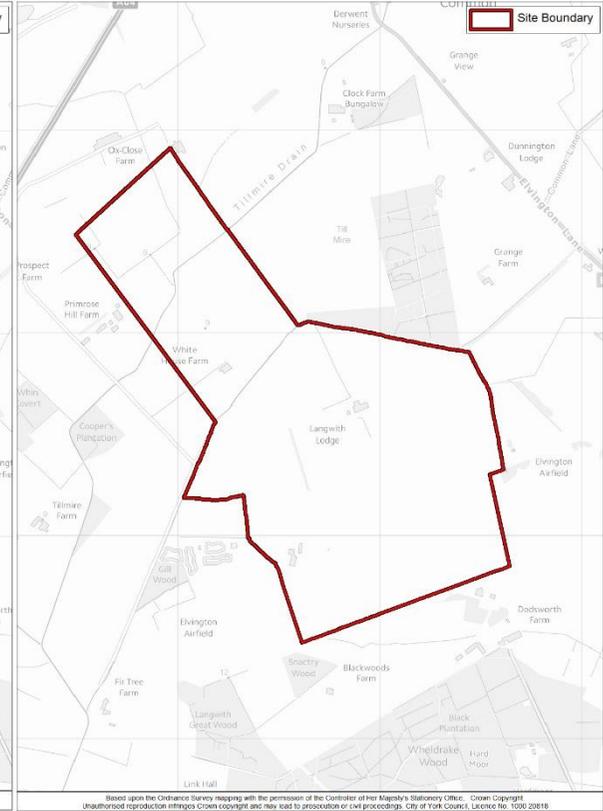


- Alt 4 site 877 / 985

Site Ref: 877



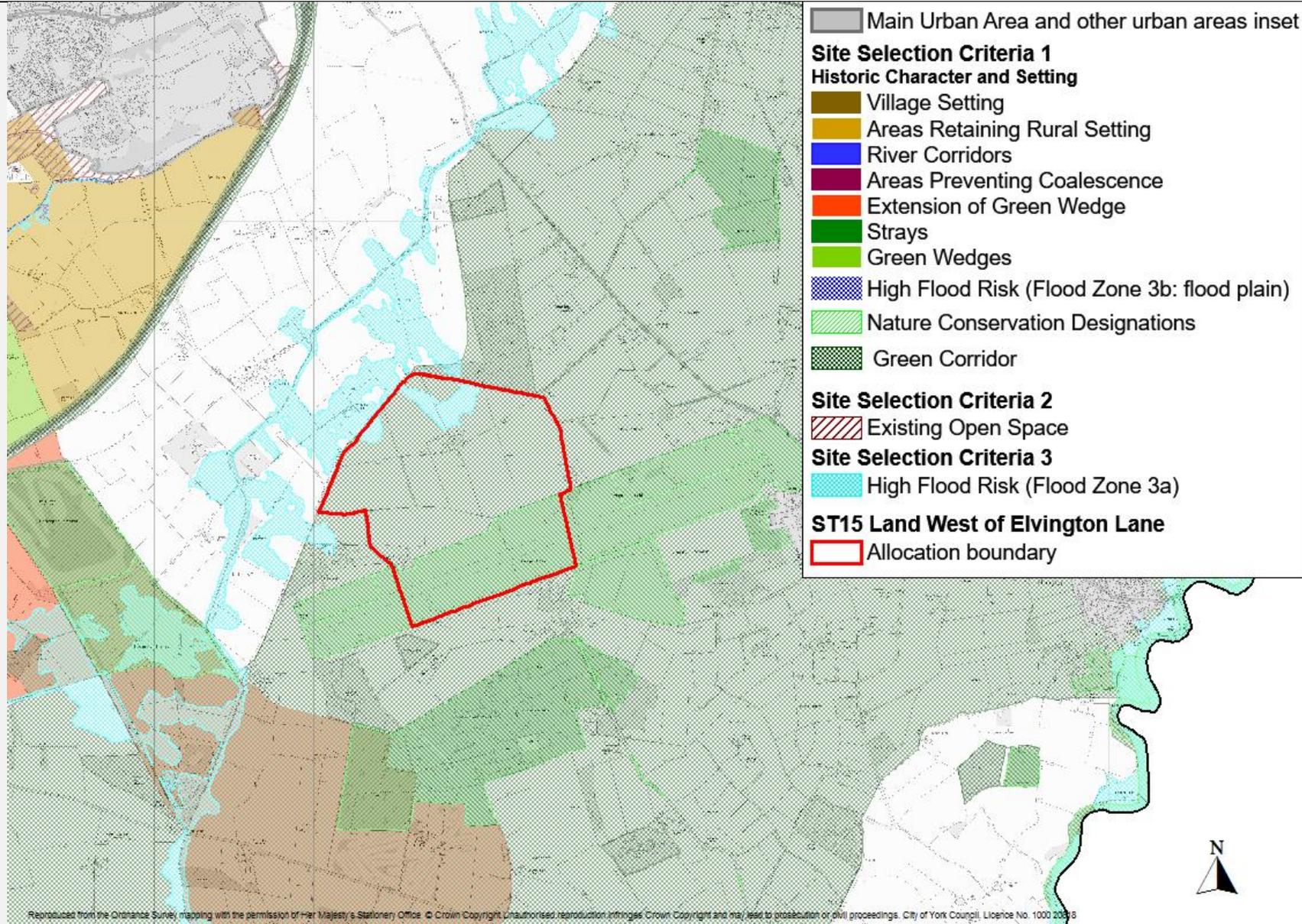
Site Ref: 985



Site Name:

ST15: Land West of Elvington Lane

NPPF
Para
85



Site Name:

ST15: Land West of Elvington Lane

Sustainable patterns of Development:

This location forms a sustainable option when judged against the spatial strategy site selection criteria (see Introduction step (5) and para 85 map above):

- It is not located within areas of historic character and setting,
- It contains limited areas of high flood risk; high flood risk areas can be excluded from development leaving sufficient land for a self-sustaining settlement;
- It does not contain existing areas of open space.

The site boundary does incorporate the former Elvington Airfield, which is designated as a site of importance for nature conservation (SINC) for both birds and grasslands. The location is in proximity of Heslington Tillmire SSSI (within 500m) and the River Derwent (SAC)/Lower Derwent Valley SPA (5km). Mitigation for biodiversity will be required. Whilst the site location is also within a local green infrastructure corridor, this is not an absolute constraint and can be used as an opportunity to provide biodiversity net gain and link to existing networks.

The site does not have access to existing services or facilities but, given the scale of development proposed, it is expected that this would be a self-sustaining, freestanding new village. Consequently, it would deliver a minimum of one local centre incorporating appropriate shops, services and community facilities to meet the needs of future residents. On-site provision to meet nursery, primary and potentially secondary demand should also be provided.

Access to the site is currently limited but will be improved with a new primary route via a new junction on the A64 leading to a network of new streets enabling new sustainable transport access across the new settlement. The site offers potential for proposed strategic green space to maximise pedestrian/cycle linkages in and out of the site