



PB Planning

**Site Ref. ST7 - Land East of Metcalfe  
Lane, Osbaldwick**

**City of York Local Plan Examination in  
Public – Phase 1**

**TW Fields – Matters 1, 2 & 3  
Hearing Statement**

**November 2019**

**Strategy > Partnership > Delivery**

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## 1.0 INTRODUCTION & SITE HISTORY

- 1.1 We write on behalf of our client TW Fields to provide their hearing statement to Matters 1, 2 and 3 of the York Local Plan Examination in Public in respect of Land East of Metcalfe Lane, Osbaldwick (Site Ref. ST7). This statement should be read alongside the Statement of Common Ground that has been prepared by the developers and the City of York Council (Council) in respect of this site.
- 1.2 Land to the East of Metcalfe Lane, Osbaldwick is identified as a strategic allocation in the submitted York Local Plan (ST7) to deliver a new sustainable development of a minimum of 845 new homes, alongside the delivery of significant community infrastructure.
- 1.3 The site is strategically located adjacent to the east of the existing urban edge of the Main Urban Area of York. The site is located to the east of the existing settlement areas of Heworth, Meadlands and Osbaldwick which are all located within the Main Urban Area of the City. The site is located within the boundary of the Outer York Ring Road.
- 1.4 The site is situated in a suitable and highly sustainable location in respect of connectivity to existing jobs and services within the Main Urban Area of the City. Importantly, there are no technical or environmental (built and natural) constraints that would preclude the development of the site.
- 1.5 The Osbaldwick site will make a significant contribution to meeting the City's objectively assessed housing needs over the emerging Local Plan period.
- 1.6 With regards to the guidance provided in Paragraph 182 of the NPPF (2012): -
- The Local Plan is **positively prepared** in respect of the allocation of the Land East of Metcalfe Lane site as the delivery of homes from the site will contribute significantly to meeting the evidenced objectively assessed development and infrastructure requirements of the City.
  - The Local Plan is **justified** in respect of the Land East of Metcalfe Lane site as compelling evidence has been provided in this and previously submitted representations to demonstrate that the site's allocation will deliver sustainable development in this location of the City;
  - The Local Plan is **effective** as the Land East of Metcalfe Lane site is entirely deliverable within the plan period; &
  - The Local Plan is **consistent with national policy** in respect of the Land East of Metcalfe Lane site as compelling evidence has been provided to demonstrate that the proposed development will deliver sustainable development within the plan period. Particular in

respect of Paragraph 52 of the NPPF which identifies that the supply of new homes can sometimes be best achieved through planning for larger scale development.

- 1.7 The submitted Local Plan supports a development of 845 homes at the site. Whilst TW Fields support the principle of this allocation, they consider that the defined boundary is unsound and support an expansion to the scheme, which they consider is viable and deliverable.
- 1.8 In making representations to the draft Local Plan TW Fields have presented potential alternative development options to the Council associated with a new Garden Village of either 845 homes, 975 homes or 1,225 homes. The final resolution of the precise boundary of the new settlement will be determined at the Phase 2 Examination of the Local Plan.
- 1.9 Masterplans presenting each of the options for the site's development proposed by the developers are enclosed in Appendix A of this statement.
- The proposals will deliver substantial community infrastructure including a village centre public open space, allotments and recreational facilities.
  - Whilst the site currently comprises open land, its boundaries will be clearly well-defined, robust and enduring and have the ability to contain development within a framework of settlement, vegetation cover and landform.
  - Vehicular access will be taken from Murton Way, Stockton Lane & Bad Bargain Lane. Preferential walking and cycling routes are provided throughout the site to deliver direct routes which are logical and well-integrated to encourage use. Bus penetration routes will be provided through the site also.
  - Key views of York Minster and the character of Millennium Way and Osbaldwick Conservation Area will be preserved through sensitive master planning.
  - Ecological mitigation will be provided through the retention of existing features. Biodiversity value will also be substantially enhanced through the provision of new landscape planting and Sustainable Urban Drainage Systems. The site previously contained a SINC, however, the ecological value of this area of the site has now been lost due to recent engineering works undertaken by Yorkshire Water.
  - Public open space will be distributed evenly throughout the site allowing easy access for all future residents of the development. Amenity space which has been carefully considered in terms of its position both in relation to its accessibility and usability and also in respect of its visual impact and sensitivity to its surroundings.
  - The development proposals replicate the historical development patterns of the City in respect of the formation of new development located inside of the Outer York Ring Road.

## **SITE HISTORY**

- 1.10 The site has been identified as strategic housing site allocation ST7 within different iterations of the City of York Local Plan and its accompanying Sustainability Appraisal since June 2013. At

that time the Preferred Options Local Plan identified the site as having the potential to deliver an Urban Extension development of 1,800 homes. The number of homes to be provided at the site was retained at 1,800 homes within the now withdrawn City of York Publication Draft Local Plan (October 2014).

- 1.11 Prior to the withdrawal of the previous Publication Draft Local Plan, TW Fields submitted technical assessments associated with the delivery of the previously proposed site allocation boundary and the delivery of 1,800 homes at the site. This work was considered within the Council's Sustainability Appraisal at that time.
- 1.12 The Council published a new Local Plan Preferred Sites Document for consultation in July 2016. Within this version of the Local Plan the Osbaldwick site boundary was the same as proposed in the now submitted version of the Local Plan.
- 1.13 At that time TW Fields proposed two site options to the Council associated with the development of a Garden Village of either 975 homes or 1,225 homes at the site.
- 1.14 TW Fields presented a further development option associated with the delivery of a Garden Village of 845 homes in response to the Publication Draft Local Plan (February 2018). This option also sought an expansion to the site boundary proposed by the Council.
- 1.15 TW Fields have been promoting alternative development options for the site in response to every publicised version of the Local Plan since September 2017. Including the Publication Draft Local Plan (February 2018) and the Proposed Modifications to the Local Plan (June 2019).

