

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 uses¹.

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.

¹ **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

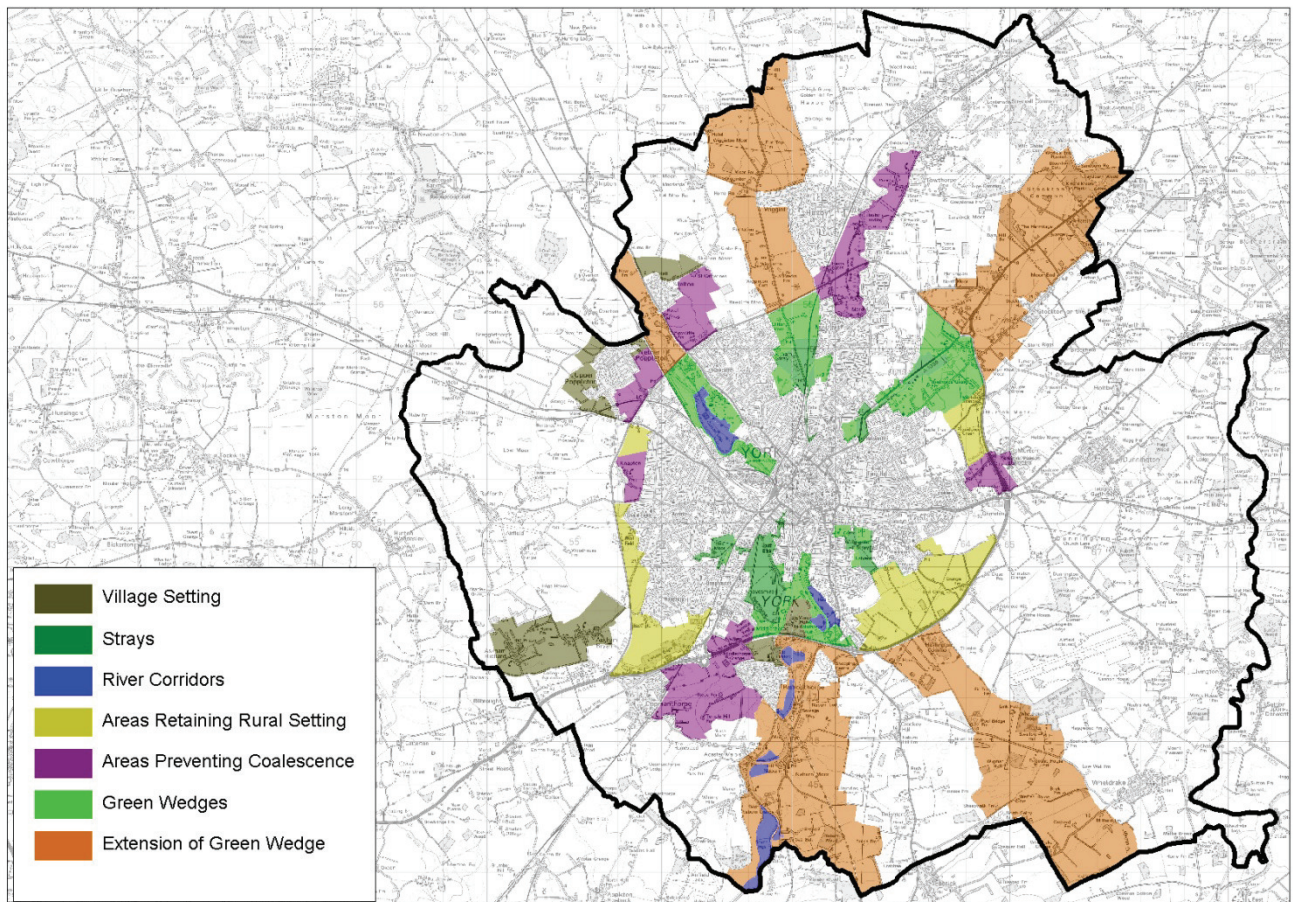
- 3.3 Technical work has been carried out by GL Hearn in the Strategic Housing Market Assessment Update (2017). This work has updated the demographic baseline for York based on the July 2016 household projections to 867 per annum. Following consideration of the outcomes of this work, the Council aims 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