offering connectivity to the wider City via existing connections. Langwith Stray/Long Lane/Common Lane are very lightly trafficked roads, and could provide a pleasant cycle route from the site to Heslington. There are also several bridleways / pedestrian rights of way running through or near to the site that may be suitable for use as cycle/pedestrian routes.

There is potential to provide a sustainable location for growth (in line with NPPF para 85) to be able to contribute to the long term permanence. The land **has potential for development in line with the Local Plan strategy.**

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2. Green Belt Purposes and Boundary Identification

This section assesses land proposed to be allocated against Green Belt purposes as applied through the boundary setting criteria (Section 8), taking into account the principals of the Heritage Topic Paper and Heritage Impact Appraisals (SP6 and SP7) and the sustainability appraisal. It applies the boundary setting methodology to determine a clear defensible boundary.

Summary Outcomes:							
Criterion 1 Compactness	1.1	Yes	<p>Purpose 4 –</p> <p>SPATIAL DISTRIBUTION TO INCLUDE STANDALONE SETTLEMENTS IS LESS HARMFUL IN COMPARISON TO ADDITIONAL DEVELOPMENT ON THE URBAN EDGE OF YORK.</p> <p>THE HIA FOR ST15 HAS POTENTIAL TO RESULT IN MINOR TO SIGNIFICANT HARM AS A RESULT OF DEVELOPMENT IN THIS LOCATION. SIGNIFICANT HARM CAN BE MITIGATED TO MINOR THROUGH MASTERPLANNING</p>	Criterion 4 - Sprawl	4.1	Yes	<p>Purpose 3 –</p> <p>SPATIAL DISTRIBUTION TO INCLUDE STANDALONE SETTLEMENTS HELPS TO AVOID HARM BY REASON OF URBAN SPRAWL</p>
	1.2	Yes			4.2	No	
	1.3	No			4.3	No	
Criterion 2 Landmark Monuments	2.1	Yes		Criterion 5 - Encroachment	5.1	Yes	<p>Purpose 3 –</p> <p>ENCROACHMENT INTO THE COUNTRYSIDE AS A RESULT OF STANDALONE SETTLEMENTS IN YORK IS ACCEPTED. SPATIAL DISTRIBUTION TO INCLUDE STANDALONE SETTLEMENTS HELPS TO AVOID ANY SIGNIFICANT HARM BY REASON OF ENCROACHMENT OVERALL.</p>
	2.2	Yes			5.2	Yes	
	2.3	No			5.3	Yes	
Criterion 3 Landscape and Setting	3.1	Yes			5.3	Yes	
	3.2	No					