## **2.0 MATTER 1 - LEGAL MATTERS**

### ***DUTY TO CO-OPERATE***

- 2.1 The development of the Osbaldwick scheme will play a key role in ensuring the Local Plan's Duty to Cooperate is upheld and delivered as it is a strategic development site that can deliver market, and affordable homes within the Local Plan period. Delivering a substantial proportion of the City's identified housing needs up to 2033.
- 2.2 In particular it will have a direct impact on the following aspirations of the York Local Plan: -
- Make a significant contribution to York meeting its own housing need (like the local development plans of its neighbours) without any undue pressure being placed on York's neighbours. At present a number of people/families are forced to leave the City to find available and affordable housing opportunities.
  - Delivering the strategic priorities in the Leeds City Region Strategic Economic Plan (SEP).
  - The delivery of homes from the site will contribute to reversing the trend of inward and outward commuting from the City.

### ***STATEMENT OF COMMUNITY INVOLVEMENT***

- 2.3 Extensive engagement on the principle and location of development in this area of York has taken place since 2013 as part of the Local Plan. The Council has a comprehensive body of responses which have been taken into consideration when determining the overall portfolio of site allocations and the location for the proposed Osbaldwick development.
- 2.4 Land to the East of Osbaldwick was submitted as part of the 'call for sites' process and first included as a proposed site allocation in the Local Plan Preferred Options in 2013 which was subject to a comprehensive city wide consultation. Since then, the site has been subject to further city wide local plan consultation in 2014 (further sites), 2016 (preferred sites), 2017 (pre-publication) and 2018 (publication).
- 2.5 All consultations have been carried out in compliance with the Council's adopted Statement of Community Involvement and have included extensive community engagement through a variety of consultation methods. The outcomes of these consultations is summarised in the Council's submitted Consultation Statement as part of the supporting evidence base to the Local Plan.
- 2.6 With regards to other statutory bodies, the Council's Local Plan consultation has included working alongside statutory consultees including Heritage England, Highways England, Natural England and the Environment Agency. At the point of writing this statement there are no technical objections to the development proposals.

### ***SUSTAINABILITY APPRAISAL***

- 2.7 The Council has undertaken detailed Sustainability Appraisal work in respect of a number of different development site options for the Osbaldwick proposals ranging from 845 homes to 1,800 homes over a six year period. All of these options were considered to be sustainable.

### ***HABITAT REGULATIONS ASSESSMENT***

- 2.8 The Council's Habitat Regulations Assessment identifies that the Osbaldwick site is situated approximately 15km by road from the most convenient access point to the nearest European site, Strensall Common.
- 2.9 It further confirms that at such distances localised effects associated with the proximity of development (i.e. recreational pressure) are unlikely.
- 2.10 Furthermore, any strategic issues, such as the disposal of wastewater are effectively screened out through adhering to the requirements of Local Plan Policy GI2 (vii). In particular, the Drainage Strategy for the development proposals will ensure that the water quality of the site and surrounding area is not negatively affected through the provision of three phase Sustainable Urban Drainage Systems and the removal of silt and chemical inputs. A Construction Environment Management Plan will also be produced to demonstrate that construction run-off will be attenuated to prevent silt or diffuse pollutants entering the wider catchment area.
- 2.11 No other impacts are anticipated by the Council's Habitat Regulations Assessment.
- 2.12 The Strensall Common Visitor Survey has not assessed the impact of the Osbaldwick site due to it being located over 7.5km from the Common.

## 3.0 MATTER 2 - THE HOUSING STRATEGY

### ***OBJECTIVELY ASSESSED HOUSING NEED & THE HOUSING REQUIREMENT***

- 3.1 It is recognised that a continuation of the current undersupply of homes within the City would exacerbate housing affordability issues, increase unsustainable commuting patterns and adversely impact on the Council's desire of building a strong, competitive economy.
- 3.2 It is TW Fields' view that the Local Plan's objectively assessed housing need (OAN) of 790 homes per annum is not justified by compelling evidence on account of it not aligning with the methodological requirements established by national planning guidance. A more accurate representation of the OAN for the City would lead to an increase in the number of homes that the Local Plan should seek to deliver.
- 3.3 We believe that the OAN for the City should be in the region of 976 to 1069 homes per annum.
- 3.4 As part of the Proposed Modifications consultation (2019) a Housing Needs Update was produced by GL Hearn, date January 2019. The report was produced to consider the use of the 2016 subnational household projections (SNHP).
- 3.5 Originally the report was produced to support the Council's previous level of homes (867 per annum) and the decision of members to not include an affordability ration uplift, contrary to the recommendations of the report and officers. Notwithstanding the purpose of the report, it is now noted that the Council are seeking to reduce their OAN to 790 homes per annum, with this update forming the principle piece of evidence.
- 3.6 It is noted that using the 2014 household projections shows a starting point of 849 dwellings per annum, with a 15% affordability uplift resulting in an OAN of 976 dwellings per annum. This calculation is exactly the same as the approach advocated in the update report, however it uses the 2014 projections rather than the 2016 projections.
- 3.7 We consider that the 2014-based MHCLG household projections should take preference to the 2016-based ONS household projections following the Government's technical consultation in respect of the 2018 NPPF's Standard Method, and the subsequent confirmation in the PPG that 2016-based ONS household projections should not be used for the purpose of calculating Standard Method.
- 3.8 It is considered that the 2014-based household projection for York should represent the demographic starting point of housing need. This shows need for 849 dwellings per annum

(dpa) once the Council's vacancy rate assumption has been applied. The Council's 15% market signals uplift should be applied to this figure, resulting in OAN of 976 dpa.

3.9 However, the market signals uplift should also be considered in the context of the 30% market signals uplift applied under Standard Method, which results in overall need of 1,069 dpa.

3.10 Given that the evidence does not support the level of homes that the Local Plan is seeking to deliver, the Local Plan's housing requirement is therefore considered to be unsound. In order to make the plan sound, the housing figure should be adjusted upwards to reflect a robust assessment of the OAN.

