



YORK

CITY OF YORK  
Local Plan - Publication Draft  
February 2018  
(Regulation 19 Consultation)



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**City of York Local Plan - Publication Draft (February 2018)  
(Regulation 19 Consultation)**

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The Council is inviting comments on this City of York Local Plan – Publication Draft (February 2018) (Regulation 19 Consultation)<sup>1</sup>. The consultation runs from Wednesday 21 February until midnight on Wednesday 4 April 2018. You can find out more about the Local Plan and how to respond to the consultation by looking on the Council's website at **www.york.gov.uk/localplan** or calling the consultation phone number on **01904 552255**. All comments must be received by **Midnight on Wednesday 4 April 2018**.

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<sup>1</sup> Regulation 19 The Town and Country Planning (Local Planning) (England) Regulations 2012



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This section sets out what this document is all about. It explains the structure of the document and what its purpose is. The glossary at the end of this document explains what some of the technical words used in the document mean.

ABOUT THE PLAN



## About the Plan

### What is the Local Plan?

- i) This Local Plan covers the period from 2017 to 2032/33, with the exception of the Green Belt boundaries which will endure up to 2037/38. A Local Plan should set out how much and where land should be provided to accommodate the new homes and jobs that are needed in the city. It should also facilitate new infrastructure to ensure that development is sustainable. This may include new transport measures, schools, shops, community facilities and public open space and sports facilities. The Local Plan should also protect and enhance the high quality natural and built environment and heritage of York.
- ii) Once finalised and adopted, the Local Plan will be used to manage development through the determination of planning applications, making it clear where development is acceptable and to help provide certainty for the local community that the development planned is co-ordinated.
- iii) National Planning Policy requires Council's to prepare long term planning policies for their area and through regulations, sets out prescribed processes for doing this. Work on the City of York Local Plan is currently at Regulation 19 stage. To date, as part of this stage, the Council has already consulted on Preferred Options in 2013 plus additional consultations as part of the Further Sites Consultation in 2014, Preferred Sites Consultation in 2016, and Pre-Publication (Regulation 18) Consultation in 2017. The responses to these consultations have been considered and this draft Local Plan is a response to the comments made.
- iv) The National Planning Policy Framework (2012) (NPPF) sets out the Government's planning policies and how they should be applied. It sets a framework for the preparation of locally distinctive planning policies in the form of Local Plans. The NPPF advises that Local Plans should be aspirational but realistic and should address the spatial implications of economic, social and environmental change. Local Plans should set out the opportunities for development and clear policies on what will or will not be permitted and where.
- v) A range of evidence has been commissioned or undertaken by the Council to underpin the Local Plan, including that which was undertaken to inform the previous Local Development Framework Core Strategy process between 2006 and 2011, which can be viewed on the Council's website. Preparation of the draft Local Plan has also been informed by a Sustainability Appraisal/Strategic Environmental Assessment and Habitat Regulations Assessment.

### How to use the Plan

- vi) It is important that individual policies contained within the Local Plan are not viewed in isolation. The Plan should be regarded as one single publication, together with the Proposals Map and all relevant policies should be taken into account. Each policy is given a number and a title. The first letters of each policy relate to the specific section title. Each policy sets out the criteria against which planning applications will be considered. The paragraphs following each policy explain why that policy has been included in the Plan and include any relevant supporting information that may

be taken into account when considering proposals under that particular policy heading.

### **Consultation so far**

- vii) The preparation of this Local Plan follows on from the previous Core Strategy process between 2006 and 2011. This City of York Local Plan - Publication Draft (February 2018) (Regulation 19 Consultation) document draws from the responses that were received during the consultation on the previous Core Strategy. Alongside the consultation undertaken as part of the Core Strategy process a series of Local Plan visioning workshops were held in October 2012. During these workshops businesses, stakeholders and Members joined Officers to discuss key issues facing the city with regard to protecting the environment, getting York moving, building strong communities and creating jobs and growing the economy. The discussion arising from these workshops helped to shape the Local Plan Preferred Options which was consulted on during the summer of 2013. Further consultations on sites were undertaken in 2014 and 2016, the responses from which provided information that has helped us to make a fair comparison of all the possible sites that we could include in Plan. Additionally, the Council undertook a Pre-Publication (Regulation 18) consultation in 2017, that also helped inform this version of the Plan.

### **Sustainability Appraisal, Heritage Impact Appraisal and Habitat Regulations Assessment**

- viii) To ensure that policies and proposals in the Local Plan contribute to sustainable development, it is subject to a Sustainability Appraisal (SA), incorporating the requirements of the EU Directive on Strategic Environmental Assessment. The SA assesses the implications of the proposed policies on the social, economic and environmental objectives for the city and recommend how the plan can be more sustainable by suggesting amendments to avoid or mitigate any negative impacts on the principles of sustainable development. An SA (2018) is available to read alongside this Publication draft document. This gives an indication of how each policy meets the requirements to achieve sustainable development objectives in York. The process of SA has been iterative throughout plan production to inform its development and is reflected in the Publication draft to ensure it maximises its contribution towards sustainable development.
- ix) In order to develop a sound basis for informed decision making, a Heritage Impact Appraisal (2017) (HIA) has been undertaken which forms part of the SA/SEA process. The purpose of this HIA is to assess whether the strategic sites and policies of the publication draft Local Plan will conserve or enhance the special characteristics of the city. The Heritage Topic Paper Update (2014) considers existing evidence relating to the City of York's historic environment and how the evidence is translated into the Council's understanding of the city's special qualities and its complex 2000 year history. This evidence and understanding has then been used to identify six principle characteristics of the historic environment that help define the special qualities of York, providing a detailed explanation of each characteristic. The historic and natural environment policy framework for the city is established by the Heritage Topic Paper and the six principle characteristics identified within in it, alongside the design and historic environment policies within the Plan. These form the basis of the HIA. The Heritage Topic Paper Update (2014) and HIA (2017) are available to read alongside this Publication draft Local Plan.

- x) The Local Plan has also been informed by ongoing Habitat Regulations Assessment, which establishes whether the strategy will have potential adverse impacts on internationally recognised nature conservation sites (Special Areas of Conservation (SACs) and Special Protection Areas (SPAs) in accordance with the Habitats Directive. This document should be read in conjunction with the SA.

## **Structure of this Document**

- xi) This document is divided into the following sections:

### **Spatial Portrait, Vision and Development Principles**

- xii) York's Local Plan vision and development principles is based on a sound understanding of York's unique character and local planning issues and challenges it faces as well as responding to the strategic framework for York, including the presumption in favour of sustainable development.

### **Spatial Strategy**

- xiii) The spatial strategy sets out the general spatial principals that will underpin the distribution of future development in York. It considers a range of issues which will influence the spatial strategy and includes a section on York City Centre, York Central, Castle Gateway and the strategic sites (those that are 5 hectares (5ha) or more). It provides a spatial expression of the priorities of the Council and its partners.

### **Policies**

- xiv) These are included in the sections below which are grouped under the relevant headings from the vision and reflect the themes of the Council Plan for York:

#### **Create a Prosperous City for All**

- Economy and Retail

#### **Provide Good Quality Homes and Opportunities**

- Housing
- Health and Wellbeing
- Education

#### **Protect the Environment**

##### *Built Environment*

- Placemaking, Heritage, Design and Culture

##### *Natural Environment*

- Green Infrastructure
- Managing Appropriate Development in the Green Belt

##### *Natural Resources and Environmental Protection*

- Climate Change
- Environmental Quality and Flood Risk
- Waste and Minerals

#### **Ensure Efficient and Affordable Transport Links**

- Transport and Communications

### **Delivery and Review**

- xv) This section addresses the delivery of the Local Plan and considers how new infrastructure that is needed for development will be funded. It also outlines how the Council intends to 'monitor and manage' the Local Plan. This will outline the process that will be used to monitor the effectiveness of the Local Plan's outcomes in terms of delivering the vision and spatial objectives and in implementing the spatial strategy.

### **Next Steps**

- xvi) The Council is seeking representations on the "soundness" of this Publication Draft Plan (February 2018) under Regulations 19 and 20 of the Town and Country Planning Regulations (2012). Following this, the plan and consultation responses will be submitted to the Secretary of State and assessed at an Examination in Public, before being adopted by the Council.

### **Further Information**

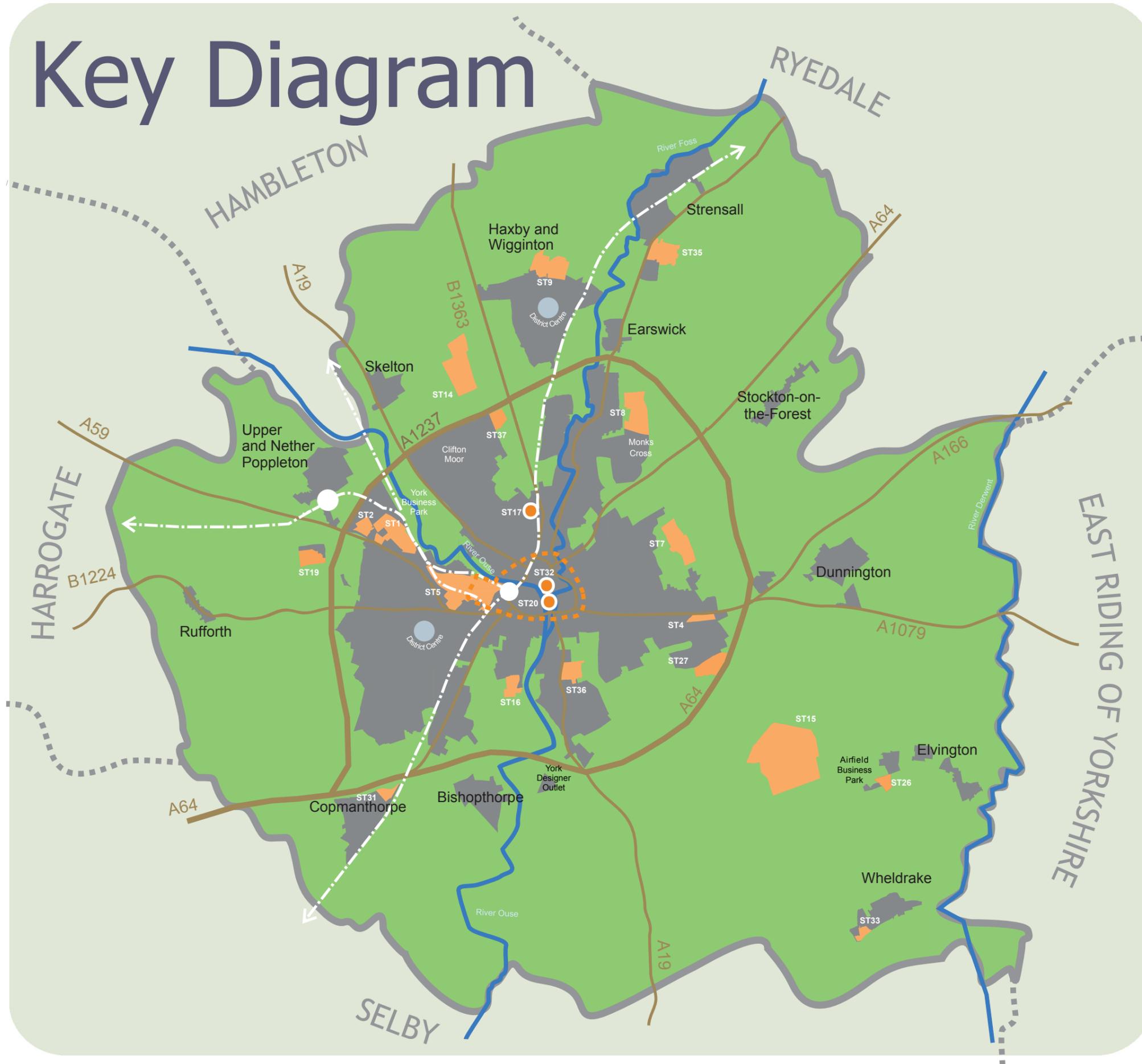
- xvii) For further information about this document or any other parts of the Local Plan process or previous LDF please contact the Strategic Planning team using the details below:

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All documents relating to the Local Plan are available on the Council's website at [www.york.gov.uk/localplan](http://www.york.gov.uk/localplan). For documents relating to the previous Local Development Framework process please contact the Strategic Planning team using the above contact details.

# Key Diagram



- York's main built up areas
- General extent of the proposed Green Belt
- City Centre
- District Centres
- Strategic Sites**
- ST1 - British Sugar/Manor School
  - ST2 - Civil Service Sports Ground
  - ST4 - Land Adjacent to Hull Road
  - ST5 - York Central
  - ST7 - Land East of Metcalfe Lane
  - ST8 - Land North of Monks Cross
  - ST9 - Land North of Haxby
  - ST14 - Land West of Wigginton Road
  - ST15 - Land West of Elvington Lane
  - ST16 - Terry's Extension Sites
  - ST17 - Nestle South
  - ST19 - Land at Northminster Business Park
  - ST20 - Castle Gateway
  - ST26 - Land South of Airfield Business Park, Elvington
  - ST27 - University of York Expansion
  - ST31 - Land at Tadcaster Road, Copmanthorpe
  - ST32 - Hungate
  - ST33 - Station Yard, Wheldrake
  - ST35 - Queen Elizabeth Barracks, Strensall
  - ST36 - Imphal Barracks, Fulford Road
  - ST37 - Whitehall Grange, Wigginton Road
- Rivers
- Main Rail Network/Stations
- Main Road Network

The Key Diagram is for illustrative purposes only, showing Strategic Sites, and the general extent of York's Green Belt. For more detail and other sites (including housing and employment), allocations and designations please see the proposals map.





This section sets out the background information to the plan such as York's population, history of the city, transport issues etc. This information has been used to set out the key spatial issues, opportunities and challenges facing York. The vision responds to these issues, opportunities and challenges.



## Section 1: Background

### ***Strategic Framework***

- 1.1 The Local Plan has been prepared at a time of considerable change in the public policy context with the Localism Act (2011) Act introducing a number of important reforms to the planning system, including the abolition of the Regional Spatial Strategy, alongside the National Planning Policy Framework (2012) (NPPF) streamlining national planning policy and replacing the previous Planning Policy Guidance and Planning Policy Statements. The Local Plan must take full account of these changes, alongside the national and local strategic context. This section outlines the key elements of the strategic framework which underpins the Local Plan.

### **Sustainable Development Goals**

- 1.2 In September 2015, 193 Member States attending the United Nations Sustainable Development Summit in New York adopted a new global development framework: 'Transforming our World: the 2030 Agenda for Sustainable Development'. The Agenda consists of 17 Sustainable Development Goals (SDGs) (or 'Global Goals' as they are popularly known) and 169 targets, which commit all signatory countries to tackle issues as diverse and deep-rooted as gender inequality, climate change, access to quality education and the promotion of peaceful and inclusive societies. The SDGs officially came into force on 1 January 2016 and the UK must now move forward with implementing the goals. The Local Plan must embrace the need to ensure sustainable development by taking into account the SDGs.

### **National Planning Policy Framework**

- 1.3 The NPPF represents a fundamental reassessment of both the overall direction and the detail of the planning system in England. It is intended to support economic recovery and play a key role in delivering the government's localism agenda. The NPPF is the outcome of a review of planning policy, designed to consolidate policy statements, circulars and guidance documents into a single concise framework. The overriding message from the framework is that planning authorities should plan positively for new development, and that 'planning should operate to encourage and not act as an impediment to sustainable growth'.
- 1.4 At the heart of the new system is a new 'presumption in favour of sustainable development'. This requires Local Plans to meet development needs, unless any adverse impacts would significantly and demonstrably outweigh the benefits, and for development proposals that accord with the Local Plan to be approved without delay.
- 1.5 The NPPF emphasises the need for careful attention to viability to ensure development plans are deliverable.

### **Other National Planning Policy**

- 1.6 Alongside the NPPF are two planning policy documents, Planning Policy for Traveller Sites (2015) and National Planning Policy for Waste (2014). Both provide further information on their respective policy areas and should be read in conjunction with the NPPF.

### **National Planning Practice Guidance**

- 1.7 Following the publication of the NPPF the Government have revised and updated planning practice guidance to make it accessible in the form of an online National Planning Practice Guidance tool. This web-based resource was launched in 2014 and coincided with the cancelling of the majority of Government Circulars which had previously given guidance on many aspects of planning. It is important to note that the guidance is exactly that, guidance, and should not be seen as representing Government policy.

### **Duty to Co-operate**

- 1.8 The Localism Act (2011) requires that local planning authorities demonstrate co-operation in plan making with adjoining or nearby authorities and other organisations in relation to strategic cross boundary issues. Section 110 of the Localism Act transposes the Duty to co-operate into the Planning and Compulsory Purchase Act 2004 and introduces Section 33A, which sets out a Duty to Co-operate in relation to the planning of sustainable development ('the Duty'). Further detail on how the provisions of the Act should be implemented is provided within the NPPF, supplemented by guidance within National Planning Practice Guidance. The NPPF states that Local Planning Authorities are expected to demonstrate evidence of having effectively cooperated to plan for issues with cross boundary impacts when Local Plans are submitted for examination. City of York Council's joint working and co-operation with its neighbouring authorities will be set out in detail in a forthcoming 'Duty to co-operate statement' which will show how the Council has satisfied the current requirements of the Duty.

- 1.9 It is important that in drawing up the Local Plan the Council recognises cross boundary strategic planning relationships and ensures that they are properly understood and addressed. The City of York Council has a long history of joint working and co-operation with its neighbouring authorities and key stakeholders to achieve better spatial planning outcomes. The Local Plan is no exception. On-going and constructive engagement with neighbouring authorities and relevant organisations has taken place since work began in 2004 on the Local Development Framework Core Strategy, as the antecedent to the Local Plan. It is important to note that this not only occurred locally between the City of York Council and individual neighbouring authorities and organisations, but also as part of wider planning arrangements at sub-regional and regional levels. The forthcoming 'Duty to co-operate statement' will set out the current situation with respect to ongoing engagement that has taken place in accordance with the Duty throughout the preparation of the Local Plan. It will include an explanation of how that co-operation has influenced the plan, leading to positive outcomes and providing the foundation for proving that the relevant cross-boundary issues have been identified and addressed within the plan.

### **Neighbourhood Planning**

- 1.10 The Localism Act introduced new rights and powers for communities. This includes the introduction of a new 'neighbourhood' layer to the planning system which is central to the package of planning reforms and is aimed at giving people the opportunity to shape the places they live in. Neighbourhood Plans are a key element of neighbourhood planning and the Council is committed to supporting communities in preparing Neighbourhood Plans.

- 1.11 Neighbourhood Plans are prepared by town or parish councils, or in un-parished areas by 'neighbourhood forums'. They are part of the statutory development plan provided they accord with national policy and the strategy vision for the city set out in the Local Plan. Neighbourhood Plans allow communities to develop a vision of what their area should be like and make decisions on where certain types of development should go. Importantly Neighbourhood Plans should be aligned with the strategic needs and priorities of the wider local area and be in general conformity with the strategic policies of an authority's Local Plan. Outside these strategic elements Neighbourhood Plans will be able to shape and direct sustainable development in their area.

## ***Local Strategic Context***

### **City Vision 2030**

- 1.12 To clearly communicate the direction of travel of the Council alongside the Council Plan a City Vision (2016) has been prepared to help deliver the Council Plan. The key elements of the Vision describe how the city will be in terms of the place, its people and the council, with sustainable growth providing the means to ensure all residents can fulfil their potential. This can be summarised as:

*"The Council will secure the future of York as a prosperous, progressive, and sustainable city, giving the highest priority to the wellbeing of its residents, whilst protecting the fabric and culture of this world-famous historic city".*

### **Council Plan 2015-2019**

- 1.13 The Council Plan 2015-2019 (2015) is based on City of York Council's statutory responsibilities and the priorities of the administration. The plan is built around three key priorities:

- a prosperous city for all - where local businesses can thrive and residents have good quality jobs, housing and opportunities. There are efficient and affordable transport links enable residents and businesses to access key services and opportunities and environmental sustainability underpins everything we do.
- a focus on frontline services - to ensure all residents, particularly the least advantaged, can access reliable services and community facilities
- a council that listens to residents - to ensure it delivers the services they want and works in partnership with local communities.

### **One Planet Council**

- 1.14 One Planet Council is a framework that sets out the Council's ambition to put sustainability and resilience at the heart of its decision-making processes. It is an integral part of the wider One Planet York programme, which brings together organisations from across York, with a shared aspiration of becoming a more sustainable, resilient and collaborative 'One Planet' city. One Planet Council is the Council's individual commitment to this broader, city-wide effort.
- 1.15 One Planet Council uses the ten 'One Planet' principles, but adapts them to fit the Council's internal operations and the way it provides services, as well as to align them with the Council Plan (2015). The principles are set out at Figure 1.1 overleaf:

**Figure 1.1: One Planet Principles**



- 1.16 One Planet Council is the Council’s internal program of change in relation to sustainability and resilience. The aspirations set out in the framework are to:
- Foster a vibrant, diverse and fair local economy that is better able to respond to the changing social and economic climate.
  - Significantly reduce our environmental footprint, prioritising sustainable transport and sustainable development
  - Protect and enhance our natural and built environment so that our residents are able to enjoy the city now and for generations to come.
  - Improve the health, wellbeing and happiness of our residents, enabling them to fully participate in their communities.

**York Economic Strategy 2016 -20 Choosing a Better Story (2016)**

- 1.17 The York Economic Strategy 2016 - 20 (2016) sets out a clear and achievable economic vision for York and focuses on eight essential objectives to address key challenges in the city:

- deliver the York Central Enterprise Zone;
- deliver a Local Plan that supports a high value economy;
- take practical steps to develop and retain talent in the city;
- drive university and research-led business growth in key sectors;
- lobby for investment in key transport networks;
- use local business rate freedoms to drive high value growth;
- make a fresh loud statement on cultural and visual identity; and
- bring people and businesses together in creative low-cost ways.

- 1.18 It outlines a shared view across York businesses, higher and further education and skills providers, City of York Council, Make it York, and any other relevant parties of

the key challenges and opportunities for the future and a prioritised action-based approach for the city to address this.

### **Climate Change Framework and Climate Change Action Plan**

- 1.19 The Council's Climate Change Framework and Action Plan (2010) sets out the overarching ambition of York to accelerate actions to reduce carbon emissions across the city. It illustrates the actions already on-going across York and highlights the key areas the city needs to begin to drive forward in order to eventually reach the ambitious targets of a 40% reduction in Carbon Dioxide emissions by 2020 and the national Climate Change Act (2008) 80% reduction in Carbon Dioxide emissions by 2050. The Framework is to be used by organisations across the city, to focus and drive forward coordinated action to tackle climate change.
- 1.20 The Action Plan is the delivery mechanism to achieving the Framework and the 10 key areas it aims to tackle as follows:
- sustainable homes;
  - sustainable buildings;
  - sustainable energy;
  - sustainable waste management;
  - sustainable transport;
  - sustainable low carbon economy;
  - low carbon lifestyle;
  - sustainable planning and land use; and
  - sustainable WoW – illustrating the climate change work they are doing as a partnership.
- 1.21 The Framework and Action Plan will help everyone in York to live and work in a more sustainable, low-carbon city, where people:
- live and work in energy-efficient buildings with smaller fuel bills;
  - drive less and walk and cycle more; and
  - use renewable sources of energy to heat buildings or power cars and buses; and create less waste, recycle and compost more.

### **York's Joint Health and Wellbeing Strategy**

- 1.22 The City of York's Health and Wellbeing Board's strategy entitled York's Joint Health and Wellbeing Strategy 2017-2022 (2017) (YJHWS) states that health, wellbeing and happiness in York is well above the national average and that this should continue. However, it also acknowledges that there are communities within it for whom health and wellbeing outcomes fall well short of those enjoyed by the majority. The ambition for the YJHWS is for every single resident of York to enjoy the best possible health and wellbeing throughout the course of their life. In doing so it recognises that we need to build friendly and strong communities.

### ***Evidence Base***

- 1.23 A list of the full evidence base underpinning the Plan can be found on the Council's website local plan pages.

## ***Spatial Portrait***

1.24 York is in good shape, with a strongly performing modern and mixed economy. The city continues to attract investment and has major development opportunities in the pipeline and a strong market economy. York, as an internationally recognised centre of excellence for education, has two great universities and an unparalleled education system. The city offers a superb quality of life to residents. It has an outstanding built and natural environment, with iconic world class heritage and a wide variety of cultural opportunities. Overall crime rates demonstrate sustained improvement, income levels are relatively high, deprivation is reducing and there is a good general level of health. In the drive towards cutting Carbon Dioxide emissions, the city is recognised as a leader in sustainable transport.

1.25 Nevertheless, York faces some significant challenges in the coming years. This spatial portrait describes in more detail the current situation in York and underlines the key spatial opportunities and challenges.

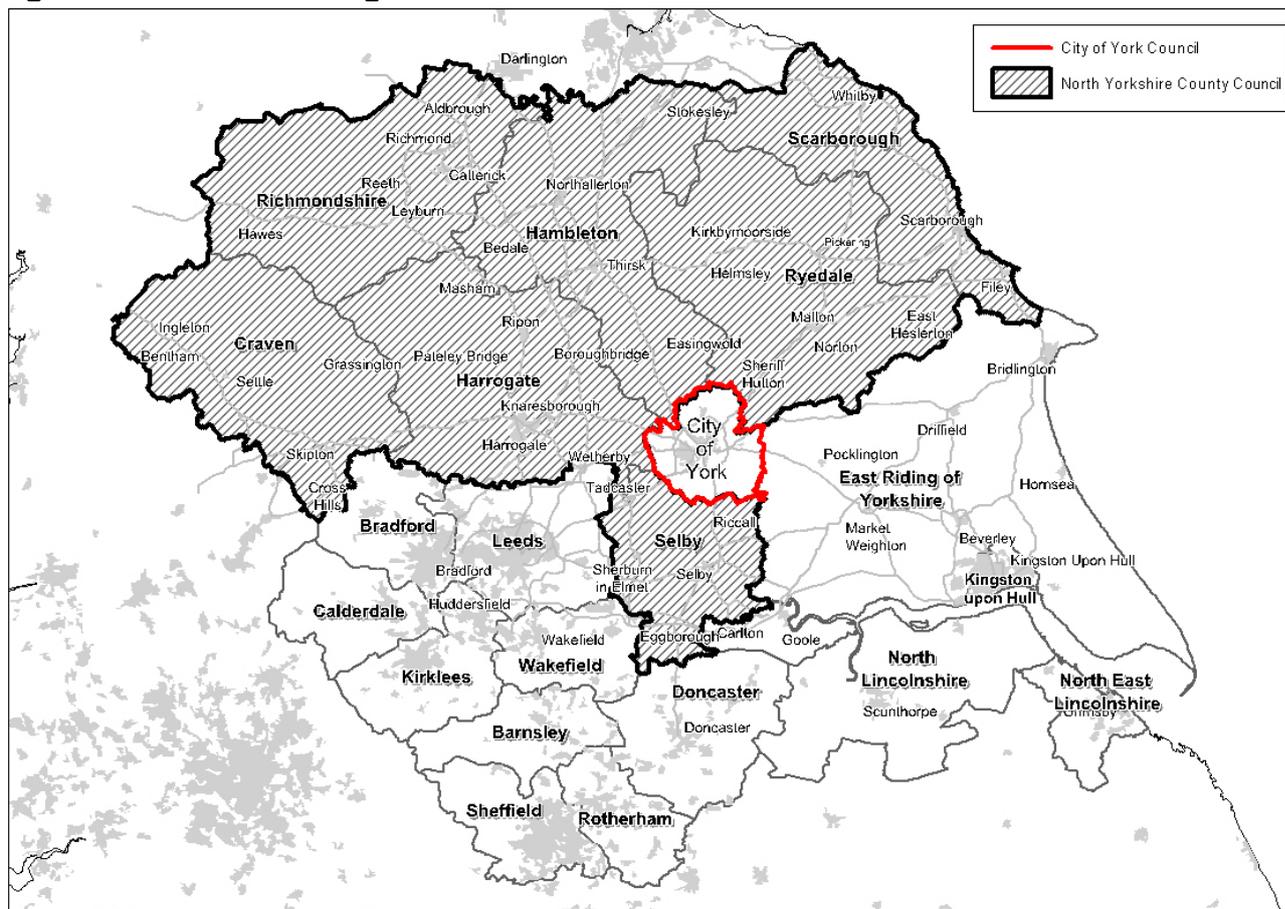
### **City of York Council Local Authority**

1.26 The City of York Local Authority area covers approximately 105 square miles (272 square kilometres). It is characterised by a compact urban area surrounded by several small settlements. The compactness of the main urban area is a key feature of the city.

1.27 York falls within two sub areas; the Leeds City Region; and York Sub Area. These areas are overlapping but self contained functional areas that were originally defined in the now partially revoked Yorkshire and Humber Regional Spatial Strategy. The functional nature of these sub areas relate to housing markets, labour markets, travel to work and services, retail and service catchments. Both areas continue to be important geographies for both analysis and policy interventions. The Leeds City Region comprises the authorities of West Yorkshire, the North Yorkshire Districts of Craven, Harrogate and Selby and the City of York. The Leeds City Region Partnership and Local Enterprise Partnership operate across this geography. The York Sub-Area includes the Unitary Authority of York, Selby District, the southern parts of Hambleton and Ryedale Districts, the southeast part of Harrogate District and the northwest part of the East Riding of Yorkshire.

1.28 The City of York Council has a long history of joint working and co-operation with the authorities in the Leeds City Region and the York Sub Area, together with North Yorkshire County Council shown at Figure 1.2 overleaf. There are wider strategic links at the city region and sub regional levels and the City of York Council is a constituent member of the Leeds City Region and Local Government North Yorkshire and York. In accordance with the Localism Act (2011) the Council will continue to co-operate with our neighbouring authorities to maximise the effectiveness with which the Local Plan is prepared.

**Figure 1.2: Joint Working**



### Population

- 1.29 The latest Census results indicate that York had a population of 198,051 people in 2011. This represents an increase of 9.2% in the number of people living within the authority area since the 2001 Census. The 2016 Mid Year Population Estimate (released by ONS) estimates York's population to be 208,367, which is a 5.2% population increase since the last Census.
- 1.30 Between 2001 and 2011 the population of the district can also be seen to have aged; with a greater proportion of people aged 65 and over. The number of people aged 65 and over has increased by more than other age categories in the city and reflects national trends in line with increasing life expectancy. There have also been significant increases in the proportion of 15-19 year olds (17.8% increase) and 20-24 year olds (39.1% increase) since 2001. This reflects that there are two successful and expanding universities located in the city. Based on the 2016 Mid Year Estimates, there are estimated to be 138,200 people of working age.
- 1.31 The Index of Multiple Deprivation 2015 shows that York's ranking has gone up from 244 (out of 354 Local Authorities in England) in 2010 to 270 in 2015 which indicates that York, as a whole, has become more deprived. The most deprived wards as a whole are Westfield, Guildhall and Clifton. The most deprived pockets of deprivation can be identified in areas such as Tang Hall, Kingsway North and Foxwood which fall within the top 20% most deprived areas in England. Through the development process it is important that the Local Plan helps to reduce deprivation.

## Economy

- 1.32 York is renowned for its historic environment, with the city's wealth of historic attractions proving the cornerstone of the city's visitor economy. The city grew as a major centre for the wool industry, and during the 19th Century its growth was based around the city becoming a hub within the national rail network as well as the growth of manufacturing, as well as developing a base of confectionary manufacturing. In more recent times, the city's economy has moved towards being based on a service industry including both tourism as well as knowledge-based industries. The city has a number of key sector strengths. These include: the healthcare and bioscience sectors, rail, environmental and bio-renewable technologies, IT and digital companies, creative industries and financial and professional services. There also remains significant employment in chocolate and railways and York is the base for two of the largest building companies in the UK.
- 1.33 The higher and further education institutions in the city consistently position the city at the top of the city league tables in proportion of high level skills, generating 20,000 higher education students and 8,000 further education students, and a turnover of about £302 million per annum. They play an important role both in terms of being major employers in their own right supporting over 8,000 jobs and providing a skilled labour pool of graduates to serve the city's science, technology and professional services industries.
- 1.34 The city performs well against similar sized European cities with its highly skilled workforce but is not as productive per capita. In summary:
- the city economy now supports nearly 116,000 jobs (NOMIS, 2016);
  - York contributes £4bn of value to the national economy;
  - the city attracts 7 million visitors per year;
  - York tends to rank highly in various competitiveness indices – for example 20<sup>th</sup> out of the UK's largest 64 Cities based on indicators in the Huggins UK competitiveness Index (2016);
  - in York 31% of people are employed by the public sector (above average) (Centre for Cities 2015); and
  - it has lower than average enterprise and productivity which is 86% of the national average
- 1.35 Oxford Economic Forecasting (OEF) produced a series of projections for York for the period 2012 to 2030 as part of the City of York Economic and Retail Growth and Visioning Study (2013). These forecasts have been updated (May 2015) to provide a 2014-2031 forecast which shows that growth last year was stronger than anticipated and over the period to 2031 employment will grow by over 10,500 and will add £2.3bn to GVA. This means the York economy will be 50% bigger by 2031.
- 1.36 OEF also provided alternative outlook forecasts which assumed either faster growth in some sectors or an overall faster recovery in the UK economy. These add between 500 and 5,000 additional jobs over the forecast period. These outlooks help in understanding how the economy could change. However, there are inherent uncertainties in long term economic forecasting and the Plan takes a cautious approach using the baseline forecast to inform the land requirements in the Plan.

However this does not mean that the Council is tempering its economic ambition for the city. It continues to believe that local interventions such as the 'Growth Deal' with Government will promote faster growth in key sectors and there is flexibility in the Plan's allocation of sites to accommodate this.

- 1.37 This ambition for the city is articulated in the York Economic Strategy 2016-20 (2016). The Strategy sets out the vision for York to be to a great place to live, work, study, visit and do business. Key long term targets include: to have wages above the national average by 2015, business space and housing required to be fully met, priority high value sector growth at least 20% faster than predicated and employment rate, skills and connectivity advantages maintained.

#### R e t a i l

- 1.38 York is considered to be a regional centre. Its geography results in York being a dominant centre for its immediate catchment area, given the distances involved in travelling to and from other main centres. However, as a major tourist and visitor destination, due to its heritage and cultural offer in particular, York draws spend from well beyond its primary catchment area. As such York provides a 'multi-layered' retail offer, from fulfilling a day to day convenience shopping to a specialist retail role through the variety of specialist and independent shops on offer particularly in the city centre, district centres and also at the York Designer Outlet.

- 1.39 To meet this role the City of York as a whole has an extensive and diverse array of retail facilities, comprising of stores within the city centre, two district centres, shopping and retail warehouse parks, a factory outlet centre and a collection of smaller local and neighbourhood/village centres together with free-standing food and retail warehouse stores.

- 1.40 The health of city centre retail has been resilient through the recent recession although its market share has remained static whilst the market share of out of town centres such as Monks Cross and Clifton Moor has increased. Out of centre floorspace now exceeds that contained within the city centre. It is important to promote the city centre and restrict further developments in out of centre locations particularly given the city centre's competitive disadvantages in terms of accessibility, parking costs, often constrained floorplates and higher operating costs. Support for the city centre should improve, grow and maintain its offer in order to attract visitors, residents, businesses and investment.

#### T o u r i s m

- 1.41 York has been a centre of political, commercial and religious importance for nearly two thousand years. Over the centuries York has changed significantly, but it has also preserved the physical evidence of its history like few other places in the country. As a result, York is world famous for its rich heritage, which can be seen through Roman, Viking, Medieval, Georgian, Regency and Victorian buildings, monuments and archaeological remains. Tourism in York makes an important contribution to the city's culture and economy.

- 1.42 According to the Visit York visitor survey undertaken in 2015, York welcomes 6.9 million visitors per annum, spending £564 million each year, supporting 19,000 jobs in the city 75% is made by leisure visitors and 25% made by business visitors. Day

visitors spent £207million in 2015 and those visitors staying overnight spent £399 million. The greatest spend by leisure visitors is on food and drink (£125m), closely followed by shopping (£116m). Of the seven million visitors to York in 2015 only 22% stayed at least one night and 78% were day visitors.

- 1.43 There are eleven visitor attractions in the York big attractions group including the National Railway Museum, YorkBoat, the Castle Museum, the Yorkshire Museum, York Minster, Clifford's Tower, Jorvik, York's Chocolate Story, York Dungeon, and York City Sightseeing in York and Castle Howard (which is about 15 miles outside York), plus the York Art Gallery which re-opened in August 2015 after a long period of refurbishment. A survey by Visit York has indicated that in 2015 these attractions welcomed a total of over 3 million visitors, a slight drop of 1% from 2014 figures.
- 1.44 In addition there are 15 smaller visitor attractions in the York small attractions group which include: the Bar Convent, Barley Hall, the Cold War Bunker, DIG, Fairfax House, the Henry VII Experience at Micklegate Bar, Holgate Windmill, the Mansion House, the Merchant Adventurers' Hall, the Quilt Museum, the Richard III Experience, Treasurer's House, the York Army Museum, York Brewery and the Yorkshire Museum of Farming. According to statistics produced by Visit York, in 2014 these fifteen attractions have welcomed a total of 262,573 visitors, or an average of 18,217 per attraction.

#### Housing

- 1.45 A key challenge for the Local Plan is to deliver sufficient housing across the plan period to meet the city's needs. It is important that the Local Plan responds to the needs of York's population including specific groups, such as older persons, Gypsies and Travellers, and students. It is also important that provision reflects demographic change over the plan period. For example, the anticipated increase in the number of people over 70 years old living in York during the plan period.
- 1.46 There is a notable affordable housing need in York. Large parts of affordable housing need is either existing households (who do not generate need for additional dwellings overall) or newly forming households (who are already included within the demographic modelling). In terms of market signals the City of York Strategic Housing Market Assessment and Addendum (2016) (SHMA) reports that by Q2 2016 median house prices in York had reached £225,000 a notable increase on the Q4 2014 position of £195,000. The SHMA also notes that the median private rental data shows a median rental price of £700 pcm for York which compares to the average in England of £650 per calendar month and in the Yorkshire and Humber region of £500 pcm. Looking at the relationship between lower quartile house prices and lower quartile earnings indicates that as of 2015 the lower quartile house prices in York are 8.9 times higher than lower quartile earnings.
- 1.47 In accordance with Government guidance set out in the NPPF (2012) and Planning Policy for Traveller Sites (2015), the Council is required when preparing a Local Plan to identify Gypsy, Traveller and Travelling Showpeople sites to meet accommodation needs. Current and future need as well as detailed analysis of potential sites to meet need is set out in The City of York Gypsy and Traveller Accommodation Assessment Update (2107). Within York there are currently three permanent Council owned

Traveller sites. Council owned sites are located at: Outgang Lane; James Street; and Water Lane. In total, across the three sites, there are 61 individual pitches.

- 1.48 York has a large proportion of higher education students which is set to following the expansion of the University of York and as other establishments continue to provide modern education facilities to accommodate growing student numbers. Many students choose to live in the private rented sector, typically in Houses in Multiple Occupation (HMOs). An historical mapping exercise set out in the Houses in Multiple Occupation Technical Paper (2011, updated 2014) indicates that between 2000 and 2010 concentrations of HMOs spread across the city. In some areas the number of HMOs have doubled or tripled in the ten year period 2000 to 2010.

### Green Belt

- 1.49 The City of York Local Authority area covers approximately 27,200ha. Of this, around 4500 ha is built up area, with the remainder being open countryside. The majority of this open countryside is defined as Green Belt land within this plan. The majority of land outside the built up areas of York has been identified as draft Green Belt land since the 1950's, with the principle of York's Green Belt being established through a number of plans including the North Yorkshire County Structure Plan (1995-2006), and the Yorkshire and Humber Plan: Regional Spatial Strategy to 2026 (2008). The overall purpose of York's Green Belt is to preserve the setting and special character of York, also helping to deliver the other purposes.
- 1.50 While the Regional Strategy for Yorkshire and Humber has otherwise been revoked when The Regional Strategy for Yorkshire and Humber (Partial Revocation) Order (2013) came into force its York Green Belt policies were saved together with the key diagram insofar as the latter illustrates those policies and the general extent of the Green Belt around York. The revocation order states that the detailed boundaries of the outstanding sections of the outer boundary of the York Green Belt about 6 miles from York city centre and the inner boundary are to be defined in order to establish long term development limits that safeguard the special character and setting of the historic city. It is therefore the role of the Local Plan to define what land is in the Green Belt and in doing so established detailed green belt boundaries.

### Built and Natural Environment

#### *Historic Environment*

- 1.51 York is a world class city with the only complete medieval city walls in England. It contains many outstanding examples of structures which exhibit developments in architecture, monumental arts and town planning including the medieval Merchant Adventurer's Hall, Georgian town houses such as Fairfax House and the Mansion House, as well as Victorian engineering displayed at York Railway Station and Skeldergate Bridge. The city is almost unique in England with its easily recognisable medieval street pattern, 2,000 years of unbroken urban development, rich and varied historic archives, the largest and grandest of northern Europe's Gothic cathedrals and has one of the highest concentrations of designated heritage assets in England. It has well preserved and deep archaeological deposits, its story is unusually rich, well documented and widely published.

1.52 The following characteristics have been identified as being of strategic importance to the significance of York and are key considerations for the enhancement and growth of the city:

- the city's strong urban form, townscape, layout of streets and squares, building plots, alleyways, arterial routes, and parks and gardens;
- the city's compactness;
- the city's landmark monuments, in particular the City Walls and Bars, the Minster, churches, guildhalls, Clifford's Tower, the main railway station and other structures associated with the city's railway, chocolate manufacturing heritage;
- the city's architectural character, this rich diversity of age and construction, displays variety and order and is accompanied by a wealth of detail in window and door openings; bay rhythms; chimneys and roofscape; brick; stone; timber; ranges; gables; ironwork; passageways; and rear yards and gardens;
- the city's archaeological complexity: the extensive and internationally important archaeological deposits beneath the city. Where development is permitted, the potential to utilise this resource for socio-economic and educational purposes for the benefit of both York's communities and those of the wider archaeological sector should be explored;
- the city's landscape and setting within its rural hinterland and the open green strays and river corridors and lngs, which penetrate into the heart of the urban area, breaking up the city's built form; and
- the city's cultural wellbeing, multi-functional public realm comprising of streets and spaces which accommodate a range of appropriate uses and activities for both now and in the future which assist in providing animation, vitality and surveillance.

1.53 These characteristics define the city and set the city apart from other similar cities in England. They were distilled through a detailed assessment and analysis which is set out in the Heritage Topic Paper Update (2014) which also includes a more detailed explanation of each characteristic.

#### *Green Infrastructure*

1.54 York's green infrastructure includes a network of multifunctional open spaces, including strays, waterways, formal parks, gardens, woodlands, street trees, green corridors, nature reserves and open countryside. These areas are intrinsically linked to York's unique character, valuable in maintenance and enhancement of biodiversity, provide opportunities for sport and recreation and contribute to wider environmental benefits, including managing flood risk. Green Wedges extend from the open countryside into the heart of the main urban area like spokes of a wheel. These wedges comprise the historic 'strays', Commons and surrounding land and the Ouse 'lngs' on both the north and south sides of the city. These corridors which link the urban centre and the countryside are vital in maintaining York's green infrastructure network and the character and environmental quality of the city.

#### *Biodiversity*

1.55 York's Green Infrastructure also includes nine Sites of Special Scientific Interest (SSSI); three of which (Strensall Common, the River Derwent and Derwent lngs) are also of international importance as indicated in the City of York Bio-diversity Audit (2011). In addition there are further sites, whilst not of SINC quality, are still of very

considerable value to the overall biodiversity interest. All these sites together provide the core of the existing wildlife interest in York. These are the sites whose retention and good management are critical to retaining York's biodiversity and will provide the source for enhancement and expansion of the resource within the framework.

## E d u c a t i o n

- 1.56 The skills profile of York's workforce significantly out performs regional and national averages. Whilst York is one of the most academically and professionally skilled cities in the country, employers still experience difficulties finding staff with the right work skills to fill vacancies and it is important that residents are equipped with the skills they need to take advantage of job opportunities or to start up their own business. There are also pockets of deprivation and low skills development in some areas of the city creating a gap between those with the highest skills and those with the lowest. The Local Plan has a role to play in making sure that local people have the right skills for the jobs available now and in the future by ensuring there are sufficient high quality and modern learning facilities.
- 1.57 A number of factors have contributed to making York a nationally and internationally renowned centre for further and higher education. This includes the founding of the University of York in 1963, the growth of York St John University, the establishment of medical training at the Hull York Medical School at the University of York in 2002, the role of Askham Bryan College of Agriculture and Horticulture and the landmark campus development of York College. It is important that the Local Plan supports the continued success of further and higher education in the city recognising the economic benefit it brings whilst managing any associated issues such as student housing. For some education institutions this may mean supporting future plans for expansion to accommodate growth.

### *University of York*

- 1.58 Since it was founded in 1963, the University of York has become one of the UK's most successful universities. It occupies a 197 hectare parkland site on the south eastern edge of York, together with a number of properties in both York City Centre and the village of Heslington which abuts the campus. Expansion beyond the boundaries of the original Campus West was envisaged as far back as the East Riding Development Plan from 1967. Campus East, at 112 hectares, is sited within that land. The Campus East extension was considered through a Public Inquiry. In her approval of the development in September 2007 the Secretary of State accepted that, in combination, the educational need for the University to expand, the considerable economic benefits to the city and the region that would be derived from the expansion of the University, and the absence of alternative sites, are together very special circumstances' for the development in the draft green belt. The factors for continued growth are still relevant today and in the future.
- 1.59 A member of the Russell Group of UK Universities, the University plays a significant role in the economic and cultural life of the city and the region, generating around 2,780 direct University jobs and 3,700 indirect jobs (based on 2011/12 figures). In addition, the University contributes some £240m annually to the York economy. It continues to perform well, and is consistently one of the highest ranked universities nationally for teaching quality and research.

*York St. John University*

- 1.60 The York St. John University campus occupies a 4.5ha site at Lord Mayor's Walk on the northern edge of York City Centre, facing the City Walls and York Minster beyond. Originally built around a quadrangle in 1841 the campus has experienced major development in the last 10 years. The campus includes some student residential accommodation but the majority is off site within easy reach of the campus. The University currently has 6500 students (FTEs) and employs 750 staff. The increase in student numbers of the last 10 years is circa 93% and it is anticipated that the total will increase to 8,000 by 2018.
- 1.61 York St. John University has invested circa £90m in capital investments in York over the past 8-10 years; it contributes £150m to the local economy each year and indirectly helps support 600 jobs in the city. Its investment is on-going and the 22.8ha former Nestlé sports ground and the Joseph Rowntree Theatre at Haxby Road are part of a major enhancement of its Sports and Performing Arts facilities. York St. John University excels in sport activity and is undertaking major financial investment in buildings and facilities on the sports ground site to create a centre for sporting excellence, which will include continued access by community teams.

*T r a n s p o r t*

- 1.62 York is one of six Local Authorities in the wider region that experiences a net inward flow of trips to work. The 2011 Census tells us that the vast majority of commuting trips are within York and that York is a net importer of journeys to work, principally from the East Riding of Yorkshire, and the southernmost districts in North Yorkshire (Selby and Ryedale). There is also a significant outward commute to Leeds.
- 1.63 The continued dominance of the private car, often at the expense of other modes, presents a major challenge to the objective of sustainable development. However, the city is fortunate in having many advantages, such as a compact urban area and flat terrain, for enabling sustainable travel to be a realistic option for a large proportion of its residents. The city is surrounded by a large rural hinterland with dispersed population centres, rail options from the south east of the city are particularly poor and demand on some services exceeds capacity. Even with these advantages, the city has a number of challenges and constraints that hinder sustainable movement. The rivers, railways, strays, City Walls and historic street layout all affect movement patterns, concentrating journeys onto a relatively small number of key locations and restricting options for improvement.
- 1.64 The high traffic flows on the strategic road network, particularly the A1237 Outer Ring Road, leads to severe delays and redistribution of trips onto residential routes. Congestion on the Inner Ring Road and main radial routes deters cycling, creates a barrier for pedestrian movement and causes bus services to be slowed. Levels of pollution from vehicle emissions have led to air quality management areas being declared for much of the city centre and the approaches to it, on Fulford Road and on Salisbury Road. Early in 2017 it was confirmed that the West Yorkshire Transport Fund + would be used to fund the construction of a series of junction (roundabout) improvements on the A1237, a new access road into York Central, and the Station Gateway.

- 1.65 York benefits significantly from being in a strategic location on the UK's rail network and having fast rail connectivity to London, the North East and Edinburgh. It also has a direct rail link to Manchester Airport. There is strong support for improving rail as part of general improvement to public transport to and within York, including taking advantages of the Intercity Express programme and HS2 and Northern Powerhouse Rail in due course. York also has a share in the 20 year transport investment programme through the York, North Yorkshire and East Riding Growth Deal in relation to improvident the existing transport network to support growth. The Growth Deal will bring together local, national and private funding as well as new freedoms and flexibilities to focus on four key priority areas, one of which is to ensure the existing transport network promotes growth and low carbon goals.
- 1.66 The city faces many different challenges and opportunities for transport over the lifetime of the Local Plan and beyond. Key issues that will have a significant influence on transport relate to: climate change and air quality, growth and development and its impact on traffic levels, changing population, health and inequalities.

#### Air Quality

- 1.67 The Local Plan has an important role in helping the Council to meet its legal requirement to comply with national air quality objectives. Until recently, air quality action planning has focussed primarily on achieving modal shift to walking, cycling and public transport but these measures alone have not delivered a great enough improvement in air quality. Further measures need to be put in place to minimise traffic emissions from the remaining vehicle fleet (including buses and taxis) and to minimise emissions from new development. This can be achieved by incentivising the uptake of low emission technologies (such as electric, hybrid and bio-methane vehicles) within the general vehicle fleet and by requiring developers to mitigate more effectively against transport emissions from their developments. An overarching Low Emission Strategy (2012) has recently been adopted to address these issues. By ensuring that emissions from new developments are minimised and influencing appropriate patterns of development, the Local Plan can assist York in becoming a low emission city. The Council's air quality action plan sets out how York intends to continue to deliver this ambitious and pioneering LES and to work towards becoming an internationally recognised ultra-low emission city.

#### Waste and Minerals

- 1.68 City of York Council as a unitary authority is also a waste and minerals planning authority. This responsibility involves identifying all waste arising from all sources in the area and requirements for minerals, including aggregates and how these will be sourced. The Council is working together with North Yorkshire County Council and North York Moors National Park Authority to produce a Minerals and Waste Joint Plan. This document is at an advanced stage and was submitted for examination in November 2017, with an Examination in February / March 2018 followed by adoption during 2018.



## Section 2: Vision and Development Principles

### Vision and Outcomes

***York aspires to be a city whose special qualities and distinctiveness are recognised worldwide. The Local Plan aims to deliver sustainable patterns and forms of development to support this ambition and the delivery of the city's economic, environmental and social objectives. This will include ensuring that the city's place making and spatial planning policies reflect its heritage and contemporary culture, contributing to the economic and social welfare of the community whilst conserving and enhancing its unique historic, cultural and natural environmental assets.***

***The plan will ensure that the vision and outcomes are delivered in a sustainable way that recognises the challenges of climate change, protects residents from environmental impacts and promotes social, economic and cultural wellbeing.***

#### **Create a Prosperous City for All**

- 2.1 The Local Plan will enable York to realise its economic growth ambitions as set out within the York Economic Strategy (2016), contributing to a vibrant economy. This will include York fulfilling its role as a key driver in the Leeds City Region<sup>1</sup>, York, North Yorkshire and East Riding Local Enterprise Partnership (LEP) area and the functional York Sub Area. In doing this York will have a key role in leading economic growth and job creation within the local area.
- 2.2 The role of the Local Plan in achieving this objective will be to promote private sector employment growth through the provision of sites and infrastructure to deliver an annual provision of around 650 new jobs for current and future residents. Sites identified will be attractive to the market and well served by sustainable modes of transport. This will include reinforcing the traditional employment role of the city centre complemented by the opportunities offered by the adjacent York Central site. The York Central site offers a unique opportunity to extend the city centre and provide a critical mass of modern, fit for purpose Grade A commercial development to help remedy the current shortfall as part of the development of a new sustainable urban extension. This will be in addition to safeguarding and where appropriate increasing provision and investor choice in a range of other commercial locations including: Monks Cross; Northminster; York Business Park; Clifton Moor and York Designer Outlet.
- 2.3 The Plan recognises the critical importance of York City Centre as the economic, social and cultural heart of the area. By the end of the plan period, York City Centre

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<sup>1</sup> The Leeds City Region is a city region in the North of England centred on Leeds, West Yorkshire. The activities of the city region are coordinated by the Leeds City Region Partnership. Since 2011 economic development has been supported by the Leeds City Region Local Enterprise Partnership (LEP)

will have strengthened its role as a regional commercial, shopping, leisure, culture, tourism and entertainment destination through:

- ensuring development contributes to the creation of a world class, high quality, accessible public realm;
- increasing the supply of modern retail units, enhancing department store representation to attract a broader range and quality of multiple retailers to trade whilst enabling the growth of the already strong, quality, independent sector;
- improving the tourism, cultural and leisure offer by ensuring a flexible approach to the use of land;
- ensuring development sustains, enhances and adds values to York's culture;
- developing an improved high quality affordable office space offer for small enterprises and start-ups in the arts, creative, digital media and related industries;
- protecting and enhancing its unique historic and cultural assets;
- protecting and enhancing its existing office provision complemented by commercial development on the adjacent York Central site; and
- pursuing improvements to sustainable transport infrastructure.

2.4 The higher and further education sector are of key importance to the economy. The plan will help unlock the further potential of The University of York, York St John University, York College and Askham Bryan College of Agriculture and Horticulture, through development and redevelopment at their current sites, and facilitating the provision of new purpose built student accommodation both on and off site. The plan will also have a key role in facilitating the development of business 'spin off' from Further Higher Education institutions.

### **Provide Good Quality Homes and Opportunities**

2.5 To ensure a continuous supply of housing opportunities throughout the plan period sustainable sites should be brought forward. By the end of the plan period sufficient sites will have been identified for viable and deliverable housing sites with good access to services and public transport to meet the housing needs of the current population and the future population linked to the city's economic growth ambitions. This will require the provision of sufficient land for 867 dwellings per annum and will include substantial areas of land for 'garden village' development delivering exemplar new sustainable communities at Land West of Wigginton Road, Land East of Metcalfe Lane and Land West of Elvington Lane, along with major sustainable urban extensions such as British Sugar and York Central. In addition the plan will optimise the delivery of affordable housing to meet identified need subject to not compromising viability of development sites; and address the needs of specific groups.

2.6 The Local Plan will protect and provide accessible and new varied opportunities for leisure and recreational activities in order to promote healthy lifestyles and improve wellbeing, including ensuring residents living within the main built up areas of York have access to a range of well located recreational open spaces and sports facilities and safe walking and cycling routes to them. This is an essential part of creating happy, healthy and inclusive communities.

- 2.7 The Local Plan will respond to the need to increase primary and secondary education provision; including addressing need arising from strategic development sites and supporting proposals to ensure that existing facilities can continue to meet modern educational requirements.

## **Protect the Environment**

### *Built Environment*

- 2.8 The built environment is the most tangible expression of a city's character and culture – its past, its present, and its aspirations for the future. Over the plan period, the Local Plan will help York to safeguard its outstanding heritage for future generations by promoting development which respects the city's special character and contemporary culture and encourages opportunities for rediscovering and reinterpreting those assets which make it an attractive, beautiful and accessible city. Enhancing York's physical appearance, improving accessibility and improving its image and perception are vital if the city is to increase investment, employment, wealth and wellbeing.
- 2.9 The Plan will do this by supporting design excellence in the conservation and enhancement of the following six defining characteristics of York's built environment:
- strong urban form;
  - compactness;
  - landmark monuments;
  - unique architectural character;
  - archaeological complexity; and
  - landscape setting.
- 2.10 York's future and past are interdependent, and both heritage and innovation are important for the city's future success and wellbeing. The city's unique historic character and setting is an essential component of its continued economic success as well as being valuable in its own right. York's outstanding architectural and archaeological heritage contribute to the city's special significance, distinctiveness and sense of place. The Local Plan will ensure that the city's heritage assets are preserved and enhanced. These assets include the architecture and archaeology of its historic centre, its skyline, views, street patterns, the Minster and its precinct, the Medieval and Roman walls, Clifford's Tower, Museum Gardens and other open spaces. York is also a United Nations Educational, Scientific and Cultural Organisation ('UNESCO') City of Media Arts, and it is equally important that York increasingly becomes, and is perceived as, a forward-looking and creative city, one that values learning, retains its graduates, attracts investment, and supports its creative, digital, and innovative industries. In this, place-based and proactive spatial planning and the encouragement of excellent design in buildings and public spaces, have an important role to play. The Local Plan will ensure that the city's arts and cultural assets are protected and enhanced, with new assets and resources created whenever possible. Beyond the city centre, the key radial routes are of particular importance, and the surrounding villages and green infrastructure, including its valued strays, river corridors and open spaces that contribute to the city's setting. The primary function of York's Green Belt will be to preserve its setting and special character.

- 2.11 The potential provided by the city's portfolio of development sites to contribute to York's unique environment will be ensured through the Local Plan, through the delivery of appropriate high quality, low carbon, sustainable urban design and architecture and new green spaces across the whole of the area.

*Natural Environment*

- 2.12 By the end of the plan period York's green infrastructure, including open space, landscape, geodiversity, biodiversity and the natural environment, will have been both conserved and enhanced. Its role in promoting the city's economic, cultural and social aspirations, particularly in terms of contributing to a beautiful, legible, accessible and healthy city, will have been optimised.

- 2.13 The Local Plan will strengthen its network of strays, green wedges, open spaces, nature conservation sites and green corridors, extending them as part of new development areas. It will also create a Green Belt for York that will endure beyond the end of this plan period providing a lasting framework to shape the future development of the city. Its primary aim will be to preserve and enhance the special character and setting of York. It will also have a critical role in ensuring that development is directed to the most sustainable locations.

*Natural Resources and Environmental Protection*

- 2.14 The Local Plan will respond to the opportunities offered by the city's natural resources whilst at the same time protecting current and future residents from environmental impacts. It will:

- help York become a sustainable, resilient and collaborative 'One Planet' city;
- create energy efficient buildings, support the use of energy from renewable sources, ensuring York is climate ready;
- ensure that new development is not subject to, nor contributes unacceptable levels of flood risk including from the Rivers Ouse, Foss and Derwent and other sources, does not result in increased flood risk elsewhere and, where possible, achieves reductions in flood risk overall;
- ensure that new development uses water efficiently and delivers sustainable drainage solutions;
- support measures to help reduce the emissions of Nitrogen Dioxide, Particulate, Carbon Dioxide and other greenhouse gases from both transport and other sources;
- contribute to the reduction of waste through supporting innovation and improvement of current waste practices, promotion of recycling and set the principles for the future provision of suitable and accessible sites;
- set guidelines for the safeguarding of mineral deposits and reduce the use of non renewable resources;
- ensure that any development will not introduce risk to the health of current and future residents or create problems with property and it's surrounding environment; and
- safeguard water resources and to protect and improve water quality with an overall aim of getting water bodies to 'good' status under the Water Framework Directive.

## **Ensure Efficient and Affordable Transport Links**

2.15 The Plan will help deliver a fundamental shift in travel patterns by:

- ensuring that sustainable transport provision and travel planning is a key component of future development and subsequent operation;
- promoting sustainable connectivity through ensuring that new development is located with good access to high quality public transport and to the strategic cycling and walking network;
- reducing the need to travel, through ensuring that new development is located with good access to services;
- provision of a new rail stations at Haxby;
- helping to deliver the infrastructure to support sustainable travel; including the provision of safe new cycle and walking routes as part of a city wide network, high quality well located bus stops and secure cycle parking facilities, rail and expanded/relocated park and ride facilities; and
- managing private travel demand via car parking policies and other measures.

2.16 Through the delivery of sustainable transport measures, initiatives and infrastructure the plan will ensure that:

- the Council's economic ambitions are supported;
- growth will not have unacceptable impacts in terms of congestion and air quality;
- air quality improvement objectives are achieved;
- transport is progressively decarbonised;
- the Council's health and wellbeing agenda is addressed through the promotion of cycling and walking; and
- environmental improvements to the public realm in areas such as the city centre are achieved.

## ***Development Principles***

### **Policy DP1: York Sub Area**

The approach taken in the Local Plan to development will reflect the roles and functions of place in the Leeds City Region, the York and North Yorkshire Sub Region and the functional York Sub Area. It will aim to ensure the following.

- i. York fulfils its role as a key economic driver within both the Leeds City Region and the York, North Yorkshire and East Riding LEP areas.
- ii. York City Centre's role as a shopping and leisure destination within the wider Yorkshire and Humber area is strengthened.
- iii. The housing needs of City of York's current and future population including that arising from economic and institutional growth is met within the York local authority area.
- iv. The further success of regionally and sub regionally important higher and further education institutions within the plan area is supported.
- v. City of York's role as a key node for public transport is strengthened, including improvements to the Leeds-York-Harrogate rail line, improved access between

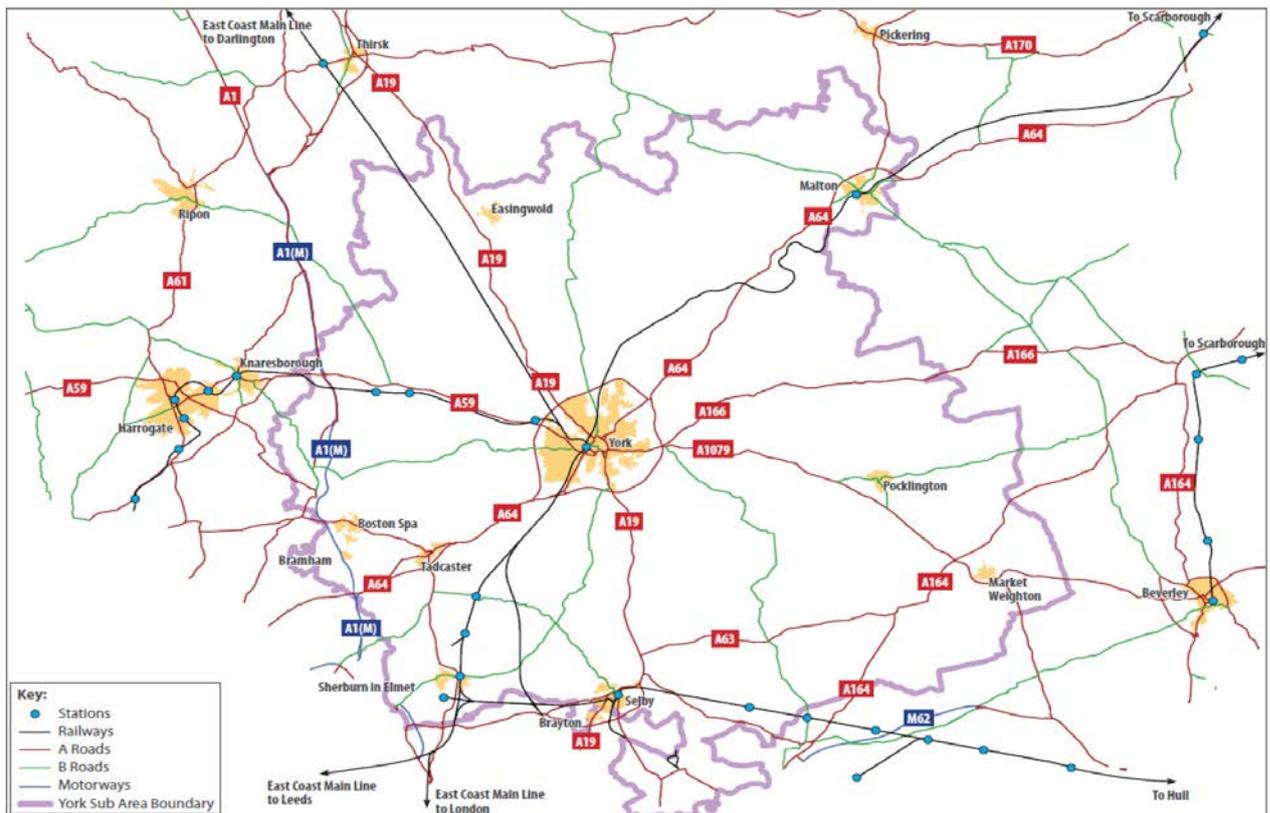
- York and Scarborough (the east coast) and projects to improve national connectivity, including links to the new high speed rail system (HS2).
- vi. City of York's outstanding historic and natural environment is conserved and enhanced recognising its wider economic importance to increased investment, employment and wealth within both the Leeds City Region and the York, North Yorkshire and East Riding LEP area.
  - vii. The integrity of important landscapes, biodiversity and areas of environmental character (including the network of strategic green corridors) that extend beyond the City of York boundaries are safeguarded.
  - viii. A Green Belt is defined around York which will safeguard the special character and setting of the historic city, the outer boundary of which will be about 6 miles from the city centre.
  - ix. Development within the City of York area will not lead to environmental problems including flood risk, poor air quality and transport congestion for adjacent local authority areas.

### **Explanation**

2.17 The influence of the City of York has throughout history extended beyond its immediate boundaries and the Council has a long history of joint working and cooperation with its neighbouring authorities to achieve better spatial planning outcomes. York's wider strategic context includes the Leeds City Region, the North Yorkshire and York Sub region and two Local Enterprise Partnerships – the Leeds City Region LEP and the York, North Yorkshire and East Riding LEP. The City of York falls within two sub-regions which are overlapping but self contained functional areas that were originally defined in the now partially revoked Yorkshire and Humber Regional Spatial Strategy. The functional nature of these sub areas relate to housing markets, labour markets, travel to work and services, retail and service catchments. Both areas continue to be important geographies for both analysis and policy interventions. Figure 2.1 overleaf shows the functional York Sub Area as defined in the Sub Area Study (2011). This confirms that the functional areas approach to understanding and addressing strategic spatial priorities agreed in the RSS remain valid, including the role of York and its sub area. This policy defines the city's role within the York Sub Area and wider Sub Region. More specifically it identifies:

- the critical importance of the York economy to the Sub Area and its role within the wider Leeds City Region and York and North Yorkshire Sub Region;
- the economic role of York in helping to deliver the ambitions of the Leeds City Region and York, North Yorkshire and East Riding LEP, as set out in their respective Strategic Economic Plans;
- the importance of conserving and enhancing York's unique environment;
- the benefits of improved transport connectivity;
- the importance of ensuring that growth and development in York does not have negative impacts on neighbouring authorities;
- the important service role of the city to its wider hinterland; and
- support for the destination role of the city.

**Figure 2.1 York Sub Area**



Source: York Sub Area Study (2011)

## Policy DP2: Sustainable Development

Development should be consistent with the principles below. They will be applied in the consideration of all development proposals and underpin the subsequent sections of the plan.

- i. Development will help **Create a Prosperous City for All** through:
  - supporting strategic employment locations and ensuring employment land for the development period is provided;
  - safeguarding and enhancing the established retail hierarchy, the city centre, district, local and neighbourhood centres, while ensuring out of centre retailing is controlled;
  - protect and enhance the visitor economy through supporting existing facilities promoting new development and encouraging improved infrastructure.
- ii. Development will help **Provide Good Quality Homes and Opportunities** through:
  - addressing the housing and community needs of York's current and future population; and
  - facilitating the provision of sufficient preschool, primary and secondary education and supporting further and higher education.

iii. Development will help **Conserve and Enhance the Environment** through:

- conserving, and where appropriate enhancing, those elements which contribute to the special character and setting of the historic City by ensuring that development is in acceptable locations and of the highest standards in terms of urban design and detailing;
- conserving and enhancing York's Green Infrastructure, including biodiversity, whilst promoting accessibility to encourage opportunities for sport and recreation;
- reducing flood risk by ensuring that new development is not subject to or does not contribute to flooding;
- maintaining water quality in the River Ouse, River Derwent and River Foss;
- remediation of polluted land/ groundwater or the protection of groundwater;
- ensuring sustainable design techniques are incorporated in new developments and maximise the generation and use of low carbon/renewable energy resources;
- improving air quality and limit environmental nuisance including noise, vibration, light, dust, odour, fumes and emissions, from development;
- reducing waste levels through the reducing, reusing and recycling hierarchy, and ensure appropriate sites for waste management are provided; and
- safeguarding natural mineral resources and maximise the production and use of secondary aggregates.

iv. Development will help **Ensure Efficient and Affordable Transport Links** through:

- delivering a fundamental shift in travel by prioritising and improving strategic public transport, cycle and pedestrian networks and managing travel demand and modal choice; and
- improving the strategic highway network capacity whilst protecting residential areas, including safeguarding routes and sites.