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GB Purpose	Discussion	<u>Outcome</u>
<p>Purpose 4 – Preserving the setting and special character of historic towns</p>	<p>The process of identifying suitable site allocations has followed an interactive process considering the principle set out in the Heritage Topic Paper and Heritage Impact Appraisal to inform purpose 4 objectives.</p> <p>Compactness (Criterion 1)</p> <p>1.1 /1.2/ 1.3</p> <p>Delivery of freestanding settlements limits further harm in relation to compactness in comparison to additional development on the urban edge of York.</p> <p>The identity of a compact village as identified by the allocation, in an open or rural landscape is required to maintain the settlement pattern of villages in an open and historic setting.</p> <p>Delivery of ST15 has a potential to result in minor to significant harm in relation to compactness of the main urban area. However, the HIA identifies that any significant harm to this purpose can be mitigated to minor harm through masterplanning</p> <p>Whilst a freestanding village in this location affects the openness of the Green Belt, the degree of harm has been judged to compactness of the main urban area to be far less than would be caused should the housing development in those settlements be located, instead, on the edge of the existing built up area of the City or in its surrounding settlements. As endorsed by Historic England, a strategy in which part of York’s development needs are met in new freestanding settlements helps to safeguard the size and compact nature of the historic city, the perception of York being a free-standing historic city set within a rural hinterland, key views towards York from the ring road, and the relationship of the main built up area of York to its surrounding settlements.</p> <p>Development of this land will result in the creation of a new, free-standing settlement beyond the ring road to the southwest of the city (A64). ST15 as a freestanding settlement in this location aligns with the settlement pattern of other freestanding villages set within their own landscape context. The allocation boundary is set back from the A64 to create a new green</p>	<p>SPATIAL DISTRIBUTION TO INCLUDE FREESTANDING SETTLEMENTS IS LESS HARMFUL IN COMPARISON TO ADDITIONAL DEVELOPMENT ON THE URBAN EDGE OF YORK.</p> <p>THE HIA FOR ST15 HAS POTENTIAL TO RESULT IN MINOR HARM AS A RESULT OF DEVELOPMENT IN THIS LOCATION. HARM CAN BE MITIGATED FURTHER THROUGH MASTERPLANNING</p>

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wedge to reduce the impact of development eroding compactness of the main urban area and keys views towards the Wolds. This separation is important to retain the perception of the historic city set in a rural hinterland as well as preventing perception of sprawl or future coalescence with the existing urban edge.

The HIA identifies that the introduction of a new settlement within the rural hinterlands of York reduces the generous separation between Elvington/Wheldrake/Heslington and the three become more closely associated and less remote as rural villages. However, there is an opportunity to create settlement with new strong identity. Any impacts are likely be reduced subject to the implementation of mitigation and treatment of the landscape on all boundary edges in line with offsetting through compensatory improvements to ensure high environmental quality and support for the character and setting of the city. The HIA identifies that this will therefore cause minor harm to compactness.

Landmark Monuments (Criterion 2)

2.2/2.3

Delivery of ST15 has a potential to result in minor to significant harm in relation to landmark monuments relating to views out to the rural hinterland and non-designated heritage assets. However, effects are able to be mitigated to be minor harm .

ST15 site does not contain any designated heritage assets or listed buildings.

There are several non-designated heritage assets identified. There is a medieval moated site within the proposed development area (Langwith Lodge). The boundary includes two additional historic farmsteads. Langwith Lodge, Langwith House and White House Farm (on the border of the site) are shown (in earlier forms) on the 1852 OS plan.