3.11 The evidence maintains our previously presented case for the expansion of the Osbaldwick site in order to meet the City's full objectively assessed housing needs.

3.12 It is a fact that the City's housing needs cannot be met through the release of previously developed sites or through a combination of smaller sites located adjacent to the Main Urban Area or the City's existing surrounding satellite Villages, whilst also respecting each of the City's principle characteristics.

3.13 The Local Plan identifies the Osbaldwick site as a Strategic site that will make a significant contribution to meeting the housing needs of the City across the lifetime of the plan. The site has passed the Council's site selection methodology based on the spatial strategy and presents an opportunity for a high quality development that responds to the city's needs and special qualities.

### ***THE PLAN PERIOD***

3.14 Paragraph 157 of the NPPF identifies that Local Plans should be drawn over an appropriate timescale and "*preferably a 15-year time horizon*". Given that the role of the Local Plan will also be to define the boundaries of the York Green Belt for the first time, we believe that the plan period should be 15 years post adoption as an absolute minimum.

3.15 Accordingly, we believe that the Local Plan's proposed plan period should be increased to at least 2035 to enable a 15-year time horizon from a proposed adoption date of 2020.

3.16 With regards to Green Belt permanence, Paragraph 85 of the NPPF identifies that where necessary LPA's need to plan for longer term development needs "*stretching well beyond the plan period*" through the potential designation of Safeguarded Land. There are varying examples within recently approved Development Plan documents of what a timescale of "*well beyond the plan period*" can equate to which differ between an additional 10% of land

allocations; an additional 5 years' worth of land; or in some cases 10 years' worth of land. The greater the length beyond the plan period, the greater permanence can be provided to the Green Belt.

3.17 TW Fields supports the Local Plan's intentions to allocate sufficient housing land for the City for up to five years beyond the plan period given that the Local Plan will be defining the City's Green Belt boundaries for the first time. Such an approach will provide long-term permanence to the Green Belt, but importantly it will also provide the development industry and the local community with certainty.

3.18 The Osbaldwick scheme can deliver a minimum of 848 homes significantly before the period up to 2033. As a result there is the potential to increase the number of homes that the site can deliver by 2040, should the Local Plan period be increased to 2035 through the examination process.

### ***SPATIAL DISTRIBUTION***

3.19 The spatial strategy in the Local Plan identifies housing and employment growth as the key drivers for development in the city and sets a framework for where development should be located based on protecting the city's unique heritage and environmental assets, avoiding areas of high flood risk and ensuring development is located where it is accessible by sustainable transport modes and to services and facilities.

3.20 One of the key characteristics of York is how the city developed out from its historic core in the form of radial corridors separated by a series of green fingers. The proposed site aligns with one of these development corridors which extends radially outwards north-east of York City Centre. See Figure 3.1 of the Local Plan. The Outer York Ring Road currently demarcates the urban area of York from the surrounding countryside.

3.21 The allocation of the Osbaldwick site reflects the historic development pattern of the City through the delivery of new development inside of the Outer York Ring Road and in doing so ensures that the historic and landscape character of this area of the City is preserved and enhanced where possible.

3.22 The allocation of the Osbaldwick site is entirely in accordance with the spatial principles identified within Policy SS1 of the Local Plan as follows: -

- The location of the Osbaldwick site respects the historic development patterns of the City, conserving and enhancing York's historic and natural environment.
- The site will create a self-sustaining new development providing daily services and facilities within walking and cycling distance. New sustainable transport connections will also be provided within the site and to the surrounding settlement areas.

- The development will help to prevent unacceptable levels of congestion, pollution and/or air quality through the delivery of new homes that will reduce unsustainable commuting patterns; through the provision of a self-sustaining development; and through the provision of new sustainable transport connections within the site and to surrounding settlement areas.
- All new homes delivered at the site will be located in Flood Risk Zone 1 and a robust drainage strategy will be delivered to ensure that flood risk is appropriately managed.
- Whilst the re-use of previously developed land will be supported by the Local Plan, it is a fact that the City's housing needs cannot be met through the release of previously developed sites or through a combination of smaller sites located adjacent to the Main Urban Area or the City's existing surrounding satellite Villages, whilst also respecting each of the City's principle characteristics.

3.23 The principle of the allocation of the Osbaldwick site meets the tests identified in Paragraph 182 of the NPPF as it is positively prepared, justified, effective and consistent with national policy.

## 4.0 MATTER 3 - GREEN BELT

### ***GENERAL PRINCIPLES***

- 4.1 Whether the Inspector considers that the Local Plan should be establishing the York Green Belt for the first time or whether it should define the inner/outer boundaries of the established general extent of York Green Belt (as defined by the Yorkshire & Humber Regional Spatial Strategy), the Osbaldwick site (ST7) or the land between ST7 and the Main Urban Area does not serve any of the five Green Belt purposes and there are exceptional circumstances to warrant the allocation of the site (with or without the revised boundaries) in the Local Plan.
- 4.2 The principle of the allocation of the Osbaldwick site meets the tests identified in Paragraph 182 of the NPPF (2012) as it is positively prepared, justified, effective and consistent with national policy.
- 4.3 To ensure a continuous supply of housing opportunities throughout the Local Plan period the Local Plan identifies a range of housing sites to meet the housing needs of the current population and the future population linked to the city's economic growth ambitions. This includes the identification of strategic site allocations located adjacent to the Main Urban Area of the City within the boundary of the Outer York Ring Road, which is consistent with the strategic approach to conserve the historic character and setting of the City.
- 4.4 The Local Plan identifies the City of York's six principle characteristics as being: -
- a strong urban form and townscape, with the layout of streets and square, building plots, arterial routes, village greens and Burbage plots informing the village structure;
  - compactness and accessibility;
  - incorporation of views onto landmark monuments;
  - rich diversity of architectural character;
  - understanding of archaeological and historic nature of the site; and
  - retaining the city's landscape and setting within the rural hinterland, including the city's incorporation of open green strays, river corridors and lngs which penetrate the urban form and break up the city's built form.
- 4.5 The identification of the Osbaldwick site reflects these characteristics, enabling a new self-sustaining development with its own identity to be created. It will be a well-designed to reflect its location to the east of the Main Urban Area of York in-keeping with the existing urban form and York's unique character.