## **Explanation**

2.18 Sustainable Development can be defined as 'meeting the needs of the present without compromising the ability of future generations to meet their own needs'. As indicated in the National Planning Policy Framework (2012) (NPPF), the purpose of the planning system is to contribute to the achievement of sustainable development.

2.19 The Local Plan will play a vital role in delivering sustainable development for York. No one policy of the Local Plan will achieve this, but collectively the plans will result in communities that are well connected, well served, environmentally sensitive and considerate of the local environment, thriving economically, well designed and built, active, inclusive and safe. The principles included in Policy DP2 effectively define Sustainable Development in planning terms for York and have been developed from the Vision. These objectives also aim to encourage growth and development whilst balancing it with environmental and social factors. The approach has drawn upon the issues identified in the Sustainability Appraisal Scoping Report (2013) as well as national policy. As such, development proposals should adhere to the objectives set

out in Policy DP2 as these principles will guide the Council's decisions regarding planning applications.

### **Policy DP3: Sustainable Communities**

New development, including all the allocated sites as identified on the proposals map, should, where appropriate, address the following overarching development principles:

- i. respect and enhance the historic character, green spaces and landscape of York;
- ii. deliver high quality design and appropriate density, layout and scale whilst ensuring appropriate building materials are used;
- iii. create a high quality, locally distinctive place which relates well to the surrounding area and its historic character, and exploits opportunities for creating new and enhancing existing key views;
- iv. ensure the highest standards of sustainability are embedded at all stages of the development;
- v. contribute to a sustainable, balanced community through provision of an appropriate range of housing;
- vi. ensure that social, cultural and community infrastructure requirements of the new neighbourhoods are met through provision of accessible facilities and services in a planned and phased manner which complements and integrates with existing facilities;
- vii. create a people friendly environment which promotes opportunities for social and community interaction;
- vi. deliver new development within a framework of linked multifunctional green infrastructure incorporating existing landscape areas and biodiversity value, and maximising linkages with the wider green infrastructure network;
- ix. protect and enhance the natural environment through habitat restoration and creation;
- x. promote integration, connectivity and accessibility to, from and within the site by maximising opportunities for walking, cycling and frequent public transport thereby promoting and facilitating a modal shift from the car to more sustainable and healthier forms of travel;
- xi. minimise the environmental impact of vehicle trips to and from the development and mitigate the impact of residual car trips on the highway network where possible, including addressing air quality issues; and
- xii. manage flood risk by ensuring development does not contribute to or is not subject to flooding.

Detailed policy requirements in relation to these overarching principles can be found under the relevant section of the plan.

### **Explanation**

- 2.20 National policy attaches great importance to how well designed buildings and places can improve people's and communities' lives. In order to do this, the City of York wants to provide sustainable communities that can improve and enhance the lives of those who live there. As such, development in York should encourage sustainable

communities to form by ensuring the city is respected and enhanced, design, density, scale and builder materials are taken into consideration, social infrastructure is in place that promotes community interaction and cohesion, the city's natural environment is protected and enhanced and given the Council's constrained road networks, congestion and air quality problems, sustainable forms of transport are promoted. In doing this the city can meet its development needs whilst ensuring its environment and facilities deliver communities that are sustainable.

### **Policy DP4: Approach to Development Management**

When considering future development the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the NPPF. It will work proactively with applicants jointly to find solutions, which means that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

Planning applications that accord with the policies in this Local Plan (and, where they are in place, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise – taking into account whether

- any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole; or
- specific policies in that Framework indicate that development should be restricted.

### **Explanation**

- 2.21 The Council processes around 2,000 planning applications each year alongside approximately 250 pre-application enquiries. These planning applications vary from both small and large scale applications. The NPPF (2012) determines that a 'presumption in favour of sustainable development' should be taken in both plan and decision making. Policy DP4 sets out the key approach the Council will take in guiding planning applications as defined in the NPPF.



This section looks at where new development for houses, jobs and shopping should be in York. It sets out the positives and negatives of building in certain areas looking at factors such as green belt, flood risk and access to public transport.



## Section 3: Spatial Strategy

- 3.1 This section details the spatial strategy for York by setting out the drivers of growth and factors that shape growth, alongside detailing the key areas of change.

### **Policy SS1: Delivering Sustainable Growth for York**

Development during the plan period will be consistent with the priorities below.

- Provide sufficient land to accommodate an annual provision of around 650 new jobs that will support sustainable economic growth, improve prosperity and ensure that York fulfils its role as a key economic driver within both the Leeds City Region and the York, North Yorkshire and East Riding Local Enterprise Partnership area.
- Deliver a minimum annual provision of 867 new dwellings over the plan period to 2032/33 and post plan period to 2037/38. This will enable the building of strong, sustainable communities through addressing the housing and community needs of York's current and future population.

The location of development through the plan will be guided by the following five spatial principles.

- Conserving and enhancing York's historic and natural environment. This includes the city's character and setting and internationally, nationally and locally significant nature conservation sites, green corridors and areas with an important recreation function.
- Ensuring accessibility to sustainable modes of transport and a range of services.
- Preventing unacceptable levels of congestion, pollution and/or air quality.
- Ensuring flood risk is appropriately managed.
- Where viable and deliverable, the re-use of previously developed land will be phased first.

York City Centre, as defined on the Proposals Map, will remain the focus for main town centre uses<sup>1</sup>.

The identification of development sites is underpinned by the principle of ensuring deliverability and viability. Additionally, land or buildings identified for economic growth must be attractive to the market.

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<sup>1</sup> **Main town centre uses as defined by the NPPF:** Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

## **Explanation**

### Economic Growth

- 3.2 Technical work on economic growth has been carried out for the Council by Oxford Economic Forecasting. This suggests that over the period 2017 to 2038 around 650 additional jobs could be created in the city per annum. The projection shows particularly strong growth in the professional and technical services, accommodation and food services and wholesale and retail sectors. This is consistent with the ambitions of the York Economic Strategy (2016) as encapsulated in the Local Plan vision. If this level of growth is to be achieved it is important that the plan provides the right quanta of land and in the right locations.

### Housing Growth

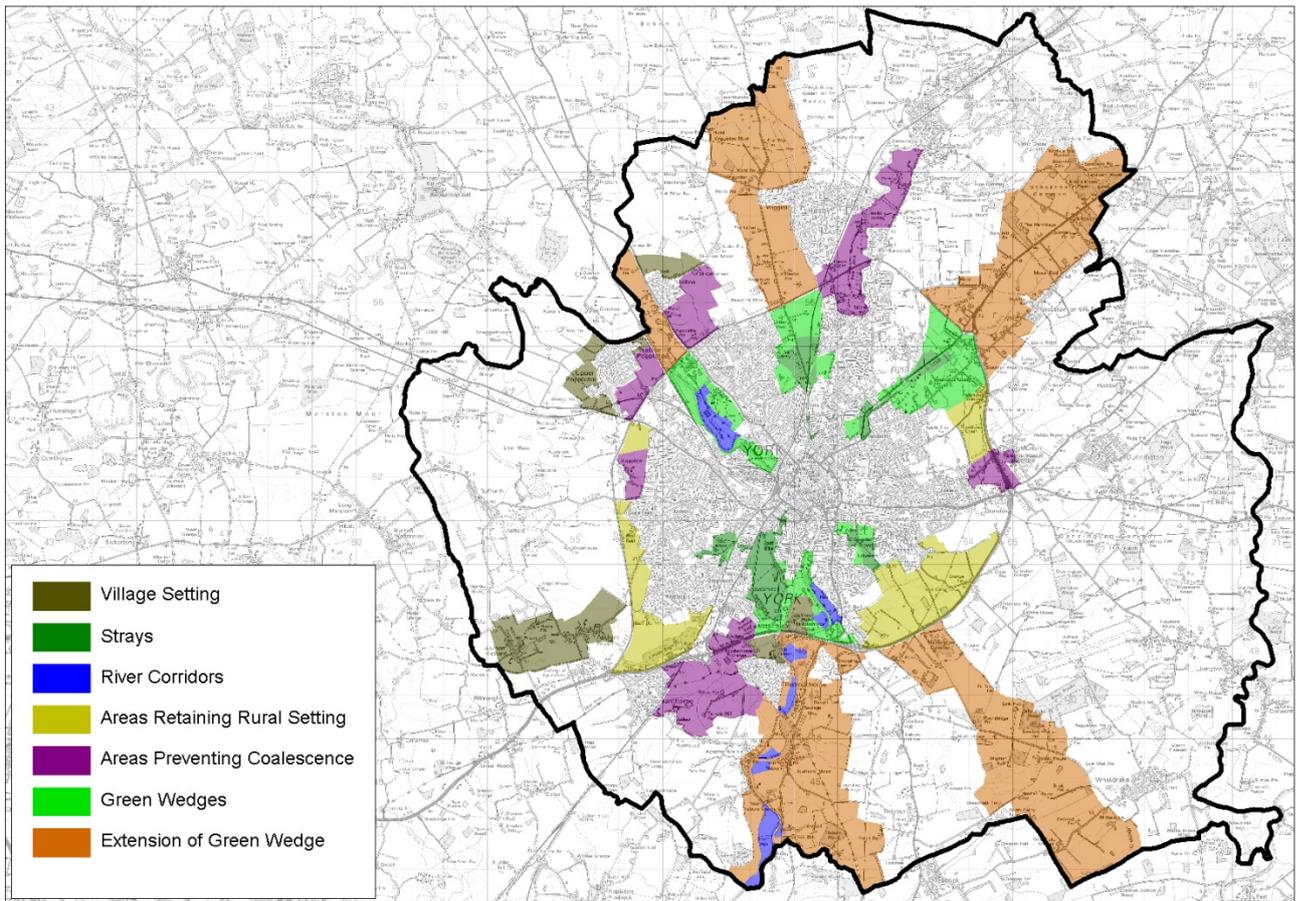
- 3.3 Technical work has been carried out by GL Hearn in the Strategic Housing Market Assessment Update (2017). This work has updated the demographic baseline for York based on the July 2016 household projections to 867 per annum. Following consideration of the outcomes of this work, the Council aims to meet an objectively assessed housing need of 867 new dwellings per annum for the plan period to 2032/33, including any shortfall in housing provision against this need from the period 2012 to 2017, and for the post plan period to 2037/38.

## **Factors Which Shape Growth**

### The Character and Setting of the City

- 3.4 The character and form of York provide an overarching narrative for the factors which shape the choices we make in how we accommodate the growth. Their main attributes of that character and form are:
- a compact urban form surrounded by relatively small settlements;
  - a flat terrain providing views particularly of historic landmark features such as the Minster or Terry's Clock Tower;
  - open land which brings the countryside into the city through ings, strays and associated land; and
  - key arterial routes that influence urban form.
- 3.5 Technical work carried out by the Council indicates that, regardless of the extent to which the city may have to identify further land to meet its development requirements and needs, there are areas of land outside the existing built up areas that should be retained as open land due to their role in preserving the historic character and setting of York. This work also indicates that there are areas of land outside the built up areas that should be retained as open land as they prevent communities within the environs of York from merging into one another and the city. These areas are considered to have a key role in preserving the identity of the settlements and villages around York. The relationship of York to its surrounding settlements is an important aspect of the city's character. The areas of land considered to serve this purpose are illustrated in Figure 3.1. Further detail on this can be found in the Historic Character and Setting Technical Paper Update (2013).

**Figure 3.1: Historic Character and Setting of York**

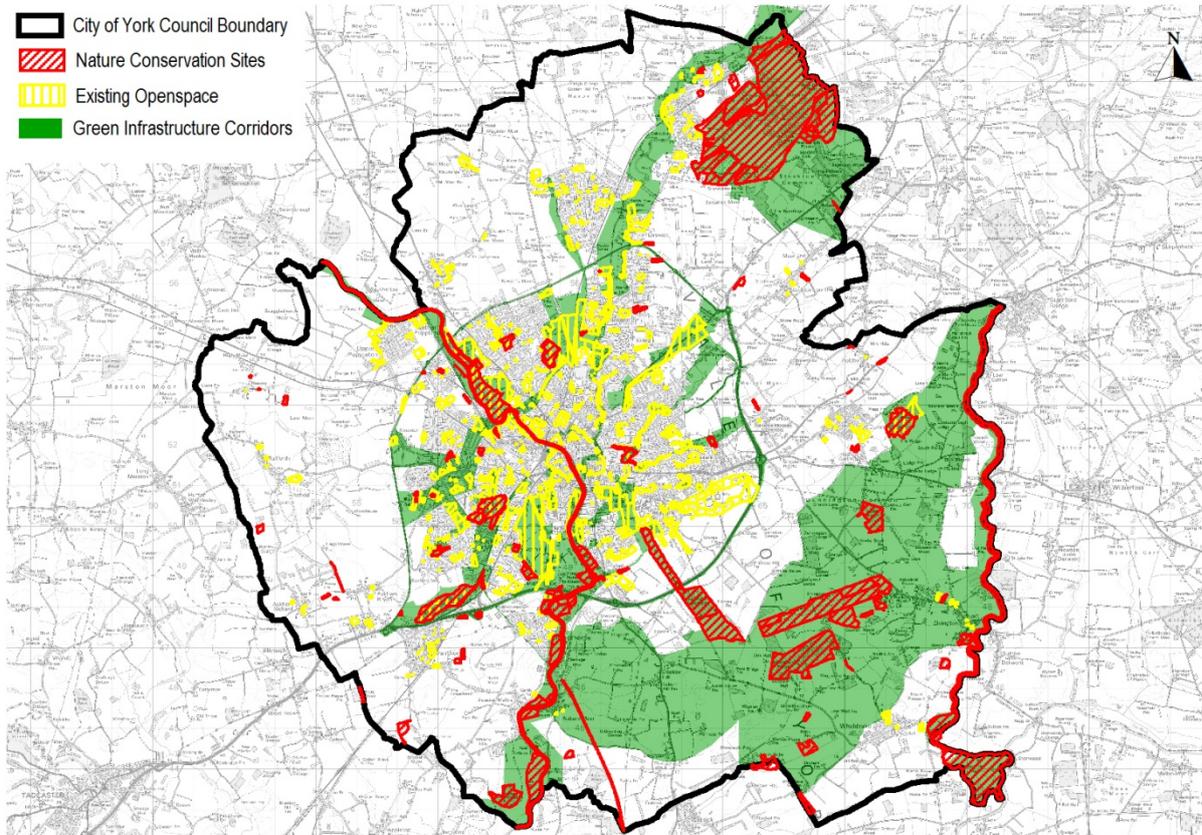


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**Green Infrastructure, Nature Conservation, Green Corridors and Open Space**

- 3.6 Protection of areas with nature conservation value is viewed as a key element in ensuring sustainable development. Government policy states that plans should set out a strategic approach in their Local Plans, planning positively for the creation, protection, enhancement and management of networks of biodiversity and green infrastructure. For this reason internationally, nationally and locally significant nature conservation sites, along with appropriate buffers, will be excluded when considering future potential development locations (shown in Figure 3.2 overleaf).
- 3.7 In addition the Council has defined Regional, District and Local Green Corridors, which are identified in the Green Corridors Technical Paper (2011) (shown in Figure 3.2). It is important that any future development does not have a significant adverse effect on green corridors. This would need to take account of their characteristics and the reason behind their initial designation.
- 3.8 The Local Plan will also protect recreational open space provision, across all typologies as identified in the Local Plan Evidence Base Study: Open Space and Green Infrastructure (2014) and Update (2017) (shown in Figure 3.2).

**Figure 3.2: York’s Green Infrastructure- Nature Conservation, Green Corridors, Open Space**



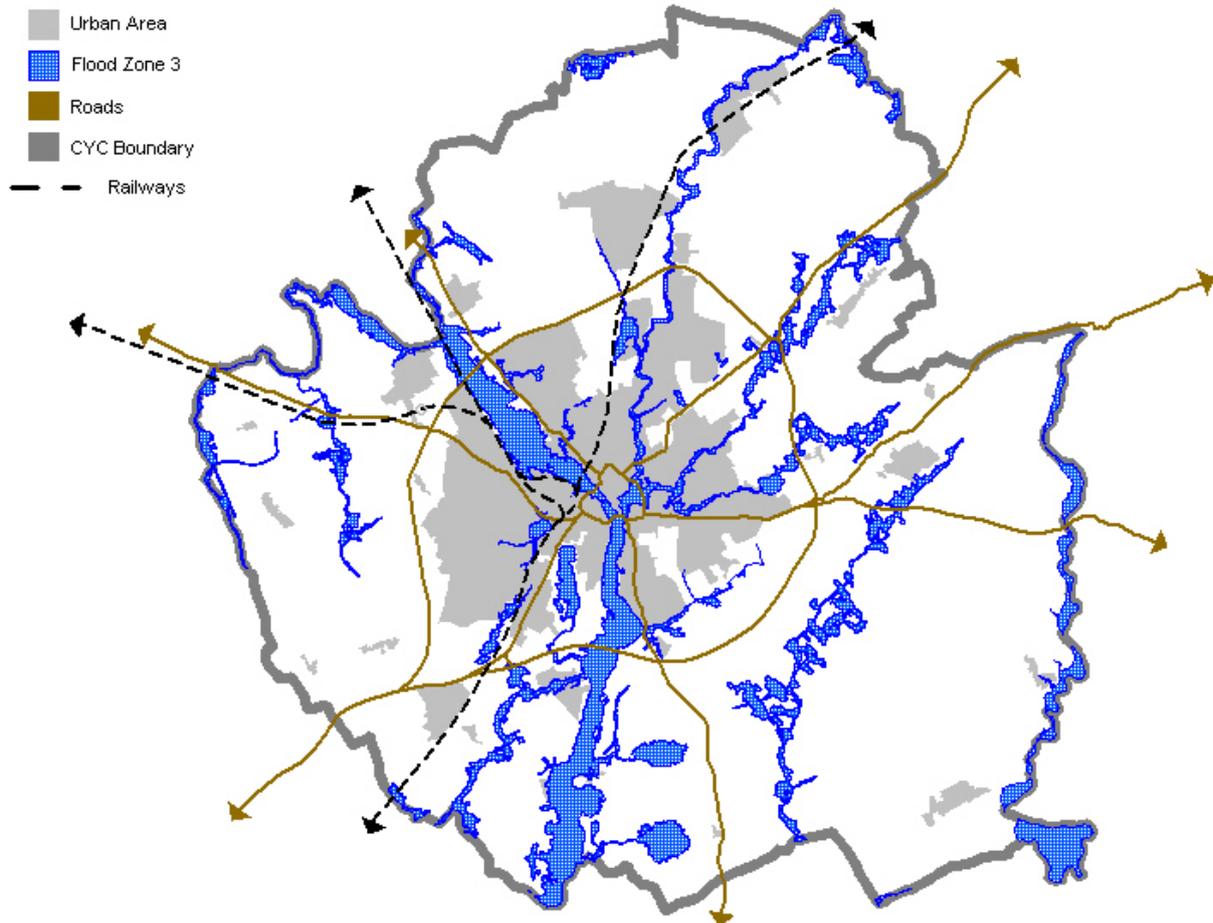
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**Flood Risk**

3.9 The geography of the city and its surroundings are such that significant areas are at risk of flooding. The pattern and extent of the areas which are at high risk (Flood Zone 3) has had and will continue to have a major influence on the urban form of the city and the smaller settlements in the district.

3.10 The Council has produced a Strategic Flood Risk Assessment (2013) incorporating the floodplain maps produced by the Environment Agency. Figure 3.3 illustrates the extent of Flood Risk Zone 3a (high risk of flooding – 1 in 100 years or greater annual probability of river flooding) and Flood Risk Zones 3a(i) and 3b – 1 in 25 or greater annual probability of river flooding. Flood risk has been taken into account throughout the plan to ensure that new development is not subject to, nor contributes to unacceptable levels of flood risk. Further detail on flood risk policies can be found in Section 12 of the Local Plan.

**Figure 3.3: Flood Zones 3a and 3b**



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### Transport

- 3.11 The City of York has a notably constrained road network, with narrow radial routes and a city centre road layout which is unchanged in many of its fundamentals since medieval times. Whilst the vast majority of travel to work trips remained within York, it also has substantive commuter flows into Leeds City Region and inward commuter flows from its hinterland, primarily from the East Riding of Yorkshire.
- 3.12 It is important that future development does not lead to an unconstrained increase in traffic as this would impose substantial demand on the highway network and could lead to increased congestion if this demand can not be met by increasing highway capacity alone. Therefore, the Local Plan will support a pattern of development that favours and facilitates the use of more sustainable transport to minimise the future growth in traffic.

## **Delivery**

- Key Delivery Partners: City of York Council; Neighbouring Local Authorities; infrastructure delivery partners; developers; and landowners.
- Implementation: Through all Local Plan policies; planning applications; and developer contributions.

## **Policy SS2: The Role of York's Green Belt**

The primary purpose of the Green Belt is to safeguard the setting and the special character of York and delivering the Local Plan Spatial Strategy. New building in the Green Belt is inappropriate unless it is for one of the exceptions set out in policy GB1.

The general extent of the Green Belt is shown on the Key Diagram. Detailed boundaries shown on the proposals map follow readily recognisable physical features that are likely to endure such as streams, hedgerows and highways.

To ensure that there is a degree of permanence beyond the plan period sufficient land is allocated for development to meet the needs identified in the plan and for a further minimum period of five years to 2038.

## **Explanation**

- 3.13 The boundary of the Green Belt is the consequence of decisions about which land serves a Green Belt purpose and which can be allocated for development. The Plan seeks to identify sufficient land to accommodate York's development needs across the plan period, 2012-2033. In addition, the Plan provides further development land to 2038 (including allowing for some flexibility in delivery) and establishes a Green Belt boundary enduring for at least 20 years. In this Local Plan the Green Belt's prime purpose is that of preserving the setting and special character of York. This essentially comprises the land shown earlier in the section at Figure 3.1.
- 3.14 Over and above the areas identified as being important in terms of the historic character and setting of York other land is included to regulate the form and growth of the city and other settlements in a sustainable way. This land will perform the role of checking the sprawl; safeguarding the countryside from encroachment; and encouraging the recycling of derelict and other urban land.
- 3.15 In defining the detailed boundaries of the Green Belt care has been taken to follow readily recognisable physical features that are likely to endure such as streams, hedgerows, footpaths and highways. Clearly it will not always be possible to do this because of factors on the ground and where this is the case there will be a clear logic to the boundary that can be understood and interpreted on the ground.

## **Delivery**

- Key Delivery Partners: City of York Council; Neighbouring Local Authorities; infrastructure delivery partners; developers; and landowners.
- Implementation: Through all Local Plan policies; planning applications; and developer contributions.

## **Policy SS3: York City Centre**

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

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

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

- Retail (A1) – within the designated Primary Shopping Area (PSA). Outside of the PSA the sequential test and impact tests will apply in order to protect the vitality and viability of the city centre;
- Office (B1a);
- Food and Drink (A3/A4/A5);
- Hotels (C1);
- Leisure(D2);
- Arts, Entertainment and Recreation (D1);
- Theatres (Sui Generis);
- Dwellinghouses (C3) ,in particular the reuse of upper floors for residential use is encouraged; and
- Finance and Professional Services (A2).

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

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

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

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

York Minster Cathedral Precinct is approximately 8 hectares in size (as shown on the proposals map). The Minster is still the pre-eminent structure in the City of York

today and it continues to play a significant role in the religious, social and cultural life of the city. The Council will work with the Minster authorities, as appropriate, to future plan for its development to better reveal the significances of its special character and appearance.

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

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

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

### **Explanation**

- 3.16 The city centre is the economic, social and cultural heart of York. Its historic core is internationally recognisable and one of the most revered places in the country with layers of heritage in its complex mosaic of buildings, streets and public spaces. The city centre is vital to the future success of the wider city. To ensure this success a framework is required for the gradual and sensitive improvement of the area so that it is fit for 21<sup>st</sup> Century York, a plan for the next layer of history.

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

floors in York City Centre back into an appropriate use are encouraged to ensure that upper floors do not become a wasted resource, to the detriment of the economy and an imbalance in the life of the city centre. In particular, the reuse of upper floors for residential use is encouraged.

### **Delivery**

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

### **Policy SS4: York Central**

York Central (ST5) will enable the creation of a new piece of the city; with exemplar mixed- use development including a world class urban quarter forming part of the city centre. This will include; a new central business district, expanded and new cultural and visitor facilities, residential uses and a new vibrant residential community.

The following mix of uses will be permitted within York Central:

- Offices (B1a);
- Financial and Professional Services (A2);
- Residential;
- Hotels (C1)
- Culture, leisure, tourism and niche/ancillary retail facilities;
- Open space, high quality public realm and supporting social infrastructure;
- Rail uses, and
- Non-ancillary retail, subject to an impact and sequential assessment.

Land within York Central is allocated for 1,700 – 2,500 dwellings, of which a minimum of 1,500 dwellings will be delivered in the plan period, and 100,000 sq m of Office (B1a).

Development within the York Central site will be permitted in accordance with the principles of development set out below. The principles of development at York Central are to:

- i. Create a high quality sustainable, mixed use urban quarter for York including a range of commercial, residential, cultural and leisure uses.
- ii. Provide a new business district with a critical mass of high quality offices suitable for modern business requirements.
- iii. Enhance the quality of the cultural area around the National Railway Museum through high quality public realm and improved connectivity to the wider city.
- iv Support expansion and improvement of the National Railway Museum as a prime cultural asset.
- v. Create a distinctive new place of outstanding quality and design which complements the existing historic urban fabric of the city and respects those elements which contribute to the distinctive historic character of the city and assimilates into its setting and surrounding communities.

- vi. Conserve and enhance the special character and/or appearance of the adjacent Central Historic Core Conservation Area and St Paul's Square/ Holgate Road Conservation Area.
- vii. Maximise the benefits of job creation and sustainable economic growth.
- viii. Create a sustainable new community with a range of housing types and tenures. To reflect the site's location, high density development may be appropriate.
- ix. Ensure provision of social infrastructure which meets the needs of York Central and, where viable, the wider city communities including sports, leisure, health, primary and nursery education, community facilities and open space.
- x. Maximise integration, connections and accessibility to/from the site including inter-modal connectivity improvements at York Railway Station.
- xi. Deliver development and maximise connectivity within a green infrastructure network and integrate with wider public realm in the city.
- xii. Demonstrate that all transport issues have been addressed, in consultation with the Council and Highways England as necessary, to ensure as many trips as possible are taken by sustainable travel modes and promote and facilitate modal shift from the car.
- xiii. Minimise the environmental impact of vehicular trips.
- xiv. Ensure sustainability principles are embedded at all stages of the development.
- xv. Provide high speed fibre broadband across the whole site.

**See also Policy SS3, EC1, R1 and R3**

### **Explanation**

- 3.23 York Central comprises around 78 hectares (ha) gross of brownfield land. This is equivalent to two thirds of the area of the walled city. York Central has historically been occupied by a broad mix of operational rail related uses, alongside the National Railway Museum. Other key uses within the site include existing residential dwellings and a number of local businesses in the light industry and trade sectors. Network Rail are currently rationalising their operational rail activities within York Central and it is anticipated that a significant proportion of land within the site will become available for redevelopment. At York Central, the net area of land available for development is around 35ha.
- 3.24 The vision for York Central will deliver a high-quality and sustainable new urban quarter. The scale and quality of new development will enhance the city as a contemporary employment, residential, cultural and leisure destination. Close to the historic city centre, this former rail yard will build on the city's existing assets to become an exciting new urban quarter for York residents. Given the site's location adjacent to the Central Historic Core Conservation Area and St Paul's Square/ Holgate Road Conservation Area, account should be taken of the special architectural or historic interest of the Conservation Area, the character or appearance of which it is desirable to preserve or enhance. The relevant Conservation Area Appraisal identifies opportunities for beneficial change or the need for planning protection.
- 3.25 The site is considered to have the capacity to deliver a total of up to 2,500 residential dwellings and 100,000 sqm of office space. The figure of 1,700 dwellings has been assumed at this stage in the plan process to reflect complexity of delivery. The site will include a range of uses including offices, residential, cultural, leisure, tourism and niche/ancillary retail, open space, public realm, social infrastructure, rail use and car

parking. Whilst part of ST5 falls within the city centre boundary (as shown on the proposals map), in retail terms this element of York Central is ‘edge of centre’ as it is more than 300m from the Primary Shopping Area. The type and quantity of any retail provision on the York Central site would therefore need to be informed by a detailed retail assessment. It should be noted that ST5 is subject to detailed ongoing technical work and masterplanning which may change the overall capacity of the site.

- 3.26 The York Central site offers a unique opportunity to provide a critical mass of modern and fit for purpose, high quality grade A commercial development. This will help to remedy current shortfalls of city centre grade A office accommodation in a central, well connected location which is fit for the modern day office occupier market. The scale of development opportunity, largely in a single ownership, and highly accessible to large volumes of people by a range of sustainable transport modes, allows for the development of a new urban extension with sustainability at its core.
- 3.27 This is an exceptional site for sustainable transport in terms of links to train/bus network and cycle routes and proximity to the city centre. However, the majority of the site remains rail locked and the potential capacity to redevelop the site is, therefore, constrained. The provision of new road /bridge infrastructure and reconfiguration of the existing road infrastructure will provide the necessary access into the site to release capacity and facilitate delivery of development. Sustainable travel modes taking full advantage of the site’s location will need to be maximised in order to limit impacts on the wider road network, congestion and air quality. Opportunities will be developed around pedestrian and cycle linkages, Park & Ride, and bus service improvements. These will be aligned with the aspiration to improve interchange and arrival at the station, enhance the station environment, and implement general rail capacity schemes designed to improve and enhance all routes on the network affecting York.
- 3.28 The site is well located close to the city centre and has good access to local services. It is anticipated that new local centre facilities will be provided within the site to meet the needs of the new community.

### **Delivery**

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

## **Policy SS5: Castle Gateway**

Castle Gateway (ST20) is allocated as an Area of Opportunity, as indicated on the Proposals Map. The York Castle Gateway ('Castle Gateway') has been identified as a major regeneration area of the city centre. The area is home to major high quality cultural, river and heritage assets that form part of York's unique character, but suffer from a poor quality setting amongst car parking and neglected buildings. There is significant potential to revitalise the area, reinterpreting and reasserting the varied history of the site, and creating a better connection with the city centre through improved pedestrian and cycle access.

The purpose of the regeneration is to:

- Radically enhance the setting of Clifford's Tower and other features within the Eye of York to recognise the significance of these historic assets and interpret their importance in York's history.
- Improve the economic, environmental and social sustainability of the area.
- Integrate the area with the broader city centre.
- Improve pedestrian and cycle flow throughout the area and improve connections with the wider city.
- Bring forward new commercial and other development that improve the area and complements and facilitates the implementation of the public realm enhancements.

To achieve these aims development in the Castle Gateway will be delivered through the following:

- Removing the Castle Car Park to create new public space and high quality development opportunities.
- Provision of a replacement car park within the Castle Gateway area.
- The addition of a new landmark River Foss pedestrian cycle bridge.
- Where possible, the opening up of both frontages of the River Foss with riverside walkways.
- Engagement with stakeholders in the development of masterplan and public realm proposals.
- Securing public realm, transport and infrastructure investment as a catalyst for wider social and economic improvement.
- Funding the implementation of public space, transport improvements and infrastructure through developer contributions and commercial uplift from development sites across the area.

Development within the five Castle Gateway sub-areas will be delivered in accordance with the following principles:

### **King's Staith / Coppergate**

- i. Improve the physical fabric, permeability and appearance of the Coppergate Centre including the possibility of a modest extension, to optimise the retail and cultural offer and to present an appropriate and well designed aspect when viewed from Clifford's Tower (see also Castle and Eye of York below).

- ii. Create new and improve existing pedestrian connections between the central shopping area and the Castle Gateway.
- iii. Improve the permeability of Coppergate as a key gateway into the area for pedestrians and cyclists.
- iv. Improve the Castlegate streetscape by reducing vehicle dominance and creating a pedestrian friendly environment

### **Piccadilly**

- v. Reduce the size of the vehicular carriageway on Piccadilly and improve the size and quality of the pedestrian foot streets, including tree planting.
- vi. Ensure active ground floor frontages to new developments fronting Piccadilly.
- vii. Provide active river frontages to any new development on sites adjoining the River Foss.
- viii. Seek developer contributions in the form of land and/or funding to contribute to delivering the masterplan and highways improvements.
- ix. Consider the opportunity to provide a new multi-storey car park on the site of existing surface level parking at Castle Mills to replace existing parking at Castle Car Park.
- x. Improve the Fossgate streetscape by reducing vehicle dominance and creating a pedestrian friendly environment.

### **Castle and the Eye of York**

- xi. Create a public realm scheme for the Castle and Eye of York which celebrates the significance of historic assets and the setting of the historic Castle and prison.
- xii. Consider the opportunity to create a development opportunity for a contemporary new building of exemplary architecture alongside the western bank of the River Foss on the site of the existing Castle Car Park.
- xiii. Consider the opportunity to provide a new building to improve the southern aspect of the Coppergate Centre and service yard and enhance the setting of Clifford's Tower and the Eye of York.
- xiv. Provide a new landmark bridge for pedestrians and cyclists across the River Foss linking the Castle and Eye of York with Piccadilly, with funding augmented from developer contributions and commercial uplift from new development sites.
- xv. Improve Tower Street to make it easier and safer to move between the Eye of York, Tower Gardens and St George's Field, by reducing vehicle dominance and creating a more pedestrian friendly environment.
- xvi. Consider important sightlines across the Castle Gateway area.

### **St. George's Field**

- xvii. Consider the opportunity to provide a new multi-storey car park on the site of existing surface level parking at St. George's Field to replace the existing parking at Castle Car Park.
- xviii. Improve existing and create new connections for pedestrians and cyclists between St. George's Field and the Foss Basin and the wider Castle Gateway area.
- xix. Maximise the development potential of the Foss Basin and St George's Field as a key economic, cultural and social asset for the city.
- xx. Consider the potential for flood improvement work as part of any new development.

**The River Corridors**

- xxi. Encourage new public access, with varied treatment along one, or both sides of the River Foss, with new and improved connections linking to the wider pedestrian and cycle network.
- xxii. Enhance the existing public realm and consider new facilities at Tower Gardens to encourage better use of the space.
- xxiii. Improve the environment of the Foss and Ouse riversides and promote waterborne activities.
- xxiv. Consider the potential for flood alleviation work as part of any new development.

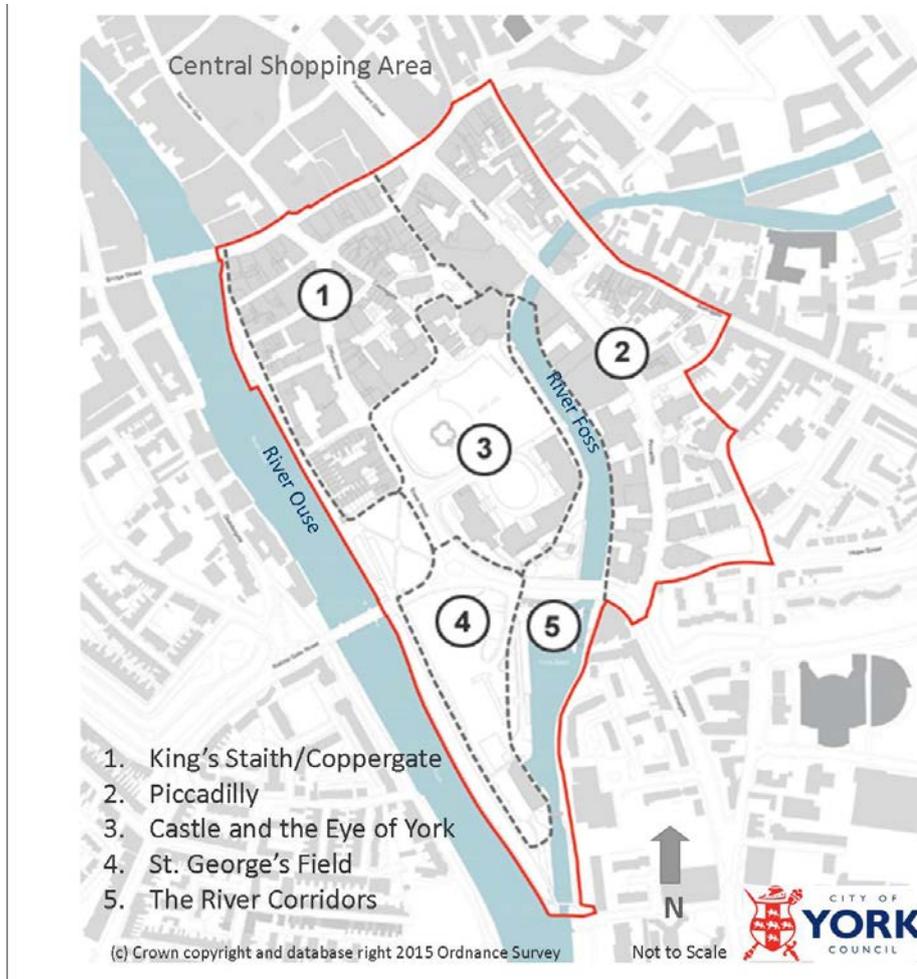
**See also Policy SS3, R1, R2, D1, D4, D5, D6 and T5**

**Explanation**

- 3.29 Located on the southern side of the city centre, the Castle Gateway area sits largely within the city walls and the Historic Core Conservation Area, at the confluence of the River Ouse and River Foss. The Castle Gateway area covers the length of Piccadilly, the Coppergate Shopping Centre and the Eye of York and runs through to St George’s Field and the Foss Basin. Much of the area is of low quality with significant dereliction and underdevelopment and yet the area has great potential in both its location and its historic and cultural assets.
- 3.30 Castle Gateway comprises five distinct, but inter-linked, sub-areas shown at Figure 3.4 overleaf: Castle-Piccadilly; the Foss Basin and Ouse Riverside; and the area around the Coppergate Centre and Fossgate. The area contains a mix of private land ownerships and a substantial amount of public estate with three museums / attractions (Castle Museum, Fairfax House and the Jorvik Viking Centre), three court buildings (Crown Court, County Court, Magistrates Court), many listed structures and a Scheduled Ancient Monument of international significance (Clifford’s Tower).
- 3.31 Delivery of joined-up regeneration across the wider Castle Gateway area by City of York Council and partners, land owners and developers, will improve the locality and maximise social, economic and cultural benefits for the city. The significance of heritage assets and the opportunities for improvement offered by regeneration are key priorities for this Area of Opportunity.
- 3.32 The York Central Historic Core Conservation Area Character Appraisal (2011) (the Appraisal) provides the key evidence base for the Local Plan and an important evidence base for any future plans for the Castle Gateway area. The proposed Castle Gateway Area of Opportunity broadly covers the areas defined in the Appraisal as the Kings Staith / Coppergate, Castle and Piccadilly areas, and several of the stated Castle Gateway development principles directly reference the Appraisal. The Castle-Piccadilly Planning Brief, which was agreed in 2006, also provides an important evidence base.
- 3.33 A key challenge is to ensure that this important historic environment is safeguarded whilst allowing stakeholders and land owners to make the most of heritage and commercial assets and the council to maximise planning gain to enable potential benefit for the city. Delivery of high quality mixed use development of sites will

enhance the vitality and viability of the area and ensure it is more effectively integrated into the city centre. Appropriate uses include retail, leisure, civic and open space, residential and employment, with active ground floor uses.

**Figure 3.4: Castle Gateway Sub Areas**



- 3.34 A conceptual masterplan and detailed design of the public realm and infrastructure will be prepared, focusing on conservation and urban design and including a Statement of Significance. The masterplan will shape the key elements of the development on Castle Car Park, including the bridge across the River Foss. The commercial development elements of the Castle Gateway will also need to meet the quality criteria and vision for the area.
- 3.35 St. George's Field has been identified within the Castle Gateway regeneration plans as an opportunity to provide enhanced car parking arrangements through the development of a multi-storey car park.
- 3.36 The site has an existing usage as a car park and this would not present a change in use or flood vulnerability. Car parks are not specifically identified within the National Planning Policy Framework flood risk vulnerability classification but due to its existing usage it could reasonably be considered as low risk. This continued usage as car

parking should be supported where the design of the development maintains and preferably increases flood storage at this site.

- 3.37 The flood risk assessment for the site must ensure that the at grade parking area of any multi-storey car park continues to be floodable in the same frequency of flood events as present and delivers, through design, improvements in flood storage to ensure no increased risk to the site or others. All other levels of the car park should be designed with safe access and egress above the design flood levels. S104 of the National Planning Policy Framework identifies approaches to the Exception Test to determine safe placement of developments within flood risk areas which is pertinent to the design ideals at this site:
- It must be demonstrated that the development provides wider sustainability benefits to the community that outweigh flood risk, informed by a Strategic Flood Risk Assessment where one has been prepared.
  - A site-specific flood risk assessment must demonstrate that the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.
- 3.38 The usage of undercroft car parking within the river corridor of York shows how well designed developments can continue to deliver flood storage benefits. Careful consideration within the flood risk assessment is required to achieve this, and any development on St. George’s Field will need to consider similar approaches. There are many exemplars of this nationally.

### **Delivery**

- Key Delivery Partners: City of York Council; York Museums Trust; English Heritage; Historic England; York Civic Trust; Environment Agency; developers; landowners; and infrastructure delivery partners.
- Implementation: Planning applications; developer contributions; commercial uplift from new development sites; and external funding opportunities.

### **Strategic Sites**

- 3.39 All sites over 5 hectares are considered to be a strategic sites. Each of these sites has its own policy which covers relevant planning principles detailing issues that must be addressed as part of the development of the site including access, ecology, and green infrastructure.

### **Strategic Housing Sites**

#### **Policy SS6: British Sugar/Manor School**

British Sugar/Manor School (ST1) will deliver approximately 1,200 dwellings at this urban development site. In addition to complying with the policies within this Local Plan, the site must be master planned and be delivered in accordance with the following key principles:

- i. Create a sustainable balanced community with an appropriate mix of housing informed by the Council’s Strategic Housing Market Assessment.

- ii. Provide new social infrastructure which meets the needs of future residents of ST1 and, where viable, surrounding communities, including local retail, health, community space, educational facilities and sports provision.
- iii. Provide appropriate education provision subject to detailed viability and deliverability work as part of site masterplanning.
- iv. Be of a high design standard to give a sense of place and distinctive character reflecting the sites historic use and social heritage. The site has views across the flat landscape toward the Minster and northwest, which need to be incorporated through the design to ensure views are achieved across the flat landscape.
- v. Create linked multi-functional green infrastructure including existing landscaped areas to maximise linkages to the wider green infrastructure network. The site contains the 'British Sugar Sidings' Site of Importance for Nature Conservation (SINC) bordering the railway line. Significant buffering would be required to ensure the integrity of this nature conservation site. This could be incorporated into the green infrastructure scheme on site.
- vi. Deliver new and improved green infrastructure to meet the needs for formal and informal recreation and leisure use. The site is part of the Acomb/River Ouse green infrastructure corridors and will require substantial natural open space. A tree survey will be required with particular reference to mature trees along Boroughbridge Road frontage.
- vii. Create a framework of public realm/spaces/routes to encourage pedestrian and cycle movements into and through the site.
- viii. Optimise integration, connectivity and access through the provision of new pedestrian, cycle, public transport and vehicular routes to ensure sustainable movement into, out of and through the site.

### **Explanation**

- 3.40 A comprehensive masterplan approach to the site is being pursued by the site promoters through the planning application process which includes the former Manor School site and the sports facilities associated with the former British Sugar site. Appropriate levels and types of open space will be provided as part of the re-development. The overall quantum of the British Sugar portion of the site is 1,100 dwellings to reflect the latest planning application; the remaining 3.6ha on Manor School is being brought forward by City of York Council through the Homes and Community Agency Strategic Partnership and could deliver up to 100 dwellings. In total the site capacity is approximately 1,200 dwellings.
- 3.41 Detailed issues including access, ecology and design will be resolved through the planning application process. The 'British Sugar Sidings' SINC site is 500m long and is designated for species of *aculeate hymenopter* (bees and wasps). This site may be impacted through the construction of the site and it would be necessary to ensure the limiting of disturbance to avoid adverse impact on the bees and wasps. This may include phasing development around the site to correspond to the lifecycle of these species. An archaeological desktop survey has revealed that onsite archaeology is likely to be low but further investigation may be required.

## Delivery

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

## Policy SS7: Civil Service Sports Ground

Civil Service Sports Ground (ST2) will deliver approximately 266 dwellings at this urban development site. In addition to complying with the policies within this Local Plan, the site must be master planned and be delivered in accordance with the following key principles.

- Create a sustainable balanced community with an appropriate mix of housing informed by the Council's Strategic Housing Market Assessment.
- Be of a high design standard to give a sense of place and distinctive character.
- Provide appropriate off-site contributions for nursery, primary and secondary education provision.
- Create a framework of public realm/spaces/routes to encourage pedestrian and cycle movements into and through the site.
- Deliver new and improved green infrastructure to meet the needs for formal and informal recreation and leisure use.
- Provide new open space on site. The development will be required to include open space for recreational purposes which may help to alleviate demand in this location, particularly from the need arising from new development. Further detailed assessment would be required.
- Optimise integration, connectivity and access through the provision of new pedestrian, cycle, public transport and vehicular routes to ensure sustainable movement into, out of and through the site. The site would need to provide new cycle facilities along Poppleton Road and through to Millfield Lane or improve links to existing pedestrian and cycle networks.
- Set development back from the A59 frontage and retain mature trees and landscape feature (with appropriate setting) to provide a perception of openness and preserve separation between York and Poppleton.

## Explanation

- 3.42 The development of the relocated Manor School site has redefined the urban edge in this area – with its brightly coloured buildings and floodlit sports pitches. Development of ST2 will advance the urban area westwards, filling the larger gap between the Westview Close to the east and the new Manor School site to the west. The site is partly rough grazing land and is partly brownfield following the site's last use as a sports facility. However the site is surrounded by significant urbanising influences with the site being well contained within the urban area.
- 3.43 Access to this site could be from the A59 or Millfield Lane, subject to detailed transport analysis. Integrated accessibility within the British Sugar Site (ST1) should be assessed. The longer term potential for the British Sugar site to have rail links to the York rail station is being investigated and this could also increase the accessibility of this site in the longer term. The location of the site in close proximity

to the A1237 northern outer ring-road and A59 will be likely to exacerbate congestion in the area, particularly at peak times. It would be important that sustainable routes for travel are established prior to the site's completion to avoid reliance on the car.

- 3.44 There are no existing and no immediate air quality issues although the potential for increased congestion in the west of the city, particularly cumulatively with the British Sugar site (ST1), may have an impact on air quality. Through the sites development, these potential impacts should be mitigated in accordance with Policy ENV1: Air Quality.

### **Delivery**

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

### **Policy SS8: Land Adjacent to Hull Road**

Land adjacent to Hull Road (ST4) will deliver approximately 211 dwellings at this urban extension development site. In addition to complying with the policies within this Local Plan, the site must be master planned and be delivered in accordance with the following key principles:

- i. Maximise pedestrian and cycle integration, connection and accessibility in and out of the site and connectivity to local facilities. The site is adjacent to the Grimston Bar Park & Ride which provides a high frequency bus service to the city centre and is close to other frequent bus routes. It is important that sufficient good quality pedestrian and cycle path connections are made between the site and these facilities and that the Field Lane roundabout barrier to cycling and walking is addressed.
- ii. Provide access to the site from a new roundabout created for the Heslington East development via Field Lane, subject to detailed transport analysis. Other access (e.g. via Hull Road) is not preferred.
- iii. Deliver a sustainable housing mix in accordance with the Council's Strategic Housing Market Assessment.
- iv. Ensure important views including to York Minster are protected and that the site is designed appropriately in relation to the gradient of the site which forms part of Kimberlow Hill (York Moraine) and provides important views of York.
- v. Maintain and enhance existing trees and hedgerows behind the site which act as a gateway for biodiversity.
- vi. Provide appropriate contributions to expand existing education facilities, given that primary and secondary school facilities have limited existing capacity to accommodate the projected demand arising from the site.
- vii. Undertake an air quality assessment as there is potential for increased traffic flows which may present new opportunities for exposure if not designed carefully. The assessment should also consider the impact of the University of York boiler stacks.
- viii. Undertake a noise survey given the site's proximity to the A1079 and the Grimston Bar Park & Ride.

- ix. Explore any land contamination issues due to the site’s location within 250m of a closed land fill site. Investigation and remediation work (if necessary) will be required to ensure that the land is safe and suitable for its proposed use.

### **Explanation**

- 3.45 There is an existing neighbourhood parade within 400m of ST4 with a range of local facilities however; road safety measures would need to be included to ensure safe passage across the dual carriageway to improve access, including to the eastbound bus stops on Hull Road. The proximity to the University Campus means there are already frequent bus links to the site.
- 3.46 The site masterplan and any subsequent planning application should ensure that the sites key views are protected. The site is visible due to the gradient so the setting and design of the scheme would be important including the provision of appropriate landscaping. There is a mature landscape behind the site which acts as a gateway for biodiversity which will need to be maintained and enhanced through the development of this site.

### **Delivery**

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

## **Policy SS9: Land East of Metcalfe Lane**

Land East of Metcalfe Lane (ST7) will deliver approximately 845 dwellings at this garden village development site. In addition to complying with the policies within this Local Plan, the site must be master planned and delivered in accordance with the following key principles.

- i. Create a new ‘garden’ village that reflects the existing urban form of York of the main York urban area as a compact city surrounded by villages.
- ii. Deliver a sustainable housing mix in accordance with the Council’s most up to date Strategic Housing Market Assessment and affordable housing policy.
- iii. Create a new local centre providing an appropriate range of shops, services and facilities to meet the needs of future occupiers of the development.
- iv. Deliver education and community provision early in the scheme’s phasing, in order to allow the establishment of a new sustainable community. A new primary facility and secondary provision (potentially in combination with Site ST8 – North of Monks Cross) may be required to serve the development as there is limited capacity available in existing schools. Further detailed assessments and associated viability work will be required.
- v. Demonstrate that all transport issues have been addressed, in consultation with the Council and Highways England, as necessary, to ensure sustainable transport provision at the site is achievable. The impacts of the site individually and cumulatively with sites ST8, ST9, ST14 and ST15 should be addressed.
- vi. Provide vehicular access from Stockton Lane to the north of the site and/or Murton Way to the south of the site (as shown on the proposals map), with a small proportion of public transport traffic potentially served off Bad Bargain

- Lane. Access between Stockton Lane and Murton Way will be limited to public transport and walking/ cycling links only.
- vii. Deliver high quality, frequent and accessible public transport services through the whole site, to provide attractive links to York City Centre. It is envisaged such measures will enable upwards of 15% of trips to be undertaken using public transport. Public transport links through the adjacent urban area will be sought, as well as public transport upgrades to either the Derwent Valley Light Rail Sustrans route, or bus priority measures on Hull Rd and/or Stockton lane, subject to feasibility and viability.
  - viii. Optimise pedestrian and cycle integration, connection and accessibility in and out of the site and connectivity to the city and surrounding area creating well-connected internal streets and walkable neighbourhoods, to encourage the maximum take-up of these more ‘active’ forms of transport (walking and cycling).
  - ix. Create new open space (as shown on the proposals map) to protect the setting of the Millennium Way that runs through the site. Millennium Way is a historic footpath which follows Bad Bargain Lane and is a footpath linking York’s strays and should be kept open. A 50m green buffer has been included along the route of the Millennium Way that runs through the site to provide protection to this Public Right of Way and a suitable setting for the new development.
  - x. Minimise impacts of access from Murton Way to the south on ‘Osballdwick Meadows’ Site of Importance for Nature Conservation and provide compensatory provision for any loss.
  - xi. Preserve existing views to, and the setting of, York Minster, Millennium Way and Osballdwick Conservation Area.

### **Explanation**

- 3.47 ST7 will create a separate new settlement or ‘garden village’ which fits well with the existing urban form of York consisting of the main urban area of York surrounded by smaller villages. It is therefore consistent with the strategic approach taken to York’s greenbelt particularly conserving the historic character and setting of the city. The site is partially contained by two strong hedge boundaries and tree boundaries to the west and part of the eastern boundary. Outgang Lane is established and the low level tree boundary to the south is also a recognisable feature. The northern boundary runs along Tang Hall Beck for the most part. This site therefore provides strong Green Belt boundaries.
- 3.48 Education and community provision should be made early in the scheme’s phasing, in order to allow the establishment of a new sustainable community. A new primary facility and secondary provision may be required to serve the development as there is limited capacity available in existing schools. Contributions towards secondary provision will be sought with a new facility provided in association with ST8 (Land North of Monks Cross). Further detailed assessments and associated viability work will be required.
- 3.49 There are various access point options for the site (to the north, to the south and to the west) which will need to be assessed in more detail. Detailed surveys of existing highways together with a detailed Transport Assessment are required to model the predicted traffic implications and assess what impacts would be generated on the surrounding highway network. This will inform the level of improvements required, including the associated improvements/upgrades to junctions, carriageways and

footpath widths etc. Significant upgrades to the carriageway / footpath width, condition and streetscape may be required to encourage pedestrians and cyclists to use this as an access route to the site.

- 3.50 The surrounding highway network will also need to be upgraded to mitigate the adverse impacts on the safety of cyclists. Any improvements to the footpaths/cyclepaths will need to take into consideration existing green corridors and the importance of preserving these. It will be essential to secure public transport access to and within the site (all parts of the site to be within 400m of a public transport route). Providing a north-south public transport route through the site could reach a larger population within 400m and would potentially be a commercially attractive option. Travel planning measures may reduce the motor vehicle trip generation but adequate transport links will need to be put in place to make such measures effective. Providing sufficient access to and mitigating the impacts of the development could require substantial infrastructure to be put in place which will need to be assessed further through the viability assessment work.

### **Delivery**

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

### **Policy SS10: Land North of Monks Cross**

Land North of Monks Cross (ST8) will deliver approximately 968 dwellings at this urban extension development site. In addition to complying with the policies within this Local Plan, the site must be master planned and delivered in accordance with the following key principles.

- i. Deliver a sustainable housing mix in accordance with the Council's most up to date Strategic Housing Market Assessment.
- ii. Create strategic landscape buffering along the existing road network that borders the site. This will retain key views towards the Minster as well as to the north that should be preserved.
- iii. Include an appropriate landscape treatment adjacent to the link road, with landscaping where appropriate, to protect the setting and character of York.
- iv. Explore the creation of a new green wedge to the west of the site to play an important role in protecting ecological assets, safeguarding the historic character and setting of the city and conserving on-site heritage assets including Ridge and Furrow, archaeology, hedgerows and trees that contribute to the setting of Huntington. It should be linked into the adjacent new housing scheme currently under construction at Windy Ridge/Brecks Lane. The provision of the new green wedge to the west of the site will also create an appropriate setting for the existing village of Huntington, allowing Huntington to maintain its identity and not sprawl outwards, with ST8 forming a new contained neighbourhood within the main urban area.
- v. Increase biodiversity and connectivity with the natural environment. The site intersects with local green infrastructure corridors and contains some trees with protection orders. There are opportunities for this site to interconnect with

- existing green infrastructure corridors and to integrate a scheme throughout the site which should be exploited.
- vi. Create new open space on additional land to the east of the Monks Cross Link Road (as shown on the proposals map). This land remains in the Green Belt. Open space provision should still be provided to the required quantum within the main allocation boundary and traffic calming measures should be provided along Monks Cross Link Road alongside the provision of pedestrian footways and safe crossing points. Ecological mitigation is also required on land to the east of the Link Road.
  - vii. Provide new social infrastructure which meets the needs of future residents of ST8 and, where viable, surrounding communities, including local retail, health, community space, educational facilities and sports provision.
  - viii. Deliver a new primary school in an accessible location (to be assessed further based on generated need) as well as providing appropriate contributions for nursery and secondary education.
  - ix. Provide new site access from Monks Cross Link Road with no new direct access to the A1237.
  - x. Demonstrate that all transport issues have been addressed, in consultation with the Council and Highways England, as necessary, to ensure sustainable transport provision at the site is achievable. The site will exacerbate congestion in the area, particularly at peak times given its scale and the capacity of the existing road network. The impacts of the site individually and cumulatively with sites ST7, ST9, ST14 and ST35 should be addressed.
  - xi. Deliver high quality, frequent and accessible public transport services through the whole site including facilitation of links to local employment centres and York City Centre. It is envisaged such measures will enable 15% of trips to be undertaken using public transport.
  - xii. Provide enhanced safe and integrated pedestrian and cycle routes to the existing available facilities at Monks Cross to maximise the sites sustainable location. The site is bordered by existing road infrastructure to enable access onto the site but further strategic connections for pedestrian and cycle routes would be required.
  - xiii. Maximise pedestrian and cycle integration, connection and accessibility in and out of the site and connectivity to the city and surrounding areas creating well-connected internal streets and walkable neighbourhoods.

### **Explanation**

- 3.51 The site is considered as well contained as it has three boundaries with the built up area and permanent recognisable physical boundary (North Lane / hedges (to the north), Monks Cross Link Road /post and rail fence (to the east) and monks cross retail park the current edge of the main urban area to the south). The western boundary follows a hedge line along the north western side. South of this however there are some areas with no physical boundary. The western boundary has been stepped and is generally one or more field boundary away from the existing built up residential boundary of Huntington to allow some separation from the existing built up area and allow a potential green corridor to run between the western edge of the allocation and the eastern built up extent of Huntington.
- 3.52 The current Monks Cross commercial area including the retail park is highly urbanised and visible when approaching from the north along the Monks Cross link

road. The horizon is predominantly commercial uses to the south of the site including large cranes at the Portakabin works. Monks Cross Link Road (the eastern boundary of the site) and the A1237 roundabout to the north east of the site are busy roads and also introduced urbanising features to the agricultural landscape. North Lane is less of an urbanising influence.

- 3.53 There is very limited primary and secondary capacity within existing schools to provide for the estimated capacity of this site. It would be necessary therefore to deliver a new primary school on site in an accessible location as well as providing for nursery and secondary education. Education facilities should be provided with appropriate levels of playing field provision and community access and would be needed to serve the earlier phases of development, particularly with regards to primary school provision. Contributions towards secondary provision will be sought with a new facility provided in association with ST7 (Land East of Metcalfe Lane).
- 3.54 In order to secure equality of access through sustainable travel modes and to minimise the use of the car, investment in infrastructure would be required to enable connectivity with surrounding neighbourhoods, the city centre and the existing Monks Cross Shopping Centre. The location of the development in close proximity to a centre like Monks Cross which offers employment, leisure and retail should help to reduce the need to travel subject to successful links being made to the new development to fully integrate the site into the existing centre. There is also a Park & Ride to the south of Monks Cross which offers opportunities for sustainable travel routes to the city centre if appropriate linkages are made to this site.

### **Delivery**

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

### **Policy SS11: Land North of Haxby**

Land North of Haxby (ST9) will deliver 735 dwellings at this urban extension development site. In addition to complying with the policies within this Local Plan, the site must be master planned and delivered in accordance with the following key principles:

- i. Be of a high design standard which will provide an appropriate new extension to the settlement of Haxby.
- ii. Deliver a sustainable housing mix in accordance with the Council’s most up to date Strategic Housing Market Assessment and affordable housing policy, addressing local need for smaller family homes and bungalows/sheltered housing.
- iii. Create new open space to the south of the site (as shown on the proposals map) to reflect the needs of the Haxby and Wigginton ward including formal pitch provisions, informal amenity greenspace, play provision, cemeteries and allotments. The openspace needs of the area should be assessed in detail, liaising with Haxby Town Council and Wigginton Parish Council, the neighbourhood plan group and local residents.

- iv. Create new local facilities as required to provide an appropriate range of shops, services and facilities to meet the needs of future occupiers of the development.
- v. Provide a new primary school or required financial contributions to existing local primary and secondary facilities to enable the expansion to accommodate demand arising from the development.
- vi. Provide a suitable drainage strategy to ensure there is no increase to existing agricultural run-off rates and existing drainage ditches are maintained and enhanced. The strategy should be developed in conjunction with the Council and required statutory bodies and should ensure that the development will not exacerbate any existing issues with surface water and drainage owing to the site being flat with a high water table. The drainage scheme will need to connect to the Strensall and Towthorpe Waste Water Treatment Works to the north of the site given capacity issues within Haxby.
- vii. Connect the site to the public sewer network, which will incur additional costs. Developers will need to work with Yorkshire Water in developing a suitable scheme.
- viii. Demonstrate that all transport issues have been addressed, in consultation with the Council as necessary, to ensure sustainable transport provision at the site is achievable. The impacts of the site individually and cumulatively with sites ST7, ST8, ST14 and ST15 should be addressed.
- ix. Provide highway access to the site from Moor Lane on the West side, with secondary access from Usher Lane on the East side. Improvements would be required both to the junction of Moor Lane with The Village and Usher Lane/Station Road to improve safety and visibility. The scheme should seek to minimise the amount of trips using the Usher Lane/Station Road junction due to existing capacity and safety issues. Alternative access should also be explored in relation to this site.
- x. Optimise pedestrian and cycle integration, connection and accessibility in and out of the site and connectivity to the city and surrounding area creating well-connected internal streets and walkable neighbourhoods, to encourage the maximum take-up of these more 'active forms of transport (walking and cycling).
- xi. Protect and enhance existing valuable landscape features including field patterns, mature hedgerows and trees. Development should minimise the impact on the landscape and setting of the village and reflect the character and rural setting of the surrounding area. Views into the site are limited as the site itself is mainly enclosed and well screened by mature trees and hedgerows which should be retained. New strong defensible landscape boundaries should be created and the historic field patterns should be protected and the layout of the development and the open space should be designed to integrate these narrow medieval strip fields.

### **Explanation**

- 3.55 The density of the development should reflect local character and the masterplan should respect the existing framework of field patterns and hedges/trees providing clusters of housing around this framework to preserve valuable landscape features.
- 3.56 It is essential that the site delivers a significant amount of new open space to improve access and provision for both existing residents of Haxby and also the new

residents of the development. The new open space shown on the proposals map is required to address the significant shortage of open space in the Haxby and Wigginton ward which is the most deficient ward in the city with a shortage across all open space typologies. The open space needs of the area should be assessed in detail, liaising with Haxby Town Council and Wigginton Parish Council, the neighbourhood plan group and local residents. Open space provision should include formal pitch provision for football and cricket, equipped children’s and young persons playspace, allotments and amenity greenspace/local park.

- 3.57 There is limited capacity to accommodate projected pupil numbers in existing primary and secondary schools but expansion would be possible with the required financial contributions. Primary school provision could be made on site if required through further detailed assessment and further assessment of appropriate secondary school provision will need to be undertaken.
- 3.58 The drainage strategy should ensure existing agricultural run-off rates are maintained. This may include retention and widening of existing drainage ditches, attenuation ponds, new sewers and upgrade to facilities as required. Within the vicinity of the site the public foul sewer network does not have adequate capacity available to accommodate the anticipated foul water discharge from this site. As such connection to the public sewer network will be required.
- 3.59 A Transport Assessment and subsequent travel plan should focus on the potential to readily integrate the site with the surrounding area, particularly for walking and cycling journeys to the local facilities.

### **Delivery**

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

### **Policy SS12: Land West of Wigginton Road**

The development of Land West of Wigginton Road (ST14) supports the Local Plan vision in delivering a sustainable garden village situated to the north of the outer ring road. It will deliver approximately 1,348 dwellings, approximately 1200 units of which will be delivered within the plan period. In addition to complying with the policies within this Local Plan, the site must be master planned and be delivered in accordance with the following key principles.

- i. Create a new ‘garden’ village that reflects the existing urban form of York of the main York urban area as a compact city surrounded by villages
- ii. Deliver a sustainable housing mix in accordance with the Council’s most up to date Strategic Housing Market Assessment and affordable housing policy.
- iii. Create a new local centre incorporating appropriate shops, services and community facilities to meet the needs of future residents.
- iv. Deliver on site, accessible combined nursery and primary education facilities, which are well connected to housing by dedicated pedestrian/ cycleways.

- v. Secure developer contributions for secondary school places as necessary to meet the need for new places.
- vi. Ensure provision of new all purpose access roads to the east/south from A1237 Outer Ring Road/Wigginton Road roundabout and off the Wigginton Road/B1363 (as shown on the proposals map). The internal layout of any future development on the site could be such that it creates discrete sectors, each with a specific access.
- vii. Demonstrate that all transport issues have been addressed, in consultation with the Council as necessary, to ensure sustainable transport provision at the site is achievable. The impacts of the site individually and cumulatively with site's ST7, ST8, ST9, ST15 and ST35 should be addressed.
- viii. Deliver local capacity upgrades to the outer ring road in the vicinity of the site, to include associated infrastructure to protect public transport journey times on junction approaches. Opportunities to provide grade separated, dedicated public transport routes across the A1237 should be explored in feasibility, viability and cost-benefit terms.
- ix. Deliver high quality, frequent and accessible public transport services throughout the development site, which provide links to other local rural communities where feasible, as well as to main employment centres. It is envisaged such measures will enable upwards of 15% of trips to be undertaken using public transport.
- x. To encourage the maximum take-up of more active forms of transport (walking and cycling), ensure the provision of high quality, safe, direct and accessible pedestrian and cycle links which create well-connected internal streets and walkable neighbourhoods including to:
  - a) the community, retail and employment facilities immediately to the south, (likely to take the form of an overbridge);
  - b) the surrounding green infrastructure network (with particular regard to public rights of way immediately west of the site and improvements to A1237 crossing facilities); and
  - c) existing pedestrian and cycle networks across the city.
- xi. Maintain landscape buffers around the site to prevent coalescence with adjacent settlements and maintain the setting of the city and the village of Skelton.
- xii. Protect and enhance local green assets, trees and hedge-lines and enhance existing landscape character.
- xiii. Provide open space to the west of the site to minimise the visual proximity of the development areas to Skelton.

### **Explanation**

- 3.60 This allocation fits well with the existing urban form of York consisting of the main urban area of York surrounded by smaller villages. It is therefore consistent with the strategic approach taken to York's greenbelt particularly conserving the historic character and setting of the city.
- 3.61 The site is approximately 600m north of the A1237, 550m west of the B1363 and 1700m east of the A19. The site is within close proximity to major employment, retail and leisure facilities at Clifton Moor with the potential to walk or cycle between them through the creation of new pedestrian and cycle routes. This section of the A1237 is one of the most congested parts of the northern outer ring road between its junction with the B1363 and its junction with Clifton Moor Gate. The likely increase in traffic on the A1237 will require significant capacity enhancements to be made to it,

including junctions. Further detailed transport assessment work will be required to assess the implications of this site and the cumulative impact of sites across the city alongside associated viability work. The masterplan for the site will need to ensure appropriate measures to encourage greater use of public transport and provide links to existing pedestrian and cycling networks to minimise traffic generated by it. A travel plan will be required to set out how this will be achieved. Providing sufficient access to and mitigating the impacts of the development could require substantial infrastructure to be put in place, but the size of the site should potentially make it viable to provide the required transport mitigation measures.

### **Delivery**

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

### **Policy SS13: Land West of Elvington Lane**

The development of Land West of Elvington Lane (ST15) supports the Local Plan vision in delivering a new sustainable garden village for York. It will deliver approximately 3,339 dwellings, around 2,200 units of which will be delivered within the plan period. In addition to complying with the policies within this Local Plan, the site must be masterplanned and delivered in accordance with the following key principles.

