Quod

STATEMENT IN RESPONSE TO INSPECTORS' MATTERS, ISSUES AND QUESTION TO THE EXAMINATION OF THE YORK LOCAL PLAN 2017-2033

Phase 3 Hearings

Matter 7 – Land West of Elvington Lane

JULY 2022

LANGWITH DEVELOPMENT PARTNERSHIP LTD

PARTICIPANT REF 378

Q70385

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Appendices

1 Introduction

1.1 Langwith Development Partnership (LDP1) is the principal landholder of the land proposed to be allocated under Policy ST15, which is a strategic allocation (Policy SS13), in the draft City of York Local Plan ("Local Plan").

1.2 Delivering a new sustainable garden village in the south east of the City is a key component of the Local Plan's spatial strategy for housing delivery. The allocation of a new garden village in this part of the City is based on sound and sustainable planning principles. A new settlement is necessary, sustainable and appropriate in this part of York if the City of York Council (CYC) are to meet their housing needs sustainably. Planning for the delivery of a new settlement in south east York is supported by Homes England2.

1.3 LDP have made representations to each of the relevant stages of the Local Plan's preparation (Regulation 18, Regulation 19 and the more recent Modifications to the Regulation 19 Plan) 3 and appeared at the Stage 1 and 2 Hearing Sessions in December 2019 and May 2022 respectively.

1.4 LDP have demonstrated throughout the Local Plan process that the Local Plan's spatial strategy, which is in part based on delivering a new garden village in the south east of the City, is sound in principle.

1.5 LDP's Representations have been informed by their view that the draft Local Plan's soundness has not been evidenced particularly in respect of housing numbers, transportation, biodiversity, deliverability (viability notably) and transportation.

[1] Langwith Development Partnership Ltd (LDP) is a joint venture formed by Sandby (York) Ltd and the Caddick Development Ltd who, along with A1 Haulage, control the land required to deliver the new garden village known as ST15. They control land in the south east part of the City, to the north of Elvington (south of the A64). Both parties, have jointly, and individually, been participants in the preparation of the City of York Local Plan (the Local Plan) for over six years.

[2] Homes England have awarded CYC various (3x) funding streams, including recently under their Garden Communities Capacity Fund to assist in the formulation of their evidence base to support the delivery of a new garden village in south east York.

[3] Representations were submitted by LDP (or companies that constitute LDP), including those (i) in September 2016 to the City of York Local Plan – Preferred Sites Consultation (June 2016), (ii) the later submission of a Site Promotion Document (Quod) in October 2017, followed by (iii) representations (in March 2018) to the City of York Local Plan - Publication Draft (February 2018 (CD014g)), (iv) representations to the York Local Plan Proposed Modifications (June 2019) and associated Background Documents, in July 2019 (EX/CYC/21b – PMSID378 and (v) the Proposed Modifications and Evidence Base consultation in May 2021 (EX/CYC/66e – PMSID378i – SID378xvii).

1.6 Throughout the process and especially since the Plan was submitted and the examination process began, LDP has been seeking to collaborate with CYC to ensure that CYC commission relevant parts of the evidence base necessary to demonstrate the soundness of the plan generally (for example housing numbers, transport modelling and PT accessibility, and education need to be considered across City) as well as in relation to ST15 specifically, to determine whether ST15 can be proven to be sound, or whether Langwith (which is the alternative form of the new garden village promoted by LDP at the Regulation 19 stage in June 2019) should form an alternative allocation, or whether the matter should be addressed under a Broad Location for Growth (BLG) as referenced in LDP's Statements to Phase 2 Hearings.

1.7 In preparing this Hearing Statement, LDP and CYC have reached a high level of agreement on the planning evidence supporting ST15, and LDP consider that it can be made sound, subject to the following key matters (including further Modifications to the Local Plan) as outlined in this Statement:

1.7.1 An acceptance that a second point of access (which would enable ST15 to deliver housing completions as envisaged in the CYC housing trajectory) from Elvington Lane to the new Garden Village is an essential pre-requisite of the allocation's successful delivery.

1.7.2 Agreement as to the level of highways works required at the outset to facilitate delivery of homes and public transport both at and along Elvington Lane together with offsite works south of the Grimston Bar interchange. These will result in the allocation being viable (without it the delivery of ST15 is not viable), by helping to achieve early and efficient delivery of ST15.

1.7.3 Policy recognition that circa 1,000 homes can be delivered off Elvington Lane prior to completion of a new GSJ on the A64 and the associated western access to ST15. The precise number will be established and agreed with CYC and National Highways as part of a transport assessment submitted at the planning application stage.

1.7.4 Broad agreement on the location (and form) of the GSJ with its detailed design and associated landscape led mitigation to be considered at the planning application stage. CYC and LDP broadly agree the cost of providing the GSJ.

1.7.5 ST15 is of a size that can accommodate a minimum of 3,339 homes, along with the other infrastructure required to deliver a sustainable community – see the masterplan and land budget at **Appendix 1**.

1.7.6 The biodiversity implications of the allocation, including the effects on the SINC and achieving an appropriate level of biodiversity net gain (BNG), can be addressed appropriately at the planning application stage and compensation to offset the loss of SINC should be implemented in the planting season prior to the commencement of ST15, rather than five years in advance as the draft Local Plan currently suggests.

1.7.7 LDP consider ST15 alone is unlikely to generate sufficient additional secondary school places to support and sustain a new secondary school. However, it is agreed that potential secondary provision for ST15 should be embedded in the Local Plan now for soundness, as explained later in this Statement. As there is insufficient land within the ST15 allocation for a secondary school campus, this should be provided on land adjacent to the boundary of ST15, as land allocated in the Plan specifically for a future secondary school.

1.7.8 Subject to further highways modelling work by CYC, as part of the CYC engagement with National Highways, which will identify whether mitigation may be necessary at the A64/Fulford interchange to accommodate current traffic levels and other planned development which precedes ST15, there is appropriate evidence to demonstrate that ST15 can be accommodated on the local and strategic road network without severe residual cumulative impacts, let alone any unacceptable harm to the highway network.

1.7.9 Opportunities for sustainable transport modes will be masterplanned and incorporated in travel planning as part of a future planning application, to reduce private car use and maximise modal shift to public transport, walking and cycling.

1.7.10 The infrastructure required to implement and sustain the Garden Village is viable and deliverable.

1.7.11 Based on agreement on the eastern access from Elvington Lane and associated highway improvements, adoption of the York Local Plan next year and a commitment from CYC to planning resources to facilitate the making and determination of a hybrid planning application, ST15 could be capable of delivering new homes from late in the year 2026/2027.

1.8 In light of the above LDP and CYC are preparing a Statement of Common Ground (SoCG) dealing with the following matters:

1.8.1 Sustainable transport.

1.8.2 Education.

1.8.3 Biodiversity.

1.8.4 Housing Delivery (trajectory).

1.8.5 Viability.

1.8.6 Requisite proposed modifications to the Local Plan.

1.9 A separate SoCG is being prepared on Highway matters in agreement between LDP, CYC and National Highways (NH).

1.10 This Statement has been coordinated by Quod, with input from Lawrence Walker Limited (re Highways), Fore Consulting (re Sustainable Transport), EFM (Education), Peak Ecology (Biodiversity) and Bidwells (Viability).

2 Land West of Elvington Lane

2.1 In response to the four Questions raised by the Inspectors, the Statements of Common Ground referred in Section 1 of this Hearing Statement will provide further background, clarity and information in support of the responses below.

2.2 Most notably, the Inspectors are advised that LDP consider that the proposed new Garden Village on land West of Elvington Lane is both sound and sustainable, subject to modifications to Policy SS13 (**Appendix 5**) and modifications to the Policies Map (also covered in the same SoCG) which we are seeking to agree with CYC at the time of preparing these representations.

Question 7.1: Is the allocation and associated Policy SS13 relating to ST15 soundly based?

2.3 Allocation ST15, and the associated Policy SS13 is soundly based subject to the aforementioned proposed modifications. Notably, the proposed modifications required to make the plan sound are outlined below:

2.3.1 Modifications to Policy SS13 referred to in Section 1 and, most notably, in respect of:

- Clarification that a second point of access from the east (via Elvington Lane) is required in order to deliver the Garden Village in both an expedient and viable manner.
- Acceptance of requisite highway works along Elvington Lane (linking to Hull Road) together with off-site highway works south of the Grimston Bar Interchange.
- Remove the requirement that ecological mitigation and compensation measures are to be provided five years prior to commencement of any development.
- Allow areas outside of OS10 to be used to deliver biodiversity gain.
- Modifications to the anticipated delivery trajectory, whereby it is anticipated by LDP that at least 1,140 new homes can be delivered within the Plan period. Refer to LDP's Trajectory at **Appendix 2.**
- Recognition that around 1,000 homes can be delivered off Elvington Lane, subject to the above highway works.
- As the need for a secondary school remains uncertain and unproven at this stage, land for the required built form of the school should be allocated in the Plan outside, but adjoining ST15 for a secondary school.
- The requirement for an education review mechanism, to ensure that the delivery of education infrastructure is provided in a timely and appropriate manner.
- Recognising the form of the Grade Separated Junction.

- The need for a Sustainable Transport Strategy to be controlled via travel planning, active planning and a masterplan obligation.

- Identify the western part of the Airfield for biodiversity enhancement.

- Changes to the site area of the ST15 allocation, to a figure of 167 hectares (in place of the 159 hectares referenced in the Plan), and the extent of the separate area allocated secondary school site being 3.6 hectares.

- Full integration of the transport arrangements between SS13, SS21 and SS22 to ensure that development at each site recognises the other and provides opportunities to maximise opportunities to secure non car travel between these three allocations, provide bus whilst also preventing future ransoms and ensuring that proportionate contributions (or credits) are given for infrastructure which each require, but that one may deliver ahead of the others.

- To explore opportunities to recycle aggregates for use in the delivery of ST15 and the infrastructure (especially the Grade Separated Junction on the A64) on the runway, given the environmental sustainability of such.

2.3.2 These are addressed in the Proposed Modifications to Policy SS13 which is contained at Appendix 5. They are required in order to ensure the Plan is sound.

2.3.3 Modifications are also required to the Policies Map in relation to the following:

- An indicative alignment for a secondary access to ST15 to be provided in the first phase of development served from Elvington Lane, and an indicative alignment for a new link road between Elvington Lane and Hull Road (A1079).

- The allocation of land for a secondary school, should it be required. This land should be located outside the ST15 boundary.

- The existing airfield curtilage to the west of ST15 to be designated for habitat and ecological mitigation enhancement.

- (indicatively) a public transport link between the new A64 junction and the University of York;

- adjustment to the alignment of the road link between A64 and ST15, showing the indicative access (grade separated) to the A64 in the general location west of Common Lane.

- (indicatively) highway link between Hull Road and Elvington Lane;

- Adjustments to the ST15 southern boundary, to follow the Airfield boundary rather than the boundary of the SINC (as shown on the Plan at **Appendix 3**).

- Minor adjustment to OS10, in its southwest corner.

2.4 These modifications to Policy SS13 and the Policies Map are currently the subject of discussion with CYC and where agreed will be reported to the Hearing Session on Matter 5 in the form of an SOCG.

2.5 LDP's evidence demonstrates that the delivery of a new sustainable Garden Village, adopting the key principles of Policy SS13, is achievable and that delivery of a minimum of 1,140 homes during the Plan Period, and the remainder beyond the Plan period will help to address York's housing needs now and in the future.

Question 7.2: Are the Green Belt boundaries reasonably derived?

2.6 In the case of this Local Plan, the Green Belt boundaries are being set for the first time and, as such, are being set so that they are capable of enduring beyond the Plan Period[4].

2.7 The NPPF 2012[5] notes that when drawing up Green Belt boundaries, it is necessary to take account of the need to promote sustainable patterns of development. For the reasons already outlined in LDP's previous representations, the allocation of a new Garden Village in this part of the City will help to promote sustainable patterns of development.

2.8 When defining Green Belt boundaries NPPF 2012[6] notes that it is the duty of Local Planning Authorities to use "*physical features that are readily recognisable and likely to be permanent".*

2.9 The boundaries of ST15 are contained largely within recognisable landscape and historical features and is shown on the OS Map at **Appendix 3** of this Statement. These include:

2.9.1 The northern boundary is formed of a public right of way (linking the Medieval Minsters of Beverley and York), with the north eastern boundary is bounded by Grimston Wood.

2.9.2 The eastern boundary turns south from the public right of way and follows historic field boundaries, which connect to the northern extent of Elvington Airfield. The eastern boundary, where it crosses Elvington Airfield, is not defined on the ground but can be in the future through landscape treatment delivered as part of the new garden village, this boundary treatment could extend around the area allocated for the School.

2.9.3 The southern extent of the boundary is less well-defined on the ground and is shown to follow the SINC designation on this part of the Airfield. It is LDPs views that the boundary in this area would be more sound if it followed the Airfield boundary itself (see the second plan at **Appendix 3**).

[4] As required by Paragraph 83 of the NPPF 2012.
[5] Paragraph 84.
[6] Paragraph 85, bullet 6.

2.9.4 The western boundary of ST15 again crosses the Airfield, on a currently undefined alignment, but one which can be defined through future landscaping. Moreso, with proposed modifications to the Plan to re-naturalise the western part of the runway, a strong and defensible boundary can be created on this western edge of ST15. Continuing northwards, the western boundary follows historic field boundaries to where it meets the Langwith Stray.

2.10 In LDP's opinion, should the Inspectors consider there is a need to plan for more housing in the Local Plan, the capacity of ST15 could be greater via increased densities within the current boundary and/or expansion of ST15 onto the eastern part of the Airfield, in an alignment shown in the Langwith designation that LDP have promoted previously[3]. A demonstration of the rationality for these boundaries (both for ST15 and Langwith) is contained in evidence at this Examination[7].

Question 7.3: Does the proposed allocation respond adequately to the presence of the SINC?

2.11 ST15 covers, in part, land forming part of the Elvington Airfield SINC. The development of ST15 will affect the SINC, as would the proposed second access (via Elvington Lane) and the area reserved for a secondary school should that come forward for development.

2.12 Section 6 of this Statement demonstrate that the biodiversity impacts of developing ST15 (and a second access onto Elvington Lane) and a secondary school, if required in the future, on part of the SINC are more than capable of being mitigated through biodiversity interventions in the OS10 designation.

2.13 Furthermore, enhanced biodiversity on the western end of the existing Airfield, will ensure a valuable link can be maintained to other related habitats.

2.14 Section 6 also demonstrates that Biodiversity Net Gain (BNG) of more than any reasonable requirement at application stage can be easily achieved through enhancement on ST15 itself, combined with increasing the biodiversity of the OS10 land, or other land in the control of LDP/A1 Haulage.

Question 7.4: Is the allocation viable and deliverable given the infrastructure requirements, in particular?

Infrastructure Requirements

2.15 The infrastructure requirements for delivering a new Garden Village at ST15 are set out in CYC's latest Infrastructure Note (May 2022[8]). LDP do not raise any questions on the key infrastructure identified for ST15 in that document but note that CYC are due to publish a public transport report for ST15 and reserve the right to comment on that once it is published.

[7] EX/CYC/18B provides CYC's assessment of the boundaries of the major development sites proposed in the Green Belt. Evidence on the boundaries of Langwith are provided in LDP's Representations, most notably PMSID378i-xvii.
[8] EX/CYC/79.

2.16 LDP have, however, have held further discussions with CYC since its production on the costings and these have been further refined as set out below and in Section 7. These matters, where agreed, will be addressed in the SoCG.

2.17 Set out below in **Table 2.1** is a broad list of infrastructure assessed in the viability assessment and which is required to deliver ST15, the trajectory and costings.

Table 2.1: Infrastructure Needs of ST15

Infrastructure	Delivery Trajectory	Costings
Highway Infrastructure		
Link Road between Elvington Lane and ST15	by 1st occupation	£5m
Link Road between Elvington Lane and Hull Road (including Stage 1 Grimston Bar Works)	By 60 occupations	£5m
Improvements to Grimston Bar (Stage 2)	By 2,500 occupations	£3m
Grade Separated Junction	By 1,000 occupations	£35m
Contingency for potential contribution to A64 Fulford Interchange improvement works	By 1,000 occupations	£5m
Link Road between Grade Separate Junction and ST15	By 1,000 occupations	£5m
Sustainable Transport Infrastructure		
Pedestrian and cycle link improvements between ST15 and University (physical works cost).	By 100 occupations	£4m
Public transport access (revenue support contribution)	Phased payments from 1st occupation.	£2m
Public transport link between Grade Separated Junction and University	By 1,000 occupations	£5m
Education		
Primary school 1 (3 FE)	By 340 occupations	£12.9m
Primary school 2 (2 FE)	By 1,820 occupations	£8.6m
Secondary schooling (contributions to off-site provision)	Phased payments from 1st occupation.	£14.4m
SEND schooling (contributions to off-site provision)	Phased payments from 1st occupation.	£1.9m
Biodiversity		
Allowance for delivery of OS10 and biodiversity net gain for ST15	By 1st occupation	£5.1m
Others		
Community hall	By 340 occupations	£0.9m

2.18 It is demonstrated in Section 7 that even with the scale of infrastructure noted in **Table 2.1**, there is sufficient positive value within ST15 to amortise this cost, enabling the allocation to be delivered. Furthermore, the allocation and the required infrastructure is deliverable and within land controlled by the promoters and/or the Highways Authorities and no CPO is thus required.

2.19 In terms of specific infrastructure, LDP briefly comment below on Transport (Highways and Sustainable Transport) and Education, which are the infrastructure which has the greatest costs with these matters considered in more detail in Sections 3, 4 and 5.

Highways Infrastructure and Modelling

2.20 In terms of transportation LDP broadly consider the allocation of ST15 is viable and deliverable, as addressed in Section 3. It is understood that further work will be necessary as part of CYC's engagement with National Highways and to optimise the delivery of sustainable transport measures, namely:

2.20.1 Existing congestion on the A64 west of its junction with the A19 at Fulford is of concern to National Highways. This congestion is occurring already and will compound irrespective of the development of ST15, and we understand NH has requested CYC prepare mitigation proposals. In response EX/CYC/87a was posted on the CYC website on 30 June 2022 (although it is not altogether clear if this is a draft or final report). At the time of finalising these representations LDP has not been able to consult with their own transport consultant on this particular document and so we reserve our position on it. However, we note the three (Scenario 1,2 and 3) 2040 full build out Local Plan plus ST15 which we understood had been modelled. Section 3.1 identifies various scenarios were tested using a ST15 housing trajectory with a 1st April 2020 base date. In addition, we note a proposal for 2040 full build out Local Plan plus 4,000 homes were also tested (scenario 6) was also tested. ST15 is not we understand any part of the 2025 scenario testing.

2.20.2 Policies SS13, SS21 (Land South of Airfield Business Park, Elvington) and SS22 (University of York expansion) need to ensure they are integrated, and that each development recognises the other; opportunities to secure non car travel between them are maximised; ransoms are prevented, and proportionate contributions or credits are given for infrastructure which each requires but that one delivers.

2.20.3 The site access strategy explained in Section 3 is necessary to deliver a viable scheme and should be addressed in Policy SS13 through Proposed Modifications, which are largely agreed with CYC and National Highways. We anticipate this will be covered in a SoCG.

Sustainable Transport

2.21 Section 4 explains the broad Public Transport Strategy required to establish sustainable access by a broad range of non-car modes, and in order to achieve upwards of 15% of trips from residents of ST15 by public transport. The delivery of this sustainable transport infrastructure and its programme for delivery has been accounted for in the Viability Assessment and is demonstrated to be capable of being delivered viably. We gather from EX/CYC/79a, Appendix 1 page 4, that a ST15 sustainable transport study has yet to be published. Again, we reserve the right to comment on that document as and when it becomes available.

Education

2.22 Section 5 considers the implications of the development of ST15 for state-funded education provision. It is noted that new housing developments, whether urban extensions, new settlements or garden villages are very popular with families with young children. The first phase of occupancy at the start of the build programme of any major housing scheme generates a peak in the numbers of Pre-School and Primary School children. Over time, as large developments mature, the first dwellings revert to the lower child yields of stock housing, in parallel with delivery of the remaining new housing, up to overall completion of the development, after which the whole development will mature and become part of the area's stock housing.