- 4.6 One of the key characteristics of York is how the city developed out from its historic core in the form of radial corridors separated by a series of green fingers. The proposed site aligns with one of these development corridors which extends radially outwards north-east of York City Centre. See Figure 3.1 of the Local Plan. The Outer York Ring Road currently demarcates the urban area of York from the surrounding countryside.
- 4.7 The allocation of the Osbaldwick site reflects the historic development pattern of the City through the delivery of new development inside of the Outer York Ring Road and in doing so ensures that the historic and landscape character of this area of the City is preserved and enhanced where possible.
- 4.8 The Osbaldwick site is well-connected to the centre of York and its surrounding settlement areas by sustainable modes of transport. The development proposals will also include a number of infrastructure proposals which are focused around making the development as sustainable as possible as early as possible. The development proposals will deliver infrastructure allowing accessibility from the site for pedestrians and cyclists to the number of services and facilities located within proximity of the site. Including the existing settlement areas of Heworth, Meadlands, Burnholme, Osbaldwick. Connections will also be delivered to the City's cycle and footpath network, from which York City Centre is accessible within 2 miles of the site.
- 4.9 The Council's Local Plan consultation has included working alongside statutory consultees including Heritage England, Highways England, Natural England and the Environment Agency. There are no technical objections to the development proposals.

#### ***EXCEPTIONAL CIRCUMSTANCES***

- 4.10 The spatial strategy in the Local Plan identifies housing and employment growth as the key drivers for development in the city and sets a framework for where development should be located based on protecting the city's unique heritage and environmental assets, avoiding areas of high flood risk and ensuring development is located where it is accessible by sustainable transport modes and to services and facilities.
- 4.11 It is recognised that a continuation of the current undersupply of homes within the City would exacerbate housing affordability issues, increase unsustainable commuting patterns and adversely impact on the Council's desire of building a strong, competitive economy.
- 4.12 The Local Plan identifies the Osbaldwick site as a strategic development site that will make a significant contribution to meeting the housing needs of the City across the lifetime of the Plan. The site has passed the Council's site selection methodology based on the spatial strategy and

presents an opportunity for a high quality development that responds to the city's needs and special qualities.

- 4.13 The Council's Green Belt Topic Paper (Addendum 2019) identifies that over the full planning period 2038, that there is a requirement to find sufficient land to provide for 17,102 dwellings.
- 4.14 It is a fact that the City's housing needs cannot be met through the release of previously developed sites or through a combination of smaller sites located adjacent to the Main Urban Area or the City's existing surrounding satellite Villages, whilst also respecting each of the City's six principle characteristics.
- 4.15 With specific regards to affordability and specialist housing needs, York's Strategic Housing Market Assessment (SHMA, 2016 and update, 2017) and Housing Need Update (2019) indicates that there has been some increase in affordability pressures over the long term in York which when benchmarked against the Regional and National picture the affordability pressures are more severe. Other key housing issues identified in the Council's evidence base include: -
- Across all areas the affordability of property has worsened quite markedly over the past 15 years.
  - The gap of house price growth between York and the surrounding North Yorkshire county has widened from 10 years ago.
  - York is becoming increasingly more unaffordable and that a market signals adjustment in the City is necessitated.
  - There is a net affordable housing need of 573 dwellings per annum in the period from 2012 to 2032 (based on a 30% affordability threshold).
  - There is an acute need for the provision of new affordable housing in the City.
  - 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.
  - There is also 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.
- 4.16 The Osbaldwick site will deliver a variety of type, tenure and mix of homes in accordance with the specific housing needs identified in the Council's SHMA.
- 4.17 The release of the Osbaldwick site will make a significant contribution to meeting the City's objectively assessed housing needs. Should it be determined through the Examination process that the housing requirements of the Local Plan are required to be increased, the Osbaldwick proposals could be expanded as proposed by TW Fields to contribute to meeting this need without the need to revisit the discussion on Green Belt exceptional circumstances.

- 4.18 The City's housing needs could not be met without the release of the Osbaldwick site on account of the following: -
- There are insufficient previously developed land opportunities available within the City to meet its objectively assessed housing needs.
  - Alternative site options could not match the total quantum and pace of delivery of homes within the plan period.
  - Alternative site options would not meet each of the City's six principle characteristics.
- 4.19 The above factors combine to create a compelling case for exceptional circumstances for the allocation of the Osbaldwick site within the York Local Plan.

#### ***DEFINING THE SITE BOUNDARY***

- 4.20 As identified above, one of the key characteristics of York is how the city developed out from its historic core in the form of radial corridors separated by a series of green fingers. The Osbaldwick site aligns with one of these development corridors which extends radially outwards north-east of York City Centre. See Figure 3.1 of the Local Plan. The Outer York Ring Road currently demarcates the urban area of York from the surrounding countryside.
- 4.21 The Osbaldwick development would follow this general principle through the location of new development on the edge of the Main Urban Area of the City located inside the established boundary of the Outer York Ring Road.
- 4.22 With regard to the tangibility of the historic City, the proposed development area has not been highlighted by the Council within their Historic Character and Setting Update (2013) or their earlier 2011 document as contributing to the City's historic character and setting. However, land adjacent to the development area to the east has been highlighted as an '*area preventing coalescence*' and an '*area retaining rural setting*'. Modern housing already forms a separation with the historic urban form to the west of the site and extension within this area would not remove the understanding of the historic form within the city. There will also be no infringement upon the historic village of Osbaldwick, one of the city's historic satellite settlements, as each of the proposed masterplans presented by TW Fields provides a substantial separation buffer.
- 4.23 With regard to views of York Minster, the development area does lie within one key long distance view and one key city-wide view, as defined in the York City Central Historic Core Conservation Area Appraisal. Both incorporate long-distance views of the Minster, within which the urban form already forms part of the backdrop. Each of the proposed masterplan presented by TW Fields protects these identified views of importance. Furthermore, it is considered unlikely that low-level residential development will form a dominant feature of these views and will not interrupt any existing key views.