- i. Create a new ‘garden’ village that reflects the existing urban form of York as a compact city surrounded by villages.
- ii. Deliver a sustainable housing mix in accordance with the Council’s most up to date Strategic Housing Market Assessment and affordable housing policy.
- iii. Be of a high design standard to reflect the existing settlement form of villages around the main urban area of York in-keeping with the existing urban form. The south eastern and south western boundaries of the site are less well contained than to the north so it will be important for the site to establish its own landscape setting.
- iv. Create new open space (as shown on the proposals map) within the site to maintain views of the Minster and existing woodland.
- v. Impacts on biodiversity within the site and zone of influence will be addressed by following the mitigation hierarchy with the overall aim to prevent harm to existing biodiversity assets, delivering no net loss for biodiversity and maximise further benefits for biodiversity. Where required compensatory measures should take full account of the extent and quality of the asset being lost or damaged and equivalent or enhanced habitats should be provided.
- vi. Follow a mitigation hierarchy to first seek to avoid impacts, then to mitigate unavoidable impacts or compensate unavoidable residual impacts on Heslington Tillmire SSSI and the Lower Derwent Valley SPA/Ramsar through the:
  - incorporation of a new nature conservation area (as shown on the proposals map) including a buffer of wetland habitats, a barrier to the movement of people and domestic pets on to the SSSI and deliver further benefits for biodiversity. A buffer of at least 400m from the SSSI will be required in order to adequately mitigate impacts unless evidence demonstrates otherwise; and

- provision of an detailed site wide recreation and access strategy to minimise indirect recreational disturbance resulting from development and complement the wetland habitat buffer area which will be retained and monitored in perpetuity. A full understanding of the proposed recreational routes is required at an early stage.
- vii. Deliver ecological mitigation and compensation measures 5 years prior to commencement of any development. They must be supported by a long term management plan, and be retained and monitored in perpetuity.
  - viii. Protect the character, setting and enjoyment of Minster Way.
  - ix. Provide an appropriate range of shops, services and facilities including social infrastructure such as health, social, leisure, cultural and community uses to meet the needs of future residents, made early in the scheme's phasing in order to allow the establishment of a new sustainable community. This should be principally focused around a new local centre.
  - x. Deliver new on-site education provision to meet nursery, primary and potentially secondary demand, to be assessed based on generated need. New nursery, primary and potentially secondary provision will be required to serve the earliest phases of development.
  - xi. Demonstrate that all transport issues have been addressed, in consultation with the Council and Highways England as necessary, to ensure sustainable transport provision at the site is achievable. The impacts of the site individually and cumulatively with site's ST7, ST8, ST9, ST14, ST27, ST35 and ST36 should be addressed.
  - xii. Ensure provision of necessary transport infrastructure to access the site with primary access via the A64 (as shown on the proposals map) and a potential secondary access via Elvington Lane. The capacity of the local highway network including Elvington Lane and junctions is limited.
  - xiii. Retain Common Lane/Long Lane/Langwith Stray as cycle/pedestrian routes only to ensure protection of the character of Heslington Village. These routes are very lightly trafficked roads, and could provide pleasant cycle and pedestrian routes from the site to Heslington. It is essential that there is no vehicular transport access to Heslington village along these routes to ensure the setting of Heslington village is maintained.
  - xiv. Explore the potential for local bridleways (e.g. Fordlands Road/ Forest Lane) running through or near the site to be used as cycle routes.
  - xv. Provide dedicated secure access for existing local residents and landowners to be agreed with the community of Heslington. Appropriate solutions would need to ensure access is preserved for existing residents and landowners developed in consultation with the community of Heslington.
  - xvi. Deliver high quality, frequent and accessible public transport services through the whole site which provide links to new community facilities, as well as to York city centre and other appropriate service hubs, including University of York. A public transport hub at the local centre should provide appropriate local interchange and waiting facilities for new residents. It is envisaged such measures will enable upwards of 15% of trips to be undertaken using public transport.
  - xvii. Optimise pedestrian and cycle integration, connection and accessibility in and out of the site and connectivity to the city and surrounding area creating well-connected internal streets and walkable neighbourhoods, to encourage the maximum take-up of these more 'active' forms of transport (walking and cycling).

xviii. Exploit synergies with the proposed university expansion in terms of site servicing including transport, energy and waste.

### **Explanation**

- 3.62 The site will provide a balanced mix of high quality housing as well as an associated local centre, community facilities and an excellent network of green infrastructure, which connects new habitats into existing areas of environmental value. Development is anticipated to commence from 2022/23 although it is not anticipated that the site will be fully built out until after 2040. The site will be delivered in a phased approach within a comprehensive framework. The site should be masterplanned and delivered to ensure successful integration between plan period development and development that will come forward beyond the plan period. This will include ensuring that community facilities form a coherent, accessible solution for provision across the cumulative site area, and that local infrastructure solutions are robust and future-proofed. Strategic green spaces associated with heritage impact and ecology should be phased in order to allow establishment in advance of key commencements.
- 3.63 The site boundary will facilitate the creation of a new ‘garden’ village that fits well with the existing urban form of York consisting of the compact main urban area of York surrounded by smaller villages. It is therefore consistent with the strategic approach taken to York’s greenbelt particularly conserving the historic character and setting of the city. This is a large free standing settlement covering 159ha and is generally well contained being bounded on most sides by a combination of roads/tracks, deep ditches, trees, woodland, the extensive open grassland of Elvington Airfield and substantial hedgerows. The north eastern part of the site is bounded by Grimston Wood, privately owned woodland with nature conservation interest and the Minster Way Public Right of Way runs along the northern boundary of the site. The south eastern and south western boundaries are less well contained requiring the site’s masterplan to establish a landscaped setting for the development.
- 3.64 One of the key challenges for the site are in relation to both sustainable transport and road capacity and the likely significant level of mitigation which we would envisage to be essential for such an allocation to be considered suitable, viable and deliverable. Any large-scale development solely relying on Elvington Lane would not be supported.
- 3.65 Masterplanning should consider how to create a compact, walk (cycle) able place which encourages sustainable internal trips to education, community facilities, shops and employment opportunities. Currently the site has no access to facilities within proximity and would be reliant on new facilities to be constructed as part of any development. It is considered that services within 5 to 10 minutes walk should be achievable.
- 3.66 It is essential to secure public transport access to and within the site. Providing a south-west to north-east public transport route through the site could reach a large market and ensure that all parts of the site are within 400m of a public transport route. Such a route may also be commercially attractive and could improve access to Elvington using public transport if the route is extended there. The site will need to provide sustainable transport links to existing pedestrian and cycle networks and

have a suitable internal layout to maximise walking and cycling permeability. A high quality cycle route into the city centre via Langwith Stray/Long Lane/Common Lane and onward routes from Heslington could be provided and use could be made of the ‘Solar System’ route (part of the NCN Route 65 and the Trans Pennine Trail). Improvements to cycle facilities on the A19 could also be made. Site phasing should maximise potential for bus access from initial stages, facilitated through the development pump-priming new services. In addition to this, development should exploit any shared infrastructure opportunities arising from the proximity of the site to the University of York, Science Park and Sports Village.

- 3.67 A joined up transport approach would need to be taken to consider the site in combination with other potential developments in the city including the University Expansion Site (ST27). The provision of a new junction onto the A64 would remain essential infrastructure for any development in this location. The viability of delivering significant new or improved transport infrastructure must be considered and evidence provided to demonstrate its robustness. Equally, detailed analysis would be required to confirm that sustainable travel options (to avoid the site being heavily car dependent) were realistic and financially sound. The site will require high frequency public transport services based on the overall target of 15% journeys by bus. In order to minimise car use the development would need a robust transport strategy documenting alternative routes including for buses, walking and cycling.
- 3.68 A comprehensive evidence based approach is required in relation to biodiversity. In close proximity west of the site is Heslington Tillmire SSSI primarily designated for marshy grassland habitat and the associated assemblage of breeding birds. To the east of the site is the Lower Derwent Valley SPA/Ramsar/SSSI which is designated for wetland birds. In addition, part of the site includes Elvington Airfield, which is an identified SINC for both bird species and grassland habitats. It will need to be demonstrated that the potential impacts from development have been addressed through the use of the mitigation hierarchy to ensure that any adverse effects are appropriately avoided, mitigated or where necessary compensated for. Any measures need to be implemented from year one to allow for the successful establishment of habitats prior to the commencement of development. A programme of monitoring and management will be required to ensure continued mitigation in perpetuity.

### **Delivery**

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

### **Policy SS14: Terry’s Extension Sites**

Terry’s Extension Sites (ST16) will deliver 111 dwellings in total at these urban development sites, 22 dwellings on Terry’s Clock Tower, approximately 33 dwellings on Terry’s Car Park and approximately 56 dwellings on Land to the rear of Terry’s Factory. In addition to complying with the policies within this Local Plan, ST16 must be master planned and delivered in accordance with the following key principles.

**Terry’s Extension Site (Phase 1) – Terry’s Clock Tower**

- i. Achieve high quality urban design which respects the character and fabric of the wider Terry’s factory site and buildings of architectural merit. This includes conserving and enhancing the special character and/or appearance of the Tadcaster Road and the Racecourse and Terry’s Factory Conservation Areas

**Terry’s Extension Site (Phase 2) - Terry’s Car Park**

- i. Deliver development with high quality urban design, given the site’s association with the wider Terry’s factory site and the sites location as an entry point to the city, to contribute to the architectural merit of the city. This includes conserving and enhancing the special character and/or appearance of the Tadcaster Road and The Racecourse and Terry’s Factory Conservation Areas.
- ii. Be of a low height and complement existing views to the factory building and clock tower from the Ings, Bishopthorpe Road and the Racecourse.
- iii. Constrain development to the boundary of the car park including any open space requirements.
- iv. Retain existing vegetation and provide additional appropriate treatment on the southern and eastern boundaries.

**Terry’s Extension Site (Phase 3) - Land to the rear of Terry’s Factory**

- i. Retain and enhance the formal gardens area adjacent to the site.
- ii. Achieve high quality urban design which respects the character and fabric of the wider Terry’s factory site and buildings of architectural merit. This includes conserving and enhancing the special character and/or appearance of the Tadcaster Road and the Racecourse and Terry’s Factory Conservation Areas.
- iii. Development should complement existing views to the factory and clock tower.

**Explanation**

- 3.69 ST16 is located within walking and cycling distance of local amenities and is close to public transport routes. It has good access to open space within the required access distances.
- 3.70 Terry’s Extension Site Phase 1 (Terry’s Clock Tower) and Phase 3 (Land to the rear of Terry’s Factory) are within the wider Terry’s development site. Terry’s Extension Site Phase 2 (Terry’s Car Park) is well contained on all four sides. To the north lies a dense tree/shrub line (but less dense/lower level to the north west corner) with a public right of way running alongside the northern boundary, linking the riverside area with Bishopthorpe Road/Racecourse. The eastern and southern boundaries are defined by strong tree/shrub boundaries, with agricultural/floodplain land beyond. The western boundary is Bishopthorpe Road and a dense line of shrubs and trees. The principle of development would not have significant adverse impacts on the character of the surrounding landscape or on the openness and setting of the city provided the development is restricted to the height of the permitted single decked car park.
- 3.71 For all three sites, development should adhere to the design principles set by the wider Terry’s development and should be of strong architectural merit given their location at an entry point to the city. Given the sites location within the Tadcaster Road and the Racecourse and Terry’s Factory Conservation Areas, account should be taken of the special architectural or historic interest of the Conservation Areas,

the character or appearance of which it is desirable to preserve or enhance. The relevant Conservation Area Appraisal identifies opportunities for beneficial change or the need for planning protection. Transport issues arising from the original development proposals are addressed through planning permission conditions and obligations. Although the Terry’s Extension Sites (Phases 1 to 3) will generate some additional traffic it is likely that it will be low in comparison to the main site and the mitigation measures for these extension sites will be incorporated into the overall programme of measures to meet the planning permission conditions and obligations for the main site.

### **Delivery**

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

### **Policy SS15: Nestle South**

Nestle South (ST17) will deliver 863 dwellings in total, 263 in Phase 1 and up to 600 dwellings in Phase 2 at this urban development site. In addition to complying with the policies within this Local Plan, the site must be master planned and delivered in accordance with the following key principles.

- i. Achieve high quality urban design which recognises the distinctive character of this part of the city and respects the character and fabric of the factory buildings of distinction including those on the Haxby Road Frontage including the library.
- ii. Conserve and enhance the special character and/or appearance of the Nestle/Rowntree Factory Conservation Area.
- iii. Provide a mix of housing in line with the Council’s most up to date Strategic Housing Market Assessment.
- iv. Maximise accessibility and connectivity to the city centre and local area by pedestrian and cycle routes, including direct access from the site to the Foss Island Cycle Path which runs alongside the site boundary.
- v. Retain the mature trees along Haxby Road frontage and protect the setting of the site.
- vi. Maximise connectivity and linkages to surrounding green infrastructure including Bootham Stray.
- vii. Assess appropriate access from both Haxby Road and Wigginton Road along with associated junction improvements as necessary through Transport Assessment and Travel Plan. Access between Haxby Road and Wigginton Road will be limited to public transport and walking/cycling links only.
- viii. Address any implications relating to the Wigginton Road level crossing.

### **Explanation**

- 3.72 The site, formerly part of the Joseph Rowntree Cocoa Works is an important part of the historic character and setting of the local area and of the wider city and therefore any masterplan will need to respect this significance. The development will need to incorporate high design standards which recognise the distinctive character of this part of the city and in particular the Haxby Road frontage. Development of the site should retain the factory buildings of agreed distinction along with other important

buildings including the library. Given the site's location within the Nestle /Rowntree Factory Conservation Area, account should be taken of the special architectural or historic interest of the Conservation Area, the character or appearance of which it is desirable to preserve or enhance. The relevant Conservation Area Appraisal identifies opportunities for beneficial change or the need for planning protection.

- 3.73 The site is also close to Bootham Level Crossing, which is a high risk crossing located on Wigginton Road. The implications of the development of this site in relation to the safe operation to this crossing will need to be considered and addressed by the developer, to the satisfaction of the Council and Network Rail.

### **Delivery**

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

### **Policy SS16: Land at Tadcaster Road, Copmanthorpe**

Land at Tadcaster Road, Copmanthorpe (ST31) will deliver 158 dwellings at this village extension site. In addition to complying with the policies within this Local Plan, the site must be master planned and delivered in accordance with the following key principles:

- i. Deliver a sustainable housing mix in accordance with the Council's most up to date Strategic Housing Market Assessment.
- ii. Create new open space (as shown on the proposals map) within the site which should be delivered prior to the first phase of development to ensure, in particular, the protection of the adjacent SSSI. There is the opportunity to extend and enhance the local green infrastructure corridor including enhancing links from Copmanthorpe to Askham Bog SSSI along the newly created footway. This would enhance the new tree planting and attenuation wetland area with seating adjacent to the site. This open space will also create a necessary buffer between the new dwellings and the railway line and A64 embankment.
- iii. Undertake detailed noise, air quality and vibration assessments, which may influence the final layout/masterplan of the site.
- iv. Reflect site topography to ensure that the site's visual impact is minimised particularly from the A64 and railway line. From its north eastern point by the A64 the first half of the site is generally flat however it then starts to gradually rise in a south west direction towards the existing residential properties.
- v. Provide site access via Tadcaster Road, with no secondary access from Learmans Way.
- vi. Optimise pedestrian and cycle integration, connection and accessibility in and out of the site and connectivity to the city and surrounding area creating well-connected internal streets and walkable neighbourhoods, to encourage the maximum take-up of these more 'active' forms of transport (walking and cycling).
- vii. Provide required financial contributions to existing local primary and secondary facilities to enable the expansion to accommodate pupil yield.

viii. Undertake hydrological investigation and any necessary mitigation.

**Explanation**

- 3.74 The site is a large single triangular grass/cropped field. Development of ST31 will extend the built element of Copmanthorpe to the north east however any impacts are reduced by the containment of the site by the Copmanthorpe feeder road and the East Coast railway line.
- 3.75 The site is located within walking and cycling distance of Copmanthorpe village centre and is close to public transport routes. The site has good access to open space with access to four of the seven open space typologies within the required access distances. A transport assessment and subsequent travel plan should focus on the potential to integrate the site with the surrounding area, particularly for walking and cycle journeys to the local facilities and encouraging greater use of public transport for journeys further afield to minimise the number of car trips generated. The village is currently served by a bus route running between Leeds, York and the North Yorkshire coast. There is a frequent bus route within 400m of site, but may need to introduce new bus stops to keep maximum walking distance to bus stops within 400m.
- 3.76 There is limited capacity to accommodate projected pupil numbers in existing primary and secondary schools but expansion would be possible with the required financial contributions

**Delivery**

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

**Policy SS17: Hungate**

Hungate (ST32) – Phases 5+ will deliver approximately 328 dwellings at this urban development site. In addition to complying with the policies within this Local Plan, the site must be delivered in accordance with the agreed site masterplan through existing outline and full planning consents.

In line with the Hungate Development Brief vision, ST32 must be of the highest quality which adds to the vitality and viability of the city centre, is safe and secure, and which promotes sustainable development. Priority should be given to pedestrians, people with mobility impairments, cyclists and public transport. Design should respect local amenity and character whilst being imaginative and energy-efficient. The special character and/or appearance of the adjacent Central Historic Core Conservation Area should be conserved and enhanced.

**Explanation**

- 3.77 Hungate is a 4.6 hectare site lying on the edge of the business and retail core of the city centre. The site has planning approval for a mix of high quality office, retail and residential uses; the first of 6 phases has been completed, comprising of 168

apartments and Phase 2, comprising of a further 195 apartments is nearing completion. When fully complete the Hungate development will provide around 1,050 new city centre apartments together with commercial and community space, as well as high quality public spaces and landscaping. ST32 reflects the remaining capacity at the site to be delivered during the outstanding phases of development. Given the site's location within the Historic Core Conservation Area, account should be taken of the special architectural or historic interest of the Conservation Area, the character or appearance of which it is desirable to preserve or enhance. The relevant Conservation Area Appraisal identifies opportunities for beneficial change or the need for planning protection.

### **Policy SS18: Station Yard, Wheldrake**

Station Yard, Wheldrake (ST33) will deliver approximately 147 dwellings at this village extension development site. In addition to complying with the policies within this Local Plan, the site must be delivered in accordance with the following key principles.

- i. Deliver a sustainable housing mix in accordance with the Council's most up to date Strategic Housing Market Assessment and affordable housing policy, addressing local need for smaller family homes and bungalows/sheltered housing.
- ii. Be of a high design standard to which will provide an appropriate new extension to Wheldrake whilst maintaining the character of the village.
- iii. Conserve and enhance the special character and/or appearance of the adjacent Wheldrake Conservation Area.
- iv. Undertake a comprehensive evidence based approach in relation to biodiversity to address potential impacts of recreational disturbance on the Lower Derwent Valley Special Protection Area (SPA)/Ramsar/SSSI.
- v. Establish a landscape setting, given the open fields to the south of the site.
- vi. Create new local facilities as required to meet the needs of future occupiers of the development.
- vii. Provide on-site open space to provide additional amenity green space and children's play facilities for the village.
- viii. Provide required financial contributions to existing nursery, primary and secondary facilities to enable the expansion to accommodate demand arising from the development.
- ix. Optimise pedestrian and cycle integration, connection and accessibility in and out of the site and connectivity to the city and surrounding area creating well-connected internal streets and walkable neighbourhoods, to encourage the maximum take-up of these more 'active' forms of transport (walking and cycling).
- x. Undertake a noise assessment to inform the development, this may result in a reduction in the developable area should a buffer to the existing industrial area be required.

### **Explanation**

- 3.78 A generally well contained site, on the western edge of Wheldrake, the north and north west boundaries of the site are bounded by residential properties and by the existing developments at Wheldrake Industrial Estate. The north east boundary is Back Lane South which has an intermittent hedge. The south eastern boundary is a

tall dense hedge, separating the site from the agricultural fields beyond – which runs for most of the southern boundary. However, the south western boundary (south of the industrial estate) appears to be relatively open with no defensible boundary above ground, although it does appear to partially follow a watercourse / ditch, separating the site with open fields to the south. The site will provide a natural extension to the developed settlement form of Wheldrake with clear defensible green belt boundaries. Given the site’s location adjacent to the Wheldrake Conservation Area, account should be taken of the special architectural or historic interest of the Conservation Area, the character or appearance of which it is desirable to preserve or enhance. The relevant Conservation Area Statement identifies opportunities for beneficial change or the need for planning protection.

- 3.79 The site is also located within walking distance or a short drive of the Lower Derwent Valley National Nature Reserve, Ramsar site, SPA and Special Area of Conservation. The Lower Derwent Valley is particularly important for the populations of wintering and breeding birds it supports. These species can be adversely impacted by increased and uncontrolled recreational disturbance. The access point nearest to the site is located a Bank Island (Church Lane) where Natural England currently have a site office and access is managed to a degree, but the potential impacts will need to be explored which may require a Habitat Regulations Assessment
- 3.80 The site is located within walking and cycling distance of Wheldrake village which includes a primary school, GP surgery and village shop and the site is located close to public transport routes. There will be a need to assess public transport, including the likely need to uplift bus services and the potential for achieving this uplift. Confirmation that there is sufficient land available to widen the existing access to site is required given the new properties built to the west of the site access. There is limited capacity to accommodate projected pupil numbers in existing primary and secondary schools but expansion would be possible with the required financial contributions.
- 3.81 There is the potential that noise from the adjacent industrial estate could make parts of ST33 unsuitable for residential use. There is also the potential that if residential properties were placed next to the industrial estate then this could restrict any further expansion of the industrial estate or prevent existing businesses located on the industrial estate expanding any further. It is, therefore, essential that a noise assessment is carried out.

### **Delivery**

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

### **Policy SS19: Queen Elizabeth Barracks, Strensall**

Following the Defence Infrastructure Organisation’s disposal of the site by 2021, Queen Elizabeth Barracks (ST35) will deliver 500 dwellings at this rural development

site. Development is anticipated to commence in 2023. In addition to complying with the policies within this Local Plan, the site must be delivered in accordance with the following key principles.

- i. The mitigation hierarchy should be followed to ensure no net loss of biodiversity; where possible development should deliver biodiversity gain. Development will only be allowed where it can be demonstrated that it will not have an adverse impact, alone or in combination, upon the integrity of Strensall Common SAC and SSSI.
- ii. Take full account of the extent and quality of ecological interest on Strensall Common through the preparation of a comprehensive evidence base to support the required Habitat Regulations Assessment and other assessments to be able to fully understand and avoid, mitigate or compensate impacts. To help deliver this, a detailed Visitor Impact Mitigation Strategy must be prepared, which will be informed by comprehensive and repeatable visitor surveys (to be repeated as necessary). The Strategy will identify effective measures which will encourage both the use of alternative sites instead of Strensall Common and less damaging visitor behaviour on the Common. This will include (but not be limited to) the following measures:
  - Within the site divert new users away from the SAC by:
    - Providing natural green space within the site boundary attractive to a range of users, particularly dog walkers;
    - The provision of a circular walk within the site;
    - Ensuring no access throughout the life of the development either by vehicle, cycle or foot to adjoining land on the north, south and eastern site boundary, and
    - Providing publicity, education and awareness to support these aims
  - On Strensall Common ensure suitable behaviour by visitors by:
    - Implementing actions to manage recreational pressure at points of arrival, by type of activity and location of activity on site;
    - Ongoing monitoring that will specifically lead to the implementation of prompt remedial measures such as the closure of access points etc if adverse effects are identified, and
    - Publicity, education and awareness
- iii. Ensure all ecological avoidance, mitigation and compensation measures are fully operational and functioning prior to commencement of any development. Measures must be supported by a long term management plan which includes ongoing monitoring and remedial measures.
- iv. Deliver a sustainable housing mix in accordance with the Council's most up to date Strategic Housing Market Assessment.
- v. The development of this area must be informed by an assessment of architectural interest of the site and its buildings. Those buildings which are considered to be of historic interest should be retained and reused.
- vi. Be of a high design standard, ensuring the development has a distinct identity from Strensall village and not be just a continuation of the existing development. The site should have its own identity and character that in its layout and spaces, reflects the site's long use as a barracks, its landscape context, and the natural site assets.

- vii. Retain all identified good quality trees, with appropriate distance to tree canopy, unless they pose an unreasonable restriction on development and their contribution to the public amenity and amenity of the development is very limited, and their loss is outweighed by the benefits and mitigation provided by the development.
- viii. Undertake an archaeological evaluation consisting of geophysical survey and excavation of trenches to identify the presence and assess the significances of archaeological deposits.
- ix. Prepare a Flood Risk Assessment and full drainage strategy. The strategy should be developed in conjunction with the Council and required statutory bodies and should ensure that the development will not exacerbate any existing issues with surface water and drainage. Hydrological studies that explore surface and sub-surface characteristics of the local hydrological regime would be required to identify the impact on the wet heath communities of Strensall Common SAC/SSSI and identify mitigation measures where required. Any hydrology plan/study also needs to consider impacts on water logged archaeological deposits.
- x. Increase the area and quality of open space within any proposed development beyond that found at present in order to reduce the impact of recreational pressure on Strensall Common SSSI/SAC'.
- xi. Create new local facilities as required to meet the needs of future occupiers of the development.
- xii. Deliver sufficient education provision, including a new primary school, to meet the demand arising from the development. Further detailed assessments and associated viability work will be required.
- xiii. Demonstrate that all transport issues have been addressed, in consultation with the Council and Highways England as necessary, to ensure sustainable transport provision at the site is achievable. The impacts of the site individually and cumulatively with sites ST7, ST8, ST9, ST14 and ST15 should be addressed.
- xiv. Give further consideration to road safety at the Strensall Road/Towthorpe Moor Lane, in addition to the use of Towthorpe Moor Lane by through traffic. If identified as necessary, mitigation to Strensall Road/Towthorpe Moor Lane junction will be required.
- xv. Optimise pedestrian and cycle integration, connection and accessibility in and out of the site and connectivity to the city and surrounding area creating well-connected internal streets and walkable neighbourhoods, to encourage the maximum take-up of these more 'active' forms of transport (walking and cycling). Cycle paths will need to be provided along the site frontages connecting into the site and also focus upon the route into the village and local facilities.
- xvi. Undertake detailed noise and contamination assessments, including detailed assessment of the current and future use of the military training area adjacent to the site.

### **Explanation**

- 3.82 ST35 covers circa 28ha with a net developable area of approximately 18ha and will deliver approximately 12ha of public open space and an estimated yield of circa 578 dwellings. There are no listed buildings or conservation areas currently designated within this site. However, as access to the area has always been restricted, no

detailed assessment of the existing buildings has been carried out to determine if the buildings merit designation

- 3.83 To address any heritage designations that may exist on the site it is recommended that Historic England are consulted, using their pre-application assessment service. With a site of this size it is important to consider the impact it will have on the historic nature of the city. The area needs to have a distinct identity from Strensall village and not be just a continuation of the existing development there. This was an important military site which played a wider role in its linkages to other military sites in the area and in the history of York's development as a garrison town. It is important that the area shouldn't lose the story of its identity as a military site and that careful consideration should be given to the kind of area/place being created. The context of the barracks is essentially rural, therefore the presentation of the site to Strensall Road and Strensall common is sensitive and this characteristic should be retained or enhanced. Strensall Common forms part of the site's wider landscape context and it is important to maintain its sense of place adjacent to this whilst taking consideration of its biodiversity value.
- 3.84 The location of this site adjacent to Strensall Common SAC means that a comprehensive evidence base to understand the potential impacts on biodiversity from further development is required. Strensall Common is designated for its heathland habitats but also has biodiversity value above its listed features in the SSSI/SAC designations that will need to be fully considered. Although the common is already under intense recreational pressure, there are birds of conservation concern amongst other species and habitats which could be harmed by the intensification of disturbance. In addition, the heathland habitat is vulnerable to changes in the hydrological regime which needs to be explored in detail. The mitigation hierarchy should be used to identify the measures required to first avoid impacts, then to mitigate unavoidable impacts or compensate for any unavoidable residual impacts, and be implemented in the masterplanning approach. Potential access points into the planned development also need to consider impacts on Strensall Common.
- 3.85 It will be necessary to identify the presence and assess the significances of archaeological deposits on the site. An archaeological evaluation consisting of geophysical survey and excavation of trenches will be required. This will be used to assess the significances of archaeological features and deposits and will allow decisions about the scale and form of future mitigation measures on the site. There is a reasonable potential for survival of prehistoric and Romano-British features and deposits as well as medieval and later exploitation and occupation of the site. There is a high potential for discovering water logged deposits which would be of high significance and may need to be preserved in situ – this needs to be taken into consideration through the hydrology plan/study.
- 3.86 The majority of the site is in flood zone 1 except for a small area to the north in flood zone 2. Given the scale of the site, a full Flood Risk Assessment and full drainage strategy will be needed. Infiltration Sustainable Drainage Systems (SuDS) would be compromised in this location but there is an opportunity to develop comprehensive SuDS for the potential new development. Good Surface Water SuDS can enhance development sites and increase the potential value of homes. The adoption and

maintenance of any SuDS features needs to be considered as the Council has no capacity to adopt these without funding.

- 3.87 The nearest existing facilities are in Strensall, it is anticipated that a new primary school and community facilities including retail and community uses will be required within the site given the distance to existing services. This will need to be subject to further detailed viability assessment as part of the site masterplan.
- 3.88 Good bus network links already exist to York City Centre and Strensall Village along Strensall road. It will be necessary to examine the potential for bus services entering the site in order that public transport access is in line with best practise and policy requirements. There are currently very limited cycle links to Strensall to/from the outer ring road. The construction of a segregated subway to facilitate the crossing of the A1237 is included within the West Yorkshire Transport Fund upgrade scheme, due for completion by 2021/22. There is potential that contributions from this site could help to deliver a cycle link between the A1237 and Strensall.

### **Delivery**

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

### **Policy SS20: Imphal Barracks, Fulford Road**

Following the Defence Infrastructure Organisation's disposal of the site by 2031 Imphal Barracks (ST36) will deliver 769 dwellings at this urban development site. Development is not anticipated to commence until the end of the plan period. In addition to complying with the policies within this Local Plan, the site must be delivered in accordance with the following key principles:

- i. Demonstrate that all transport issues have been addressed, in consultation with the Council and Highways England as necessary, to ensure sustainable transport provision at the site is achievable. There are existing issues with traffic congestion in this area. The base traffic situation on the A19 is that it is at or exceeding capacity in the vicinity of Heslington Lane/Broadway. The potential transport implications of the site must be fully assessed both individually and cumulatively with site's ST5 and ST15.
- ii. Deliver a sustainable housing mix in accordance with the Council's most up to date Strategic Housing Market Assessment.
- iii. The development of this area must be informed by an assessment of architectural and historic interest of the site and its buildings. Those buildings which are considered to be of historic interest should be retained and reused.
- iv. The parade ground and other open area which are important to the understanding of the site and its buildings should be retained as open spaces in any development.
- v. If, following the City Council's review of the architectural and historic interest of this site, Imphal Barracks is included within the Fulford Road Conservation Area, development proposals would be required to preserve or enhance those

- elements which have been identified as making a positive contribution to its significance.
- vi. Regardless of the outcome of the paragraph above, the significance of the site's historic environment should be addressed. This includes conserving and enhancing the special character and/or appearance of the adjacent Fulford Road Conservation Area.
  - vii. Be of a high design standard, ensuring the development reflects the history of the site and its previous military use. This site does not exist as an army barracks in isolation and has linkages to other military sites across the city and is linked to the development of York as a garrison town and this history should be reflected in the design of any scheme.
  - viii. Undertake an archaeological evaluation consisting of geophysical survey and excavation of trenches to identify the presence and assess the significances of archaeological deposits.
  - ix. Retain all identified good quality trees, with appropriate distance to tree canopy, unless they pose an unreasonable restriction on development and their contribution to the public amenity and amenity of the development is very limited, and their loss is outweighed by the benefits and mitigation provided by the development.
  - x. Consider in detail the proximity and relationship of the site with Walmgate Stray, including undertaking further hydrological work to assess the potential impact of development on the Stray and to the value of the grassland, and to explore any water logged archaeological deposits. Recreational disturbance/pressure on the Stray and the Tillmire SSSI (individual and cumulative effects) should be considered.
  - xi. Improve connectivity to the existing draining network. There is pressure on this site and the area in general at present in terms of drainage. It would be preferable to go back to base principles in designing a new drainage system for the site and avoid using the existing historical systems that are currently in place. The site would benefit from a comprehensive modern SuDS scheme.
  - xii. Create new local facilities as required to meet the needs of future occupiers of the development.
  - xiii. Retain and enhance recreation and open space for community use to mitigate any potential impacts on the adjacent Walmgate Stray.
  - xiv. Deliver sufficient education provision to meet the demand arising from the development. Further detailed assessments and associated viability work will be required.

### **Explanation**

- 3.89 ST36 covers circa 30ha with net developable area of approximately 19ha, and will deliver approximately 11 ha of public open space and an estimated yield of 769 dwellings.
- 3.90 This site contains two Grade II listed buildings and the Fulford Road frontage lies within the Fulford Road Conservation Area. However, as access to the area has always been restricted, no detailed assessment of the existing buildings has been carried out to determine if they merit designation. Therefore further work needs to be done on understanding the existing structures and if they warrant listing. To address any heritage designations that may exist on the site it is recommended that Historic England are consulted, using their pre-application assessment service. The Fulford

Road Conservation Area boundary currently makes only a minimal incursion into the potential site as this was based only on assessments done from the road itself given the restricted access of the site. It is broadly accepted that this conservation area boundary is irregular in its form and requires revision. It is likely that this revision will take it further into the boundary of the Imphal Barracks site. Therefore the existing buildings need to be assessed as a group to contribute to the conservation area appraisal update and the parade ground as a design concept is also an important feature of the current site which needs to be retained in any future designs to compliment the understanding of the history of the site. Account should be taken of the special architectural or historic interest of the Conservation Area, the character or appearance of which it is desirable to preserve or enhance. The relevant Conservation Area Appraisal identifies opportunities for beneficial change or the need for planning protection.

- 3.91 It will be necessary to identify the presence and assess the significances of archaeological deposits on the site. An archaeological evaluation will be used to assess the significances of archaeological features and deposits and will allow decisions about the scale and form of future mitigation measures on the site. There is a reasonable potential for survival of prehistoric and Romano-British features and deposits as well as medieval and later exploitation and occupation of the site. There is a high potential for discovering water logged deposits which would be of high significance and may need to be preserved in situ – this needs to be taken into consideration through further hydrological work.
- 3.92 There are a high number of very good quality trees on the site which should be retained where possible. The nature of the public open space should remain natural and open. Any significant built recreational facilities should be kept within the built development zone, not the public open space. The extent to which the development might impact on views would depend on the design detail and on tree and hedgerow retention.
- 3.93 This site has limited biodiversity interest within it except for the potential for bats in the existing buildings for which further assessment is needed. However, the main issue to consider with this site is the proximity and relationship with Walmgate Stray. Walmgate Stray is a UK priority habitat for semi-improved grassland and is currently under higher level stewardship management. A large area of open space will be retained on the eastern edge of Imphal Barracks. However, it is inevitable that people will also want to use the Stray. The land is managed with stock which would cause conflict with people trying to access the area for recreation e.g. dog walkers. If it becomes unviable to graze the land and forces a change of management the value of the grassland would potentially deteriorate. Further hydrological work is required to assess the potential impact on the Stray and to the value of the grassland. The area and adjacent surrounds are also incredibly wet which contributes to the value of the UK priority habitat grassland on Walmgate stray and any changes to hydrology need to consider the impact on this. A Habitat Regulations Assessment will be required to accompany any proposals for this site.
- 3.94 This site is inherently sustainable given its situation within the main built up area of York its relationship to the city centre and its proximity to shops and facilities in the Fulford Road area. There are good existing pedestrian and cycle networks linking to

the city centre and frequent bus services. However, given the size and depth of the site it is likely that many areas of new housing will fall outside the recognised 400 metres walk distance to a bus stop. The developer must, therefore, demonstrate that all transport issues arising from the site individually and cumulatively with other sites that can be reasonably expected to impact on the transport network within the vicinity of the site have been addressed to ensure adequate sustainable transport provision at the site is achievable. This should be factored into site planning and the sustainable transport provision overall.

### **Delivery**

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

### ***Non Residential Strategic Sites***

#### **Policy SS21: Land South of Airfield Business Park, Elvington**

Land South of Airfield Business Park, Elvington (ST26) will provide 25,080sqm of B1b, B1c, B2/B8 employment floorspace for research and development, light industrial/storage and distribution. In addition to complying with the policies within this Local Plan, the site must be delivered in accordance with the following key principles.

- i. Undertake detailed ecological assessment to manage and mitigate potential impacts. The site is adjacent to two Sites of Local Interest and designated and candidate Sites of Importance for Nature Conservation and surveys have indicated there may be ecological interest around the site itself. The site is also within the River Derwent SSSI risk assessment zone.
- ii. Retain and enhance historic field boundaries where possible and reflect in the masterplanning of the site.
- iii. Provide appropriate landscaping/screening to assist in mitigation against the erosion of the existing semi-rural setting of the airfield.
- iv. Demonstrate that all transport issues have been addressed, in consultation with the Council as necessary, to ensure sustainable transport provision at the site is achievable. Impacts on Elvington Lane and Elvington Lane/A1079 and A1079/A64 Grimston Bar junctions will need to be mitigated.
- v. Further explore air quality, noise and light pollution and contamination issues.
- vi. Investigate further archaeological deposits on and around the site.
- vii. Address further surface water drainage issues due to the presence of aquifers, dykes and becks in the surrounding area.

### **Explanation**

- 3.95 The existing Airfield Business Park is attractive both to indigenous companies wanting to expand and also for new companies relocating into the area which is reflected in the sites outcome in the Employment Land Review (2016). The park is

fully occupied apart from a 1ha area of undeveloped land which has detailed B2/B8 consent. There are currently 28 companies located on the park employing more than 450 people. Companies include York Mailing, Paragon Creative, DGP Group and the Potter Group. Evidence indicates there is existing demand for new space (5 current occupiers considering expansion in the next 5 years) and there is a current shortage of B2/B8 units to the south and east of York.

- 3.96 The site adjoins the existing free standing Airfield Business Park to the south and west of Elvington Village. The site is partially contained and is a mixture of rough scrubland/grass to the north and west of Brinkworth Rush and predominantly agricultural land (Grade 2 and 3a) to the south of Brinkworth Rush. There is an area of woodland to the west of the site along with woodland strips on field boundaries to the south and west which provide a degree of containment. The proposed site represents a limited extension of the built area within a setting that is in part a legacy of the wartime development of the airfield.
- 3.97 The site is adjacent to the existing Airfield Business Park and is a reasonable distance to the A64. The site is suitable for B2/B8 uses as these would produce fewer trips than B1a (office) uses and would be easier to mitigate.

### **Delivery**

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

### **Policy SS22: University of York Expansion**

University of York Expansion (ST27) will provide B1b employment floorspace for knowledge based businesses including research-led science park uses and other higher education and related uses (see Policy ED3: Campus East). A development brief will be prepared for ST27, covering site considerations, including landscaping, design, local amenity, accessibility and transport requirements. In addition to complying with the policies within this Local Plan, the site must be delivered in accordance with the following key principles.

- i. Create an appropriately landscaped buffer between the site and the A64 in order to mitigate heritage impacts and to maintain key views to the site from the south and its setting from the A64 to the south and east.
- ii. The developed footprint (buildings, car parking and access roads) shall not exceed 23% of the total site area.
- iii. Enhance and continue the parkland setting of the existing university campus, with new buildings being of a high design standard.
- iv. Provide additional student accommodation, which is clearly evidenced in terms of demand.
- v. Deliver high quality, frequent and accessible public transport services to York City Centre. It is envisaged such measures will enable upwards of 15% of trips to be undertaken using public transport.

- vi. Optimise pedestrian and cycle integration, connection and accessibility in and out of the site and connectivity to the city and surrounding area to encourage the maximum take-up of these more ‘active’ forms of transport (walking and cycling).
- vii. Demonstrate that all transport issues have been addressed, in consultation with the Council and Highways England as necessary, to ensure sustainable transport provision at the site is achievable. The impacts of the site individually and cumulatively with site ST15 should be addressed.
- viii. Explore providing access through an enhanced road junction on the A64 to the south of the site. There may also be an opportunity for a further restricted/limited southern access to the University off the A64 in conjunction with ST15 (Land West of Elvington Road). Access to the A64 would require approval of Highways England.
- ix. Exploit synergies with ST15 (Land West of Elvington Road) with regard to site servicing including transport, energy and waste.

### **Explanation**

- 3.98 The University of York is a key component of the long term success of the city and it is important to provide a long term opportunity for the University to expand. It offers a unique opportunity to attract businesses that draw on the Universities applied research to create marketable products. There is lots of evidence from around the country that shows the benefits of co-location of such businesses with a University. The University proposal is a key priority in the Local Economic Plan Growth Deal that has been agreed with the government and is also included as a priority area in the York Economic Strategy (2016) which recognises the need to drive University and research led growth in high value sectors. The site will also facilitate the re-configuration of the existing Campus 3 site to provide additional on-campus student accommodation helping to reduce the impacts on the private rented sector.
- 3.99 A broadly four sided site which is generally well contained on three sides. The northern boundary is Low Lane, a narrow single track country lane which runs from Heslington in an easterly direction, to the point where it turns northwards towards the University campus. The boundary treatment is a hedge with intermittent trees along its edge. From the point where Low Lane turns northwards, the site boundary heads south east towards the Ring Road and the flyover (track which leads towards Grimston Grange). This part of the boundary is denoted by a post and wire fence at the bottom of an embankment, over looking the new velodrome. From this point, the sites south east boundary runs along the alignment of the Ring Road in a south westerly direction (with hedge and ditch boundary), to the next field boundary, where it cuts across the southern edge of the site. This boundary consists of a hedge field boundary to the point where it meets Green Lane, a narrow track bounded by hedges and trees on both sides, to the point where it meets Low Lane. Green Lane forms the western boundary of the site.
- 3.100 The existing Heslington East campus is designed and established to offer significant proportions of journeys by walking, cycling and public transport. Any future proposals must continue this existing provision (including bus services).
- 3.101 The Heslington East Campus Extended Master Plan (June 2014) shows no additional entry points into the Campus from those already existing (Lakeside Way

(bus and cycle only), Field Lane/Kimberlow Lane and Kimberlow Lane running south from Hull Road Grimston Bar Park & Ride link road.

### **Delivery**

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

### **Policy SS23: Land at Northminster Business Park**

Land at Northminster Business Park (ST19) will provide 49,500sqm across the B1, B2, B8 uses based on a split of approximately 40/60 B1a to B2/B8 which is the current ratio at the existing business park. In addition to complying with the policies within this Local Plan, the site must be delivered in accordance with the following key principles.

- i. Provide for a sustainable business park to help meet the city's employment needs, ensuring that its composition reflects the economic vision of York.
- ii. Develop a comprehensive scheme which is linked to the existing business park.
- iii. Provide access to the site via the existing Northminster Business Park entrance to the A59.
- iv. Promote sustainable transport solutions linking the proposed site to the Park & Ride.
- v. Optimise integration, connectivity and access through the provision of new pedestrian, cycle, public transport and vehicular routes to ensure sustainable movement into, out of and through the site. The site is in a sustainable location with access to the Poppleton Bar Park & Ride offering frequent bus routes to the city centre, access to Poppleton Rail Station and vehicular access to the A59.
- vi. Provide a high quality landscape scheme in order to mitigate impacts and screen the development providing an appropriate relationship with the surrounding landscape. Attention should be given to the site's relationship with the countryside to the west of the site, to the southern boundary of the site, with Moor Lane (bridleway) and the village of Knapton.
- vii. Ensure that the residential amenity of neighbouring residential properties is maintained.
- viii. Prepare a desk based archaeological assessment to inform the site masterplan.

### **Explanation**

3.102 The allocation is reflective of forecast need for B1c/B2/B8 uses over the plan period and a need for the Local Plan to allocate a range of employment sites to promote choice to the market. The site offers the opportunity for a phased approach to extending the existing Northminster Business Park which has proven to be an attractive choice to the market for these uses. The site scores well in the Employment Land Review in terms of market attractiveness and investment opportunities.

3.103 The site is well contained on three of its four sides, and most of its fourth side. The northern boundary (with the existing business park) consists of very tall hedges, as

does the eastern boundary with Northminster Lane. The site is contained by tall hedges and trees, although one part is more open with a lower hedge. The western boundary is a well established tall hedge/trees and a deep ditch. There is a public right of way (bridleway) which runs along the southern boundary of the site. The site is therefore considered to provide defensible greenbelt boundaries which will be strengthened through the appropriate landscape setting of the site. The site has limited ecological constraints.

### **Delivery**

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

### **Policy SS24: Whitehall Grange, Wigginton Road**

Whitehall Grange, Wigginton Road (ST37) will provide up to 33,330sqm for B8 storage use. In addition to complying with the policies within this Local Plan, the site must be delivered in accordance with the agreed site masterplan through the existing outline consent.

Given the location of this site, development should be as unobtrusive within the existing landscape as possible, aiming to increase the clarity and openness of the green wedge between Clifton Moor to the west and New Earswick to the east. Landscaping is integral to the development of ST37.

### **Explanation**

- 3.104 ST37 reflects the needs for B8 use in the city and has outline planning permission for the demolition of existing buildings and the use of the land as a car storage facility for up to 2,000 cars. A two storey, 3,000sqm office building for approximately 200 staff is to be located at the north west corner of the site. The proposal includes internal circulation road, areas of hardstanding surfaced in 'grasscrete' (which would occupy most of the site) a small security gatehouse, lighting and landscaping. Access is to be taken from the existing access onto Wigginton Road.
- 3.105 The immediate area to ST37 has a largely open character. This openness is the predominant and defining characteristic of the immediate area which contributes to the setting of the historic city of York. The generally open character of the green wedge is particularly important as it is publicly prominent due to Wigginton Road passing through it.

### **Delivery**

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





This section looks at development that will provide jobs and money for the people of York and improve the overall attraction of York itself. It sets out where, in general, new offices and shops should be built.

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## Section 4: Economy and Retail

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

## Policy EC1: Provision of Employment Land

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

Site	Floorspace	Suitable Employment Uses
ST5: York Central	100,000sqm	B1a
ST19: Land at Northminster Business Park (15ha)	49,500sqm	B1c, B2 and B8. May also be suitable for an element of B1a.
ST27: University of York Expansion (21.5ha)	Campus East and ST27 will across both sites deliver up to 25ha of B1b knowledge based businesses including research led science park uses identified in the existing planning permission for Campus East.	
ST26: Land South of Airfield Business Park, Elvington (7.6ha)	25,080sqm	B1b, B1c, B2 and B8.
ST37: Whitehall Grange, Wigginton Road (10.1ha)	33,330sqm	B8

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

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

Site	Floorspace	Suitable Employment Uses
E8: Wheldrake Industrial Estate (0.45ha)	1,485sqm	B1b, B1c, B2 and B8.
E9: Elvington Industrial Estate (1ha)	3,300sqm	B1b, B1c, B2 and B8.
E10: Chessingham Park, Dunnington (0.24ha)	792sqm	B1c, B2 and B8.
E11: Annamine Nurseries. Jockey Lane (1ha)	3,300sqm	B1a, B1c, B2 and B8.
E16: Poppleton Garden Centre (2.8ha)	9,240sqm	B1c, B2 and B8. May also be suitable for an element of B1a.
E18: Towthorpe Lines, Strensall (4ha)	13,200sqm	B1c, B2 and B8 uses.

See also Policy SS1, SS22 and ED3

### Explanation

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

### The Need/Demand for Land for Employment

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

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

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

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

### Site Selection

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

appraisals. Whilst using best practice, the methodology was also informed by local economic knowledge.

### **Delivery**

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

### **Policy EC2: Loss of Employment Land**

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

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

**See also Policy SS1 and EC1**

### **Explanation**

4.9 When considering the loss of employment land and/or buildings the Council will expect the applicant to provide evidence proportionate to the size of the site of effective marketing the site/premises for employment uses for a reasonable period of time. Where an applicant is seeking to prove a site is no longer appropriate for employment use because of business operations, and/or condition, the council will expect the applicant to provide an objective assessment of the shortcomings of the land/premises that demonstrates why it is no longer appropriate for employment use. This includes employment generating uses outside the B use classes. Where there have been changes to adjacent uses e.g. new housing development, which are creating an incompatibility with employment uses the Council will expect a clearly argued assessment of what changes have taken place and when, and why this has led to an incompatibility between uses.

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

### **Delivery**

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

### **Policy EC3: Business and Industrial Uses within Residential Areas**

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

Where appropriate, improvements will be sought which enable:

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

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

**See also Policy D1 and ENV2**

#### **Explanation**

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

#### **Delivery**

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

### **Policy EC4: Tourism**

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

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

- the establishment of a more diverse evening economy.

### **Explanation**

- 4.12 A key aim of the York Economic Strategy (2016) is to continue to creatively develop York's tourism and culture offer and to raise the city's profile as a quality visitor destination. Tourism, leisure and cultural developments should be directed towards the city centre or other particularly significant attraction locations like York Racecourse with its conferencing facilities. Where suitable sites are not available in the city centre, sites in edge- of-centre locations will be considered and, if no suitable sites are available in any of the preferred locations, out-of-centre sites will be considered. Where edge-of-centre or out-of-centre sites are considered, preference will be given within each category to accessible sites that are well connected to the city centre.
- 4.13 Hotels are defined as a town centre use and they play an important role in supporting the economic well being and vibrancy of York's city centre. Appropriately located accommodation is important. Further, the city centre is a sustainable location which is accessible by a range of transport modes. This policy supports the role of the city centre as the primary location for hotels.

### **Delivery**

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

## **Policy EC5: Rural Economy**

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

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

**See also Policy EC1 and GB1**

### **Explanation**

- 4.14 The land-based sector, and in particular agriculture, has undergone considerable restructuring over the post war period, and is set to continue to restructure as a consequence of both local and global changes. These changes are happening at a

rapid rate, can be difficult to predict and are likely to exert a combination of positive and negative pressures on the Authorities rural economy. Policy EC5 is intended to support and be flexible to the needs of those who rely on the land-based economy. It also supports new opportunities that may arise from future changes.

- 4.15 The Plan has identified a number of employment sites in villages which are allocated through Policy EC1. These will help to maintain an employment base in villages which can help support the provision of other services in the village.
- 4.16 The reuse of farm buildings for business and leisure activities including small scale manufacturing or office uses can bring additional jobs to the rural economy and provide accommodation for businesses that do not need an urban location.
- 4.17 With a combination of its attractive countryside and major visitor attractions in and around York, the rural area will continue to see pressure for tourist related uses. Camping and caravan sites can provide useful low cost accommodation, however they can seriously harm the landscape if they are insensitively located or become too large. All proposals will be expected to be unobtrusive within the landscape and be in keeping with the character of the rural area. The scale of the proposals will be an important factor as often small sites are assimilated into the landscape more easily than larger sites.
- 4.18 The provision of a range of tourist accommodation across the authority area is supported. There is a growing interest in the provision of self-catering chalet holiday home parks that are available throughout the year. The Council will support, in principle, the provision of this form of accommodation but will restrict the occupancy of these units to ensure that they cannot be used as residential accommodation. In some instances proposals will come forward in locations where residential development would not be supported under this Plan. Self-catering holiday chalets are supported by this Plan on the basis that they will support the tourism industry in York. For this reason, occupancy conditions will be imposed to ensure such accommodation is not used as a sole or main place of residence and to ensure the accommodation is only available for holiday lettings.

### **Delivery**

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

### **Policy R1: Retail Hierarchy and Sequential Approach**

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

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

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

Main town centre uses will be directed to the city, district and local centres defined in this policy and in accordance with other Local Plan policies in relation to specific uses.

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

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

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

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

**See also Policy R2, R3 and R4**

### **Explanation**

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

The existing centres in the City of York have been reviewed to identify the most appropriate role for those centres in a consolidated hierarchy of district and local centres and neighbourhood parades which is set out in the City of York Retail Study Update and Addendum (2014). A centre's status within the retail hierarchy is determined by a number of factors, these include floorspace, number, size and type of shops, the provision of non-retail facilities, characteristics of the centre, catchment area and proximity to other centres.

- 4.21 In accordance with best practice, to protect the vitality and viability of the city, district and local centres identified in the retail hierarchy it is appropriate to identify thresholds for proposals for main town centres uses in edge of centre and out-of-centre locations which should be subject to an impact assessment. For development of main town centres uses outside of the defined centres in the retail hierarchy thresholds have been set whereby an impact assessment will be required to assess any impacts on nearby centres from new proposals. A tiered approach whereby the threshold applied to proposals not in an identified centre varies in relation to the role and function of the particular centre is set out in Policy R1. For a centre the size of York City Centre, performing the regional and tourist role that it does, development providing greater than 1,500 sqm gross of floorspace for main town centre uses not in an identified centre will be subject of an impact assessment. Thresholds for development around the district centres are set at greater than 500 sqm gross, for local centres development proposals that are greater than 200 sqm. There may also be specific circumstances where the Council request an impact assessment below these thresholds.

### **Delivery**

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

### **Policy R2: District and Local Centres and Neighbourhood Parades**

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

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

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

**See also Policy R1, R3 and R4**

### **Explanation**

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

### **District Centres**

#### *Acomb*

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

be carefully considered. The centre is surrounded by residential development and there is limited potential for large scale expansion of the centre but small scale opportunities to enhance the centre should be supported.

*Haxby*

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

**Local Centres**

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

**Neighbourhood Parades**

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

**Delivery**

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

**Policy R3: York City Centre Retail**

The vitality and viability of the city centre is supported and enhanced, with the Primary Shopping Area (PSA) as shown on the proposals map and allocated sites providing the primary focus for any new retail floorspace. The PSA is defined as the area where retail development is concentrated and covers all primary shopping frontages and those secondary shopping frontages that are contiguous and closely

related to the primary shopping frontage. New floorspace and support for existing retailers will be achieved through:

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

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

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

#### Primary Shopping Frontages

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

- i. the proposal has an active frontage and contributes to the vitality and viability of the primary shopping frontage; the proposed uses will provide a service direct to members of the public and can demonstrate a comparable footfall generation to an A1 use;
- ii. the proposal will have an attractive shop front which contributes positively to the appearance of the street;
- iii. the proposal would not result in non-retail uses being grouped together in such a way that would undermine the retail role of the street;
- iv. a minimum of 70% A1 uses will be required unless it can be demonstrated that it would be beneficial to the vitality and viability of the primary shopping frontage;

- v. the proposal does not prevent upper floors from being effectively used, including the possibility of independent use; and
- vi. there are not a large proportion of vacant ground floor premises in the immediate street.

#### Secondary Shopping Frontages

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

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

#### York Central

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

**See also Policy SS3, SS4 and R1**

#### **Explanation**

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

#### **Primary and Secondary Frontages**

- 4.32 Primary shopping frontages are defined on the proposal map and reflect the current concentration of retail activity in York city centre around Parliament Street, Davygate, Coney Street, High Ousegate, Market Street, Shambles, Low Petergate, Blake Street and Stonegate.
- 4.33 Beyond the primary shopping frontages, the proposals map identifies the secondary shopping frontages, including streets such as Lendal, Swinegate and Grape Lane. These areas are well connected to the primary shopping areas and whilst also

having a predominantly retail character, they contain other complementary uses such as leisure service, financial services and community uses which add to the wider diversity.

- 4.34 A changing town centre environment is recognised, where non retail uses (use class A1) contribute to a much greater role in competitive town centre where shopping activity is becoming more of a leisure activity where use class A3 and A4 food and drink uses operate alongside and complement traditional shopping facilities. However it still remains important to manage the proportion of non A1 uses in the primary and secondary frontage to ensure that other uses support and do not dominant the primary retail function of the area to ensure the future vitality and viability remains. This is further required given the increased competition from out-of-centre retail facilities to ensure the integrity of the retail of the city centre is not diminished.

### **York Central**

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

### **Markets**

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

### **Delivery**

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

### **Policy R4: Out of Centre Retailing**

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

- can not be accommodated in a sequentially preferable location in accordance with Policy R1;

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

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

**See also Policy R1, R2, and R3**

### **Explanation**

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

### **Monks Cross**

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

### **Clifton Moor**

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

### **York Designer Outlet**

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

## **Delivery**

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



This section looks at where new houses should be built and what type and size they should be. It also looks at wider community issues and what type of development is needed to build strong communities.

PROVIDE GOOD QUALITY  
HOMES AND OPPORTUNITIES



## Section 5: Housing

- 5.1 This section sets out the policies and allocations to positively meet the housing development needs of the city.
- 5.2 It is important that the Local Plan delivers not only sufficient housing but also the right type and mix of housing to meet the city's needs, this means ensuring sufficient housing is provided to meet the needs of those requiring affordable housing, specialist housing, homes for young people, older persons accommodation, gypsies, travellers and travelling showpeople, student housing and houses of multiple occupancy (HMO). It should be recognised that households can have a complex set of needs and abilities. It is preferential to keep people living where they need to be as far as possible; should that be in their own purchased home, rental property or a form of specialist accommodation, whatever their age or disability. As such it is important that the mix and type of housing that is delivered in the plan period provides sufficient choice to meet the broad range of housing needs in the city.

### **Policy H1: Housing Allocations**

In order to meet the housing requirement set out in Policy SS1 the following sites, as shown on the proposals map and set out in the schedule below are proposed for residential development.

Planning applications for housing submitted for these allocations will be permitted if in accordance with the phasing indicated. An application on an allocated site in advance of its phasing will be approved if:

- the allocation's early release does not prejudice the delivery of other allocated sites phased in an earlier time period;
- the release of the site is required now to maintain a five year supply of deliverable sites; and
- the infrastructure requirements of the development can be satisfactorily addressed.

Where developers are seeking revisions to existing planning permissions and associated conditions and S106 agreements, changes in market conditions will be taken into account

Where sites contain existing openspace this will be an important consideration in the development of the site and the open space needs of the area will need to be fully assessed.

This policy applies to all the sites listed in the Table 5.1 overleaf:

**Table 5.1: Housing Allocations**

<b>Allocation Reference</b>	<b>Site Name</b>	<b>Site Size (ha)</b>	<b>Estimated Yield (Dwellings)</b>	<b>Estimated Phasing</b>
H1	Former Gas Works, 24 Heworth Green (Phase 1)	2.87	271	Short to Medium Term (Years 1 - 10)
H1	Former Gas works, 24 Heworth Green (Phase 2)	0.67	65	Medium Term (Years 6-10)
H3**	Burnholme School	1.90	72	Short Term (Years 1 - 5)
H5**	Lowfield School	3.64	162	Short to Medium term (Years 1 - 10)
H6	Land R/O The Square Tadcaster Road	1.53	0*	Short to Medium Term (Years 1 - 10)
H7**	Bootham Crescent	1.72	86	Short to Medium Term (Years 1 - 10)
H8	Askham Bar Park & Ride	1.57	60	Short Term (Years 1 - 5)
H10	The Barbican	0.96	187	Short to Medium Term (Years 1 - 10)
H20	Former Oakhaven EPH	0.33	56	Short Term (Years 1 - 5)
H22	Former Heworth Lighthouse	0.29	15	Short Term (Years 1 - 5)
H23	Former Grove House EPH	0.25	11	Short Term (Years 1 - 5)
H29	Land at Moor Lane Copmanthorpe	2.65	88	Short Term (Years 1 - 5)
H31	Eastfield Lane Dunnington	2.51	76	Short Term (Years 1 - 5)
H38	Land RO Rufforth Primary School Rufforth	0.99	33	Short Term (Years 1 - 5)
H39	North of Church Lane Elvington	0.92	32	Short Term (Years 1 - 5)
H46**	Land to North of Willow Bank and East of Haxby Road, New Earswick	2.74	104	Short Term (Years 1 - 5)
H52	Willow House EPH, Long Close Lane	0.20	15	Short Term (Years 1 - 5)
H53	Land at Knapton Village	0.33	4	Short Term (Years 1 - 5)
H55	Land at Layerthorpe	0.20	20	Short Term (Years 1 - 5)

Allocation Reference	Site Name	Site Size (ha)	Estimated Yield (Dwellings)	Estimated Phasing
H56**	Land at Hull Road	4.00	70	Short Term (Years 1 - 5)
H58	Clifton Without Primary School	0.70	25	Short Term (Years 1 - 5)
H59**	Queen Elizabeth Barracks – Howard Road, Strensall	1.34	45	Medium to Long Term (Years 6 - 15)
ST1**	British Sugar/Manor School	46.3	1,200	Lifetime of the Plan (Years 1-16)
ST2	Civil Service Sports Ground Millfield Lane	10.40	266	Short to Medium Term (Years 1 - 10)
ST4	Land Adjacent to Hull Road	7.54	211	Short to Medium Term (Years 1 - 10)
ST5	York Central	35.0	1,700	Lifetime of the Plan and Post Plan period (Years 1-21)
ST7	Land East of Metcalfe Lane	34.5	845	Lifetime of the Plan (Years 1 - 16)
ST8	Land North of Monks Cross	39.5	968	Lifetime of the Plan (Years 1 - 16)
ST9	Land North of Haxby	35.0	735	Lifetime of the Plan (Years 1 - 16)
ST14	Land West of Wigginton Road	55.0	1,348	Lifetime of the Plan and Post Plan period (Years 1 - 21)
ST15	Land West of Elvington Lane	159.0	3,339	Lifetime of the Plan and Post Plan period (Years 1 - 21)
ST16	Terry's Extension Site – Terry's Clock Tower (Phase 1)	2.18	22	Short Term (Years 1-5)
ST16	Terry's Extension Site – Terry's Car Park (Phase 2)		33	Short to Medium Term (Years 1 – 10)
ST16	Terry's Extension Site – Land to rear of Terry's Factory (Phase 3)		56	Short to Medium Term (Years 1 – 10)

Allocation Reference	Site Name	Site Size (ha)	Estimated Yield (Dwellings)	Estimated Phasing
ST17	Nestle South (Phase 1)	2.35	263	Short to Medium Term (Years 1 - 10)
ST17	Nestle South (Phase 2)	4.70	600	Medium to Long Term (Years 6 – 15)
ST31	Land at Tadcaster Road, Copmanthorpe	8.10	158	Short to Medium Term (Years 1-10)
ST32	Hungate (Phases 5+)	2.17	328	Short to Medium Term (Years 1-10)
ST33	Station Yard, Wheldrake	6.0	147	Short to Medium Term (Years 1-10)
ST35**	Queen Elizabeth Barracks, Strensall	28.8	500	Medium to Long Term (Years 6-15)
ST36**	Imphal Barracks, Fulford Road	18.0	769	Post Plan period (Years 16-21)

\*Allocated for specialist housing (Use Class C3b<sup>1</sup>) for residential extra care facilities in association with the Wilberforce Trust.

\*\* Sites that contain existing open space

**See also Policy G15**

## Explanation

### Sites with Existing Permissions

- 5.3 Planning permission will be renewed for housing on these sites providing that the proposal accords with the relevant policies in this plan and there have been no material changes to justify refusal of the permission. If renewal of a planning permission is sought the proposal will be tested against the relevant policies in the plan and changes to the previously permitted scheme may be required to ensure the proposed development properly addresses the now extant policies in the plan. Note: as at the 1<sup>st</sup> April 2017 there were extant planning permissions for 3,578 homes which will contribute towards meeting the overall housing requirement in the Plan.
- 5.4 Housing market conditions will change over time and proposals with consent may no longer be appropriate for the prevailing market conditions. In considering a revised proposal for the development of a housing site proper account will be taken of the impact of changes in market conditions. Where development viability is at risk

<sup>1</sup> C3(b): up to six people living together as a single household and receiving care e.g. supported housing schemes such as those for people with learning disabilities or mental health problems. The Town and Country Planning (Use Classes) Order 1987 (as amended)

developers will be expected to present robust evidence of the risks and how they can be mitigated.

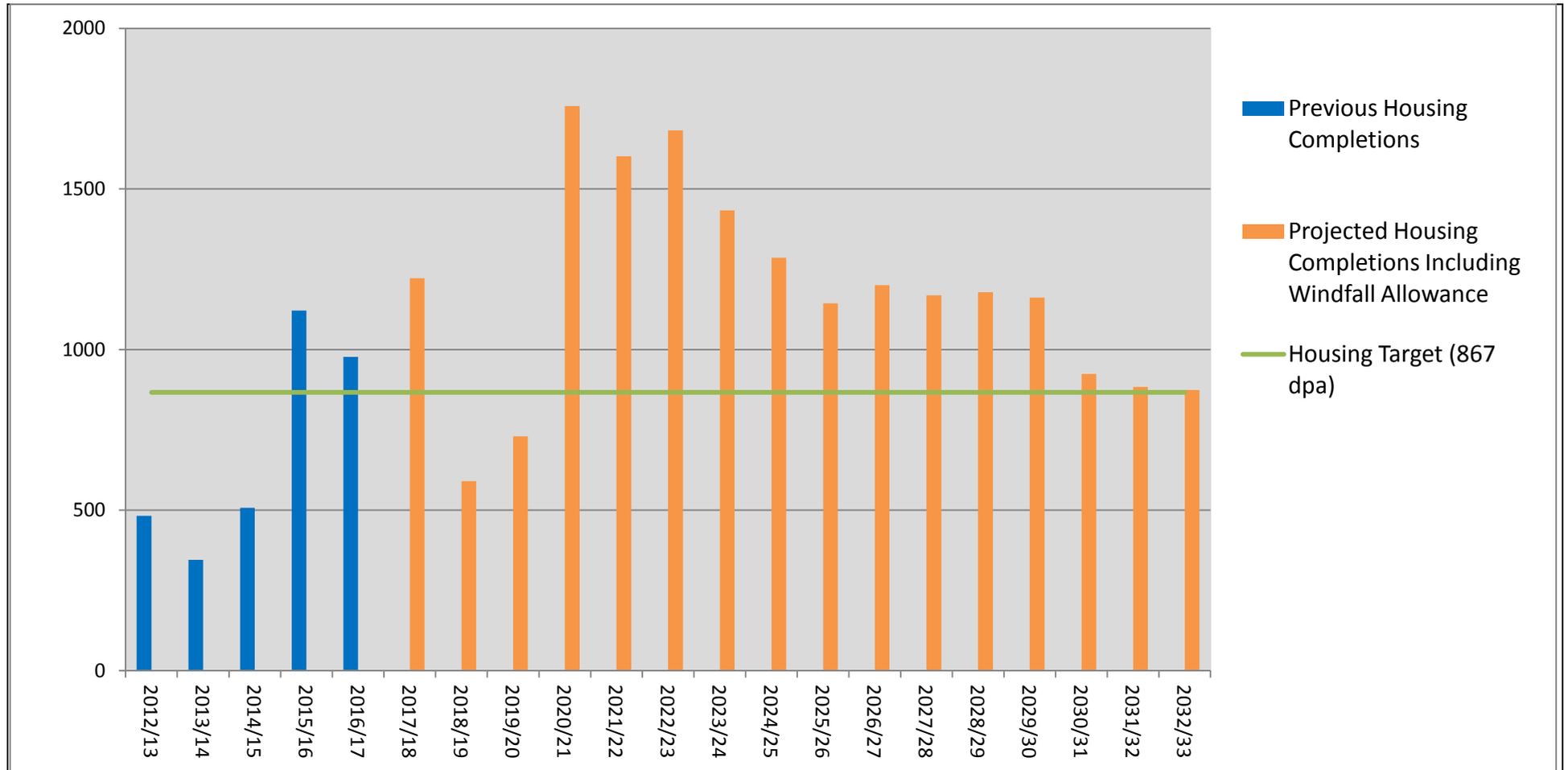
### **The Identification of Additional Sites to Meet the Requirement**

- 5.5 The sites allocated for housing in this policy will provide a range and choice of sites capable of meeting future requirements and in line with the spatial strategy for the City of York detailed in Section 3. Table 5.1 and Figure 5.1 overleaf place the sites in the development trajectory for the plan period. The housing allocations, both non-strategic and strategic, have been subject to viability testing as part of the City of York Local Plan and Community Infrastructure Levy Viability Assessment (2017) against the policy requirements of the plan and further detailed work will be undertaken in consultation with landowners/developers as the plan progresses towards publication and submission stages.
- 5.6 On sites which are existing commitments the Council monitors the timing of the implementation of the permission and subsequent development rates through its authority monitoring report. Because the plan allocates sites for the whole plan period it does not include a specific target for the proportion of previously developed sites to be delivered in the plan period however where viable and deliverable these sites have been phased early in the plan period. This trajectory shows that there is an adequate supply of land to meet the objectively assessed need throughout the plan period. By allocating a site the Council is establishing the principle of development of that site for housing. Site allocations are important because they help local residents understand what may happen in their area over the plan period and they give guidance to landowners and developers. They also help the Council and statutory consultees such as infrastructure providers to be able to look at the cumulative impact of development and enable planning for future needs such as transport infrastructure, school places, local services and utilities. If a site is not allocated, it may still be suitable for development, subject to all other relevant policies in the Plan.

### Windfall Allowance

- 5.7 Windfalls sites, as defined in the NPPF (2012) are sites which have not been specifically identified as available in the Local Plan process – they normally comprise previously developed sites that have unexpectedly become available. In line with NPPF Local Planning authorities can make an allowance for windfalls if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply.
- 5.8 In taking a proportionate approach to identifying land for development in the emerging Local Plan only sites above the site threshold 0.2ha have been identified as draft allocations. To ensure that we properly understand the potential for development on very small sites below this allocation threshold an assessment of the trends in the historic rate of windfall delivery along with changes of use and conversions has been carried out. This analysis is set out in the City of York Local Plan Windfall Allowance Technical Paper (2017). The annual figure for windfalls is 169 dwellings per annum which is effectively a mean average for these two categories of windfalls calculated over a 10 year period. To avoid double counting and to allow time for sites to continue through the development process, windfalls will be included from year three of the trajectory. Garden infill sites have been removed.