2.23 The trajectory for ST15 shows it being delivered from 2026/27 and over a subsequent period of circa 17 years, during which time the projected falling birth rates in York will have largely fed through the Primary Schools and into the Secondary Schools.

2.24 Nevertheless, new Primary Schools will still be required to serve ST15. These new school buildings will need to be adaptable to reduce the risk of obsolescence and accommodate falling pupil numbers as the development matures. **Appendix 4** provides figures for other new settlements of Cambourne in Cambridgeshire and Kings Hill in Kent to illustrate how the age distribution of pupils has changed during the delivery of those large developments.

2.25 Section 5 of this statement also identifies the number of secondary school pupils likely to be resident as the development progresses.

2.26 Whilst the provision of primary schools on-site will be necessary, the need for, and sustainability of, a new secondary school for ST15 is demonstrated to be less certain. Therefore, land coincident to ST15 has been allocated for a potential secondary school should future growth of ST15 make a new secondary school necessary and sustainable.

Summary

2.27 This Hearing Statement demonstrates that ST15 is a viable allocation, even with the scale of infrastructure required to ensure it is deliverable and sustainable, and it has been proven so through careful consideration of costs which are now largely agreed with CYC[9].

[9] Paragraph 173 of NPPF 2012.

3 Highway Infrastructure and Modelling

Integration of Policies

3.1 There is a considerable potential synergy between ST15 and ST27 on the one hand and, to a lesser extent, ST15 and ST26. ST15 and ST27 sit north and south of the A64; ST26 lies further south. Traffic generated by all three, along with existing background traffic, in varying degrees depend upon the Grimston Bar Interchange for much of their traffic routing. Moreover, all are likely to be served in terms of public transport through an extension of the existing Park & Ride Bus Services via Grimston Bar. In addition, when the A64 Grade Separated Junction (GSJ) is in place this will facilitate further bus routes between the University, wider City and ST15 across the GSJ. This is of course out-with any direct interaction, whereby jobs and homes meet each other's needs in close proximity. To not specifically design these allocations to facilitate and indeed maximise non car traffic links without ransoms would be a wasted opportunity and would more importantly also see the loss of a potential safety-valve for the A64.

3.2 As currently drafted, Policy SS22(viii) requires that ST27:-

"…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"

3.3 Clearly this would offer the opportunity to remove a significant number of both new and existing UoY trips from Grimston Bar and the A1079. If ST27 were then connected directly to ST15 via the new A64 Grade-Separated Junction (termed the A64 GSJ herein), trips between the two particularly by bus could be made more easily, and importantly without the need to negotiate the A64 at all, leading to reduced demand for weaving on the A64.

3.4 Policy SS13(xii) and (xvii) state respectively that the allocation should:

"…Ensure provision of necessary transport infrastructure to access the site with primary access via the A64 (as shown on the Policies Map)."

"…Exploit synergies with the proposed university expansion in terms of site servicing including transport…"

3.5 Neither is disputed but the ability of the two sites to work in unison without a clear and structured set of policies specifically designed to produce an integrated outcome is questioned. To this end, ST15 should be required to promote a comprehensive solution for the A64 Junction and agree it with NH, whilst the UoY should then in turn be required to make use of it and also provide a through route to the Grimston Bar P&R for buses. It is accepted that this route should not allow for general car usage by ST15 traffic or provide a through-route to the A1079, but for ST27 it could nevertheless allow access to the A64 for traffic that would otherwise have to travel via Grimston Bar. This would significantly reduce demand at the existing Grimston Bar Interchange and along the A64 to the south.

3.6 Finally, Policy SS21(iv) states that ST26 will need to:-

"…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."

3.7 The Policy, however, does not seek to maximise sustainability of the allocation through requiring it to work with ST26 and ST27. There is then a risk of fragmented improvements along Elvington Lane up as far as its junction with the A1079 and thence Grimston Bar coming forward that neither fit with those proposed for ST15 nor ultimately mitigate the combined impact of the two sites in this area. Moreover, without a combined approach to buses, an opportunity to improve the viability of the extended P&R Bus Services will be lost.

3.8 The Policy should therefore be amended to firstly require those delivering ST27 to also consult with ST15 as well as CYC to ensure that any transport proposals are compatible with the Phase 1 access described below for the latter, and secondly in relation to Public Transport, ensure that every effort is made to integrate any new provisions with those of ST15 and ST26.

3.9 Proposed modifications by LDP to Policies SS21 (ST26) and SS22 (ST27) are attached at **Appendix 5,** along with SS13. These are required for soundness of the Local Plan in order to actively manage patterns of growth to make the fullest possible use if public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable as per the penultimate unnumbered bullet point in NPPF 2012 paragraph 17.

Site Access Strategy and Policy Considerations

3.10 Traffic modelling (EX/CYC/87a) undertake by CYC in conjunction with NH using the former's VISUM *Strategic Transport Model* (STM) suggests that two points of access offers significant benefits in terms of traffic impacts along the A64. It has been shown that a 70:30 split between the new A64 GSJ and a secondary access off Elvington Lane performs well and that with this arrangement, the A64 can accommodate the development and other Local Plan allocations without the need for improvement east of the A19 Fulford Interchange. This is a major consideration, since the A64 is a key part of the road network around York.

3.11 Policy SS13(xii) should be amended to not only require two points of access to be delivered, but also that the internal layout of the ST15 be so-designed such that vehicular traffic would split naturally between the two, approximately 70:30 in favour of the A64 GSJ. This is a matter of masterplanning and could ultimately if considered necessary be covered by a planning condition, tested through traffic modelling undertaken at the Hybrid application stage and subsequent later Reserved Matters applications if required.

3.12 With this in mind and in line with the above suggested Policy change, a phased Site Access Strategy (SAS) has been developed by LDP in agreement with CYC that would allow the early release of housing at ST15 while protecting the surrounding roads from becoming congested. The proposal is shown on the Figure at **Appendix 6** and briefly comprises:-

3.12.1 Phase 0 – Up to 60 dwellings served largely from the existing road network but with a new Elvington Lane Site Access connecting ST15 to Elvington Lane from the outset;

3.12.2 Phase 1 – Around 1,000 dwelling served from the same access but with Elvington Lane re-aligned towards its northern end (termed the Elvington Lane Link) to remove several tight bends and also avoid interaction with the nearby A64 Grimston Bar Interchange with which it currently connects via the A1079. By this means significant traffic relief is immediately provided at Grimston Bar for only limited costs, utilising only land that is wholly within LDP's control. An initial improvement scheme at Grimston Bar (termed the Stage 1 Improvements) would be provided prior to occupation of the 51st dwelling aimed mostly at the existing roundabout. Subject to a detailed Transport Assessment, it, combined with the Elvington Lane Link and Elvington Lane Site Access, would be sufficient to mitigate all impacts imparted by the first 1,000 dwellings once built;

3.12.3 Phase 2 – The full ST15 allocation, served by both the new A64 GSJ and the Elvington Lane Site Access. The A64 GSJ would be operational before occupation of the 1001st dwelling, including all internal Link Roads and through connections aimed at delivering the required 70:30 split. The proposed Grimston Bar Stage 2 Improvements involving mostly the south-facing slip-roads would be required to accommodate the full development at some stage and certainly before the 2,501st occupation but might sensibly be delivered as part of the A64 GSJ Phase 2 works to combined the temporary traffic management arrangements on the A64.

3.12.4 Accordingly, Policy SS13(xii) would need to be augmented to include a suitably worded Site Access Phasing Strategy that embodies the required access and mitigating infrastructure delivery programme alongside the suggested trigger points in terms of occupations.

Specific Infrastructure Requirements – The Grimston Bar Interchange

3.13 The Grimston Bar Interchange is a key part of the road network around York. Importantly, the improvement scheme put forward by LDP would see the works at Grimston Bar split into two phases, with the first concentrating on the roundabout and the second the A64 slip roads to and from the south. The scheme is presented at **Appendix 7** and enshrines the concept of moving the Elvington Lane connection further to the east along the A1079 as part of the Phase 1 access proposals. This has immediate benefits in so far as the operation of Grimston Bar is greatly improved by its removal and for only modest expenditure.

3.14 Capacity at Grimston Bar today is limited however, and model testing has indicted that without improvement, it is incapable of supporting large-scale development. A figure of 60 units has been put forward as a sensible limit in this respect as noted above. The Stage 1 Improvements have been demonstrated to be capable of accommodating 1,000 units at ST15 and Stage 2 the entire Allocation by 2040 alongside all other Local Plan proposals and background traffic growth, if provided alongside the A64 GSJ.

3.15 The wording of SS13(xii) should again be augmented to encompass the trigger points and briefly outline the required improvement Stages, specifically referring to the re-aligned Elvington Lane.

The A64 Grade-Separated Junction

3.16 The new A64 GSJ is a significant piece of new infrastructure and careful planning is required to ensure its cost-effective delivery. The proposed form (**Appendix 8**) comprises a simple rural "Dumb bell" type Interchange built above the A64, meaning that it is almost entirely on embankment due to the alignment of the A64 at this location.

3.17 The GSJ would sit to the west of existing Common Lane overbridge but with sufficient separation to accommodate Type A merges and diverges. Its exact location does not need to be fixed at this stage in the Local Plan and can be varied at the application stage as part of design development in consultation with NH. However, locating it further westwards would reduce the weaving length available between it and the A19 Fulford Interchange, which is by far the busier direction and for which longer Type B merges and diverges are already proposed at the new A64 GSJ. Any such movement would thus not be supported by LDP. All four slip-roads as shown are expected to meet the requirements of Design Code CD122 in any event once the impact of the A19 Fulford Interchange has been fully assessed by CYC and NH but have also been shown to be acceptable through a more generic traffic modelling approach as a safe-guard in the interim. The new overbridge at the GSJ would be provided as a dual carriageway and connections for bus and non-car usage would be inherent within the overall the design of the new junction.

3.18 The A64 GSJ design is expected to be fully DMRB compliant and has been through a preliminary independent Safety Audit, meeting all weaving requirements along the A64 as confirmed by the recent traffic modelling. It would be capable of accommodating additional traffic from ST22 should this be considered desirable at a future date. Traffic modelling shows that such a provision would greatly relieve the A64 given that as much as 25% of all traffic originating at ST15 could be between it and the University.

3.19 All of the land needed to build the GSJ is either "adopted Highway" or controlled by LDP.

3.20 Policy SS13 should include a specific reference to the form and location of the A64 GSJ as this will be an important pairing in the future.

3.21 The GSJ would be delivered and funded entirely by LDP through a Planning Application and Section 278 Agreement. Recent experience elsewhere on the Trunk Road Network at Coventry and Kettering amongst others confirms that the legislation is in existence to enable this process to be used without the need for a Development Consent Order (DCO) or associated Inquiry, given that the land required is under the control of LDP. The scheme would not constitute a Nationally Significant Infrastructure Project (NSIP). Since the slip-roads would be adopted by CYC as "County" standard roads (as opposed to NH as part of the Trunk Road network), Line Orders would not be required either.

3.22 There is no statutory requirement contained in any of the Design Codes associated with the Design Manual for Roads and Bridges (DMRB) to light a new GSJ onto a road that is un-lit.

3.23 At this location the vast majority of future users will be associated with ST15 and will thus be familiar with what will be a simple rural junction, imposing little conflict. Whether the GSJ should be lit, and what form that lighting should take, will be the subject of application specific transport assessment and visual impact assessments. These assessments would consider other options, such as "smart" illuminated road studs which would not impact upon the views from the Minster at night and, therefore, avoid any adverse heritage impacts.

Infrastructure Requirements

3.24 It has been agreed with CYC and NH using traffic modelling that the following works would be needed to support ST15 both over the Plan Period and 2040 as shown on the Plan at **Appendix 6** and have therefore been included in the IDP. Phased delivery before that date is covered by the enclosed Phasing Plan.

3.25 The works comprise:

3.25.1 Construction of the Elvington Lane Site Access and Elvington Link Road;

3.25.2 Re-location of the Elvington Lane connection with the A1079 to the east to avoid impacting upon the Grimston Bar Interchange. This requires re-alignment of the northern end of Elvington Lane; for which the land is within LDP's control.

3.25.3 Improvements to the A64 Grimston Bar Interchange in two stages, with Stage 1, covering largely the roundabout and Stage 2 predominately the south-facing slip-roads.

3.25.4 Provision of a Link Road between ST15 and the new A64 GSJ.

3.25.5 Delivery of the new GSJ at a location that is commensurate with the nearby Common Lane Overbridge and the proposed OS10 Bio-Diversity area as far as is practicable.

3.25.6 Proportionate and appropriate contributions towards other off-site improvements to the south of the A19 Fulford Interchange along the A64 and at other key junctions.

3.25.7 Delivery of a Bus Link to the existing Grimston Bar P&R, potentially involving the provision of a new Link Road through the Campus connecting the P&R with ST15 via the new A64 GSJ, and

3.25.8 A Sustainable Transport Strategy.

Infrastructure Costings - Methodology

3.26 As discussed above, it is anticipated that ST15 will be served by two points of access comprising the new A64 GSJ and an upgraded Grimston Bar Interchange to the east, which would be reached via a re-aligned Elvington Lane and the A1079. Both are significant pieces of infrastructure and hence their efficient and cost-efficient delivery is crucial to the viability of ST15. These are considered in the viability work at Section 7.

Infrastructure Costings – Cost Estimates and Agreed Items

3.27 Items 1 to 4 in 3.27 above represent components that generally do not involve the A64. Whilst Grimston Bar serves it, it is not currently controlled by National Highways so can be regarded as a "County" standard road. The four components together make up the bulk of what is generally termed the "*Off-Site Highways*" when discussing ST15. They essentially comprise the Blue and Orange components shown at **Appendix 6**, together with the A64 Link Road that connects the site to the A64 GSJ.

3.28 LDP estimates that the total cost of delivering Items 1 to 4 as part of ST15 would be in the region of £18.5m ignoring any cost saving benefits derived from reclaiming the aggregates in the Runway (see below). The current combined figure deployed by CYC EX/CYC/79a is £19m at Q4 2021 prices, with no one item differing by more than £1m within the build-up. The two figures are clearly comparable.

3.29 The new GSJ will on paper serve only ST15 and hence it can be delivered using the conventional route described above. LDP project that it would cost in the order of £35m. The figure is the same figure as CYC currently has in EX/CYC/79a for this major item and is within the range provided by NH. The latter's lower-bound figure is £31m on the same price-base. It is therefore LDP's view that the £35m figure adopted by CYC is soundly based.

3.30 Finally, and in discussing the works with CYC have included £15m for contributions towards "Other" off-site works; comprising most notably to address matters relating to the A19 Fulford Interchange. Traffic modelling shows that works to this Interchange would be needed by 2025; well in advance of any impacts resulting from the development of ST15. As a result, it is LDP's contention that such works should be mostly funded by others and a more appropriate ST15 contribution would be no greater than £5m overall, bearing in mind the associated improvements at Grimston Bar that are already being provided by the site. Greater levels of contribution would not be commensurate with the impacts likely to result from ST15 on the wider network and would not therefore be soundly based in planning terms.

Re-Cycling of the Elvington Airfield Runway

3.31 The new GSJ is to be built at a location that would put it almost entirely on embankment. This is a sizeable proportion of the GSJ's overall cost and one that could be mitigated in a sustainable manner by re-using the aggregates in the Runway.

3.32 The costs savings arising from this re-issue of aggregates could be significant and are only likely to increase over time. The reclamation process would work as follows:

3.32.1 Excavation Plant and Crushing Machinery would be delivered to the proposed reclamation area in a one-off operation via Elvington Lane; Halifax Way; Whitley Way and the main Runway (Red Dashed Route on the Plan at **Appendix 9**). Some minor temporary works may be required to the route to accommodate their safe passage but disruption to the SINC would be minimal. A Construction Depot would then be established within ST15. Operators and occasional HGV movements for fuel and maintenance would follow the same route, but no general HGV access would be required or permitted once on site. Disruption to the SINC over time would remain minimal with only light vehicle usage along the Runway.

3.32.2 Once established, Recycling of the In-Situ Materials would commence from the western end of the reclamation area. It will take approximately six months to complete and would entail guillotining of the concrete, bulk excavation and crushing/sorting on site. Up to 150,000T of re-claimed materials would then be stockpiled clear of the SINC within ST15 or close to the GSJ. To aid the latter, a Haul Road between ST15 and the A64 GSJ would be built over-hand out from the Airfield part of ST15, using recycled aggregates (Blue Dashed Route on the Plan at **Appendix 9**). It would sit largely on the line of the new A64 GSJ Link Road western footway and verge, ultimately being subsumed into that provision when it is eventually constructed.

3.32.3 After around 10% of the existing aggregates have been removed and stockpiled, re-profiling of ST15 would commence from the west. This would involve the deposition of material from the eastern development areas to balance out the levels. This process would then be rolled-out as excavation continues. Completed areas would be demised into blocks and turned over to development with access via the Green Route.

3.33 Today, around 150,000 Tonnes of suitable and high quality material is known to be present within the demise of ST15, without using the two Blue areas (**Appendix 9)**. Using it would reduce the cost of the A64 GSJ by something like £10m at today's prices; more so by the time it is actually built. Therefore, this would have a positive cost savings benefit and an environmentally efficient alternative to importation. A suitable change to Policy SS13 should be made to enable re-cycling of the Elvington Airfield Runway to be investigated to take place as part of the A64 GSJ works.

Amended Access Strategy

3.34 It is agreed with CYC that Policy SS13 will be amended to require the provision of a Second Access via Elvington Lane. Narrow sections encompassing tight bends towards the north of the existing road will be by-passed by the construction of a new link onto the A1079 further to the east that sits within land under the control of LDP. The redundant section, including the difficult junction with the A1079 close to Grimston Bar, will be closed. The cost of the works is included in the IDP and viability assessment for ST15.

4 Sustainable Transport

4.1 As part of delivering a sustainable community, active travel planning is key and will underpin the future development of a garden village on Land West of Elvington.

4.2 The Garden Village is sustainably located, being proximate to the major education and employment hub at University of York, as well as the Elvington Airfield Business Park, both of which are identified for future expansion to satisfy some of the City's substantial projected economic growth.

4.3 In terms of accessibility, the site is well placed to capitalise on existing public transport and active travel modes (cycling and walking), which present excellent opportunities for improvement, and will ensure that access to and from the new settlement by non-car modes are maximised.

4.4 It is demonstrated in **Appendix 10**, that through proactive travel planning, and a public transport and active mode strategy, strong and meaningful accessibility by non-car modes can be achieved, and Policy SS13's ambitious target of upwards of 15% of trips by public transport is achievable.

4.5 It is understood that CYC have commissioned a Report on sustainable transport measures to be adopted as part of the ST15 allocation, and that this will be submitted to the third phase of Hearings, and LDP reserve the right to comment further once that document has been published.

5 Education

Introduction

5.1 This Section outlines the implications of the development of ST15 for state-funded education provision including primary and secondary schooling and SEND, and which has been taken into account in LDP's viability work (Bidwells). It demonstrates that two new primary schools will be required to serve ST15, but it is less certain if a new secondary school for ST15 would be required. However, land coincident to ST15 is proposed to be allocated for a potential secondary school should further growth beyond ST15 make a new secondary school necessary

5.2 **Appendix 11** explains the statutory and regulatory requirements which underpin the schooling obligations on development of this nature.

City of York

5.3 According to data from the ONS, and not withstanding over 4,000 additional homes have been delivered in the last decade, and concurrently the general population rising by over 14,000 people, the numbers of those aged five and younger is falling.