Important to Heslington village Conservation Area to the north of the A64 is the rural context and openness of the landscape to the south of the village.

The Minster Way pedestrian route is a non-designated heritage asset. This historic route links the Minsters of York and Beverley travelling through a predominantly tranquil countryside.

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There is an arc of views towards the city centre and the university from this vicinity. Development here has the potential to harm long views both into and out of the city. Views may also be possible towards Elvington, the Minster, Heslington Anglican Church spire and the Wolds from the site.

ST15 as a freestanding settlement is set back from the A64 to mitigate impacts on key and local views. The location away from the A64 retain the context of long distance views. Local views can be incorporated as part of further mitigation to reduce significant harm to minor harm.

Landscape and Setting (Criterion 3)

3.1

Delivery of ST15 has a potential to result in minor to significant harm in relation to landscape and setting. However, effects are able to be mitigated through the scale and form of development, which seeks to retain the rural setting and further measures can mitigate significant effects as a result of development.

This new settlement is located outside of the ring-road within the southwest quadrant of York. All land in this location is categorised as woodland arable lowland as mixed fringe farmland (Annex 1, evidence 8). It is currently a mix of planned enclosures and the former WWII Elvington Airfield.

ST15 will form a new settlement within a 'clock face' of freestanding settlements surrounding York, which is a key characteristic of the city. The location of the allocation is set back by 1.5km from the A64 incorporating part of Elvington Airfield helping to establish a distinct settlement set in its own landscape context in accordance with the pattern of settlements.

ST15 as a freestanding settlement set back from the A64 has been arrived at iteratively to respond to the HIA issues such as avoiding significant adverse impacts on the setting of York or key views across the open countryside. Whilst the location avoids areas identified by "The Approach to the Green Belt Appraisal" (2003, and its subsequent updates) [Annex 1, evidence 11] as important in preserving the setting and special character of York, the boundary for ST15 responds to outcomes in the HIA wherein it identifies that views across the site to the

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	<p>Wolds and towards the city centre may be adversely affected from development immediately to the south of the A64. Additionally, development not sufficiently set back may be perceived as a continuation of development as part of the main urban area, constituting sprawl or have future potential for coalescence.</p> <p>ST15 as a freestanding settlement is considered to have minor to significant harm in the HIA on the landscape and setting of York. However, the scale and form of development seeks to retain the rural setting and pattern of development; further measures can mitigate significant effects as a result of development to strengthen its landscape context as part of ensuring high environmental quality and to support the character and setting of the city. All of the site would need to include carefully designed landscaping and buffering to its outer edges, particularly their northern boundaries, to lessen harm of a new settlement in this location.</p> <p>Historic England acknowledge that the allocation boundary for ST15 <i>has been designed to reflect the relationship which York has with its surrounding villages – an element which has been identified as being part of the character of the City. It is also clear that consideration has also been had to the need to increase in the separation of the settlement from the ring road and to produce a form of development which sits more comfortably into the rural landscape, maintain the impression of York being a settlement sitting within an extensive rural hinterland, and maintained the important views of the open countryside from the A64 travelling south-westwards (Regulation 19 consultation, 2018).</i></p> <p>A local long view over Elvington airfield from Tillmire Farm will be obscured by development. Elvington Airfield is a former WWII airfield; prior to this the land was agricultural fields. The development would reduce the integrity and legibility of the airfield as an open landscape.</p> <p>Several legible non-designated landscape features exist across the site including medieval and post-medieval field boundaries, including ridge and furrow. Development which removed the visible inherited historic grain would be detrimental to the area.</p>	
Purpose 1	(Criterion 4) The village is a freestanding new settlement which helps to restrict urban sprawl	SPATIAL DISTRIBUTION TO INCLUDE