**Figure 5.1: Housing Trajectory**



**Table 5.2: Housing Trajectory (Start date 1<sup>st</sup> April 2017, end date 31<sup>st</sup> March 2033)**

	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Year	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33
<b>Projected Housing Completions Including Windfall Allowance (From 2020/21)</b>	1222	590	730	1758	1602	1682	1433	1286	1144	1200	1169	1179	1162	924	884	874
<b>Annual Housing Target</b>	867	867	867	867	867	867	867	867	867	867	867	867	867	867	867	867
<b>Inherited Shortfall (2012 - 2017) Annualised over Plan Period</b>	56	56	56	56	56	56	56	56	56	56	56	56	56	56	56	56
<b>Annual Target (Inclusive of shortfall)</b>	923	923	923	923	923	923	923	923	923	923	923	923	923	923	923	923
<b>Over/Under Supply of Housing against cumulative annual target</b>	299	-34	-227	608	1287	2046	2556	2919	3140	3417	3663	3919	4158	4159	4120	4071

- 5.9 Local Planning Authorities are expected to demonstrate that they have a rolling five year supply of deliverable sites, measured against the housing requirement set out in Policy SS1, with an additional 5% or 20% buffer (for five years) depending on past delivery to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land. Developable sites or broad locations should be identified for years 6-10 and where possible for years 11-15. To fulfil these requirements and to provide additional certainty we have chosen to allocate land for the full plan period, including the greenbelt period, to 2037/38 to meet the minimum housing requirement as set out in Policy SS1 of 867 additional dwellings per year. The Council accepts that there has been persistent under delivery of housing as defined in the NPPF and consequently has included enough land in the early years of the trajectory to ensure there is a 20% buffer in the 5 year supply. This land has been brought forward from later in the plan period. Progress on meeting delivery targets will be assessed through the authority monitoring report and the 20% buffer will be rolled forward within the 5 year supply until such time as the under delivery has been satisfactorily addressed. This does not mean that overall more land has been allocated in the plan, what it does mean is that the development trajectory (see Figure 5.1) ensures that in the early years of the plan additional land is available to address previous under delivery.
- 5.10 As part of our desire to generate development opportunities within the City of York, we wrote to and emailed nearly 2,000 contacts from our Local Plan and Strategic Housing Land Availability Assessment (SHLAA) database asking people to submit sites, which they thought had potential for development over the Plan period. The response to the call for sites along with previous proposals from the 2008 call for sites the SHLAA in 2011, the employment land review, and proposals put forward in response to the earlier consultations on this Local Plan generated over 800 sites all of which were tested through the site selection methodology which we consulted on as part of the preferred options Local Plan consultation in 2013 and subsequent consultations as part of the further sites consultation in 2014 and preferred sites consultation in 2016.
- 5.11 As part of determining the most sustainable site allocations the sites were subject to a sustainable location assessment which is presented in the Sustainability Appraisal (2017) and the SHLAA (2017). This has enabled the site selection, SA process and evidence base to be iterative. The first stage was the consideration of environmental assets (including functional flood plain, historic character and setting, nature conservation and green infrastructure), open space retention and protection of greenfield land in areas of high flood risk. The next stage of the process was to assess the remaining sites in terms of their access to local facilities and services and their access to sustainable transport.

### **Site Yield and Delivery**

- 5.12 The yield for each of the strategic sites has been established through working with site promoters to produce an individual assessment of the yield for each site. In the case of the smaller sites an estimate of the number of dwellings to be delivered on each site was determined by first applying a relevant net to gross ratio depending on the sites location to determine a net developable area. This ranges from 100% of a small site to 70% of larger sites. These net to gross ratios have been determined as part of the City of York Local Plan and Community Infrastructure Levy Viability

Assessment (2017). An indicative average density has then been applied to the developable area to determine the yield. The densities have been broken down by reference to the nature of development likely to take place in different parts of the city and have been based on the densities used in the viability study and Policy H2 of this plan.

- 5.13 Each allocated site has been assessed for its likelihood of being delivered to ensure that we are satisfied that each site is likely to come forward for development during the plan period, although ultimately this can be dependent upon external factors such as finance availability for house builders, mortgage availability for purchasers and the aspirations of landowners. In all cases there have been discussions with the land owner about their current plans. We have at this stage placed each allocated site within a timescale of short (1-5 years), medium (6-10 years), long term (11-15 years) or life time of the plan (1-21 years). The timescale of each site is an indication of when we think the site is likely to come forward and reflects the timescale put forward by the landowner or developer in the discussions referred to above, the requirement to develop the most sustainable sites within a settlement first and viability.
- 5.14 The phasing of sites is important for the successful delivery of the plan's priorities and sites should only come forward in different phases if they would not prejudice the delivery of other allocated sites. For example where the construction of essential infrastructure is linked to the delivery of a package of sites, these sites will need to be brought forward in an orderly fashion to ensure the infrastructure is in place to mitigate the impacts of development.
- 5.15 For this stage an area-wide viability assessment has been undertaken. The objective of which has been to assess the viability of development across each of the key property market sectors in order to demonstrate whether the amount and distribution of development in this Plan can be viably delivered. Further detailed viability work will be undertaken as the Plan progresses to the publication stage.

#### **Land Supply across the York Housing Market Area**

- 5.16 National policy requires that the Council works with neighbouring authorities to ensure that there is an adequate supply of land for housing across the York housing market area. To do this the Council has worked with adjoining authorities to determine the land supply position for that part of the York housing market area that is within these authorities' development plans. The outcome of this work is that the Council is satisfied that it does not need to make additional land available to address any shortfall elsewhere in the York housing market area.

#### **Delivery**

- Key Delivery Partners: City of York Council; developers; and landowners
- Implementation: Planning applications; Supplementary Planning Documents for Strategic Sites; and developer contributions

## **Policy H2: Density of Residential Development**

To ensure the efficient use of land and help maintain local services and public transport provision, housing developments will be expected to achieve the following net densities:

- 100 units/ha within the city centre
- 50 units/ha within the York urban area
- 40 units/ha within the suburban area and Haxby/ Wigginton
- 35 units/ha in the rural area and villages

Within 400m of a high frequency public transport corridor (current extent illustrated at Figure 5.3) or adjacent to an existing or proposed transport hub, higher density development will also be supported where it complies with other plan objectives.

On strategic sites the specific master planning agreements that provide density targets for that site may override the approach in this policy, which should be used as a general guide.

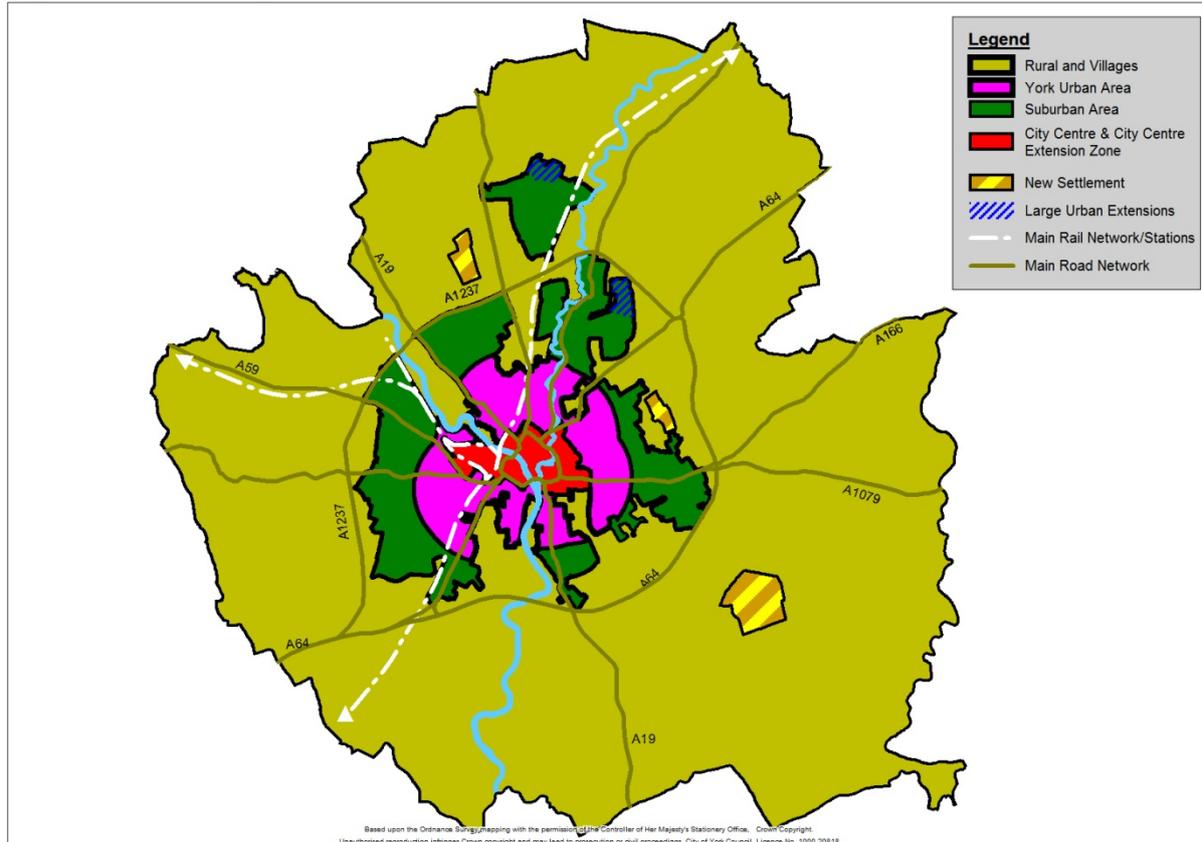
Delivering densities that support the efficient use of land requires good design that responds to its context, an appropriate mix of house types and should be informed by the local character of the area. In conservation areas the density of any proposed housing development should also have regard to any relevant guidance contained in the appraisal of the conservation area.

**See also Policy D1, D4, T1 and T6**

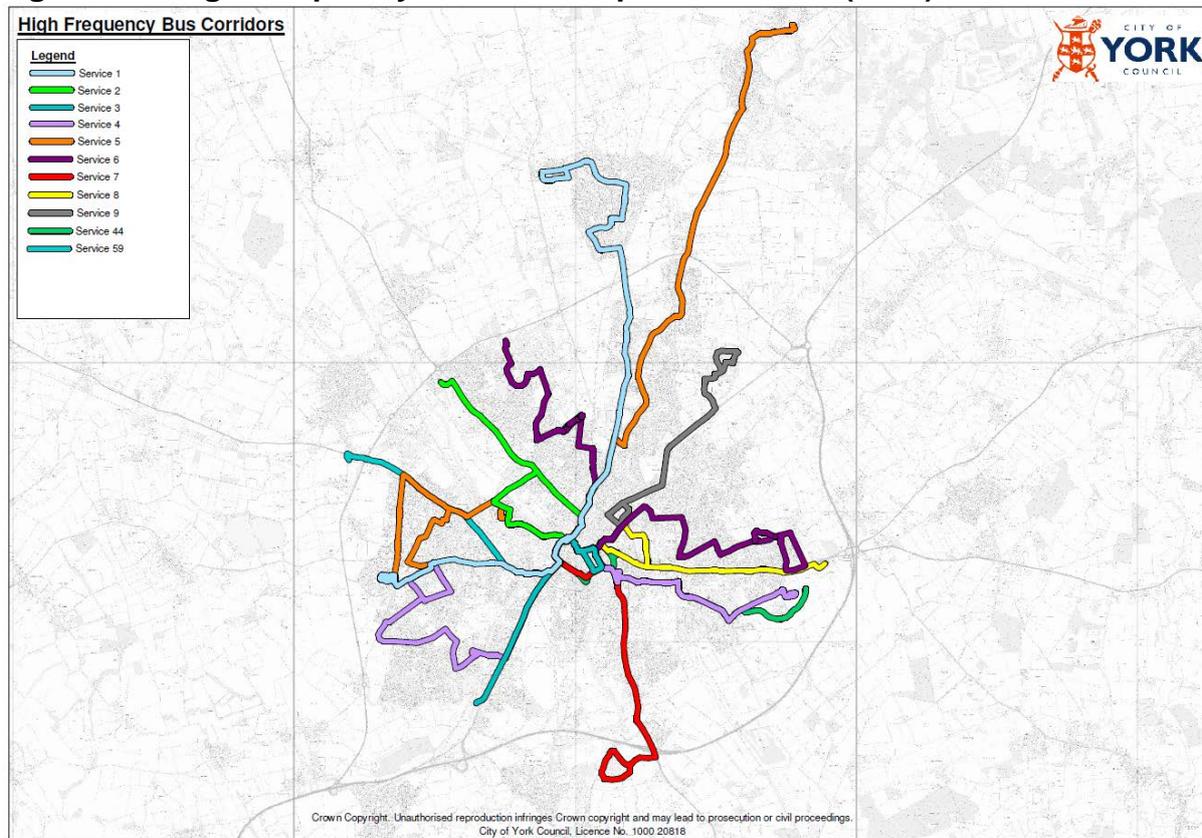
### **Explanation**

- 5.17 Densities proposed have been tested through the work carried out to ensure the viability and deliverability of housing across the district. Delivering development at this range of densities will help maintain local 'walkable' services within communities and provide opportunity to secure the levels of public transport patronage that will ensure services are economically viable, present a realistic alternative to using the private car and can be maintained in the long term. The policy also recognises that the availability of public transport capacity may enable development density to be increased as development in the vicinity of public transport facilities, particularly transport hubs or interchanges, enables more sustainable trips to be made on the radial and orbital public transport networks.
- 5.18 The policy applies net densities which will ensure that developments do not use important open space for development in order to achieve the density objectives of the policy.
- 5.19 The extent of the city centre is shown on the proposals map; the remaining defined areas referred to in the policy are described in Figure 5.2. Transport nodes and corridors are defined in Policy T1. In the city centre the density of development achieved on individual developments will have regard to heritage impact. In the case of transport nodes which are Park & Ride sites that are on the edge of the city the density of development will need to have particular regard to the local character of the area. The corridors where the policy applies are shown on the map at Figure 5.3

**Figure 5.2 Density Zones**



**Figure 5.3: High Frequency Public Transport Corridors (2014)**



## **Delivery**

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

## **Policy H3: Balancing the Housing Market**

The Council will seek to balance the housing market across the plan period and work towards a mix of housing identified in the Strategic Housing Market Assessment (SHMA). Proposals for residential development will be required to balance the housing market by including a mix of types of housing which reflects the diverse mix of need across the city. This includes flats and smaller houses for those accessing the housing market for the first time, family housing of 2 to 3 beds and homes with features attractive to older people.

The housing mix proposed should have reference to the SHMA and be informed by:

- Up to date evidence of need including at a local level; and
- The nature of the development site and the character of the local surrounding area.

The final mix of dwelling types and sizes will be subject to negotiation with the applicant. Applicants will be required to provide sufficient evidence to support their proposals. Proposals will be supported that are suitable for the intended occupiers in relation to the quality and type of facilities, and the provision of support and/or care. Housing should be built as flexible as possible to accommodate a broad cross section of society to help meet a wide range of needs.

**See also Policy D1**

## **Explanation**

5.20 The NPPF seeks to ensure that local housing needs are met through the provision of a range of house types and sizes based on current and future demographic trends, market trends and the differing needs of the various sectors of the community. Local Authorities are required to identify the size, type, tenure and range of housing that is required in particular locations reflecting local demand. Whilst it is important to provide more homes within York, there is a need to consider housing quality and choice in order to help future proof communities and help deliver mixed neighbourhoods.

5.21 There will be a range of factors which influence demand for different sizes of homes over time, particularly demographic changes, housing affordability and the wider economic performance of the city. The council has undertaken a SHMA which has estimated the size of market and affordable homes required over the plan period. The SHMA identifies that for both market and affordable housing there is a need for a mix of house sizes across the city. The City of York Council SHMA and Addendum (2016) suggests that the focus of new housing provision should be on two and three bed properties reflecting the continued demand for family housing and the demand from older persons wishing to downsize but still retain flexible accommodation. A development should provide a mix of housing in appropriate locations and where there is an identified need through the SHMA.

- 5.22 As recognised in Policy H3, neighbourhoods should reflect the diversity found across the city, rather than clustering similar groups together. In order to balance the housing market there is a need to ensure a mix of types of housing across a development. This includes incorporating a range of housing type and sizes in a development to cater for small families, newly forming households and people looking to downsize as well as specialist housing provision for vulnerable people. Particular groups of people in mind are older people (including the frail elderly and those with dementia), people with disabilities and others who may, for a variety of reasons, be excluded from or find it more difficult to integrate with, the local community.
- 5.23 Forms of housing covered under this policy include supported housing for young people, individuals with mental or physical health issues, homeless households, sheltered housing, residential care, nursing homes and extra care facilities. Where possible, housing should be designed flexibly so that it can be adapted to meet alternative housing uses as needs change in the future. Such housing should be provided across the city, as opposed to being concentrated in certain areas, to help to enable people moving into such accommodation to remain in their local area and to create and maintain balanced communities.
- 5.24 Demographic projections show an ageing population resulting in an increased need for housing that meets the needs of older people: this includes housing to enable them to live independently, sheltered housing, extra care accommodation and care homes. Policy H9 seeks to address the specific housing requirements of older people.
- 5.25 In determining planning applications the council will have regard to the overall need to deliver a mix of house sizes, the ability of specific sites to accommodate this, the character and existing stock of the area as well as the most up to date evidence of need/demand. The final mix of housing will be subject to negotiation with the applicant.

### **Delivery**

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

### **Policy H4: Promoting Self and Custom House Building**

As part of meeting housing need, proposals for self and custom house building, to be occupied as homes by those individuals, will be supported where they are in conformity with all other relevant local and national policies.

On strategic sites (sites 5ha and above) developers will be required to supply at least 5% of dwelling plots for sale to self builders or to small/custom house builders subject to appropriate demand being identified. Plots should be made available at competitive rates, to be agreed through Section 106 agreements, which are fairly related to the associated site/plot costs. In determining the nature and scale of

provision the Council will have regard to viability considerations and site-specific circumstances.

These schemes will:

- be individually designed employing innovative approaches throughout that cater for changing lifetime needs;
- provide for appropriate linkages to infrastructure and day to day facilities; and
- include a design framework to inform detailed design of the individual units where more than one self/custom build unit is proposed.

Where a developer is required to provide self and custom build plots the plots should be made available and marketed for at least 12 months. Where plots have been appropriately marketed and have not sold within this time period these plots may be built out as conventional plots for market housing by the developer.

Communities preparing Neighbourhood Plans will be encouraged to consider the identification of sites for self and custom build projects within their neighbourhood plan area.

**See also Policy D1**

### **Explanation**

- 5.26 The Council is seeking to find new ways to deliver the homes York needs. This policy is intended as a mechanism for supporting self and custom build development in appropriate locations as sought in national policy. This policy approach will strengthen and grow the local economy and workforce, increase annual delivery rates on site and result in a more varied and locally distinctive development form. The Council will maintain a local register of self builders who wish to acquire a suitable plot of land to build their own home, to evidence demand.
- 5.27 A self build scheme should be genuinely innovative in the use of materials, methods of construction and its contribution to protecting and enhancing the environment. The value of such a building will be found in its reflection of a high standard of contemporary architecture, the enhancement of its immediate setting and sensitivity to the defining character of the local surrounding area. Opportunities for pooled renewable energy facilities should be utilised where possible.
- 5.28 Where developable plots are demonstrably and appropriately marketed at competitive rates for a period of 12 months without interest, they may revert to delivery through conventional methods. Developers will be required to demonstrate to the local planning authority that appropriate marketing has taken place before self and custom build plots can be released for development through conventional market housing.
- 5.29 Planning permissions relating to self-build plots will require self build developments to be completed within three years of a self-builder purchasing a plot. Self or custom build housing is subject to the policy requirements of the Local Plan, including affordable housing; housing mix and density; older people's housing; space standards; and design and planning obligations

- 5.30 Further guidance from the government on self build is expected. The council will review the need to publish additional local guidance/supplementary planning guidance relating to the practical delivery of self/custom build sites. Any future updates of this evidence will be published on the council's web site.

#### **Definitions of Self and Custom Build**

- 5.31 For the purpose of this policy self house builders are being defined as, someone who directly organises the design and construction of their new home i.e. DIY self build home. This can also include: projects where the self builder commissions an architect/ contractor to build their home; projects delivered by kit home companies; or community led projects where the community organises construction work.
- 5.32 For the purpose of this policy custom build projects are where someone who works with a specialist developer to help deliver their new home. In this scenario, the custom builder may secure the site for you and manage the build of your home.
- 5.33 For the purpose of this policy the terms custom and self build relate to a range of dwellings which may be based on:
- Self build homes: Where a person manages the design and construction and may undertake some of the building work or contract it to others;
  - Contractor built homes, after deciding on a design, a contractor is employed to do all of the building work;
  - Independent community collaboration where a group of people acquire a site and split into plots for self build homes, which may include sharing labour and expertise; and
  - Supported community self build where a social landlord or a similar supportive body helps people build a group of homes together.
- 5.34 For the purposes of this policy small house builders are defined as being a company, joint venture or delivery vehicle which, alone or in conjunction with any parent or partner organisation, has delivered an average of fewer than 200 residential units per annum over its last five operating years. Preference should be given in selection process to those small house builders who are unlisted and who have been established in the York or Yorkshire area for more than two years.
- 5.35 Homes built to a customer's specification by a developer, based on a range of their designs do not represent a custom-build home.

#### **Delivery**

- Key Delivery Partners: Developers.
- Implementation: Planning applications.

## **Policy H5: Gypsies and Travellers**

### **Safeguarding Existing Supply**

Proposals which fail to protect existing Gypsy and Traveller sites or involve a loss of pitches/plots will not be permitted unless it can be demonstrated that they are no longer required or equivalent alternative provision can be made. Existing Gypsy and Traveller sites are shown on the proposals map, and are listed below:

- James Street, Layerthorpe;
- Water Lane, Clifton; and
- Outgang Lane, Osbaldwick;

### **Meeting Future Need**

In order to meet the accommodation needs of Gypsies and Travellers, provision will be made in the following ways:

#### **a) Within Existing Local Authority Sites**

In order to meet the need of Gypsies and Travellers that meet the planning definition, 3 additional pitches will be identified within the existing three Local Authority sites.

#### **b) Within Strategic Allocations**

In order to meet the need of those 44 Gypsies and Traveller households that do not meet the planning definition:

Applications for larger development sites of 5 ha or more will be required to:

- provide a number of pitches within the site; or
- provide alternative land that meets the criteria set out in part (c) of this policy to accommodate the required number of pitches; or
- provide commuted sum payments to contribute towards to development of pitches elsewhere.

The calculations for this policy will be based on the hierarchy below:

- 100 - 499 dwellings - 2 pitches should be provided
- 500 - 999 dwellings - 3 pitches should be provided
- 1000 - 1499 dwellings - 4 pitches should be provided
- 1500 - 1999 dwellings - 5 pitches should be provided
- 2000 or more dwellings - 6 pitches should be provided

#### **c) Planning Applications**

In addition to the above allocated sites, development for Gypsy and Traveller sites will be permitted where proposals:

- i. do not conflict with the objective of conserving and enhance York's historic and natural environment. This includes the city's character and setting and internationally, nationally and locally significant nature conservation sites, green corridors and areas with an important recreation function;

- ii. ensure accessibility to public transport and services;
- iii. are suitable in terms of vehicular access and road safety including internal space for adequate parking and turning;
- iv. ensure that development does not have an undue impact on the residential amenity of current residents and future occupiers, including leading to unacceptable levels of congestion, pollution and air quality; and
- v. appropriately manage flood risk.

In addition, proposals will be expected to:

- vi. provide adequate provision for storage, recreation space, amenity provision and utility services;
- vii. ensure that the size and density of pitches/plots are in accordance with best practice guidance;
- viii. incorporate appropriate landscape proposals to have a positive influence on the quality and amenity of the development;
- ix. ensure that residents living nearby are not unduly affected by noise, disturbance or overlooking; and
- x. ensure future occupiers would not be subject to significant adverse environmental impacts.

Any permission granted for a Gypsy and Traveller development will be subject to a condition limiting occupation to Gypsies and Travellers, as appropriate.

## **Policy H6: Travelling Showpeople**

### **Safeguarding Existing Supply**

Proposals which fail to protect existing Travelling Showpeople yards or involve a loss of pitches/plots will not be permitted unless it can be demonstrated that they are no longer required or equivalent alternative provision can be made. Existing Travelling Showman yards are shown on the proposals map, namely The Stables, Elvington (temporary permission until 2020).

### **Meeting Future Need**

There is a total need of 3 Showpeople plots over the plan period (this includes the plot with temporary planning permission at The Stables). This is split into 2 plots in years 2016-21, and 1 plot in the period 2032.

#### **a) Allocated Sites**

In order to meet the need of Travelling Showpeople that meet the planning definition, 3 plots will be allocated on the following site:

SP1: The Stables, Elvington: 3 plots

#### **b) Travelling Showpeople Yards within Employment Sites**

Travelling Showpeople yards will be permitted on existing and allocated employment sites provided development would not lead to the loss of land that that is necessary to meet both immediate and longer term requirements over the plan period in both quantitative and qualitative terms and unacceptable environmental problems exist.

**c) Planning Applications**

In addition to the above allocated sites, development for Showman sites will be permitted where proposals:

- i. do not conflict with the objective of conserving and enhance York's historic and natural environment. This includes the city's character and setting and internationally, nationally and locally significant nature conservation sites, green corridors and areas with an important recreation function;
- ii. ensure accessibility to public transport and services;
- iii. are suitable in terms of vehicular access and road safety including internal space for adequate parking and turning;
- iv. ensure that development does not have an undue impact on the residential amenity of current residents and future occupiers, including leading to unacceptable levels of congestion, pollution and air quality; and
- v. appropriately manage flood risk.

In addition, proposals will be expected to:

- vi. provide adequate provision for storage, recreation space, amenity provision and utility services;
- vii. ensure that the size and density of pitches/plots are in accordance with best practice guidance;
- viii. incorporate appropriate landscape proposals to have a positive influence on the quality and amenity of the development;
- ix. ensure that residents living nearby are not unduly affected by noise, disturbance or overlooking; and
- x. ensure future occupiers would not be subject to significant adverse environmental impacts.

Any permission granted for a Travelling Showpeople development will be subject to a condition limiting occupation to Travelling Showpeople, as appropriate.

**Explanation**

- 5.36 Key evidence including the Equality and Human Rights Commission report *Inequalities Experienced by Gypsy and Traveller Communities* (2009) suggests that today Gypsies and Travellers are the most marginalised and disadvantaged of all minority groups nationally, suffering the greatest inequalities across a range of indicators.
- 5.37 *Planning Policy for Traveller Sites* (2015) introduced a revised definition for Travellers which states that households that do not travel for work purposes fall outside the planning definition of a Traveller. In light of the revised definition, the Council commissioned consultants to undertake an update of the *Gypsy, Traveller, and Showpeople Accommodation Assessment* completed in 2013. As part of this update, Gypsy, Traveller and Showpeople households completed a revised survey which could be used to analyse their travel patterns and to conclude whether or not they fall into the revised definition of Travellers.

- 5.38 Table 5.3 overleaf is taken from the City of York Gypsy and Travellers Accommodation Assessment Update (2017) and summarises the number of households in York which do/do not meet the definition.

**Table 5.3: Meeting the Revised Definition of a Traveller**

Households in York	GTAA <sup>2</sup>	SHMA <sup>3</sup>	Total
Households that meet the planning definition (incl. 10% of unknown need)	3	0	3
Households that do not meet the planning definition (incl. 90% of unknown need)	0	44	44
<b>Total</b>	<b>3</b>	<b>44</b>	<b>47</b>
Showpeople households that meet the planning definition	3	0	3
<b>Total</b>	<b>3</b>	<b>0</b>	<b>3</b>

- 5.39 In accordance with Government guidance set out in the NPPF (2012) and Planning Policy for Traveller Sites (2015), the Council is required to identify a supply of specific, deliverable Gypsy, Traveller and Travelling Showpeople sites sufficient to provide five years' worth of sites against their locally set targets to meet accommodation needs of these groups who meet the revised definition in York.
- 5.40 It is recognised that Gypsies and Travellers and Travelling Showpeople have different needs and that the two different groups should not be located on the same areas of land. Gypsy and Traveller and Travelling Showpeople provision has its own specific terminology. Gypsy and Traveller provision is expressed in 'pitches' on sites whereas Travelling Showpeople provision is expressed as 'plots' on sites often called a 'yard'. Nationally, pitch/plot sizes range from 200 m<sup>2</sup> to 500 m<sup>2</sup>. An upper measurement of 500 m<sup>2</sup> has been used in the allocation of sites to allow final design to accommodate all of the requirements set out in design guidance, including landscaping, play space and access arrangements. Space has also been taken into account for equine grazing which is a much needed provision in York. Final pitch sizes will ultimately be a matter for detailed planning applications to determine.
- 5.41 Two plots for Travelling Showpeople has been identified for the first 5 years of the plan period at The Stables, Elvington, with a further 1 plot in the same yard for the future expansion of the existing family in year 2032. The nature of Travelling Showpeople's work, requires level hard standings and covered sheds for the maintenance and storage of large fairground rides. For this reason, applications for yards in existing and allocated employment sites will be supported where the provision will not compromise the employment land supply.
- 5.42 The suitability of the location of any further sites for Gypsies, Travellers or Travelling Showpeople which come forward during the plan period will be determined in accordance with criteria i - v of Policies H5 and H6. These consider the natural and historic environment, access to public transport and services, road access and congestion, flood risk and amenity. The development of the allocated sites and any

<sup>2</sup> GTAA – Gypsy and Traveller Accommodation Assessment

<sup>3</sup> SHMA – Strategic Housing Market Assessment

- further sites that come forward during the plan period will be determined in accordance with Policies H5 and H6 criteria vi – x. These consider the provision of storage and recreation space, amenity provision, size and density of pitches/plots, landscaping of the site, amenity of nearby residents and future occupiers of the site.
- 5.43 A condition will be attached to any permission to ensure that the sites remain in use by Gypsies and Travellers or Travelling Showpeople, as appropriate and the number of pitches and plots are retained to ensure a supply to need demand.

### **Delivery**

- Key Delivery Partners: City of York Council, Developers, Housing Charities, Gypsy, Roma, Traveller and Travelling Showpeople stakeholders
- Implementation: Planning applications and strategic site masterplans

### **Policy H7: Student Housing**

The University of York and York St. John University must address the need for any additional student housing which arises because of their future expansion of student numbers. In assessing need, consideration will be given to the capacity of independent providers of bespoke student housing in the city and whether it is economically prudent to provide additional student accommodation. To meet any projected shortfall, provision by the University of York can be made on either campus. Provision by York St. John University is expected to be off campus but in locations convenient to the main campus.

SH1: Land at Heworth Croft, as shown on the proposals map, is allocated for student housing for York St. John University students.

Proposals for new student accommodation will be supported where:

- i. there is a proven need for student housing; and
- ii. it is in an appropriate location for education institutions and accessible by sustainable transport modes; and
- iii. the development would not be detrimental to the amenity of nearby residents and the design and access arrangements would have a minimal impact on the local area.

Conditions will be used to ensure the proper management of the accommodation in the interests of the amenity of adjacent properties and that any development remains occupied by students in perpetuity, unless and until an alternative use is approved by the Council.

**See also Policy ED1 and ED5**

### **Explanation**

- 5.44 Students form an important element of the community and the presence of a large student population contributes greatly to the social vibrancy of the city and to the local economy. The Council are committed to ensuring their needs are met and will continue to work with the city's higher education institutions in addressing, and better understanding, student housing needs.

- 5.45 The Council encourages purpose-built student housing where there is a proven need and it is designed and managed in a way that attracts students to take it up. This can free up housing suitable for wider general housing needs, taking pressure of the private rented sector and increasing the overall housing stock. There should be no unacceptable impact on amenity for local residents. In the interests of the proper management of the student accommodation and to protect the amenity of adjacent residents, where permission is granted it will be subject to a planning condition requiring that prior to the accommodation being occupied a management plan shall be agreed in writing with the Council to demonstrate the control of the following:
- information and advice to occupants;
  - any necessary garden landscaping maintenance; and
  - refuse and recycling facilities.
- 5.46 A further condition will be attached to any permission to ensure that the accommodation remains occupied by students. Without such a condition it would be necessary to consider the scheme for affordable housing given that there may be the opportunity for non students to occupy the properties.
- 5.47 Whilst it is recognised that counting students can be difficult and student numbers can vary depending on what source or definition is used, applicants should present a proven need for student housing by providing an assessment of:
- existing and likely future student numbers and numbers requiring accommodation taking into account the proportion of students who study from home
  - a review of the current level of provision, including the level of vacancies and the quality of accommodation
  - the likely future supply of accommodation based on extant planning permissions
- 5.48 Only full time students should be included in the analysis. Part-time students should be excluded based on the assumption that they are already housed for the duration of their part-time studies.

### **Delivery**

- Key Delivery Partners: Developers; and Further and Higher Education Establishments.
- Implementation: Planning applications

### **Policy H8: Houses in Multiple Occupation**

Applications for the change of use from dwelling house (Use Class C3) to HMO (Use Class C4 and Sui Generis) will only be permitted where:

- i. it is in a neighbourhood area where less than 20% of properties are exempt from paying council tax because they are entirely occupied by full time students, recorded on the Council's database as a licensed HMO, benefit from C4/Sui Generis HMO planning consent or are known to the Council to be HMOs; and
- ii. less than 10% of properties within 100 metres of street length either side of the application property are exempt from paying council tax because they are

- entirely occupied by full time students, recorded on the Council's database as a licensed HMO, benefit from C4/Sui Generis HMO planning permission or are known to the Council to be HMOs; and
- iii. the accommodation provided is of a high standard which does not detrimentally impact upon residential amenity.

**See also Policy ENV2**

**Explanation**

- 5.49 An evidence base exploring the spatial distribution and impact of Houses in Multiple Occupation (HMOs), typically occupied by student households, indicates that it is necessary to control the number of HMOs to ensure that communities do not become imbalanced. This control is achieved through an Article 4 Direction, which came into force on 20 April 2012. The Article 4 Direction removes permitted development rights and requires a planning application to be submitted to change a property into an HMO. Policy H8 and the Controlling the Concentration of HMOs Supplementary Planning Document (2012, amended July 2014) (SPD) provide guidance on how these planning applications will be determined. Under Policy H8, HMO accommodation will continue to be provided to meet the city's housing needs but the supply will be managed to avoid high concentrations of this use in an area. Given York's compact nature and well connected public transport network it is considered that the spreading out of HMOs to avoid unsustainable concentrations of HMOs will still mean that for students in particular, HMOs will remain highly accessible. A threshold based policy approach is considered most appropriate as this tackles concentrations of HMOs and identifies a 'tipping point' when issues arising from concentrations of HMOs become harder to manage and a community or locality can be said to tip from balanced to unbalanced.
- 5.50 Whilst there is no formal definition of what constitutes a balanced community, recently, there have been attempts to establish what constitutes a large HMO proportion and the threshold at which a community can be said to be/or becoming imbalanced. Useful precedents have been set in a number of Authorities. For York, through consultation, a threshold of 20% of all properties being HMOs across a neighbourhood and 10% at street level have been established, following consultation as the point at which a community can tip from balanced to unbalanced.
- 5.51 Under the threshold approach an assessment of the proportion of households that are HMOs is undertaken within a given area. In assessing change of use planning applications, to capture as many different types of shared accommodation as possible the Council will use the following:
- council tax records - households made up entirely of students can seek exemption from Council Tax and the address of each exempt property is held by the Council. This applies to properties occupied only by one or more students either as full time or term time accommodation. Properties falling within 'Halls of residence' on campus will not be included, however some accommodation owned or managed by the universities off campus will included;
  - licensed HMOs - records from the Council's Housing team of those properties requiring an HMO licence will be utilised. These are those properties that are three storeys or over and are occupied by five or more persons;

- properties benefiting from C4 or sui generis HMO planning consent – in addition to those properties already identified as having HMO permission, where planning permission is given for a change of use to C4 HMO or a certificate of lawful development issued for existing HMOs this will be recorded in the future to build up a clearer picture of HMO properties; and
- properties known to the Council to be HMOs – this can be established through site visits undertaken by the Council’s Housing team in response to complaints for example.

5.52 These data sets will be collated to calculate the proportion of shared households as a percentage of all households. It is considered that these sources will provide the best approach to identifying the numbers and location of HMOs in an area. Although it is accepted that it may not be possible to identify all properties of this type. The data will be analysed to avoid double counting, for example, identifying where a property may be listed as a licensed HMO and have sui generis HMO planning consent. Given that there are multiple data sources the HMO database will be updated a number of times a year to reflect these data sources. Accordingly, data from the HMO licence register will be updated quarterly as and when the register is updated, planning permission and certificate of lawful use permissions will be updated monthly and Council Tax data will be updated annually, in May, to allow for a complete picture of Council Tax returns. Additional properties that become known to the Council will be added as and when they are confirmed to be HMOs. Updating the HMO database in this way will allow for best picture of existing HMOs to be known. City wide mapping will be made available online for information, however for data protection reasons street level information collated in assessing a planning application can not be made public.

5.53 In assessing planning applications for HMOs the Council will seek to ensure that the change of use will not be detrimental to the overall residential amenity of the area. In considering the impact on residential amenity attention will be given to whether the applicant has demonstrated the following:

- the dwelling is large enough to accommodate an increased number of residents<sup>4</sup>;
- there is sufficient space for potential additional cars to park;
- there is sufficient space for appropriate provision for secure cycle parking;
- the condition of the property is of a high standard that contributes positively to the character of the area and that the condition of the property will be maintained following the change of use to HMO;
- the increase in number of residents will not have an adverse impact on noise levels and the level of amenity neighbouring residents can reasonably expect to enjoy;
- there is sufficient space for storage provision for waste/recycling containers in a suitable enclosure area within the curtilage of the property; and

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<sup>4</sup> Whilst planning powers cannot be used to enforce internal space standards of existing dwellings and the level of facilities to be provided, planning can be used to secure adequate living conditions in dwellings in so far as they are affected by sunlight, daylight, outlook, privacy and noise. These factors can impinge on the internal layout of dwellings, especially HMOs and will be taken into consideration.

- the change of use and increase in number of residents will not result in the loss of front garden for hard standing for parking and refuse areas which would detract from the existing street scene.

5.54 If flexibility to let a property to both family groups and shared tenants is sought an application for a flexible C3/C4 use is recommended. This would allow continuous occupation of a building as either a dwellinghouse for a family or an HMO for unrelated tenants for a period of 10 years without the need for subsequent planning applications. If the property is currently occupied as an HMO, and greater flexibility is required, a planning permission would be required before the building can be used flexibly for C3/C4 uses. Applications seeking a flexible permission will be assessed against the provisions of Policy H8.

5.55 Further information can be found in the Controlling the Concentration of HMOs Supplementary Planning Document (2012, amended July 2014).

### **Delivery**

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

### **Policy H9: Older Persons Specialist Housing**

The City of York Council and its partners will work together to enable the delivery of specialist (supported) housing and registered care housing for vulnerable people including for the ageing population, such as extra-care accommodation. Developments specifically designed to meet the accommodation needs of older people will be supported where they:

- contribute to meeting an identified need;
- are well designed to meet the particular requirements of residents with social, physical, mental and/or health care needs; and
- are in an accessible location by public transport or within walking distance to a range of community facilities including shops, medical services and public open spaces or these are provided on-site.

Strategic sites (over 5ha) should incorporate the appropriate provision of accommodation types for older persons within their site masterplanning. For sheltered/extra care accommodations a mix of tenures will be supported.

Where development falls within Use Class C3, affordable housing provision will be required.

**See also Policy H10**

### **Explanation**

5.56 The council is committed to meeting the specific housing needs of the aging population and people with disabilities or additional mobility requirements. The City of York has a population that is older than the national average, with a high proportion of people aged 85 or over. As people live longer this trend is predicted to continue with significant growth in the city's population aged over 65. The health of

this section of the population is also expected to decline with a significant increase in the number of people with dementia or mobility problems. This is likely to present some challenges. Ensuring appropriate accommodation in suitable locations is available to meet everyone's needs, including enabling older people to remain in their homes longer, is a key issue to be addressed.

- 5.57 The specific housing needs and aspirations of older people and the ability for them to exercise choice and control over meeting these needs will vary. In order to ensure provision for such needs a wide range of housing types and tenures will be required (through policy H3: Balancing the Housing Market). Whilst the majority of older people will live in mainstream housing there will be a need for new specialist accommodation provision such as sheltered housing and extra care provision.
- 5.58 The City of York Council SHMA and Addendum (2016) analysis identifies that over the 2012- 2033 period there is an identified need for 84 specialist units of accommodation for older people (generally considered to be sheltered or extra-care housing) per annum. Such provision would normally be within a C3 use class and is part of the objective assessment of housing need. In addition, the SHMA highlights a potential need for an additional 37 bedspaces per annum for older people (aged 75 and over) in the 2012- 2033 period for nursing and residential care homes. This accommodation is within Use Class C2 (communal facilities) and is in addition to the objective assessment of housing need. The amount and type of specialist accommodation required will depend on a range of factors including individual choice. The council will consult with health and social care services on larger planning applications and/or those that could have service provision implications.
- 5.59 Where specialist accommodation is provided, it will be important to ensure that it enables residents to live independently as far as possible by ensuring it is located close to facilities and services or that they are accessible by public transport. Strategic sites (of over 5ha) should incorporate a wider range of accommodation suitable for older people.

### **Delivery**

- Key Delivery Partners: Developers; and landlords
- Implementation: Planning applications

### **Policy H10: Affordable Housing**

To help maximise affordability across the housing market, the Council will support residential schemes for 2 or more dwellings which:

- i. reflect the relative viability of development land types in York by providing affordable housing percentage levels for site thresholds as set out in Table 5.4:

**Table 5.4: Affordable Housing Site Thresholds**

Threshold	Target
Brownfield sites = > 15 dwellings	20%
Greenfield sites = > 15 dwellings	30%
Urban, Suburban and Rural sites 11-14 dwellings	20% <sup>1</sup>
Urban brownfield sites 5-10 dwellings <sup>2</sup>	15% <sup>1</sup>
Urban greenfield sites 5-10 dwellings <sup>2</sup>	19% <sup>1</sup>
Urban brownfield sites 2-4 dwellings <sup>2</sup>	6% <sup>1</sup>
Urban greenfield sites 2-4 dwellings <sup>2</sup>	10% <sup>1</sup>
Sub-urban brownfield sites 5-10 dwellings <sup>2</sup>	10% <sup>1</sup>
Sub-urban greenfield sites 5-10 dwellings <sup>2</sup>	15% <sup>1</sup>
Sub-urban brownfield sites 2-4 dwellings <sup>2</sup>	2% <sup>1</sup>
Sub-urban greenfield sites 2-4 dwellings <sup>2</sup>	7% <sup>1</sup>
Rural brownfield sites 5-10 dwellings <sup>2</sup>	11% <sup>1</sup>
Rural brownfield sites 2-4 dwellings <sup>2</sup> that	3% <sup>1</sup>
Rural greenfield sites 5-10 dwellings <sup>2</sup>	17% <sup>1</sup>
Rural greenfield sites 2-4 dwellings <sup>2</sup>	8% <sup>1</sup>
<b>Notes to Table</b>	
1	This is the target percentage to be used in the off-site financial contribution calculation following sub-clause (iii) below
2	For sites that have a maximum combined gross floorspace of more than 1,000sqm

- ii on sites of 15 homes and above on-site provision will be expected, unless off-site provision or a financial contribution of equivalent value can be robustly justified.
- iii. on sites of 2–15 homes an off site financial contribution (OSFC) is required in accordance with the approved formula set out below:

$$\text{Average York Property price} - \text{Average York Fixed RP Price} \times \% \text{ Target} = \text{OSFC per dwelling}$$

- iv. make provision which reflects tenure split in terms of social renting and intermediate housing, as set out in the most up to date SHMA.
- v. fully integrate the affordable housing by pepper potting throughout the development with no more than two affordable dwellings placed next to each other. The size and type of homes should be a pro rata mix of the total homes

provided on site, taking into account current assessments of local need where on-site provision is required. The affordable housing should be visually indistinguishable from the open market dwellings.

A vacant building credit (VBC) will be applied to appropriate development where a vacant building is either converted or demolished and is necessary to incentivise the scheme. This credit will be equivalent to the gross floorspace of the building to be demolished or brought back into use. This credit does not apply when a building has been 'abandoned'.

The affordable housing should remain affordable in perpetuity, through use of a planning condition or obligation or if these restrictions are lifted, for subsidy to be recycled for alternative affordable housing. On completion, the affordable housing must be transferred to a Registered Provider approved by the Council.

Where a developer believes the criteria set out in this policy cannot be fully met, they have the opportunity through open book appraisal to demonstrate through open book appraisal to demonstrate to the Council's satisfaction that the development would not be viable

**See Policy GB4**

## **E x p l a n a t i o n**

### **Thresholds**

- 5.60 NPPF (2012) requires Councils to set policies for meeting identified affordable housing need, and that those policies should be sufficiently flexible to take account of changing market conditions.
- 5.61 Given the conclusions reached in the City of York Affordable Housing Viability Study (2010) and Annex 1 (2011) (AHVS) and the City of York Local Plan and CIL Viability Assessment (2017), developments within York should be able to provide the target levels of affordable homes approved for development management purposes. Therefore no individual site assessment will be required where submissions achieve these targets and this is to be encouraged in order to reduce time on further analysis and negotiation.
- 5.62 Where a developer believes because of development viability that a site cannot meet the requirements of the policy, the developer will be required to submit an open book appraisal to justify any reduction from the target, at their expense. If agreement cannot be reached on the appropriate level of affordable housing between the Council and the developer it will be referred to the Valuation Office Agency at the expense of the developer, to determine the viable level of affordable housing. If a reduction is proven the Council may firstly seek Homes and Communities Agency subsidy (or other public subsidy) to achieve the level and mix of affordable housing consistent with the policy. If such subsidy is not available the Council may seek to vary the tenure mix or types of units of the affordable component where appropriate to assist in meeting the delivery of affordable housing objectives of the Council before agreeing a reduction in the overall amount of affordable housing.

### **Types**

- 5.63 Affordable housing in York includes social rented and intermediate housing provided to specified eligible households whose needs are not being met by the open housing market, and who cannot afford to enter that market. The definition specifically excludes low cost market housing.

### **Tenure/Mix**

- 5.64 The City of York Council SHMA and Addendum (2016) recommends an 80% social and affordable rented and 20% intermediate split.
- 5.65 A full range of property sizes and types are needed to satisfy the affordable housing needs of the city and providing small or poor quality accommodation will not be seen as satisfying the policy. In order to help build mixed and sustainable communities the affordable homes need to be pro-rata of the market homes, integrated within the site and indistinguishable from the market housing on site.
- 5.66 The affordable homes need to be fully integrated within the development by pepper potting throughout with no more than two affordable dwellings placed next to each other. The exception to this is apartment blocks if they are to be transferred freehold to Registered Providers. These affordable apartment homes should be provided in an apartment block rather than pepper potted throughout the development. The size and type of homes should be a pro rata mix of the total homes provided on site, taking into account current assessments of local need where on-site provision is required. The affordable housing should be visually indistinguishable from the open market dwellings.
- 5.67 The Council will make public any updates to the evidence on housing mix and tenure split that is currently provided in the SHMA. Developers should consult the Council's web site prior to making any planning application to confirm the then current position on this matter.

### **Provision**

- 5.68 In accordance with national guidance affordable housing provision for sites of 15 homes and above will normally be expected to be provided on site. Following the change to national planning guidance, the council can no longer seek financial contributions towards affordable housing on rural schemes of 1 to 10 units with a gross area of no more than 1,000sqm. Planning obligations on affordable housing and other matters can only be applied to schemes of 11 new homes or more or 1 to 10 new homes with a total gross floorspace of more than 1,000sqm.
- 5.69 The commuted sum is calculated using the following formula and will be updated annually:

$$\text{Average York Property price} - \text{Average York Fixed RP Price} \times \% \text{ Target} = \text{OSFC per dwelling}$$

**Table 5.5: Commuted Payment Calculation**

<b>Dwelling threshold</b>	<b>Average York property price (Land Registry March 2017)</b>	<b>Average York fixed RSL price</b>	<b>% target</b>	<b>Commuted payment</b>
Urban, Suburban and Rural sites 11-14 dwellings	£241,042	£75,000	20%	£33,208.40
Urban brownfield sites 5-10 dwellings <sup>1</sup>	£241,042	£75,000	15%	£24,906.30
Urban greenfield sites 5-10 dwellings <sup>1</sup>	£241,042	£75,000	19%	£31,547.98
Urban brownfield sites 2-4 dwellings <sup>1</sup>	£241,042	£75,000	6%	£9,963
Urban greenfield sites 2-4 dwellings <sup>1</sup>	£241,042	£75,000	10%	£16,604.20
Sub-urban brownfield sites 5-10 dwellings <sup>1</sup>	£241,042	£75,000	10%	£16,604.20
Sub-urban greenfield sites 5-10 dwellings <sup>1</sup>	£241,042	£75,000	15%	£24,906.30
Rural brownfield sites 5-10 dwellings <sup>1</sup>	£241,042	£75,000	11%	£18,265
Rural brownfield sites 2-4 dwellings <sup>1</sup>	£241,042	£75,000	3%	£4,981
Rural greenfield sites 5-10 dwellings <sup>1</sup>	£241,042	£75,000	17%	£28,227
Rural greenfield sites 2-4 dwellings <sup>1</sup>	£241,042	£75,000	8%	£13,283
Note				
1	<u>For sites that have a maximum combined gross floorspace of more than 1,000sqm</u>			

- 5.70 Any other off site provision or commuted payment in lieu of on-site provision for affordable housing will only be acceptable if it is robustly justified. The commuted payment will be calculated as the difference between the transfer price and the market value of the specific home(s) on that site.

### **Artificial Subdivision**

- 5.71 Artificial subdivision where it is proposed to phase development, sub-divide sites or when there is a reasonable prospect of adjoining land being developed for residential purposes in tandem or the future, the Council, will consider the whole site for the purpose of determining whether the scheme falls above or below the thresholds

### **Vacant Building Credit**

- 5.72 A VBC will be applied to appropriate development where a vacant building is either converted or demolished and is necessary to incentivise the scheme. A viability appraisal in accordance with this policy is considered to be consistent with the underlying intention of the vacant building credit in order to incentivise brownfield development and, given the high need for affordable housing in York, may be the most appropriate option when weighing up all material considerations. If VBC is applied, this credit will be equivalent to the gross floorspace of the building to be demolished or brought back into use. This credit does not apply when a building has been 'abandoned.
- 5.73 A Supplementary Planning Document will be used to set out clear and consistent guidance on all elements covered by Policy H10 and Policy GB4, including the mechanism for updating the OSFC annually.

### **Delivery**

- Key Delivery Partners: Housing Associations; Registered Providers; and Landowners.
- Implementation: Annual review of the dynamic viability model; use of planning obligations or conditions to secure provision; and planning applications.

## Section 6: Health and Wellbeing

- 6.1 It is the Council's ambition for all residents to have the best possible physical and mental health throughout the course of their lives. Health and wellbeing are affected by a wide range of issues, including access to good healthcare and leisure facilities, and behavioural choices related to diet and exercise. The built environment influences these choices and may be harnessed to enhance people's lives and to promote positive behavioural change. This affords the planning system significant opportunity to make enduring changes to the health outcomes and wellbeing of residents changes which will last as long as the buildings and public spaces themselves.
- 6.2 The majority of people in York report good health and wellbeing, and these figures are higher than the regional and national averages. Despite this, a significant proportion of adults and children in York are overweight (58.4% and 30.6%, respectively) and around 40% of the adult population report that they are not physically active. These figures are predicted to get worse without intervention, placing increased demands on already-stretched health and social care providers. Furthermore, there are certain areas of the city where health outcomes and wellbeing are markedly poorer, typically in the most deprived areas.
- 6.3 This section sets out policies intended to help create happy, healthy and resilient communities, a central aspiration of both City of York Council's One Planet Council programme and York's Joint Health and Wellbeing Strategy 2017-2022 (2017). The policies contained within this section cover the protection and expansion of emergency services, healthcare, community, sport, and childcare facilities, as well as the promotion of community cohesion and physical activity through good design.
- 6.4 This section should be considered in conjunction with policies related to the protection and provision of open spaces (Policy GI5 and GI6), access to nature (Policy GI2), travelling by more sustainable and more active forms of transport (Policy T1), and air and noise pollution (Policy ENV2) — all of which have an impact on the health and wellbeing of residents. A Supplementary Planning Document (SPD) bringing together all policies relating to health and wellbeing will be produced to support the Plan and delivery of York's aspirations for healthy communities.

### **Policy HW1: Protecting Existing Facilities**

The Council will work with local communities and voluntary sector organisations to help preserve and re-use existing community assets.

Development proposals which involve the loss of existing community facilities, or facilities last used for community purposes, will not be supported, unless it can be demonstrated that:

- i. facilities of equivalent or greater capacity and quality (in terms of function, accessibility, adaptability and variety of use) are provided elsewhere on the site; or

- ii. facilities of equivalent or greater capacity and quality (as defined above) are provided off-site, in a location that equivalently or better serves the local community's needs; or
- iii. the facilities no longer serve a community function and demonstrably cannot be adapted to meet other community needs; or
- iv. in the case of commercial facilities, evidence is provided that demonstrates the facilities are no longer financially viable.

Developers must consult with the local community about the value of the asset and the impact that a loss of facilities may have. If facilities are to be provided elsewhere, a clear commitment to replace them in a timely manner must be evidenced, in order for planning permission to be granted.

**See also Policy H1 and T1**

### **Explanation**

- 6.5 For the purpose of the policies within this section, community facilities should be taken to mean the buildings, facilities, and services that meet the day-to-day-needs of communities. This may include libraries, post offices, and community meeting places, such as youth groups, places of worship, and parish and village halls. Since this is not an exhaustive list, proposals will be considered on an individual basis, with weight placed on the significance of the amenity to the local community, or relevant subgroup of the community.
- 6.6 Sports, childcare, medical and cultural facilities are excluded from this since they are covered by Policies HW3, HW4, HW5, and D3, respectively.
- 6.7 The Council will work with local communities and voluntary sector organisations to help preserve and re-use community assets. Community facilities provide opportunities for recreation and for people to come together – two important contributors to individuals' mental health and wellbeing. Community facilities are also an essential part of enabling residents to meet their practical everyday needs. The National Planning Policy Framework (2012) (NPPF) supports the protection of community facilities, acknowledging their importance for the creation of inclusive and sustainable neighbourhoods.
- 6.8 A loss of local facilities that residents depend upon has the potential to erode community cohesion and exacerbate social isolation. Although a loss of facilities would affect all residents, groups likely to be particularly affected by loss of amenities include the elderly, those with reduced mobility, and those on low income, all of whom may struggle to travel to use alternative facilities. Chronic loneliness is a key concern highlighted by the older population of York (York's Joint Health and Wellbeing Strategy 2017-22 (2017)).
- 6.9 A loss of viable community facilities will only be permitted if they are replaced by facilities of equal or greater capacity and quality and met by developer contributions. Applications which involve the disposal of community assets must therefore include an assessment of the current function, accessibility, and adaptability of the facility. Applications must demonstrate how alternative facilities will meet or exceed these standards. As part of this process, it is expected that developers will consult with the local community to understand their needs. The approach to consultation should be

agreed with the Council. Any replacement facilities must also meet the conditions for new facilities set out in Policy HW2, and should be replaced in a timely manner, so as to minimise the impact on communities in terms of meeting their daily needs and their enjoyment of community facilities.

- 6.10 The Local Plan has an important role to play in ensuring that community facilities are provided in the most effective and accessible way. Existing services must be protected as much as possible, however, it is also important to ensure that existing facilities are 'fit for purpose'. Changes in the economic climate may mean that some facilities are no longer financially viable. Only in such circumstances, and when no alternative community use is possible, a loss of facilities will be permitted. Evidence that the facilities have been marketed for a minimum of a year without success will be required to demonstrate they are unviable.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; infrastructure delivery partners; and community groups
- Implementation: Developer contributions

### **Policy HW2: New Community Facilities**

Applications for strategic residential developments must be accompanied by an audit of existing community facilities and their current capacity, prepared by the applicant. Developments that place additional demands on existing services will be required to provide proportionate new or expanded community facilities, to meet the needs of existing and future occupiers. These should be provided on site or developer contributions will be sought to provide these additional facilities.

As the population grows and population demographics change over the plan period, new facilities will be required. The Council will work with communities and other partners to help address deficits in community facilities.

The Council will support applications for new community facilities when an existing deficit or future need has been identified. Where appropriate, facilities should be designed to be adaptable and multi-purpose, in order to future-proof services and enable a wide range of community uses. Any new or expanded facilities must be accessible and well-served by public transport, footpaths and cycle routes.

**See also Policy T1**

### **Explanation**

- 6.11 The NPPF encourages Local Authorities to proactively support the development of accessible community facilities that meet the needs of existing and future residents. Community facilities are defined under paragraph 6.5 and 6.6.
- 6.12 The Council seeks to address deficits in community facilities and supports the development of high-quality, accessible facilities. The aspiration is that, regardless of age, health or mobility, everyone should have access to the social and recreational benefits that community facilities provide.

- 6.13 The Council will support the development of new community facilities where there is an identified community need and the capacity to manage them. Such an assessment should be based on community consultation. Where appropriate, new facilities should be designed to be adaptable and multi-purpose, in order to future-proof services and enable a wide range of community uses. Facilities with a specific purpose will also be supported, when the development proposal is community-driven. The Council will support communities to bring about development through Community Right to Build Orders, in line with NPPF guidance.
- 6.14 New residential development must be accompanied by new or expanded community facilities, when existing facilities will not meet the needs of future occupiers. Such an assessment should be based on an audit of existing facilities. All strategic sites must include an assessment of the need for additional facilities and plan for their provision in their master planning.
- 6.15 Any new community facilities must be easily accessed on foot and by bike, as well as by public transport. This should be in line with Policy T1 'Sustainable Access'. While the proximity of community facilities has benefits for all residents, reduced travel time for essential services is particularly important for those who are less mobile, and those on low incomes who are less able to travel long distances. Services that are well-served by footpaths and cycle routes have additional physical and mental health benefits owing to the promotion of time spent outdoors, increased physical activity, and reduced vehicle emissions.
- 6.16 Reducing the pressures on statutory services by supporting people to better manage their own health and wellbeing is a key national and local priority. This is contingent upon individuals having access to the necessary facilities and support networks to meet their needs. Community-based solutions to health and wellbeing, such as joining clubs, attending peer-support groups or volunteering, are now acknowledged as effective and necessary alternatives to traditional health and social care interventions.
- 6.17 The NPPF encourages an integrated approach to development, and therefore multi-amenity developments will be favoured and promoted where possible. Such developments carry the benefits of reducing travel costs, creating community hubs, and making it easier for those with limited mobility to carry out their day-to-day activities. Enabling the elderly, long-term ill, and those with disabilities to continue to be independent and live in their communities is a key council priority. Networks of good quality community facilities are vital to the creation of resilient communities.

#### **Delivery**

- Key Delivery Partners: City of York Council; developers; infrastructure delivery partners; and community groups
- Implementation: Developer contributions

### **Policy HW3: Built Sport Facilities**

The Council will support development that enables residents to enjoy and make use of built sports facilities.

Developments that place additional demands on existing built sport facilities will be required to provide proportionate new or expanded facilities, to meet the needs of future occupiers. Developer contributions will be sought to provide these additional facilities.

For strategic sites facilities should be provided on-site, where possible. If off-site provision is necessary, facilities should still be accessible to residents; be well served by public transport; and be easy to reach on foot and by bike.

The loss of built sports facilities (either currently or last used for sports activities) will only be permitted in exceptional circumstances where:

- a needs assessment provided by developers, and in accordance with the most up to date Built Sports Facilities Strategy, identifies an over-provision in the area; or
- the development only affects part of the site and does not impact on its value for sport; or
- it would be replaced by a facility of equivalent or better quality and capacity, in a location that still serves the same community which is accessible by public transport, foot and bicycle and that has adequate management arrangements.

Development for new or expanded built sports facilities will be supported where a deficiency in current provision has been identified, and when it is well located, accessible to all, and when suitable infrastructure exists or can be created to manage and maintain the facility. Development of new sports facilities should be co-located with other health and community facilities and schools, where possible, to encourage participation in exercise. Any future demand should, in the first instance, be met through extensions and expansion of existing high-quality sustainable sites.

**See also Policy ED9, T1**

#### **Explanation**

- 6.18 Accessible built sports facilities are an integral part of encouraging people to be more physically active, tackling obesity, and improving the physical and mental health of communities. Local Planning Authorities play a key part in meeting these aims, by ensuring that the necessary facilities are close by, accessible to all, and able to meet demand.
- 6.19 Built sports facilities include swimming pools, tennis courts, artificial grass pitches for football and hockey, sports halls, indoor and outdoor bowls, multi-use games areas alongside more specialist outdoor provision such as athletics tracks, golf courses and cycle tracks.
- 6.20 New development must not compromise current or future residents' health and wellbeing and the Council will work to safeguard existing sports facilities. York's built sports facilities will be protected unless it can be demonstrated that the use is no longer viable, is surplus to need, or that high-quality alternative provision can be

made that maintains a service in the existing area of benefit. Need should be identified through consultation of the city's most up-to-date Built Sports Facilities Strategy. Developer contributions will be expected to support the development of new facilities, should new residential developments place additional demands on services above their current capacity.

- 6.21 The Council will support the development of new facilities where there is an identified need. Decisions on the need for new facilities will be based on the most-up-to-date Built Sports Facilities Strategy and other key evidence.
- 6.22 Regular physical activity significantly reduces the risk of developing chronic health conditions, including stroke, cancer and type II diabetes. These health benefits are realised even through a modest increase in activity levels. While a high proportion of York's residents participate in sport relative to the national average (61.5% vs. 56%), this still leaves a significant proportion who are inactive. The importance of Local Planning Authority intervention in the promotion of physical activity is further emphasised by Sport England's estimate that preventable health conditions associated with inactivity cost healthcare providers in York in excess of £3 million per annum.
- 6.23 In addition to the physical health benefits, participation in exercise is associated with improved mental health, and in particular, a reduced likelihood of developing depression and anxiety. The aspiration to be a mental health friendly city is a priority set out in York's Joint Health and Wellbeing Strategy 2017-2022 (2017).
- 6.24 Addressing health inequalities is a key council priority and this strongly depends upon ensuring that all communities have adequate access to sports facilities. It is essential that any new sports facilities are well served by public transport, and can be reached easily on foot and by bike. This should be in line with Policy T1 'Sustainable Access'. Proximity of sports facilities is a major determinant of whether individuals participate in exercise.
- 6.25 The Council will work proactively to ensure that high-quality facilities are delivered, since the quality as well as the availability of facilities has been found to correlate with participation in physical activity.
- 6.26 Permission was granted in May 2012 for the York Community Stadium at Monks Cross. Detailed planning consent was approved in 2015 and a Section 73 application was approved in 2016 for some minor amendments. Construction is expected to be complete by the end of 2018. The stadium will provide a new home for both of York's professional sports teams, York City Football Club and York City Knights Rugby League Football Club. The new development will provide new leisure facilities and opportunities for the wider community including a new swimming pool, outdoor 3G pitches and climbing facilities and a new gym, dance studio and fitness centre, which will also be used by NHS patients to help improve their rehabilitation. A new community hub will include an Explore Learning Centre; outpatient facilities for the York Teaching Hospital NHS Foundation Trust; the York NHS Training and Development Centre; and a new York Against Cancer Centre. The development will also provide a number of commercial facilities, including a state-of-the-art thirteen screen Imax cinema, two large retail units and five restaurants.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; infrastructure delivery partners; and community groups
- Implementation: Built Sports Facilities Strategy; and developer contributions

## **Policy HW4: Childcare Provision**

The Council will support development that helps meet the city's need for childcare provision.

All new strategic sites will be expected to conduct an audit of existing childcare facilities and their current capacity. If increased demand from new residents would be expected to exceed the existing capacity of facilities in the vicinity, additional facilities must be incorporated into the masterplanning of the site and supported by developer contributions unless it can be demonstrated that this is not viable or deliverable.

Proposals which fail to protect existing childcare facilities will be refused unless it can be demonstrated that the provision is no longer required, no longer viable, or if equivalent replacement facilities can be provided elsewhere.

Applications for new childcare provision should be accompanied by an assessment that demonstrates the need for additional childcare provision in the locality. The Council will work with schools, parents and carers to ensure that their needs are understood.

Any proposed new or replacement childcare facilities should be sited in accessible locations within or near to the areas of identified need, they should be well-served by public transport, and be easily accessible by walking and by bike.

**See also Policy ENV2 and T1**

### **Explanation**

- 6.27 As reflected in York's Joint Health and Wellbeing Strategy (2017-22), it is a Council priority to ensure that children are happy, healthy, and get the best start in life. The provision of good quality childcare is essential for early childhood development and has significant implications for economic wellbeing, since childcare gives parents or carers the opportunity to pursue education, training, or employment.
- 6.28 There are a number of different types of childcare provision, including childminders, day nurseries, playgroups, crèches, holiday schemes, and out-of-school clubs.
- 6.29 The demand for childcare is dynamic and dramatic changes can take place over a short period of time. In September 2010, all three and four year olds became entitled to 15 hours per week of free early education, and in 2013, the Government introduced additional childcare entitlement for two year olds meeting certain criteria. A further increase in childcare entitlement for three and four year olds with working parents is expected from September 2017. This is likely to create even greater demand for childcare provision in the city.

- 6.30 The Council has a statutory duty to ensure adequate childcare provision is available. The loss of existing childcare facilities will be strongly resisted unless it can be demonstrated that the provision is surplus to demand, no longer financially viable, or that equivalent alternative provision can be made.
- 6.31 To help ensure that childcare in York matches the needs of local families and that any gaps in provision are met, applications for new childcare facilities will be supported when they are in accessible locations, and are accompanied by a needs assessment demonstrating a need for provision in the locality. Childcare provision will be particularly encouraged in areas with good air quality, in close proximity to open space.
- 6.32 The noise and traffic impacts arising from any childcare provision proposals, particularly for residential communities, should be taken into account in line with Policy ENV2 'Managing Environmental Nuisance'.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; infrastructure delivery partners; and community groups
- Implementation: Developer contributions

## **Policy HW5: Healthcare Services**

### **Primary Care**

The Council will work closely with GPs and the NHS Vale of York Clinical Commissioning Group (or any successor organisation) to understand the current and projected primary care needs of communities. The Council will support the provision of new or enhanced primary care services when there is an identified need.

Improved, enlarged or additional primary healthcare facilities will be required to support residential developments that place additional demands on services beyond their current capacity, in line with the National Planning Policy Framework. Developer contributions will be required to support the increase in provision. An assessment of the accessibility and capacity of existing primary care services will be required at the application stage.

Proposals which fail to protect existing primary care services, or involve the loss of services, will not be supported, unless it can be demonstrated the facilities are no longer required or that relocating facilities would better meet the community's needs.

Any new primary care facilities must be easily accessible by public transport, walking, and cycling.

### **Secondary Care**

The Council will work closely with the York Teaching Hospital NHS Foundation Trust, and with Tees, Esk and Wear Valley NHS Foundation Trust (or any successor organisations), to understand their needs; help ensure their sites are fit for purpose; and enable them to provide safe, effective and sustainable healthcare, for the plan period and beyond.

### **York Teaching Hospital NHS Foundation Trust**

The Council will support the redevelopment of York Teaching Hospital NHS Foundation Trust (as identified on the Proposals Map) to enable it to expand its capacity; to uphold and improve the quality of secondary care it delivers; and ultimately to remain on its existing site for the long term, ensuring the optimum delivery of secondary care services in York.

The Council will support the redevelopment of the staff car park on the existing York Teaching Hospital NHS Foundation Trust site to meet its immediate need for increased capacity in Accident and Emergency. The Council will work with York Teaching Hospital NHS Foundation to develop a new Travel Plan, to ensure that the loss of car parking facilities will not compromise access or care.

To enable the Trust to expand existing clinical facilities the Council will support the development of the extension to York NHS Hospital Trust site (as shown on the Proposals Map as HC1), for health and social care purposes, such as a GP practice or short-term residential care. The Council will continue to work with the Trust to help them make additional changes to their site as their needs change over the plan period.

### **Tees, Esk and Wear Valley NHS Foundation Trust**

The Council will support Tees, Esk and Wear Valley NHS Foundation Trust in the relocation of services previously provided at Bootham Hospital to a new site on Haxby Road, in order to provide the best patient care (as shown on the proposals map as HC2). Future consideration of the Bootham Park Hospital site must follow a full appraisal of the significance of the historic buildings, landscape and archaeology on site. Any redevelopment proposals must arise out of this understanding, in order to enhance or better reveal their significance into the long term.