Table 5.1: York Dwelling Numbers (ONS LT100) Population (ONS Mid-Year)

Year	Dwellings	Population
2011	86483	196870
2015	87213	206856
2016	87904	208367
2017	88282	208163
2018	89578	207799
2019	90027	210618
2020	90587	211012
Growth	4104	14142

Table 5.2: Pre-school Age Children (ONS)

Local Authority	Year	Age0	Age1	Age2	Age3
York	2011	2187	2178	2042	2133
York	2015	1997	2048	2063	2151
York	2016	2004	1999	2057	2050
York	2017	1913	2022	1974	2047
York	2018	1848	1913	2023	1976
York	2019	1756	1855	1914	2032
York	2020	1701	1805	1848	1926
Trend		-486	-373	-194	-207

5.4 Over the last decade (with the exception of years: 2016, 2019, and 2020) there has been an annual net inflow of persons into York. However, in that same period, there has been an annual net outward migration of ages 0-15 years. The implication is that, put simply, adult singles and couples move to the City, but families with children tend to move out (see Table 5.3):

Table 5.3: Net Migration All Ages and 0-15 (ONS Net Migration)

	All Ages			Ages 0-15		
Net Migration	**in**	**out**	**Net**	In	out	net
2011	11776	10931	845	795	741	54
2012	12768	12078	690			
2013	12697	11641	1056	931	1003	-72
2014	13487	13124	363	1003	1041	-38
2015	13195	12558	637	877	966	-89
2016	13029	13118	-89	868	940	-72
2017	15720	15382	338	944	1097	-153
2018	16136	15937	199	842	1054	-212
2019	16328	16668	-340	961	986	-25
2020	14948	16215	-1267	744	848	-104

5.5 CYC's own forecasts for Primary School pupil numbers submitted to the DfE[10], which must include permitted new developments likely to be delivered in the forecast period, indicate that Primary School rolls will fall by 1,336 pupils between 2021 and the academic year 2027/28. This equates to 6.5 Forms of Entry ("FE"), which is the equivalent of three full size Primary Schools (see Table 5.4 below).

5.6 Likewise, CYC's forecasts for Secondary School places to 2027/28 indicate that whilst total rolls are forecast to rise by 96 pupils in the period, the critical Year 7 secondary transfer is forecast to fall by 89 or 3 forms of entry. Extrapolating primary to secondary indicates that in the years beyond 2028 will see significant falls in secondary pupil numbers.

5.7 Again, notwithstanding the 4,000 additional homes and 14,000 more people, births in the City of York area continue to fall. In the last decade births have fallen by almost 20% from 2,095 in 2012 to 1,686 in 2020 (Table 5.5).

[10] Department for Education School Capacity (SCAP) Return 2020-21

Table 5.4: DfE PLASC Forecasts submitted by CYC

Primary Planning	to 2025-26			Secondary Planning Areas to 2027-28		
	All	Recep			All	Yr 7
Zone 1	-131	-38		North	-138	-54
Zone 2	-133	5		East	81	-30
Zone 3	-251	-24		West	84	3
Zone 4	-187	-41		South East	69	-8
Zone 5	-264	-42				
Zone 6	-71	-11				
Zone 7	79	3				
Zone 8	-108	-19				
Zone 9	-97	-23				
Zone 10	42	-6				
Zone 12	-3	-1				
Zone 14	12	7				
Zone 15	-49	-4				
Zone 16	-18	-2				
Zone 17	-59	-10				
Zone 18	6	0				
Zone 19	-104	9				
Change	-1336	-197			96	-89

Table 5.5 Births per annum (via ONS)

Births	
2012	2095
2013	2045
2014	2016
2015	2023
2016	1936
2017	1858
2018	1813
2019	1703
2020	1686

5.8 CYC's published housing trajectory (EX/CYC/76 base date April 2022) proposes 12,302 additional homes in the next decade. This is greater than the 9,000 indicated in the ONS 2014 Sub-national forecasts (8,842 more households forecast plus an allowance of 1.8% for vacant dwellings to convert to total dwelling numbers associated with this growth) (Table 5.6).

Table 5.6: Vacant Dwellings (via ONS)

	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Dwellings	86483	86772	86860	86929	87213	87904	88282	89578	90027	90587	91209
Vacant	1300	1295	1187	847	844	1151	1768	2063	2192	2584	2392
	1.5%	1.5%	1.4%	1.0%	1.0%	1.3%	2.0%	2.3%	2.4%	2.9%	2.6%

The East of the City

Plan 5.1: Extract from CYC Proposals Map (February 2018)

5.9 Two strategic housing allocations are proposed to the east of the City (Plan 5.1). These are ST15: Land West of Elvington Lane, with a proposed capacity of 3,339 dwellings programmed for delivery to commence in 2027/28 and ST 7: Land East of Metcalfe Lane, with a proposed capacity of 579 dwellings.

5.10 The physical distance between the two strategic sites affects education infrastructure synergy.

Strategic Site ST15 Land West of Elvington Lane

5.11 In the phase 2 sessions of the EIP, CYC's education witness referred to more recent but unpublished analysis on child yields taken from unspecified or evidenced housing development, which equated to the following:

Primary:	37 per 100 homes	0.37 per dwelling
Secondary (11-15):	26 per 100 homes	0.26 per dwelling
Sixth Form:	2 per 100 homes	0.02 per dwelling
Early Years:	12.5 per 100 homes	0.125 per dwelling
SEND:	0.96 per 100 homes	0.096 per dwelling

5.12 A CYC SHMA compliant adjustment reduces the number of eligible dwellings to 2,838 plus 15% one-bedroom dwellings.

5.13 That equates to a peak child yield of:

- 1,050 Primary School aged children (4-10);
- 738 Secondary School aged children (11-15);
- 57 Sixth Form aged children (16-17); and
- 28 children with SEN

5.14 Based on the CYC yields and their dwelling delivery trajectory, it is likely that this Primary and Secondary School pupil yield would not be reached until around the year that the development is completed, which is expected to be some 17 years after housing completions commence on ST15. Thereafter, pupil numbers will fall by around 40% over the following 20 years (see "the longer term" **Appendix 12**).

5.15 The peak of 1,050 Primary School aged children constitutes 5 forms of entry. In order that a Primary School with pre-school facilities is located within walking distance, two new Primary Schools (one 3fe and one 2fe) are proposed within ST15. Without additional housing beyond the proposed capacity for ST15 of 3,339 homes, this arrangement of Primary Schools could adapt in the future to falling pupil numbers yet remain operationally viable.

Child Yield Trajectory

5.16 New family housing has a different occupancy profile when compared to the existing housing stock. For example, CYC unpublished analysis suggests new family housing has an average Primary School age profile of 37 children per 100 dwellings. York's existing housing stock (two-bedroom dwellings and upwards) yields 18.9 Primary School age children per 100 dwellings[11].

5.17 In the absence of detailed information from CYC regarding their recent research into the demand generated by new developments (see 4.3 above), EFM has looked at recent developments in York and elsewhere. The York developments at Germany Beck Fulford (700 homes) and Metcalfe Lane, Osbadwick (247 homes) both with recent dated postcodes have similar primary school age yields for new family housing.

5.18 For forecasting purposes, EFM assumes that it takes 20 years for new housing to become stock housing. This applies to each year of development and gradually year on year. The EFM Child Yield Trajectory model runs each development year as a separate spreadsheet behind the summary pages[12].

5.19 The EFM Model, programmed for CYC child yield, evenly distributed across each age, is based on the CYC housing delivery trajectory and assumes that 15% of new homes will be 1 bed or other non-family dwellings so as to be SHMA compliant.

[11] ONS Table CT SOP3 (dwelling numbers by number of bedrooms).
[12] Office for Budget Responsibility Paper Oct 2018.

Table 5.7: Trajectory Output Page with Notional Triggers Identified

		Total pupils					Primary				Secondary
	Year	Pri	Sec	Pre	Post16	Dwellings	reception	total			
	2026	9	6	4	1	25	0.1	0.1			0.1
	2027	66	41	28	5	135	0.2	0.2			0.2
	2028	103	65	44	7	180	0.4	0.4			0.3
	2029	175	111	75	12	200	0.5	0.6			0.5
	2030	212	136	91	15	200	0.7	0.7	1st Primary Opens		0.6
	2031	283	184	121	20	200	0.9	0.9			0.8
	2032	355	232	150	25	200	1.8	1.7			1.4
	2033	426	280	178	30	200	1.8	1.9			1.7
	2034	511	338	211	36	240	2.3	2.3			2.1
	2035	611	405	246	43	240	2.6	2.7			2.5
	2036	694	464	270	49	240	2.8	2.9	2nd Primary Opens		2.7
	2037	775	523	290	55	240	3.2	3.2			3.1
	2038	851	583	311	61	240	3.5	3.5			3.4
	2039	922	642	329	67	240	3.8	3.8			3.7
	2040	987	701	346	74	240	4.1	4.1			3.9
	2041	1047	760	361	80	240	4.3	4.3			4.1
	2042	1043	783	349	82	79	4.6	4.6			4.4
	2043	1005	786	324	83		4.8	4.8			4.6
	2044	961	786	297	83		5.1	5.0			4.8
	2045	915	779	271	83		4.9	4.9			4.8
	2046	863	767	246	81		4.6	4.6			4.5
						3339					
1 yr Peak		1043	786	361	83		5.1	5.0			4.8
5 year Average		1008	780				4.8				4.6

Secondary School Choice in York

5.20 Nine secondary schools currently serve York and its surrounding areas. Archbishop Holgate's and Fulford schools serve primarily the south and southeast of the City.

5.21 As pupil numbers fall, which occurs soonest in the North Planning Area and then follows in the East and South East Planning Areas before ultimately occurring across all areas (see Table 5.4 above), any pressures at individual schools will result in a shift in school choice to compensate.

5.22 September 2022 York Admissions, as published on the CYC website, indicates that at secondary transfer all of the state secondary schools are full. However, CYC also anticipate that surplus capacity for 3 forms of entry of will occur by September 2027 (Table 5.4).

Table 5.8: CYC Secondary School Admissions Data for September 2022

Grid | Graph | Map | 9 records | « | 1 – 9 | » | Filters | Search data ... | Go »

_id	DfENum...	SchoolName	Year	Places	Place Al...	1st Pref...	2nd Pref...	3rd P
1	8164702	All Saints RC School	2022	178	178	169	7	2
2	8164500	Archbishop Holgates CE Sc...	2022	310	310	299	11	0
3	8164153	Fulford School	2022	270	270	262	6	1
4	8164063	Huntington School	2022	239	240	238	2	0
5	8164508	Joseph Rowntree School	2022	232	210	191	16	2
6	8164602	Manor CE Academy	2022	240	240	230	8	2
7	8164229	Millthorpe School	2022	235	237	228	9	0
8	8164000	Vale of York Academy	2022	150	151	136	3	1
9	8164001	York High School	2022	180	187	130	20	8

Secondary School Heat Maps

5.23 Reference to **Appendix 13** for heat maps, shows that secondary schools serving York.

5.24 Two schools have a current catchment that extends from the City to the East and South East, encompassing the area occupied by ST15. They are Fulford School, and Archbishop Holgate's School.

5.25 The capacities of both schools have fluctuated over time to meet changing need, as shown in Table 5.9.

Table 5.9: School Roll and Capacity Data 2009/10 to 2020/21

Fulford School	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
Capacity	1277	1349	1349	1349	1349	1349	1409	1603	1603	1529		1529
On Roll	1331	1360	1354	1322	1322	1351	1400	1379	1412	1453		1582

Archbishop Holgate	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
Capacity	810	810	970	970	1300	1411	1411	1700	1416	1514		1900
On Roll	867	882	947	1032	1084	1195	1261	1363	1445	1531		1750

5.26 As numbers in the Primary Schools fall through this decade and beyond, so will Secondary School pupil numbers in the following years, leading to surplus capacity in the existing Secondary Schools which would serve ST15.

Special Education Needs and Disabilities (SEND)

5.27 Some pupils will have particular special needs and are accommodated at a Special School of which CYC has two. Others will have their needs met at mainstream schools with some additional provision for them. All will have an Education Health Care (EHC) Plan. Table 5.10 below shows the numbers of these pupils as at January 2021:

Table 5.10: SEND DATA (DfE School Pupils and their Characteristics 2020/21)

CYC Area	All	Primary	Secondary
Total Pupil Numbers	25092	13620	11472
Special School Numbers	281	102	179
Percentage	1.1%	0.7%	1.6%
EHC Plan Numbers	910	338	372
Percentage	3.6%	2.5%	5%

Table 5.11: SEND Data by Year of Age

	Reception	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14
Total	1838	1871	1929	1980	1978	2040	1984	2002	2012	1932	1973	1873	845	819	16
Special School	6	12	9	15	23	14	23	32	36	22	26	21	14	12	16
%age	0.3%	0.6%	0.5%	0.8%	1.2%	0.7%	1.2%	1.6%	1.8%	1.1%	1.3%	1.1%	1.7%	1.5%	

5.28 **Table 5.11** identifies the total number of pupils by school year in a CYC school with the numbers that attend a special school and the percentage of the school populations that this represents.

Independent Schools

5.29 There are five Independent Schools in York with, at January 2021, 20,054 non- boarding pupils. This is 7.57% of the total pupil numbers at school in the CYC area. Our calculations for child yield make an appropriate deduction from overall child numbers to reflect the continuing choice of some parents to place their children in the Independent sector.

Summary and Conclusion

5.30 History tells us that new housing developments whether urban extensions or garden villages (or indeed the Garden Cities from the turn of the nineteenth century) are very popular with families with young children. The first phase of occupancy throughout the build programme has high numbers of Pre-School and Primary School children. Over time the large numbers of children abate and with large developments delivered over a long period this abatement is complex as the first dwellings are beginning to reflect the child occupancy of older stock housing as new housing is still being delivered.

5.31 ST15 is planned to be delivered from the later part of the decade and through the next at a time when the birth rates in York that have been falling year on year since 2012 (as has England and Wales) will have largely fed through the Primary Schools and into the Secondary Schools.

5.32 Nevertheless, two new primary schools will be required locally to serve the emerging child population. Thought will be required as to what purpose the surplus primary school accommodation will be put if without further expansion of homes, the numbers of Primary School aged pupils fall significantly in the period beyond the housing construction phases unless further housing is allocated as is happening at Cambourne. Thus, the buildings need to be designed flexibly so they can accommodate change.

5.33 Secondary School provision on ST15 is very unlikely to be required or sustainable at this stage, especially when the peak numbers of Secondary School aged pupils on site will coincide with rapidly falling pupil numbers across York. Discounting the 2020 birth numbers for independent school uptake, there is likely to be circa 1,570 secondary transfer pupils for the existing 2,034 secondary year seven places in 2031 provided the net outward migration of families with school age children can be abated by developments such as ST15. Again, without additional housing post ST15 only a small Secondary School on site will be required for a short period and likely to be unviable in the longer term, More likely a reallocation of secondary school places from across York including the two closest to ST15, who are currently importing pupils, will mean that sufficient existing provision may well be found from existing stock. Nonetheless it is accepted that it is prudent to include a contingency at this stage.

6 Biodiversity

Introduction

6.1 Peak Ecology Ltd have been providing ecological advice for the proposed development of the ST15 allocation since 2013.

6.2 This long-standing involvement has proved advantageous in generating a solid background and knowledge of the ecological value of the area and key issues which are addressed in this Section which:

- Sets out the current ecological baseline;
- Considers the impacts of developing the ST15 on the Elvington SINC;
- Considers potential impacts on the statutory designated sites, and
- Presents the findings of a BNG calculation.

6.3 Two options have been considered, Option 1 proposed by LDP and Option 2 which repeats the land alignment from CYC's positioning of the GSJ. The difference between the two options is the alignment of the Western Access Road, which provide two potential routes which would like ST15 and the A64 to the west. For ease of reference, plans of each option are included in **Appendix 14**.

The Ecological Baseline

6.4 The area, south of the A64 comprising ST15 and OS10 is predominantly arable with some more 'ecologically interesting' pockets of woodland and grassland. The southern part of the ST15 allocation intersects the Elvington Airfield which is a substantial area of grassland with a good population of skylark, the Airfield has the non-statutory designation of a Site of Importance for Nature Conservation (SINC). OS10 is entirely outside of the SINC and any other designated site; it lies between ST15, the Airfield SINC and the Heslington Tillmire SSSI.

6.5 The Heslington Tillmire SSSI is over 1km west of the ST15 allocation; this is a highly valued habitat which is given due consideration below.

6.6 OS10 lies between ST15 and the Heslington Tillmire SSSI and has been earmarked for habitat creation to offset any habitat losses which result in ST15. Essentially, this is an arable area which has been described further below.

6.7 Habitat surveys, first undertaken in 2013 (Waters 2013 Extended Phase 1 Habitat Survey) prior to the involvement of Peak Ecology, have been updated at various times over the years. Key habitats, such as the SINC, were surveyed most recently in 2021 in accordance with the National Vegetation Classification (NVC) methodology. Other habitats have been ground-truthed during numerous visits and are considered accurate. A list of surveys that have been undertaken in and around ST15 and OS10 is included in **Appendix 15**, all surveys are undertaken in accordance with the accepted standard methodologies and are completed by ecologists with appropriate experience and, if necessary, Natural England licences.

6.8 The ST15 allocation (Area 1 shown on plans at **Appendix 14**) is approximately 167ha and is dominated by arable land (58%) with areas of grassland amounting to 33%; the remainder is small tracts of woodland and scrub with occasional ponds, areas of hard standing as well as bare earth and ephemeral and ruderal vegetation. The data is presented in Table 6.1 below; also note that the area of associated access roads, road junctions and a secondary school (Areas 2,3, 4 and 8) comprise similar habitats in similar proportions.

Table 6.1: Habitats in the ST15 Allocation

Habitat	Ha	%
Arable	97.19	58.2
Neutral grassland (Poor Condition)	50.74	30.4
Hard standing	11.74	7.0
Neutral grassland (Moderate Condition)	3.60	2.2
Bare ground	2.33	1.4
Marshy grassland	0.69	0.4
Broadleaved plantation woodland	0.54	0.3
Scrub	0.15	0.1
Ponds	0.06	0.0
Ruderal and Ephemeral (Poor Condition)	0.03	0.0
TOTAL	167.07	100.0

6.9 In ecological terms the habitats present in ST15 are low quality, with the exception of the small areas of woodland, ponds and marshy grassland. Other infrastructure, notably the area safeguarded for a possible secondary school and the eastern access road, cover similar habitats but also include an area of acidic grassland (1.00ha).

6.10 OS10 habitats are set out in Table 6.2. The area that would need to be used for habitat creation is less than the total area of OS10, the LDP proposal would use 140.4ha out of the total 190ha. This area is dominated by arable land (84%). Essentially a landscape of low ecological value with the small woodland areas providing some biodiversity interest.

Table 6.2: Habitats in the OS10 Allocation

Habitat	Ha	%
Arable	117.95	84.1
Neutral grassland (poor condition)	8.90	6.3
Mixed plantation woodland	5.90	4.2
Hard standing	2.01	1.4
Broadleaved plantation woodland	1.64	1.2
Broadleaved semi natural woodland	1.17	0.8
Neutral grassland (good condition)	0.78	0.6
Neutral grassland (moderate condition)	0.61	0.4
Bare ground	0.56	0.4
Ephemeral (poor condition)	0.37	0.3
Tall ruderal	0.18	0.1
Grass verge	0.15	0.1
TOTAL	140.22	99.9

6.11 The Heslington Tillmire SSSI is important for its marshy grassland and tall herb fen plant community which forms a habitat of value to ground-nesting birds. The citation states "*The fact that the site is surrounded by intensively farmed arable and improved grassland makes it of particular importance for birds*." The value of Heslington Tillmire SSSI is discussed further below.

6.12 The Elvington Airfield is a SINC, dominated by neutral grassland in poor condition with hard standing being the second largest category, although pockets of marshy grassland, acidic grassland and a small area of woodland and scrub do hold greater ecological interest. The SINC is also designated for its over-wintering and ground-nesting birds, particularly skylark. The SINC is discussed more fully below.

Impacts on the Elvington SINC

6.13 The Elvington SINC is a locally important site which is intersected by the ST15 allocation, See **Appendix 16**. Furthermore, it has been assumed that the development of ST15 and the construction of the Eastern Access Road and the Secondary School will result in the loss of habitat in these areas which lie within the SINC. Area 5, west of the ST15, will be retained and enhanced and a further area of SINC, east of ST15 and South of the Eastern Access Road lies outside of the development footprint. Approximately 152ha of the SINC was surveyed, a small area outside of the Airfield was not surveyed; the habitats that currently make up the SINC are presented in Table 6.3.