- 4.24 Key views of York Minster and the character of Millennium Way and Osbaldwick Conservation Area will be preserved through the provision of a series of green corridors. Including a large strategic greenspace located in the central area of the site in accordance with the Council's policy aspirations.
- 4.25 Screening of long distance views of the site is provided by existing landscaping features located on the site's eastern boundary and also in-between the site's boundary and the Outer York Ring Road located further to the east. Boundary landscape features will also be enhanced, which will result in distant glimpsed views only being available of the rooftops of new homes from the Outer York Ring Road. Minimising visual impact.
- 4.26 Linear green spaces will run through the residential area and incorporate existing hedgerows and new Sustainable Urban Drainage Systems. These linking green spaces will create a network of pedestrian routes through the site. They will accommodate a range of community and recreational facilities such as play areas and allotments.
- 4.27 Enhanced walking and cycling routes will be provided from the development to the surrounding settlement areas of Heworth, Meadlands and Osbaldwick. These connections will also make the site accessible to the wider York footpath and cycle network.
- 4.28 The development proposals can deliver an exemplary new development which respects the historic character of the City. It can deliver new homes alongside significant areas of community and green infrastructure, in a sustainable location within proximity of the City's existing urban edge.

#### **GREEN BELT PURPOSES**

- 4.29 The Osbaldwick site does not fulfil any of the five Green Belt purposes for the following reasons:-

- ***The development of the site would not result in unrestricted urban sprawl***

The development will deliver a landscape character led development that enhances existing and delivers new strong defensible landscape and greenspace boundaries.

The new development will be located adjacent to the eastern edge of the Main Urban Area of the City and within the Outer York Ring Road. The Outer York Ring Road provides the long-term defensible boundary to the east of the site ensuring no unrestricted urban sprawl.

Screening of long distance views of the site is provided by existing landscaping features located on the site's eastern boundary and also in-between the site's boundary and the Outer York Ring Road located further to the east. Boundary landscape features will also be enhanced, which will result in distant glimpsed views only being available of the rooftops of new homes from the Outer York Ring Road. Minimising visual impact.

The development proposals reflect the existing settlement form of the Main Urban Area of York in-keeping with the existing urban form and York's unique character.

- ***The development of the site would not result in the merging of adjacent settlements***

The location of the development proposed reflects the site's location adjacent to the Main Urban Area of York.

The nearest detached settlements to the site are Murton to the east and Stockton on the Forrest to the north east. Both of these settlements are located on the opposite side of the Outer York Ring Road to the Osbaldwick site.

The development would not visually close any gaps between the site and its closest settlements any more than present, a clear open gap (with intervening tree cover) would exist between the site, the Outer York Ring Road and the surrounding detached settlements.

The development proposals reflect the existing settlement form of the Main Urban Area of York in-keeping with the existing urban form and York's unique character.

- ***The site does not assist in safeguarding the countryside from encroachment***

No part of the site is defined by the City of York Council as forming part of an area of Nature Conservation Interest or an Area of Special Landscape, Character or Setting and the landscape character of the site can be considered to be transitional urban fringe land. As a consequence, the site relates more to the urban edge to which it is adjoined rather than the open countryside, which means that it does not correctly serve a purpose of reducing encroachment. The site also benefits from a number of existing strong defensible boundaries, each of which will be strengthened through the development proposals.

The site does not perform an important role in safeguarding the countryside from encroachment. The site's existing eastern boundaries form a limit to development and the development of the site has the potential to strengthen the site's existing boundaries and also improve access to the countryside.

- ***The proposed development of the site will have no detrimental effect on the setting and special character of historic features***

The allocation of the Osbaldwick sites respects each of the City's six principle characteristics.

One of the key characteristics of York is how the City developed out from its historic core in the form of radial corridors separated by a series of green fingers. The proposed site aligns with one of these development corridors which extends radially outwards north-east of York City Centre. The Outer York Ring Road currently demarcates the urban area of York from the surrounding countryside. The Osbaldwick development would follow this general principle through the location of new development adjacent to the Main Urban Area of the City and within the Outer York Ring Road.

With regard to views of York Minster, the development area does lie within one key long distance view and one key city-wide view, as defined in the York City Central Historic Core Conservation Area Appraisal. Both incorporate long-distance views of the Minster, within which the urban form already forms part of the backdrop.

Key views of York Minster and the character of Millennium Way and Osbaldwick Conservation Area will be preserved through sensitive master planning.

- ***To assist in urban regeneration, by encouraging the recycling of derelict and other urban land***

It is a fact that the City's housing needs cannot be met through the release of previously developed sites or through a combination of smaller sites located adjacent to the Main Urban Area or the City's existing surrounding satellite Villages, whilst also respecting each of the City's six principle characteristics.

- 4.30 The Osbaldwick site does not serve any of the five purposes of Green Belt. Furthermore, the enclosed nature of the Osbaldwick site means that the long-term openness and permanence of the surrounding Green Belt area would be provided.