**See also Policy T1**

### **Explanation**

- 6.33 The NPPF requires local planning authorities to understand and facilitate local strategic healthcare priorities.
- 6.34 Primary care is typically the first point of contact with health professionals it is generalist, rather than specialist, in its nature and covers GPs, pharmacists, opticians and dentists. Secondary care refers to specialist health care, which typically depends on a referral from a primary care provider.
- 6.35 Healthcare facilities are important for both the treatment of illness and for educational purposes, in relation to physical activity, diet, alcohol and smoking.
- 6.36 Healthcare services must be responsive to the current and projected needs of local communities. This is contingent upon having appropriately located sites, which are able to cope with local demand and provide a sustainable and effective service. The Council will help protect existing healthcare facilities and support the relevant bodies to expand their premises, or seek alternative, more suitable sites, where appropriate.
- 6.37 Any new medical facilities should be easily accessible by foot, bike and public transport, in line with Policy T1 'Sustainable Access'. Co-location of new health

facilities with other community and sports facilities will be encouraged. The development of new primary and secondary care facilities should be guided by the design considerations set out in Health Building Note 11: Facilities for Primary and Community Care Services (2013) produced by the Department of Health. Currently 100% of the York population can access pharmaceutical services within a 10 minute drive time. The provision standards for pharmacies will be set out in the forthcoming City of York Pharmaceutical Needs Assessment 2018-2021.

- 6.37 It is important that York retains its role as a major secondary healthcare provider for the wider sub area. As such the Council will support the York Teaching Hospital NHS Trust to make the best use of their site, ensuring that they are able to meet both their strategic and clinical objectives. The Council will also support Tees, Esk and Wear Valley NHS Trust in their relocation, in order to provide the best patient care.
- 6.38 The population of York is expected to change significantly over the course of the Local Plan, with a significant increase in the older adult population and a corresponding increase in the number of individuals with long-term health conditions. New developments will also give rise to localised changes in demographics. Additional or adapted healthcare services may be required to respond to changing needs over the plan period. This will require working collaboratively with healthcare providers and their communities. Any new healthcare facilities that are required as a result of additional residential development must be supported through developer contributions.

#### **Delivery**

- Key Delivery Partners: City of York Council; developers; York Teaching Hospital NHS Foundation Trust; Tees, Esk and Wear Valley NHS Foundation Trust; NHS Vale of York CCG; and infrastructure delivery partners
- Implementation: Developer contributions

#### **Policy HW6: Emergency Services**

The Council will work closely with Yorkshire Ambulance Service NHS Foundation Trust, North Yorkshire Police, and North Yorkshire Fire and Rescue Service, to ensure that their changing needs are understood. The Council will support the development of new emergency service facilities, where there is a demonstrable need, and in appropriate locations that enable them to meet necessary response times.

The Council will support the Yorkshire Ambulance Service NHS Foundation Trust's new 'Hub and Spoke' estate model. Hubs provide essential clinical and maintenance and facilities, while spoke facilities provide additional opportunities for ambulances to be stationed close to areas of demand. The Council will support the development of additional sites for ambulances at key points in densely populated areas, close to major highways.

The following sites have been identified as requiring additional spoke facilities:

- ST7: Land East of Metcalfe Lane

- ST8: Land North of Monks Cross
- ST9: Land North of Haxby
- ST15: Land West of Wigginton Road

Such facilities would need to provide:

- A 6 x 3m serviced building with water, electricity and drainage.
- Parking facilities for two ambulances.

These facilities would need to be located within the development and close to the main highway.

**See also Policy T1**

### **Explanation**

6.39 It is essential that there is adequate emergency service cover across the city. This is conditional upon having appropriately located sites, which enable providers to meet necessary response times.

6.40 The Council will work with the police, ambulance and fire service to ensure that their current and projected needs are understood. The Council will support the relevant bodies to expand their premises, or seek alternative, more suitable sites, where appropriate.

6.41 The Council will support the Yorkshire Ambulance Service NHS Foundation Trust's new 'Hub and Spoke' operating model and will work with the organisation to ensure the necessary sites for additional 'spoke facilities' are identified and developed. This is a necessary part of catering for people in new developments, who are not currently served by the existing system. It will allow the ambulance service to provide services in a more time and cost-effective manner and meet revised national NHS response times.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; Yorkshire Ambulance Service NHS Foundation Trust; North Yorkshire Police; and North Yorkshire Fire and Rescue Service; and infrastructure delivery partners
- Implementation: Developer contributions

### **Policy HW7: Healthy Places**

Proposals for residential developments must provide a statement, proportionate to the size of the development, showing how the following design principles have been adequately considered and incorporated into plans for development:

- well-designed streetscapes that encourage residents to spend time outdoors;
- the provision of safe, easy to navigate and attractive public footpaths and cycle paths between dwellings, to encourage physical activity;

- good connections to neighbouring communities and green spaces, in the form of footpaths and cycle routes, including the extension and protection of public rights of way, where appropriate;
- spaces for communities to come together;
- adaptations to buildings and public spaces for those with limited mobility;
- considerations for how the design may impact on crime or perception of safety; and
- buildings that are adaptable to the changing needs of residents.

Details of how these principles have been considered should be noted in the Design and Access Statement accompanying the proposal.

All new strategic sites must complete a Health Impact Assessment (HIA) prior to the submission of a planning application. HIAs are a means to systematically assess the potential health risks and benefits of new developments on existing and future communities. They promote the development of actions to mitigate negative impacts and maximise community benefit.

**See also Policies D1, D2, ENV2 and GI3**

### **Explanation**

- 6.42 The NPPF strongly supports planning conditions that promote well-designed developments which support healthy lifestyles. Through good urban design, the built environment can promote more active lifestyles and time spent outdoors. Helping people to be more active and walk more is a key priority for the city, and an integral part of tackling obesity and improving mental health (Joint Health and Wellbeing Strategy 2017-22).
- 6.43 The Council will support development that demonstrates how consideration has been given to the layout and presentation of buildings and the public realm, towards these ends. Such considerations should be proportionate to the size of the development and reported in a Design and Access Statement. The design principles within Policy HW7 build on those set out in Policy D1 'Placemaking', but place greater emphasis on the implications of good design for mental and physical health.
- 6.44 The Council will support developments that are pedestrian- and cycle-friendly and well connected to neighbouring areas, local amenities, parks and open spaces. Busy lifestyles often mean that people have little time to dedicate to physical activity, unless it can be integrated into their routine as a means of getting around. Developments that improve access to open spaces through the protection and extension of public rights of way will be supported, where appropriate.
- 6.45 The NPPF acknowledges the important role the planning system plays in facilitating social interaction and creating healthy, inclusive communities. The Council will encourage development that provides spaces where communities can come together, reducing social isolation. Development should be inclusive and meet the needs of all residents, young and old, irrespective of mobility. Strong community networks also have implications for crime, and good design can be utilised to create developments that reduce crime and/or residents' fear of crime.

- 6.46 With a growing and ageing population with more long-term health conditions, designing healthy places is an essential part of coping with the increased demand placed on health and social care and future proofing our communities. Policy HW6 provides the opportunity to embed preventative health measures into the fabric of our communities, through the promotion of physical activity and time spent outdoors, with the potential to make enduring changes to residents' health and wellbeing.
- 6.47 HIAs are a crucial tool for identifying the positive and negative health impacts of new developments and the necessary remedial actions to minimise negative and maximise positive benefits. This information should be incorporated into site masterplanning. HIAs help identify particular subgroups of the population that are likely to be affected by the development. This is a key to ensuring that health inequalities are not exacerbated. The Council will develop supplementary planning guidance on the development and completion of HIAs and work with developers to produce this documentation.

**Delivery**

- Key Delivery Partners: City of York Council; developers; infrastructure delivery partners; and community groups
- Implementation: Design and Access Statements, Health Impacts Assessments



## Section 7: Education

- 7.1 Building on recent years investment in the city's educational facilities, to contribute to making York a world class centre for education it is vital to provide the quality and choice of learning and training opportunities to meet the needs of children, young people, adults, families, communities and employers. The Council has a key role in supporting parents and families through promoting a good supply of strong educational facilities whether this is schools, academies or free schools which reflect the aspirations of local communities. It is also important to ensure that facilities at the city's further education establishments and two universities meet the requirements of modern education institutions.

### **Policy ED1: University of York**

To ensure the continuing development of the University of York, the following range of higher education and related uses will be permitted on the University's campuses, as identified on the Proposals Map:

- academic, teaching, research and continuing professional development uses;
- housing for staff and students;
- arts, cultural, sports and social facilities ancillary to higher education uses;
- conferences;
- knowledge based businesses including research led science park; and
- any other uses ancillary to the university including support services for the uses identified above.

The University of York must address the need for any additional student housing which arises because of its future expansion of student numbers. Provision will be expected to be made on campus in the first instance. In assessing need, consideration will be given to the capacity of independent providers of bespoke student housing in the city and whether it is economically prudent to provide additional student accommodation.

**See also Policy ED2, ED3 and H7**

### **Explanation**

- 7.2 To ensure that the existing campuses forming the University make a full contribution to the life of the city, it is important that they continue to be used for predominantly higher educational and related uses. It is also vital that opportunities are maintained for the University's cultural, social and sports facilities to be used by the wider public.
- 7.3 Campus East provides the potential for a cluster of knowledge based companies to locate, to the benefit of city and University. Such uses will contribute to the implementation of the York Economic Strategy (2016) and to the vitality of the University's research activities.

## **Delivery**

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

## **Policy ED2: Campus West**

To maintain the character of Campus West, proposals for extension and redevelopment of existing buildings and the construction of new buildings will be allowed within the following parameters:

- the developed footprint (buildings and car parking only) shall not exceed 23% of the total site area, unless for an agreed temporary period during the implementation of proposals;
- the heights of buildings shall be appropriate to their surroundings and not exceed the height of any adjacent mature tree canopies unless a greater height can be justified in relation to a proposed iconic or landmark building;
- the landscape is conserved and enhanced;
- general car parking (excluding accessible parking spaces) shall not exceed 1,520 spaces;
- maintenance of an adequate internal cycle and pedestrian network which links to entrance points and bus stops; and
- the level of student housing capacity is retained at no less than 3,586 bed spaces unless the spaces are re-provided on Campus East.

**See also Policy ED1**

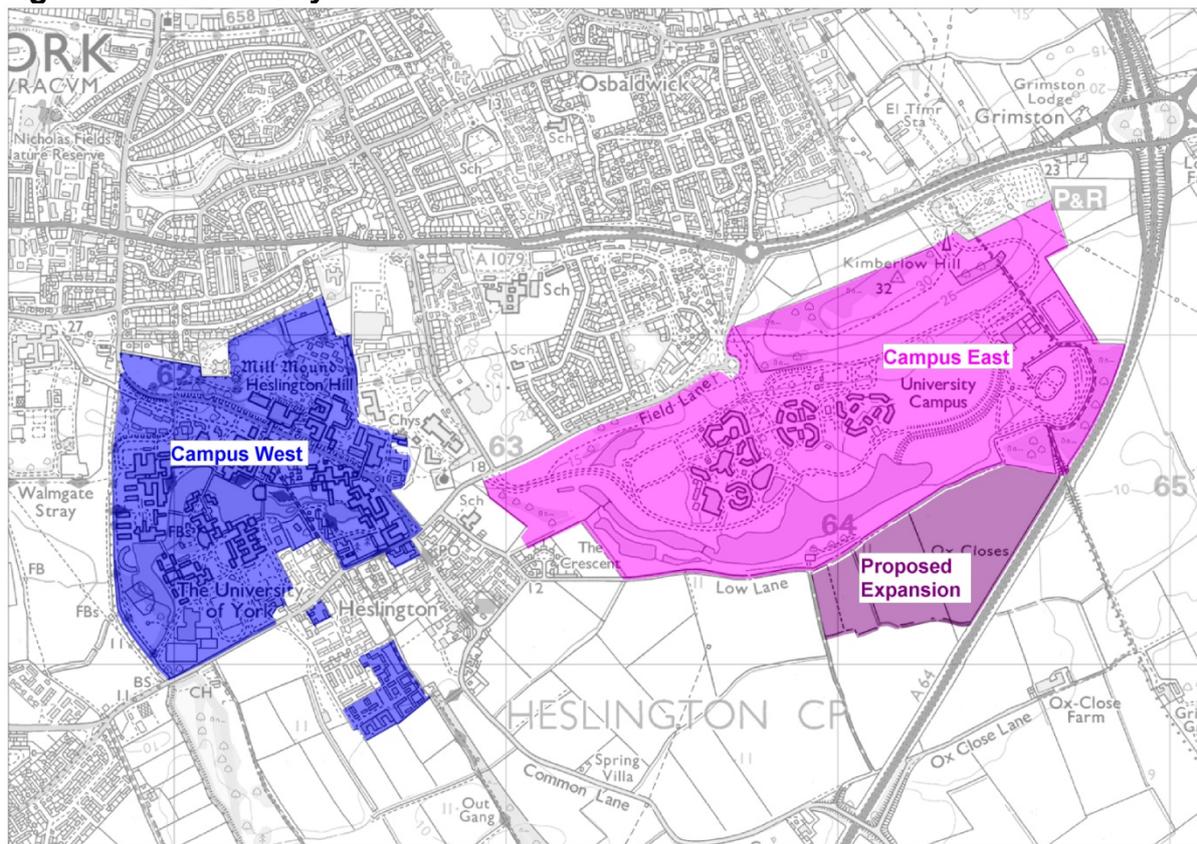
## **Explanation**

7.4 Campus West is shown overleaf at Figure 7.1. To ensure that university buildings on Campus West meet the requirements of a modern higher education institution, the replacement of buildings that are no longer fit for purpose and life expired will be supported. Proposals for extension or redevelopment should be in accordance with the provisions of the emerging University of York Development Brief, the principles of which are set out in Policy ED2 above. For information on the uses permitted at Campus West please see Policy ED1.

7.5 In accordance with the Section 106 legal agreement for Campus East, the level of student housing capacity at Campus West must be retained at least at the level at 2006, at the date of the agreement. This was established at 3,586 bedspaces.

## **Delivery**

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

**Figure 7.1: University of York**

### **Policy ED3: Campus East**

The continuing development of University of York Campus East is supported alongside the expansion site at ST27 (University of York Expansion). Development will be permitted in accordance with the uses outlined in Policy ED1 and the following parameters:

- the developed footprint (buildings, car parking and access roads) shall not exceed 23% of the 65ha area allocated for development;
- total car parking shall not exceed 1,500 spaces subject to reserved matters approval by the Council;
- the maintenance of a parkland setting;
- additional student housing shall be provided to cater for expansion of student numbers which is clearly evidenced in terms of demand. Any additional student housing provision on Campus West (over and above the existing 3,586 bed spaces) shall be taken into account when assessing need; and
- an annual student accommodation survey shall be submitted to the Council.

As shown on the proposals map, 21.5ha of land to the south of the existing Campus East site is allocated for the future expansion of the university during the plan period (ST27: University of York Expansion). Campus East and ST27 will across both sites deliver up to 25ha of B1b knowledge based businesses including research led science park uses identified in the existing planning permission for Campus East.

ST27 must create an appropriately landscaped buffer must be created between development and the A64 in order to mitigate heritage impacts in terms of the historic character and setting of the city and to maintain key views.

A development brief will be prepared for ST27, covering site considerations, including landscaping, design, local amenity, accessibility and transport requirements.

**See also Policy SS22, EC1 and ED1**

### **Explanation**

- 7.6 The University of York Campus East is shown at Figure 7.1. The planning permission as implemented (08/00005/OUT) and the Section 106 legal agreement provide the context for development at the campus and are summarised in the policy above. In accordance with the consent the creation of a parkland setting and its maintenance must be of high visual quality and good design, whilst also enhancing public amenity in terms of access to the countryside and wildlife interest. This includes preservation and where possible enhancement of the views that can be seen from the site.
- 7.7 An annual student accommodation survey must be submitted to the Council. If in any year an annual survey demonstrates that there is unmet student housing demand on the site in excess of 50 bedspaces the university must undertake to bring forward and implement plans to provide additional accommodation on site, in units of 300 bedspaces, within two years of the date of the survey, so long as it is economically prudent to do so.
- 7.8 The University of York retains a high profile in both the UK and in the rest of the world. The university's status is reflected in the high demand for student places at the university and it is currently projected that growth in student numbers will continue over the duration of the plan up to 2032. Without the campus extension, the university will not be able to continue to grow beyond 2023. As one of the leading higher education institutions, the university needs to continue to facilitate growth, within the context of its landscaped setting which gives it a special character and quality, to guarantee its future contribution to the need for higher education and research and to the local, regional and national economies. The 21.5ha of land at ST27 is allocated for university uses to support this growth. Housing for the additional increase in student numbers will be provided in accordance with Policy ED1 'University of York' and Policy H7 'Student Housing'.
- 7.9 The expansion site (ST27), shown at Figure 7.1, plays a critical part in the attractive setting of the city and Heslington village. It has a distinctive landscape quality and provides accessible countryside to walkers and cyclists on the land and public footpaths. The land to the west is particularly important for maintaining the setting of Heslington village and key views. To mitigate any impacts on the historic character and setting of the city the expansion site must create an appropriately landscaped buffer between the site development and the A64. This will be established through the masterplanning of the site.
- 7.10 A development brief for ST27 (also covering updates for development at Campus West and Campus East) will be prepared that will set out detailed considerations

which will meet the aims of the planning consent for the existing Campus East. The existing campus and ST27 will deliver up to 25ha of commercial knowledge based and research led activities appropriate to a university campus. The university development brief will be adopted as a Supplementary Planning Document by the Council.

7.11 ST27 will be accessed from Hull Road via Campus East. In addition, the development should exploit any shared infrastructure opportunities arising from the proximity of the housing allocation at ST15: Land to the west of Elvington Lane to the University of York. For more detailed planning principles for ST27 see Policy SS22: University of York Expansion.

7.12 The campus extension at ST27 will:

- enable the city of York to contribute directly to the delivery of national growth strategies;
- enable key Local Enterprise Partnership priorities to be realised;
- support the York Economic Strategy (2016) and the city's ambitions to be a global competitive city;
- contribute to delivering the local plan vision of supporting the delivery of sustainable economic growth; and
- meet a commercial need and a gap in York's employment land supply to meet the business needs of economic growth sectors.

### **Delivery**

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

### **Policy ED4: York St. John University Lord Mayor's Walk Campus**

The development and redevelopment of York St John University's Lord Mayor's Walk campus will be permitted provided that it is limited to higher education and related uses and its design takes into account the sensitive location of the campus and its setting.

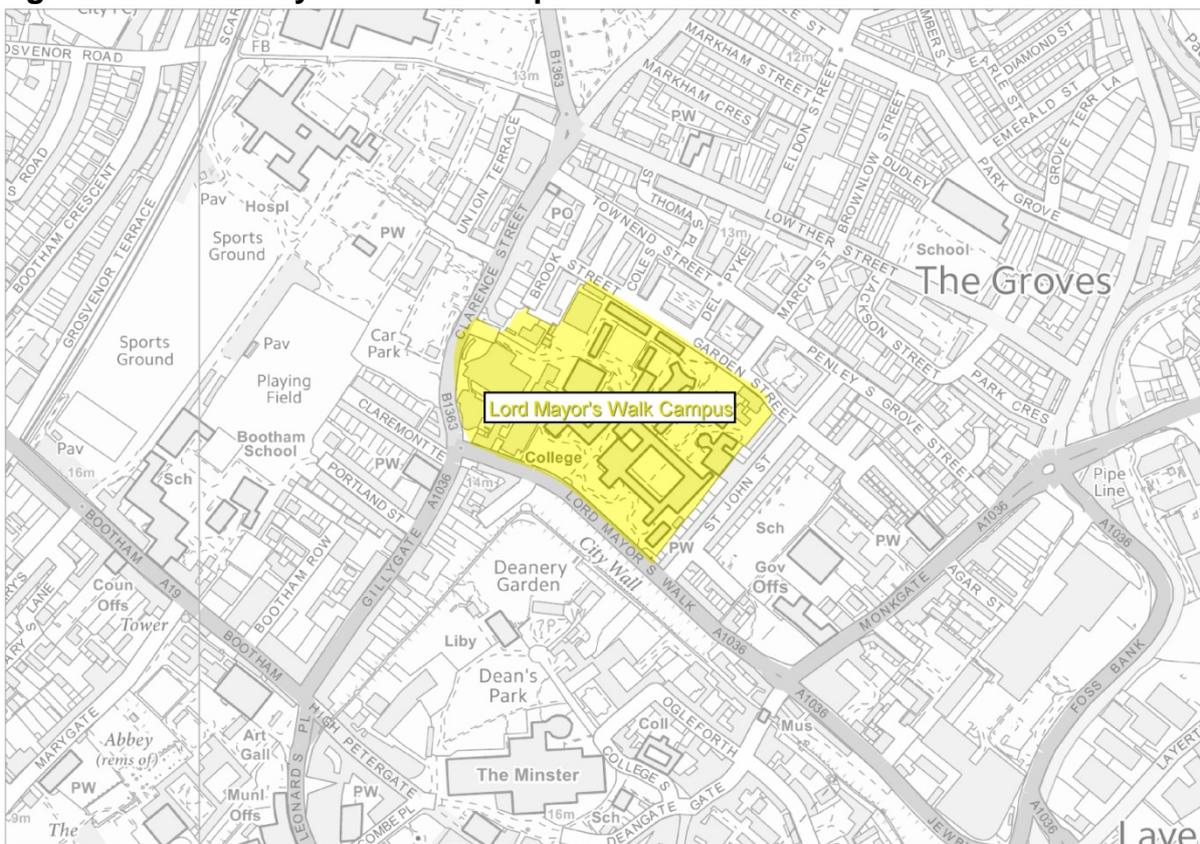
York St. John University must address the need for any additional student housing which arises because of their future expansion of student numbers. In assessing need, consideration will be given to the capacity of independent providers of bespoke student housing in the city and whether it is economically prudent to provide additional student accommodation. To meet any projected shortfall, provision will be expected to be off campus but in locations convenient to the main campus. The reduction of on-campus student provision will be supported subject to adequate provision being made off campus.

**See also Policy H7, ED5, D3, D4, D5, D6 and D10**

## Explanation

7.13 Ongoing renewal and redevelopment of York St. John University existing campus to meet education needs will be supported. This includes providing high quality buildings, providing safe, accessible facilities, enhancing the environmental quality of the estate and ensuring optimal use of the campus. Given the six Grade II listed buildings within the campus and the conservation area context it is important that proposals take account of the sensitive location and its setting. Figure 7.2 below shows the location of the campus. For more information on the plan's approach to development which affects listed buildings and their setting please see Section 8 'Placemaking, Heritage, Design and Culture'. The University is not expected to retain the existing small number of bed spaces on campus subject to adequate provision being made off campus for the accommodation to be decommissioned.

**Figure 7.2: Lord Mayor's Walk Campus**



## Delivery

- Key Delivery Partners: City of York Council, York St. John University and developers.
- Implementation: Planning applications.

## **Policy ED5: York St. John University Further Expansion**

To support the continued success of York St. John University the following sites, as shown on the proposals map, are allocated for the uses below:

### **Sport uses:**

- Land at Northfield, Haxby Road.

### **Student Housing:**

- SH1: Land at Heworth Croft.

**See also Policy H7, ENV2, D2 and D4.**

## **Explanation**

### **Sport Uses**

- 7.14 Northfield is laid out with grass rugby and football pitches, with players using changing facilities at Mille Crux. Northfield is allocated for sports uses in support of the University's development of its multi-million pound centre for sporting excellence via its major construction of buildings and facilities.
- 7.15 The allocation of the site reflects York St. John University's ambitions and supports its major investment in the Sports Park. It will assist in further extension of its strategy for sport that supports the teaching of a range of sports degrees but also for the general fitness and enjoyment of students and community teams who use the site.
- 7.16 Providing they comply with relevant policies in the rest of the plan, appropriate uses of the allocated sites may include:
- outdoor sports facilities, together with associated car and cycle parking and floodlighting;
  - appropriate indoor sports facilities; and
  - other outdoor recreational activity.
- 7.17 Proposals at the allocated sites which include floodlighting must take into account environmental quality issues in accordance with Policy EN2 which safeguards against excessive, inefficient and irresponsibly situated lighting, preserving and restoring 'dark skies' and limiting the impact from light pollution on local amenity, intrinsically dark landscapes, and nature conservation.

### **Student Housing**

- 7.18 There is insufficient capacity at the existing York St. John University campus to accommodate student housing needs. SH1: Land at Heworth Croft is allocated for student housing to support the university in meeting its students' accommodation needs. High quality, purpose built student accommodation that it is designed and managed in a way that attracts students to take it up can free up accommodation suitable for wider general housing needs. Development will be permitted at the allocated site in accordance with Policy H7 'Student Housing' and will also need to

ensure that those elements which contribute to the conservation area are not harmed.

### **Delivery**

- Key Delivery Partners: City of York Council, York St. John University and developers.
- Implementation: Planning applications.

### **Policy ED6: Preschool, Primary and Secondary Education**

The provision of sufficient modern education facilities for the delivery of preschool, primary and secondary school education to meet an identified need and address deficiencies in existing facilities will be facilitated. Subject to detailed viability and deliverability work as part of site master planning, this will include new provision to support strategic housing allocations (as identified in the Spatial Strategy) alongside any future developments of existing educational facilities which reflect the aspirations of local communities.

New or enhanced education facilities will be permitted if they:

- i. are in locations that are accessible by sustainable means of transport from the communities they are intending to serve and not have a significant adverse impact on the amenities of neighbouring property;
- ii. have sufficient and appropriate playing field provision or take opportunities to deliver additional playing fields for existing schools identified as having a deficiency, as part of new developments immediately adjacent to or near the schools; and
- iii. provide community access, through good design and modifications, to their facilities in areas where there are deficiencies of community leisure and sports facilities.

As shown on the proposals map, land at Manor Church of England Academy is allocated as new open space complimenting the existing educational establishment designation.

**See also Policy ED8 and G15.**

### **Explanation**

- 7.19 Providing sufficient and suitably modern accommodation will help to increase educational attainment to equip communities and local people with the right skills for the jobs available, both now and in the future. As such, proposals for additional educational facilities will be welcomed by the Council if requirements are identified following assessment of need, and for academies and maintained schools if their development reflects the aspirations of local communities.
- 7.20 Given the scale and location of future housing development and projected demographic changes in birth rates the local plan must ensure there are sufficient modern preschool, primary and secondary education facilities across the city. This includes teaching and learning, sports and cultural provision. Alongside any new

provision, the Local Plan will also facilitate the development of existing schools to deliver quality, modern education facilities with new or increased community access where possible. This will include exploring deficiencies experienced by existing schools such as inadequate premises/sites. In some cases it may be necessary to identify new sites to accommodate re-provision of existing school places.

- 7.21 This policy requires all new schools to have adequate playing field provision. As identified in the School Playing Fields Assessment Technical Paper (2010) a number of existing schools are already underprovided for, this policy also seeks to ensure that any opportunities to increase or improve playing field provision as a result of a development within the vicinity of schools that have a deficiency are pursued. Playing field provision will be judged against the latest national school playing fields and pitches standards.
- 7.22 Land to the north of Manor Church of England Academy is allocated for new open space to link the site with the existing school premises. This reflects the academy's planning permission for the change of use of the site from agricultural land to sports pitches, allotments, and informal landscaped open space. The part of the site adjacent to the school will be for sports pitches / informal social area and the northern part of the site (adjacent to the railway line) will be for allotments.

### **Delivery**

- Key Delivery Partners: City of York Council, education providers and developers
- Implementation: planning applications and developer contributions

### **Policy ED7: York College and Askham Bryan College**

The continued success of York College and Askham Bryan College is supported, including any further expansion of their teaching, administration, research operations and student accommodation at their existing sites and campuses as shown on the Proposals Map.

**See also Policy ED1, ED2, ED3, ED4, ED5, H7 and GB1**

### **Explanation**

- 7.23 As the largest educational provider for 16 - 19 year olds in the region, offering around 40 A Level subjects, the continued success of York College will be supported by the Council, both as a further education establishment and its role in offering vocational programmes, apprenticeship programmes, higher education courses and adult learning. Anticipated growth at York College and continued delivery of its facilities on one site through expanding built development beyond the existing site will be facilitated. Sufficient land has been identified to facilitate anticipated growth at York College and continued delivery of its facilities at one location.
- 7.24 Askham Bryan College specialises in a wide range of subject areas, across a variety of sectors; offering entry level courses, apprenticeships, diplomas at a range of levels through to BSc degrees with Honours. It lies within the Green Belt. Policy ED7 supports the College in developing its operations, however, at the same time it is important to maintain the land's Green Belt status. In doing so any future

development must not have a greater impact on the openness of the Green Belt than the existing development. For more information on the plan's approach to the Green Belt please see Section 10: Managing Development in the Green Belt.

### **Delivery**

- Key Delivery Partners: City of York Council, education providers and developers
- Implementation: planning applications and developer contributions

### **Policy ED8: Community Access to Sports and Cultural Facilities on Education Sites**

Community use of new/extended education facilities will be expected and should be incorporated into the design in a way that allows for and optimises their potential use.

Through the development process, agreements for wider community access to existing sports and cultural facilities on all education sites will be secured, unless a local sufficiency can be demonstrated.

The loss of existing community access will be resisted unless it can be demonstrated that there is no continuing demand from the community for the facilities or alternative provision in the area of benefit can be made.

**See also Policy CF2**

### **Explanation**

- 7.25 The purpose of Policy ED8 is to secure and promote wider community access for all sections of the community to education facilities to continue to ensure they remain rooted in the communities they are located within. Sports halls are often included as supporting facilities at schools and colleges, it is important that the Council maximises any opportunities to obtain community access to as many facilities as possible, both sporting and cultural. Facilities should be accessible and operated in a way that attracts community users. Past experience has shown that building layouts and services that allow separate access and use of community facilities, including changing rooms, are crucial, from both a security and operational (heating, lighting etc.) point of view.

### **Delivery**

- Key Delivery Partners: City of York Council, education providers and developers
- Implementation: planning applications and developer contributions



This section looks at how history has shaped our city and how we are going to plan development in the future whilst protecting the important historic buildings and landscape.

It looks at issues which are important aspects of the environment such as wildlife sites and openspace and how they can be conserved and enhanced.

The section also looks at the opportunities offered by the city's natural resources whilst protecting current and future residents from environmental impacts.



## **Section 8: Placemaking, Heritage, Design and Culture**

- 8.1 Good place-making is the key driver of this plan. A Local Plan is a spatial planning policy, but spatial planning and the overall planning and making of 'place' are inseparable. Successful placemaking is a creative, practical, and continual process. It is underpinned by a holistic approach to community wellbeing that embraces health, economy, culture, and the environment. It requires leadership combined with clear and widely-owned policy and practice developed in partnership between a local authority and all of its stakeholders. It is typified by strong and ongoing community engagement, as well as professional involvement, in the planning, design and management of new and regenerated places. York is a unique place with special character. History has created one part of this character, and the city's historic built and historic environment is of outstanding quality. The other part of York's specialness is its expression of contemporary culture and its aspiration. Our vision is for a city dedicated to innovation melded seamlessly with its heritage and expressed through a future-oriented culture of creativity, entrepreneurship, and learning.
- 8.2 This integration of past and future, of tradition and innovation has been central to York's economic success in the past and will continue to be so in the future. York's special characteristics are key benchmarks when considering the quality of future development and the contribution it will make to the city's social, economic, environmental and cultural wellbeing. Development proposals should be of high design standards at all scales- from masterplanning to individual building and open space design. To complement this legacy these developments should not attempt to ape the past but instead should simply be based on good design. Good design should be fit for purpose, sustainable, efficient, coherent, flexible, responsive to context, attractive and a clear expression of the requirement of a particular brief. It should seek to add to the city's overall cultural quality as a place, and also enhance its cultural capacity, its ability to create opportunities for cultural creation, expression, learning, sharing, and enjoyment. Good design can be demonstrated through engagement in peer-review design panels and meaningful public engagement and this will be encouraged and supported.
- 8.3 Good placemaking and design and the cultural identity that arises from them starts with a clear understanding of what makes the city and its surrounding villages. There are a number of existing studies that will assist the process of analysing character and significance, and they should always be used to guide development proposals. These include Conservation Area Character Appraisals and Statements, the City of York Streetscape Strategy and Guidance (2014), the 2014 review of the 'York Development and Archaeology Study', the Heritage Topic Paper Update (2014) the City of York Historic Environment Characterisation Project (2014), York New City Beautiful (2010). Further studies may need to be considered as appropriate in the future. Reference should also be made to the background studies referred to in Section 9 'Green Infrastructure' and Section 10 'Approach to Managing Appropriate Development in the Green Belt' and, where relevant, village design statements and neighbourhood plans. A cultural strategy for York is also currently in development.

- 8.4 The Council's Heritage Topic Paper Update (2014) sets out to define characteristics that are of strategic importance to the significance of York and are key considerations for the enhancement and growth of the city. Detailed descriptions of these characteristics can be found in the Heritage Topic Paper. These characteristics are listed (in short) in Table 8.1 below and they provide an underlying shape to the reasoning and structure of this section.
- 8.5 In meeting the policy requirements of this section, applicants will be required to describe the significance of heritage assets likely to be affected by development, including any contribution made by their setting, most likely set out in a supporting Heritage Statement. The extent of such an appraisal should be proportionate to the asset's importance and no more than is sufficient to understand the impact of the proposal on its significance. The Council will also want to understand how the city's culture and cultural capacity will be affected by developments. Applicants in appropriate developments will be required to submit a Cultural Wellbeing Plan.

**Table 8.1 Heritage Topic Paper Summary of Six Principle Characteristics**

<b>Key Characteristic</b>	<b>Comment</b>	<b>Primary Design Policy Link(s)</b>
1. "Strong Urban Form"	<i>The remarkable surviving evidence of 2000 years of urbanism should be preserved and enhanced</i>	D1, D2
2. "Compactness"	<i>The city is walkable and the centre is accessible by cycle and foot with relative ease.</i>	D1, D2
3. "Landmark Monuments"	<i>Buildings of high cultural significance or common value remain highly legible within the everyday fabric of built form.</i>	D3, D5, D10,
4. "Architectural Character"	<i>A rich diversity of age and construction and a wealth of detail</i>	D1, D3, D4, D5, D7, D9, D10, D11, D12, D13
5. "Archaeological Complexity"	<i>Archaeological deposits can be found throughout the City of York area. The urban evolution of the city gives structure to its subsequent development and this process continues to the current day. Remaining archaeological features and deposits are finite and fragile.</i>	D6, D9, D10
6. "Landscape and Setting"	<i>A range of features of natural, historical, and cultural significance contribute to the special qualities of the local landscape.</i>	D2, D7, D8
<i>Footnote: "Future Characteristics" In some cases the growth of the city area will result in the development of new areas with a change in the current use and overall character of a place, creating opportunities for new quality and characteristics of York to emerge. National and international best design practice, as well as the Heritage Topic Paper, should guide these.</i>		D1, D3

## **Policy D1: Placemaking**

Development proposals will be supported where they improve poor existing urban and natural environments, enhance York's special qualities and better reveal the significances of the historic environment. Development proposals that fail to take account of York's special qualities, fail to make a positive design contribution to the city, or cause damage to the character and quality of an area will be refused.

Development proposals should adhere to the following detailed design points:

### **i. Urban Structure and Grain**

- enhance, respect and complement the historic arrangement of street blocks, plots and buildings, where possible restoring old patterns of urban grain where these have been damaged or obscured.
- enhance and complement the character and appearance of landscape, city parks, landforms, open space, planting and boundary treatment.

### **ii. Density and Massing**

- demonstrate that the resultant density of a development proposal will be appropriate for its proposed use and neighbouring context.
- demonstrate that the combined effect of development does not dominate other buildings and spaces, paying particular attention to adjacent buildings or parks of architectural or historic significance.

### **iii. Streets and Spaces**

- promote ease of public pedestrian and cyclist movement and establish natural patterns of connectivity with the fabric of the city. Spaces and routes must be attractive, safe, and uncluttered and clearly prioritise pedestrians and cyclists over vehicles.
- promote legibility through development by providing recognisable routes, hierarchy of routes, intersections, incidental spaces and landmarks.
- are designed to improve the quality of the public realm and the wider environment for all.
- provide a pattern of continuity and enclosure, dependant on circumstances, to reflect the need for different types of space for different types of activity including clearly defining private from public space, and mediate between the two.
- designed to reduce crime and the fear of crime and promote public safety throughout the day and night.

### **iv. Building Heights and Views**

- respect York's skyline by ensuring that development does not challenge the visual dominance of the Minster or the city centre roofscape.
- respect and enhance views of landmark buildings and important vistas.

### **v. Character and Design Standards**

- ensure proposals are not a pale imitation of past architectural styles.
- ensure appropriate building materials are used.
- meet the highest standards of accessibility and inclusion.

- demonstrate the use of best practice in contemporary urban design and place making.
- integrate car parking and servicing within the design of development so as not to dominate the street scene.
- create active frontages to public streets, spaces and waterways.
- create buildings and spaces that are fit for purpose but are also adaptable to respond to change.
- create places that feel true to their intended purpose.
- maximise sustainability potential.

**See also Policy CC2**

## **E x p l a n a t i o n**

### **Urban Structure and Grain**

- 8.6 Where development is proposed outside of a clearly defined pre existing urban context a less obvious but equally important context still exists: existing landscape features such as topology or field boundaries can provide a framework for the grain and urban structure of new development plots- often a process of intensification of existing patterns of movement and connectivity. The study of adjacent settlements and/or patterns of habitation in the area should be undertaken. This is particularly important as the scale of new development increases and completely new ‘places’ are created. For these, national best practice for contemporary placemaking for new settlements or urban extensions must be considered.

### **Density and Massing**

- 8.7 It is important to communicate the suitability of density proposals in a way that is most easily understood. This can often be difficult for large developments where flexibility is sought at a masterplanning stage. Applications will be encouraged that communicate this through graphical representation (in addition to standard accepted numerical methodologies) through potential plots studies and precedent images. Overall, density should not be applied in an overly uniform way- it should comprise a variety of spatial types. The intensity of development should generally follow the existing pattern of density, but within it should be open amenity spaces. (In particular, conversions into flats or houses should provide satisfactory levels of amenity for future occupiers). Conversely higher density spots to aid wayfinding and the readability of spaces might be desirable. This should be interpreted together with Building Height and Views section below. Whilst zoning is a useful illustrative concept, density should not be overly use-zoned and should demonstrate a suitable mix of uses, albeit that there is likely to be a predominant use for each different area.

### **Streets and Spaces**

- 8.8 Development proposals that provide opportunities to promote the enhancement of, or creation of, public space will be supported. Reference should be made to the council’s policies on public streets and spaces particularly ensuring that development proposals support the principles set out in the City of York Streetscape Strategy and Guidance (2014). The use and enjoyment of streets and spaces are affected by how empowered people feel to engage in these spaces, through cultural, every leisure and economic activity. Private spaces should feel completely private places they can relax in. Public spaces should feel like genuine public spaces that are welcoming and belong to everyone. Semi private space, especially in housing developments,

needs extreme care in design so immediate neighbours can have a sense of their collective ownership and even stewardship. Consideration should be given to Secured by Design principles whilst balancing the need of urban design principles such as attractive connected streets and spaces.

### **Building Height and Views**

- 8.9 Development should demonstrate a detailed evidence based understanding of landscape setting including key views so that development proposals respond positively to local building height and massing character and landscape context. Designs should also integrate roof-top plant into the overall building design avoiding visually detracting roof top plant. Reference should be made to the city's key views as defined in the York Central Historic Core Conservation Area Appraisal (2011) key views analysis. Opportunities for creating or revealing new public views should also be considered. For new landmarks and buildings that stand higher than the surrounding townscape to be considered acceptable they will normally be expected to have a particular high cultural significance or common value. In addition, the taller and more prominent a building, the higher will be the council's expectations over its quality.

### **Character**

- 8.10 A proposal should demonstrate an understanding of rhythm and/or balance of compositional design. Suitable building materials should be carefully chosen for their texture, colour, pattern, source and durability, and durable construction techniques and elements of detailing should be chosen. For larger scale developments, where development is at a high level masterplan stage, there should be a clear vision of the type of place it aspires to become in sufficient detail to guide the direction of future plot build out proposals use of a design code setting out parameters may be required whilst providing enough flexibility for uncertain future conditions. The way a building will be used should be considered so as to locate commercial servicing in less sensitive places within a development and to prevent parked cars from dominating the street scene. This needs to be balanced to prevent unrealistic expectations leading to abuse, and the development should physically prevent unplanned undesirable use through subtle good design measures. Buildings should also be adaptable so as to facilitate retention. Large scale developments should not inherently prevent their adaptability - the creation of development blocks and open streets are proven durable formats and will be supported.

### **Design Standards**

- 8.11 As part of its commitment to good place-making, the Council is committed to and expects design excellence. There are many UK guides to best practice. The publication of these guides will be ongoing over the course of the Local Plan period. However, they are often still relevant several years after publication and only superseded where directly stated by future publications. Design proposals should be based on best practice and where this can be demonstrated it will support the desirability of the proposal. Current examples are Lifetime Neighbourhoods (DCLG); Building for Life Principles (Design Council); Urban Design Compendium (English Partnerships and The Housing Corporation); By Design (DETR & CABE); Conservation Principles Policies and Guidance (English Heritage) to name a few. On culture and the arts, the Town and Country Planning Association's 'Practical Guide 6

'I'd love to live there?' Planning for culture and the arts', aimed at new communities but broadly applicable, may be useful.

## **Delivery**

- Key Delivery Partners: City of York Council; developers and English Heritage.
- Implementation: Planning applications; and adopted/ publishes council guidance such as Conservation Area Appraisals

## **Policy D2: Landscape and Setting**

Development proposals will be encouraged and supported where they:

- i. demonstrate understanding through desk and field based evidence of the local and wider landscape character and landscape quality relative to the locality, and the value of its contribution to the setting and context of the city and surrounding villages, including natural and historic features and influences such as topography, vegetation, drainage patterns and historic land use;
- ii. conserve and enhance landscape quality and character, and the public's experience of it and make a positive contribution to York's special qualities;
- iii. demonstrate a comprehensive understanding of the interrelationship between good landscape design, bio-diversity enhancement and water sensitive design;
- iv. create opportunities to enhance the public use and enjoyment of existing and proposed streets and open spaces;
- v. recognise the significance of landscape features such as mature trees, hedges, and historic boundaries and York's other important character elements, and retain them in a respectful context where they can be suitably managed and sustained;
- vi. take full account of issues and recommendations in the most up to date York Landscape Character Appraisal;
- vii. include sustainable, practical, and high quality soft and hard landscape details and planting proposals that are clearly evidence based and make a positive contribution to the character of streets, spaces and other landscapes;
- viii. create a comfortable association between the built and natural environment and attain an appropriate relationship of scale between building and adjacent open space, garden or street. In this respect consideration will be also be given to function and other factors such as the size of mature trees; and
- ix. avoid an adverse impact on intrinsically dark skies and landscapes, townscapes and/or habitats that are sensitive to light pollution, keeping the visual appearance of light fixtures and finishes to a minimum, and avoiding light spill.

**See also Policy G11, G12 and G13**

### **Explanation**

- 8.12 Landscape and setting is a principal characteristic of York which includes the strays and lngs that penetrate the urban fabric and the village greens and burgage plots that inform a village structure.
- 8.13 Where environmental impact assessments are required, the City of York Council will expect evidence based landscape assessments to follow the latest edition of the Landscape Institute's Guidelines for Landscape and Visual Impact Assessment.

Background studies should also reference the most up to date Landscape Character Appraisal for York and English Heritage's the Setting of Heritage Assets (2011) as well as conservation area appraisals, village design statements and neighbourhood plans where they exist.

- 8.14 The European Landscape Convention (ELC) created by the Council of Europe and signed by the UK government in 2006, applies to all landscapes, towns and villages and open countryside, including ordinary landscapes and even downgraded landscapes, as well as those that are afforded protection. The ELC defines landscape as "an area, as perceived by people, whose character is the result of the action and interaction of natural and / or human factors" (Council of Europe 2000). It highlights the importance of protecting, managing, planning and creating landscapes; and encourages a wider understanding and appreciation of landscapes, improved knowledge and care, as well as a sense of inspiration, well-being and connection between people and place. Every landscape has value.
- 8.15 The term 'landscape' includes both the built and open landscapes of the urban, suburban, and rural environment, streetscapes, and roofscapes. Landscape character is formed by a number of factors, such as topography, vegetation, land use, drainage, materials and buildings. It is important that a thorough understanding of the existing landscape features, character and quality is attained at a very early stage in order to appropriately inform the design process.
- 8.16 Trees are a recognised heritage asset. They can individually or as a group, constitute a significant landscape element, e.g. a specimen tree in a square, or an avenue of trees; and they can contribute to the setting of conservation areas and/or listed buildings. Trees also form an important element of the authority's green infrastructure and are covered in Section 9 'Green Infrastructure'.
- 8.17 Elements such as street layout, architecture, materials, gardens, forecourts, verges, incidental spaces, village greens, boundary treatments, trees and other vegetation, lighting and street furniture can considerably influence landscape quality. Detailed landscape schemes will be required as part of development proposals since these are significant factors in the aesthetic and functional quality and success of a development, it's assimilation into the landscape context and its contribution to the character and perceived quality of the greater area.
- 8.18 Landscape and setting and landscape design are often interlinked with influences such as drainage and ecology not covered in this section, therefore reference should also be made to other related sections in the plan, in particular Section 9: Green Infrastructure.

### **Delivery**

- Key Delivery Partners: City of York Council; developers and Historic England.
- Implementation: Planning applications; and Landscape Character Appraisals

## **Policy D3: Cultural Provision**

Cultural wellbeing is identified as one of the twelve core planning principles underpinning both plan-making and decision-making in the National Planning Policy Framework. Development proposals will be supported where they are designed to sustain, enhance, and add value to the special qualities and significance of York's cultural character, assets, capacity, activities, and opportunities for access.

- i. Development proposals will be supported where they:
  - enable and promote the delivery of new cultural facilities and/or activities and services such as permanent and temporary public arts;
  - provide facilities, opportunities, and/or resources for cultural programmes and activities, during an/or after the development period;
  - do not cause the loss of cultural facilities, activities, or services; and
  - do not cause the loss of venues or spaces, including in the public realm, that deliver cultural opportunities, activities, or services.
- ii. Development proposals for all strategic sites will need to demonstrate that future cultural provision has been considered. This assessment should be included in a Cultural Wellbeing Plan, describing how the four criteria of above in (i) are satisfied.

**See also Policy D1 and CF1**

- 8.19 Culture can and does contribute positively to York's local character by responding to the underlying structure, distinctive patterns and forms of development and local culture. Development should deliver a multi-functional public realm comprising streets and spaces that can accommodate a range of appropriate arts and cultural uses and activities both now and in the future, providing animation, vitality and inclusion. Major development schemes and significant schemes at whatever scale should also enable the delivery of permanent and temporary public arts, promoting a multi-disciplinary approach to commissioning artists in the design process itself as part of design and masterplanning teams. Facilities and resources, including funding, for arts and cultural activity both within and beyond the development period itself (for example via a legacy trust), will also be supported.
- 8.20 Arts and Cultural facilities add value and support to community participation, wellbeing and development. The City of York's residents demonstrate pride in their cultural diversity. The City of York is keen to protect these capacities to engender community cohesion and civic pride. As part of good place-making, cultural quality, assets, and opportunities can also add to the attractiveness and value of development schemes.
- 8.21 When a new arts and cultural facility or programme is required, it should be accessible for local residents as well as visitors, and be a place where cultural diversity can be explored and enjoyed. Furthermore, to build on existing opportunities, proposed developments which have a significant impact, at whatever scale and those directly related to the cultural industries, will be required to

contribute towards enhancing public realm through the promotion of the public arts, cultural diversity and provision of additional facilities and activities where appropriate.

- 8.22 In the defining, promoting and facilitating of cultural wellbeing, the Council will seek to work in partnership with developers, stakeholders, and the arts and cultural sector to sustain and enhance York's cultural capacity and character. The Council will produce an SPD outlining the requirements of the Cultural Wellbeing Plan.

### **Delivery**

- Key Delivery Partners: City of York Council, Developers, infrastructure delivery partners; Make it York, the Guild of Media Arts and community groups.
- Implementation: Planning applications.

## **Policy D4: Conservation Areas**

Development proposals within or affecting the setting of a conservation area will be supported where they:

- i. are designed to preserve or enhance the special character and appearance of the conservation area and would enhance or better reveal its significance;
- ii. respect important views; and
- iii. are accompanied by an appropriate evidence based assessment of the conservation area's special qualities, proportionate to the size and impact of the development and sufficient to ensure that impacts of the proposals are clearly understood.

Outline planning applications for development within or affecting the setting of conservation areas will only be supported if full design details are included, sufficient to show the likely impact of the proposals upon the significance of the Conservation Area.

Changes of use will be supported when it has been demonstrated that the primary uses of the building can no longer be sustained, where the proposed new use would not significantly harm the special qualities and significance of the conservation area.

Harm to buildings, open spaces, trees, views or other elements which make a positive contribution to a Conservation Area will be permitted only where this is outweighed by the public benefits of the proposal. Substantial harm or total loss to the significance of a Conservation Area will be permitted only where it can be demonstrated that the proposal would bring substantial public benefits.

### **Explanation**

- 8.23 Conservation areas are defined as 'areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance' in the Planning (Listed Buildings and Conservation Areas) Act 1990. This Act affords them statutory protection. They are designated by the Local Authority, normally with public support, in recognition of their special value in the local context. A list of conservation areas, along with their boundary maps, character appraisals or statements, is available via [www.york.gov.uk](http://www.york.gov.uk).

- 8.24 The ‘special interest’ (special qualities and significance) that justifies conservation area designation is set out in designation statements prepared by the City of York Council. More detailed character appraisals have been prepared for some conservation areas. The Local Authority will prioritise the preparation of conservation area appraisals guided by the following criteria:
- When major development sites affect conservation areas, the Council will expect development proposals to be preceded by the preparation of conservation area appraisals. Appraisals should be commissioned by the applicant in consultation with the Local Authority and carried out by appropriately qualified individuals or organisations following English Heritage guidelines.
  - Land-holders with conservation areas within their estates will be encouraged to commission appraisals to better inform management of the estate and to enable future developments to reinforce its special qualities.
  - Appraisals should be prepared when neighbourhood plans are being developed which affect conservation areas.
- 8.25 Whilst it is the quality and interest of an area as a whole which is recognised through designation, it is often the cumulative impacts of small changes over time which erode the special qualities and significance of a place. Where necessary, and with public support, Article 4 Directions will be introduced to help to control potentially damaging alterations.
- 8.26 The character of a conservation area is not only formed by buildings and spaces, but also by the land uses - the resultant activities, their characteristic patterns and forms and the ambience they create. It is important that proposed changes of use identify opportunities for enhancement as well as ensuring the special qualities and significance of place are not harmed. Conversion schemes should respect the scale, proportion, material and detail of original character.
- 8.27 Permission for the demolition of structures and buildings which make a positive contribution to the conservation area will be exceptional and where permitted, will not take place until a contract for implementing redevelopment and/or restoration of the site has been agreed and planning permission for those works has been obtained.

### **Delivery**

- Key Delivery Partners: City of York Council, parish councils, major land owners and developers. .
- Implementation: Planning applications; and Conservation Area Appraisals

### **Policy D5: Listed Buildings**

Proposals affecting a Listed Building or its setting will be supported where they:

- i. preserve, enhance or better reveal those elements which contribute to the significance of the building or its setting. The more important the building, the greater the weight that will be given to its conservation; and
- ii. help secure a sustainable future for a building at risk;

- iii. are accompanied by an appropriate, evidence based heritage statement, assessing the significance of the building.

Changes of use will be supported where it has been demonstrated that the original use of the building is no longer viable and where the proposed new use would not harm its significance.

Harm to an element which contributes to the significance of a Listed Building or its setting will be permitted only where this is outweighed by the public benefits of the proposal. Substantial harm or total loss of a Listed Building will be permitted only where it can be demonstrated that the proposal would bring substantial public benefits.

### **Explanation**

- 8.28 Listed buildings are irreplaceable heritage assets which are recognised as being of special architectural or historic interest in the national context. They are identified on the National Heritage List for England held currently by the Department for Culture, Media and Sport. Buildings on the list enjoy statutory protection through the Planning (Listed Buildings and Conservation Areas) Act 1990. Protection extends to the whole building, inside and outside, its curtilage and certain structures within its domain. The majority of works to listed buildings require listed building consent (in addition to any other consent required through planning legislation), including fittings, attachments and any decorative schemes of special significance.
- 8.29 Applications should be supported by a heritage statement which includes a statement of significance proportionate to the scale and nature of the proposed works, covering the following:
- analysis of the significance of the building relevant to the areas of proposed change. This should convey an understanding of the heritage value. It should be noted that the official list description is not a statement of significance (refer to Historic England’s Conservation Principles Policies and Guidance (2008) for further information);
  - an assessment of the impact of development proposals on the special interest (significance and values) of the building;
  - an explanation of why the proposed works are desirable or necessary; and
  - where proposals appear to cause harm to significant aspects of the building, why less harmful ways of achieving desired outcomes have been discounted or are undeliverable. The greater the harm the stronger the justification should be.
- 8.30 Minor repairs to listed buildings do not require consent, if they are carried out to a high standard of workmanship using materials and techniques that match the original. Repairs that would depart from this approach will usually require consent.

### **Delivery**

- Key Delivery Partners: City of York Council, building owners and tenants and preservation trusts.
- Implementation: listed building consent planning applications;-heritage statements conservation management plans.

## **Policy D6: Archaeology**

Development proposals that affect archaeological features and deposits will be supported where:

- i. they are accompanied by an evidence based heritage statement that describes the significance of the archaeological deposits affected and that includes a desk based assessment and, where necessary, reports on intrusive and non-intrusive surveys of the application site and its setting; including characterisation of waterlogged organic deposits, if present;
- ii. they will not result in harm to the significances of the site or its setting;
- iii. they are designed to enhance or better reveal the significances of an archaeological site or will help secure a sustainable future for an archaeological site at risk; and
- iv. harm to archaeological deposits is unavoidable, detailed mitigation measures have been agreed with City of York Council that include, where appropriate, provision for deposit monitoring, investigation, recording, analysis, publication, archive deposition and community involvement.

### **Explanation**

- 8.31 The deep, wet, anoxic sub-surface archaeological features and deposits within the historic core of the City of York are designated as an Area of Archaeological Importance under the Ancient Monuments and Archaeological Areas Act 1979 and are of international importance and significance. The vast majority of these archaeological deposits are of equivalent significance to scheduled ancient monuments. Within the historic core, substantial harm is defined as greater than 5% disturbance to buried archaeological deposits through foundation design and infrastructure development as described in the York Development and Archaeology Study (1990). Within the historic core, substantial harm to nationally-important remains will be permitted only where it meets this target and where it can be demonstrated that the proposal would bring substantial public benefits. This policy approach has been adopted to ensure both the continued economic vitality of the city centre and the preservation in-situ of these highly significant deposits. In all other parts of the City of York, substantial harm to or loss of designated or undesignated features or deposits of national importance will be permitted only where this is outweighed by the public benefits of the proposal.
- 8.32 The important and complex picture of the development of human settlement and exploitation in the City of York area is constantly being amended and elaborated as a result of archaeological investigations and research. Understanding this picture and the significance of these assets, both designated and undesignated, are fundamental to their conservation, enhancement and management. Development proposals will always need to be accompanied by a heritage statement that is proportionate to the size and impact of development proposals and the nature of archaeological evidence. In all circumstances the City of York Historic Environment Record (HER) must be consulted and advice and guidance sought from the council's historic environment specialists. The significance and value of archaeological remains must always be appropriately assessed as part of a statement of significance drawn up with reference to Historic England's Conservation Principles, Policies and Guidance (2008), which the Council considers to be appropriate guidance on this matter. The

heritage statement may also need to be accompanied by the results of more detailed analysis involving building assessment, deposit monitoring, including characterisation of waterlogged deposits and their hydrological setting, below ground evaluation and documentary research. The Council will expect the heritage statement to examine the potential impacts of development proposals on significance and value using appropriate evidence and analysis. Where harm to archaeological features and deposits is unavoidable, development proposals will be expected to provide detail on appropriate mitigation measures agreed with City of York Council. Where development sites contain deep, wet, archaeological deposits, these mitigation measures may include provision for installation of and data recovery from deposit monitoring devices. Where mitigation measures include physical excavation of deposits, provision must include adequate resources for excavation, analysis, publication, and archive deposition with the Yorkshire Museum. Development proposals will also be expected to demonstrate the public benefits including community engagement, and lasting educational value through research, publication and display. However, the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted.

- 8.33 Copies of all heritage statements and reports on archaeological interventions, whether pre- or post determination of an application, must be deposited with the City of York HER. Physical interventions into heritage assets through standing building assessment or below ground archaeological investigations should be led by appropriately qualified individuals and organizations preferably accredited by nationally recognised professional institutes or organizations.
- 8.34 On some sites, discoveries made during archaeological evaluations or excavations may create opportunities for the permanent display of features, structures and finds. Such displays can deliver significant public benefit and add value to the finished development. Where such circumstances arise, City of York Council will encourage developers to incorporate features, structures, finds and displays into the finished development.

### **Delivery**

- Key Delivery Partners: City of York Council; developers and Historic England
- Implementation: Planning applications; and heritage statements

### **Policy D7: The Significance of Non-Designated Heritage Assets**

Development proposals will be encouraged and supported where they are designed to sustain and enhance, the significance of York's historic environment, including non-designated heritage assets.

The significance of non-designated heritage assets and their settings should be assessed in development proposals against the following criteria, namely the:

- special architectural or vernacular interest; and/or
- townscape and landscape significance; and/or
- historic interest; and/or

- artistic significance; and/or
- archaeological significance; and/or
- age and rarity; and/or
- community significance.

Development which would remove, harm or undermine the significance of such assets, or their contribution to the character of a place, will only be permitted where the benefits of the development outweigh the harm having regard to the scale of the harm and significance of the heritage asset.

Prior to the demolition, alteration, extension or restoration of heritage assets (both designated and on-designated) appropriate building recording relevant to the asset's significance and the scope of works will be undertaken.

### **Explanation**

- 8.35 The National Planning Policy Framework (2012) encourages Local Authorities to consider the significance of all heritage assets. The concept of describing and appraising the significance of listed buildings, conservation areas and other 'designated assets' is longstanding in legislation and guidance, and is to be protected through the application of other policies in this section. This policy however provides clear local criteria to help guide development decisions, enabling applicants and decision makers to better understand what is meant by 'significance' in relation to local non-designated heritage assets and their settings. Any development proposals that relate to non-designated heritage assets and their settings must be accompanied by an assessment of their significance in line with the criteria in Policy D7.
- 8.36 Where a development will comprise works to a designated or non-designated heritage asset then building recording will be required. Building recording may comprise detailed archaeological survey or a photographic record, depending upon the significance of the heritage asset and the nature of the works proposed. The survey must be undertaken by a suitably experienced professional in accordance with a Written Scheme of Investigation approved by the Local Planning Authority and to the relevant Historic England and Chartered Institute for Archaeologists Standard and Guidance. The results of the building recording will be deposited with the City of York Historic Environment Record. Significant findings will also be formally published in order to make the information publicly accessible and to advance understanding.
- 8.37 City of York Council has been working alongside a local community group (York Open Planning Forum) to establish a set of criteria to appraise and help establish a Local Heritage List for York. Local Heritage Assets contribute to York's special character, significance and sense of place, as defined in the Council's Heritage Topic Paper Update (2014).
- 8.38 The policy will be supported by a Local Heritage List Supplementary Planning Document, its aims and objectives are to:
- recognise the importance of York's locally important buildings, monuments, sites, places, areas and landscapes to York's special character and significance;

- add to the local community's knowledge and enjoyment of their historic environment;
- promote the conservation, repair and enhancement of local heritage assets;
- encourage owners, and the wider community, to take pride in the care and conservation of local heritage assets, for the benefit of present and future generations; and
- promote good design for development affecting local heritage assets that is appropriate to their special character and local significance.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; and community groups,
- Implementation: Local Heritage List for York Supplementary Planning Document

### **Policy D8: Historic Parks and Gardens**

Development proposals affecting a registered historic park and garden or their wider setting will be supported where they:

- i. do not harm the layout, design, character, appearance or setting of the park or garden, key views into or out from the park;
- ii. are sensitive to the original design intention and subsequent layers of design and the functional evolution of the park or garden and do not prejudice any future restoration.
- iii. would enhance or better reveal the significance of the Historic Park and garden or would help to secure a sustainable future for a feature within it.

Harm to an element which contributed to the significance of a Registered Historic Park and Garden will be permitted only where this is outweighed by the public benefits of the proposal. Substantial harm or total loss to the significance of a Registered Historic Park and Garden will be permitted only where it can be demonstrated that the proposal would bring substantial public benefits.

**See also Policy GI and GI2**

### **Explanation**

- 8.39 The City of York contains four sites on Historic England's register of historic parks and gardens. These are Museum Gardens (Grade II), Rowntree Park (Grade II), York Cemetery (Grade II\*). The grounds of Moreby Hall are also included in the register, a small portion of which lies within the City of York, but the vast majority of it lies within Selby District.
- 8.40 Historic England must be consulted on development proposals that affect a Grade I or II\* listed park or garden. The Garden History Society should be given the opportunity to advice on development proposals that affect a registered park or garden of any grade.
- 8.41 Applications should be supported by a heritage statement which includes a statement of significance proportionate to the scale and nature of the proposed works, covering:

- analysis of the significance of the park or garden relevant to the areas of proposed change. This should convey an understanding of the heritage value. It should be noted that the official list description is not a statement of significance;
- an assessment of the impact of development proposals on the special interest (significance and values) of the park or garden;
- an explanation of why the proposed works are desirable or necessary; and
- where proposals appear to cause harm to significant aspects of the park or garden, why less harmful ways of achieving desired outcomes have been discounted or are undeliverable. The greater the harm the stronger the justification should be.

8.42 A number of other parks and gardens, both in private and public ownership, are undesignated but are considered to be locally important by way of their particular historic or design interest, and the contribution they make to the landscape quality and character of the area; they are thus considered to be worthy of the same considerations.

### **Delivery**

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

### **Policy D9: City of York Historic Environment Record**

City of York Council will develop, maintain and make available a comprehensive digital Historic Environment Record (HER) for the City of York for use by those preparing development proposals, community groups, academic researchers and students, and the general public.

Development proposals affecting heritage assets will need to be accompanied by an appropriate Heritage Statement – it is expected that the City of York Council HER will have been consulted in preparing this document.

Copies of all heritage statements and reports on archaeological interventions and/or of historic buildings, whether pre- or post-determination, must be deposited with the City of York HER.

### **Explanation**

8.43 The City of York HER is a database of designated and undesignated heritage assets in the City of York. It includes over 6,000 records of archaeological monuments features and deposits, historic buildings, parks and gardens, and finds in York. The HER contains over 1,400 reports ('grey literature') on archaeological interventions and building recording; it includes historic maps, an extensive library of aerial photographs, photographs of buildings, national and local publications, including dissertations, conservation management plans, historic buildings assessments and other sources. It also includes historic landscape characterisation data and an emerging, detailed historic character assessment of the area within the outer ring

road. Elements of the HER are accessible through the Heritage Gateway website and online mapping of City of York Council.

- 8.44 City of York Council is committed to encouraging developers and their agents to become active partners in better revealing the significances of York's historic environment. The HER is an essential element of this process and a first point of contact for anyone wishing to research the heritage of York such as, developers, academics, members of the public and educational establishments.
- 8.45 The Local Planning Authority will expect development proposals that impact on archaeological deposits and other heritage assets to create opportunities for enhancing public and academic appreciation and understanding of York's historic environment by contributing to the development and enhancement of the HER.
- 8.46 In order to ensure the sustainability (including the long-term curation, maintenance and enhancement) of the HER, City of York Council will levy charges on those using and depositing reports and other material with the HER.

### **Delivery**

- Key Delivery Partners: City of York Council; developers, English Heritage; community groups, academic researchers; students; and the general public.
- Implementation: Planning applications; and heritage statements

### **Policy D10: York City Walls and St Marys Abbey Walls (York Walls)**

Projects that set out to conserve and enhance the values and significances of York Walls will be supported.

Development proposals within the areas of York Walls designated as Scheduled Ancient Monuments will be supported where they are for the specific purpose of enhancing physical and intellectual access to York Walls.

Development proposals adjacent to or likely to affect the setting of the City Walls designated as Scheduled Monuments will only be permitted where:

- i. they are accompanied by a Heritage Statement that clearly assesses the impact which the proposals are likely to have upon the elements and principle characteristics which contribute to their significance and the six principle characteristics of the City as identified in the Heritage Topic Paper;
- ii. they are designed to be no higher than the city walls externally and not reduce their dominance;
- iii. they do not cause harm to those elements which contribute to the significance or the setting of York Walls; and
- iv. they are of the highest design quality which, where possible, enhances or better reveals the significance of York Walls.

## **Explanation**

- 8.47 York City Walls and St Marys Abbey Walls are designated scheduled ancient monuments and Grade I listed buildings. The York City Walls Conservation Plan and Access and Interpretation Plan (2005) states that ‘the York city walls are of exceptional significance on account of their long and unique history and their historic and continuing relevance to, and impact on, the culture, society, economy and environment of the City of York and its wider, universal context’. The City of York Local Plan supports this view and extends the same definition to the standing precinct walls of St Mary’s Abbey.
- 8.48 The effective management and use of the walls, bars, banks, ditches and settings can enhance their significance, providing amenity space, green corridors, creative backdrops, quality spaces and generate responsive design interventions. All of these enhancements can be delivered through partnership working, the sharing of expertise and inclusive initiatives across the city. York Walls define and reinforce the compact city centre and greatly contribute to York’s unique sense of place, its role as a tourism centre, and thus underpin the economy and quality of life of the city. Development proposals that actively support the management and enhancement of the York Walls character and significance in partnership with others will be welcomed. Proposals that harm character and significance and setting will be resisted.
- 8.49 Enhancement of York Walls can take a variety of forms: physical interventions, the provision of interpretation facilities, and the expansion of physical and intellectual access. The Local Plan recognises that it will be of great public benefit to promote a participative and inclusive management regime that includes: the public use and management of elements of the York walls such as Fishergate Postern; providing support to the Friends of York Walls group; and involving people in the management of the walls.

## **Delivery**

- Key Delivery Partners: City of York Council; developers and English Heritage.
- Implementation: Planning applications; and heritage statements

## **Policy D11: Extensions and Alterations to Existing Buildings**

It is important to plan positively for the achievement of high quality design for all development proposals. Proposals to extend, alter or add to existing buildings will be supported where the design:

- responds positively to its immediate architectural context and local character and history, in terms of the use of materials and detailing, scale, proportion, landscape design and the space between buildings;
- sustains the significance of a heritage asset and/or its setting and the character and appearance of conservation areas;
- positively contributes to the setting, wider townscape, landscape and views;
- protects the amenity of current and neighbouring occupiers, whether residential or otherwise;

- contributes to the function of the area and is safe and accessible; and
- protects and incorporates trees that are desirable for retention.

### **Explanation**

- 8.50 Development which results from the change, addition to or the conversion of existing buildings can prolong the useful life of a building, helping to meet the changing needs of its occupiers. However, inappropriate alterations or a concentration of change can cause harm to the character of a place or to local residential amenity.
- 8.51 An extension would normally be expected to be subsidiary to the original building. Stylistically, it should not be a confused pale imitation of the original. However it would normally be expected to be in keeping with the original building and its context (see policy points above). If a quite different approach to the architectural language of expression is developed, this could be acceptable only if high design quality can be demonstrated.
- 8.52 In protecting amenity design considerations should allow for practical provision of lighting, bin storage and recycling, access, cycle and vehicular parking in line with the Council's most up to date standards.
- 8.53 The House Extensions and Alterations Supplementary Planning Document (2012) and the Sub-division of Dwellings Supplementary Planning Document (2012) provide further guidance.

### **Delivery**

- Key Delivery Partners: City of York Council.
- Implementation: Planning applications.

## **Policy D12: Shopfronts**

Proposals to alter or replace existing shopfronts, or create new shopfronts will be supported where they:

- i. conserve and enhance the special qualities and significance of the building and area; and
- ii. relate well to their context in terms of design, scale, material and colour.

Proposals that set out to remove, replace or substantially harm shop fronts of high quality design or of historic interest will not be supported.

### **Explanation**

- 8.54 Well designed shopfronts make an important contribution to the character of an area as well as to individual buildings across the city. Within the central historic core conservation area, the survival of historic shopfronts is particularly high, and there are many examples of high quality contemporary design; together they make an important contribution to the special architectural and historic interest of this thriving retail area.

- 8.55 Where existing shopfronts are of indifferent or poor quality design, replacement with shopfronts of high quality design and materials which complement the design and proportions of the host building will be encouraged. The Council is particularly keen to see all its secondary shopping areas enhanced through the use of well designed shopfronts.
- 8.56 Dilapidated shopfronts should be repaired rather than replaced where they make an important contribution to the distinctiveness of the building or area.
- 8.57 Where there is a demonstrable need, well designed canopies will be considered where the shutter box is integrated with the shopfront and the design of the canopy relates well to the design of the building and street.