Table 6.3: Habitats in the SINC assumed lost

	Area of SINC (ha)				
	Assumed Lost			Retained	
	ST15	Eastern Access Road	Secondary School	Area 5	Outside of Proposal
Neutral grassland (poor condition)	30.24	7.44	3.47	17.88	36.54
Hard standing	9.72	0.01	n/a	5.85	12.27
Neutral grassland (moderate condition)	3.60	0.18	0.18	1.26	2.76
Bare ground	1.77	0.54	0.53	0.12	2.19
Marshy grassland	0.69	n/a	n/a	0.18	2.12
Scrub	0.14	0.52	0.15	1.30	0.02
Ephemeral	0.03	1.42	0.02	0.09	0.20
Acidic grassland	n/a	0.03	0.97	n/a	2.34
Pond (Priority Habitat)	n/a	0.00	0.01	0.01	n/a
Mixed Woodland	n/a	0.02	n/a	0.48	0.00
Pond (Ornamental)	n/a	0.00	n/a	0.01	0.04
Arable	n/a	n/a	n/a	3.77	n/a
Introduced Shrub	n/a	n/a	n/a	0.09	0.00
Improved Grassland	n/a	n/a	n/a	0.81	n/a
Bracken	n/a	n/a	n/a	0.32	n/a
TOTAL	46.19	10.16	5.33	32.17	58.48

6.14 In addition to the habitats described above, an area of the SINC which lies to the east of ST15 and south of the Eastern Access Road will not be lost but may be subject to increased levels of disturbance. This will not impact on the habitats, but the SINC is also important for ground-nesting birds, particularly skylark, which could be affected by the increased level of disturbance. Many bird species will get accustomed to regular disturbance and measures such as planting screening vegetation will reduce impact. The actual impact is difficult to predict and, for this reason a loss of suitable habitat for Skylark in this area is assumed.

6.15 The Western area of the SINC (Area 5 on Plans at **Appendix 14**) is being retained and enhanced, this is a 32ha area of the Airfield to the west of ST15. The grassland in this area is largely neutral grassland in poor condition and this will be subject to a positive management regime which will improve the grassland quality and will also benefit ground-nesting and over-wintering birds. In addition, 5.85ha of this area is hard-standing; this will be removed and replaced with translocated habitats such as acidic grassland and planted neutral grassland in good condition. The creation of marshy grassland in this area will add further value. It is anticipated that this area will improve botanically and will support skylark and various waders as well as a diverse invertebrate fauna.

6.16 The location of the retained SINC is also important it lies between The Heslington Tillmire SSSI, The OS10 allocation and several smaller SINCS, namely two Brinkworth SINCS and Dodsworth SINC, important as grasslands and for bird interest. The western retained area includes a 40m wide tract of grassland which extends along the southern boundary of ST15 maintaining and effective link between valuable bird areas and grassland habitats.

6.17 In addition to the retained SINC, the OS10 allocation will be prepared and planted to created two extensive areas; one will be a Flood Plain mosaic, with areas that will be seasonally inundated, the second will be neutral grassland in good condition. In total this will amount to 140ha of high quality grassland and retained woodland. The ground preparation will be very important and depending on the nutrient status of the soil and the soil profile deep ploughing or soil stripping are likely to be used to create a suitable substrate of low nutrient status for sowing seed. Once planted the mowing regime will remove arising and cut at appropriate times of year to minimise disturbance to birds and to reduce the nutrient levels in the soil further. This reduction in soil nutrients is essential to allow a diverse assemblage of grasses and herbs to develop.

Table 6.4: Proposed Habitats in OS10

	Option 1 (LDP)		Option 2 (CYC)	
Habitat	Habitat Lost (ha)	Habitat Created (ha)	Habitat Lost (ha)	Habitat Created (ha)
Arable	117.95		119.51	
Neutral grassland (poor condition)	4.69		4.69	
Hardstanding	2.01		2.03	
Modified grassland	0.96		0.14	
Ruderal/Ephemeral	0.64		0.55	
Neutral grassland (moderate condition)	1.02		0.61	
Bare Ground	0.56		0.56	
Woodland	0.15		0.15	
Floodplain Wetland Mosaic		40.78		40.78
Neutral grassland (good condition)		87.21		87.57
TOTAL	127.98	127.99	128.24	128.34

Note – The areas in OS10 exclude woodland and other retained habitats

6.18 The timing of the habitat creation will be important and will need to be completed at least one full growing season prior to the start of any works in ST15 or associated areas which could displace birds from the SINC. This will ensure that any birds that are displaced have suitable habitat to move in to. The grassland will take several years to develop, the positive management will ensure that meet its full potential and it is anticipated that it could meet the SINC selection criteria and be designated as such.

Impacts on the Statutory Designated Sites

6.19 The closest site to the ST15 allocation is the Heslington Tillmire SSSI, an important site because of its habitats and the bird life it supports but this site takes on greater importance because it is isolated in a largely arable landscape. The SSSI is 1Km west of ST15 at its closest point.

6.20 The Lower Derwent Valley is both a Special Area for Conservation (SAC) and a Special Protection Area (SPA). This site is, at its closest point approximately 3.5Km to the south east of ST15. Other European protected sites and the distance from ST15 include

- River Derwent SAC - 3.5Km south east;
- Skipwith Common SAC - 9.2Km south, and
- Strenshall Common SAC - 9.6Km to the north.

6.21 In terms of impacts on the bird interest this has greatest potential for the Heslington Tillmire SSSI because of its proximity to the development. The SSSI is important for various waders, typically associated with wetland habitats, specifically “lapwing, snipe, curlew, redshank, teal, shoveler and pintail.” (Heslington Tillmire SSSI Citation). The impact of cats and rats, both associated with residential settlements have been considered and the distance between ST15 and the SSSI is considered too great for cats and rats to be an issue. Furthermore, the wet habitat, namely the Flood Plain Mosaic provides an effective barrier, particularly to cats should they venture this far.

6.22 The Lower Derwent Valley SPA is only 3.5Km from ST15 and supports various overwintering birds, including Bewick’s swan, golden plover, ruff as well as, teal, widgeon and shoveler. The site is considered more important because of the large and diverse assemblage of wintering birds. The River Derwent SAC lies within the Lower Derwent Valley SPA at this point and is not considered separately, the interest features of the River Derwent are very much aquatic and closely associated with the river rather than the wider area.

6.23 Bird surveys of ST15, OS10 and the Elvington Airfield have found large numbers of skylark and low numbers of overwintering waders with few, if any geese or swans and this suggests that there is minimal ornithological connectivity between the ST15 allocation and the statutory sites. There is the potential for some use of the airfield and surrounding fields by birds from the SSSI but little evidence to support this happening to any great degree.

6.24 Arable land is used by some waders and other over-wintering and ground-nesting birds, but it is not considered as valuable as well-managed grassland for the majority of species. Therefore, the overall loss of arable land and creation of extensive areas of grassland is likely to be beneficial for skylark and other birds including those associated with the SSSI. Given that the habitat creation in OS10 will comprise a wetter Flood Plain Mosaic as well as a drier neutral grassland this will benefit a wider range of species than just neutral grassland alone. Initially the Flood Plain Mosaic was located adjacent to the SSSI to form an effective barrier to cats preventing access onto the SSSI, however this also serves to effectively extend the similar wetter habitats found in the SSSI.

6.25 A further potential impact on the statutory sites comes from an increase in visitor numbers arising from the new homeowners of ST15. Visitor pressure is a threat to the statutory sites and one that has previously been addressed by CYC in a Habitat Regulations Assessment. It is considered likely that, without mitigation, the increased visitors to the SPA would have a Likely Significant Effect thus compromising the Conservation Objectives of the SPA.

6.26 In an updated Habitat Regulations Assessment (HRA), prepared in 2019, it was suggested that the OS10 area would provide a suitable alternative informal recreation destination to the SPA. In addition, OS10 would fulfil its purpose as compensatory habitat to offset losses resulting from the development of ST15, essentially this is the loss of the SINC area. The two functions of OS10 conflict with each other because the presence of people on OS10 gives rise to visible and actual disturbance of ground-nesting and over-wintering birds; therefore, encouraging unmanaged public access will be detrimental to the intended function of OS10.

6.27 It is therefore proposed that visitors are managed in the OS10 area by designing a footpath mechanism which will screen large areas of OS10, particularly in the southern area closest to the SSSI. A detailed visitor access management plan will set out in detail how visitors can use the area for recreation in such a way that will benefit the bird interest of the area whilst not detracting from a positive visitor experience. This approach is more likely to work if the access is available from the day the new residents move into the area. Informing residents and providing interpretation will encourage them to use these areas and will ‘create their habits’; mush easier than changing habits at a later date.

6.28 Habitat management will also be vital in maintaining the two functions by ensuring that pathways are maintained and therefore visitors are managed whilst other areas are managed so as to improve them botanically and as an optimal habitat for birds. Regular discussions have been held with Yorkshire Wildlife Trust on this and other matters. The Wildlife Trust would be well-placed to take on the management of the area, with the necessary equipment and expertise and giving the surety that long-term effective management will be undertaken.

6.29 The idea of providing all new homeowners with a first years’ subscription to the Yorkshire Wildlife Trust has been discussed and could be taken forwards. This would benefit the Wildlife Trust and present an opportunity to feed key information to new homeowners at an early stage.

6.30 Over-wintering and ground-nesting birds need open habitats with unobscured views; OS10 is large enough to accommodate this requirement as well as managed access in the northern section. However, the CYC Option for ST15 includes the Western Access Road which bisects OS10 fragmenting it and devaluing it for ground dwelling birds. The LDP Option does not have this constraint and will create a larger and more effective area of open grassland which will make it easier to incorporate managed visitor access.

6.31 Within the ST15 allocation, public open space for informal recreation, dog walking etc, will be created, further reducing the potential visitor pressure on both the SPA and the SSSI. It is recommended that the Habitat Regulations Assessment is revisited taking in to account the most up to date land-take, habitat creation and proposed measures for managing and informing visitors.

Biodiversity Net Gain

6.32 The latest Defra Metric 3.1 has been used in order to calculate the net change in biodiversity which would arise as a result of the ST15 allocation development.

6.33 Two development options have been used to test two options. The first option, proposed by the Langwith Development Partnership, the second is proposed by the City of York Council.

6.34 The areas that have been included in the BNG calculation are annotated on the plans in **Appendix 14** and are as follows:

- the area known as ST15 (Area 1).
- access roads from ST15 to the wider road network including two new junctions (Areas 2,3 and 4).
- land adjacent to ST15 within the SINC for a secondary school (Area 8).
- an area falling within the OS10 designation, entirely controlled by LDP, which includes a small additional area of land outside of OS10 at the southern end between OS10 and the SSSI (Areas 6 and 7).
- an area immediately west of ST15 and within the boundary of the Elvington Airfield (Area 5).

6.35 In order to present a very precautionary approach, which demonstrates the minimum that could reasonably be achieved several assumptions have been made;

- The habitats which lie within ST15 will be lost;
- The habitats which lie within the associated access roads, road junctions and the secondary school will be lost;
- Within the whole of OS10 (total area approx. 190ha) only 140ha (LDP Option) and 142ha (CYC Option) are being used;
- The neutral grassland in poor condition in the retained SINC, western end of the airfield, will remain in poor condition;
- Created habitat in the retained SINC will be neutral grassland in good condition,
- Created habitat in OS10 will be neutral grassland in good condition and flood plain mosaic, and
- Woodland and other valuable habitats in the retained SINC and OS10 will be retained.

6.36 The test calculations produced the following BNG outcomes:

- LDP Option = 21.89% biodiversity gain
- CYC Option = 16.63% biodiversity gain

6.37 In accordance with guidance set out in the National Planning Policy Framework 2021, all developments should be demonstrating a biodiversity gain. The net gains achieved with both options are well in excess of the anticipated minimum gain of 10% which will come into force in 2023.

6.38 Furthermore, the assumptions are such that in reality there will be an uplift in the biodiversity gain as a result of the following;

- Some habitats in ST15 and associated infrastructure will be retained, and other habitat will be created. Created habitat could include substantial areas used for sustainable drainage solutions, public open space, general landscaping and screening.
- Options to extend the area used in OS10 remain;
- The neutral grassland in poor condition in the retained SINC can, through appropriate management, be improved to moderate and ultimately good condition, and
- Created habitat in the retained SINC could also include translocated habitats such as acidic grassland.

Summary

6.39 The development of the ST15 allocation is a viable option in terms of biodiversity and will generate an uplift in biodiversity in the wider area.

6.40 The proposed development of ST15, will inevitably have some negative impacts, notably the loss of some of the Elvington Airfield SINC, but the creation of better quality habitat in OS10 managed over the long term will support skylark and a potentially more diverse bird assemblage.

6.41 It is demonstrated that potential impacts on statutory sites caused by increased visitor numbers can most likely be mitigated by creating alternative managed destinations closer to ST15. The Habitat Regulations Assessment should be revisited with the most up to date information.

6.42 The retained part of the SINC at the western end of the Airfield will be improved botanically through good management and this maintains a valuable link to other related habitats.

6.43 BNG, in excess of what is likely to be required can comfortably be achieved.

7 Viability

Background

7.1 Bidwells has worked with the CYC (and their advisors PPE) to establish common ground on viability for ST15 in preparation for the Examination in Public, firstly in the generic assessments produced for the Phase 2 infrastructure sessions of and more recently as part of the preparation for the Phase 3 hearing sessions on site-specific matters. This will be covered in the aforementioned SoCG.

Principles of Viability and Deliverability

7.2 The National Planning Policy Framework (NPPF) published in 2012 requires all planning decisions to have regard to viability.

7.3 Paragraph 173 of the NPPF makes the point as follows:

"Pursuing sustainable development requires careful attention to viability and costs in plan making and decision taking. Plans should be deliverable. Therefore, the sites and the scale of development identified in the plan should not be subject to obligations and policy burdens such that their ability to be developed viably is threatened. To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing landowner and a willing developer to enable the development to be deliverable".

7.4 Paragraph 173 of the NPPF as set out above is therefore clear that in order for development to be viable and therefore deliverable, it must be capable of generating competitive returns for both landowners and developers.

7.5 A competitive return for a developer is relatively straightforward to assess. It may be measured in the form of a margin on either cost or value, a return on capital, or an internal rate of return assessment. If a scheme is not capable of generating a level of return sufficient to attract funding to carry out the development, then it will not happen.

7.6 For a landowner, the return that they receive for making their land available for development needs to be competitive when compared with current or alternative uses.

7.7 It is acknowledged that owners of greenfield agricultural land will require a significant multiple of agricultural land value in order for them to make their land available for development. Essentially once the land has gone for development, there is no prospect of returning it to its current agricultural use.

7.8 Release of agricultural land for development is therefore considered as a "once in a lifetime" opportunity. Correspondingly, a multiple of between fifteen and twenty times agricultural value is often assumed when assessing what a competitive reasonable return to a landowner would be.

7.9 Given the above, it is clear that for a development to take place, it must be capable of generating a reasonable level of return for both developer and landowner. As the NPPF has a presumption in favour of sustainable development at its core, it is accepted that when considering scheme proposals, planning authorities should not burden the schemes such that they are unable to come forward because they do not generate competitive returns.

7.10 LDP agrees that in preparing their evidence in support of the Stage 2 and Stage 3 sessions as part of the Local Plan Examination, the Council has sought external professional assistance in considering these competitive returns to developer and landowner in an appropriate way. Porter Planning Economics and Bidwells have regularly collaborated in the run up to the stage 3 sessions.

Viability Common Ground

7.11 The items which are agreed between CYC and LDP will be out in the viability section of the SoCG. This includes the matters outlined in the table at **Appendix 17**:

Table 7.1: Viability assumptions which have been agreed between LDP and CYC

7.12 These items have been adopted by both CYC and LDP in their analysis of scheme viability.

7.13 At the time of preparing this Statement, there was some areas of costs still to be agreed.

Delivery Trajectory

7.14 CYC has prepared Housing Trajectory (included within Housing Supply Update (EX/CYC/76) which shows the first 35 units from ST15 being delivered in 2027/28, with at least 560 homes being delivered within the Plan Period to 2032-33.

7.15 LDP considers the CYC trajectory to be conservative and considers that based on adoption when? the first 25 units could be delivered in 2026/27, and that a total of 1,140 homes delivered by ST15 within the plan period to. 2032-33 (see **Appendix 1**).

7.16 LDP's trajectory is based on a shorter period of time to achieve planning permission and open up the site, and a greater annual delivery of units.

7.17 LDP assumes that a maximum of 200 units per annum could be delivered from ST15 through the Plan Period, based on three or four sales outlets operating delivering three to four private sales per month, plus 30% affordable housing.

7.18 On this basis, each sales outlet would deliver (private and affordable) between 51 and 69 units per annum. The rates assumed by LDP are supported by those achieved by volume housebuilders across the country as set out in their published annual reports.

7.19 CYC's trajectory assumes that each sales outlet would deliver 35 units per annum. On the assumption that 30% of these units are affordable housing, only circa 25 private sales per outlet per annum would be achieved. This rate is therefore considered to be conservative and likely to understate the delivery capability of ST15. LDP considers that in reality there is scope for delivery of ST15 to happen at a quicker pace reflecting the normal market behaviour of the volume housebuilders who are likely to lead the delivery of the site.

7.20 The introduction of alternative delivery methods of housing to the site would increase the yield of homes from ST15 during the plan period. These alternative delivery methods could include Build To Rent, for example.

7.21 As the trajectory does not assume any delivery by these alternative methods, we consider the delivery trajectory to be cautious and therefore robust.

Technical matters for which contingencies are required for viability testing purposes as final solutions depend on further testing and design work

7.22 As noted above, a number of technical matters remain to be agreed between CYC and LDP, and each of these items would have an impact on viability. These items relate principally to highways and education.

7.23 All highways matters are agreed with the CYC save for an additional cost of £15m included by CYC to deal with works to the A64 between the Fulford and Grimston Bar interchanges. The scope of these works is as yet unclear and LDP considers the at the cost may be overstated (see paragraph 3.30). LDP also considers that it may be beneficial to include a new bus link from ST15 to the University and estimates a cost of £5m for this. CYC have not made any allowance for this in their analysis.

7.24 While LDP, CYC and Natural England continue to seek to reach agreement on the appropriate technical solutions, the inclusion of the sum of £15m in the PPE analysis represents a worst-case assessment providing, effectively, a contingency within the PPE appraisal. In the event that these works are not required, the cost would not need to be incurred and scheme viability would improve as a result.

7.25 In addition, as noted above, there is potential to recycle aggregates from the Elvington Airfield runway for use in constructing the A64 Grade Separated Junction. This is not included in CYCs analysis and provides further a further opportunity to improve scheme viability.

7.26 For viability purposes the education provision requirement for ST15 remains unagreed between CYC and LDP. PPE have assumed delivery of 2x3FE primary schools, a 5FE secondary school and early years and SEND provision. LDP considers the requirement to be for 1x3FE, 1x2FE and potential off-site secondary expansion rather than on-site delivery of a new school. These represent a less expensive solution. In the event that LDPs solution were to be accepted by CYC, costs would decrease, and viability would increase.

7.27 As can be seen above, the positions adopted by CYC with respect to highways and education present a more cautious viability position than LDP considers could be the case in reality. Through adopting these assumptions in their modelling of scheme viability, the Council has taken what is effectively a worst-case scenario.

7.28 As CYC's (PPE) analysis demonstrates that ST15 is viable and deliverable, this can be considered a robust approach. If some or all of the assumptions made by LDP ultimately prove to be correct, then scheme viability would improve further.

7.29 We therefore consider that the approach taken by CYC in assessing the viability of ST15 is robust and that the allocation of ST15 is sound.

Conclusions

7.30 Whilst some matters remain outstanding Bidwells and LDP consider that allocation ST15 is viable and deliverable. Although there are significant (notably highways) infrastructure items, the cost of which must be incurred in order to deliver the site, there is sufficient positive value within ST15 to amortise this cost and allow the allocation to be delivered.