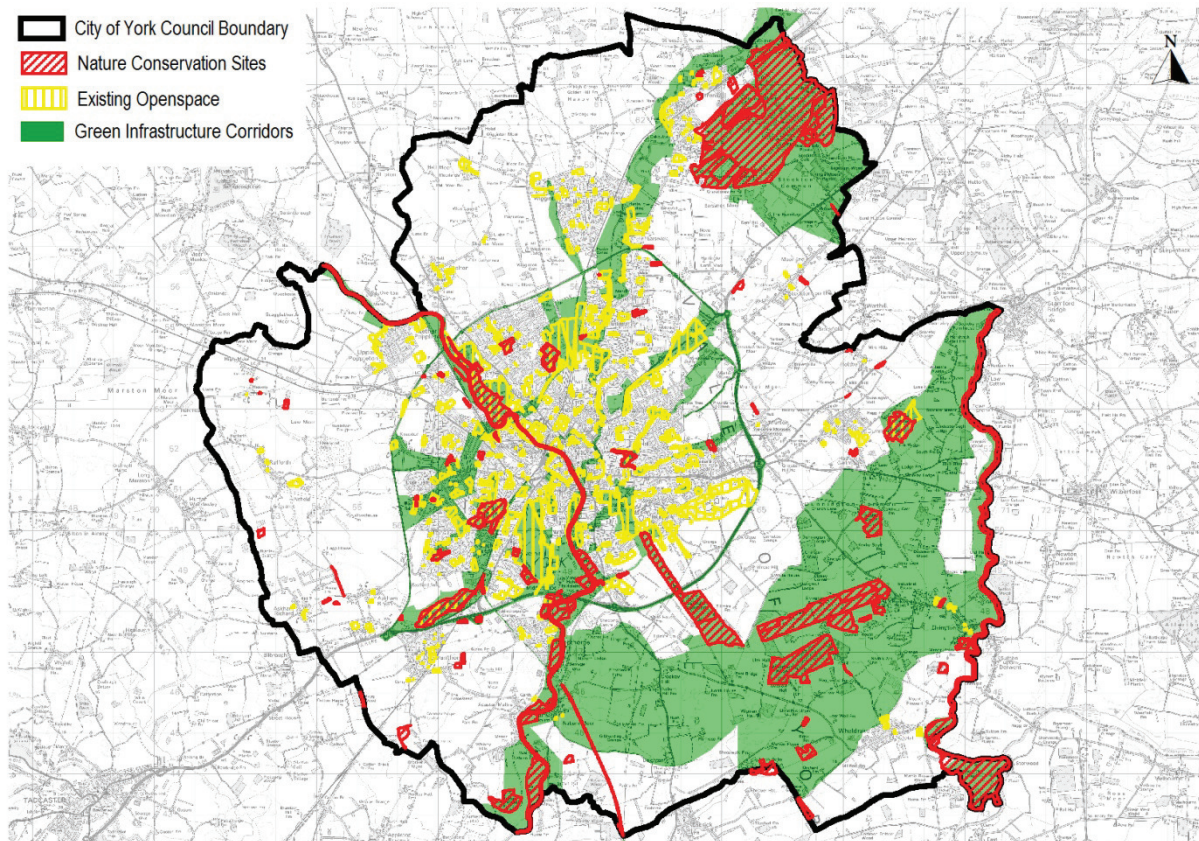


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Green Infrastructure, Nature Conservation, Green Corridors and Open Space

- 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



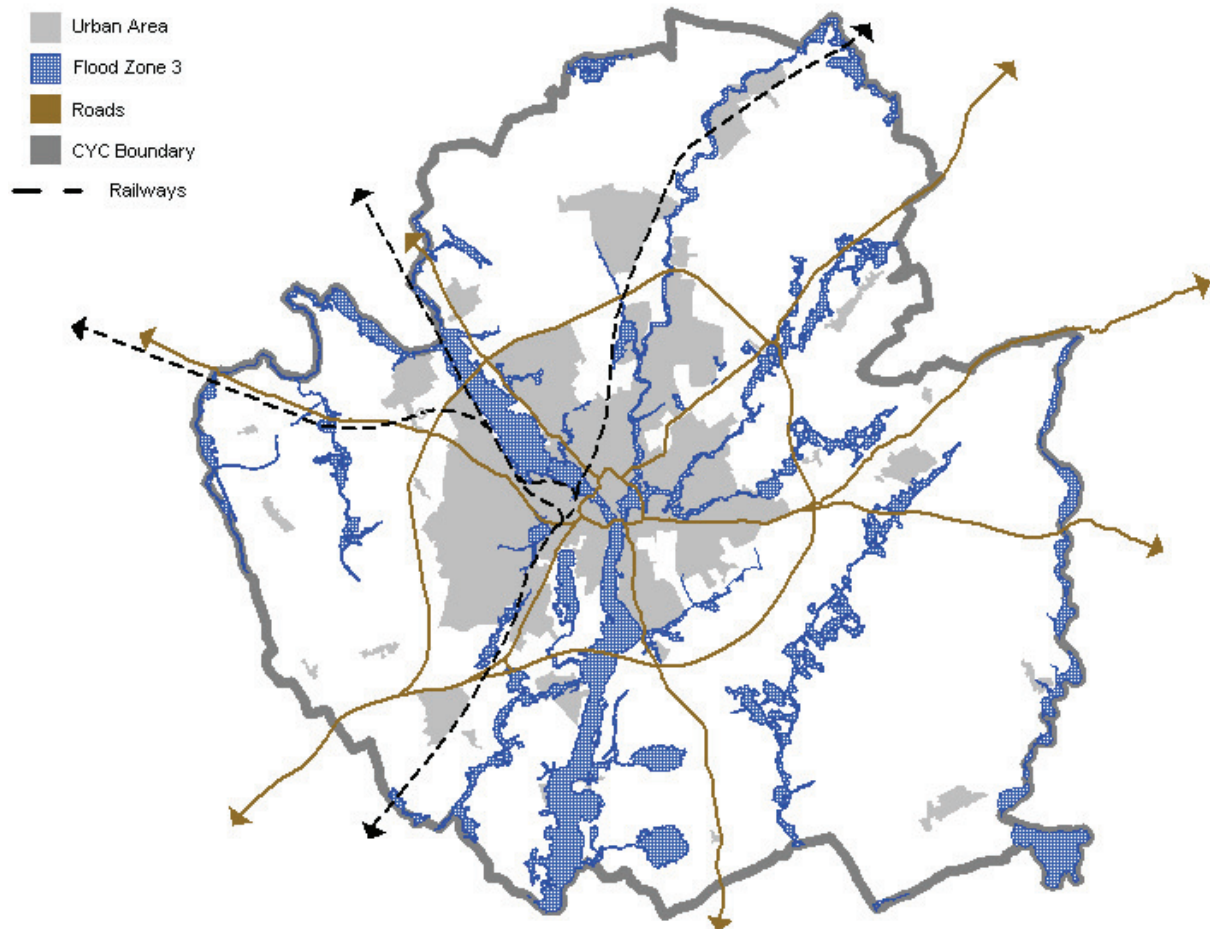
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Flood Risk

- 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.