#### ***OPENNESS OF THE GREEN BELT***

- 4.31 For completeness, we have undertaken an assessment of the impact of the Osbaldwick development on the openness of the wider York Green Belt. We have undertaken this assessment on the basis that the Inspector agrees with the Council's position that the general extent of the York Green Belt is established and that the Local Plan is seeking to define the inner/outer boundaries for the first time. The assessment has taken into account the conclusions of the appraisal of the site against the five purposes of Green Belt provided in Paragraph 4.29 above.
- 4.32 The development proposals will have a minor spatial and visual impact on the openness of the York Green Belt. This is solely by virtue of the volume of the proposals and nature of the development taking place. Any impacts associated with the degree of activity likely to be generated, such as traffic, can be mitigated appropriately. Evidence of this has been provided by the Council and developers previously. This evidence will of course be discussed as part of Phase 2 of the Examination process.
- 4.33 Notwithstanding the above, there are unequivocal exceptional circumstances that warrant the allocation of the site and the developers are also committed to delivering compensatory improvements that would offset any minor impact. These improvements include: -
- A minimum of 10.31ha of public open space will be distributed evenly throughout the site allowing easy access for all future residents of the development. Amenity space which has been carefully considered in terms of its position both in relation to its accessibility and usability and also in respect of its visual impact and sensitivity to its surroundings.
  - Key views York Minster and the character of Millennium Way and Osbaldwick Conservation Area will be preserved through a series of green corridors and retention of substantial separation distances to the Conservation Area. Including a large strategic greenspace located in the central area of the site in accordance with the Council's policy aspirations.
  - The retention and enhancement of existing hedgerows and trees located within and surrounding the site. Providing landscape, visual and biodiversity enhancements.
  - The provision of substantial levels of new landscape planting within and surrounding the site. Providing landscape, visual and biodiversity enhancements.
  - Existing water features including ponds and streams will be incorporated into the development. New water features relating to a Sustainable Urban Drainage systems will also be delivered. These features will together form an integral aspect of the biodiversity benefits that the development can deliver. Equating to overall net biodiversity gain.

- Enhanced walking and cycling routes will be provided from the development to the surrounding settlement areas of Heworth, Meadlands and Osbaldwick. These connections will also make the site accessible to the wider York footpath and cycle network.

4.34 It is considered that the compensatory improvements that the Osbaldwick development will deliver go beyond those needed to mitigate the minor immediate impacts of the proposals.

## 5.0 ALTERNATIVE DEVELOPMENT OPTIONS

- 5.1 Whilst TW Fields support the identification of the Osbaldwick site as a new Garden Village within the emerging City of York Local Plan, they have concerns with the size of the current site allocation boundary.
- 5.2 Whilst the site could deliver 845 homes within the plan period within CYC's proposed site allocation boundary, TW Fields remain of the view that the current boundary should be expanded in order to enhance the community and green infrastructure that the site can deliver in respect of the policy aspirations required by Policy SS9 of the Local Plan.
- 5.3 Furthermore, should it be determined through the Examination process that the housing requirements of the Local Plan are required to be increased, the Osbaldwick site could be expanded as proposed by TW Fields to contribute to meeting this need.
- 5.4 TW Fields have previously presented three potential development options to the Council to provide a new Garden Village of either 845 homes; 975 homes; or 1,225 homes alongside the delivery of significant community infrastructure.
- 5.5 None of the proposed options presented by TW Fields for the Osbaldwick site are located within the *York Green Belt Appraisal Character Areas* as set out in Figure 3.1 of the Local Plan.
- 5.6 The expanded land area required to deliver each of TW Fields' proposed options does not fulfil Green Belt purposes.
- 5.7 Each of TW Fields' proposed options would deliver a proportional uplift in the socio-economic benefits that could be delivered to the City.
- 5.8 Each of TW Fields' proposed options would also deliver a proportional uplift in the compensatory improvements that would off-set any impact that they would have on the openness of the wider retained Green Belt.
- 5.9 The net developable residential area of each of the proposed options are similar in size to the current allocation site area identified within the Local Plan. The expansion of the site required to deliver each of the proposed options would not require a significant amount of further land to be released from the Green Belt when considered against the wider extent of the proposed boundaries of the York Green Belt.

5.10 With regards to TW Fields' proposed option which recommends the delivery of 975 homes at the site, the Council's Officers previously endorsed an increase in the proposed site allocation from 34.5ha (845 homes) to 44ha (975 homes) to the Council's Local Plan Working Group on the 10<sup>th</sup> July 2017. The reasoning behind the recommendation was as follows: -

***“This reflects developers/landowners concerns raised regarding the viability/deliverability of the site, the related ability to deliver the planning principles including provision of educational and community facilities and concerns over the provision of site access to the south of the site. Officers consider that this boundary amendment could improve the viability of the site and ensure that the planning principles can be delivered.”***

5.11 This option was also put forward by the Council's Officers as a potential change to the Local Plan ahead of consultation in respect of the Publication Draft Local Plan at CYC's Local Plan Working Group on the 23<sup>rd</sup> January 2018.

5.12 Whilst the recommendations of Officers were not approved on either occasion, TW Fields believe that there is still a strong case for the expansion of the site to deliver each of the aspirations of Policy SS9 of the Local Plan and to meet an expected increase in the City's housing numbers.

5.13 The potential expansion of the site will be discussed further as part of the Phase 2 hearing sessions, but TW Fields wanted to bring it to the attention of the Inspector within this statement.

5.14 The following plans are also enclosed in Appendix A of this statement which provide further details with respect of each of the developers proposed options: -

- 845 Home Garden Village Masterplan
- 975 Home Garden Village Masterplan
- 1,225 Home Garden Village Masterplan

5.15 TW Fields have previously provided an assessment of their three proposed development options against the site specific policy parameters identified within Local Plan Policy SS9. This assessment is enclosed in Appendix B of this statement.