7.31 It is demonstrated above that the allocation of ST15, subject to the modifications are viable and deliverable with the requisite infrastructure and it is anticipated that much of the above will be addressed in the SOCG with CYC.

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Appendix 1

MASTERPLAN

The scaling of this drawing cannot be assured

Revision	Date	Drn	Ckd
-	-	-	-

Legend

- Site Boundary ST15
  167 ha
- Residential Development
  90.7 ha @35dph = 3,175 homes
- Mixed Use Local Centre (retail, community, employment, residential) - *3 ha = 164 homes*
- Primary School (2 form and 3 form)
  1.7 ha and 2.5 ha
- Open Space
  66.2 ha (40%)
- Existing Trees
- Proposed Trees

- Secondary School (750 pupils)
  Allocated site for Secondary School outwith ST15 and removed from Greenbelt = 3.6 ha (750 places) /
  Indicative land outwith ST15 for playing pitches but retained within greenbelt = 2.6 ha

- Existing Public Right of Way
- Improved connectivity and opportunities for access to the University of York, existing settlements and wider established networks of footpaths, including Minster Way (retaining vehicular access for existing residents only)

Project
Land West of Elvington Lane (ST15)
York

Drawing Title
Masterplan Context Plan

Date	Scale	Drawn by	Check by
04.07.22	N.T.S.	DJ	MW

Project No	Drawing No	Revision
32360	ind02-02	F

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The scaling of this drawing cannot be assured

Revision	Date	Drn	Ckd
-	-	-	-

Legend

- Site Boundary ST15
  167 ha
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  90.7 ha @35dph = 3,175 homes
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Project
Land West of Elvington Lane (ST15)
York

Drawing Title
Concept Masterplan

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Project No	Drawing No	Revision
32360	ind02-01	F

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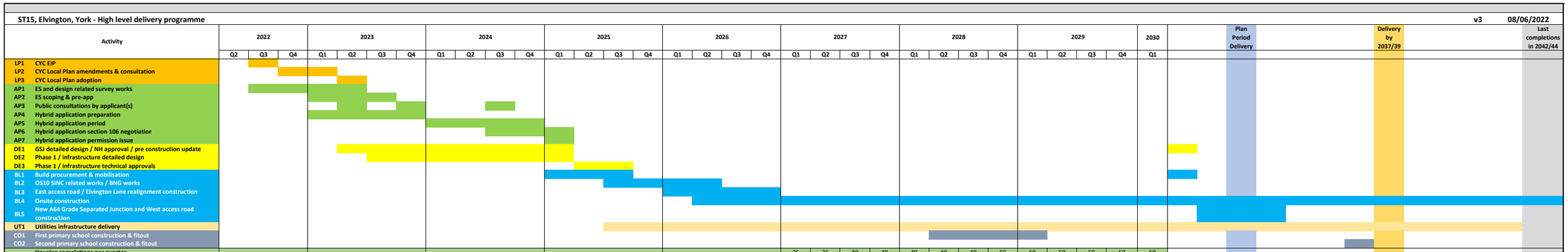
Appendix 2

LDP'S DELIVERY TRAJECTORY



ST15, Elvington, York - High level delivery programme v3 08/06/2022

	Activity
LP1	CYC EiP
LP2	CYC Local Plan amendments & consultation
LP3	CYC Local Plan adoption
AP1	ES and design related survey works
AP2	ES scoping & pre-app
AP3	Public consultations by applicant(s)
AP4	Hybrid application preparation
AP5	Hybrid application period
AP6	Hybrid application section 106 negotiation
AP7	Hybrid application permission issue
DE1	GSJ detailed design / NH approval / pre construction update
DE2	Phase 1 / infrastructure detailed design
DE3	Phase 1 / infrastructure technical approvals
BL1	Build procurement & mobilisation
BL2	OS10 SINC related works / BNG works
BL3	East access road / Elvington Lane realignment construction
BL4	Onsite construction
BL5	New A64 Grade Separated Junction and West access road construction
UT1	Utilities infrastructure delivery
CO1	First primary school construction & fitout
CO2	Second primary school construction & fitout

	2027 Q1	2027 Q2	2027 Q3	2027 Q4	2028 Q1	2028 Q2	2028 Q3	2028 Q4	2029 Q1	2029 Q2	2029 Q3	2029 Q4	2030 Q1
Housing completions per quarter	*25*	*25*	*30*	*40*	*40*	*40*	*40*	*50*	*50*	*50*	*50*	*50*	*50*

Local Plan year	Housing completions per Local Plan year	Cumulative housing completions
2022/2023	*0*	
2023/2024	*0*	
2024/2025	*0*	
2025/2026	*0*	
2026/2027	*25*	*25*
2027/2028	*135*	*160*
2028/2029	*180*	*340*
2029/2030	*200*	*540*
2030/31	*200*	*740*
2031/32	*200*	*940*
2032/33	*200*	*1140*
2033/34	*200*	*1340*
2034/35	*240*	*1580*
2035/36	*240*	*1820*
2036/37	*240*	*2060*
2037/38	*240*	*2300*
2038/39	*240*	*2540*
2039/40	*240*	*2780*
2040/41	*240*	*3020*
2041/42	*240*	*3260*
2042/43	*79*	*3339*

Notes:

a. All dates shown are subject to the timing and completion of the current CYC Local Plan process

b. The Hybrid planning application is assumed to include the detail of the offsite highway works (both the new GSJ, the Elvington Lane / Grimston Bar improvements and the connecting access roads to the east and west) plus a phase 1 of no less than 500 units

c. Preparation of the ES and planning application, plus the infrastructure detailed design, are all shown proceeding at risk in advance of Local Plan adoption and receiving a planning permission

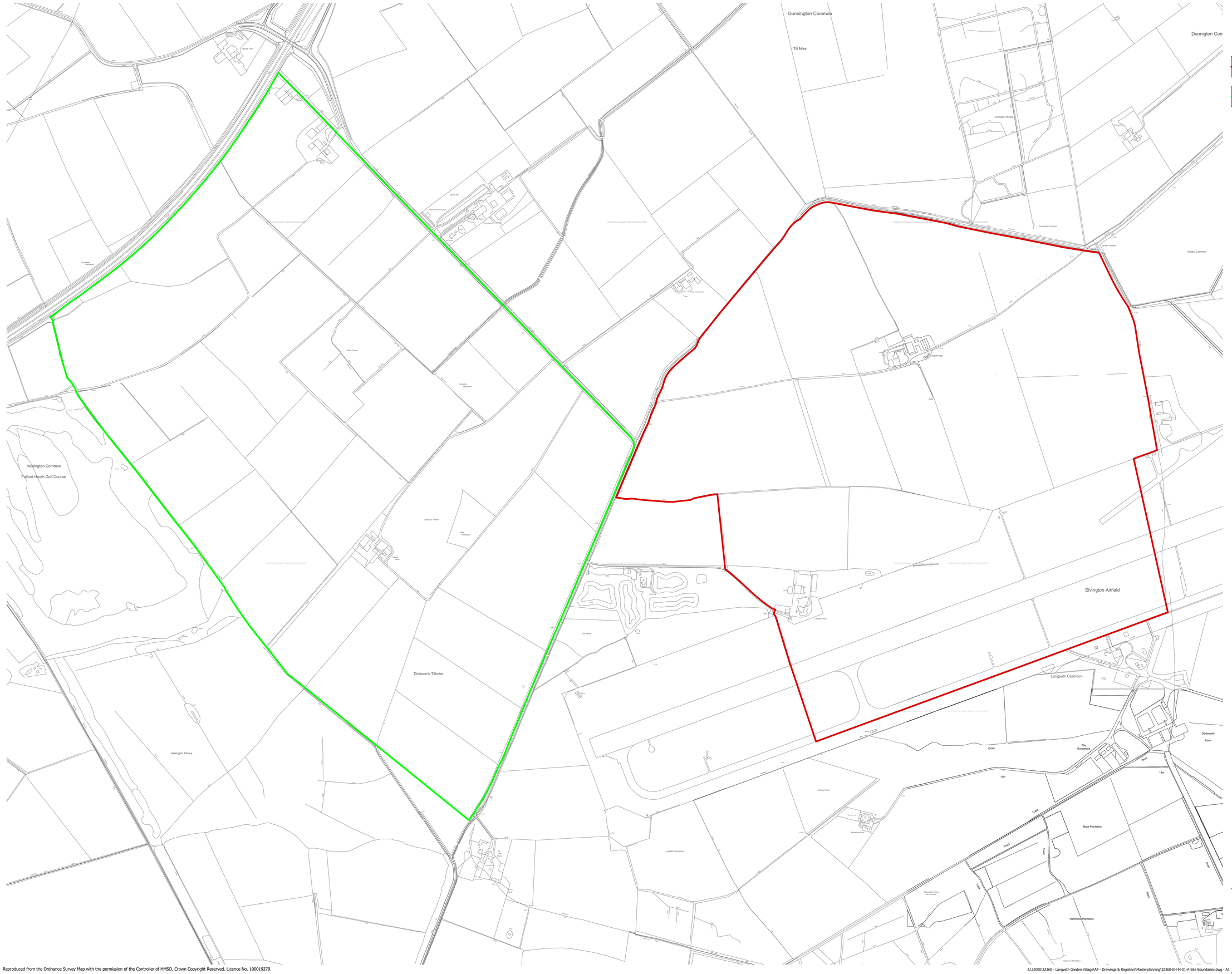
d. Primary school delivery timing is TBC and subject to agreement with CYC

e. The delivery timing of other community and non-residential uses is TBC based on further masterplanning and phasing work with CYC

f. Timing of highway infrastructure to be confirmed on reciept and agreement of Highway modelling information from CYC/NH.

Appendix 3

ST15 AND OS10 BOUNDARY ON OS10 MAP BASE



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Revision	Date	Drn	Ckd
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N

LEGEND

Site Boundary - ST15 (167 ha)

OS10 Boundary

Project
ST15 - Land West of Elvington Lane

Drawing Title
ST15 Site Boundary
OS10 Boundary

Date	Scale	Drawn by	Check by
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Project No	Drawing No		Revision
32360	01		A

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LEGEND

N

- Site Boundary - ST15 (171.2 ha)
- Additional Area to extend ST15 Site Boundary (4.2 ha)
- Area of hardstanding ST15 Site Boundary (9.8 ha)

Project
ST15 - Land West of Elvington Lane

Drawing Title
ST15 Site Boundary

Date	Scale	Drawn by	Check by
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Project No	**Drawing No**		**Revision**
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Appendix 4

EDUCATION FIGURES FOR CAMBOURNE AND KINGS HILL

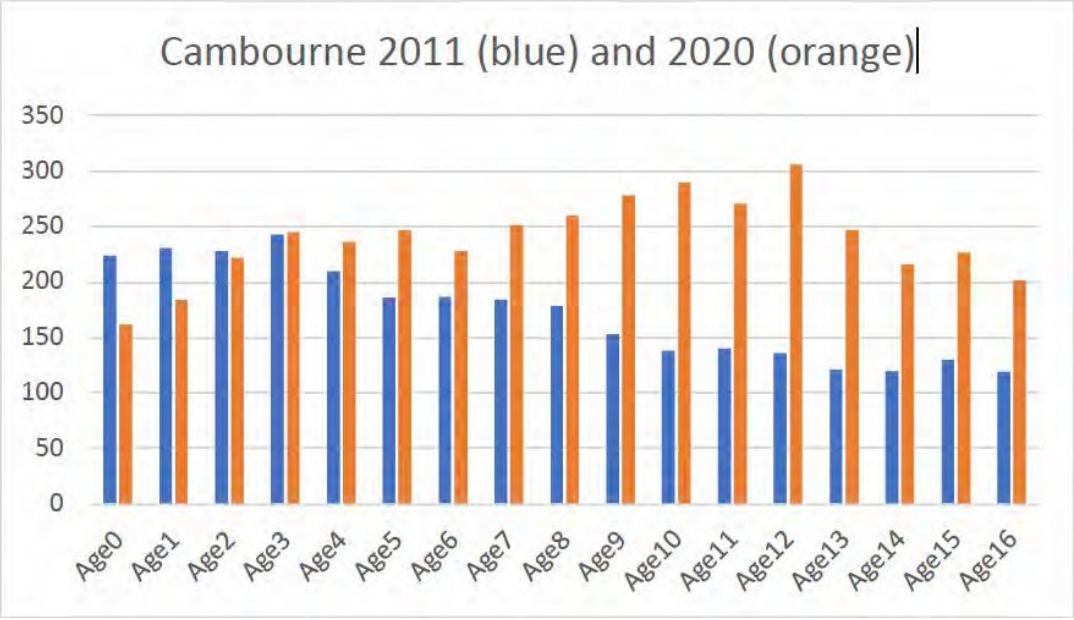
Appendix 4

Cambourne and Kings Hill: examples of how the dominant child age changes over time on a new development

Cambourne

	Dwellings	Data Sources			
2001	1185	Bourn Ward	2001	Census	Peak age 5
2011	3279	Cambourne postal address	2011	Census	Peak age 3
2015	3715	Cambourne postal address	2015	Mid-year	Peak age 7
2016			2016	Mid-year	Peak age 8
2017	4180	Cambourne postal address	2017	Mid-year	Peak age 9
2018	4210	Cambourne postal address	2018	Mid-year	Peak age 10
2019			2019	Mid-year	Peak age 11
2020	4362	Cambourne postal address	2020	Mid-year	Peak age 12

Table 9: Cambourne – How the child population has aged over time

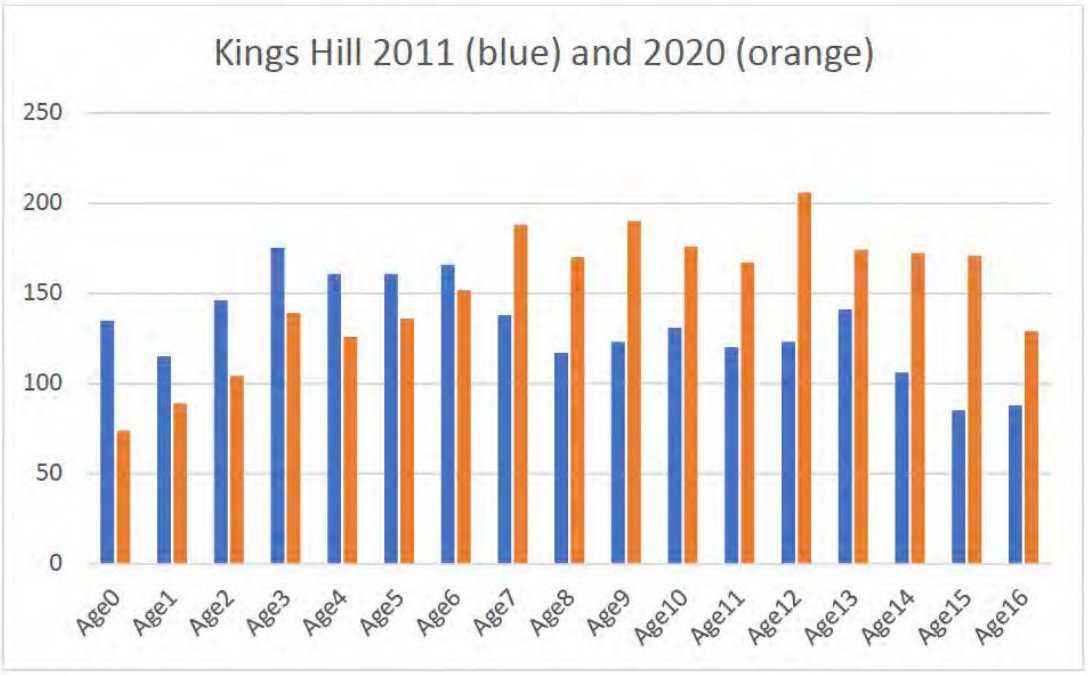


Graph 2: Cambourne – How the child population has aged over time

Kings Hill

	Dwellings	Data Sources			
2001	643	Kings Hill Postal Address	2001	Census	Peak Age 3
2011	2635	Kings Hill Postal Address	2011	Census	Peak Age 3
2015	2876	Kings Hill Postal Address	2015	Mid Year	Peak Age 7
2020	3040	Kings Hill Postal Address	2020	Mid Year	Peak Age 12

Table 10: Kings Hill – How the child population has aged over time



Graph 3: Kings Hill – How the child population has aged over time

Appendix 5

PROPOSED MODIFICATIONS TO POLICIES SS13, SS21 AND SS22

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 a minimum of~~approximately~~ 3,339 dwellings, of which at least~~around~~ ~~2,200~~ 1,040~~600~~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 House 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.~~ Protect and, where appropriate, strengthen existing boundary features that are recognisable and likely to remain permanent. Where the site's boundary is not defined by recognisable or permanent features it should be addressed through the masterplan and design process in order for strong and defensible green belt boundaries to be created and secured.

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 to Elvington Airfield SINC and ~~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 a minimum of 10% of biodiversity net gain no net loss for biodiversity and maximise further benefits for biodiversity. Where required~~ c Any caCompensatory measures on and off site should take full account of the extent and quality of the asset being lost or damaged and equivalent or enhanced habitats should be provided ~~within the development site of ST15~~ and on the compensatory habitat of OS10 ~~as~~ as provided for in Policy GI6, on the western part of the existing runway shown on the policies or other areas in the vicinity of ST15.

vi Securing the provision of biodiversity net gain in relation to ST15.

vii. 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~~ policies map as allocation OS10 and included within Policy GI6) 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 a 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.

viii. Deliver ecological mitigation and compensation measures in the first planting season preceding the ~~5 years prior to pre-~~commencement of any development of ST15. They must be supported by a long term management plan (30 year minimum), and be retained and monitored in perpetuity.

ix~~viii~~. Protect the character, setting and enjoyment of Minster Way, otherwise referred to as Langwith Stray, within ST15.

~~i~~x. Provide an appropriate range of shops, services and facilities for ~~including social infrastructure such as~~ health, social, leisure, cultural and community uses to meet the needs of future residents. Subject to viability, provision should be 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.

xi. Deliver ~~new~~ on-site ~~education provision to meet~~ nursery and primary education facilities, in the form of one 2 FE primary school and one 3 FE primary school including nursery provision or as otherwise assessed at the application stage, to meet the needs generated by the development. ~~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.~~ Secondary school facilities may be provided on allocated land identified on the policies map if there is evidence that the need generated by the development justified this provision having regard to projected falling pupil yields across York. If not, appropriate phased contributions for secondary school and SEND to off-site provision will be secured. The delivery of education infrastructure will be kept under review both prior and during development of ST15 as part of an education review strategy to be established at the application stage.

xi. ~~Demonstrated that all transport issues have been address, in consultation with the Council and Highways England as necessary, to ensure sustainable transport provision at the site is achievable.~~ The transport and highways impacts of the site should be assessed individually and cumulatively with site's ST7, ST8, ST9, ST14, ST27 ~~ST35~~ and ST36 ~~should be addressed~~. Where necessary, proportionate mitigation will be required commensurate with the impact of each scheme.

xiii. Ensure provision of necessary transport infrastructure at the right time to access the site with primary access via the A64 (as shown indicatively on the

proposals policies map) and a potential secondary access via Elvington Lane. The capacity of the local highway network including Elvington Lane and junctions is limited. Elvington Lane can service the early phase of the development, subject to delivering a new link road between Elvington Lane and Hull Road, as well as works to the south of Grimston Bar Interchange/Elvington Lane Junction. This is subject to detailed assessment at the application and is to be agreed through an approved phasing strategy.

xivii 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 from properties on ST15 to Heslington village along these routes to ensure the setting of Heslington village is maintained.

xiv. Deliver improvement to Explore the potential for local bridleways (eg, Fordlands Road/Forest Lane) running through or near the site to be used as the year round cycle routes.

xviXv Retain existingProvide dedicated secure access tofor existing properties beyond ST15local 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.

xvii. Deliver high quality, frequent and accessible public transport services through the whole site which provide links to between the on-site local centre and new community facilities, as well as to York city centre and other appropriate service hubs, including the University of York. A public transport hub at the local centre should provide appropriate local interchange and waiting facilities for new residents. All It is envisaged such measures proposed to support public transport use should be identified and agreed as part of a Sustainable Transport Strategy at the application stage, with the overall aim to achieve will enable upwards of 15% of trips to be undertaken using by public transport.

xviii. 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).

xixviii. require ransom free non car routes to be provided in and beyond ST15 on land controlled by the developer so as to eExploit Optimise synergies with the existing university campus and 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 2025/26 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 secured through a hybrid planning permission although off site compensatory SINC measures could be brought forward in a separate application. 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. Initial modelling work suggests that the Elvington Lane access is around 1,000 units (approximately 30% of final development at 3,339 units).