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Checking unrestricted sprawl	<p>In comparison to a spatial distribution strategy resulting in additional development on the edge main urban areas, freestanding settlements help to restrict urban sprawl.</p> <p>The boundary definition of a compact new settlement will help to ensure that potential for future sprawl will be avoided in this new urban location.</p> <p>Some important principles were addressed through the ongoing site selection process to reflect and respond to the impacts identified through Heritage Impact Appraisal, namely: that the development read as a settlement that is separate from York and sits within its own landscape context. The site's northern boundary has been significantly set back from the A64 (1.5km) to address the potential significantly negative impact on the setting of the City by development encroaching up to the ring road. As a distinct 'Garden Village', development here could not reasonably be described as contributing to the unrestricted sprawl of a large built up area</p>	FREESTANDING SETTLEMENTS HELPS TO AVOID HARM BY REASON OF URBAN SPRAWL
Purpose 3 Safeguarding the countryside from encroachment	<p>Encroachment into the countryside as a result of freestanding settlements in York is accepted.</p> <p>The landscape of York is characterised by its openness and pattern of urban development set within a rural, countryside setting. Any freestanding development in area of otherwise undeveloped open countryside will have an impact on purpose 3. However, a spatial distribution strategy reinforcing the freestanding and set back settlement pattern, is considered to be less harmful overall than additional incremental development located on the edge of existing urban areas.</p> <p>Delivery of ST15 has a potential to result in minor to significant harm in relation to countryside encroachment. However, significant effects are able to be mitigated land by maintaining land between the settlement edge (north) and A64 predominantly to help retain openness and views to ensure the landscape continues to function as part of the countryside and contributes to the character of the countryside.</p> <p>There are limited urbanising influences between the A64 and villages of Wheldrake and Elvington to the south east. The land functions predominantly as arable farmland interspersed with tree-lined hedges and pockets of woodland. Whilst there are isolated farmstead and</p>	ENCROACHMENT INTO THE COUNTRYSIDE AS A RESULT OF FREESTANDING SETTLEMENTS IN YORK IS ACCEPTED. SPATIAL DISTRIBUTION TO INCLUDE FREESTANDING SETTLEMENTS HELPS TO AVOID ANY SIGNIFICANT HARM BY REASON OF

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	<p> dwellings, these are sporadic across the landscape and retain a strong sense of openness /connectivity with the wider landscape. These are connected to the main urban area via historic country lanes and green routes now connected over the A64. Similarly, Elvington Airfield, whilst previously development land (tarmac), retains openness and connection to the flat, open countryside.</p> <p>Harm is accepted in relation to purpose 3 in this location given that the development of a new freestanding settlement is an area perceived as countryside. However, ST15 is set back from the A64 to help retain the character and perception of the countryside in this location. There is also opportunities to continue accessibility to the countryside by strengthening linkages with the Minster Way and other rights of way. It is considered in the HIA that the significant/minor harm effects for the allocation boundary could be reduced to minor subject to the implementation of appropriate mitigation and treatment of the landscape.</p>	<p>ENCROACHMENT OVERALL.</p>
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Sustainability Appraisal	Document Ref	
	<p>The approach taken by the Sustainability Appraisal is to appraise the site allocations and their reasonable alternatives in accordance with SP6 (Heritage Topic Paper Characteristics) and SP7 (characteristics relevant to keeping land permanently open to protect the historic character and setting of the city). This is taken into consideration under objectives 14 'Conserve or enhance York's historic environment, cultural heritage, character and setting and 15 'Protect and enhance York's natural and built landscape'.</p>	<ul style="list-style-type: none"> • SA main report (2018) [CD008] Strategic Sites, page 116 • SA Annex I: Appraisal of Strategic Sites (2018) [CD009b] ST15: West of Elvington Lane, Page 114 • SA Annex K: Part 2 - Strategic Site Audit Trail (2018) [CD009c] ST15: West of Elvington Lane, Page 195

Determining a clear, defensible boundary	
<p>Site specific boundary considerations from Green Belt Purpose analysis</p>	<p>Must be set back from outer ring-road (A64) to maintain views and rural setting. Must be form an identifiable, compact self-sustaining settlement.</p>