## **APPENDIX A**

### **TW Fields Alternative Site Options Masterplans**

# Proposed Development at ST7 - Land East of Metcalfe Lane, York



A	SH	Masterplan amends to suit Ownership Areas dwg Y81.1000.36 dated 24.07.19	06.08.19
Rev	By	Note	Date

**PRA ARCHITECTS**  
53 The Tannery Lawrence Street York YO10 3WH T: 01904 653772  
F: 01904 653779 E: mail@pra-architects.com W: www.pra-architects.com

PROJECT ST 7- Land East of Metcalfe Lane, York  
TITLE Indicative Masterplan - Wider Context  
CLIENT TW Fields  
DATE May 2018 SCALE 1:2500@A1  
DWG. NO Y81:1000.38 REVISION A  
DRAWN JJS CHECKED PJR  
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## Indicative Masterplan - Wider Context

# Proposed Development at ST7 - Land East of Metcalfe Lane, York



- Key**
- A Site for Allotment Gardens
  - B Main Road routes into and through the site as an avenue set within wide green margin, to include separate cycle route.
  - C Strategic Central Green Space
  - D Bad Bargain Lane to remain as Footpath/Cycleway/ Bridalway, as existing Public Right of Way
  - E Outgang Lane to remain as Footpath/Cycleway/Bridalway, as existing Public Right of Way
  - F School playing Fields
  - Housing Development Clusters - Set within Green Framework 'Garden Cities'
  - Indicative Streets
  - Green Corridors, Green Margins & Public Open Space (P.O.S.)
  - Existing Trees & Hedgerow Retained
  - Removed Hedgerow
  - Key Access Points into the site from the North, South and West.
  - Strategic Tree Planting
  - Land Owned By Others
  - Boundary Line for Primary School and Public Centre
  - Proposed Location for Primary School and Public Centre
  - Combined Cycleway and Pedestrian Route
  - Key Focal Point
  - Bus Route



## Indicative Master Plan

18

Rev	By	Note	Date

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PROJECT ST7 Land East of Metcalfe Lane, York

TITLE	Indicative Master Plan
CLIENT	TW Fields
DATE	09.09.16
DWG. NO	Y81:1000.18
DRAWN	GF
CHECKED	PJR
SCALE	1:2500@A1
REVISION	-

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# Proposed Development at ST7 - Land East of Metcalfe Lane, York



- Key**
- A Site for Allotment Gardens
  - B Main Road routes into and through the site as an avenue set within wide green margin, to include separate cycle route.
  - C Strategic Central Green Space
  - D Bad Bargain Lane to remain as Footpath/Cycleway/ Bridalway, as existing Public Right of Way
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  - Indicative Streets
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  - Strategic Tree Planting
  - Land Owned By Others
  - Boundary Line for Primary School and Public Centre
  - Proposed Location for Primary School and Public Centre
  - Combined Cycleway and Pedestrian Route
  - Key Focal Point
  - Bus Route



Rev	By	Note	Date

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PROJECT ST7 Land East of Metcalfe Lane, York

TITLE Indicative Master Plan

CLIENT TW Fields

DATE 27.10.17 SCALE 1:2500@A1

DWG. NO Y81:1000.18 REVISION -

DRAWN GF CHECKED PJR

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## Indicative Master Plan

## **APPENDIX B**

### **Assessment of TW Fields Site Options Against Policy SS9**

Ref.	CYC	Option A	Option 1	Option 2
Site Size / Capacity	35.4Ha / 845 Homes (845 plan period)	43.53Ha / 845 Homes (All within the plan period)	43.53Ha / 975 Homes (All within the plan period)	57.27 Ha / 1,225 Homes (All within the plan period)
Density / Design Ethos	Strategic Site – 70% net site area at 35dph	Garden Village – Approximately 60% net developable area – 26.4Ha at 32dph	Sub-Urban Garden Village – Approximately 70% net developable area - 30.47 Ha net site area at 32dph	Sub-Urban Garden Village – Approximately 70% net developable area – 40.1 Ha net site area at 32dph
Additional Land Uses / Analysis	<p>A density of 35 dph over the net developable area would result in a development that is similar in density to those currently taking place within the main urban areas of the City i.e. Redrow's scheme at the Grain Stores; Persimmon's scheme at Germany Beck and BDW's scheme at New Lane, Huntington.</p> <p>It does not allow for space/planting between dwellings or further green wedges/planting throughout the street scene. Which is what a Garden Village ethos requires. Which is more aligned to a density of 32dph and a net developable area of 60% to 70%</p> <p>At 32 dph over a 60% developable area, 680 homes could be delivered. This increases to 793 homes over a 70% new developable area.</p> <p>Increasing this to at least 845 homes, would therefore result in a reduction of the land available for the delivery of all of the other essential and desirable uses such as a new primary school, local centre and recreational open space.</p>	<p>The option can deliver: -</p> <ul style="list-style-type: none"> <li>• 0.43Ha of land for a Local Centre</li> <li>• 1.91Ha of land provided for Nursery and a two-form entry Primary Education</li> <li>• 14.79 Ha of Open Space within the site.</li> <li>• The delivery of the required southern access road to Osbaldwick Link Road.</li> <li>• The existing views of York Minster and the setting of Millennium Way will be retained and enhanced through a series of green corridors proposed within the development masterplan. Alongside the green corridors, substantial areas of open space will be retained between the site's boundaries and existing settlement areas, including Osbaldwick Conservation Area.</li> </ul>	<p>The option can deliver: -</p> <ul style="list-style-type: none"> <li>• 0.43Ha of land for a Local Centre</li> <li>• 1.91Ha of land provided for Nursery and a two-form entry Primary Education.</li> <li>• 10.72Ha of Open Space within the site.</li> <li>• The delivery of the required southern access road to Osbaldwick Link Road.</li> <li>• The existing views of York Minster and the setting of Millennium Way will be retained and enhanced through a series of green corridors proposed within the development masterplan. Alongside the green corridors, substantial areas of open space will be retained between the site's boundaries and existing settlement areas, including Osbaldwick Conservation Area.</li> </ul>	<p>The option can deliver: -</p> <ul style="list-style-type: none"> <li>• 0.43Ha of land for a Local Centre</li> <li>• 1.91Ha of land provided for Nursery and a two-form entry Primary Education.</li> <li>• 14.83 Ha of Open Space within the site.</li> <li>• The delivery of the required southern access road to Osbaldwick Link Road.</li> <li>• The existing views of York Minster and the setting of Millennium Way will be retained and enhanced through a series of green corridors proposed within the development masterplan. Alongside the green corridors, substantial areas of open space will be retained between the site's boundaries and existing settlement areas, including Osbaldwick Conservation Area.</li> </ul>