Public transport improvements, as well as pedestrian and cycle connections, between SS13, SS21 and SS22 should ~~will~~ be brought forward collaboratively and free of any ransom in order to maximise opportunities to secure non car travel between these three allocations, and with proportionate contributions (or credits) made by each allocation for infrastructure which each require, but that one may deliver ahead of the others.

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 close 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-east ~~west~~ to north-west ~~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 free of any ransom, arising from the proximity of the site to the University of York, Science Park and Sports Village. The site promoters will also continue to engage with National Highways with regard to the new grade separated junction ~~(in the general form of a rural dumbbell)~~ and any management/mitigation required on the A64 that is related to the impacts of the development of ST15.

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) and Elvington Airfield Business Park (ST26). The provision of a new grade separated junction, onto the A64 would ~~remain~~ form part of the essential infrastructure for ~~any~~ development in this location. In the interest of sustainability, opportunities should be explored to reuse the aggregates arising from the runway in ST15 in the construction of the new junction or other new highway infrastructure. ~~.~~ The viability of delivering significant new or improved transport infrastructure has been ~~must be~~ considered and should be kept under review with ~~and~~ evidence provided to demonstrate its robustness at the application stage. Equally, detailed analysis ~~would~~ will 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 public transport ~~bus~~. In order to minimise car use ~~the development would need~~ a robust transport strategy will be required documenting ~~alternative~~ proposed 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 at the application stage 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 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.

3.98

~~3.97~~3.99 Public transport improvements, as well as pedestrian and cycle connections, between SS13, SS21 and SS22 should ~~will~~ be brought forward collaboratively and free of any ransom in order to maximise opportunities to secure non car travel between these three allocations, and with proportionate contributions (or credits) made by each allocation for infrastructure which each require, but that one may deliver ahead of the others.

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. ensure accessibility to public transport and services;
vii. are suitable in terms of vehicular access and road safety including internal space for adequate parking and turning;
viii. 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
ix. appropriately manage flood risk.

In addition, proposals will be expected to:

x. provide adequate provision for storage, recreation space, amenity provision and utility services;
xi. ensure that the size and density of pitches/plots are in accordance with best practice guidance;
xii. incorporate appropriate landscape proposals to have a positive influence on the quality and amenity of the development;
xiii. ensure that residents living nearby are not unduly affected by noise, disturbance or overlooking; and
xiv. 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.

Explanation

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 reconfiguration of the existing Campus 3 site to provide additional on-campus student accommodation helping to reduce the impacts on the private rented sector.

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.

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).

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.

Public transport improvements, as well as pedestrian and cycle connections, between SS13, SS21 and SS22 should be brought forward collaboratively and free of any ransom in order to maximise opportunities to secure non car travel between these three allocations, and with proportionate contributions (or credits) made by each allocation for infrastructure which each require, but that one may deliver ahead of the others.

Appendix 6

SITE ACCESS STRATEGY (LDP)

ST15 Proposed Occupations
Phase 0 = 50 Units via Existing Roads
Phase 1 = Up to 1,000 Units Served
Phase 2 = Up to 2,500 Units Served
Phase 3 = Full ST15 Allocation

P&R Bus Extension (Phase 1)
Hull Road Bus Priority Measures
Park & Ride Junction Transponder Control
Grimston Bar Transponder Control

P&R Bus Extension (Phase 2)
Park & Ride Bus Only Link
Park & Ride Access Transponder Control
UoY Car Parks Transponder Control

Grimston Bar Improvement (Phase 3)
Widening of South-Facing Slip Roads
Grimston Bar Improvements (Stage 2)
Additional Bus & Pedestrian Improvements

Elvington Lane Access
Priority Downgraded to/from West
After Phase 2 Completion (Except Buses)

Elvington Lane Site Access (Phase 1)
Elvington Lane Re-Alignment (6.0m)
York Road Junction Signalisation
Grimston Bar Improvements (Stage 1)

Main A64 Site Access (Phase 2)
Grade-Separated Junction (CD122)
9.3m Single C/Way Access Road
Potential UoY Link Road to North

Common Lane Cycle Access (Phase 2)
Existing Shared-Surface (Un-Kerbed)
ST15 Emergency Vehicular Access
Pedestrians & Cyclists Only

Main Spine Road (Phase 2)
9.3m Single C/Way Access Road
No Motorised Access to/from Long Lane
Limited Access Junction

New Bus Priority at Traffic Lights
Existing Hull Road P&R Access
P&R Bus Extension
Grimston Bar Improvements
Common Lane Cycle Access
Existing Third-Party Access Un-Affected
Common Lane (Retained)
Accesses to UoY Car Parks Only
Potential A64 UoY Link
40m ICD Feature Roundabout
No Motorised Access to Common Lane
1350m Weaving Distance
1600m Weaving Distance
Main A64 Site Access
Type B Diverge Taper & Nose
Type B Merge Taper & Nose
Type A Merge Taper & Nose
Type A Diverge Taper & Nose
60m ICD Feature Roundabouts
Existing Third-Party Access Un-Affected
Common Lane Cycle Access
Long Lane (Retained)
No Motorised Access Between Allocation ST15 And Long Lane
Existing Third-Party Access Un-Affected
Elvington Lane Site Access & P&R Bus Link
P&R Bus Extension
P&R Bus Extension
To/From ST15
Allocation ST15
0m
500m
1000m

Key

- Adopted Byways or Bridleways (Principle Cycle Accesses)
- Phase 1 Elvington Lane Site Access (Downgraded after Completion of Phase 2 Works as Noted)
- Phase 2 Site Access (Main A64 Site Access)
- Phase 3 Highway Improvements (Grimston Bar Interchange Stage 2)
- Phase 1 Park & Ride Bus Extension (via Elvington Lane & Hull Road)
- Phase 2 Park & Ride Bus Extension (via UoY Bus Only Link Road)
- Potential Access from A64 to UoY (No Through Route – Access to Car Parks Only)

Note all Accesses to be Designed to Accommodate All-Purpose Movements in an Emergency and also Emergency Vehicles as and when Required.

Lawrence Walker Ltd
Church Farm
Leamington Hastings
Warks CV23 8DZ

Project
Allocation ST15
Sandby Ltd & Oakgate

Drn.	Chkd.	App.	Date
SPJ			10/01/21

Scales As Noted

Title
Transport Strategy Indicative Site Access Phasing Plan

Drg. No.	CAD Ref	Plot	Rev
Figure 1			**P34**

Appendix 7

GRIMSTON BAR – 2 PHASES

NOTES

1. DO NOT SCALE THIS DRAWING. ALL DIMENSIONS MUST BE CHECKED/ VERIFIED ON SITE. IF IN DOUBT ASK.

2. THIS DRAWING IS TO BE READ IN CONJUNCTION WITH ALL RELEVANT ARCHITECTS, ENGINEERS AND SPECIALISTS DRAWINGS AND SPECIFICATIONS.

3. ALL DIMENSIONS IN MILLIMETRES UNLESS NOTED OTHERWISE. ALL LEVELS IN METRES UNLESS NOTED OTHERWISE.

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KEY

Rev	Date	Description	Drawn
D3	17.08.16	TWO PHASE LAYOUT DEVELOPED	SPJ
D2	28.02.16	ELVINGTON LANE CLOSED	SPJ
D1	22.01.16	ISSUED FOR USE	SPJ

AMENDMENTS

LAWRENCE WALKER LIMITED
CHURCH FARM
LEAMINGTON HASTINGS
WARKS
CV23 8DZ

Client

SANDBY LIMITED
OAKGATE PLC

Project Title

LANGWITH (ALLOCATION ST15)

Drawing Title

A64 HIGHWAYS WORKS (Stage 1)

Scale	Date	Drawn by
As Noted	22.01.16	SPJ

Drawing Status

Draft Local Plan

Drawing No:	Revision
LWL/670/004	D3

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3. ALL DIMENSIONS IN MILLIMETRES UNLESS NOTED OTHERWISE. ALL LEVELS IN METRES UNLESS NOTED OTHERWISE.

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KEY

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D3	17.08.16	TWO PHASE LAYOUT DEVELOPED	SPJ
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AMENDMENTS

LAWRENCE WALKER LIMITED
CHURCH FARM
LEAMINGTON HASTINGS
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Client

SANDBY LIMITED
OAKGATE PLC

Project Title

LANGWITH
(ALLOCATION ST15)

Drawing Title

A64
HIGHWAYS WORKS
(Stage 2)

Scale	Date	Drawn by
As Noted	22.01.16	SPJ

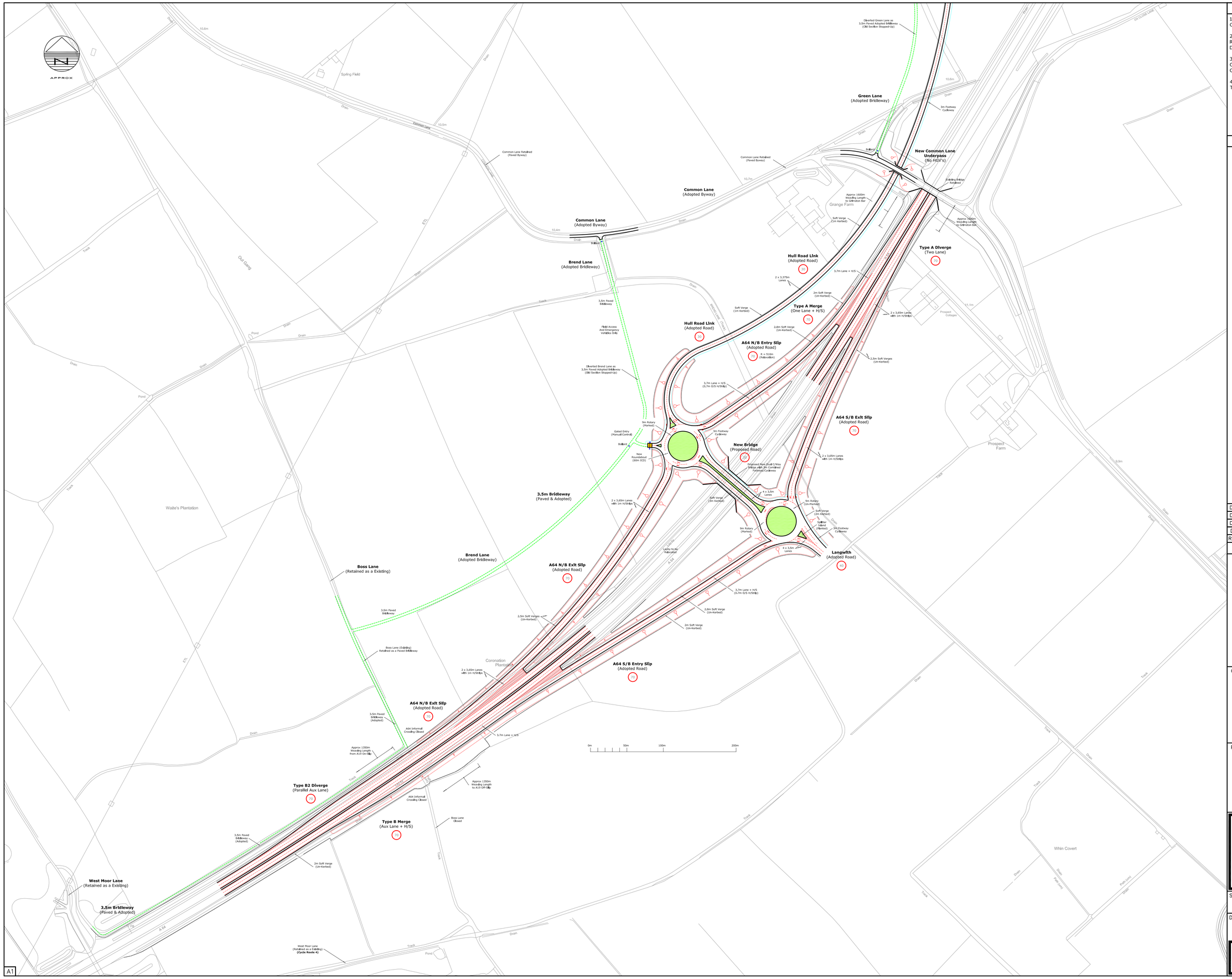
Drawing Status

Draft Local Plan

Drawing No:	Revision
LWL/670/005	D3

Appendix 8

THE NEW A64 GRADE SEPARATED JUNCTION



NOTES

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2. THIS DRAWING IS TO BE READ IN CONJUNCTION WITH ALL RELEVANT ARCHITECTS, ENGINEERS AND SPECIALISTS DRAWINGS AND SPECIFICATIONS.

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KEY

Rev	Date	Description	Drawn
D4	09.09.19	SLIP ROADS UPDATED (TYPE B2)	SPJ
D3	18.11.16	LAYOUT REVISED	SPJ
D2	17.08.16	SLIP ROADS AMENDED	SPJ
D1	22.01.16	ISSUED FOR USE	SPJ

AMENDMENTS

LAWRENCE WALKER
LIMITED
CHURCH FARM
LEAMINGTON
HASTINGS
WARKS
CV23 8DZ

Client

SANDBY
LIMITED

Project Title

LANGWITH
(ALLOCATION ST15)

Drawing Title

A64 SITE ACCESS
GENERAL
ARRANGEMENT
(Sheet 2 of 3)

Scale	Date	Drawn by
As Noted	22.01.16	SPJ

Drawing Status

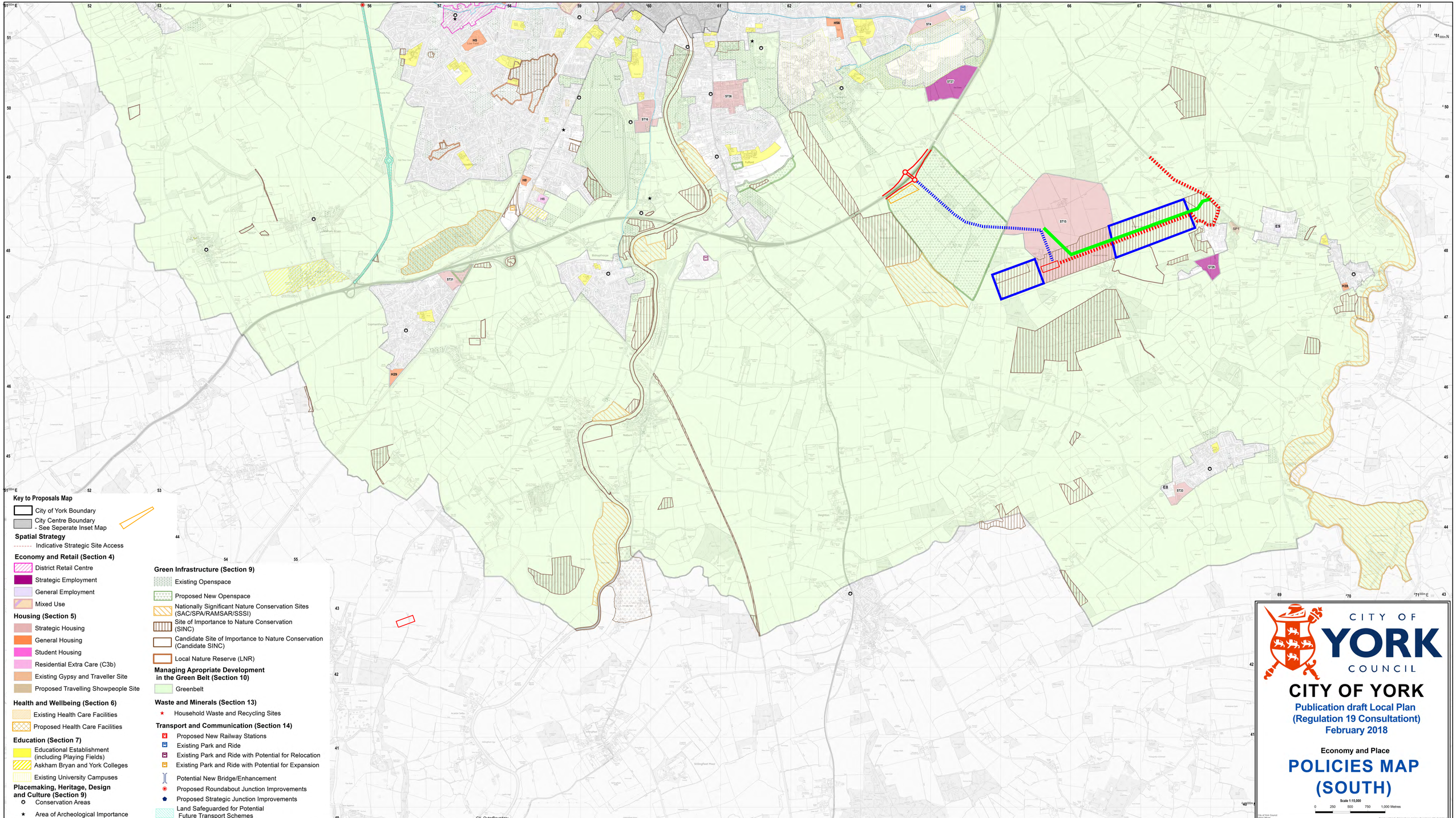
Draft Local Plan

Drawing No:	Revision
LWL/670/002	D4

A1

Appendix 9

PLANS FOR WORKS PHASING



Key to Proposals Map

- City of York Boundary
- City Centre Boundary - See Seperate Inset Map

Spatial Strategy

- Indicative Strategic Site Access

Economy and Retail (Section 4)

- District Retail Centre
- Strategic Employment
- General Employment
- Mixed Use

Housing (Section 5)

- Strategic Housing
- General Housing
- Student Housing
- Residential Extra Care (C3b)
- Existing Gypsy and Traveller Site
- Proposed Travelling Showpeople Site

Health and Wellbeing (Section 6)

- Existing Health Care Facilities
- Proposed Health Care Facilities

Education (Section 7)

- Educational Establishment (including Playing Fields)
- Askham Bryan and York Colleges
- Existing University Campuses

Placemaking, Heritage, Design and Culture (Section 9)

- Conservation Areas
- Area of Archeological Importance
- Historic Parks and Gardens

Green Infrastructure (Section 9)

- Existing Openspace
- Proposed New Openspace
- Nationally Significant Nature Conservation Sites (SAC/SPA/RAMSAR/SSSI)
- Site of Importance to Nature Conservation (SINC)
- Candidate Site of Importance to Nature Conservation (Candidate SINC)
- Local Nature Reserve (LNR)

Managing Apropriate Development in the Green Belt (Section 10)

- Greenbelt

Waste and Minerals (Section 13)

- Household Waste and Recycling Sites

Transport and Communication (Section 14)

- Proposed New Railway Stations
- Existing Park and Ride
- Existing Park and Ride with Potential for Relocation
- Existing Park and Ride with Potential for Expansion
- Potential New Bridge/Enhancement
- Proposed Roundabout Junction Improvements
- Proposed Strategic Junction Improvements
- Land Safeguarded for Potential Future Transport Schemes
- Strategic Pedestrian/Cycle Corridor Improvements

CITY OF YORK COUNCIL

CITY OF YORK

Publication draft Local Plan (Regulation 19 Consultation) February 2018

Economy and Place

POLICIES MAP (SOUTH)

Scale 1:15,000

0 250 500 750 1,000 Metres

City of York Council
West Offices
Station Rise
York
YO1 6GA

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Appendix 10

SUSTAINABLE TRANSPORT STRATEGY

ST15
Langwith Development Partnership

Hearing Statement: Public Transport and Active Travel Strategy for ST15

4 July 2022
Version 1.0
Final

1 Public Transport and Active Mode Strategy

1.1 Introduction

Fore Consulting Ltd began work on the public transport and active mode strategy for ST15 in February 2020 to support the ongoing promotion of the site within the York Local Plan process by Langwith Development Partnership. This work has included consultation with local bus operators and the preparation of an initial strategy that considers:

- Current bus services in operation and the location of existing bus stops.
- The main options for serving the site, including a consideration of the development phasing.
- The outcome of discussions with bus operators and City of York Council.
- Potential routes for bus services to pass through the University of York masterplan area, to identify available options.
- Recommended new cycle routes to directly connect to the new community to serve key destinations of Heslington, Elvington, the University and destinations beyond.
- A recommended public transport and active mode strategy.
- The potential financial contributions that might be required.