### **Delivery**

- Key Delivery Partners: City of York Council.
- Implementation: Planning applications and listed building consent planning applications.

### **Policy D13: Advertisements**

Permission will be granted for the display of advertisements where they:

- are of a scale, design, material, finish, position and number that will not cause harm to visual or residential amenity, or to the character of the host building, and will respect the character and appearance of a building or the street scene; and
- positively reflect the interests of amenity and public safety.

In addition, within conservation areas and on buildings identified as heritage assets, illumination will only be supported where the fittings, wiring and level of illumination is designed to preserve or enhance the historic character and appearance of the building, area and the premises trade as part of the evening economy.

**See also Policy D4 and D5**

### **Explanation**

- 8.58 Advertisements play an important role in promoting economic vitality, and where well designed, they can make a positive contribution to the street scene. At the same time a proliferation of signs can be unsightly, distracting and damaging to the appearance of the building, street or area.
- 8.59 Advertisements should be designed and located to avoid conflict with the historic character and appearance of heritage assets including conservation areas or damage to historic fabric. For example, internally illuminated box signs will not be supported on buildings identified as heritage assets or in conservation areas because of their adverse impact on character and significance. In some streets, advertisements sign written directly onto the fascia remain the prevailing form, adding to the historic character of the area. In these locations, other forms of fascia signage will not be supported unless appropriate to the character of the host building. Banners and high level signs will also not be supported. Exceptions may be made for temporary signs advertising special one-off or annual events which promote the

city's economy. Hanging signs, where appropriate, should generally be restricted to one on the each street frontage.

- 8.60 There are streets within the central historic core conservation area, and across the district, where there is little illuminated signage. In these instances, the proliferation of illuminated signs would undermine the historic character and appearance of the area and will not be supported. Exceptions would be made for properties which support York's evening economy.

### **Delivery**

- Key Delivery Partners: City of York Council.
- Implementation: Planning applications.

### **Policy D14: Security Shutters**

Suitably designed internal see-through shutters will be considered where other security measures can be demonstrated to be inadequate and where there is justifiable need.

Proposals for the installation of solid or external see-through shutters in conservation areas or on buildings identified as heritage assets will not be supported other than in the following circumstances:

- i. where they are externally demountable open mesh grilles; and
- ii. where they are of an appropriate scale and the design preserves the character and significance of the shopfront.

### **Explanation**

- 8.61 Solid roller shutters prevent out of hours window shopping, and can result in the appearance of a hostile environment which harms the amenity of the area, in additions to negating the value a shopfront itself makes to the visual interest of the street scene.
- 8.62 In conservation areas or on buildings identified as heritage assets, security should be provided by laminated glass, secondary glazing or internal security film. Where internal see-through shutters are approved, shutter boxes should be positioned so as not to be visible form the outside, and the design of the shutter must sit comfortably with the design of the shopfront.

### **Delivery**

- Key Delivery Partners: City of York Council.
- Implementation: Planning applications.



## Section 9: Green Infrastructure

- 9.1 In planning positively for the creation, protection, enhancement and management of York's networks of green infrastructure it is essential that the Local Plan conserves and enhances York's landscapes, geodiversity, biodiversity and natural environment, recognising the important role of green infrastructure.

### **Policy GI1: Green Infrastructure**

York's landscapes, geodiversity, biodiversity and natural environment will be conserved and enhanced recognising the multifunctional role of green infrastructure in supporting healthy communities, cultural value, a buoyant economy and aiding resilience to climate change. This will be delivered as part of the Council's Green Infrastructure Strategy and subsequently through the following:

- i. the delivery of the aspirations of partner strategy documents and action plans, including the Leeds City Region Green Infrastructure Strategy (2010) any other current regional strategies, any other plans formally approved in the future by the Council as part of the Green Infrastructure Strategy;
- ii. the protection and enhancement of existing recreational open space in York, and through increasing provision in areas where a deficiency has been identified;
- iii. maintaining the integrity of existing green corridors and their role in the green infrastructure network and enhancing and extending it where possible through major new development;
- iv. recognising the role that common land, village greens and other important local green spaces play in protecting and enhancing the historic character of York as well as providing important recreational and nature conservation benefits to the city; and
- v. increasing appropriate access to nature and open spaces to cater for the recreational and well-being needs on an increasing population and mitigating a growing pressure on natural habitats and the wildlife and flora it supports.

Development proposals will be expected to demonstrate that green infrastructure considerations have been taken into account, in line with the criteria above.

**See also Policy GI2, GI3, GI4, GI5, GI6, GB1, CC1 and ENV4**

### **Explanation**

- 9.2 Green infrastructure is the term used for the overarching framework related to all green assets. Traditionally, environmental planning has looked at the functions of these assets in isolation, such as biodiversity, open space provision or public realm design. Whilst we should not devalue the benefits of looking at these issues individually, a green infrastructure approach considers how together these assets form an overall 'system' that is greater than the sum of its parts.
- 9.3 York's approach is to both continue to protect, enhance and extend where possible biodiversity habitats and landscapes; and also to support the multifunctional benefits of green infrastructure. These include opportunities for sport and recreation, creating safe and attractive walking, cycling and equestrian routes; the provision of ecosystem services such as improvements in air and water quality; cultural value;

mitigation and adaptation to climate change, particularly in terms of flood storage in York; an enhanced backdrop and landscape to aid business and attract inward investment and boost the economy; to maintain York as an attractive place to live and promote well-being; and, of course, to maintain and enhance biodiversity. York's network of green spaces could work like a connected park, linking the historic city centre to the city's neighbourhoods and countryside through a series of extended strays for walking and cycling, and making use of rivers. Better green infrastructure and cross-connections through York's neighbourhoods should also be encouraged. The Council will deliver a Green Infrastructure strategy in line with Policy GI1 and adopt this as a Supplementary Planning Document (SPD).

### **Delivery**

- Key Delivery Partners: City of York Council; developers; Natural England; Environment Agency, Historic England, Public Health England and community groups.
- Implementation: Green Infrastructure Strategy; planning applications; and developer contributions

### **Policy GI2: Biodiversity and Access to Nature**

In order to conserve and enhance York's biodiversity, any development should where appropriate:

- i. avoid loss or significant harm to Sites of Importance for Nature Conservation (SINCs), whether directly or indirectly. Where it can be demonstrated that there is a need for the development in that location and the benefit outweighs the loss or harm the impacts must be adequately mitigated against, or compensated for as a last resort;
- ii. ensure the retention, enhancement and appropriate management of features of geological, or biological interest, and further the aims of the current Biodiversity Audit and Local Biodiversity Action Plan;
- iii. take account of the potential need for buffer zones around wildlife and biodiversity sites, to ensure the integrity of the site's interest is retained;
- iv. result in net gain to, and help to improve, biodiversity;
- v. enhance accessibility to York's biodiversity resource where this would not compromise their ecological value, affect sensitive sites or be detrimental to drainage systems;
- vi. maintain and enhance the rivers, banks, floodplains and settings of the Rivers Ouse, Derwent and Foss, and other smaller waterways for their biodiversity, cultural and historic landscapes, as well as recreational activities where this does not have a detrimental impact on the nature conservation value;
- vii. maintain water quality in the River Ouse, River Foss and River Derwent to protect the aquatic environment, the interface between land and river, and continue to provide a viable route for migrating fish. New development within the catchments of these rivers will be permitted only where sufficient capacity is available at the appropriate wastewater treatment works. Where no wastewater disposal capacity exists, development will only be permitted where it can be demonstrated that it will not have an adverse effect on the integrity of the River Derwent, Lower Derwent Valley and Humber Estuary European Sites;

- viii. maintain and enhance the diversity of York's Strays for wildlife; and
- ix. ensure there is no detrimental impact to the environmental sensitivity and significant Lower Derwent Valley and its adjacent functionally connected land which whilst not designated, are ultimately important to the function of this important site.

**See also Policy D1, G11, G13, G14, G15, G16, GB1, CC1 and ENV4**

### **E x p l a n a t i o n**

- 9.4 The policy seeks to conserve and enhance all sites and areas of biodiversity value in York. This supports the national approach of a hierarchy of sites as defined in the National Planning Policy Framework. City of York Biodiversity Audit (2010) and Local Biodiversity Action Plan (2017) identify the special sites and define their specific value and the best approach to retaining and enhancing this value. These documents should be used alongside Policy G12 to determine planning applications that could potentially affect any site of biodiversity value.
- 9.5 Although the protection of individual sites is essential, such sites do not occur in isolation as discrete, self contained habitats, but influence and are influenced by their surroundings. The surrounding area can therefore be as important to the interest of the site as the feature itself, and changes to it could affect the integrity of that interest. In order to fully protect the site or interest, there may be a requirement to establish a suitable buffer area around it. The extent of that buffer could vary depending on the site, the type and value of the habitat present and the proposed change.
- 9.6 Bio-diversity mitigation and enhancement should be provided on site. Only in very exceptional circumstances, where the proposed development clearly outweighs the nature conservation value of the site and the impact on biodiversity is unavoidable, appropriate mitigation or compensation will be required. This should be achieved through planning conditions and obligations. Biodiversity offsets are measurable conservation outcomes resulting from actions designed to compensate for residual adverse impacts arising from a development after mitigation measures have been taken. The goal of biodiversity offsets is to achieve no net loss and preferably a net gain of biodiversity.
- 9.7 River and stream corridors encompass a diverse range of wildlife habitats, which add to the diversity and interest of the city's natural environment. These can easily be damaged by development either on the banks of the river or stream or on adjacent land or through channelling or culverting of the watercourse. New development will be expected to give careful consideration to minimising its potential impact and, where possible, achieving benefits for nature conservation or the landscape. The use of York's watercourses for recreational purposes is also of great value but the balance between this and the nature conservation value needs to be addressed. The impact of waste water arising from new developments on water quality in the catchments of the River Derwent and Ouse must be addressed. This will avoid uncertainty and delays to the delivery of development. Although only the River Derwent is designated as a SAC for migratory species, they must also use the Ouse, downstream, to gain access to the Humber and the sea. As such, water quality in both the River Ouse and River Derwent must be maintained. The extent of the

catchment areas of both rivers is shown at Figure 2 and 3 of the Strategic Flood Risk Assessment (2013).

- 9.8 The Lower Derwent Valley is the section of the River Derwent corridor between the villages of Kexby to the north and Wressle to the south. City of York Council, East Riding of Yorkshire Council, North Yorkshire County Council and Selby District Council share responsibility for different sections of the Lower Derwent Valley. It is an area of environmental significance in terms of its importance for biodiversity and landscape and includes sites that are internationally, nationally and locally important for wildlife, plant and animal species and are protected through the planning system by statutory designations. The four local authorities have worked collaboratively, alongside Natural England and Yorkshire Wildlife Trust to prepare guidance to be used in preparing and determining applications and will be adopted by the Council as an SPD. Applicants of proposals within approximately 1 kilometre of the Lower Derwent Valley are encouraged to seek pre-application advice to help establish the potential impact of a development proposal on the Lower Derwent Valley. This has been identified as the core area within which development proposals could impact on the Lower Derwent Valley, although it is important to recognise that development beyond the 1km also has potential to affect a feature of a statutory designated site and impact on functionally connected land. The emerging SPD seeks to provide more detailed guidance for developers on this, provide a cross-boundary approach to conservation, and identify the enhancements which could be delivered through the planning system to ensure new development protects and enhances the Lower Derwent Valley.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; Natural England; and community groups.
- Implementation: Green Infrastructure Strategy; planning applications; and developer contributions

### **Policy GI3: Green Infrastructure Network**

In order to protect and enhance York's green infrastructure networks any development should where relevant:

- i. maintain and enhance the integrity and management of York's green infrastructure network, including its green corridors and open spaces;
- ii. protect and enhance the amenity, experience and surrounding biodiversity value of existing rights of way, national trails and open access land;
- iii. ensure the protection of the hierarchy and integrity of York's local, district and regional green corridors; and
- iv. create and/or enhance 'stepping stones' and new green corridors that improves links between existing corridors including those in neighbouring authorities, nature conservation sites, recreational routes and other open space.

**See also Policy GI1, GI2, GI4, GI5, GI6, GB1, CC1 and ENV4.**

### **Explanation**

- 9.9 Corridors are a fundamental element of green infrastructure as they form linkages between assets making green infrastructure a network as opposed to a collection of segregated sites. This has the potential to improve the porosity of the urban area to wildlife and provide an attractive access network and environment.
- 9.10 Regional and district corridors will foster connections between York and other towns/villages in the region which adjoin the green corridors. This will provide a common boundary to a designated area which will allow easier access to and from York, enhance existing routes; create stronger theoretical linkages through association; and reinforce linkages through as common duty to, and benefits received from, the protection and enhancement of the green corridor(s) in question.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; Local Nature Partnership and community groups.
- Implementation: Green Infrastructure Strategy; planning applications; and developer contributions.

### **Policy GI4: Trees and Hedgerows**

Development will be supported where it:

- i. recognises the value of the existing tree cover and hedgerows, their biodiversity value, the contribution they can make to the quality of a development, and its assimilation into the landscape context;
- ii. provides protection for overall tree cover as well as for existing trees worthy of retention in the immediate and longer term and with conditions that would sustain the trees in good health in maturity;
- iii. retains trees and hedgerows that make a positive contribution to the character or setting of a conservation area or listed building, the setting of proposed development, are a significant element of a designed landscape, or value to the general public amenity, in terms of visual benefits, shading and screening.
- iv. does not create conflict between existing trees to be retained and new buildings, their uses and occupants, whether the trees or buildings be within or adjacent to the site; and
- v. supplements the city's tree stock with new tree planting where an integrated landscape scheme is required.

**See also Policy GI1, GI2, GI3, GI5, GI6, GB1, CC1 and ENV4**

### **Explanation**

- 9.11 Trees and hedgerows provide a range of far-reaching environmental benefits; they contribute to biodiversity, the well being of humans, the amenity of York's green infrastructure, and landscapes both rural and urban. It is therefore important that hedgerows, trees and overall tree cover are retained where they are of significant landscape, amenity, nature conservation or cultural value.
- 9.12 Trees and hedgerows can constitute a major component of a designed landscape or streetscape, which is of aesthetic, historic or cultural significance. In such instances

it is not only the value of an individual tree or hedge that is to be considered but the value of the overall landscape feature of which it plays a part. Development will be supported where such features, and the existing and future public appreciation of them, are substantially protected or enhanced, with an aim to perpetuate the feature.

- 9.13 In exceptional circumstances, where the benefits of the development substantially outweighs the retention of significant trees within the site and there are absolutely no feasible alternatives, appropriate mitigation and compensatory tree planting will be required within the site boundary.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; and community groups.
- Implementation: Green Infrastructure Strategy; Tree Strategy; planning applications; and developer contributions.

### **Policy GI5: Protection of Open Space and Playing Fields**

Development proposals will not be permitted which would harm the character of, or lead to the loss of, open space of environmental and/or recreational importance unless the open space uses can be satisfactorily replaced in the area of benefit and in terms of quality, quantity and access with an equal or better standard than that which is proposed to be lost.

Where replacement open space is to be provided in an alternative location (within the area of benefit) the replacement site/facility must be fully available for use before the area of open space to be lost can be redeveloped.

Development proposals will be supported which:

- provide allotments and productive land, to encourage local food production, and its benefits to education and healthy living;
- protects playing pitch provision except where a local area of surplus is indicated in the most up to date Playing Pitch Strategy;
- improves the quality of existing pitches and ensure that any new pitches are designed and implemented to a high standard and fully reflect an understanding of the issues affecting community sport; and
- meets the deficit of pitches in geographically appropriate and accessible way. This could be rectified through re-designation of any current surplus facilities in the area of benefit.

**See also Policy GI1, GI2, GI3, GI4, GI6, GB1, CC1 and ENV4**

### **Explanation**

- 9.14 Open spaces, regardless of ownership, make a significant contribution to the character of York. These areas are also valuable in terms of supporting health and well-being, flood risk mitigation and helping to mitigate against climate change. It is therefore essential that these spaces are protected while allowing improvements to their recreational capacity and/or environmental value.

- 9.15 Open spaces protected under this policy include areas that are designated as open space on the proposals map. The Local Plan Evidence Base Study: Open Space and Green Infrastructure (2014) and Update (2017) (or the most up to date study) includes an assessment of sites identified on the proposals map. It also identifies those wards with deficiencies in open space provision.
- 9.16 There is a presumption against the loss of open space of environmental or recreational importance. However, there may be circumstances where development proposals can enhance the character, use and visual amenity of open space, and provide ancillary recreational facilities or materially improve the recreational or biodiversity value of the site. Such proposals will be determined on a case-by-case basis on their merits and how they conform to sustainable development. Only proposals that respect the character of these areas and improve amenity, enhance biodiversity, improve sports facilities and/or increase public access will be supported.
- 9.17 Loss and replacement sites/facilities should not increase any identified deficiencies in open space in the area of benefit where the original site is located and consideration should be demonstrated as part of the planning process. Consideration should also be given to how they link with the wider ecological network and enhance biodiversity. As part of any planning application involving the loss or replacement of an outdoor sports site/facility, the results of any relevant planning tools provided by the relevant statutory organisation for sport or national sports association should be provided to support the planning proposal.
- 9.18 In addition, the Active York Playing Pitch Strategy (2014) or any future updates of the study should be used to assess and guide the need for new provision and improvement of pitches across York. It should be noted that the under utilisation of playing pitches should not be considered as an opportunity to dispose of sites without first considering the potential value of such sites for pitch rotation, alternative sport and recreation uses, or most importantly the reasons for under use and whether these can be addressed. For example, the Strategy identifies a surplus of senior football pitches and it concludes that these could be re-designated as junior pitches, where a deficiency has been identified.

### **Delivery**

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

### **Policy GI6: New Open Space Provision**

All residential development proposals should contribute to the provision of open space for recreation and amenity. The successful integration of open space into a proposed development should be considered early in the design process. The precise type of on-site provision required will depend on the size and location of the proposal and the existing open space provision in the area. Where there are deficiencies in certain types of open space provision in the area surrounding a proposed development, the Council will seek variations in the component elements to be provided by the developer in order to help to overcome them. Requirements

will be calculated using the Council's up to date open space assessment and will be in line with the Council's Green Infrastructure Strategy.

The Council will encourage on-site provision where possible but off-site provision will be considered acceptable in the following circumstances:

- i. if the proposed development site would be of insufficient size in itself to make the appropriate provision (in accordance with the Council's standards) feasible within the site; or
- ii. in exceptional circumstances, if taking into account a site's characteristics including but not limited to the accessibility/capacity of existing open space sites/facilities and the circumstances of the surrounding area the open space needs in the context of a up-to-date Playing Pitch and Built Sports Facility Strategy, it can be demonstrated that of the proposed residential development can be met more appropriately by providing either new or enhanced provision off-site;
- iii. on strategic sites, where through strategic masterplanning agreements that provide for green infrastructure approaches which make accessible provision beyond allocated site boundaries. Open space standards as set out in the most up to date open space evidence base document should still be used as a guide to overall provision.

New open space is identified on the proposals map at:

- OS1: Land North of Manor Church of England Academy
- OS2: Land to North of Poppleton Juniors, Millfield Lane, Poppleton
- OS5: Germany Beck
- OS6: Land abutting the River Foss at Heworth Croft

Indicative new significant areas of open space have been identified in connection with the following strategic sites, as shown on the proposals map:

- OS7: Land at Minster Way at ST7
- OS8: New Parkland to the East of ST8
- OS9: New Recreation and Sports Provision to the south of ST9
- OS10: New Area for Nature Conservation on land to the South of A64 in association with ST15
- OS11: Land to the East of ST31
- OS12: Land to the East of ST35

This new open space will be complemented by further on-site provision of local green and open space (as required in this and other relevant sections of the plan), and both should be planned cohesively in order, where appropriate, to:

- manage impacts on the city's historic character and setting;
- mitigate and compensate for ecological impacts, and provide for ecological enhancement;
- meet open space requirements arising from new development;
- accommodate drainage infrastructure, flood storage and attenuation;

- retain and enhance landscape and heritage features; and
- frame pedestrian and cycle linkage.

The precise delineation and extent of the new open space will be set through detailed masterplanning and the planning process. The areas indicated on the proposals map are a guide to general extent based on current understanding of site and other conditions.

**See also Policy GI1, GI2, GI3, GI4, GI5, GB1, CC1 and ENV4**

### **Explanation**

- 9.19 Previously designated sites have been revisited and reassessed in the Local Plan Evidence Base Study: Open Space and Green Infrastructure (2014) and Update (2017). All open space has been audited which has resulted in new sites being identified. These are all shown on the proposals map.
- 9.20 Proposals that require the delivery of open space through new development should explain how the proposed on-site provision and off-site contributions comply with the Open Space standards shown in the Local Plan Evidence Base Study: Open Space and Green Infrastructure (2014) and Update (2017) and the City of York Commuted Sum Payments for Open Space in New Developments – A Guide for Developers (updated 1 June 2014) and any further updates of these studies.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; and Sport England
- Implementation: Planning applications; and developer contributions

### **Policy GI7: Burial and Memorial Grounds**

Planning permission for the use of land as a burial/memorial ground will be granted provided that:

- there is an identified local need;
- the site is accessible by public transport;
- surface water drainage is adequate and there is no threat to groundwater quality;
- the proposal would not have an adverse impact on the landscape quality nearby, the historic character and setting of York or residential amenity; and
- the proposal includes a land management and maintenance programme.

**See also Policy ENV4 and T1**

### **Explanation**

- 9.21 Some cemeteries and burial grounds are near to capacity in a number of locations within the Authority area. During the lifetime of the Plan there may be a shortage of burial spaces and we should be aware that as the local population ages the demand for further provision for burial grounds will increase. It is important that burial grounds are accessible and do not adversely affect the amenity of local residents.

## **Delivery**

- Key Delivery Partners: City of York Council; Parish Councils; and Charitable Trusts.
- Implementation: Planning Applications; Parish Funding; and Private Donations.

## Section 10: Managing Appropriate Development in the Green Belt

- 10.1 The plan creates a Green Belt for York that will provide a lasting framework to shape the future development of the city. In managing development in the Green Belt the primary aim is to preserve and enhance the special character and setting of York and its villages.

### **Policy GB1: Development in the Green Belt**

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

- i. the scale, location and design of development would not detract from the openness of the Green Belt;
- ii. it would not conflict with the purposes of including land within the Green Belt; and
- iii. it would not prejudice or harm those elements which contribute to the special character and setting of York.

AND it is for one of the following purposes:

- agriculture and forestry; or
- appropriate facilities for outdoor sport and outdoor recreation; or
- cemeteries; or
- limited infilling in existing settlements; or
- limited extension, alteration or replacement of existing buildings; or
- limited affordable housing for proven local needs; or
- development of existing developed sites where this would lead to an overall improvement in the character and appearance of the Green Belt without compromising openness; or
- minerals extraction, provided high environmental standards are attainable; or
- essential engineering operations including waste disposal; or
- local transport infrastructure including highways work and Park & Ride facilities; or
- the reuse of buildings; or
- development brought forward under a Community Right to Build Order; or
- renewable energy schemes, where it can be proved that the location is necessary for technical reasons and wider environmental benefits can be demonstrated.

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

**See also Policy GB2, GB3, GB4, D1, D2, GI1, GI2, GI3, GI4, GI5, GI6, H9, WM1, WM2 and CC1.**

### **Explanation**

- 10.2 Detailed boundaries of the Green Belt are shown on the proposals map. In defining these boundaries, care has been taken to follow readily recognisable physical features that are likely to endure.

- 10.3 The protection of the Green Belt is an overriding planning consideration and one, which, in the case of most forms of development, strongly militates against the granting of planning permission.
- 10.4 When granting permission for residential development in the Green Belt, conditions will normally be attached to remove permitted development rights from the application site. This will ensure that the visual openness of the countryside is protected from obtrusive domestic development.
- 10.5 One of the few exceptions where isolated new housing development may be acceptable in the open countryside around York is where accommodation is required to enable an agriculture or forestry worker to live in the immediate vicinity of their workplace. It is intended to judge the instances where this type of residence would be acceptable on the individual circumstances of the farm or forestry business. For instance, it may be that for security purposes it is possible to justify the presence of a dwelling on or near an agricultural holding. All applications for agricultural or forestry dwellings will be expected to be accompanied by a detailed justification as to why that new unit is genuinely required for the stated purpose.
- 10.6 To ensure that any agricultural or forestry dwelling is retained to meet the identified housing need of that holding, occupancy conditions will be attached to permissions to limit potential residents to people directly involved in the operation of that agricultural or forestry holding.
- 10.7 The provision of opportunities for outdoor sport and recreation near urban areas is one of the key aims of Green Belt. Policy GB1 attempts to achieve this aim by offering a degree of flexibility depending on the circumstances of the existing or proposed recreational use and its likely impact on the open character of the area so such proposals reflect the special Green Belt circumstances that currently exist in the city.
- 10.8 The open countryside around York includes a significant number of buildings outside existing settlements. The extension or alteration of these buildings will be considered acceptable, in response to changing circumstances, provided there would be no greater visual impact on the Green Belt or open countryside as a result of the alterations, and where the design of any extension is in keeping with the original buildings. Furthermore, when permission for this type of development is granted, the applicant will be expected to agree to conditions ensuring that no further extensions will be permitted to the same building.
- 10.9 In special circumstances the development of affordable housing may be considered on small 'exception' sites. Further details of these special circumstances are detailed in Policy GB4.
- 10.10 The principle of existing buildings in the Green Belt and open countryside being demolished and replaced by a new building is acceptable provided it is on a one-for-one basis, and the new building is in the same use and not materially larger than the one it replaces.

- 10.11 In circumstances where the building proposed for replacement is listed, it is preferable to see the building restored and renovated rather than demolished, to safeguard the city's heritage. Similarly, if it can be demonstrated that the building has been abandoned or deliberately neglected, proposals for its replacement will be resisted. The policy also aims to ensure that the replacement of any existing building takes place as close as possible to the site of the original building, and is not materially larger than the one it replaces, thus minimising any additional visual impact on the Green Belt. Proposals for significantly larger replacement buildings will not be acceptable.
- 10.12 There are advantages to permitting limited development and redevelopment of previously developed sites within the Green Belt provided development does not have a greater impact on Green Belt's openness or the purposes of including land within it than the existing development. Where the sites are in existing use, limited infilling may help to provide jobs and secure economic prosperity such as at York Racecourse; Askham Bryan College; Harewood Whin; and Cliftongate Business Park. Similarly, the complete or partial redevelopment of these sites may in some cases, result in environmental improvements. In such cases, the area of the site occupied by existing buildings is the aggregate ground floor area of existing buildings excluding temporary buildings, open spaces with direct external access between wings of a building, and hard standing.
- 10.13 Additionally, the character and the dispersal of any proposed redevelopment will need to be considered to ensure that there is no additional impact on the character of the Green Belt. Where a major development within the Green Belt is demolished, careful records of the extent and nature of the original development must be made and agreed with the Local Planning Authority. These records will facilitate the accurate application of Policy GB1.
- 10.14 The Park & Ride is a key component of the city's transport policies. In order to function effectively, Park & Ride facilities need to be located on or close to the major radial routes and are likely to be close to junctions with the Outer Ring Road (A64/A1237). It is acknowledged that in special circumstances Park and Ride sites may be located within the Green Belt.
- 10.15 Development in the Green Belt brought forward under the Community Right to Build Order will not be seen as inappropriate provided that it preserves the openness of the Green Belt and does not conflict with the purposes of including land within it. The Community Right to Build allows local communities to undertake small-scale, site-specific, community-led developments. The new powers give communities the freedom to build new homes, shops, businesses or facilities where they want them, without going through the normal planning application process. To get the go-ahead, the proposals must:
- have the agreement of more than 50% of local people that vote through a community referendum; and
  - meet some minimum requirements (for example, they should generally be in line with national planning policies and strategic elements of the Local Plan).

- 10.16 Members of the community will need to set themselves up as a corporate body with the purpose of furthering the social, economic and environmental well-being of the local community. The developments would then be managed by this corporate body. Any benefits from any development which come to the body must be retained or used for the benefit of the community.

### **Delivery**

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

### **Policy GB2: Development in Settlements within the Green Belt**

In settlements within the Green Belt as shown on the proposals map, planning permission for the erection of new buildings or the change of use, redevelopment or extension of existing buildings will only be permitted provided:

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

**See also Policy GB1, GB3, GB4, D1, D2**

### **Explanation**

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

### **Delivery**

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

## **Policy GB3: Reuse of Buildings**

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

- i. the reuse does not have a materially greater impact than the present use on the openness of the Green Belt;
- ii. the buildings are of permanent and substantial construction and are capable of conversion without major or complete reconstruction;
- iii. the proposed reuse will generally take place within the fabric of the existing building and will not require extensive alteration, rebuilding or extension;
- iv. the form, bulk and general design of the buildings are in keeping with their surroundings or it can be demonstrated that they create an overall improvement in the character and appearance of the Green Belt without compromising openness;
- v. any residential buildings are not in close proximity to intensive livestock units or other uses that may result in a poor level of amenity for the occupier of the building;
- vi. there is already a clearly defined curtilage; and
- vii. where the proposal involves changing the use to residential, permission will only be granted where criteria i. to vi. are satisfied; and the building(s) are within 800m of a defined settlement limit.

**See also Policy GB1, GB2, D1 and D2.**

### **Explanation**

- 10.19 It is important that the reuse of buildings does not have an adverse affect on the Green Belt's openness or prejudice its purposes. It is therefore necessary to consider the impact of the proposed reuse in comparison with the existing use of the building. The buildings to be reused must be permanent and of substantial construction, and be capable of the change without major reconstruction.
- 10.20 Within the City of York, demand exists for the conversion of farm buildings to residential use, often in relatively remote locations. Proposals for residential conversion of farm buildings must be sympathetic to the original structure and setting of the building, be of permanent and substantial construction and meet the criteria defined in Policy GB3. For more information on the Plan's approach to development which affects buildings of architectural or historic significance and their conservation please see Section 8 'Placemaking, Heritage, Design and Culture'. Proposals for residential conversion that would result in the building taking on a modern domestic appearance which could be seen as detrimental to the visual character of the locality will be resisted.
- 10.21 The distance of 800m from defined settlement limits has been selected as a reasonable walking distance to encourage a community to be sustainable.

### **Delivery**

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

## **Policy GB4: 'Exception' Sites for Affordable Housing in the Green Belt**

The development of affordable housing on exception sites in the Green Belt is not inappropriate development and will be considered where:

- i. the development contributes to meeting identified need as illustrated by an up to date housing needs assessment;
- ii. the affordable housing is retained at an affordable price for future eligible households in perpetuity;
- iii. the development is within 800m of an existing defined settlement limit or is well related to the existing residential development and amenities located in or adjacent to a clearly identified village or settlement; and
- iv. the development reflects the size of the settlement in terms of scale, form and character.

A proportion of market housing may be acceptable if it can be demonstrated that the site would be unviable as an exception site, without cross subsidy. However:

- the majority of development must be for affordable housing with the minimum number of market homes required to make the scheme viable;
- it must be demonstrated that there is insufficient public subsidy available; and
- it must be demonstrated through a financial appraisal that the scale of market housing component is essential for the delivery of the scheme and is based on reasonable land values.

**See also Policy SS1, GB1, GB2, H10, D1 and D2**

### **Explanation**

- 10.22 Exception sites are used to enable communities to deliver affordable housing, in perpetuity, on sites which would not normally be permitted for housing. The National Planning Policy Framework (2012) (NPPF) makes clear that 'limited affordable housing for local community needs under policies in a local plan' is not inappropriate development.
- 10.23 Housing need will have to be demonstrated and an up-to-date needs survey should be carried out with the City of York Council and the relevant parish council.
- 10.24 The policy allows a number of market homes to cross subsidise affordable housing provision where it can be justified as necessary to make an exception scheme viable, and if it can be demonstrated there is insufficient public subsidy available. This is in line with the NPPF. On sites where a proportion of the site is to be developed for market housing to provide cross subsidy, a detailed financial appraisal is required to demonstrate that the proportion of market housing proposed is the minimum required to ensure the viability of the scheme and that the value of the land is based on a realistic land value.

## **Delivery**

- Key Delivery Partners: City of York Council; developers; landowners; housing associations; and registered social landlords.
- Implementation: Local housing needs assessments; and planning applications.



## Section 11: Climate Change

- 11.1 The Local Plan has an important role in tackling climate change and delivering wider sustainable development goals in line with the National Planning Policy Framework (2012) (NPPF). This means delivering our social, economic aspirations and legal duties without compromising the environmental limits of York for current and future generations. This section outlines how York will tackle the challenges of climate change specifically through ensuring development that generates renewable/low carbon energy, uses natural resources prudently and is built to high standards of sustainable design and construction. The policies contained with this section are central to fulfilling the aspirations of One Planet Council in relation to environmental sustainability.

### **Policy CC1: Renewable and Low Carbon Energy Generation and Storage**

New buildings must achieve a reasonable reduction in carbon emissions of at least 28% unless it can be demonstrated that this is not viable. This should be achieved through the provision of renewable and low carbon technologies in the locality of the development or through energy efficiency measures. Proposals for how this will be achieved and any viability issues should be set out in an energy statement.

Renewable and low carbon energy generation developments will be encouraged and supported in York. We will work with developers to ensure that suitable sites are identified and projects developed, working with local communities to ensure developments have their support. Developments on brownfield land will be encouraged.

All applications will also need to consider the impact the scheme may have on:

- i. York's historic character and setting, including the sensitivity of the scheme to the surrounding landscape and proximity to air fields and other sensitive land use, including conservation areas;
- ii. local communities and residential amenity resulting from development, construction and operation such as air quality, atmospheric emissions, noise, odour, water pollution and the disposal of waste;
- iii. the location in terms of the scale of the proposal and new grid connection lines;
- iv. national and internationally designated heritage sites or landscape areas, including the impact of proposals close to their boundaries;
- v. nature conservation sites and features, biodiversity and geodiversity, including protected local sites and other sites of nature conservation importance, and potential effects on setting, habitats, species and the water supply and hydrology of such sites;
- vi. the road network, taking into account the accessibility of the site by road and public transport and also the proximity to the renewable fuel source; and
- vii. agriculture and other land-based industries.

Any application for renewable energy would also need to consider the areas of potential and other technical requirements identified in the Council's most up to date Renewable Energy Study.

Strategic sites will be required to produce energy masterplans to ensure that the most appropriate low carbon, renewable and energy efficient technologies are deployed at each site, taking into account local factors and the specifics of the masterplans.

Proposals for renewable and low carbon energy storage developments will be supported and encouraged. Developments should be sited a suitable distance from major residential areas and have suitable fire suppression procedures.

**See also Policy DP2, CC2, SS5, SS6, SS7, SS8, GB1 and G11**

### **Explanation**

- 11.2 Renewable energy is defined by the International Energy Agency as energy that is derived from natural processes (e.g. sunlight and wind) that are replenished at a higher rate than they are consumed. Solar, wind, geothermal, hydropower, bioenergy and ocean power are sources of renewable energy. Renewable and low carbon energy generation includes absorption cooling, biomass, combined heat and power, ground cooling, ground source heat pumps, photo voltaic, solar hot water and wind energy.
- 11.3 Local Planning Authorities have a statutory obligation, under Section 19(1A) of the Planning and Compulsory Purchase Act 2004 to include 'policies designed to secure that the development and use of land in the local planning authority's area contribute to the mitigation of, and adaptation to, climate change'. The NPPF (2012) recognises the key role of planning in securing 'radical reductions in greenhouse gas emissions' and states that Local Planning Authorities should 'have a positive strategy to promote energy from renewable and low carbon sources' and 'consider identifying suitable areas for renewable and low carbon energy sources, and supporting infrastructure, where this would help secure the development of such sources'.
- 11.4 Policy CC1 encourages the development of renewable and low carbon energy generation. The City of York Council Renewable Energy Study (2014) assessed the city's potential for generating renewable energy and concluded that there is potential to generate renewable energy from a variety of available sources including wind, solar and hydro. The study also assessed the impacts of such potential on the city and recommends potential areas where renewable energy could be considered in the future (subject to further feasibility studies and full planning processes.)
- 11.5 The Renewable Energy Study included a series of maps which highlight potential areas across the city that could be considered for renewable energy generation in the future. These maps are to encourage consideration of renewable energy generation only. This does not preclude future projects from coming forward that are not highlighted in this study. However, all applications will need to meet Policy CC1.
- 11.6 To assist in the assessment of proposals coming forward the Council will encourage applicants to use Managing Landscape Change: Renewable and Low Carbon Energy Developments – A Sensitivity Framework of North Yorkshire and York (2012)

in preparing their planning applications for renewable electricity and heat production installations. Commercial scale proposals for low carbon and renewable energy schemes that respond favourably to the opportunities and sensitivities identified in these documents and which meet the spatial principles, will be encouraged and supported.

- 11.7 Energy storage is crucial to increasing the proportion of renewable and low carbon energy in the system. This is an emerging area and the Council will continue to work with relevant experts to ensure that suitable energy storage opportunities are identified and brought forward. A Supplementary Planning Document will be produced in due course, including on safety requirements for storage sites.

### **Carbon Reduction Targets**

- 11.8 Alongside the planning obligation outlined in the Planning and Compulsory Purchase Act (2004) and NPPF as outlined in above, the UK government is committed to achieving carbon reduction targets outlined in the UK Climate Change Act (2008) and the ratified Paris Agreement. At a local level, the Council have outlined their commitment to achieving carbon reduction targets of 40% by 2020 and 80% by 2050, within the Climate Change Framework for York (2010). This is in line with the binding national targets set in the Climate Change Act (2008). The Council outline in the City Vision 2030 (2016) that York aspires to be the 'greenest city in the north', where 'sustainability underpins everything that we do'. Setting a target for carbon reduction that goes beyond the target emission rate of Part L of the Building Regulations will enable York to deliver on this ambition.
- 11.9 Part 1 of the Planning and Energy Act (2008) gives powers to Local Planning Authorities to set policy to reduce carbon emissions in new developments. Point "a" gives powers to require that a proportion of energy used in a development is from renewable or low carbon sources. This was not amended in the Deregulation Act and therefore these powers remain.
- 11.10 Whilst the Deregulation Act removed point 'C' which relates to powers to set targets to exceed the energy efficiency requirements of Building Regulations, it is possible that compliance with a carbon reduction target will be more cost effective with the deployment of enhanced energy efficiency measures rather than renewable and low carbon sources. The Council will therefore permit developments to comply with the target of at least a 28% reduction in carbon emissions through either enhanced energy efficiency measures, use of renewable and low carbon sources, or a mix of both, where appropriate.
- 11.11 The target of 28% is aligned to the committee on climate change's analysis of the fourth carbon budget of the Climate Change Act (2008), which determines the most cost-effective path for reducing emissions from buildings. This target applies to all developments.

## **Delivery**

- Key Delivery Partners: City of York Council; developers; and renewable energy developers.
- Implementation: Sustainable Design and Construction Supplementary Planning Document; sustainability statements; sustainable energy statements; and planning applications.

## **Policy CC2: Sustainable Design and Construction of New Development**

Developments which demonstrate high standards of sustainable design and construction will be encouraged. Development proposals will be required to demonstrate energy and carbon dioxide savings in accordance with the energy hierarchy and water efficiency. Development proposals will be expected to consider good practice adaptation principles for climate resilience in their design, construction and operation.

### **Sustainable Design and Construction of New Development**

Proposals will be supported where they meet the following:

All new residential buildings should achieve:

- i. at least a 19% reduction in Dwelling Emission Rate compared to the Target Emission Rate (calculated using Standard Assessment Procedure methodology as per Part L1A of the Building Regulations 2013); and
- ii. a water consumption rate of 110 litres per person per day (calculated as per Part G of the Building Regulations).

All new non-residential buildings with a total internal floor area of 100m<sup>2</sup> or greater should achieve BREEAM 'Excellent' (or equivalent).

Strategic site developments should undertake a BREEAM Communities assessment (or equivalent).

All new residential and non-residential developments will be required to submit an energy statement which demonstrates how these requirements will be met. This should include a sustainability checklist, which shows how principles for sustainable design, construction and operation will be achieved.

### **Conversion of Existing Buildings and Change of Use**

Applications for conversion of existing residential buildings or change of use to residential should achieve BREEAM domestic refurbishment 'very good' and non-residential conversions or change of use will need to achieve BREEAM 'excellent'.

If proposals relate to buildings of heritage and conservation value these standards would only be required where they can be achieved in a manner consistent with the appropriate conservation of that asset. The extent they can be achieved must be demonstrated by the applicant.

### **Consequential Improvement to Existing Dwellings**

When applications are made to extend dwellings, proposals will be expected to demonstrate reasonable and proportionate improvements to the overall energy performance of the dwelling. This will be in addition to the requirements of Part L of the Building Regulations.

**See also Policy DP2, CC1, SS5, SS6, SS7 and SS8**

### **Explanation**

- 11.12 Policy CC2 aims to ensure that all new developments achieve high standards of sustainable design and construction, by minimising greenhouse gas emissions, using resources efficiently, enhancing climate change resilience and promoting health and wellbeing. A sustainability statement will be required for all new residential and non-residential applications.

### **Energy Efficiency**

- 11.13 Research carried out by Carbon Descent on behalf of the Council indicated that, without positive intervention to reduce CO<sub>2</sub> emissions, emissions in York will rise by around 31% by 2050<sup>1</sup>. The report highlights the substantial role that energy efficiency measures, and renewable energy or low carbon energy generation will need to play in both residential and non-residential development if the city is to meet its own greenhouse gas emissions targets for 2020 and 2050, and the Climate Change Act's 2050 target.
- 11.14 The Deregulation Act 2015, the ministerial statement following the Housing Standards Review, and the HM Treasury report Fixing the Foundations: Creating a More Prosperous Nation (2015) all directly affect Policy CC2 for housing. Currently, councils in England can no longer demand energy efficiency improvements beyond the requirements of Building Regulations, require new homes to achieve zero carbon standards, implement 'allowable solutions', or ask for new housing to meet any level of the Code for Sustainable Homes (CfSH). However, a 19% reduction in building emission rate versus target emission rate is currently permitted.

### **Future changes to energy efficiency legislation**

- 11.15 From April 2018, private landlords must ensure their properties in England and Wales reach at least an energy performance certificate rating of E, under the Energy Efficiency (Private Rented Property)(England and Wales) Regulations 2015. This legislation will require improvements to all F and G rated properties, subject to exemptions.

### **Water efficiency**

- 11.16 The new optional technical standard for water consumption in the home states that Local Planning Authorities may request new housing developments to achieve 110 litres/person/day (compared to the 125 litres/person/day required in current Building Regulations Part G), where they can justify the need.
- 11.17 Yorkshire Water is classified as being under 'moderate stress' by the Environment Agency (in 2013), for current and future scenarios. The Humber river basin district

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<sup>1</sup> Carbon Descent 2010: Carbon modeling study for York.

river basin management plan states that ‘implementing water efficiency measures is essential to prepare and be able to adapt to climate change and increased water demand in future’. It also cites local plan policies requiring 110 litres/person/day in new homes as an effective measure for water demand management in the area.

### **BREEAM**

- 11.18 BREEAM is used widely in local planning policy in the UK to demonstrate high standards of sustainable design and construction. Achieving the BREEAM ‘excellent’ standard requires mandatory minimum standards, which go beyond the minimum requirements of building regulations.

### **Consequential Improvements**

- 11.19 It is estimated that 80% of buildings in the UK will still be in use by 2050. As such, it is important that these buildings use energy in the most efficient way. Of the total number of planning applications received in York, almost 50% of them are for householder development.
- 11.20 The Health Impacts and Costs of Poor Housing in York (2015) indicates the potential for improving the energy performance of existing homes. The report estimates that within the private sector in York there are 10,037 dwellings (13%) with less than 100mm of loft insulation, and only 22% of dwellings with lofts have 250mm+ of loft insulation. There are an estimated 22,608 dwellings (approximately 30%) with un-insulated cavity walls and 13,839 with solid walls (approximately 19%). As such, the Council will support and encourage consequential improvements when applications for extensions to dwellings are made to help improve energy efficiency. Since consequential improvements for non-residential buildings are required for the Building Regulations this part of the policy focuses solely on housing. The Council will support homeowners in delivering efficiency improvements by identifying financial support initiatives that are applicable to the proposed energy efficiency measures.
- 11.21 The Council will encourage the most of straightforward opportunities for improvement such as loft and cavity wall insulation, draught proofing, improved heating controls and replacement boilers. The improvements sought by the Council will be reasonable and proportionate to the costs of the extension/development proposed and the measures of CO<sub>2</sub> reduction benefit.

### **Climate Resilience**

- 11.22 National and local climate change risk assessments demonstrate the current and predicted future impacts of climate change in the UK. The NPPF states that planning plays a key role in minimising vulnerability and providing resilience to the impacts of climate change. For the built environment, the priority areas for adaptation are considered to be flood management and sustainable drainage, water efficiency and minimising risks from overheating.
- 11.23 For York, the anticipated annual costs of damage from climate-related incidents is predicted to be between £95m and £158m by 2050. Developments which conduct a climate risk assessment and include adaptation measures to minimise climate related risks and costs of damage will be encouraged.

## **Delivery**

- Key Delivery Partners: City of York Council; developers; and renewable energy developers.
- Implementation: Sustainable Design and Construction Supplementary Planning Document; sustainability statements; sustainable energy statements; and planning applications.

## **Policy CC3: District Heating and Combined Heat and Power Networks**

The Council strongly supports the development of decentralised energy, including both combined cooling, heating and power (CCHP) and combined heating and power (CHP) distribution networks.

Proposals for development within heat priority areas and all New Strategic Sites must demonstrate that heating and cooling technologies have been selected in accordance with the following heating and cooling hierarchy, unless it can be clearly demonstrated that such requirements are not viable and/ or that an alternative approach would be more sustainable:

- i. connection to existing (C)CHP distribution networks;
- ii. site wide renewable distribution networks including renewable (C)CHP;
- iii. site wide gas-fired (C)CHP distribution networks;
- iv. renewable communal heating/ cooling networks;
- v. gas-fired communal heating/ cooling networks;
- vi. individual dwelling renewable heating; and
- vii. individual dwelling heating, with the exception of electric heating.

All (C)CHP systems are required to be scaled and operated in order to maximise the potential for carbon reduction. Developments that do not connect to or implement (C)CHP or communal heating networks should be 'connection-ready'.

Energy statements must be provided to demonstrate and quantify how development will comply with the energy requirements of this policy. Sustainability and energy statements should set out a level of detail proportionate to the scale of development. The Council will work proactively with applicants on major developments to ensure these requirements can be met.

## **Explanation**

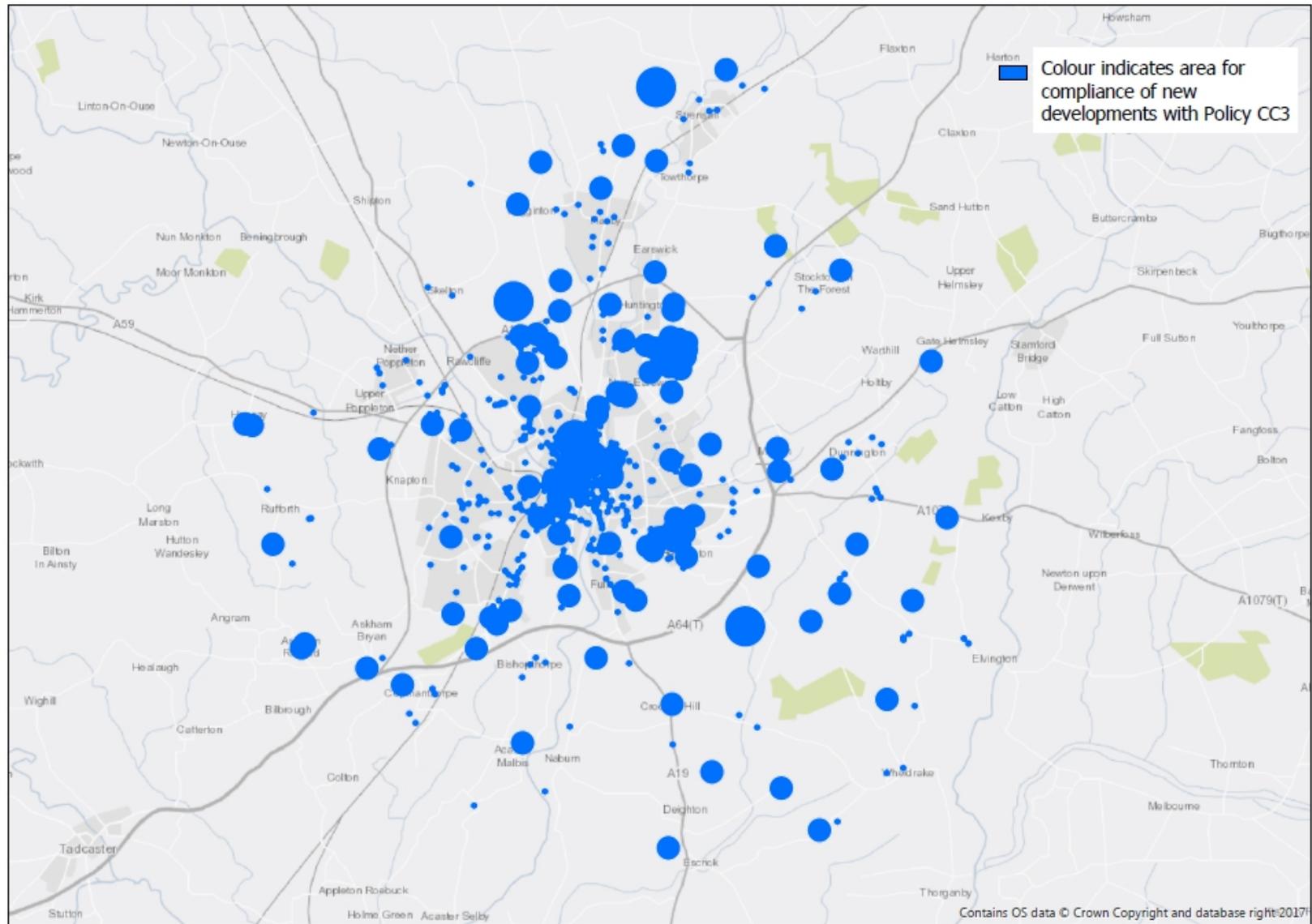
11.24 'Decentralised energy' is energy that is generated near to the point of use, rather than at a large plant farther away, supplied through the national grid. Where the policy refers to 'communal heating/cooling networks', this refers to systems that distribute heating and cooling to a number of dwellings within one building but do not use (C)CHP as their source (i.e. they do not include power generation). 'Distribution networks' are systems that connect two or more distinct buildings.

11.25 The NPPF requires the Local Plan to have a positive strategy to mitigate and adapt to climate change in line with the objectives and provisions of the Climate Change Act (2008). Local Planning Authorities should adopt proactive strategies and design

their policies to maximise renewable and low carbon energy development, and identify opportunities where development can draw its energy supply from decentralised, renewable or low carbon energy supply systems.

- 11.26 The UK Government heat strategy outlines the significant role that (C)CHP could play in decarbonising the UK gas grid, offering a future-proofed, flexible and efficient solution to local energy supply. The Climate Change Action Plan for York also recognises that to achieve the ambitious 2020 city-level target of a 40% reduction in carbon emissions, and the 2050 target of the Climate Change Act 2008, new developments will need to maximise decentralised energy and CHP schemes.
- 11.27 (C)CHP distribution networks can work at a range of scales from a single building up to a city and can provide low or zero carbon power, heat and cooling in a cost-effective, efficient and environmentally sound way. (C)CHP removes the need for individual gas boilers and large plant rooms, which provides flexibility in building design and maximises space for living and amenity.
- 11.28 The Council will strongly support the use of decentralised energy in new developments, and particularly (C)CHP distribution networks, with the aspiration that this will help achieve the targets set in the Climate Change Action Plan for York. The Council will work with developers during pre-application discussions, in order to facilitate the development of district heating networks and buildings that are 'connection ready'.
- 11.29 The Leeds City Region Strategic Heat Programme Heat Network Opportunity Mapping Report (2014) identified 91 financially viable district heating opportunities across the region, including in York. Two heat network schemes in York Central (ST5) and the surrounding City of York and surrounding the area of York Hospital have since been further developed in feasibility studies which demonstrate financial viability. Therefore, there is a strong evidence base to support the viability of heat networks in York.
- 11.30 All new developments should select heating systems in accordance with the heating and cooling hierarchy. Applying a hierarchical approach to the selection of heating and cooling technologies offers a reasoned method through which to make the most appropriate choice and encourages the use of the solution with the lowest carbon emissions.
- 11.31 Where developments fall within heat priority areas, as shown at Figure 11.1 overleaf, the provision of new (C)CHP distribution networks should be considered feasible unless it can clearly be demonstrated otherwise for financial, technical or sustainability reasons.

Figure 11.1: Heat Priority Areas



11.32 Outside the heat priority areas, the provision of new (C)CHP distribution networks should be considered feasible for sufficiently large or intensive developments, unless it can be clearly demonstrated otherwise for financial, technical or sustainability reasons. Where sites have a variable density and it can be shown that the use of a (C)CHP distribution network across the whole of the site is not feasible, consideration must be given to a partial solution on the higher density elements of the site.

11.33 Sufficiently large or intensive developments are defined as any of the following:

- residential only developments of at least 50 dwellings per hectare and/or at least 300 dwellings;
- residential only developments of 35 dwellings or more that are located near a significant source of heat; and
- mixed developments of 50 dwellings or more that include either two or more uses or a single use that would consume significant amounts of energy, such as a swimming pool.

11.34 It would be expected that the most appropriate solution for minor residential developments would be to incorporate future proofing measures to allow for the subsequent connection of the building to larger heat networks as they are constructed. Developments will be ‘connection-ready’ if they use a centralised communal wet heating system rather than individual gas boilers or electric heating and safeguard the appropriate pipe routes and plant room space for the installation of heat interface units (see Table 11.1). Proposals must comply with the minimum requirements outlined in the Chartered Institute of Building Services Engineers Code of Practice for Heat Networks.

**Table 11.1: Indicative Space Requirements for Heat Exchange Substation Equipment within Building Plant Rooms**

<b>Heating Capacity (kW) (Space Heating + Ventilation)</b>	<b>Approximate Building Size (m<sup>3</sup>)</b>	<b>Space Required by the Heating Equipment (m<sup>2</sup>)</b>
<b>30</b>	1,000-1,500	2
<b>200</b>	10,000-15,000	4
<b>400</b>	20,000-30,000	5
<b>800</b>	40,000-60,000	6

### **Delivery**

- Key Delivery Partners: City of York Council; developers; and renewable energy developers.
- Implementation: Sustainability statements; sustainable energy statements; and planning applications.

## Section 12: Environmental Quality and Flood Risk

- 12.1 To prevent unacceptable risks from pollution, contamination, land instability and flooding, planning policies and decisions should ensure that new development is appropriate for its location. The planning system should also contribute to and enhance the natural and local environment and seek to secure a good standard of amenity for all existing and future occupants of land and buildings.
- 12.2 There are a number of areas within York where the national health based air quality objectives are being exceeded. Despite the introduction of three Air Quality Action Plans (AQAPs) the annual average Nitrogen Dioxide (NO<sub>2</sub>) objective continues to be exceeded at many locations particularly within the inner ring road and city centre. The main source of air pollution in York is traffic. Given that air is not static and pollutants are generated across the city as people travel between places, emissions to air must be considered in a city wide context to address cumulative air quality impacts.
- 12.3 York has developed an overarching Low Emissions Strategy (2012) (LES) which aims to reduce tailpipe emissions from individual vehicles and encourage the uptake of alternative fuels and low emission vehicle technologies. City of York Council's Air Quality Action Plan 3 (2015) sets out how York intends to continue to deliver this ambitious and pioneering LES and to work towards becoming an internationally recognised ultra-low emission city. Headline measures for consideration include provision of low emission infrastructure and reducing emissions from new development.
- 12.4 Control of development through the planning process is one of the key delivery mechanisms by which potential adverse environmental impacts or adverse human health effects can be controlled. By allowing appropriate development and encouraging good design, planning policies and decisions should minimise the adverse impacts of development and, where possible, enhance the natural and local environment.

### **Policy ENV1: Air Quality**

Development will only be permitted if the impact on air quality is acceptable and mechanisms are in place to mitigate adverse impacts and prevent further exposure to poor air quality. This will help to protect human health.

To establish whether air quality impacts are acceptable all minor and major planning applications are required to identify sources of emissions to air from the development and submit an emissions statement. This should qualitatively identify all new emissions likely to arise as a result of the proposal and demonstrate how these will be minimised and mitigated against as part of the development. For major developments a more detailed quantitative emissions strategy may be required. This must fully assess and quantify total site emissions in terms of potential damage costs to both health and the environment both with and without mitigation measures in place. Further guidance will be made available to assist applicants with this process.

For major developments with potentially significant air quality impacts, a full air quality impact assessment should be undertaken to establish the resultant impact on local air quality (in terms of change in ambient concentrations of air pollutants within the vicinity of the development site).

Where a development will introduce new relevant exposure in an area of existing, or future air quality concern, an exposure assessment will also be required. This should detail current and expected air quality conditions and assess the suitability of the location for human occupation. Where there is potential for new occupants to be exposed to unacceptable levels of air pollutants, an exposure mitigation strategy will be required.

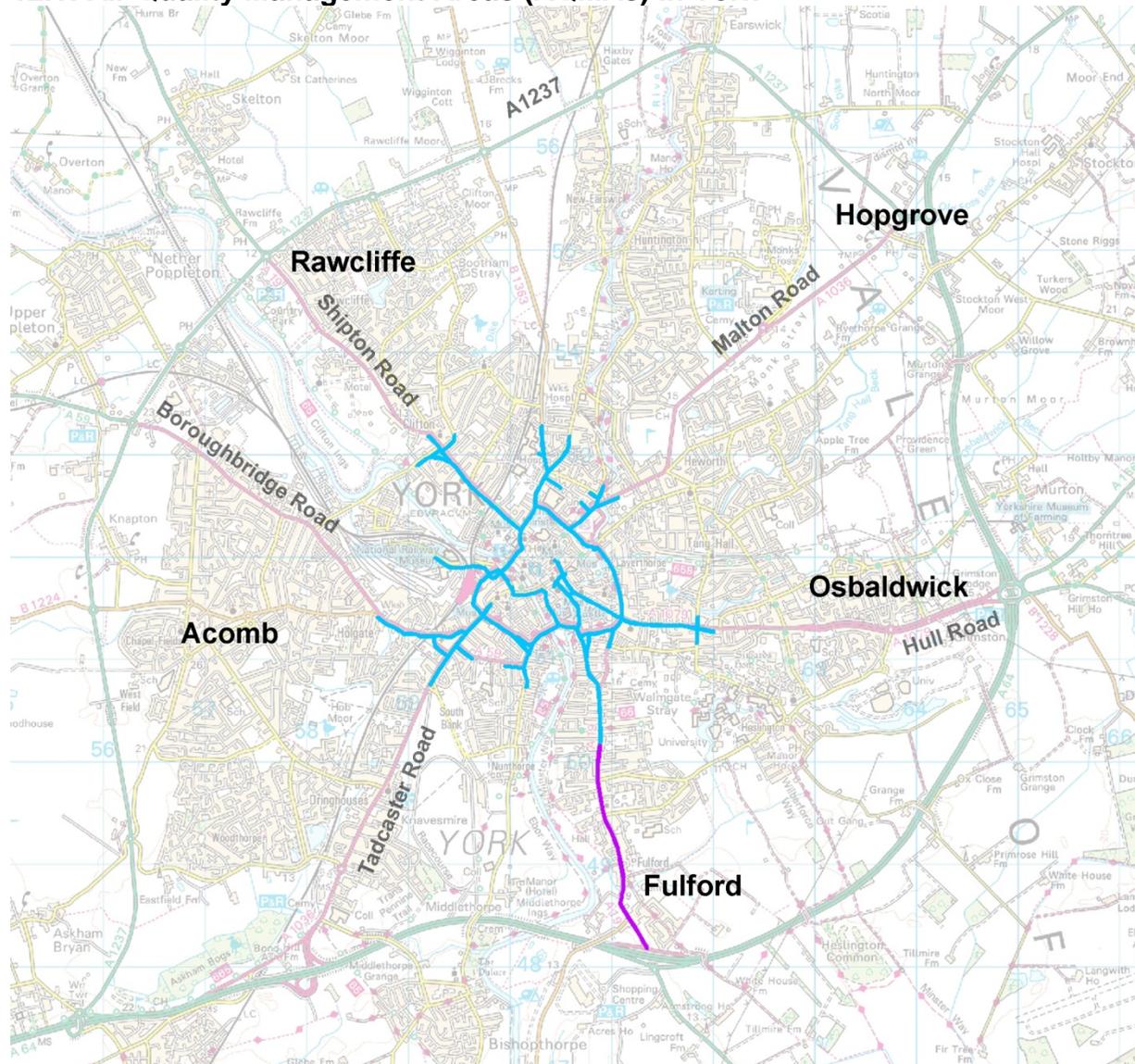
The Council will review the significance of the air quality impacts in line with local and national guidance. The exercise of professional judgement by both the organisation preparing the air quality assessment and the local authority officers when they evaluate the findings is an important part of the assessment of significance. Evaluation of air quality impacts will take into account factors such as the number of people affected, the absolute levels and the predicted magnitude of the changes in pollutant concentrations. The evaluation will also take into account the likely emissions impacts associated with the development and if the proposed mitigation is considered reasonable and proportionate. New development should support and contribute towards delivery of City of York Council's AQAP.

**See also: T1, T2, T5, T7 and T8**

### **Explanation**

- 12.5 Figure 12.1 overleaf shows York's current Air Quality Management Areas (AQMAs). During the lifetime of the plan, areas of air quality concern may change and further AQMAs may need to be declared in the future.

**Figure 12.1: Air Quality Management Areas (AQMAs) in York**



**Current Air Quality Management Areas (AQMAs)**

**AQMA Order No. 1**  
(declared Jan 2002,  
revised Sept 2012 and  
renamed Order No. 4)

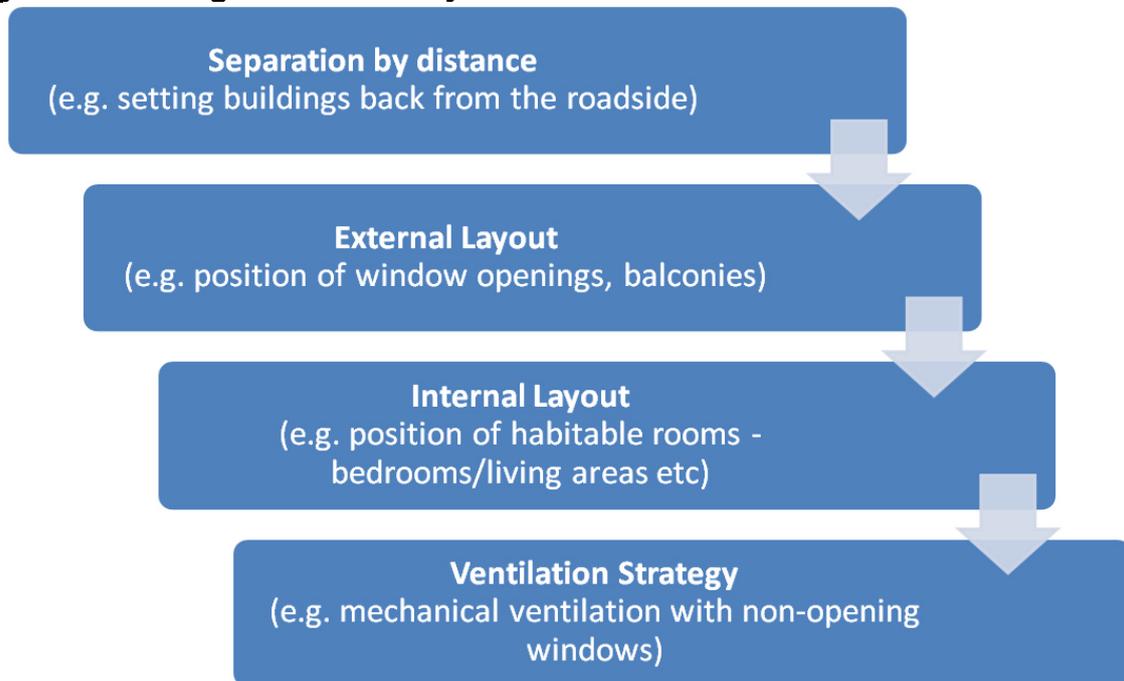
**AQMA Order No. 2**  
(declared April 2010)

An AQMA is an area where  
breaches of the Government's  
Health Based Air Quality Objectives  
have been monitored in recent years.

The AQMA includes roads and some  
properties either side of the road.

- 12.6 In order to reduce emissions to air and improve air quality the impact of development on air quality must be acceptable. The significance of the air quality impacts will depend on the context of the development. Air quality is likely to be a high priority consideration where the development leads to a breach, or significant worsening of a breach of an air quality objective, in an AQMA for example, or indeed where the development introduces new exposure into an exceedance area. Mechanisms must be put in place to prevent (or reduce as far as practically possible) further human exposure to poor air quality. This is applicable to both new developments and on existing sites that can be affected by new development. Development which includes 'relevant' locations in areas where air quality is known to be above or approaching air quality objective values must seek to reduce exposure according to the design mitigation hierarchy set out at Figure 12.2 below. Relevant locations can be defined as outdoor, non-occupational locations (e.g. schools, care homes, hospitals and residential properties) where members of the public are likely to be regularly exposed to pollutants over the averaging time of the air quality objectives.

**Figure 12.2: Mitigation Hierarchy**



- 12.7 Applicants must use 'best endeavours' to minimise total emissions from their sites, including transport to and from them. This will include requirements to promote and incentivise the use of low emission vehicles and fuels and in some cases the provision of, or financial contribution towards the cost of low emission vehicles and associated infrastructure. Examples include the provision of on-site electric vehicle recharging infrastructure and/or financial support for the provision low emission public transport services such as public transport and waste collection. The actual measures required will be site specific depending on the scale and location of the development and the connecting transport routes. A Low Emission Supplementary Planning Document (SPD) will be prepared which will set out how the Council will consider and how applicants should approach, planning applications that could have an impact on air quality. Minor planning applications are those proposals for 9 or less

dwelling/up to 1,000sqm commercial floorspace and major planning applications are those proposals for 10 or more dwellings/over 1,000sqm commercial floorspace).

- 12.8 A detailed emissions assessment and/or a full air quality impact assessment are likely to be required for major planning applications that:
- generate or increase traffic congestion;
  - give rise to significant change in traffic volumes i.e. +/- 5% change in annual average daily traffic (AADT) or peak hour flows within AQMAs or +/- 10% outside AQMAs;
  - give rise to significant change in vehicle speeds i.e. more than +/- 10 kilometres per hour on a road with more than 10,000 AADT (or 5,000 AADT where it is narrow and congested);
  - significantly alter the traffic composition on local roads, for example, increase the number of heavy duty vehicles by 200 movements or more per day;
  - include significant new car parking, which may be taken to be more than 100 spaces outside an AQMA or 50 spaces inside an AQMA. This also includes proposals for new coach or lorry parks;
  - introduce new exposure close to existing sources of air pollutants, including road traffic, industrial operations, agricultural operations;
  - include biomass boilers or biomass fuelled Combined Heat and Power (CHP) plant (considerations should also be given to the impacts of centralised boilers or CHP plant burning other fuels within or close to an AQMA);
  - could give rise to potentially significant impacts during construction for nearby sensitive locations (e.g. residential areas, areas with parked cars and commercial operations that may be sensitive to dust);
  - will result in large, long-term construction sites that would generate large HGV flows (>200 movements per day) over a period of a year or more; and/or
  - requires an Environmental Impact Assessment.
- 12.9 Clear guidance in the form of a comprehensive schedule of the development triggers for what level of air quality assessment will be set out in the forthcoming Low Emission SPD, to ensure a clear and consistent approach. Information will also be provided on recommended low emission vehicle technologies and fuels that should be implemented to mitigate emissions. Mitigation measures are likely to include priority and parking incentives for low emission vehicles, the provision of electric charging points in new developments and car free developments. The potential of using developer contributions to fund low emission infrastructure and mitigate against emissions will also be explored.

### **Delivery**

- Key Delivery Partners: City of York Council; and developers.
- Implementation: Emissions Assessments/Statements; Air Quality Impact Assessments; Low Emission SPD; and planning applications.

## **Policy ENV2: Managing Environmental Quality**

Development will not be permitted where future occupiers and existing communities would be subject to significant adverse environmental impacts such as noise, vibration, odour, fumes/emissions, dust and light pollution without effective mitigation measures. Evidence must be submitted to demonstrate that environmental quality is to the satisfaction of the Council.

Development proposals for uses that are likely to have an environmental impact on the amenity of the surrounding area, including residential amenity, open countryside, local character and distinctiveness, and public spaces, must be accompanied by evidence that the impacts have been evaluated and the proposal will not result in loss of character, amenity or damage to human health, to either existing or new communities. This includes assessing the construction and operation phases of development.