<b>Policy SS9 Additional Planning Parameters</b>			
Individual & Cumulative Transport Impact	TW Fields will work alongside CYC and other developers where necessary in order to ensure that the individual and cumulative highways impact on the City is mitigated. Detailed discussions have already taken place with CYC to agree the site-specific access solutions for the development proposals.	TW Fields will work alongside CYC and other developers where necessary in order to ensure that the individual and cumulative highways impact on the City is mitigated. Detailed discussions have already taken place with CYC to agree the site-specific access solutions for the development proposals.	TW Fields will work alongside CYC and other developers where necessary in order to ensure that the individual and cumulative highways impact on the City is mitigated. Detailed discussions have already taken place with CYC to agree the site-specific access solutions for the development proposals.
New Access Roads & Public Transport	Three access points are proposed from Stockton Lane (north), from Bad Bargain Lane (West) and from Murton Way (south). Each will be delivered to the standard needed to enable bus penetration through the site, connecting to existing settlement areas. The northern and southern parcels of the site will be connected for bus penetration, pedestrian and cycle access only. An access is required from Bad Bargain Lane in order to ensure permeability and to enhance the site's ability to deliver new homes as early in the plan period as possible.	Three access points are proposed from Stockton Lane (north), from Bad Bargain Lane (West) and from Murton Way (south). Each will be delivered to the standard needed to enable bus penetration through the site, connecting to existing settlement areas. The northern and southern parcels of the site will be connected for bus penetration, pedestrian and cycle access only. An access is required from Bad Bargain Lane in order to ensure permeability and to enhance the site's ability to deliver new homes as early in the plan period as possible.	Three access points are proposed from Stockton Lane (north), from Bad Bargain Lane (West) and from Murton Way (south). Each will be delivered to the standard needed to enable bus penetration through the site, connecting to existing settlement areas. The northern and southern parcels of the site will be connected for bus penetration, pedestrian and cycle access only. An access is required from Bad Bargain Lane in order to ensure permeability and to enhance the site's ability to deliver new homes as early in the plan period as possible.
Public Transport Upgrades	The site's access points and internal spine roads will be delivered to the standard needed to enable bus penetration through the site, connecting to existing settlement areas. The northern and southern parcels of the site will be connected for bus penetration, pedestrian and cycle access only. Existing pedestrian and cycle routes located within and adjacent to the site will be	The site's access points and internal spine roads will be delivered to the standard needed to enable bus penetration through the site, connecting to existing settlement areas. The northern and southern parcels of the site will be connected for bus penetration, pedestrian and cycle access only. Existing pedestrian and cycle routes located within and adjacent to the site will be	The site's access points and internal spine roads will be delivered to the standard needed to enable bus penetration through the site, connecting to existing settlement areas. The northern and southern parcels of the site will be connected for bus penetration, pedestrian and cycle access only. Existing pedestrian and cycle routes located within and adjacent to the site will

	safeguarded and improved where required. Connection with existing bus routes will be enabled and infrastructure improved where required.	safeguarded and improved where required. Connection with existing bus routes will be enabled and infrastructure improved where required.	be safeguarded and improved where required. Connection with existing bus routes will be enabled and infrastructure improved where required.
Pedestrian & Cycle Connectivity	Existing pedestrian and cycle routes located within and adjacent to the site will be safeguarded and improved where required.	Existing pedestrian and cycle routes located within and adjacent to the site will be safeguarded and improved where required.	Existing pedestrian and cycle routes located within and adjacent to the site will be safeguarded and improved where required.
Protect Millennium Way	The setting of Millennium Way will be preserved and enhanced through a series of green corridors proposed within the development masterplan. Including a large strategic greenspace located in the central area of the site in accordance with CYC's proposals.	The setting of Millennium Way will be preserved and enhanced through a series of green corridors proposed within the development masterplan. Including a large strategic greenspace located in the central area of the site in accordance with CYC's proposals.	The setting of Millennium Way will be preserved and enhanced through a series of green corridors proposed within the development masterplan. Including a large strategic greenspace located in the central area of the site in accordance with CYC's proposals.
Minimise Impact on SINC	Ecological mitigation will be provided through the retention of existing features. The site contained a SINC located close to the proposed southern access point, however, the ecological value of this area of the site has now been lost due to recent engineering works undertaken by Yorkshire Water.	Ecological mitigation will be provided through the retention of existing features. The site contained a SINC located close to the proposed southern access point, however, the ecological value of this area of the site has now been lost due to recent engineering works undertaken by Yorkshire Water.	Ecological mitigation will be provided through the retention of existing features. The site contained a SINC located close to the proposed southern access point, however, the ecological value of this area of the site has now been lost due to recent engineering works undertaken by Yorkshire Water.
Safeguard views to York Minster, Osbaldwick Conservation Area and Millennium Way	The existing views of York Minster and the setting of Millennium Way will be retained and enhanced through a series of green corridors proposed within the development masterplan. Alongside the green corridors, substantial areas of open space will be retained between the site's boundaries and existing settlement areas, including Osbaldwick Conservation Area.	The existing views of York Minster and the setting of Millennium Way will be retained and enhanced through a series of green corridors proposed within the development masterplan. Alongside the green corridors, substantial areas of open space will be retained between the site's boundaries and existing settlement areas, including Osbaldwick Conservation Area.	The existing views of York Minster and the setting of Millennium Way will be retained and enhanced through a series of green corridors proposed within the development masterplan. Alongside the green corridors, substantial areas of open space will be retained between the site's boundaries and existing settlement areas, including Osbaldwick Conservation Area.