1.2 Public Transport Strategy

1.2.1 Existing Provision

The site is currently served by a limited number of existing bus services with bus stops located on Elvington Lane, to the east of the site. Service 36/36X provides 5-6 services per day, whilst Service 196 provides one return journey on Thursdays only. These existing services will not provide the necessary level of public transport provision to meet the Local Plan policy requirement, to serve the needs of future residents, particularly given the proposed size of development.

1.2.2 Mode Share Target

The bus mode share target for the ST15 allocation as set out in site specific Policy SS13 seeks for upwards of 15% of trips to be undertaken by public transport. To put this mode share into context some comparative analysis has been conducted for wards in York utilising 2011 travel to work Census data[1].

The public transport share for Wheldrake, the ward in which ST15 is located, has a relatively low public transport mode share of 6%. This relates only to journeys to work and does not include school journeys for example. This mode share is understandable given that Wheldrake is a rural location and the frequency and range of the existing bus services serving this area is relatively limited and were in 2011 when the Census was conducted. However, public transport mode share is significantly higher in those wards in the outer urban areas of York where there are more frequent and extensive bus services e.g. Westfield (15%), Fulford (12%) and Heslington (21%). This is demonstrated in Figure 1.

It should be noted that passenger journeys on local bus services in York grew from 15.9 million in 2011/12 when the Census was conducted to a high of 16.6 million in 2017/18. In 2018/19 they declined to a similar level as 2011/12 at 15.8 million journeys[2]. The COVID-19 pandemic has had a significant impact on bus patronage levels and passenger numbers are still recovering. Grimston Bar Park and Ride opened in 1994 and therefore was in operation at the time of the Census being conducted.

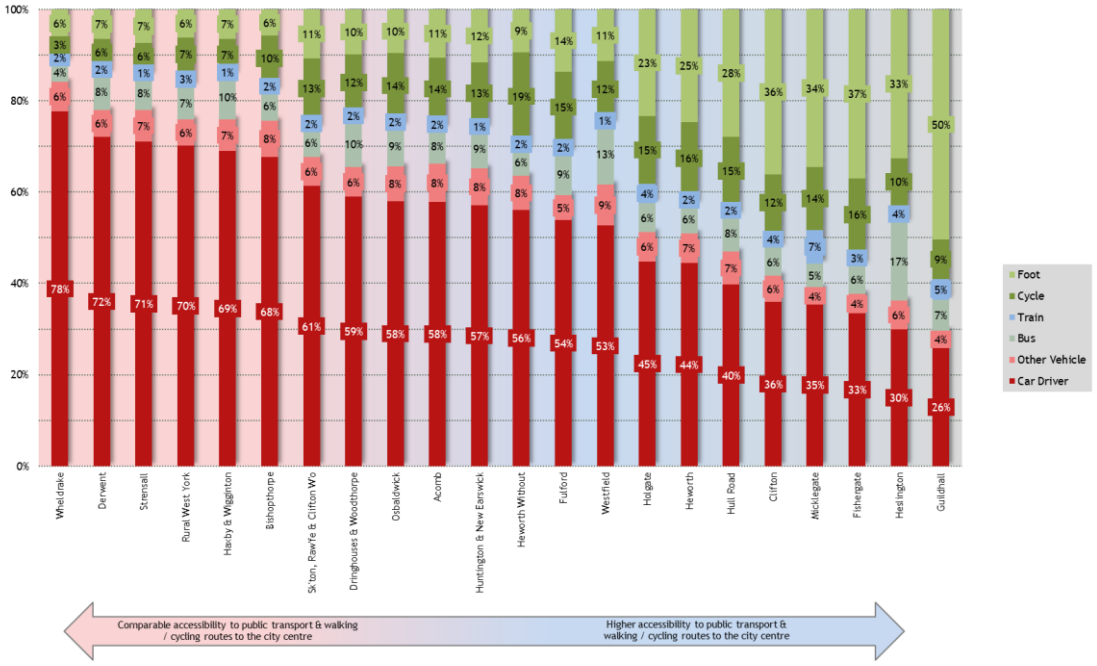
The York Bus Service Improvement Plan[3] identifies a number of key statistics including that 8% of journeys to work in York are on the bus, compared to 3% nationally. However, no mode share target is included in the BSIP, only an increase in the number of bus journeys made. Achieving a 15% public transport mode share for ST15 is in part likely to require delivery of many of the BSIP outcomes as the journeys made by its residents cannot be

[1] Whilst the 2021 Census was published in June 2022, this does not contain mode share data, which will be in later Census data releases.
[2] DfT Bus Statistics Table BUS0110.
[3] York Bus Service Improvement Plan, City of York Council, October 2021 https://democracy.york.gov.uk/documents/s152872/Annex%20A%20York%20BSIP.pdf

viewed in isolation or be served in their entirety by the site-specific provisions being proposed.

From the initial transport modelling undertaken by CYC, it is evident that around 25% of trips from ST15 would terminate at the University of York. Given the short distance between ST15 and the University (approximately 3km), combined with the pro-active control of parking supply and regulation by the University, it is clear that a large proportion of these trips could be particularly suited to walking, cycling or bus modes. Given that 6% of commuting trips from the existing Elvington settlement are carried by bus, despite a much poorer service than is envisaged for ST15, the policy aspiration for 15% of trips from ST15 to be carried by bus appears realistic and achievable.

Figure 1: Mode Share Benchmarking



With a good level of bus service provision (e.g. a service frequency of every 15 minutes or better Monday to Saturday during working hours), and a robust Travel Plan for the development to promote, encourage and monitor sustainable transport modes, it is considered that it will be feasible for ST15 to achieve a mode share target of 15% and above, particularly given the proximity of ST15 to the University of York and the potential to create a direct dedicated public transport service to the University.

1.2.3 Proposals

Internal Network

The masterplan for ST15 has been developed to ensure that new and extended bus networks can be created through the site, supported by smart technology. The concept

masterplan attached to LDP's Hearing Statement for the site, which will be developed in further detail as part of a planning application, includes provision for a central bus route through the site and a public transport hub. A public transport hub as defined by Policy SS13 of the Publication Draft York Local Plan (February 2018) is a local centre that provides appropriate local interchange and waiting facilities for new residents. The Masterplan will seek to ensure that the new bus stops within the site will be located to ensure that the majority of residential properties are within 400m of a bus stop. The precise siting of bus stops and routing of bus services through the site will be developed further as the masterplan evolves.

The phasing of the outline transport strategy that will accompany the Masterplan (i.e. Phase 1 without GSJ) and Phase 2 (with GSJ) is illustrated on Figures 1 and 2. The Masterplan will be developed in further detail as part of the planning application.

External Connections

A high quality and regular public transport service will be made available as soon as occupation of the residential site takes place. However, proposals need to be flexible and phased over the life of the development build out.

Fore have initiated discussions with First Bus and East Yorkshire Motor Services, local bus operators, to establish the range of options that are available to serve the site as it is developed over time. Given this dialogue, and the information provided by local bus operators, the recommended approach is to initially in Phase 1 fund a bespoke bus service that would access the site from Elvington Lane with the intention in the longer term (Phase 2), and once the proposed A64 junction is complete, to allow extension of an existing bus service that whilst initially pump-primed through developer funding, would become commercially viable over time.

The initial bespoke bus service in Phase 1 would be a 15 minute frequency service between 7am and 7pm Monday to Saturday and 9am and 5pm Sundays. It will provide connections between the development and key offsite attractors such as nearby residential areas, the Grimston Bar Park and Ride site and the University Campus.

Once the proposed A64 junction and potentially a dedicated public transport link to the University of York campus is provided there is significant potential to extend and enhance the frequency of an existing bus service to serve ST15. The amount of development proposed, alongside demand from the expanding University campus and the surrounding settlements should allow re-routed services, expanded operating hours and increased service frequencies in a phased way that is commercially sustainable over time.

From our discussions with the bus operators, the following bus services (as shown in the figures appended to this statement) have been identified that could potentially be extended in Phase 2:

- 66/66A operated by First Group.
- Grimston Bar Park and Ride service operated by First Group (these are electric buses).
- 45/46 operated by East Yorkshire Motor Services.

EYMS

EYMS has identified a preference for diversion of the Service 46 to serve Langwith once the new A64 junction (and possibly the dedicated bus link via UoY) are in place. This would provide access to the site from both York and the East Riding. A more frequent link to the University could be provided by operating "shorts and longs" where some of the services only operate between ST15 and the City Centre via the University Campus with alternate services extending to Pocklington. Diversion of Service 46 (currently hourly between 8.30am and 8.30pm Monday to Saturday) minimises additional operating costs and has good potential for revenue generation if the service frequency is increased to every 15 minutes and operating hours extended to cover Sundays. This is because in addition to serving ST15 it would also allow for some of the villages to the east of ST15 to be better served (Elvington, Barmby Moor, Melbourne), as well as potentially linking via the University Campus on route to the City Centre.

First Bus

First Bus has indicated that their preference would be to extend the existing Grimston Bar Park and Ride Service 8 to ST15 via the new A64 GSJ junction once this is available. This is because it is likely to be viewed by passengers as being a more direct and faster service than Service 66 which travels through the University Campus. The existing service runs every 12-15minutes during the day (Monday to Sunday) and every 30 minutes in the early mornings and evenings (Monday to Saturday). 21 new all-electric double-deckers entered service on the York Park & Ride network in Summer 2020, a partnership between First York and City of York Council. These buses replaced existing diesel vehicles in an investment totalling £9.3m and expanded the fully electric fleet on York Park & Ride to 33 buses.

It should be noted that the York Bus Service Improvement Plan (BSIP) seeks to convert all bus services operating predominantly in the York urban area to electric vehicles by 2024/25 and to convert all inter-urban and rural services to Euro VI diesel by 2024/25 (if it is not practical to electrify the routes). The government granted CYC £17.4m for the BSIP and the allocation of £8.4 million from ZEBRA (Zero Emission Bus Regional Areas) which includes a £10 million match funding commitment from York's bus operators will make it

possible to deliver a significant number of the agreed BSIP objectives such as conversion to electric vehicles.

Langwith Development Partnership (LDP) are, and will continue to do so, work with the University of York to identify potential of delivering the dedicated public transport link to the University Campus from ST15. However, whilst a bus link between ST15 and University of York is desirable, it should be noted that both bus operators have commented that bus routing via the A64 may be quicker (and therefore perhaps more attractive) for residents of ST15 to travel into York than via the University of York campus. Further work will be undertaken with bus operators and the University to produce the optimum combination of routing and schedules to ensure bus use is attractive, as part of achieving the mode share target.

LDP recognises that patronage of the existing and any proposed new bus services will need to be supported by promotion of sustainable travel options via a residential travel plan.

1.3 Active Travel – Walking and Cycling Strategy

As a mixed-use community, ST15 will have a level of self-containment, and sustainable travel will be maximised through the provision of an internal transport network that will make walking, cycling and public transport the most attractive travel modes.

Diagrams have been prepared by Barton Willmore that show the Concept Masterplan and Indicative Active Travel Networks for ST15, and these are appended to the Matter 7 Hearing Statement.

Within the ST15 site an internal network of good quality sustainable transport links will be provided to encourage short trips to be made by walking and cycling modes and to maximise walking and cycling permeability. In addition, external links will be provided to tie into those existing pedestrian and cycle networks (i.e. to the University/Elvington/Heslington).

In developing the masterplan of the internal network, with new bus routes to be planned through the site, it will be important to maximise the accessibility of new dwellings to bus stops. This will be based on the principle that the maximum walking distance to a bus stop should ideally be no greater than 400m.

In the existing situation, there is currently a lack of cycle infrastructure in the area and generally the provision is limited to bridleways that do not always provide a good level of service for cyclists. The development of ST15 therefore offers the opportunity to transform the local cycling infrastructure by implementing new facilities and upgrading existing infrastructure.

For those residents from ST15 seeking to travel to the University Campus it is likely that cycling routes will be very attractive for such trips given the distances involved of approximately 3km. In addition, there will be a high potential for trips to be made to Elvington village and Elvington Airfield Business Park by either walking or cycling, as the distances involved will be approximately 1km to 2km in length.

At the beginning of Phase 1, new cycle routes will be delivered to link to the University, to Heslington and to Elvington. City of York Council has an aspiration to provide a new cycle route to Wheldrake, which is subject to further investigation regarding landownership and the optimum use of existing public rights of way. LDP will seek to facilitate such a route through the land they control.

Based on previous work undertaken by Fore, allied with work by Sustrans and City of York Council, along with an understanding of land ownership the following proposals for improving cycle infrastructure have been identified:

- New, segregated/off road cycle routes to link to Elvington, Heslington and the University in Phase 1 (see figures appended to this statement). These new routes will be delivered on land controlled by the promoters and the existing public highway network including Common Lane.

- The new routes will be implemented at the earliest stage to allow Phase 1 residents to have high quality and direct cycle access to key destinations including Elvington, Heslington, the University and the existing cycle networks beyond.

- City of York Council has an aspiration for a new, segregated/off road cycle route between Wheldrake and York to be delivered, subject to reaching agreements with landowners as necessary. LDP will seek to assist in the delivery of this and facilitate such a route through the land they control.

All these new routes will benefit the future residents of ST15 but also meet aspirations from existing local communities to improve cycle accessibility in this area of York which is currently not particularly well served.

1.4 Sustainable Transport Funding

LDP is committed to providing a contribution towards the funding of the public transport strategy, and to funding the new pedestrian and cycle infrastructure as part of the package of measures necessary to deliver a holistic Sustainable Transport Strategy for the ST15 site. The package of measures will include, but not be limited to:

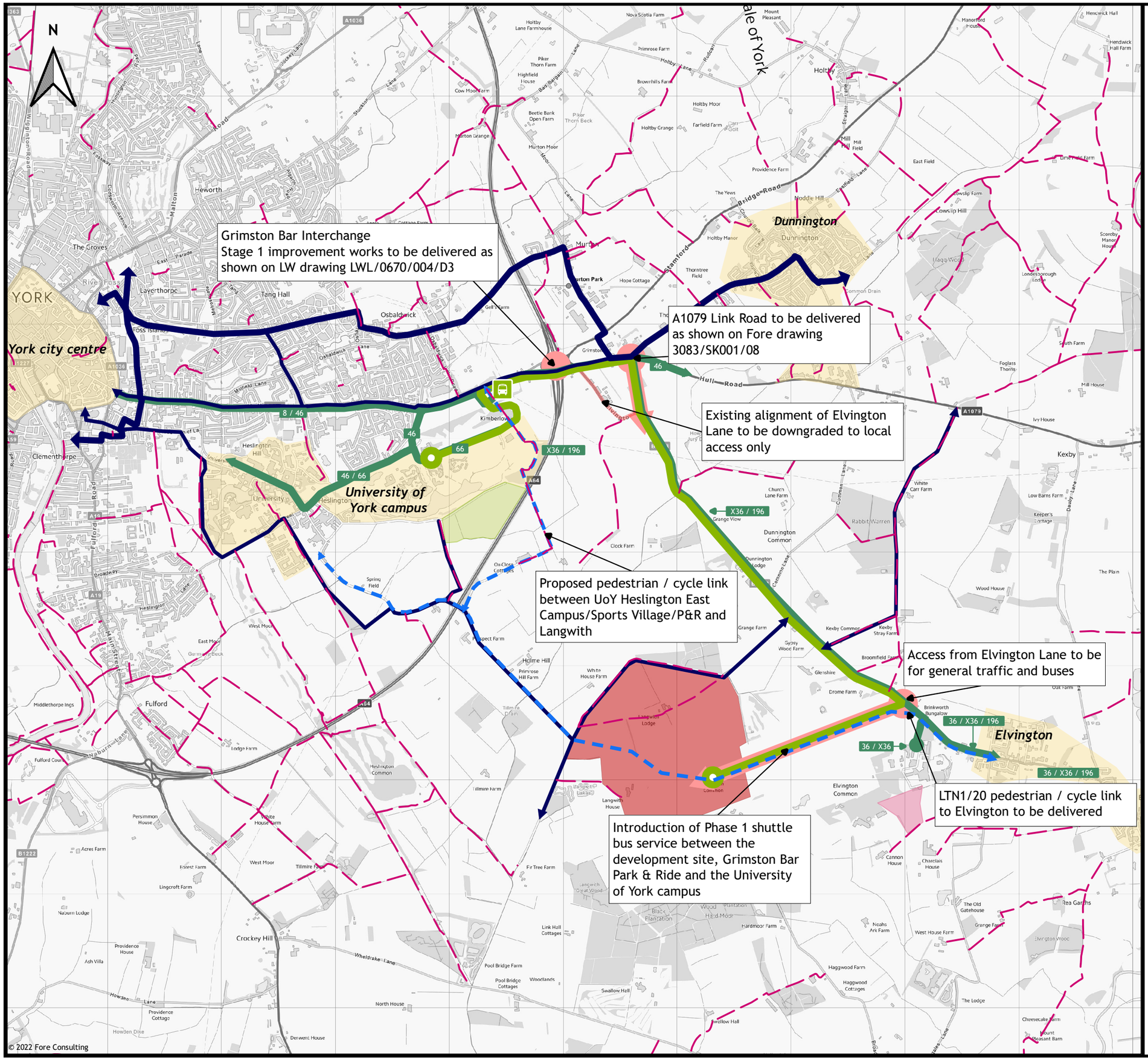
- Public Transport provision.
- Delivery of improved walking and cycling connections between ST15, the University of York and Elvington.
- Provision of walking and cycling routes within ST15 to reduce reliance on private car use.

LDP is committed to the provision of an overall financial contribution of £6 million for sustainable transport measures, with an indicative allocation of £2 million for public transport support and £4 million for pedestrian and cycle infrastructure. This can be drawn down over time as required.

For public transport and based on the initial discussions with the two bus operators, who are both willing to enter into open-book revenue sharing arrangements, it is considered that this level of funding will be sufficient to pump prime and sustain a bus service extension to the site prior to it becoming commercial sustainable.

The overall budget of £6 million that has been adopted in the viability analysis for the introduction of sustainable transport measures including new and improved external links will be more than sufficient to deliver the new infrastructure as set out above.

Figures



Key:

- ST15
- ST26
- ST27
- Indicative Development Site Boundary
- Area of Interest
- Proposed Junction Changes
- Proposed Vehicular Access
- Existing Public Rights of Way (PRoW)
- Section of Elvington Lane to be downgraded
- Existing Strategic Pedestrian Cycle Route
- Existing Pedestrian / Cycle Route
- Proposed Pedestrian / Cycle Link
- Existing Public Transport Route
- Possible Public Transport Route
- Grimston Bar Park & Ride

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Client:
Langwith Development Partnership

Project:
ST15 / Langwith Garden Village

Figure Title:
Outline Transport Strategy
Phase 1

Scale:
1:32500

Figure Status:
Issue

Job Number:
3083

Figure Number:
Figure 1

Grimston Bar Interchange
Stage 2 improvement works to be delivered as shown on drawing LWL/0670/005/D3

Alternative public transport route via A64

Alternative public transport route to York, via the University and P&R

New Grade-Separated Junction on A64
- Required to access the ST15 allocation
- Access road to be provided through to development site

Bus service to be diverted into the development site

Proposed Public Transport Hub

Towards East Riding (46 service only)

Key:

- ST27
- ST26
- ST15
- Area of Interest
- Proposed Junction Changes
- Proposed Vehicular Access
- Link Road
- Public Rights of Way (PRoW)
- Existing Strategic Pedestrian Cycle Route
- Existing Pedestrian / Cycle Route
- Phase 1 Pedestrian / Cycle Route
- Grimston Bar Park & Ride
- Existing Public Transport Route (8 / 46 / 66)
- Alternative Bus Route Options

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Client:
Langwith Development Partnership

Project:
ST15 / Langwith Garden Village

Figure Title:
Outline Transport Strategy
Phase 2

Scale:
1:32500

Figure Status:
Issue

Job Number:
3083

Figure Number:
Figure 2

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Appendix 11

STATUTORY AND REGULATORY REQUIREMENTS ON SCHOOLING OBLIGATIONS ON DEVELOPMENTS

Appendix 11

Statutory & Policy Matters

The Education Act 1996 (as amended) ("EA96"): The primary Act relating to education is the Education Act 1996, which is; (a) a consolidating Act and (b) an Act amended from time to time by subsequent legislation. Unless otherwise indicated in this Statement as applying to education, all references are to the Education Act 1996 (as amended).