Where proposals are acceptable in principle, planning permission may be granted subject to conditions.

For proposals which involve development with common party walls a verification report must be submitted to confirm the agreed mitigation works have been carried out.

### **Explanation**

- 12.10 Impacts on environmental quality are most likely to occur when a development is built in an inappropriate location. This may occur due to the existing environment making the site unsuitable or because a development and/or its use introduces new environmental impacts which result in loss of amenity. Environmental impacts may result in damage to the environment and affect people's quality of life. As such, the Council will give considerable weight to ensuring that development proposals do not give rise to unacceptable environmental impacts or human health impacts.
- 12.11 It is essential that any negative impacts on environmental quality arising from development proposals are fully assessed, including during the construction phase, and that steps are taken to reduce those impacts to an acceptable level. Development should avoid causing detrimental impacts on the environment, however where an impact cannot be avoided mitigation measures should be incorporated into the proposals so that any impacts can be reduced to an acceptable level or controlled.
- 12.12 Evidence submitted in support of a planning application should consider:
- the existing environmental conditions of the development site, such as the background and ambient noise, vibration, odour, fumes/emissions, dust and light levels;
  - how these existing environmental conditions will affect the proposed development;
  - how the proposed development will affect the existing environmental conditions;
  - and

- how the construction phase of the development will affect the existing environmental conditions, temporary or permanent, and also the proposed development itself.

12.13 The nature of the assessment required will be dependent on the scale and type of the proposed development. Further guidance can be found in national standards such as the code of best practice for sound insulation and noise reduction for buildings, alongside the Institute of Lighting Professionals guidance on obtrusive light, and DEFRA guidance on the control of odour and noise. Locally specific guidance on interpretation of these standards will be provided in a forthcoming SPD.

12.14 Where the outcome of any assessment identifies that either the location or the proposed end use is unsuitable, mitigation measures may be possible to enable the development to proceed without adverse effect. The mitigation measures required for each site will need to be determined on a site by site basis in consultation with the Council's Environmental Protection Unit. Potential mitigation measures are set out below, however this is not an exhaustive list of measures which could be implemented:

- redesigning the layout of the development;
- re-orientating a property to ensure that noise sensitive rooms are sited away from the noise source;
- providing increased sound attenuation to a facade or window;
- providing a noise barrier; and/or
- limiting hours of operation or use.

12.15 Where mitigation measures have been identified, planning conditions may be used to secure the protection required and maintenance needed in the future to ensure continued benefit. In some cases mitigation measures may still not be sufficient to prevent loss of amenity or to protect human health from environmental impacts. In such cases planning permission will not be granted.

### **Noise and Vibration**

12.16 Noise and vibration present in the existing environment or from the proposed development itself must be considered as part of a planning application. Problems can arise where noise sources or noise generating uses are located near noise sensitive uses. Noise or vibration may occur due to road and rail traffic, industrial or commercial premises, recreation and leisure facilities (including pubs and clubs and their parking facilities in particular), hot food takeaways and restaurants and plant/machinery/equipment.

### **Odour and Fumes/Emissions**

12.17 Introducing developments into areas where there is a risk of adverse effect due to odour, or introducing sensitive receptors into areas where there is a risk of adverse effect due to odour, fumes and emissions should be avoided wherever possible. Sources of odour and fumes/emissions may include industrial or commercial operations, plant/ machinery/ equipment, boilers, smoking shelters, kitchen extraction units, nail bars, etc.

12.18 Overall emissions to air from developments sites need to be considered. Please see Policy ENV1 'Air Quality'.

**Dust**

12.19 Emissions of dust from sites are most likely to occur during the construction phases of development but may also occur during the operational phases of a development. Excessive dust emissions may result in loss of amenity to neighbours and must therefore be adequately controlled.

**Lighting**

12.20 Lighting can have a significant impact on the environment and people. Flood lighting is important for security and safety and has other important uses such as lighting key buildings. However, poorly designed or badly directed lighting can cause loss of sleep, illness, discomfort and loss of privacy and obscure the night sky. Lighting can also have a significant and detrimental impact on wildlife through affecting the annual and diurnal rhythms of plants and animals and act as a significant barrier to some species.

12.21 Common sources of complaint about artificial light include:

- domestic security lights;
- industrial and commercial security lights;
- sports lighting;
- car parks; and
- commercial advertising.

12.22 Lighting in itself is not a problem; it only becomes a problem where it is excessive, poorly designed, badly installed or poorly maintained. Unnecessary light also causes excessive CO<sup>2</sup>, contributing to air pollution and poor air quality. All forms of exterior lighting can result in light pollution. Light pollution can be defined as artificial light which shines outside the areas it is intended to illuminate, including light which is directed into the night sky, creating 'skyglow'. Policy ENV2 will safeguard against excessive, inefficient and irresponsibly situated lighting, preserving and restoring 'dark skies' and limiting the impact from light pollution on local amenity, intrinsically dark landscapes, and nature conservation. The City of York Streetscape Strategy and Guidance (2014) contains useful information on the use and design of streetlighting, security lighting and floodlighting.

**Delivery**

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

**Policy ENV3: Land Contamination**

Where there is evidence that a site may be affected by contamination or the proposed use would be particularly vulnerable to the presence of contamination (e.g. housing with gardens), planning applications must be accompanied by an appropriate contamination assessment.

Development identified as being at risk will not be permitted where a contamination assessment does not fully assess the possible contamination risks, and / or where the proposed remedial measures will not deal effectively with the levels of contamination. Where proposals are acceptable in principle, planning permission will be granted subject to conditions.

Where remedial measures are required to deal effectively with contamination, a verification report must be submitted to confirm that the agreed remedial works have been carried out.

### **Explanation**

- 12.23 A site may be contaminated if potentially polluting substances are present in, on or under the land. Land contamination is often associated with historical industrial activities or former landfill sites. Following a review of historic maps, trade directories, photographs and other records the Council has identified sites which have a past industrial use or have been used for waste disposal. The Council has a duty under Part 2A of the Environment Protection Act (1990) to investigate these potentially contaminated sites. It should be noted that the potentially contaminated sites are based on information currently available to City of York Council and additional potentially contaminated sites may exist. Please contact the Council's Public Protection team for more information about contaminated land in York.
- 12.24 Developers must submit an appropriate contamination assessment for sites that are identified as potentially contaminated or for sites where the proposed use would be particularly vulnerable to contamination such as housing with gardens. The level of detail required in the assessment will be dependent on the potential contamination identified. As a minimum, a contamination assessment should include a Phase 1 investigation – which consists of a desk study, a site walkover and a conceptual site model. However, if contamination is known or suspected to an extent which may adversely affect the development, a Phase 2 investigation may be required to support the application. Guidance on undertaking a contamination assessment can be found in the British standard for investigation of potentially contaminated sites and model procedures for the management of land contamination. The Yorkshire and Lincolnshire Pollution Advisory Group's development on land affected by contamination guidance is updated annually and also provides technical guidance for developers, landowners and consultants to promote good practice for development on land affected by contamination.
- 12.25 It is the responsibility of the developer to find out the nature, degree and extent of any harmful materials on their site by carrying out site investigations and to come up with proposals for dealing with any contamination. The developer must be able to demonstrate that a site can and will be made suitable for its proposed use. They should be able to prove that there are no unacceptable short or long term risks to human health, the environment, property and/or controlled waters. All aspects of investigations into possible land contamination should follow current best practice and should be carried out by competent persons with recognised relevant qualifications and sufficient experience.
- 12.26 If there is potential for contamination to influence the site, planning conditions will be imposed to ensure that the site will be safe and suitable for the proposed use.

Conditions may require a full site investigation and risk assessment to be carried out before the development begins or for remedial measures to be incorporated that are necessary to protect human health and the wider environment.

### **Delivery**

- Key Delivery Partners: City of York Council; and developers.
- Implementation: Contamination assessments; remediation and verification; and planning applications.

### **Policy ENV4: Flood Risk**

New development shall not be subject to unacceptable flood risk and shall be designed and constructed in such a way that mitigates against current and future flood events.

An assessment of whether proposed development is likely to be affected by flooding and whether it will increase flood risk locally and elsewhere in the catchment must be undertaken. The assessment of proposed development against its flood risk vulnerability and its compatibility with this vulnerability, as defined in the most up to date Strategic Flood Risk Assessment (SFRA), will determine whether development is appropriate, what detailed policies for the resultant flood zone classification, as stated in the SFRA will apply, and whether a further Exception Test (that makes provision for sites in a zone with a higher probability of flooding to be assessed against wider sustainability benefits, provided that the flood risk posed is controlled and mitigated to an acceptable level) is subsequently required.

Where flood risk is present, development will only be permitted when the local planning authority is satisfied that any flood risk within the catchment will be successfully managed (through a management and maintenance plan for the lifetime of the development) and there are details of proposed necessary mitigation measures.

A flood risk assessment must be submitted with any planning application where flood risk is an issue, regardless of its location within the flood zones. In addition, a site-specific flood risk assessment that takes account of future climate change must be carried out for all planning applications of 1 hectare or greater in Flood Zone 1 and for all applications in Flood Zones 2, 3a, 3a(i) and 3b.

Areas of greater flood risk may be utilised for appropriate green infrastructure spaces.

### **Explanation**

- 12.27 The term “flood risk” is a combination of the probability and the potential consequences of flooding, where land not normally covered by water becomes covered with water, from all sources – including from rivers and the sea, directly from rainfall on the ground surface and rising groundwater, overwhelmed sewers and drainage systems, and from reservoirs, canals and lakes and other artificial sources.

- 12.28 The design and construction of development should take into account flood risk considerations in the National Planning Policy Framework (2012) (NPPF), the National Planning Practice Guidance and the most up to date City of York SFRA.
- 12.29 The approach taken in the NPPF aims to reduce the risks from flooding to people and both the natural and built environment. It provides national planning principles for the location of new development in relation to flood risk, directing development to the lowest areas of flood risk, advocating a risk-based 'sequential test' approach. The aim of the sequential test is to steer new development to areas with the lowest probability of flooding. Development should not be permitted if there are reasonably available sites appropriate for the proposed development in areas with a lower probability of flooding.
- 12.30 The Council will apply the risk-based sequential test approach set out in the NPPF. However, it may also consider development of land in areas known to be at risk from any form of flooding, and will take a sequential risk-based approach to determining the suitability of land in such areas for development, to ensure that sites at little or no risk of flooding are developed in preference to areas at higher risk. The Council's SFRA provides the basis for applying this test (and the exception test, as appropriate), to assess the nature of the proposed development against its flood risk vulnerability and its compatibility with this vulnerability.
- 12.31 The exception test approach recognises the need to balance wider sustainability issues with flood risk. This test involves the consideration of whether the proposed development contributes to sustainable development in its wider sense, is located on brownfield land and whether a detailed site specific flood risk assessment indicates that the development will be safe and will not increase flood risk elsewhere. The exception test essentially allows a balance to be struck in some instances between flood risk and wider sustainability objectives, for example where a highly accessible brownfield development site lies within a high flood risk zone, which is likely to apply to some parts of York's existing built up areas.
- 12.32 The level of detail provided within a flood risk assessment will depend on the scale of the development and flood risks posed. The Environment Agency's flood risk matrix gives standing advice on the scope and extent of flood risk assessments. More detailed policies for determining a planning application within the resultant flood zone classification are contained in the SFRA (or its successor). Guidance on the preparation of a flood risk assessment is also available in the SFRA.
- 12.33 Flood risk mitigation measures will be assessed by the Council's flood risk management team on a site-by-site basis.
- 12.34 The Local Flood Risk Management Strategy (2015) identifies the wider set of policies and strategic plans that need to be considered in the development of any proposals and applicants should consider its content.
- 12.35 Sufficient information is required to assess the flood risk and drainage impacts of any proposed development, guidance on the required information is contained in the SFRA and the emerging City of York Council Sustainable Drainage Guidance for Developers. As a minimum, all full planning applications submitted should include:

- a sufficiently detailed topographical survey showing the existing and proposed ground and finished floor levels (in metres above Ordnance Datum (m AOD) for the site and adjacent properties; and
- complete drainage details (including Flood Risk Assessments when applicable) to include calculations and invert levels (m AOD) of both the existing and proposed drainage system included with the submission, to enable the assessment of the impact of flows on the catchment and downstream watercourse to be made. Existing and proposed surfacing shall be specified.

12.36 The extent of information to be provided shall be proportionate to the type, scale and location of development and its potential associated flood risks.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; Environment Agency; and relevant internal drainage board(s).
- Implementation: Planning applications; Sustainable Design and Construction SPD; developer contributions; and flood risk assessments.

### **Policy ENV5: Sustainable Drainage**

For all development on brownfield sites, surface water flow shall be restricted to 70% of the existing runoff rate (i.e. 30% reduction in existing runoff), unless it can be demonstrated that it is not reasonably practicable to achieve this reduction in runoff.

Sufficient attenuation and long term storage should be provided to ensure surface water flow does not exceed the restricted runoff rate. Such attenuation and storage measures must accommodate at least a 1 in 30 year storm. Any design should also ensure that storm water resulting from a 1 in 100 year event plus the recommended additional flows from the latest climate change advice, to account for climate change and surcharging the drainage system, can be stored on the site without risk to people or property and without overflowing into a watercourse or adjacent areas.

Where these surface water run-off limitations are likely to be exceeded development may be approved provided sufficient facilities for the long-term storage of surface water are installed within the development or a suitable location elsewhere. Long term surface water storage facilities must not cause detriment to existing heritage and environmental assets.

For new development on greenfield sites, surface water flows arising from the development, once it is complete (and including any intermediate stages), shall be no higher than the existing rate prior to development taking place, unless it can be demonstrated that it is not reasonably practicable to achieve this.

Sustainable Drainage System (SuDS) methods of source control and water quality improvement should be utilised for all new development, to minimise the risk of pollution and to attenuate flood volumes. Such facilities should be provided on-site, or where this is not possible, close to the site.

Where new development is proposed within or adjacent to built-up areas it should be demonstrated that retrofitting existing surface water drainage systems, in those areas for flood prevention, and SuDS within the existing built environment have been explored. Any retrofitting proposals must not damage existing environmental assets including but not limited to landscapes, trees and hedgerows and agricultural land. The authority will support applications where SuDS are enhanced for Biodiversity.

In exceptional circumstances, where SuDS methods of source control and water quality can not be provided, it must be demonstrated that:

- i it is not possible to incorporate SuDS, either on site, or close to the site; and
- ii an acceptable means of surface water disposal is provided which does not increase the risk of flooding, does not damage existing environmental assets and improves on the current situation.

Measures to restrict surface water run-off rates shall be designed and implemented to prevent an unacceptable risk to contamination of groundwater. The type of SuDS used should be appropriate to the site in question and should ensure that there is no pollution of the water environment including both ground and surface waters.

New development will not be permitted to allow ground water and/or the outflow from land drainage to enter public sewers.

Existing land drainage systems should not suffer any detriment as a result of development.

### **Explanation**

- 12.37 The current City of York SFRA (2013) seeks to restrict surface water runoff from new development to below the extant run-off rates. Further details of how to calculate existing runoff rates are contained in the SFRA and the emerging City of York Council Sustainable Drainage Guidance for Developers. The latest Defra climate change allowance guidance requires developers to assess the life of the development and its vulnerability over this time, developments in York will be required to provide between 15 and 50% increase in flood flows based on the likely climate change uplifts for the Humber River Basin District. Support is available in the Strategic Flood Risk Assessment and the emerging City of York Council Sustainable Drainage Guidance for Developers document in the interpretation of national climate change guidance.
- 12.38 Examples of SuDs are included in the emerging Sustainable Drainage Guidance for Developers document which links to wider guidance including:
- SUDS Manual (CIRIA C697).
  - Non-Statutory Technical Standards for Sustainable Drainage Systems (Defra March 2015).
  - Non-Statutory Technical Standards for Sustainable Drainage: Practice Guidance (The Local Authority SuDS Officer Organisation).
- 12.39 Where it can be demonstrated by the developer that the implementation of SuDS is not feasible, consideration will be given to approving the development where more

conventional surface water drainage techniques (e.g. connection to existing surface water drains subject to capacity) are proposed.

12.40 The design and construction of the development should:

- take into account existing land drainage systems; and
- where the development requires the severance or stopping-up of existing land drainage systems, the developer provide sufficient suitable mitigation measures

12.41 Consent may be required for drainage connections to Internal Drainage Board (IDB) managed watercourses under the terms of their byelaws, further information can be found on the York Consortium of Drainage Boards and the Kyle and Upper Ouse IDB websites.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; Environment Agency; and relevant internal drainage board(s).
- Implementation: Planning applications; Sustainable Design and Construction SPD; developer contributions; and flood risk assessments.

## Section 13: Waste and Minerals

- 13.1 City of York is making good progress in sustainable waste management. The Council's waste management strategy is to reduce waste going to landfill through various initiatives such as the provision of a full kerbside recycling service. The tonnage disposed to landfill has fallen consistently in recent years, and the recycling rate has increased. Other waste streams generated in City of York are commercial and industrial waste; construction, demolition and excavation waste; agricultural waste; hazardous waste; low-level non-nuclear radioactive waste; and waste water/sewage sludge. Whilst there are currently no active mineral workings in City of York, there is existing ancillary minerals related infrastructure. There are also resources of sand and gravel, brick clay, coal hydrocarbons and coal-bed methane. Whilst these minerals are known to exist, it is not known whether they could be extracted economically and there has been little interest expressed by the minerals industry in working them during the preparation of the Minerals and Waste Joint Plan or the City of York Local Plan.

### **Policy WM1: Sustainable Waste Management**

Sustainable waste management will be promoted by encouraging waste prevention, reuse, recycling, composting and energy recovery in accordance with the Waste Hierarchy and effectively managing all of York's waste streams and their associated waste arisings. This will be achieved in the following ways:

- i. working jointly with North Yorkshire County Council to develop capacity to manage residual municipal waste through mechanical treatment, anaerobic digestion and energy from waste;
- ii. safeguarding existing facilities as identified in the Minerals and Waste Joint Plan;
- iii. identifying through the Minerals and Waste Joint Plan, suitable alternative capacity for municipal waste and suitable capacity for all other waste streams, as may be required during the lifetime of the Joint Plan until 2030;
- iv. requiring the integration of facilities for waste prevention, re-use, recycling, composting and recovery in association with the planning, construction and occupation of new development for housing, retail and other commercial sites;
- v. promoting opportunities for on-site management and recycling of waste where it arises at retail, industrial and commercial locations, particularly in the main urban area; and
- vi. granting planning permissions for waste facilities in appropriate sustainable locations only where they would not give rise to significant adverse impacts on the amenity of local communities and the historic and natural environment, in accordance with other relevant policies in the plan.

**See also Policy SS1, SS2, H1, D2, GB1, CC2, DM1 and WM2**

### **Explanation**

- 13.2 Waste was formerly viewed as a by-product of living and was disposed of by the cheapest possible method, direct to landfill without pre-treatment. In the drive to achieve sustainable waste management this is no longer possible. It is essential that greater emphasis is placed on avoiding waste production and managing the waste produced in the most sustainable way, making use of waste as a resource and only

disposing of the residue that has no current value. National legislation, fiscal and policy measures have all contributed to driving waste up the waste hierarchy which aims first to reduce the generation of waste, followed by reuse, recycling and energy recovery.

- 13.3 For municipal waste City of York Council works closely with North Yorkshire County Council through an Inter-Authority Agreement. The councils have worked jointly to secure a waste treatment facility to divert biodegradable municipal waste from landfill. The facility at Allerton Waste Recovery Park (AWRP) at Allerton Park near Knaresborough is at an advanced stage of construction and is expected to be fully commissioned in early 2018. The new facility would reduce the amount of residual municipal waste going to landfill by a minimum of 95%. Following the completion of the AWRP no other sites will be required for the treatment of residual municipal waste arising in the City of York Council area in the plan period.
- 13.4 The Minerals and Waste Joint Plan, once finalised, will identify suitable alternative capacity for municipal waste and suitable capacity for all other waste streams, as may be required during the lifetime of the Joint Plan. The priority to be given to the range of possible sites is set out in the Joint Plan. From a strategic viewpoint it will also be important that facilities for waste prevention, re-use, recycling, composting and recovery are integrated in association with the planning, construction and occupation of new development for housing, retail and other commercial sites. Similarly it is vital in the interests of sustainable development that opportunities for on-site management of waste where it arises at retail, industrial and commercial locations, particularly in the main urban area, are promoted.
- 13.5 Waste management facilities should be well designed so that they contribute positively to the character and quality of the area in which they are located. This is especially the case in an area such as City of York where the overall quality of the built and natural environment is high. The impacts of certain major waste management facilities are such that acceptable sites within City of York are likely to be very limited.

### **Delivery**

- Key Delivery Partners: City of York Council, North Yorkshire County Council; Waste Service providers; and Environment Agency.
- Implementation: Minerals and Waste Joint Plan; Sustainable Design and Construction Supplementary Planning Document; Inter-Authority Agreement with North Yorkshire Council; and planning applications.

## **Policy WM2: Sustainable Minerals Management**

Mineral resources will be safeguarded, the consumption of non-renewable mineral resources will be reduced by encouraging re-use and recycling of construction and demolition waste and any new provision of mineral resource will be carefully controlled. This will be achieved in the following ways:

- i. minimising the consumption of non-renewable mineral resources in major developments by requiring developers to demonstrate good practice in the use, reuse, recycling and disposal of construction materials;
- ii. identifying, through the Minerals and Waste Joint Plan, resources to be safeguarded, safeguarded areas for minerals and ancillary transport infrastructure including sites in the City of York area; and
- iii. identifying, through the Minerals and Waste Joint Plan, areas of sufficient quality for mineral extraction, in line with any agreed apportionments and guidelines.

**See also: Policy SS1, SS2, D2, GB1, CC2 and DM1**

### **Explanation**

- 13.6 The National Planning Policy Framework (2012) (NPPF) recognises that minerals are essential to support economic growth and our quality of life and it is important therefore that there is a sufficient supply of material to provide the infrastructure, buildings, energy and goods that the country needs. However, since minerals are a finite resource and can only be worked where they are found, it is important also to make best use of them to secure their long-term conservation.
- 13.7 Mineral Safeguarding Areas are areas of known mineral resources that are of sufficient economic or conservation value to warrant protection for generations to come. The Minerals and Waste Joint Plan will identify Mineral Safeguarding Areas and set out policies to avoid sterilisation of such resources by non-mineral development. Similarly the Joint Plan will safeguard any facilities required for the storage, handling, processing and bulk transport of primary minerals and secondary and recycled materials, in line with the NPPF.
- 13.8 There are no existing mineral sites in York. The local aggregates assessment has not presented specific evidence on aggregate mineral requirements for the York area. Sand and gravel assessments were carried out in City of York area in 2013 and 2014 which concluded that the City of York has sand and gravel resources however they are highly variable in terms of their aggregate properties.
- 13.9 There has been very limited interest expressed via the Minerals and Waste Joint Plan in relation to the exploration or development of mineral resources in York. The Minerals and Waste Joint Plan has examined the need for any provision across the Joint Plan area in detail and will allocate future sites or areas which reflect the evidence base and complies with national policy and guidance. In addition the Joint Plan will set out policies to assess any future applications for minerals development.

## **Delivery**

- Key Delivery Partners: City of York Council; and North Yorkshire County Council.
- Implementation: Minerals and Waste Joint Plan; Sustainable Design and Construction Supplementary Planning Document; and planning applications.



This section looks at reducing the need to travel by promoting sustainable connectivity through ensuring new development has access to high quality public transport, cycling and walking networks.

ENSURE EFFICIENT AND AFFORDABLE TRANSPORT LINKS



## Section 14: Transport and Communications

- 14.1 An effective transport network enables people to access work, services, leisure and other facilities in an efficient and safe way. It also enables the efficient movement of goods, materials and information. It is, therefore, an important element in supporting economic growth and the growth of sustainable communities.
- 14.2 Transport policies have an important role to play contributing to this and also contributing to wider sustainability, environmental (including heritage) and health objectives. The transport system needs to be balanced in favour of sustainable transport modes, giving people a real choice about how they travel. Planning policies and decisions should support a pattern of development which, where reasonable to do so, facilitates the use of more sustainable modes of transport, thus supporting reductions in greenhouse gas emissions and reducing congestion to levels below that which may otherwise be expected without such policies.
- 14.3 The transport policies of this Local Plan are consistent with the strategic themes of the City of York Council Local Transport Plan 3: 2011-2031 (2011) that are:
- provide quality alternatives (to the car),
  - provide strategic links,
  - implement behavioural change,
  - tackle transport emissions, and
  - improve public streets and spaces.

### **Policy T1: Sustainable Access**

Development will be supported where it minimises the need to travel and provides safe, suitable and attractive access for all transport users to and within it, including those with impaired mobility, such that it maximises the use of more sustainable modes of transport.

This will be achieved by:

- a. ensuring developments that can be reasonably expected to generate significant traffic movements are supported by frequent high quality public transport linking them to York's City Centre and other key destination, as appropriate; and
- b. requiring development proposals to demonstrate
  - i. There is safe and appropriate access to the adjacent adopted highway.
  - ii. There are safe and appropriate links to local services and facilities, the surrounding walking, cycling and public transport networks (including, where appropriate, the Public Rights of Way (PRoW) network), and that these integrate into the overall development.
  - iii. They provide suitable access, permeability and circulation for a range of transport modes whilst giving priority to pedestrians (particularly those with impaired mobility), cyclists and public transport services.

- iv. They create safe and secure layouts for motorised vehicles (including public transport vehicles), cyclists, pedestrians that minimise conflict.
- v. They provide sufficient convenient, secure and covered cycle storage, ideally within the curtilage of new buildings.
- vi. New roads or accesses through the development restrict access for, or otherwise discourage general motor traffic.

Where development is to be supported by frequent high quality public transport linking them to York City Centre or other key destination, developers will be required to ensure the provision of such new services or enhanced existing services, as necessary, from first occupation of the development for a period of up to 10 years, or five years after last occupation, whichever comes sooner. For all development, public transport services should be within reasonable safe walking and cycling travel distance of all parts of the development.

In applying this policy it is recognised that in some circumstances developments will not be able to achieve these criteria (for example, in heart of foot streets area), so they can, subject to sufficient justification of effective accessibility (including taxis) being submitted by a developer, be relaxed. Also some developments may be of a sufficient size to warrant a higher degree of accessibility than would otherwise be required for its location.

**See also Policy DP3, D2, DM1 and ENV1**

### **E x p l a n a t i o n**

- 14.4 Careful choice of location and layout of new development, combined with appropriate design and management measures, including adequate provision for pedestrians, cyclists and users of public transport in all new development, can help to reduce the dependence upon private cars, providing a safer, and more sustainable (and in the case of walking and cycling, a more healthy) alternative means of travel for most members of the community either for leisure or more functional purposes. The layout and design of development will need to balance safety, convenience and attractiveness whilst addressing potential conflict between the different modes of transport.
- 14.5 Roads providing a new direct vehicular through route will generally not be supported, as these are likely to attract car traffic from more major roads. However, controlled through access for buses and cycles is encouraged and through routes that offer sufficient deterrent to general car traffic may be supported. Where any new through-route for all traffic is proposed, it is important that the potential impacts are minimised.
- 14.6 Developments likely to generate significant traffic movements include, but are not limited to
- strategic housing allocations (i.e. sites over 5 ha);
  - new ‘garden village’ settlement;
  - strategic employment locations;
  - other residential development sites that are over 5 ha; and
  - residential development sites that are under 5 ha, but have more than 200 dwellings.

- 14.7 Public transport (particularly buses) has a crucial role to play in meeting York's transport needs and embedding sustainable travel patterns from an early stage. This is particularly important for new settlements, urban and sub-urban extensions and development on the city's edge where key services and employment centres are not often within walking distance of housing.
- 14.8 Guidance on the distance to public transport and the level of service provision for it to be considered high quality and accessible will be contained in a forthcoming 'Sustainable Transport for Development' Supplementary Planning Document (SPD).
- 14.9 The frequency criteria for public transport (as stated in the SPD) shall generally apply for the peak-hours of movement to and from the development and, for non-residential development, the main hours of operation of the resulting use. Outside of these peak periods a reduction in frequency may be supported, subject to suitable levels of access being maintained. In terms of public transport accessibility, appropriate contributions for off site improvements to ensure safe and convenient access to bus stops will be required as necessary.
- 14.10 The requirement to ensure the provision of public transport services from first occupation of the development for a period of up to 10 years, or five years after last occupation, whichever comes sooner, shall apply unless the developer can demonstrate
- this is not a viable option in terms of practicality and cost - in such cases the developer should set-out the proposed level of public transport provision and the duration of this provision, together with a justification for this; or
  - such new services or enhanced existing services will become commercially viable within a shorter timeframe.
- 14.11 All development should be fully accessible to all groups within the community. However, people with mobility impairments (including sensory impairment), are often precluded from playing a full and independent role in society by the inaccessibility of land, buildings, transport and other facilities.
- 14.12 Lack of sufficient safe, covered and convenient storage space for cycles in new development, particularly in residential development, can deter people from owning and using a cycle. Development will be expected to be in accordance with the advice contained in the Council's 'Sustainable Transport for Development' SPD.
- 14.13 The design of new car parks should take full account of the requirements of people with limited mobility. In particular, disabled parking bays should be located as close as possible to either the facility concerned or the principal pedestrian route from the car park, and sufficiently generous space must be provided at these bays to accommodate wheelchair users. Further details are contained in the Council's 'Sustainable Transport for Development' SPD.
- 14.14 The National Planning Policy Framework (2012) (NPPF) requires that development should be designed to incorporate facilities for charging plug-in and other ultra-low emission vehicles. This is consistent with the Low Emission Strategy (2012). Unless it can be demonstrated that it would undermine the viability of developments, a

recharging point should be provided for each off street parking space within the development.

## **Delivery**

- Key Delivery Partners: City of York Council; and developers.
- Implementation: Planning applications, developer contributions, City of York Council capital programme Network Rail investment programmes, train operating company investment programmes, and public transport operator service changes (commercial and contracted services).

## **Policy T2: Strategic Public Transport Improvements**

The Plan will support the delivery of general and specific junction, highway or public transport infrastructure enhancements as set out in the Local Transport Plan 2 2011-2031 (LTP3) and subsequent associated (or complementary) investment programmes.

In addition, strategic public transport infrastructure, as listed below, and (if requiring land outside of the highway boundary to implement) as identified on the Proposals Map, will be implemented in the short-term and medium-term timescales shown, and pursued in the long-term timescale shown.

### Short-term (2017-22)

- i. The following highway enhancements to improve public transport reliability
  - public transport interchange improvements at York Station,
  - Leeman Road / Shipton Road Corridor Improvements,
  - improve bus routing and waiting facilities adjacent to the memorial gardens in Leeman Road,
  - citywide improvements to the urban traffic control system, and
  - a package of physical measures to improve operation of the bus fleet and bus services in York city centre.

### Medium-term (2022-27)

- ii. Further expansion of the Askham Bar and Poppleton Bar Park & Ride facilities to match rising demand.
- iii. The following highway enhancements to improve public transport services and reliability
  - a segregated grade-separated bus (and pedestrian / cycle) route across A1237 to improve connectivity with the areas to the north-west of the city, and
  - a dedicated public transport / cycle route linking the new settlement (ST15) to a suitable access on York's highway network in the urban centre of York (subject to confirmation of developers access proposals to site ST15 so not shown on the proposals map).

### Long-term (2027-32)

- iv. A new railway station at Haxby.
- v. Traffic restraint measures in the city centre to improve public transport reliability

The Plan will also support (subject to compliance with other policies in the Plan) development proposals that

- vi. improve rail access and connectivity, including but not limited to new railway stations / halts for heavy or light rail services, and capacity improvements and other enhancements (including new technology applications, where appropriate) on rail lines running into or through York; or
- vii. provide highway enhancements to improve public transport reliability; or
- viii. facilitate the relocation of the Designer Outlet Park & Ride facility.

**See also Policy DM1**

### **Explanation**

- 14.15 Preliminary transport modelling work undertaken using the City of York’s strategic transport model predicts that the volume of traffic on the highway network overall could increase by approximately 20% (an extra 7000 vehicle trips in each peak) by the end of the local plan period. The corresponding predicted increase in travel time across the network is approximately 30% and the increase in network delay is approximately 55%. This level of traffic growth could lead to significant delays being experienced on the radial routes into York, the outer ring road (A64 and A1237) and all routes within the outer ring road.
- 14.16 To help mitigate this, the implementation of strategic public transport infrastructure, in association with service improvements seeks to encourage modal shift away from private motor vehicle use to more use of public transport. This offer enhanced access for all members of the community to jobs, services and leisure opportunities and reduce reliance on private motorised transport for travel and hence minimise the increase in traffic levels arising from new development. The broad timescales for the delivery of these schemes shall match the anticipated growth in population and demand for travel in York over the plan period, and development-related opportunities.
- 14.17 Policy T2 identifies the principal strategic schemes that need to be delivered, but many more smaller projects with more local impacts will also be required, either individually or as part of larger projects. More detail is contained in the Infrastructure Delivery Plan. York Railway Station is not included in this list (other than for the public transport interchange improvements at York Station) as it is subject to a separate specific policy (Policy T3).
- 14.18 The development of new and improved public transport services and facilities will still need to satisfy policies throughout the plan in terms of protecting the built and natural environment and replacing amenities that may be otherwise removed by development.
- 14.19 Askham Bar Park & Ride site currently has 1,100 car parking spaces, but it can be expanded to accommodate a further 150 spaces. The planning permission for the Poppleton Bar Park & Ride site (currently 600 spaces) allows for further expansion up to 1200 spaces. For new (or relocated) Park & Ride sites, location is an important factor in ensuring its effective operation. Sites should, ideally, be
- well signed;

- adjacent to a major radial approach route;
- on the edge of the built up area;
- safe and easy to access;
- outside any congested area to maximise the advantages of bus priority; and
- adjacent to trip attractors (i.e. destinations in their own right) if there is a desire to attract non-Park & Ride passengers, particularly for 'back-trips', to the bus service. Siting trip generators (e.g. residential developments) near to bus stops at which Park & Ride services call could also attract non-Park & Ride passengers.

14.20 Improvements or new facilities should include sufficient car parking for persons with disabilities, cycle parking and facilities for buses, taxis and where appropriate, coaches. Provision of car parking (other than for people with disabilities) should be determined through a transport assessment and travel plan. New or improved facilities should also incorporate suitable signage and traffic management measures to reduce potential conflicts.

14.21 The Council will support development proposals which bring about the improvement of existing railway stations and facilities or the provision of new existing railway stations and facilities, or bring about some other improvement which will be beneficial to the operation of the line. At new or improved rail stations the 'station environment' must provide safe and convenient movement to and between platforms and include other facilities, such as sheltered waiting and ticketing facilities, public transport information and sensitive lighting and landscaping. Proposals for new or improved rail stations should also have improved access to them by all modes, in accordance with the Council's Hierarchy of Transport Users as set out in the Local Transport Plan 2011-2031 (LTP3).

14.22 The strategic public transport improvements in the longer-term are vital to widen the transport choices available to people who live in, work in or visit York as the larger residential and employment sites come on-stream.

14.23 More detail pertaining to how strategic public transport infrastructure is to be funded and delivered is contained in the Infrastructure Delivery Plan.

### **Delivery**

- Key Delivery Partners: City of York Council; bus operators, Network Rail; train operating companies and developers.
- Implementation: Planning Applications, Developer Contributions, City of York Council Capital Programme, Network Rail investment programmes, Train Operating Company investment programmes, and public transport operator service changes (commercial and contracted services).

### **Policy T3: York Railway Station and Associated Operational Facilities**

Development will be supported that:

- i. conserves and, where appropriate, enhances those elements that contribute to the significance of the Listed Grade II\* station;
- ii. improves the setting of and approaches to the station and the experience of those using it, to meet the demands of the modern rail customer;
- iii. increases the railway capacity at York Station (as identified on the Proposals Map) to meet changing demands on and capacity in the rail network, over the duration of the Local Plan period and beyond, and to develop the station as
  - a hub and gateway station for York and the wider sub-region, and
  - a hub station for high-speed rail (HS2 and Northern Powerhouse Rail);
- iv. assists in the improvement of public transport turn around and interchange facilities as part of a general package of measures to improve access at York Station, by all modes, in the medium-to-long-term;
- v. consolidates public car parks and maintain an appropriate level of long-stay and short stay parking at the York Station, which is currently provided at several locations;
- vi. improves pedestrian and cyclist access to within and through the station, including, but not limited to
  - links to improved interchange with further links from this to the south-western quadrant of the city centre,
  - links to the York Central site through the station (including pedestrian crossings of the lines),
  - links between the York Central site and the north-west quadrant of the city centre,
  - reduced pedestrian / vehicular conflict in Queen Street,
  - creation of environmental improvements at Tea Room Square,
  - improved cycle parking,
  - improved way-finding and signage, and
- vii. facilitates the continued use of essential operational rail lines and facilities or the establishment of new essential operational rail lines or facilities until such time, as determined by rail regulator, that land required for York Central (Policy SS4) is no longer to remain in rail use.

#### **Explanation**

- 14.24 York benefits significantly from being in a strategic location on the UK's rail network. It has access to several high quality long distance networks and operations that serve the rest of the country, and is in a good central position being approximately midway between London and Edinburgh, with journeys to both cities taking around two hours and two-and-a-half hours respectively. Direct trains are available to many cities in the north of England e.g. Leeds, Manchester, Liverpool, and Sheffield, and

Birmingham in the Midlands. York Station also serves as a major gateway to the historic city and is often the visitor's first introduction to the City of York.

- 14.25 By virtue of its short journey time to London via the East Coast Main Line (ECML), and easy interchange between King's Cross and St. Pancras, York is also well connected to mainland Europe by rail. The rail link to Manchester Airport enables it to also be linked to longer distance international travel by air. The importance of York's position on the rail network is evidenced by annual passenger flows of nearly 1.29 million between York and London and over 1.35 million between York and Leeds.
- 14.26 York is the third busiest station in Yorkshire and Humber (after Leeds and just after Sheffield). It is the busiest station in the North Yorkshire and York Sub-Region, with 8.5 million footfall per annum (approximately)<sup>1</sup> (upwards of 1.1 million being visitors), emphasising its role as a 'gateway' to Yorkshire.
- 14.27 Network Rail's Yorkshire and Humber Route Utilisation Strategy (2009) (RUS) forecast the future passenger demand levels and overall growth levels for the key markets. It predicted that the total number of passengers travelling to York will increase by 41% over the next 12 years (from 2009). However, since the publication of this RUS, Network Rail, working with the rail industry and wider stakeholders and partners, is required to plan for future use of and investment in the railway as part of the regulated Long Term Planning Process (LTPP)<sup>2</sup>. This process will determine the required railway outputs (e.g. frequency, journey time, capacity, punctuality etc.) and the investments required to deliver them.
- 14.28 The Government has determined that the necessary capacity and quality improvements for future long distance north/south movements will be provided by a new high speed rail system - HS2. The proposed network would be Y-shaped, running from London to Birmingham then splitting in two, to run eastwards to Leeds and westwards Manchester with onward links to the existing ECML and West Coast Mainline respectively. When complete in 2033 it will provide a much faster connection to London and the continent for travellers from the Leeds City Region and the north of England and York will have a direct link with the new high speed line. Prior to the implementation of HS2, new 'Azuma' Class 800 train sets (to replace ageing Inter-City 125 HST and IC225 train sets) are expected to start operating on the East Coast Main Line in 2018. Furthermore, in the 2016 Budget the Chancellor of the Exchequer announced the Government will allocate £60 million to develop options for Northern Powerhouse Rail between Leeds and Manchester, as well as options for improving other major city rail links. This is in addition to the Transpennine Route Upgrade between Liverpool, Manchester, Leeds and York.
- 14.29 The 9-car 'Azuma' class 800/1 trains that will operate on the ECML from 2018 and the hs2 train sets following-on will be longer and carry more passengers than the train sets for any of the passenger train services that currently call at York station. This, coupled with the likely overall increase in the number of trains calling at York, once all new services are in operation, requires sufficient capacity to be available at

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<sup>1</sup> Office of Rail and Road estimates of Station Usage 2015-16

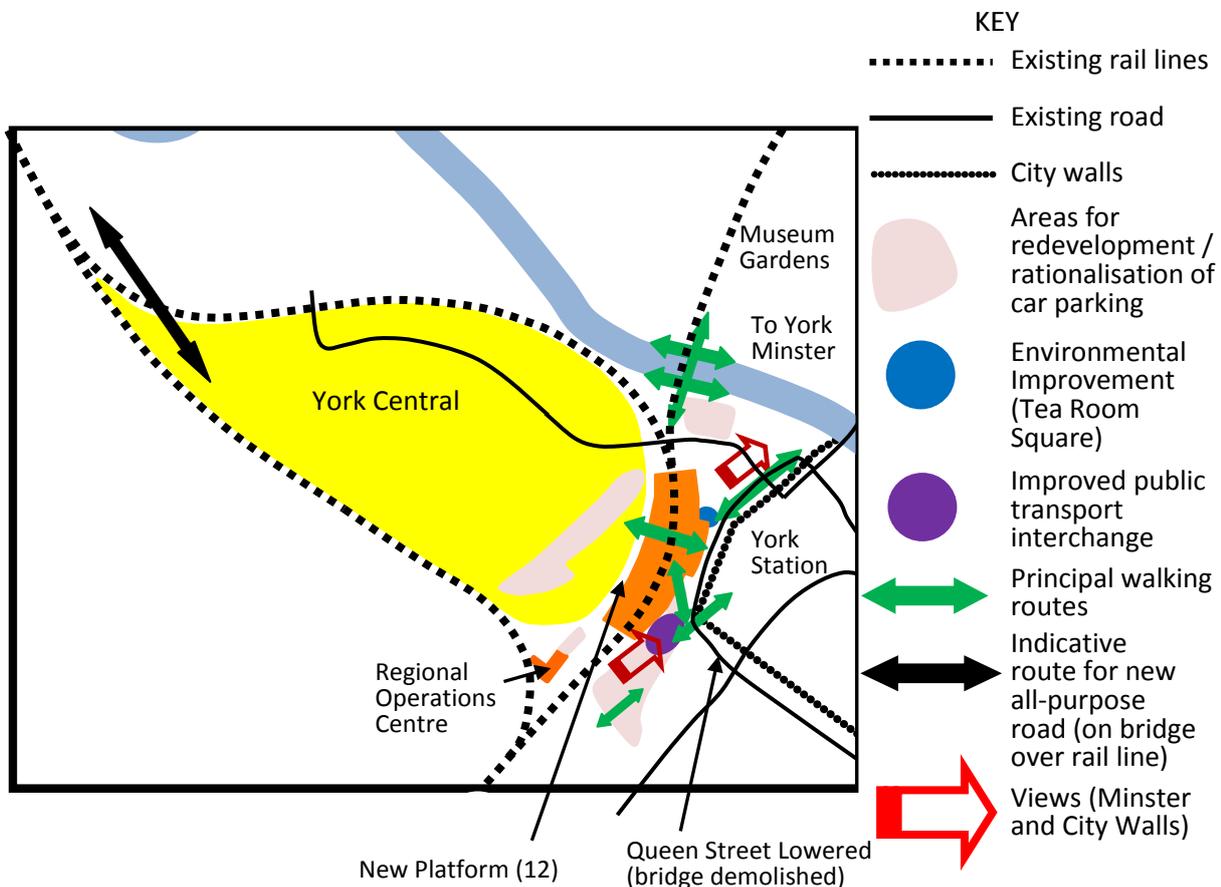
<sup>2</sup> The relevant workstreams in this case are the rail industry Market Studies (published in October 2013), and the East Coast Main Line Route Study (yet to be completed)

the station to accommodate all the trains calling at it, and the higher number of boarding and alighting passengers using these services.

14.30 York Rail Station is one of the main interchange points in York, allowing bus-to-bus and bus-to-rail changes. However, bus stops in the vicinity of the station are amongst the most congested in the city centre in terms of vehicle arrivals per hour. There is currently no suitable place for buses approaching from the east to terminate and turn around for return journeys.

14.31 York station, will therefore, need to be upgraded in terms of capacity and facilities to meet the demands from these new services and anticipated growth. It also needs to have high quality access to it, within it and through it. The approach for this is shown in Figure 14.1.

**Figure 14.1 York Station Access Concept Plan**



14.32 Short term public transport interchange improvements at the station will be implemented through the current Better Bus Area Fund (BBAF) programme. The Plan will also support proposals to provide a new public transport turn around and interchange facility as part of a general package of measures to improve access at York Station in the medium-to-long-term.

- 14.33 More detailed information relating to timescales and funding sources etc. for providing the necessary increase in rail capacity and facilities at York Station is contained in the Infrastructure Delivery Plan.
- 14.34 Although any development proposals for the station and its environs must give due consideration to Listed Grade II\* status, it is acknowledged that in any operating station, changes have to take place to enable it to meet the demands of the modern customer and, therefore, it should not prevent proposals that are sympathetic to heritage of the station or its environs being put forward.
- 14.35 A Siemens Transpennine Express depot is currently located within the existing operational railway land to the north of Leeman Road and north-west of York Station. The resultant operational requirements of the Transpennine Route Upgrade (TRU) may necessitate the provision of additional operational rail facilities.

### **Delivery**

- Key Delivery Partners: City of York Council, Network Rail, train operating companies and developers.
- Implementation: Planning Applications, Developer Contributions, City of York Council Capital Programme, Network Rail investment programmes, Train operating company franchise investment requirements, public transport operator service changes (commercial, contracted and franchised services).

### **Policy T4: Strategic Highway Network Capacity Improvements**

The Plan will support the delivery of general and specific junction or other highway enhancements as set out in the Local Transport Plan 2011-2031 (LTP3) and subsequent associated (or complementary) investment programmes that improve journey time reliability on sections of the road network that experience high volumes of traffic or delay.

In addition, strategic highway capacity improvements, as listed below and (if requiring land outside of the highway boundary to implement) as identified Proposals Map, will be implemented in the short-term and medium-term timescales shown, and pursued in the long-term timescale shown:

#### Short-term (2017/18 – 2022/23)

- i. Improvements to the following junctions (including approaches) on the A1237:
  - Haxby Road
  - Monks Cross (North Lane)
  - B1363 Wigginton Road
  - Great North Way
  - Strensall Road
  - Clifton Moor
  - B1224 Wetherby Road
- ii. Provision of a new all-purpose access road, including a new bridge over the existing railway, to serve the York Central site (ST5)

Medium-term (2022/23 -2027/28)

- iii. Improvements to the A64/A1079/A166 Grimston Bar junction (including approach roads);
- iv. Improvements to A1036 (Malton Road, Heworth Green) / Stockton Lane / Heworth Road junction;
- v. Junction improvements on Wigginton Road, north of A1237, and
- vi. Wigginton Road / Crichton Avenue junction improvement (complementing inbound bus priority measures on Wigginton Road), and
- vii. New access of A64, including new grade separated junction, to serve the Land West of Elvington Lane site (ST15)

Long-term (2027/28 – 2032/33)

- viii. Upgrading the A1237 to dual-carriageway standard

The plan will also support the construction of new or improved accesses to other major development sites, to a suitable standard, to form part of the city's strategic highway network as appropriate.

**See also Policy SS4, SS13 and DM1**

**Explanation**

- 14.36 The £34.2m project to deliver capacity enhancements to the A1237 junctions has secured Gateway 1 (Outline Business Case) approval from West Yorkshire Combined Authority (WYCA). This project, due for completion by 2021/22, will improve the through-flow of traffic across each junction and thereby improve the overall movement of traffic on the A1237- as already experienced in the vicinity of the A1237/A59 following the recent upgrade to the A59/A1237 junction - thus encouraging the transfer of cross-city private motor vehicle journeys away from radial routes through the city centre and its immediate surrounding area. This, in-turn, will enable complementary measures that encourage the use of more sustainable travel to be implemented on radial routes (including at junctions with the A1237) and other roads closer to the city centre.
- 14.37 In the longer-term, as more developments come on-stream further enhancements to the A1237 will be necessary to provide substantial additional link capacity to cater for the projected increases in traffic. This additional link capacity will improve traffic flow and journey time reliability along it such that it will draw more cross-city traffic away from the radial routes and inner urban routes. On 3 August 2017 WYCA approved a bid by City of York to secure £295,000 to fund a pre-feasibility study to identify and evaluate options for upgrading the A1237 between the A64 at Askham Bryan and the A64 at Hopgrove to a dual carriageway. The outcome of this feasibility work will pave the way for a later bid by the council for money to dual the road as part of the Government's Transport Investment strategy, published on 5 July 2017.
- 14.38 The A64/A1079/A166 Grimston Bar junction is situated to the east of York's urban area approximately 3.5 miles from the boundary with the East Riding of Yorkshire. A substantial amount of the inward commuting road traffic into the York authority area comes from the East Riding of Yorkshire and this junction is the focal point for the majority of this traffic, before it either continues into York or travels beyond York. Improvements to this junction will provide the capacity required to meet the

increases in traffic demand arising from growth in York and the East Riding of Yorkshire. The Council is working with Highways England and other relevant local authorities, including East Riding of Yorkshire Council, to reduce congestion and identify mitigation measures along the A64 corridor, including the Grimston Bar junction.

- 14.39 More detail with regard to the how strategic highway network capacity improvements are to be funded and delivered is contained in the Infrastructure Delivery Plan.

### **Delivery**

- Key Delivery Partners: City of York Council, Highways England, Network Rail, and developers
- Implementation: Planning Applications, Developer Contributions, City of York Council Capital Programme, East Riding of Yorkshire Council Capital Programme Highways England programmes

### **Policy T5: Strategic Cycle and Pedestrian Network Links and Improvements**

The Plan will support the delivery of general and specific schemes as set out in the Local Transport Plan 2011-2031 (LTP3) and subsequent associated (or complementary) investment programmes to provide a comprehensive cycling and pedestrian network and improve the environment for walking and cycling.

In addition, strategic cycle and pedestrian network links and improvements, as listed below and (if requiring land outside of the highway boundary to implement) as identified on the Proposals Map, will be implemented in accordance with the timescales shown, to encourage modal shift away from private motor vehicle use to more active and sustainable modes of transport:

#### Short-term (2017/18 – 2022/23)

- i. Widening of footway / cycle way on east side of Scarborough bridge and new approach ramps (includes direct link into York Station);
- ii. Haxby Road / Huntington Road Corridor (Phase 1 – north of existing Nestle site to A1237)\*;
- iii. Wetherby Road / Acomb Road Corridor\*;
- iv. Bishopthorpe Road South Corridor\*;
- v. Fishergate North Corridor\*;
- vi. Strensall Road Corridor (Strensall to A1237)\*, and
- vii. University of York East Campus to West Campus link.

Note schemes denoted thus (\*) also extend into the medium term and long term.

#### Medium-Term (2022/23 – 2027/28)

- viii. Wigginton Road Corridor – Mill Lane to north of existing Nestle Site (ST17) (complementing Inbound bus priority measures on Wigginton Road);
- ix. Haxby Road / Huntington Road Corridor (Phase 2 – city centre to north of existing Nestle site (ST17));

- x. Hull Road Corridor (complementing Bus priority measures on the Hull Road corridor);
- xi. Hurricane Way / Stirling Road corridor\*\*, and
- xii. Pedestrian / cycle bridges across the River Foss (as part of the re-development of the York Castle Gateway major regeneration area);

Note scheme denoted thus (\*\*) is a relatively small scheme that could be implemented the short-term.

Long-Term (2027/28 – 2032/33)

- xiii. Strategic north-south and east-west cycle routes through the city centre.

In addition to the above, other schemes identified through the Council's Strategic Cycle Route Network Evaluation and Prioritisation Methodology (e.g. Strategic Infill cycle scheme package and Cycle Routes to Villages package) will be pursued.

The Plan will also support proposals that improve access to and around new development, particularly strategic sites, and proposals that improve other cycle and pedestrian routes that are neither strategic network links nor routes included in the Proposals Map.

**See also Policy T1, SS4 to SS13, SS16, SS18 to SS20, SS22 to SS23 and DM1**

**Explanation**

- 14.40 Actively encouraging individuals to undertake journeys by cycle or on foot, has the potential to reduce congestion by removing some vehicles from the roads, particularly for short journeys. It can contribute to economic performance by improving the health of employees, (as well as children attending school) and help reduce social exclusion by making more facilities accessible to non-car users. Cycling can make a major contribution to improving the health of participants whether they are travelling to school, work or for leisure. Therefore, the Council has and is continuing to develop a comprehensive network of safe and accessible strategic cycle and pedestrian routes, principally to connect residential areas with employment areas and retail areas as well as other facilities and services. In some cases these routes are intended to connect strategic sites and other sectors of the city with the city centre. For example, the proposed new landmark River Foss pedestrian/cycle bridge envisaged to be delivered as part of the York Castle Gateway ('Castle Gateway') major regeneration area of the city centre will improve pedestrian and cycle flow throughout the area and in to the wider city. It will also connect with new routes along one or both banks of the River Foss, also envisaged to be delivered as part of Castle Gateway that will, themselves, have connections to the wider pedestrian and cycle route network.
- 14.41 The strategic cycle route improvements for delivery over the short-term and medium-term have also been prioritised within the Council's Capital Programme using the Council's Strategic Cycle Route Network Evaluation and Prioritisation Methodology and are detailed further in the Infrastructure Delivery Plan.
- 14.42 Delivery of the strategic cycle and pedestrian network in the longer-term is expected to be through contributions or obligations associated with the realisation of larger development opportunities toward the end of the Local Plan period.

- 14.43 Local routes will be retained and enhanced, as appropriate, within or as part of new development in accordance with Policy T1 ii) to vi).

### **Delivery**

- Key Delivery Partners: City of York Council, East Riding of Yorkshire Council, Highways England, Leeds City Region Local Enterprise Partnership, York North Yorkshire and East riding Local Enterprise Partnership, Network Rail, train operating companies and developers.
- Implementation: Planning Applications, Developer Contributions, City of York Council Capital Programme, Network Rail investment programmes, Leeds City Region Local Enterprise Partnership and York North Yorkshire and East riding Local Enterprise Partnership investment programmes, Train operating company franchise investment requirements and public transport operator service changes (commercial, contracted and franchised services).

### **Policy T6: Development at or Near Public Transport Corridors, Interchanges and Facilities**

Development will be supported in locations close to existing or proposed public transport interchanges or facilities provided that the development does not:

- lead to a loss of access to and at the interchange or facility; or
- have a detrimental impact on the operation of the interchange facility; or
- have a detrimental impact on the interchange or facility or the surrounding area, such that the long-term viability of public services would be adversely affected; or
- prejudice the existing or future expansion of the interchange or facility to accommodate more services or modes (e.g. freight); or
- generate a demand for travel by private motorised vehicles that is likely to be unsustainable either in the location of the development or on the wider highway network; or
- have an adverse impact on the character, historic and natural environment and amenity of the area in the vicinity of the development, or
- compromise the purpose of the Green Belt.

To prevent the loss of disused public transport corridors or public transport facilities that could otherwise be reused, new development will be not be permitted where it prejudices the reuse of disused public transport corridors or facilities, and where there is a reasonable prospect of the:

- reopening of the transport corridor or facility for either heavy rail or light rail (e.g. tram-train) operation, or other form of 'guided' public rapid transport service; or
- the re-opening of a heavy rail/light rail (tram-train) station or halt; or
- the provision of a rail head/freight facility; or

- the continued use or future use of the transport corridor as a walking or cycling route or as a route for horse-riding; or
- the transport corridor either functioning or being able to function as a wildlife corridor; or
- the transport corridor being reclaimed for use as a linear park.

Where development is sited close to or is likely to have an impact on existing operational railway lines or lines that may be reopened, no new crossings will be permitted. Furthermore, development proposals must demonstrate to the satisfaction of Network Rail that the safe use of affected level crossings as a result of development will not be compromised or the impacts can be mitigated.

**See also Policy H2**

### **Explanation**

- 14.44 This policy recognises that development in the vicinity of public transport facilities, particularly transport hubs or interchanges, enables more sustainable trips to be made on the radial and orbital public transport networks, and provides local and sub regionally-significant centres for shopping, employment, entertainment and other amenities. It also acknowledges that any future development needs to ensure that it does not have a detrimental impact on or prejudice transport operations within the vicinity of the development, including the safe operation of level crossings.
- 14.45 The second part of this policy aims to protect disused public transport corridors and facilities to allow for the possibility of returning them to their former use, or for new uses such as footpaths, cycleways, bridleways or wildlife corridors because once such a resource has been lost it is unlikely to ever be recovered. Any planning applications for development on or affecting a disused public transport corridor should be accompanied by an assessment in order to establish whether there is any reasonable prospect of the corridor being brought back into use, and identify potential extensions into and through the development sites to maximise the use of the existing corridor.
- 14.46 Even in their disused state, former public transport corridors perform a valuable function as wildlife corridors and habitats. Any new development should be carefully designed to minimise harm to these newly established habitats. Opportunities should also be pursued, where possible, to enhance flora and fauna, and provide or enhance green infrastructure within the corridors and improve access to them.

### **Delivery**

- Key Delivery Partners: City of York Council, Network Rail, train operating companies, Sustrans and developers.
- Implementation: Planning Applications, Developer Contributions, City of York Council Capital Programme Network Rail investment programmes, Train Operating Company investment programmes and Sustrans investment programmes

## **Policy T7: Minimising and Accommodating Generated Trips**

All development proposals that can be reasonably expected to have a significant impact on the transport network must be supported by a Transport Statement (TS) or by a Transport Assessment (TA) and Travel Plan (TP), as appropriate, depending on the scope and scale of the development. The TS or TA shall demonstrate:

- i. the number and distribution of trips by each mode likely to be generated by the development, particularly by private motorised vehicles, without mitigation measures;
- ii. the mitigation, or other measures to be put into place (through a travel plan or otherwise) to reduce the number of trips generated by the development, particularly by private motorised vehicles;
- iii. that any resultant new traffic (principally private car traffic) generated by new development can be safely accommodated on the local and strategic highway network, or can be made safe by appropriate transport infrastructure and service improvements; and
- iv. appropriate future monitoring arrangements will be put in place to show the effectiveness of mitigation measures, and if it is shown by monitoring that agreed trip generation thresholds set through a travel plan or otherwise are not being achieved, further measures will be taken.

For strategic development sites, Transport Assessments must, specifically, identify any traffic impacts on the A64 Trunk Road and sections of highways within York's neighbouring authorities arising from the proposed development individually or in combination with other strategic sites and any mitigation including physical capacity enhancement measures thereon (including junctions and approaches) must be agreed with Highways England and neighbouring highway authorities, as appropriate.

For development proposals near railways or likely to have an impact on the operation of railways Transport Assessments should consider rail infrastructure.

**See also Policy T1, SS4, SS9 to SS13, SS15, SS17, SS19, SS20, SS22 and ENV1**

### **Explanation**

- 14.47 A TA is a comprehensive and systematic process that sets out transport issues relating to a proposed development. It identifies what measures will be taken to deal with the anticipated transport impacts of the scheme and to improve accessibility and safety for all modes of travel, particularly for alternatives to the car such as walking, cycling and public transport, principally through the implementation of a TP.
- 14.48 The NPPF states that a TS or TA should support all developments that generate significant amounts of movement. This ensures that the full transport impacts of any proposal are assessed and understood, allowing for the appropriate mitigation measures to be implemented.
- 14.49 The coverage and content of a TS, TA or TP will vary significantly depending on the size and type of development they are required to support. Although NPPF does not

state explicitly when a TS should be prepared in preference to a TA (and vice versa), the transport issues arising out of smaller development proposals may not require a full TA to inform the process adequately and identify suitable mitigation. In these instances, it has become common practice to produce a simplified report - a TS. There will also be situations where the transport issues relating to a development proposal are limited, and no formal assessment is necessary. Guidance thresholds for the preparation of a TS TA or TP will be contained in the 'Sustainable Transport for Development SPD'. In addition, the Council reserves the right to request a TS, TA or TP in other instances, where the location and/or the nature of the development are considered to be particularly sensitive.

14.50 A TP is a strategy for reducing travel demand in order to minimise the number of motor vehicles visiting a development. It should consider the traffic implications of journeys to and from the development and may cover issues including, but not limited to the following:

- setting targets for travel by means other than the private car;
- awareness raising, education and marketing;
- reducing the need to travel;
- incentivising the use of more sustainable forms of transport;
- measures to support walking, cycling and the use of public transport;
- measures to support the use of lower emission vehicles;
- integrating parking with measures that encourage the use of more sustainable forms of transport;
- personalised travel planning; and
- minimising the impact of traffic in residential areas that would otherwise suffer loss of amenity due to increases in traffic arising from the development.

14.51 TPs must also demonstrate how they are to be monitored and how mitigation measures can be increased if the plan falls short of its objectives.

14.52 Where developments are in close proximity, developers should liaise with the Council and Highways England, as necessary, to establish whether a joint master travel management plan may be required.

### **Delivery**

- Key Delivery Partners: City of York Council and developers.
- Implementation: Planning applications, Developer Contributions, Train operating company franchise investment requirements, public transport operator service changes (commercial, contracted and franchised services).

### **Policy T8: Demand Management**

To improve the overall flow of traffic in and around York City Centre, improve road safety, provide an environment more conducive to walking and cycling, and contribute to overall environmental quality development will be supported that is in compliance with the Council's up-to-date Parking Standards, as contained in the 'Sustainable Transport for Development' SPD.

Development that increases the number of long-stay (i.e. more than 4 hours parking) car parking spaces in and around the city centre will not be permitted.

Positive consideration will be given to development proposals incorporating appropriate demand management measures that reduce congestion, improve public transport journeys, ease pedestrian and cycle access to, within and through the development and improve the streetscape.

**See also Policy ENV1 and T7**

### **Explanation**

- 14.53 The management and control of car parking spaces are essential components of an effective transport strategy. Parking control by both capacity and price has historically been, and will continue to be, used in York, where city centre charges are used to encourage long-stay parking at Park & Ride sites or other more peripheral car parks and to support the local bus services. The Council will continue to support affordable access for short-term business and personal trips that are essential to the economy of the city. At the same time further work will be initiated to provide more designated spaces for lower emission vehicles in city centre car parks, to try and improve air quality in the heart of York.
- 14.54 The NPPF sets out a range of issues that should be taken into account for setting local parking standards. The York Parking Strategy Review established that York's Parking Standards 'considered to be appropriate and in accordance with NPPF'.
- 14.55 Development will be expected to comply with the Parking Standards that will be set out in the 'Sustainable Transport for Development' SPD. These may be amended to suit local conditions (in relation to a development's location, proximity to high quality accessible public transport, pedestrian and cycle routes and services and facilities) if it can be demonstrated that such amendments (including for cycle parking) covering, but not limited to, those listed below are appropriate:
- number of spaces;
  - general design and layout; and
  - safety, security and weather protection.
- 14.56 For development proposals requiring a travel plan, the submitted travel plan will need to ensure that it integrates parking with measures that encourage use of more sustainable forms of transport.
- 14.57 The types of demand management measures that could be considered to reduce congestion, improve public transport journeys, ease pedestrian and cycle access to, within and through the development and improve the streetscape include, but are not limited to
- vehicular access restrictions;
  - changes to carriageway widths, alignments and surfacing materials;
  - footway widths and materials; and
  - hard/soft landscaping

14.58 Opportunity will be taken to trial and permanently implement, as appropriate, measures that:

- improve public transport services and reliability;
- remove other appropriate through traffic movement;
- reduce congestion;
- improve the public realm;
- prevent further deterioration in air quality in the parts of the city where air quality threshold have been breached; and
- where possible, improve air quality.

14.59 Measures which help to change people’s decisions about when they travel, where they go and the mode of travel they use have been pursued in York to complement capacity improvements and demand management measures. Many ‘smarter choice’ ideas have been implemented locally and nationally over the last decade or so to encourage changes in travel behaviour, providing very high benefits compared to costs, and this approach will continue into the future.

### **Delivery**

- Key Delivery Partners: City of York Council and developers.
- Implementation: Planning applications and Developer Contributions.

### **Policy T9: Alternative Fuel Fuelling Stations and Freight Consolidation Centres**

The Plan will support the development of alternative-fuel (for example, compressed natural gas (CNG), hydrogen, or electric charging) fuelling stations and Use Class B8 freight consolidation centres (FCCs), subject to the proposals being in compliance with the other policies in the plan and the provision of:

- i. a suitable evidence base (business plan) to demonstrate the financial viability of the proposal over the plan period, and
- ii. a transport assessment demonstrating that
  - the implications of traffic distribution arising from the transfer of traffic or vehicles to particular routes does not generate detrimental impacts that it is not feasible to mitigate, and
  - impacts on the local and strategic highway network are manageable and can be mitigated.
- iii. an evidence base to substantiate anticipated reductions in freight (and emissions), particularly in the city centre;
- iv. traffic management proposals that are achievable and ‘lock-in’ the anticipated benefits, and
- v. a travel plan demonstrating realistic opportunities for journeys to work being undertaken by more sustainable modes of transport.

## Explanation

- 14.60 One of the measures within the Low Emission Strategy (2012) is the delivery of a privately funded freight trans-shipment / consolidation centre (if considered necessary and appropriate). A freight consolidation centre is, principally, a facility that enables disparate multiple deliveries, that would otherwise individually deliver to premises in the city centre, to be received, coordinated and consigned ready for dispatch for onward multi-drop delivery in a suitable vehicle or vehicles. This should result in fewer delivery vehicles in the city centre, thereby leading to reduced vehicle/pedestrian conflict and a city centre environment less dominated by heavy goods vehicles.
- 14.61 The City of York Air Quality Action Plan 3 (2015 to 2020) (2015), sets out how York intends to continue deliver it's ambitious and pioneering overarching Low Emission Strategy (LES), and to work towards becoming an internationally recognised ultra-low emission city. This Plan, as adopted in December 2015, includes a requirement for the development and facilitation of a business plan for a freight transshipment / consolidation centre.
- 14.62 The establishment of freight consolidation centres can offer potential opportunities for using electric or other low-emission vehicles of an appropriate size for city pedestrian area deliveries that are compatible with maintaining pedestrian and vehicular movements in narrow streets.
- 14.63 Another measure in the Low Emission Strategy is the delivery of privately funded gas refuelling facilities. To this end, a private company has expressed interest in developing a potential site for co-locating a CHG gas re-fuelling facility with a freight transshipment centre.

## Delivery

- Key Delivery Partners: City of York Council; freight logistics companies; developers, city centre retailers and other businesses.
- Implementation: Planning applications, Developer Contributions, City of York Council Capital Programme and freight logistics companies.

## Policy C1: Communications Infrastructure

### Communications infrastructure - general

Proposals for high quality communications infrastructure that supports the development of York's world-class ultrafast connectivity - both fixed and wireless, and high speed connectivity for the City's transport network will be approved wherever possible, unless adverse impacts on the special character of York significantly outweigh the benefits. Proposals will be supported where:

- mobile communications infrastructure is located at an existing mast or transmission site, where it is technically and operationally feasible, unless it is particularly visually intrusive and is available for use as a shared facility - where new equipment is proposed which cannot be located on an existing mast or site at its preferred location due to technical and operational constraints, operators

- will be required to provide evidence that they have explored the possibility of utilising alternative existing sites, in preference to the proposed location;
- ii. the development is of an appropriate scale and design and it is sited and designed to not have any adverse impact on residential amenity of people and properties and minimise its impact on visual amenity;
- iii. it will be available for use as a shared facility where possible;
- iv. there are no significant or demonstrable adverse impacts that outweigh the benefits of the scheme, particularly in areas of sensitivity including the Green Belt, strays, green wedges, sites of nature conservation value, conservation areas, listed buildings and their setting, areas containing or in proximity to a heritage asset (including non-designated heritage assets), and areas of high visual amenity including protecting key views.

The Council will seek the removal and relocation of any visually intrusive masts particularly in the city centre, as and when the opportunity arises. A planning condition will be used to implement the removal of redundant masts or other communications equipment, where appropriate.

### **Communications Infrastructure in new developments**

All new development will be required to enable a Next Generation Access (NGA) broadband connection (i.e. to communications infrastructure that provides a broadband in excess of a minimum of 24Mbps (30Mbps for contracts signed from 2017 onwards)) unless the developer can clearly demonstrate that meeting this requirement is not viable. Where it can be demonstrated that the provision of a NGA broadband connection is not viable, proposals should provide a minimum download connection of 10Mbps and incorporate suitable infrastructure to support delivery of NGA broadband at a future date.

Developers of strategic sites (or other major schemes) should engage with communication providers and local broadband groups to explore how NGA broadband can be provided and how the development may contribute to and integrate with active broadband projects within the local area.