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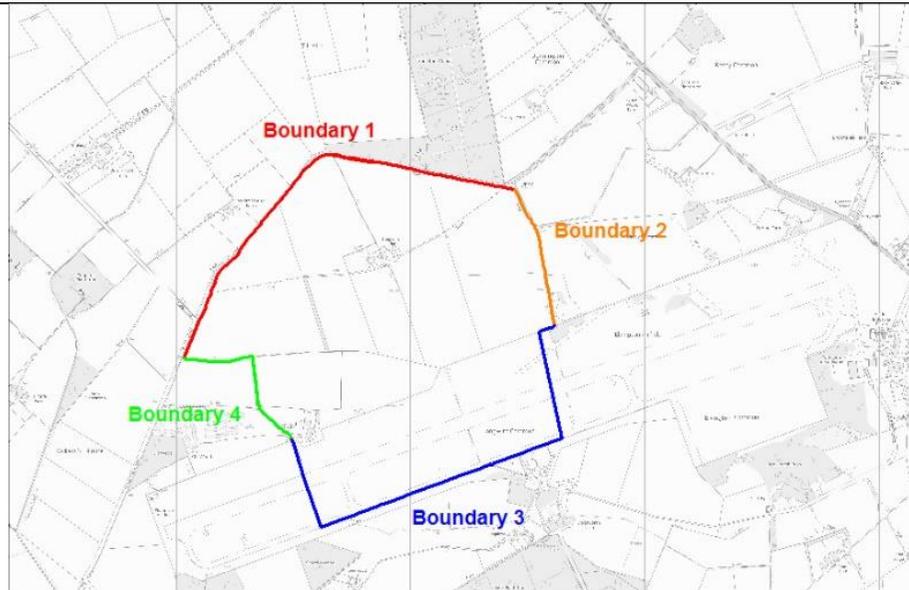
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	<p>Must retain setting of York to the south and interrelationship between the land to the north and south of the A64 as perceived when travelling through; important to perception of compactness of the city in a rural setting. Must respect historic recreational routes</p>	
Proposed boundary description and recognisability	<p>The site is broadly contained by recognisable and permanent landscape features. This is a large freestanding settlement covering 159ha and is generally well contained, being bounded on most sides by a combination of roads/tracks, deep ditches, trees, woodland, Elvington Airfield and a substantial hedgerow. The Minster Way PROW (linking the two Medieval Minsters at Beverley and York) (also called Baker Lane) forms the northern boundary of the site and on the north eastern boundary is bounded by Grimston Wood. The eastern boundary turns south from Baker Lane/ Gipse Corner (as described on the 1852 OS map) to follow historic field boundaries connecting to the northern extent of Elvington airfield. The boundary travels straight to southern extent of the airfield on the south eastern and southwestern boundaries. These are less well defined but follow the boundaries of the flora SINC designation on the airfield. The southern extent of the runway forms the southern boundary. The western edge continues north from the airfield following historic field boundaries to meet Langwith Stray (a lane).</p> <p><u>Recommendation</u></p> <p>In defining a clear and defensible boundary for the new freestanding settlement, it is recommended that the existing boundaries are strengthened as part of the masterplanning of the site (for example through the creation of landscape buffers) in order to create a holistic single boundary, which acts as a defined and recognisable urban edge which will be permanent in the long term.</p>	<p>The proposed boundary has associations with historical features and has been established for a significant period of time. This definition is reinforced by containing the limits of the urban area in this location. The layering of different boundary features in the form of historical as well as current built and natural features offers</p>

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Permanence of proposed boundary



Boundary 1 – This follows the alignment of the historic Minster Way and is defined by a hedge/tree-lined track. This boundary offers permanence

Boundary 2 – This follows historic field boundaries present on the 1852 OS map. This boundary offers permanence.

Boundary 3 – This relates to Elvington Airfield. The eastern and western edges cut across the existing airfield and will need to be more clearly defined as a result of development. The southern airfield boundary offers permanence to the south.

Boundary 4 - This follows historic field boundaries present on the 1852 OS map. This boundary offers permanence.

strength and resilience to change.

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Summary

Drawing on the assessment of Green belt purposes, in order to mitigate the potential harm to the Green Belt the location of a freestanding settlement in this location:

- Replicates the settlement pattern of York's freestanding villages;
- Is separated from the A64 to retain the setting of York to the south and interrelationship between the land to the north and south of the A64 as perceived when travelling through; important to the perception of compactness of the historic city in a rural setting (boundary 1).
- The remaining Green Belt to the northwest and north of the freestanding settlement will have an increased importance in the rural setting of the city and in preventing future coalescence between the new northern boundary and the urban edge.

In defining a clear and defensible boundary for the new freestanding settlement, it is recommended that the existing boundaries are strengthened as part of the masterplanning of the site (for example through the creation of landscape buffers) in order to create a holistic single boundary, which acts as a defined and recognisable urban edge which will be permanent in the long term.

Strategic Policy 'SS13: Land west of Elvington Lane' in the submitted Local Plan (2018) sets out relevant planning principles detailing issues which must be addressed as part of the development. Where applicable, this policy seeks to ensure the mitigation outlined from the Heritage Impact Appraisals specific to that site are mitigated through principles in the policy to be demonstrated in master planning and applications to deliver the site allocation. These principles work with policies set out in Section 8: Placemaking, Heritage, design and Conservation to ensure high environmental quality and supports the character and setting of the city.