**See also Policy ENV2 and D2**

### **Explanation**

- 14.64 Demand for digital services and applications will continue to rise rapidly, with a consequent acceleration in the amount of data being carried over networks. To support this demand, the UK needs infrastructure that is high capacity, reliable, resilient, secure, affordable and fast. For example, York is the first UK city to get 1000Mb UltraFibreOptic broadband connectivity.
- 14.65 The Council supports the enhancement of communications infrastructure whilst at the same time seeking to ensure that the visual and environmental impacts are minimised. Where additional infrastructure is proposed at an existing site the cumulative impacts of the new and existing infrastructure will need to be taken into account as part of the planning application process. As an example, a balanced view may need to be taken between the visual intrusions of adding to existing facilities compared to a new site when considering visual amenity.

- 14.66 Given the special character of York, the siting, appearance and visual impact of any telecommunications infrastructure is key and is particularly important for any applications for prior notification of proposed development in respect of permitted development rights, for which criterion ii) and iv) will be applied. Where proposals fall under permitted developments rights, operators are encouraged to notify the Council of any communications infrastructure installations, such as mobile phone antennas, even though not all permitted development requires prior approval and there is no longer a statutory requirement to carry out ‘licence notifications’.
- 14.67 The options for siting equipment on existing masts or sites at the proposed installation location, or at an alternative location should be fully explored before proposing the new installation. This is of particular importance where the site falls within an area of sensitivity, such as the Green Belt, strays, green wedges, sites of nature conservation value, conservation areas, listed buildings and their setting and areas of visual importance including key views. For sites that fall within an area of sensitivity a feasibility study should be submitted to justify the provision and location of the new facility. When undertaking such a feasibility study, a clear understanding of the significance of a heritage asset (including non-designated heritage assets) and its setting is necessary to develop proposals which avoid or minimise harm.
- 14.68 The provision of and access to ultrafast and future-proof connectivity is now an essential, and a key enabler for the UK’s Industrial Strategy, that is being supported by Government programmes and other initiatives. More specifically, one of the Government initiatives aims to enable everybody in the UK to access broadband speeds of at least two megabits per second and 95% of the UK to receive far greater speeds, (at least 24 Mbps), by 2017. In addition the European Commission, through the Digital Agenda for Europe, anticipates 100% coverage of 30Mbps broadband or more by 2020 and that over 50% of households will have a subscription to broadband connection in excess of 100Mbps. Future development provides an ideal opportunity for the Council and other organisations to expand and continue the development of York’s world-class ultrafast connectivity and it is vital to offer high-speed internet access as York continues to be promoted as a vanguard ‘Digital City’. York must also address the growing need for City’s transport network to have high speed connectivity. York intends to retain its position as a leader in this area by ensuring appropriate data connectivity is available throughout the existing road network and is included where new roads and transport infrastructure are provided to meet the challenge the city will face with the advent of new technologies. This includes the use of ducting, street furniture and on-premise masts.
- 14.69 Various changes have been made to Electronic Communications Code <sup>3</sup> in England, to support the rollout of fixed broadband in all areas, apart from Sites of Special Scientific Interest. The changes to the Code are designed to help speed up the deployment of superfast broadband and reduce uncertainty and delays for communications providers, and will expire in 2018. The change introduced “a more permissive regime” for installation of above ground fixed-line broadband electronic communications apparatus, and removed the requirement for prior approval by planning authorities for broadband cabinets and poles in protected areas.

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<sup>3</sup> Changes to the Electronic Communications Code through the Growth and Infrastructure Act and through the Electronic Communications Code (Conditions and Restrictions) (Amendment) Regulations

- 14.70 Further changes to planning in England have also been made to support 4G rollout in non-protected areas including extending and widening existing masts, permitting larger and taller antennas and small cell antennas. Specific changes for protected areas saw the addition of an allowance of three antennas to masts and dish antennas to existing masts, as well as small cell antennas. Two codes of best siting practice have also been published to complement the statutory changes.
- 14.71 Planning obligations may be used to ensure that new sites are available for future mast sharing subject to technical and operational constraints. Reforms to the Electronic Communications Code, made through the Digital Economy Act 2017, will further encourage the simplification of the process for installing or upgrading digital infrastructure. The rapid pace of technological change within the industry means that fewer installations may be required in the future and so it is important that redundant installations are removed and the site fully restored (including aftercare). Such obligations may also be used to require the expeditious removal of equipment and installations once they cease to be operational.

### **Delivery**

- Key Delivery Partners: City of York Council; telecommunications providers and developers
- Implementation: Planning applications, Developer Contributions and telecommunications providers.





This section looks at how the Council will make sure that developers build the right type of building in the right place whilst making sure that important parts of the environment aren't damaged. It also sets out how the Council can check whether the rules set out in this document are used and whether they work towards making York a better place.



## Section 15: Delivery and Monitoring

### Delivery

15.1 York's Local Plan has been prepared by the Council to be the spatial expression of national policy and the following key local strategies, as set-out in more detail in Section 1 'Background':

- City Vision 2030.
- Council Plan 2015-19.
- One Planet Council.
- York Economic Strategy 2016–20.
- Climate Change Framework and Climate Change Action Plan.
- York's Joint Health and Wellbeing Strategy 2017-2022.

15.2 The Local Plan will have been prepared with the involvement of the public and a wide range of other stakeholders at various stages in its production. The stakeholders include statutory consultees, local community groups and organisations; developers and landowners; and public sector bodies and agencies. The delivery of the Local Plan will be dependent on the involvement of many of these organisations. The key ways of delivering the strategy are as follows.

### Further Policy Development

15.3 For some Local Plan policies further detail will need to be set out in other supporting documents, such as supplementary planning documents (SPDs). The Council will prepare these documents with the involvement of key stakeholders and the wider public in accordance with the Statement of Community Involvement (2007).

### Private Developers

15.4 Most of the Local Plan objectives will be delivered through new private sector development. The Council will work with the private sector to ensure that development comes forward which fits with the vision and objectives of the Local Plan and to balance policy requirements with site viability.

### Planning Applications

15.5 The Council will have a role in delivering the key strategies through many of its Council functions such as education, leisure and waste. However, a key role will be as the local Planning Authority for the determination of planning applications. Planning decisions will be made by the Council in accordance with the vision, objectives and policies set out in the Local Plan and other supporting documents (e.g. the Strategic Flood Risk Assessment and SPDs). The public will have the opportunity to comment on applications in line with the processes set out in the Statement of Community Involvement (2007).

### Service Delivery

15.6 In preparing the Local Plan, the Council has considered the requirements of other public service providers. Delivering many of these services will be critical to delivering the Local Plan objectives. The Council will continue to work with these service providers in delivering the Local Plan.

### **Essential Infrastructure**

- 15.7 An essential element of delivering the Local Plan will be the implementation of key pieces of infrastructure. Developers will, in addition to providing the infrastructure to service their development and mitigate their direct local impacts, be required to contribute to the provision of infrastructure necessary to ensure their development achieves wider Local Plan objectives, and is in line with the principles of sustainable development. Some elements of strategic infrastructure are considered to be essential to address the cumulative impacts of development across the city as a whole and, therefore, relate to every development that comes forward in the plan period. It will, therefore, be appropriate to collect contributions (or a levy) on a city-wide or area basis in order to help fund infrastructure that will be required to deliver all future development or all development in a particular area of the city, subject to the requirements and limitations of legislation.
- 15.8 It will not be possible to fund, and hence deliver, all essential infrastructure - particularly major schemes such as strategic transport projects - through developer contributions alone. Therefore, in addition to developer contributions, some infrastructure will be delivered by the infrastructure provider, either through public sector funding or private finance.
- 15.9 It is likely that all development will require some new infrastructure to be provided. However, certain elements of strategic infrastructure are considered to be essential to deliver the overall amount, location and type of development identified in York's Local Plan. Essential strategic infrastructure is anticipated to fall within the following broad categories:
- transport – within the city of York Unitary Authority area, on the Strategic Road Network (i.e. the A64 where appropriate), and on local highways extending into neighbouring authority areas (where appropriate);
  - utilities;
  - health facilities;
  - emergency services;
  - affordable housing;
  - renewable energy;
  - flood mitigation;
  - waste facilities;
  - education;
  - green infrastructure, including open space and built sports facilities;
  - community facilities; and
  - the public realm
- 15.10 In consultation with infrastructure providers the Infrastructure Delivery Plan (IDP) identifies the essential infrastructure required to support the Local Plan and outlines how this will be funded. Where developer contributions are required these will be sought in accordance with Policy DM1 of this Plan below. Further details on the level and type of contribution will be set out in a future planning document on infrastructure and contributions.

## **Policy DM1: Infrastructure and Developer Contributions**

New development will be supported by appropriate physical, social and economic infrastructure provision. New development will not be permitted unless:

- the infrastructure required to service the development is available; and
- the necessary infrastructure to meet the local and wider (strategic) demand generated by the development can be provided and coordinated.

The Council will seek contributions from developers to ensure that the necessary infrastructure is in place to support future development in York. Contributions will be sought to fund strategic infrastructure that helps to deliver the Vision, Spatial Strategy and Objectives of the Local Plan, as well as specific infrastructure that is necessary to deliver an individual site.

The required strategic infrastructure, the timescale for its delivery and the anticipated funding streams for its provision (including the role of S106 contributions and CIL) are set out in the supporting Infrastructure Delivery Plan.

### **Delivery**

- Key Delivery Partners: City of York Council; and developers.
- Implementation: planning applications (Developer Obligations), City of York Council Capital Programme and public transport operator service changes (commercial and contracted services).

### **Explanation**

- 15.11 The Council is committed to the comprehensive delivery of the Local Plan that is compliant with the National Planning Policy Framework. A key element of delivery will be to ensure that the infrastructure needed to support development is provided and funded. This policy is, therefore, concerned with ensuring that the physical, social and green infrastructure needed to support the amount and distribution of development proposed is delivered, as it is critical that new development is supported by appropriate infrastructure to ensure the creation of sustainable communities.
- 15.12 Infrastructure will be funded from a mix of sources including Council budgets, national Government funding, funding from other public bodies and agencies, and developer contributions. Developers will be required to contribute to the provision of infrastructure necessary to mitigate the local impacts of their development and ensure their development achieves wider objectives of the Local Plan, in line with the principles of sustainable development. The Council will prepare a further planning document which will set out the mechanism through which developer contributions will be sought.
- 15.13 Planning obligations (including contributions) will be sought in accordance with Government policy. Recent legislation has resulted in some reforms to restrict the use of planning obligations coming into effect and others that took effect from April 2014. For example, Part 11 of the Planning Act 2008 provided for the introduction of

the Community Infrastructure Levy (CIL) and the Community Infrastructure Regulations, 2010 set out the detail of how CIL will be used to charge and pool contributions from a variety of new developments to fund infrastructure. The Council will consider what it will charge (and collect) contributions on a city-wide or area basis in order to help fund certain elements of strategic infrastructure that will be required to deliver all future development or the development of a particular area of the City. However, under the CIL regulations, as amended, the Council's ability to pool S106 has been limited since April 2015.

15.14 The implementation of the Local Plan will be supported by the Infrastructure Delivery Plan (IDP). The IDP identifies future infrastructure requirements in more detail and sets out when and how they will be delivered, as well as how they will be funded. The IDP also sets out the type and amount of developer contributions required toward, but not limited to, the provision of the types of site specific and strategic infrastructure to deliver the Plan's Vision and Outcomes (see also Section 2: Vision and Development Principles) as listed below, with a principal focus on strategic infrastructure:

*Create a Prosperous City for All*

- public realm improvements;
- public art;
- utilities;
- green infrastructure including public open space (including sports pitches);
- environmental improvements;
- CCTV;

*Provide Good Quality Homes and Opportunities*

- affordable housing;
- healthcare facilities;
- emergency services;
- community facilities;

*Protect the Environment*

- low emission improvement measures;
- protection and improvement of the historic environment;
- drainage and flood protection measures;
- renewable energy schemes;
- waste facilities;
- land contamination;

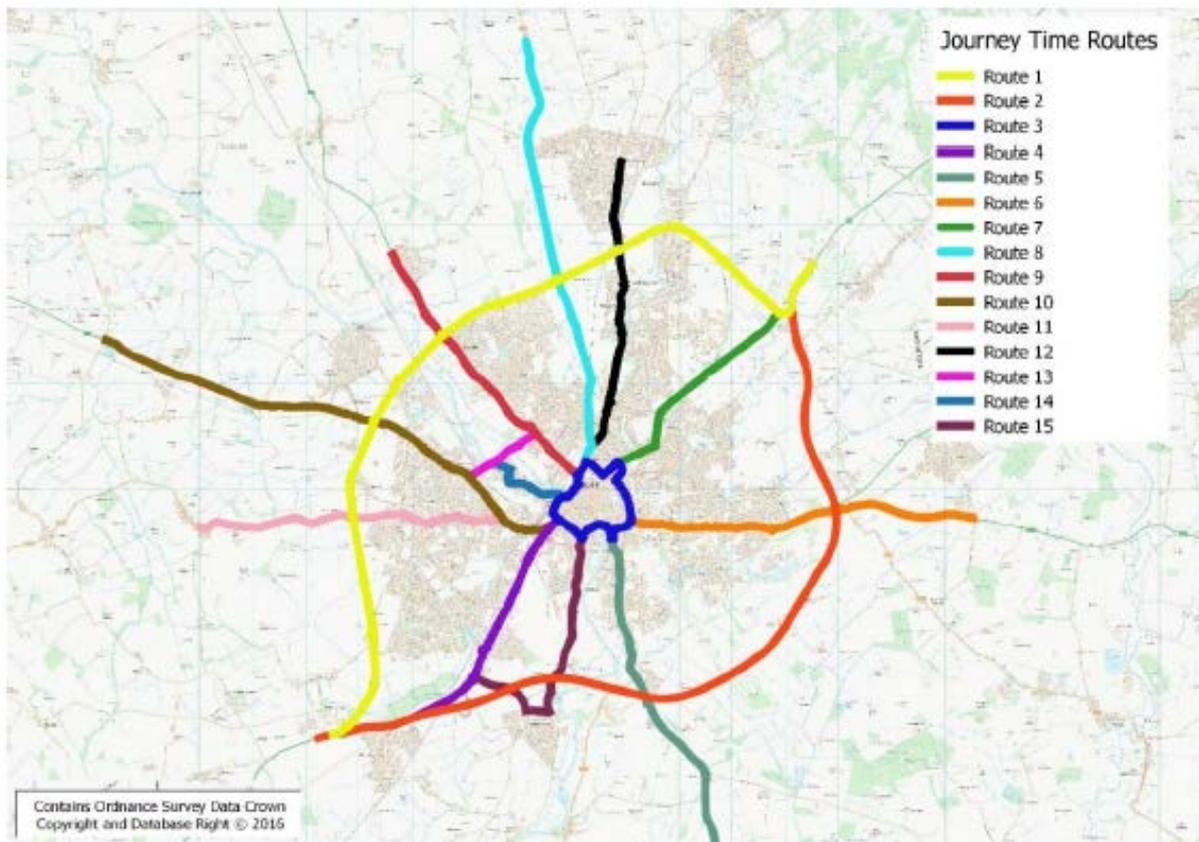
*Ensure Efficient and Affordable Transport Links*

- sustainable transport – including pedestrian, cycle and public transport schemes; and
- transport infrastructure schemes; travel behavioural change measures; travel plans; and appropriate parking provision.

15.15 For the sustainable transport component within the 'Ensure Efficient and Affordable Transport Links' element of the Plan's Vision and Outcomes, preliminary transport modelling predicts that the volume of traffic on the highway network overall could increase by approximately 20% (an extra 7000 vehicle trips in each peak) by the end of the local plan period. The corresponding predicted increase in travel time across the network is approximately 30% and the increase in network delay is approximately 55%. These are average values and there will be variations throughout the network, with some areas or specific junctions experiencing higher levels of delay than others.

15.16 Because of local variations throughout the network, the values indicated in Table 3 should not be taken as meaning that the time to undertake a journey in 2016 (baseline year) will be 30% longer in 2032/33 or delays experienced on a journey in 2032/33 will be 50% higher than those currently experienced. To provide a more relevant indication of how a typical journey will be affected in the future year the changes on travel time on the fifteen specific routes that could be deemed to be representative of 'typical' trips on the network as shown in Figure 15.1 and Table 15.1

**Figure 15.1 Routes Representative of Typical Trips on the Network**



**Table 15. 1: Comparison of Future Year Modelled Travel Times with Baseline Year Travel Times**

Trip		2016 Base year modelled peak hour trip time (min : sec)		Future Year (2032/33) Forecast					
				Modelled peak hour trip time (min : sec)		Increase from baseline year (min : sec)		Percentage increase in time from Baseline year	
Route No.	Description	AM	PM	AM	PM	AM	PM	AM	PM
1	A1237 (Northbound)	26:35	33:57	28:06	32:24	01:31	-01:33	5.7	-4.6
	A1237 (Southbound)	26:15	25:52	28:16	28:50	02:01	02:58	7.7	11.5
2	A64 (Northbound)	14:05	14:05	16:38	16:35	02:33	02:30	18.1	17.8
	A64 (Southbound)	12:42	13:18	14:06	15:34	01:24	02:16	11.0	17.0
3	Inner Ring Road (Clockwise)	22:20	26:26	23:55	28:09	01:35	01:43	7.1	6.5
	Inner Ring Road (Anti-clockwise)	20:04	22:22	22:14	24:25	02:10	02:03	10.8	9.2
4	A1036 Tadcaster Road (Inbound)	14:35	13:42	15:24	14:11	00:49	00:29	5.6	3.5
	A1036 Tadcaster Road (Outbound)	11:55	10:54	12:26	11:35	00:31	00:41	4.3	6.3
5	A19 Fulford Road (Inbound)	16:23	14:50	20:24	20:43	04:01	05:53	24.5	39.7
	A19 Fulford Road (Outbound)	13:31	23:21	14:27	24:36	00:56	01:15	6.9	5.4
6	A1079 Hull Road (Inbound)	17:02	15:49	19:07	18:48	02:05	02:59	12.2	18.9
	A1079 Hull Road (Outbound)	10:43	13:02	11:17	16:30	00:34	03:28	5.3	26.6
7	A1036 Malton Road (Inbound)	08:49	09:23	09:31	10:35	00:42	01:12	7.9	12.8
	A1036 Malton Road (Outbound)	07:42	07:46	07:52	08:09	00:10	00:23	2.2	4.9
8	B1363 Wigginton Road (Inbound)	15:04	14:21	14:59	16:12	-00:05	01:51	-0.6	12.9
	B1363 Wigginton Road (Outbound)	14:25	14:01	14:10	21:12	-00:15	07:11	-1.7	51.2
9	A19 Shipton Road (Inbound)	17:47	17:56	16:31	16:03	-01:16	-01:53	-7.4	-10.5
	A19 Shipton Road (Outbound)	11:05	09:33	10:38	09:08	-00:27	-00:25	-4.1	-4.4
10	A59 Boroughbridge Road (Inbound)	20:20	18:38	20:18	19:56	-00:02	01:18	-0.2	7.0
	A59 Boroughbridge Road (Outbound)	16:13	19:40	17:46	20:16	01:33	00:36	9.6	3.1
11	B1224 Wetherby Road (Inbound)	10:24	10:48	10:42	11:09	00:18	00:21	2.9	3.2
	B1224 Wetherby Road (Outbound)	07:55	07:56	08:05	08:14	00:10	00:18	2.1	3.8
12	Haxby Road (Inbound)	16:12	12:20	15:52	13:07	-00:20	00:47	-2.1	6.4
	Haxby Road (Outbound)	11:36	11:45	11:30	14:28	-00:06	02:43	-0.9	23.1
13	Water End (to northeast)	06:37	04:20	06:26	04:32	-00:11	00:12	-2.8	4.6
	Water End (to southwest)	05:08	04:53	05:00	04:43	-00:08	-00:10	-2.6	-3.4
14	Leeman Road (Inbound)	06:01	04:13	08:12	05:41	02:11	01:28	36.3	34.8
	Leeman Road (Outbound)	04:14	06:29	04:53	06:39	00:39	00:10	15.4	2.6
15	Bishopthorpe Road (Inbound)	10:17	08:51	10:21	08:52	00:04	00:01	8.6	0.2
	Bishopthorpe Road (Outbound)	09:16	09:30	09:22	10:03	00:06	00:33	1.1	5.8

- 15.17 Travel times on these routes are (with some exceptions) forecast to increase. The council will, therefore, work with developers and other organisations to deliver higher levels of investment in transport infrastructure and services, over and above that which is:
- committed or programmed;
  - required to access development; or
  - required to mitigate the direct local impacts of development.
- 15.18 Strong emphasis will be placed on providing improvements to public transport and more active forms of transport, particularly as access to these forms of transport were key considerations in determining the accessibility of sites for their allocation within the plan. However, it is also acknowledged that major enhancements to the highway network will also be necessary.
- 15.19 Much of the infrastructure will be delivered in accordance with other policies in the Local Plan, for example Policy HW2 'New Community Facilities', Policy T2 'Strategic Public Transport Improvements,' and Policy GI6 'New Open Space Provision', and relevant Supplementary Planning Documents (SPDs).
- 15.20 It is recognised that contributions should not prejudice the delivery of sustainable development that supports the Local Plan (i.e. the sites and the scale of development identified in the plan should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened). Extensive viability testing has been undertaken to demonstrate that the local plan, as a whole, is viable.
- 15.21 If it is claimed that a development is unable to support the costs of contributions (other than those essential to allow the development to proceed) then this would be the subject of negotiations (see also Section 5). In such cases, the developer will have to demonstrate non-viability via an 'open book' approach. Normal development costs and the costs of high quality materials and urban design considerations are universally applicable and will not be allowed for in negotiations to reduce contributions.

## **Monitoring**

- 15.22 Preparation of the Local Plan is part of an ongoing process that must involve monitoring the success and progress of its policies to make sure it is achieving its objectives, and making necessary adjustments to the plan if the monitoring process reveals that changes are needed. This enables the Local Plan to maintain sufficient flexibility to adapt to changing circumstances.
- 15.23 It is essential that the Local Plan allows mechanisms to:
- monitor the strategy's preparation and outcomes by reviewing its performance, effectiveness and relevance; and
  - manage its implementation by taking early action to overcome barriers to delivery, or reviewing the strategy to meet changing circumstances.

- 15.24 The Plan's general objectives are outlined in Section 3 'Vision' of the Local Plan. These inform a series of targets, on which the individual policies are based. The targets are shown at Table 15.2 overleaf. Additionally, as the Local Plan has been developed, the policies and proposals have been assessed against key objectives and targets included in the Sustainability Appraisal, to assess their contribution towards promoting sustainable development.
- 15.25 A key requirement of the Planning and Compulsory Purchase Act 2004 was the production of an Annual Monitoring Report (AMR) which sets out the progress in moving towards a Local Plan and the implementation of policies. However, the Localism Act 2011 removed the requirement for local authorities to prepare and submit an AMR to Government, although local authorities still retain the overall duty to monitor issues relevant to the development and implementation of planning policies. Therefore, the AMR approach will still form the basis of the monitoring process for the Local Plan.
- 15.26 Since the withdrawal of guidance on local plan monitoring and the subsequent changes through the Localism Act, it is a matter for each planning authority to decide what to include in their monitoring reports, whilst ensuring that they are prepared in accordance with relevant UK and EU legislation. The Council is no longer required to report the former National Core Output Indicators, although it is important to ensure that data on key issues such as housing and employment can be reported on a consistent basis to enable comparison at regional and national level. Authority Reports (AR's) replace AMRs, which focus on what is most appropriate to the communities, in the interests of transparency.
- 15.27 Table 15.2 at the end of this section outlines indicators for each policy, showing how progress against the objectives and targets will be measured. The table also indicates how each policy will be implemented and the partners involved in its delivery. It is centred on the monitoring undertaken through the Council's AR and its requirement to undertake monitoring of its policies.

## **Risks and Contingencies**

- 15.28 In considering the delivery and monitoring of policies it is important to identify any risks that might impact on delivery and to consider what contingencies could be introduced to respond to these risks. The key risks are considered to be:
- non-delivery of key development sites - this could be due to a lack of developer or landowner interest in developing a site for a particular use or issues with site viability or available funding;
  - delays in production of supporting planning documents - the implementation of some policies might be prevented if various SPDs and other studies are not prepared and adopted;
  - lack of sufficient funding - the delivery of the Local Plan is dependent on funding being available from both the private sector and public bodies;
  - non-delivery of essential infrastructure - this might occur as a result of funding not being available at the time the infrastructure is required. The IDP will consider the potential risks and contingencies associated with each type of essential infrastructure; and

- failure to meet key targets - issues with funding and site viability may also mean that it is not possible to achieve Local Plan targets, for example on renewable energy or emissions. It may also be caused by the Submission of low quality information, such as poor sustainability statements, by applicants.

15.29 In response to non-delivery of specific sites, the Council would seek further engagement with landowners and developers to identify why development is not coming forward and to develop ways of overcoming any obstacles. At a more strategic level this could involve working with partners to consider further measures to make sites or areas more attractive to investors. Delays in the production of key planning documents might necessitate certain documents or studies to be prioritised. With regard to funding and the non-delivery of infrastructure, it may be necessary to explore alternative funding sources and ultimately to review the IDP. Failure to meet key targets, for example on sustainable design and construction, Green Infrastructure or urban design could be addressed through further engagement with key organisations such as Historic England and the Environment Agency and through the development of further guidance such as SPDs.

15.30 The availability and delivery of sites will be monitored annually. This will enable allocations to be reviewed if targets are not being met. For example, the re-phasing of sites could bring sites forward or push them back in housing trajectory, as necessary, to ensure a continuous 5 year supply. If issues with delivering policies cannot be overcome through these measures then it would be necessary to review the Local Plan policies and the development levels contained within them. This would be primarily informed by the comprehensive monitoring information provided through the AMR.

Table 15.2: Delivery and Monitoring

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
<b>Section 2: Vision and Development Principles</b> - <b>DP1:</b> York Sub Area - <b>DP2:</b> Sustainable Development - <b>DP3:</b> Sustainable Communities - <b>DP4:</b> Approach to Development Management	<ul style="list-style-type: none"> <li>• Development to reflect the presumption in favour of sustainable development, as set out in the NPPF.</li> <li>• Development to be in line with the sustainability statements set out in Policy DP2, which are further considered in subsequent chapters of the plan. Proposals to adhere to the criteria set out in these chapters in order to be deemed sustainable.</li> </ul>	As Section 2 sets the overarching approach to development, the indicators for the other policies will be used to judge the success of the approach used to ensure sustainable development.	1 to 15 inclusive
<b>Section 3: Spatial Strategy</b> - <b>SS1:</b> Delivering Sustainable Growth for York - <b>SS2:</b> The Role of York's Green Belt - <b>SS3:</b> York City Centre	<ul style="list-style-type: none"> <li>• All future development to be in conformity with spatial strategy</li> <li>• No development to prejudice the potential longer term development needs on the identified sites.</li> <li>• For all of the strategic sites approximate yields for residential development and / or for employment development, as applicable, in accordance with the principles of development pertinent to each strategic site.</li> </ul>	As Section 3 sets the overarching approach to development, the indicators for the other policies will be used to judge the success of the Spatial Strategy.	1 to 15 inclusive

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
<p><b>SS4</b> York Central</p> <ul style="list-style-type: none"> <li>- <b>SS6:</b> British Sugar / Manor School</li> <li>- <b>SS7:</b> Civil Service Sports Ground</li> <li>- <b>SS8:</b> Land adjacent to Hull Road</li> <li>- <b>SS9:</b> Land East of Metcalfe Lane</li> <li>- <b>SS10 :</b> Land North of Monks Cross</li> <li>- <b>SS11:</b> Land North of Haxby</li> <li>- <b>SS12:</b> Land West of Wigginton Road</li> <li>- <b>SS13:</b> Land West of Elvington Lane</li> <li>- <b>SS14:</b> Terry's Extensions sites 1 and 2</li> <li>- <b>SS15:</b> Nestle South</li> <li>- <b>SS16:</b> Land at Tadcaster Road, Copmanthorpe</li> <li>- <b>SS17:</b> Hungate</li> <li>- <b>SS18:</b> Station Yard, Wheldrake</li> <li>- <b>SS19:</b> Queen Elizabeth Barracks, Strensall</li> <li>- <b>SS20:</b> Imphal Barracks, Fulford Road</li> </ul>	<ul style="list-style-type: none"> <li>• Respective housing targets for the number of dwellings within the plan period and overall where development of the sites extends beyond the plan period.</li> </ul>	<ul style="list-style-type: none"> <li>• % of new dwellings completed as per Policy H1.</li> </ul>	<p>1, 2 and 5 - 15</p>

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
<ul style="list-style-type: none"> <li>- <b>SS4</b> York Central</li> <li>- <b>SS21</b>: Land South of Airfield Business Park, Elvington</li> <li>- <b>SS22</b>: University of York Expansion</li> <li>- <b>SS23</b>: Land at Northminster Business Park</li> <li>- <b>SS24</b>; Whitehall Grange, Wigginton Road</li> <li>- <b>SS5</b>: Castle Gateway</li> </ul>	<ul style="list-style-type: none"> <li>• Respective targets for employment floorspace for B1a, B1b, B1c B2 and B8 uses.</li> <li>• Removing the Castle Car Park and replacing it with either an underground car park or a multi storey car park on the site of existing surface level parking at Castle Mills.</li> <li>• The addition of a new landmark River Foss pedestrian / cycle bridge.</li> <li>• Riverside walkways on one or both banks of the River Foss.</li> </ul>	<ul style="list-style-type: none"> <li>• % of additional floorspace provided as per policy EC1.</li> <li>• Progress on removal of Castle Car Park.</li> <li>• Progress on construction of replacement car park.</li> <li>• Progress on construction of new bridge.</li> <li>• Progress on construction of new walkways.</li> </ul>	<p style="text-align: center;">2 - 15</p> <p style="text-align: center;">2, 5, 6, 9 and 12 – 15</p> <p style="text-align: center;">2, 4 -7 and 12 – 15</p> <p style="text-align: center;">2, 4 -7 and 12 – 15</p>

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
<p><b>Section 4: Economy and Retail</b></p> <ul style="list-style-type: none"> <li>- <b>EC1:</b> Provision of Employment Land</li>   <li>- <b>EC2:</b> Loss of Employment Land</li>   <li>- <b>EC3:</b> Business and Industrial Uses within Residential Areas</li>   <li>- <b>EC4:</b> Tourism</li>   <li>- <b>EC5:</b> Rural Economy</li> </ul>	<ul style="list-style-type: none"> <li>• Provision of sufficient employment land and development to provide 650 additional jobs per annum over the plan period.</li> <li>• Delivery of employment development in the locations identified in Policy EC1.</li>   <li>• No loss of employment land that does not meet the requirements of the policy.</li> </ul>	<ul style="list-style-type: none"> <li>• Total amount of additional employment floorspace by type (gross and net) overall and for each allocation.</li> <li>• Employment land available by type (in hectares) overall and for each allocation.</li> <li>• Amount of additional employment land (hectares) developed for B1, B2 and B8 overall and for each allocation.</li> <li>• Number of jobs created per annum.</li> <li>• Losses of employment land in employment areas and in the local authority area as a whole.</li> </ul>	<p>2, 3, 4, 6, 9, 13, 14 and 15</p>

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
<ul style="list-style-type: none"> <li>- R1: Retail Hierarchy and Sequential Approach</li> <li>- R2: District and Local Centres and Neighbourhood Parades</li> <li>- R3: York City Centre Retail</li> <li>- R4: Out of Centre Retailing</li> </ul>	<ul style="list-style-type: none"> <li>• To maintain or improve the performance of the City Centre, District and Local Centres and Neighbourhood Parades on key retail health check indicators year on year these will include vacancy rates, comparison goods floorspace, turnover, market share and retail rates).</li> <li>• Increase in retail floorspace in the primary shopping area and in key edge of centre locations identified in the policy.</li> </ul>	<ul style="list-style-type: none"> <li>• Amount of completed retail, office and leisure development in the City Centre;</li> <li>• Amount of completed A1 (Food and non food) floorspace (gross and net) by location;</li> <li>• Amount of completed A2-A5 floorspace (gross and net) by location;</li> <li>• Town Centre Health Check Indicators to be monitored through the AMR where data is available – to include: <ul style="list-style-type: none"> <li>○ Diversity of main town centre uses (by number, type and amount of floorspace);</li> <li>○ Shopping rents (pattern of movements in Zone A rents within primary shopping areas);</li> <li>○ Proportion of vacant street level property and length of time properties have been vacant;</li> </ul> </li> </ul>	

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
		<ul style="list-style-type: none"> <li>○ Pedestrian flows (footfall); and</li> <li>○ Customer and residents views and behaviour.</li> </ul>	
<p><b>Section 5: Housing</b></p> <ul style="list-style-type: none"> <li>- <b>H1:</b>Housing Allocations</li> <li>- <b>H2:</b>Density of Residential Development</li> <li>- <b>H3:</b> Balancing the Housing Market</li> <li>- <b>H4:</b> Promoting Self and Custom House Building</li> <li>- <b>H5:</b> Gypsies and Travellers</li> </ul>	<ul style="list-style-type: none"> <li>• Delivery of a minimum of 867 dwellings per annum.</li> <li>• Maintaining a supply of deliverable housing sites to meet housing targets.</li> <li>• Achieve the density standards set out in the policy.</li> <li>• Delivery of at least 5% of dwelling plots on strategic sites for sale to self builders.</li> <li>• No loss of existing Gypsy / Traveller pitches unless it can be proven that they are no longer needed or alternative provision can be made</li> </ul>	<ul style="list-style-type: none"> <li>• Net additional homes provided.</li> <li>• Supply of ready to develop housing sites.</li> <li>• % of new houses completed at densities in the policy.</li> <li>• % split of house types and flats.</li> <li>• Percentage of dwelling plots on strategic sites sold to self builders.</li> <li>• Losses of existing Gypsy pitches and / or Traveller pitches.</li> <li>• Net additional Gypsy and Traveller pitches.</li> </ul>	1, 2, 5, 6, 7, 9, 10, 12, 14 and 15

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
<p>- <b>H6:</b> Travelling Showpeople</p> <p>- <b>H7:</b> Student Housing</p>	<ul style="list-style-type: none"> <li>• Delivery of 3 additional Gypsy and Traveller pitches with the three existing Local Authority sites.</li> <li>• Delivery of a sufficient number of pitches within Strategic Allocations for the 44 Gypsy and Traveller Households that do not meet the updated planning definition introduced through the Planning Policy for Travellers Sites (2015).</li> <li>• No loss of existing Travelling Showpeople plots (in Travelling Showpeople Yards or otherwise) unless it can be proven that they are no longer needed or alternative provision can be made.</li> <li>• Delivery of 2 Travelling Showpeople plots in years 2016-21 and 1 plot in the period 2032.</li> </ul>	<ul style="list-style-type: none"> <li>• Losses of existing Travelling Showpeople plots (in Travelling Showpeople Yards or otherwise).</li> <li>• Net additional Travelling Showpeople plots.</li> </ul>	<p>1, 2, 5, 6, 7, 9, 10, 12, 14 and 15</p>

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
<p>- <b>H8:</b>Houses in Multiple Occupation</p> <p>- <b>H9:</b> Older Persons Specialist Housing</p> <p>- <b>H10:</b> Affordable Housing</p>	<ul style="list-style-type: none"> <li>• Maintain concentrations of HMO's at no more than 20% at the neighbourhood level and 10% at the street level.</li> <li>• Increase in the provision of specialist housing schemes such as accommodation for those with severe learning disabilities, physical disabilities and dementia.</li> <li>• Delivery of Affordable Housing in residential schemes for two or more dwellings at the target percentage levels set out for site thresholds in the policy.</li> <li>• Percentage of schemes delivering more affordable housing than the target percentage levels set out for site thresholds in the policy.</li> <li>• Maintain an up to date an appropriate assessment of local housing need.</li> </ul>	<ul style="list-style-type: none"> <li>• Number and location of new houses in multiple occupation.</li> <li>• Number of new specialist housing schemes.</li> <li>• Gross affordable Housing Completions.</li> <li>• Affordable housing mix broken down by 1, 2, 3 and 4+ beds.</li> <li>• % of schemes delivering more affordable housing than the target percentage levels set out for site thresholds in the policy.</li> <li>• Year in which, and time elapsed since last appropriate assessment of housing need undertaken.</li> </ul>	<p>1, 2, 5, 6, 7, 9, 10, 12, 14 and 15</p>

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
<p><b>Section 6: Health and Wellbeing</b></p> <ul style="list-style-type: none"> <li>- <b>HW1:</b>Protecting Existing Facilities</li>   <li>- <b>HW2:</b>New Community Facilities</li>   <li>- <b>HW3:</b>Built Sports Facilities</li> </ul>	<ul style="list-style-type: none"> <li>• No loss of existing community facilities unless it can be demonstrated that facilities are no longer needed and can not be adapted to meet other community needs, are (for commercial facilities) no longer financially viable, facilities of equivalent or greater capacity can be provided on the site or off-site in a location that equivalently or better serves the local community’s need.</li> <li>• Delivery of new facilities where an existing deficit or future need has been identified.</li> <li>• No loss of existing built sports facilities unless in exceptional circumstances where it can be demonstrated there is over-provision in the area, or development only affects part of the site and does not impact on its value for sport, or it would be replaced by a facility of equivalent or better quality and</li> </ul>	<ul style="list-style-type: none"> <li>• Losses of community facilities.</li>   <li>• Number, type, size and location of new community facility.</li>   <li>• Losses of built sports facilities.</li> </ul>	<p>2, 5, 6, 7 and 9</p>

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
<p>- <b>HW4:</b>Childcare Provision</p> <p>- <b>HW5:</b> Healthcare Services</p>	<p>capacity, in an accessible location that still serves the same community.</p> <ul style="list-style-type: none"> <li>• Delivery of new facilities where an existing deficit or future need has been identified.</li> <li>• Maintain an up to date Built Sports Strategy and Action Plan to identify community sports provision needs.</li> <li>• No loss of existing childcare facilities unless it can be demonstrated that the provision is no longer required, no longer viable, or if equivalent replacement facilities can be provided elsewhere.</li> <li>• No loss of existing primary care facilities unless it can be demonstrated that the provision is no longer required, or that relocation would better suit the community's needs.</li> <li>• Delivery of new or enhanced primary care services when there is an identified need.</li> <li>• The relocation of services previously provided at Bootham</li> </ul>	<ul style="list-style-type: none"> <li>• Number, type, size and location of new built sports facility.</li> <li>• Year in which and time elapsed since Built Sports Strategy and Action Plan last updated.</li> <li>• Losses of childcare facilities.</li> <li>• Losses of primary care facilities.</li> <li>• Number, type, size and location of new primary care facility.</li> <li>• Progress on relocation of services previously</li> </ul>	<p>2, 5, 6, 7 and 9</p>

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
<p>- <b>HW6:</b>Emergency Services</p> <p>- <b>HW7:</b>Healthy Places</p>	<p>Hospital to a new site on Haxby Road.</p> <ul style="list-style-type: none"> <li>• Delivery of new emergency services facilities where there is an identified need.</li> <li>• Delivery of additional sites for ambulances at key points in densely populated areas.</li> </ul>	<p>provided at Bootham Hospital to a new site on Haxby Road.</p> <ul style="list-style-type: none"> <li>• Number, type, size and location of new emergency service facility.</li> <li>• Progress on provision of ambulance spoke facilities at sites ST7, ST8, ST9, ST15.</li> </ul>	<p>2, 5, 6, 7 and 9</p>
<p><b>Section 7: Education</b></p> <p>- <b>ED1:</b>University of York</p> <p>- <b>ED2:</b>Campus West</p>	<ul style="list-style-type: none"> <li>• Address the need for any additional student housing arising from expansion of student numbers.</li> <li>• Maintain a minimum of 3,586 bed spaces unless the spaces are re-provided on Heslington East Campus.</li> </ul>	<ul style="list-style-type: none"> <li>• Number of new on-campus bed spaces.</li> <li>• Number of additional purpose-built off-campus bed spaces.</li> <li>• Number of on-campus bed spaces.</li> </ul>	<p>1 to 15 inclusive</p>

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
<p><b>ED3:</b> Campus East</p> <p>- <b>ED4:</b> York St. John University Lord Mayor’s Walk Campus</p> <p>- <b>ED5:</b> York St. John University Further Expansion</p> <p>- <b>ED6:</b> Preschool, Primary and Secondary Education</p> <p>- <b>ED7:</b> York College and Askham Bryan College</p> <p>- <b>ED8:</b> Community Access to Sports and Cultural Facilities on Education Sites</p>	<ul style="list-style-type: none"> <li>• Increase in student housing commensurate with the evidenced expansion of student numbers (including additional demand from Campus West over and above the existing 3.586 bed spaces.</li> <li>• Address the need for any additional student housing arising from expansion of student numbers.</li> <li>• Meet the identified education, skills and training needs of children and young people, adults, families, communities and employers in modern education facilities.</li> <li>• Increase in the number of facilities on educational premises that are available for use by the wider community.</li> </ul>	<ul style="list-style-type: none"> <li>• Number of new on-campus bed spaces.</li> <li>• Number of additional off-campus purpose-built bed spaces.</li> <li>• Number of additional off-campus purpose-built bed spaces.</li> <li>• Progress on provision of required education facilities at strategic sites and other strategic provision arising out of the cumulative impact of development.</li> <li>• Number of additional facilities provided.</li> </ul>	<p>1 to 15 inclusive</p>

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
<p><b>Section 8: Placemaking, Heritage, Design and Culture</b></p> <ul style="list-style-type: none"> <li>- <b>D1:</b> Placemaking</li> <li>- <b>D2:</b> Landscape and Setting</li> <li>- <b>D3:</b> Cultural Provision</li> <li>- <b>D4:</b> Conservation Areas</li> <li>- <b>D5:</b> Listed Buildings</li> <li>- <b>D6:</b> Archaeology</li> <li>- <b>D7:</b> The Significance of Non-Designated Heritage Assets</li> <li>- <b>D8:</b> Historic Parks and Gardens</li> <li>- <b>D9:</b> City of York Historic Environment Record</li> <li>- <b>D10:</b> York City Walls and St Mary's Abbey ('York Walls')</li> <li>- <b>D11:</b> Extensions and Alterations to Existing Buildings</li> <li>- <b>D12:</b> Shopfronts</li> <li>- <b>D13:</b> Advertisements</li> <li>- <b>D14:</b> Security Shutters</li> </ul>	<ul style="list-style-type: none"> <li>• Review of York's archaeological resource, updating 'The York Development And Archaeology Study (1991)' undertaken by Arup and the University of York.</li> <li>• Delivery of a Local Heritage List for York SPD.</li> <li>• All proposals for strategic allocations to be accompanied by detailed masterplanning.</li> <li>• Ongoing programme of Conservation Area Character Appraisal and review of the City's Conservation Areas.</li> <li>• Ongoing development of the York Historic Environment Record.</li> </ul>	<ul style="list-style-type: none"> <li>• Progress on the preparation of characterisation studies for key strategic sites.</li> <li>• Number of buildings on the At Risk Register.</li> <li>• Number of Conservation Areas in York.</li> <li>• % of Conservation Areas with an up to date character appraisal.</li> <li>• % of Conservation Areas with published management proposals.</li> </ul>	<p>2, 5, 8, 9, 13, 14 and 15</p>

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
<p><b>Section 9: Green Infrastructure</b></p> <ul style="list-style-type: none"> <li>- <b>G11:</b> Green Infrastructure</li> <li>- <b>G12:</b> Biodiversity and Access to Nature</li> <li>- <b>G13:</b> Green Infrastructure Network</li> <li>- <b>G14:</b> Trees and Hedgerows</li> <li>- <b>G15:</b> Protection of Open Space and Playing Fields</li> <li>- <b>G16:</b> New Open Space Provision</li> <li>- <b>G17:</b> Burial and Memorial Grounds</li> </ul>	<ul style="list-style-type: none"> <li>• Work towards achieving the open space standards set out in current evidence base.</li> <li>• No loss of recreational open space provision for which there is identified need, and overall increase in provision of recreational open space.</li> <li>• Increase in the percentage of Sites of Special Scientific Interests (SSSIs) in favourable condition, or unfavourable but recovering.</li> <li>• Increase in the number and percentage of Sites of Importance for Nature Conservation (SINC) in favourable or improving condition.</li> <li>• Increase in number of Local Authority managed parks and open spaces with current Green Flag award.</li> </ul>	<ul style="list-style-type: none"> <li>• Change in areas and population of biodiversity importance, including: loss and addition of priority habitats and species (by type).</li> <li>• Change in areas designated for their intrinsic environmental value including sites of international, national, regional, sub regional or local significance.</li> <li>• Amount of eligible open spaces managed to Green Flag award status.</li> <li>• % of recognised wildlife sites in favourable condition in current Local Biodiversity Audit.</li> <li>• Condition of RAMSAR, SPA, SAC, SSSI and LNR's.</li> <li>• Amount of new accessible open space provided as part of residential development on strategic sites (ha).</li> </ul>	2, 6, 8, 9, 13, 14 and 15

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
		<ul style="list-style-type: none"> <li>• Amount of new accessible open space provided in areas of deficiency.</li> <li>• Open space monitoring in line with Open Space, Sport and Recreation Study and distances to open space types.</li> <li>• Number and extent of recognised green corridors.</li> </ul>	
<p><b>Section 10: Managing Appropriate Development in the Green Belt</b></p> <ul style="list-style-type: none"> <li>- <b>GB1:</b>Development in the Green Belt</li> <li>- <b>GB2:</b>Development in Settlements within the Green Belt</li> <li>- <b>GB3:</b>Reuse of Buildings</li> <li>- <b>GB4:</b>"Exception" Sites for Affordable Housing in the Green Belt</li> </ul>	<ul style="list-style-type: none"> <li>• To avoid inappropriate development which would be seen as harmful to the Green Belt.</li> <li>• To preserve the setting and special character of York.</li> </ul>	<ul style="list-style-type: none"> <li>• % of applications approved in the Green Belt that are compliant with Green Belt policy.</li> </ul>	2, 14 and 15

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
<p><b>Section 11: Climate Change</b>                      - <b>CC1:</b> Renewable Energy and Low Carbon Energy Generation and Storage                      - <b>CC2:</b> Sustainable Design and Construction of New Development</p>	<ul style="list-style-type: none"> <li>• To increase the amount of renewable energy generation in York in line with Renewable Energy Study (2014).</li> <li>• To increase the number of Sustainability and Sustainable Energy Statements produced by applicants.</li> <li>• All new development to achieve the following:                             <ul style="list-style-type: none"> <li>○ Residential: Code for Sustainable Homes Level 4;</li> <li>○ Non-residential: BREEAM 'Excellent'.</li> </ul> </li> <li>• Conversions of existing buildings and changes of use to residential, to achieve BREEAM Eco-Homes 'Very Good'.</li> </ul>	<ul style="list-style-type: none"> <li>• Renewable energy capacity installed by type.</li> <li>• CO<sub>2</sub> reduction from local authority operations.</li> <li>• Per capita reduction in CO<sub>2</sub> emissions in the Local Authority area.</li> </ul>	<p>2, 7 and 11</p>
<p>- <b>CC3:</b> District Heating and Combined Heat and Power Networks</p>	<ul style="list-style-type: none"> <li>• All development proposals of 10 dwellings or more or non-residential schemes over 1000m<sup>2</sup> to integrate Combined Heat and Power and district / block heating networks where viable.</li> </ul>	<ul style="list-style-type: none"> <li>• Number of development proposals of 10 dwellings or more or non-residential schemes over 1000m<sup>2</sup> to integrate Combined Heat and Power and district / block heating networks.</li> </ul>	

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
<b>Section 12: Environmental Quality and Flood Risk</b> - <b>ENV1:</b> Air Quality	<ul style="list-style-type: none"> <li>• Meet national annual mean NO<sub>2</sub> legal requirement at all relevant locations in the city.</li> <li>• Meet national annual mean PM<sub>10</sub> legal requirement at all relevant locations in the city.</li> <li>• Improvements in air quality at relevant locations within Air Quality Management Areas (based on five year averages), ultimately leading to the revocation of all Air Quality Management Areas in the city.</li> </ul>	<ul style="list-style-type: none"> <li>• Amount of reduction in Annual Mean NO<sub>2</sub> concentrations.</li> <li>• Amount of reduction in annual mean PM<sub>10</sub> concentrations;</li> <li>• % above / below legal requirements for NO<sub>2</sub> and PM<sub>10</sub>;</li> <li>• Number of Air Quality Management Areas in the city.</li> </ul>	2, 8, 9, 10, 12, 13, 14 and 15
- <b>ENV2:</b> Managing Environmental Quality - <b>ENV3:</b> Land Contamination			
- <b>ENV4:</b> Flood Risk	<ul style="list-style-type: none"> <li>• No development permitted in flood risk areas against Environment Agency advice.</li> </ul>	<ul style="list-style-type: none"> <li>• Number of planning permissions granted contrary to Environment Agency advice on flooding and water quality grounds.</li> <li>• % of new dwellings in flood risk zones 2, 3a and 3b</li> </ul>	

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
- <b>ENV5</b> :Sustainable Drainage	<ul style="list-style-type: none"> <li>All development to have sustainable drainage systems.</li> <li>Surface water flows from new development restricted to 70% existing (Brownfield), 100% existing (Greenfield).</li> <li>No new development to have ground water or land drainage connected to public sewers.</li> </ul>	<ul style="list-style-type: none"> <li>% of new development incorporating SUDS.</li> <li>Number of new developments (Brownfield and Greenfield) achieving the targets for run off rates.</li> <li>Number of new developments where ground water or land drainage is connected to public sewers.</li> </ul>	2, 8, 9, 10, 12, 13, 14 and 15
<b>Section 13: Waste and Minerals</b> - <b>WM1</b> :Sustainable Waste Management	<ul style="list-style-type: none"> <li>The amount of waste reused, recycled, composted and recovered in line with the targets set out in City of York Council Waste Management Strategy and Waste Strategy for England 2007.</li> <li>To meet the European Landfill Directive targets for the amount of biodegradable municipal waste (BMW) diverted from Landfill.</li> <li>If required, identify capacity for waste management facilities</li> </ul>	<ul style="list-style-type: none"> <li>Capacity of new waste management facilities by waste planning authority;</li> <li>Residual household waste per household (kg)</li> <li>% of household waste sent for reuse, recycling and composting</li> <li>% of municipal waste land filled;</li> <li>The number of waste sites that are allocated and subsequently developed within York.</li> </ul>	9 and 11

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
	through the Joint City of York, North Yorkshire and North York Moors Waste and Minerals Local Plan.		
- <b>WM2</b> : Sustainable Mineral Management	<ul style="list-style-type: none"> <li>• All major developments to demonstrate good practice in the use, reuse and recycling and disposal of construction materials in line with national guidance.</li> <li>• No development to compromise the future extraction of proven economically workable mineral resources, as identified in the Joint City of York, North Yorkshire and North York Moors Waste and Minerals Local Plan.</li> <li>• If required, identify sites for mineral extraction through the Joint City of York, North Yorkshire and North York Moors Waste and Minerals Local Plan.</li> </ul>	<ul style="list-style-type: none"> <li>• Production of primary won aggregates by minerals planning authority.</li> <li>• Production of secondary and recycled aggregates by mineral planning authority.</li> </ul>	9 and 11

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
<b>Section 14: Transport and Communication</b> - <b>T1:</b> Sustainable Access	<ul style="list-style-type: none"> <li>All new development to meet the requirements of Policy T1.</li> </ul>	<ul style="list-style-type: none"> <li>Percentage of new developments in city centre/urban locations meeting the requirements of Policy T1.</li> <li>Percentage of new developments in city sub-urban locations and villages meeting the requirements of Policy T1.</li> </ul>	2, 3, 4, 5, 6, 7, 12, 14 and 15
- <b>T2:</b> Strategic Public Transport Improvements	<ul style="list-style-type: none"> <li>All strategic public transport improvements listed implemented by target timescales.</li> <li>Short –term public transport interchange improvements implemented by target timescales.</li> </ul>	<ul style="list-style-type: none"> <li>Progress in the delivery of strategic public transport improvements.</li> <li>Progress in the delivery of interchange improvements.</li> </ul>	
- <b>T3:</b> York Railway Station and Associated Operational Facilities			
- <b>T4:</b> Strategic Highway Network Capacity Improvements	<ul style="list-style-type: none"> <li>All strategic highway network capacity improvements listed implemented by target timescales.</li> </ul>	<ul style="list-style-type: none"> <li>Progress in the delivery of highway network capacity improvements.</li> </ul>	

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
- <b>T5</b> :Strategic Cycle and Pedestrian Network Links and Improvements	<ul style="list-style-type: none"> <li>All strategic cycle and pedestrian network links and improvements listed implemented by target timescales.</li> </ul>	<ul style="list-style-type: none"> <li>Progress in the delivery of strategic cycle and pedestrian network links and improvements.</li> </ul>	2, 3, 4, 5, 6, 7, 12, 14 and 15
- <b>T6</b> :Development at or Near Public Transport Corridors, Interchanges and Facilities			
- <b>T7</b> :Minimising and Accommodating Generated Trips	<ul style="list-style-type: none"> <li>All major development proposals (that can be reasonably expected to have an impact on the transport network) must be supported by a Transport Statement or by a Transport Assessment and Travel Plan, as appropriate.</li> </ul>	<ul style="list-style-type: none"> <li>Percentage of major development proposals (that can be reasonably expected to have an impact on the transport network) supported by a Transport Statement or by a Transport Assessment and Travel Plan, as appropriate.</li> </ul>	
- <b>T8</b> :Demand Management - <b>T9</b> : Freight Consolidation			
- <b>C1</b> : Communications Infrastructure	<ul style="list-style-type: none"> <li>Provision of telecommunications masts at shared sites.</li> </ul>	<ul style="list-style-type: none"> <li>Number of telecommunications masts constructed.</li> <li>Number of telecommunications masts constructed at shared sites.</li> </ul>	2, 4, 5, 9, 14 and 15

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
<p><b>Section 15: Delivery and Monitoring</b>                      - <b>DM1:Infrastructure and Developer Contributions</b></p>	<ul style="list-style-type: none"> <li>• Delivery of all key infrastructure projects within the timeframe identified;</li> <li>• Secure all contributions and obligations required from development to provide the infrastructure required to service the development, mitigate its direct local impacts and meet the wider demands generated by it.</li> </ul>	<ul style="list-style-type: none"> <li>• Amount of funds secured through developer contributions (and or levy) for site related infrastructure Neighbourhood infrastructure and Strategic infrastructure for both on site and off site contributions.</li> <li>• S106 planning obligations fully complied with within agreed timescales.</li> </ul>	<p>1, 2, 5, 6, 7 and 14</p>



# Annex A: Glossary of Terms

**Academies:** Publicly funded independent schools, free from local authority and national Government control.

**Affordable Housing:** Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.

**Air Quality:** The degree to which the air in a particular place is pollution free. Air pollution is contamination of the indoor or outdoor environment by any chemical, physical or biological agent that modifies the natural characteristics of the atmosphere. Traffic and industrial processes are common sources of air pollution. Pollutants of major public health concern include particulate matter, carbon monoxide, ozone, nitrogen dioxide and sulphur dioxide. These pollutants are monitored and the identified levels are used to measure air quality.

**Allocated Site:** Site identified in the Plan for a specific use.

**Annual Monitoring Report (AMR):** Part of the Local Development Framework, the Annual Monitoring Report will assess the implementation of the Local Development Scheme and the extent to which policies in Local Development Documents are being successfully implemented.

**Archaeological Features/Deposits:** Evidence of the past development of our civilisation, including places of worship, defence installations, burial grounds, farms and fields, housing and sites of manufacture.

**Article 4 Direction:** A direction which withdraws automatic planning permission granted by the General Permitted Development Order.

**Biodiversity:** The different plants, animals and micro-organisms, their genes and the ecosystems of which they are a part.

**Biomass:** The shared description for the controlled release and use of the energy potential locked up in trees and plants – straw, reeds or willow - or created as a part of regularly recurring natural processes – the bi-products of the process of decomposition or the bacterial digestion of natural things i.e. sewerage, various farm wastes or decaying material such as garden clippings and/or other largely natural materials such as paper.

**Brownfield Sites/Locations:** Previously developed land that is, or was, occupied by a permanent structure (excluding agricultural or forestry building) and associated fixed surface infrastructure.

**Burgage Plots:** Medieval Building plots.

**Carbon Emissions:** Emissions of carbon dioxide and carbon monoxide to the atmosphere, principally from the burning of fossil fuels and vehicle emissions.

**City:** For the purposes of the Plan, where the term 'city' is used without definition, this relates to the City of York Authority area, including York and its surrounding villages. Refer to the Key Diagram for the detailed authority boundary.

**Common Land:** Land that is owned, e.g. by a local council, privately or by the National Trust, over which 'commoners' who don't own the land have rights. People usually have the right to roam on it. This means people can use it for certain activities like walking and climbing. Some common land has different rights, so people may be able to use it for other activities, e.g. horse-riding.

**Community Infrastructure Levy (CIL):** A new, discretionary fixed charge on new building above a certain size, which local authorities will be empowered to set (with some exceptions) on most types of new development in their area. The proceeds of the levy will be spent on local and sub-regional infrastructure to support the development of the area. Powers for the Secretary of State to make regulations to provide for the imposition of a charge – the Community Infrastructure Levy were first introduced through the Planning Act 2008, and implemented through Community Infrastructure Levy Regulations 2010, which came into effect in April 2010.

**Community Right to Build Order:** A type of Neighbourhood Development Order that forms one of the neighbourhood planning tools introduced in the Localism Act 2011. It can be used to grant outline or full planning permission for specific development which complies with the order.

**Designated Heritage Asset:** A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.

**Development Plan:** A set of documents that Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires decisions to be made in accordance with unless material considerations indicate otherwise. An authority's Development Plan consists of the relevant Regional Spatial Strategy (until revocation), adopted Local Plan, the adopted Waste and Minerals Plan and relevant made Neighbourhood Plans.

**Economic development:** Development, including those within the B Use Classes, public and community uses and main town centre uses (but excluding housing development).

**Ecosystem services:** The benefits people obtain from ecosystems such as, food, water, flood and disease control and recreation.

**Exception Sites:** Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Exception sites seek to address the needs of the local community by accommodating households who are either current

residents or have an existing family or employment connection. Small numbers of market homes may be allowed at the local authority's discretion, for example where essential to enable the delivery of affordable units without grant funding.

**Free Schools:** All-ability state-funded schools set up in response to parental demand.

**Geodiversity:** The variety of earth materials, forms and processes that constitute and shape the Earth. Relevant materials include minerals, rocks, sediments, fossils, soils and water.

**Green Corridors:** A fundamental element of green infrastructure that form linkages between assets making green infrastructure a network as opposed to a collection of sites.

**Green Infrastructure:** The physical environment within and between cities, towns and villages. It is a network of multifunctional open spaces including formal parks, gardens, woodlands, green corridors, waterways, street trees, nature reserves and open countryside.

**Greenfield Sites/Locations:** An area of land that has never been built upon.

**Greenhouse Gases (GHG):** A group of gases that absorb solar radiation, storing some of the heat in the atmosphere. The major natural greenhouse gases are water vapour, carbon dioxide, and ozone. Other greenhouse gases include, but are not limited to: methane, nitrous oxide, sulphur hexafluoride, and chlorofluorocarbons.

**Gypsies and Travellers:** Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of showpeople or circus people travelling together as such.

**Gypsy and Traveller Pitch:** Space required to accommodate one household on a gypsy and traveller site. One household may comprise three generations of extended family living in several caravans. Typically a family pitch will provide space for a mobile home and touring caravan, space for parking and an amenity block.

**Historic Environment/Assets:** A building, monument, site place, area of landscape having a degree of significance meriting consideration in planning decisions, because of its heritage interest. This includes designated assets and those non-designated assets identified by the Local Authority.

**Landscape:** An area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors.

**Local Plan:** A document which, forms part of the Development Plan for a specified area. The Local Plan consists of a Written Statement and a Proposals Map. It sets out detailed policies and proposals for the development and use of the land within the District. Local Plans are prepared by local planning authorities at District level,

following statutory procedures, including public consultation exercises and if necessary, a Local Plan Inquiry.

**Local Planning Authority:** The public authority whose duty it is to carry out specific planning functions for a particular area. All references to local planning authority apply to the district council, London borough council, county council, Broads Authority, National Park Authority and the Greater London Authority, to the extent appropriate to their responsibilities.

**Local Development Framework (LDFs):** The portfolio of Local Development Documents introduced by the Planning and Compulsory Purchase Act (2004). It is now largely superseded by the Local Plan, Minerals and Waste Plan and relevant made Neighbourhood Plans. The portfolio also comprises Development Plan Documents such as the Statement of Community Involvement and Local Development Documents such as Supplementary Planning Documents and other documents such as the Local Development Scheme and Annual Monitoring Reports. These documents remain complementary to the Local Plan, or will be complementary to it once prepared/adopted..

**Local Transport Plan (LTP):** A strategy prepared by each local authority for the development of local, integrated transport, supported by a programme of transport improvements. It is used as a Initially published as 5-year plans, commencing in 2001, to bid to Government for funding transport improvements, the last round of 5-year LTPs were published in 2011 and since then local authorities have been required to keep them under review.

**Mitigation Hierarchy:** In order to minimize harm and to maximize benefits for biodiversity resulting from development the mitigation hierarchy should be followed. This seeks as a preference to avoid impacts then to mitigate unavoidable impacts, and, as a last resort, to compensate for unavoidable residual impacts that remain after avoidance and mitigation measures. The principles for the mitigation hierarchy have been adopted in the National Planning Policy Framework.

**Mitigation measures:** Actions to prevent, avoid or minimise the actual or potential adverse effects of a development, action, project, plan, policy etc.

**National Planning Policy Framework (NPPF):** The National Planning Policy Framework sets out the Government's planning policies for England and how they are expected to be applied. It provides guidance for local planning authorities and decision-takers, both in drawing up plans and making decisions about planning applications. This document sets out the requirement for local planning authorities to complete a Local Plan.

**Nationally Designated Nature Conservation Sites:** This term encompasses statutory sites designated at a national level and protected by European and/or national legislation. It includes Ramsar sites, Special Areas of Conservation, Special Protected Areas, Sites of Special Scientific Interest and National Nature Reserves. Many sites have overlapping designations.

**Neighbourhood Plans:** A plan prepared by a Parish Council or Neighbourhood Forum for a particular neighbourhood area (made under the Planning and Compulsory Purchase Act 2004).

**Open space:** All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity.

**Out of centre:** A location which is not in or on the edge of a centre but not necessarily outside the urban area. See Local Plan Proposals Map for city centre boundary.

**Out of town:** A location out of centre that is outside the existing urban area.

**Photovoltaic:** Solar cells which directly convert sunlight into electricity, are made of semi conducting materials.

**Pollution:** Anything that affects the quality of land, air, water or soils, which might lead to an adverse impact on human health, the natural environment or general amenity. Pollution can arise from a range of emissions, including smoke, fumes, gases, dust, steam, odour, noise and light.

**Previously Developed Land:** Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.

**Policies /Proposals Map:** illustrates on a base map, (reproduced from, or based upon a map to a registered scale) all the policies contained in the Local Plan, together with any saved policies. It must be revised each time each new Local Plan is adopted, and it should always reflect the up-to-date planning strategy for the area. Proposals for changes to the adopted proposals map accompany submitted Local Plan in the form of a submission proposals map.

**Public Realm:** Any publicly owned street, pathway, right of way, park, publicly accessible open space and any public and civic building and facility.

**RAMSAR:** The Convention on Wetlands, signed in Ramsar, Iran, in 1971, is an Inter-Governmental Treaty which provides the framework for national action and international cooperation for the conservation and wise use of wetlands and their resources. There are presently 151 Contracting Parties to the Convention, with 1593 wetland sites, totalling 134.7 million hectares, designated for inclusion in the Ramsar List of Wetlands of International Importance.

**Registered Providers:** Private profit-making, private non-profit, and local authority providers of social housing.

**Renewable Energy:** Energy that occurs naturally and repeatedly in the environment – e.g. energy from the sun, wind, water, land, plant material. Combustible or digestible waste materials are also regarded as renewable sources of energy.

**Showpeople:** Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who, on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age, have ceased to travel temporarily or permanently. Gypsies and Travellers are excluded from this defined group and are defined separately (see Gypsies and Travellers).

**Showpeople Plot:** Space required to accommodate one household on a Showpeople's yard. Typically a family pitch will provide space for a mobile home and touring caravan and space for maintenance of fairground rides.

**Showpeople's Yard:** Local Authority or privately owned area of land, with permission of plots for the permanent accommodation of Showpeople.

**Sites of Importance for Nature Conservation (SINC):** SINC is a non-statutory designation used to identify high quality wildlife sites in York. To be designated the site must meet the criteria set out in the North Yorkshire SINC Guidelines and be assessed by the North Yorkshire SINC Panel, which is made up of a range of local experts. Recommendations are made to City of York Council, which then designates the site. There is no legal requirement or restrictions on how the land is managed and no new public access is created, however they are protected by local and national policy.

**Special Area of Conservation (SAC):** SACs are areas which have been given special protection under the European Union's Habitats Directive. They provide increased protection to a variety of wild animals, plants and habitats and are a vital part of global efforts to conserve the world's biodiversity.

**Special Protection Areas (SPA):** The Government is bound by the European Communities Council Directive of April 1979 on the Conservation of Wild Birds. Under this directive the Government has to designate Special Protection Areas to conserve the habitat of certain rare or vulnerable birds (listed under the directive) and regularly occurring migratory birds. It has to avoid any significant pollution or disturbance to or deterioration of these designated sites.

**Sites of Special Scientific Interest (SSSIs):** Sites of Special Scientific Interest are notified by English Nature because of their plants, animals, or geological or physiographical features. Most SSSIs are privately owned or managed. About 40% are owned or managed by public bodies such as the Forestry Commission, Ministry of Defence and The Crown Estate, or by the voluntary conservation movement.

**Spatial Planning:** 'Spatial' planning is a wider, more inclusive approach to considering the best use of land than traditional 'land-use' planning. Land-use

planning has an approach that focuses on the regulation and control of land whereas spatial planning provides greater scope for the Council and other organisations to promote and manage change in the area.

**Strategic Sites:** All sites over 5 hectares are considered to be strategic sites. New Strategic Sites excludes those that are part complete.

**Strategic Environmental Assessment (SEA):** A generic term used to describe environmental assessment as applied to policies, plans and programmes. The European 'SEA Directive' (2001/42/EC) requires a formal 'environmental assessment of certain plans and programmes, including those in the field of planning and land use'.

**Strategic Flood Risk Assessment:** A planning tool, which is used to assess flood risk within an area. It is designed to inform the spatial planning process in relation to relevant flood risk issues.

**Supplementary Planning Document (SPD):** Provide supplementary information in respect of the policies in the Local Plan. They do not form part of the Local Plan and are not subject to independent examination.

**Sui Generis:** Certain uses do not fall within any use class and are considered 'sui generis'. Such uses include: theatres, hostels providing no significant element of care, scrap yards, petrol filling stations and shops selling and/or displaying motor vehicles, retail warehouse clubs, nightclubs, launderettes, taxi businesses, amusement centres and casinos.

**Sustainability Appraisal (SA):** Tool for appraising policies to ensure they reflect sustainable development objectives (i.e. social, environmental and economic factors) and required under the Planning and Compulsory Purchase Act 2004 to be undertaken for all local development documents.

**Sustainable Communities:** Places where people want to live and work, now and in the future. They meet the diverse needs of existing and future residents, are sensitive to their environment, and contribute to a high quality of life. They are safe and inclusive, well planned, built and run, and offer equality of opportunity and good services for all.

**Sustainable Drainage Systems (SuDS):** Sustainable drainage is a concept that includes long term environmental and social factors in decisions about drainage. It takes account of the quantity and quality of run-off, and the amenity value of surface water in the urban environment. Many existing urban drainage systems can cause problems of flooding, pollution or damage to the environment and are not proving to be sustainable.

**Sustainable Energy:** Energy which is replenishable within a human lifetime and causes no long-term damage to the environment or future generations.

**Sustainable Transport Modes:** Any efficient, safe and accessible means of transport with overall low impact on the environment, including walking and cycling, low and ultra low emission vehicles, car sharing and public transport.

**Transport Hub:** A transport hub is a place where passengers and cargo are exchanged between vehicles or between transport modes. Public transport hubs, in the context of York, include train stations and bus stops.

**Wildlife Corridor:** Areas of habitat connecting wildlife populations.

**Use Class:** The Town and Country Planning (Use Classes) Order 1987 requires the type of use which is being determined in a planning application to be identified. For instance, A1 is classified as shops and B1 is classified as business etc..

**Village Green:** Village greens are areas of land allocated by or under any Act for sports and recreation, e.g. playing football or dog walking. Some also have 'rights of common' over them - like grazing livestock. The right to roam doesn't apply. Many greens are owned and maintained by local parish or community councils. Some are privately owned.

# **Annex B: Bibliography**

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