EA96 (at section 14(1)) states,

A local education authority[3] shall secure that sufficient schools for providing – (a) primary education and (b) secondary education… are available for their area.

[1] The Elementary Education Act 1870 (section 5) thereafter Education Act 1921 (section 17), Education Act 1944 (section 8), Education Act 1996 (section 14)

[2] The Act actually says, "5. *There shall be provided for every school district a sufficient amount of accommodation in public elementary schools (as hereinafter defined) available for all the children resident in such district for whose elementary education efficient and suitable provision is not otherwise made, and where there is an insufficient amount of such accommodation, in this Act referred to as "public school accommodation," the deficiency shall be supplied in a manner provided by this Act".*

Sections 14(2) to 14(6) go on to explain what is meant by sufficient schools and that it includes implicitly that the requirement is for sufficient appropriate school places.

EA96 (at Section 7) imposes a duty on "*every parent of every child of compulsory school age to cause him to receive efficient full-time education either by regular attendance at school or otherwise*".

Section 14(1), together with s7, derives directly from s5 Education Act 1870 via s17 Education Act 1921 and s8 Education Act 1944. There have been no material changes over

time, merely consolidating legislation, changes to school leaving ages and changes to terminology from time to time. It is, thus, a longstanding duty for the Council as successor to the local school boards.

EA 96 Section 11 requires the Education Secretary of State (i.e. the State) to exercise their powers in respect of those bodies in receipt of public funds which carry responsibility for securing school provision for promoting school education. The duty of the education authority (to secure sufficiency of provision) is to enable the State to discharge its responsibilities within the covenant. Thus, the original premise still holds true: for all children of statutory school age, who are not otherwise provided for, **the State provides a school**, <*my emphasis*> in accordance with the prevailing statutory provisions.

EA96 Section 14 Subsection 3A is a more recent modification to its duty through a requirement for the education authority to exercise its functions under this section with a view to increasing: (a) diversity in the provision of schools, and (b) increasing opportunities for parental choice and was inserted into Section 14 by Section 2 Education and Inspections Act 2006 with effect from 25th May 2007.

Thus, the duty of the education authority is to enable the State to discharge its responsibilities within the covenant: but, with sufficient headroom to allow for the discharge of its S14 (3A) duties.

The Education Secretary of State has determined that those 'otherwise provided for' include those whom provision is made via a Section 106 agreement or the Community Infrastructure Levy. This makes legitimate planning obligations to fund or provide additional school places.

In securing sufficient schools for its area, an Education Authority assesses existing capacity and pupil numbers, data on births and migration, and how parental preferences are manifested. It forecasts (usually with a reasonable degree of accuracy) the need for additional capacity in each school planning area for the ensuing five years for primary schools and seven years for secondary schools.

The Education Authority then passes this information to the State [currently the Education

and Skills Funding Agency **("ESFA")** being the school's operational arm of the Department for Education **("DfE")** by way of the School Capacity Returns **("SCAP")** and the State allocates additional school places as and where shown to be necessary. Each additional school place is accompanied by a formula driven capital funding associated with that place. This is known as Basic Need funding. Basic Need allocations to an education authority are aggregated into a single capital sum to be dispensed by the education authority to each project according to its needs. In calculating a Basic Need requirement, the ESFA allows a 2% headroom across the School Planning Area to allow for within year incidental movement of pupils.

Basic Need funding on a per-pupil-place basis covers increases in pupil numbers forecast, by the Education Authority, beyond existing and planned capacity, to arise because of rising birth rates, rising survival rates, rising inward migration rates and new housing (except when covered by Section 106 agreements or CIL).

The Basic Need pupil place funding system recognises, that whether or not a Section 106 agreement or a CIL charge has been applied by an LPA to a planning permission, is a matter purely for the LPA. It recognises the duty of the LPA to secure sufficient

[3] The local education authority has since 2010 been somewhat confusingly renamed 'local authority' to take account of the authority incorporating the duties of the children's services authority. For the purposes of clarity throughout this proof the term 'education authority' is used as the generic title to keep a clear separation from the planning authority.

housing for its population and its growth agenda. The State holds that the ability or not of a planned housing scheme to fund school places necessary should not sway the determination of that application by the LPA. The disapplication of Basic Need provision where there is a Section 106 agreement or CIL charge is simply to avoid double-funding.

Securing developer contributions for education (April 2019, updated November 2019):

In order to provide further clarity to education authorities, the DfE produced and published a Guidance document related to delivering schools to support housing growth under the Education Act 1996. This is a non-statutory guidance document for local authorities planning

for education to support housing growth and seeking associated developer contributions known as securing developer contributions for education. This document states at its paragraph 3 the following:

It is important that the impacts of development are adequately mitigated, requiring an understanding of:

The education needs arising from development, based on an up-to-date pupil yield factor;

The capacity of existing schools that will serve development, taking account of pupil migration across planning areas and local authority boundaries;

Available sources of funding to increase capacity where required; and

The extent to which developer contributions are required and the degree of certainty that these will be secured at the appropriate time.

The non-statutory Guidance is reinforced because it is endorsed by PPG's 007 Reference ID: 23b-007-20190315 and 008 Reference ID: 23b-008-20190315:

What funding is available for education?

Government provides funding to local authorities for the provision of new school places, based on forecast shortfalls in school capacity. There is also a central programme for the delivery of new free schools.

Funding is reduced however to take account of developer contributions, to avoid double funding of new school places. Government funding and delivery programmes do not replace the requirement for developer contributions in principle.

Plan makers and local authorities for education should therefore agree the most appropriate developer funding mechanisms for education, assessing the extent to which developments should be required to mitigate their direct impacts.

The Department for Education has published guidance for local education authorities on developer contributions for education.

Paragraph: 007 Reference ID: 23b-007-20190315

Revision date: 15 03 2019

What contributions are required towards education?

Plans should support the efficient and timely creation, expansion and alteration of high-quality schools. Plans should set out the contributions expected from development. This should include contributions needed for education, based on known pupil yields from all homes where children live, along with other types of infrastructure including affordable housing.

Plan makers and decision makers should consider existing or planned/committed school capacity and whether it is sufficient to accommodate proposed development within the relevant school place planning areas. Developer contributions towards additional capacity may be required and if so this requirement should be set out in the plan. Requirements should include all school phases age 0-19 years, special educational needs (which could involve greater travel distances), and both temporary and permanent needs where relevant (such as school transport costs and temporary school provision before a permanent new school opens).

Plan makers should also consider whether pupils from planned development are likely to attend schools outside of the plan area and whether developer contributions may be required to expand schools outside of the area.

When local authorities forward-fund school places in advance of developer contributions being received, those contributions remain necessary as mitigation for the development.

The Department for Education has published guidance for local education authorities on developer contributions for education.

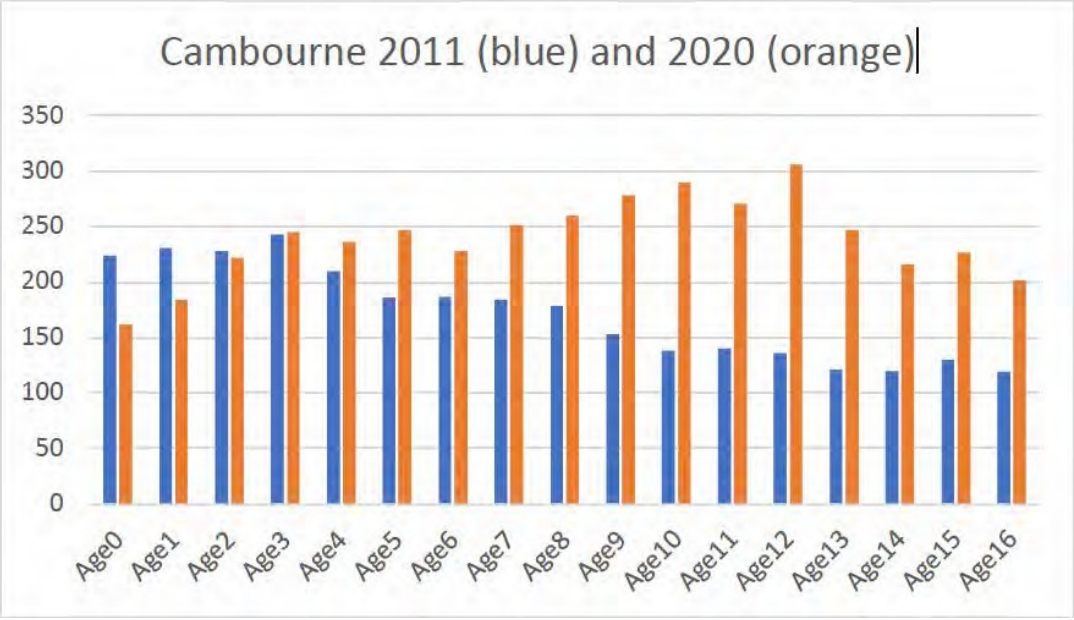
Appendix 2

Cambourne and Kings Hill: examples of how the dominant child age changes over time on a new development

Cambourne

	Dwellings	Data Sources			
2001	1185	Bourn Ward	2001	Census	Peak age 5
2011	3279	Cambourne postal address	2011	Census	Peak age 3
2015	3715	Cambourne postal address	2015	Mid-year	Peak age 7
2016			2016	Mid-year	Peak age 8
2017	4180	Cambourne postal address	2017	Mid-year	Peak age 9
2018	4210	Cambourne postal address	2018	Mid-year	Peak age 10
2019			2019	Mid-year	Peak age 11
2020	4362	Cambourne postal address	2020	Mid-year	Peak age 12

Table 9: Cambourne – How the child population has aged over time

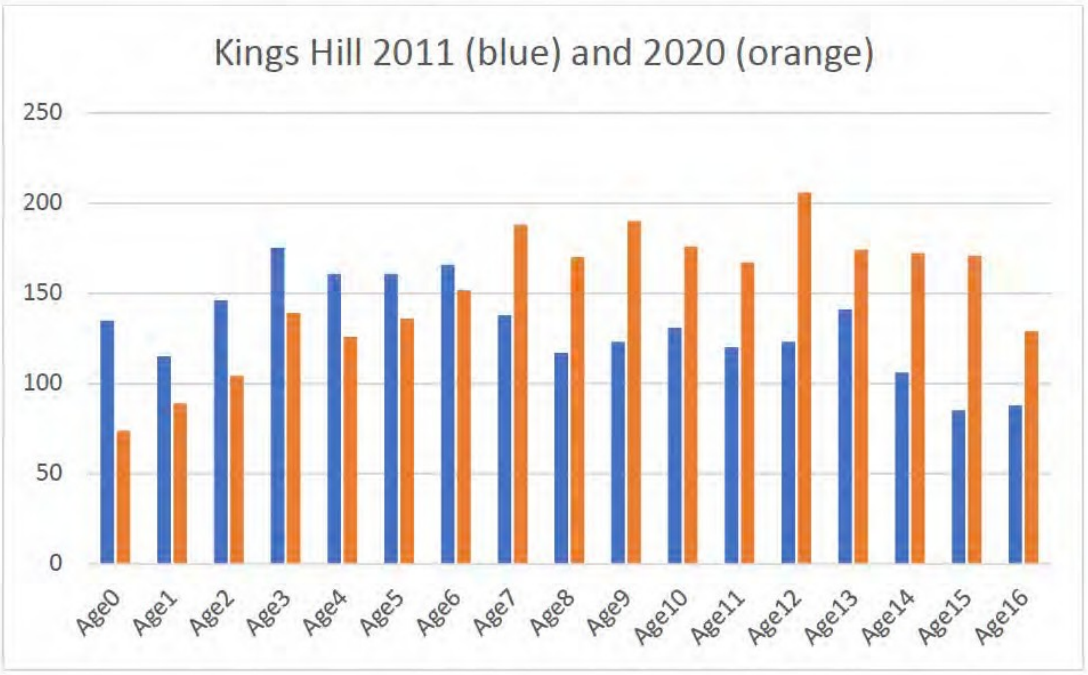


Graph 2: Cambourne – How the child population has aged over time

Kings Hill

	Dwellings	Data Sources			
2001	643	Kings Hill Postal Address	2001	Census	Peak Age 3
2011	2635	Kings Hill Postal Address	2011	Census	Peak Age 3
2015	2876	Kings Hill Postal Address	2015	Mid Year	Peak Age 7
2020	3040	Kings Hill Postal Address	2020	Mid Year	Peak Age 12

Table 10: Kings Hill – How the child population has aged over time



Graph 3: Kings Hill – How the child population has aged over time

Appendix 12

ANALYSIS OF CHILD YIELDS

1. Child age distribution - shown as number of children per 100 dwellings

Children not born at time of move							Age at time of move, based on Census data for development																
-7	-6	-5	-4	-3	-2	-1	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17

1686 births
90587 dwellings

Name of Development

2. Timescale for development at ***ST15***

First completions assumed to be Apr 2025 insert year

Year	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037	2038	2039	2040	2041	2042	2043	2044	2045	
Assumed completions over the year to July	25	135	180	200	200	200	200	200	240	240	240	240	240	240	240	240	79				3339
net of 1 beds over the year to July	21	115	153	170	170	170	170	170	204	204	204	204	204	204	204	204	67	0	0	0	
Assumed completions by July, total	50	165	318	488	658	828	998	1168	1372	1576	1780	1984	2188	2392	2596	2800	2867	2867	2867	2867	

1 bed properti ##### %

3. Number of Children by age, at July each year

	Age of Children																		Occupants				Dwellings		FE		
Year	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	Pre	Pri	Sec	16+					
2026	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	0	0	4	9	6	2	21		0.0	0.0	
2027	9	9	9	9	9	9	9	9	9	9	9	8	8	8	8	8	3	2	28	66	41	12	135		0.3	0.3	
2028	15	15	15	15	15	15	15	15	15	15	15	14	13	13	13	13	9	4	44	103	65	19	89		0.5	0.4	Primary School Opens
2029	25	25	25	25	25	25	25	25	25	25	25	23	23	22	22	22	15	11	75	175	111	31	170		0.8	0.7	
2030	30	30	30	30	30	30	30	30	30	30	30	29	28	27	26	26	23	16	91	212	136	38	89		1.0	0.9	
2031	39	40	40	40	40	40	40	40	40	40	40	38	38	37	36	35	28	25	121	283	184	51	170		1.3	1.2	
2032	48	49	50	51	51	51	51	51	51	51	51	48	47	46	45	45	37	31	150	355	232	64	170		1.7	1.5	
2033	56	58	60	60	61	61	61	61	61	61	61	58	57	56	55	54	47	40	178	426	280	77	170		2.0	1.9	
2034	63	69	71	72	73	73	73	73	73	73	73	70	69	67	66	66	57	50	211	511	338	92	204		2.4	2.3	
2035	73	78	83	85	86	87	87	88	88	88	88	83	82	81	80	79	69	60	246	611	405	111	240		2.9	2.7	2nd Primary School Opens
2036	79	85	90	95	97	99	99	100	100	100	100	95	94	93	92	91	82	72	270	694	464	125	204		3.3	3.1	
2037	86	91	98	102	108	110	111	111	112	112	112	107	106	105	103	102	93	84	290	775	523	140	204		3.7	3.5	
2038	91	98	103	110	114	120	122	123	124	124	124	119	118	117	115	114	105	96	311	851	583	157	204		4.1	3.9	
2039	96	103	111	115	122	126	132	134	135	136	136	131	130	128	127	126	117	108	329	922	642	172	204		4.4	4.3	
2040	100	108	115	123	128	134	139	144	146	147	148	143	142	140	139	138	128	119	346	987	701	189	204		4.7	4.7	
2041	104	113	120	128	135	140	147	151	156	159	160	154	153	152	151	150	140	131	361	1047	760	205	204		5.0	5.1	
2042	99	108	117	124	132	139	144	151	155	161	163	158	158	157	156	154	151	141	349	1043	783	211	67		5.0	5.2	
2043	90	99	108	117	124	132	139	144	151	155	161	157	158	158	157	156	154	151	324	1005	786	212	0		4.8	5.2	
2044	82	90	99	108	117	124	132	139	144	151	155	155	157	158	158	157	156	154	297	961	786	213	0		4.6	5.2	
2045	74	82	90	99	108	117	124	132	139	144	151	150	155	157	158	158	157	156	271	915	779	212	0		4.4	5.2	
2046	66	74	82	90	99	108	117	124	132	139	144	146	150	155	157	158	158	157	246	863	767	208	0		4.1	5.1	
2047	59	66	74	82	90	99	108	117	124	132	139	139	146	150	155	157	158	158	222	809	748	205	0		3.9	5.0	
2048	53	59	66	74	82	90	99	108	117	124	132	135	139	146	150	155	157	158	200	752	725	200	0		3.6	4.8	
2049	51	53	59	66	74	82	90	99	108	117	124	128	135	139	146	150	155	157	179	694	698	190	0		3.3	4.7	
2050	51	51	53	59	66	74	82	90	99	108	117	120	128	135	139	146	150	155	164	636	668	184	0		3.0	4.5	
2051	51	51	51	53	59	66	74	82	90	99	108	113	120	128	135	139	146	150	156	579	635	174	0		2.8	4.2	
2052	51	51	51	51	53	59	66	74	82	90	99	105	113	120	128	135	139	146	154	524	601	166	0		2.5	4.0	
2053	51	51	51	51	51	53	59	66	74	82	90	96	105	113	120	128	135	139	154	476	561	154	0		2.3	3.7	
2054	51	51	51	51	51	51	53	59	66	74	82	87	96	105	113	120	128	135	154	437	521	143	0		2.1	3.5	
2055	51	51	51	51	51	51	51	53	59	66	74	79	87	96	105	113	120	128	154	406	480	132	0		1.9	3.2	
2056	51	51	51	51	51	51	51	51	53	59	66	71	79	87	96	105	113	120	154	384	439	120	0		1.8	2.9	
2057	51	51	51	51	51	51	51	51	51	53	59	64	71	79	87	96	105	113	154	369	398	109	0		1.8	2.7	
2058	51	51	51	51	51	51	51	51	51	51	53	58	64	71	79	87	96	105	154	360	360	99	0		1.7	2.4	
2059	51	51	51	51	51	51	51	51	51	51	51	52	58	64	71	79	87	96	154	358	324	90	0		1.7	2.2	
2060	51	51	51	51	51	51	51	51	51	51	51	50	52	58	64	71	79	87	154	358	294	82	0		1.7	2.0	
2061	51	51	51	51	51	51	51	51	51	51	51	50	50	52	58	64	71	79	154	358	272	77	0		1.7	1.8	
2062	51	51	51	51	51	51	51	51	51	51	51	50	50	50	52	58	64	71	154	358	258	73	0		1.7	1.7	
2063	51	51	51	51	51	51	51	51	51	51	51	50	50	50	50	52	58	64	154	358	250	71	0		1.7	1.7	
2064	51	51	51	51	51	51	51	51	51	51	51	50	50	50	50	50	52	58	154	358	248	70	0		1.7	1.7	

Peak based on First Admissio 4.5 fe

Peak based on Primary School Numb 5.0 fe

Peak based on Secondary Transfe 5.2 fe

Peak based on Secondary Numbers 5.2 fe

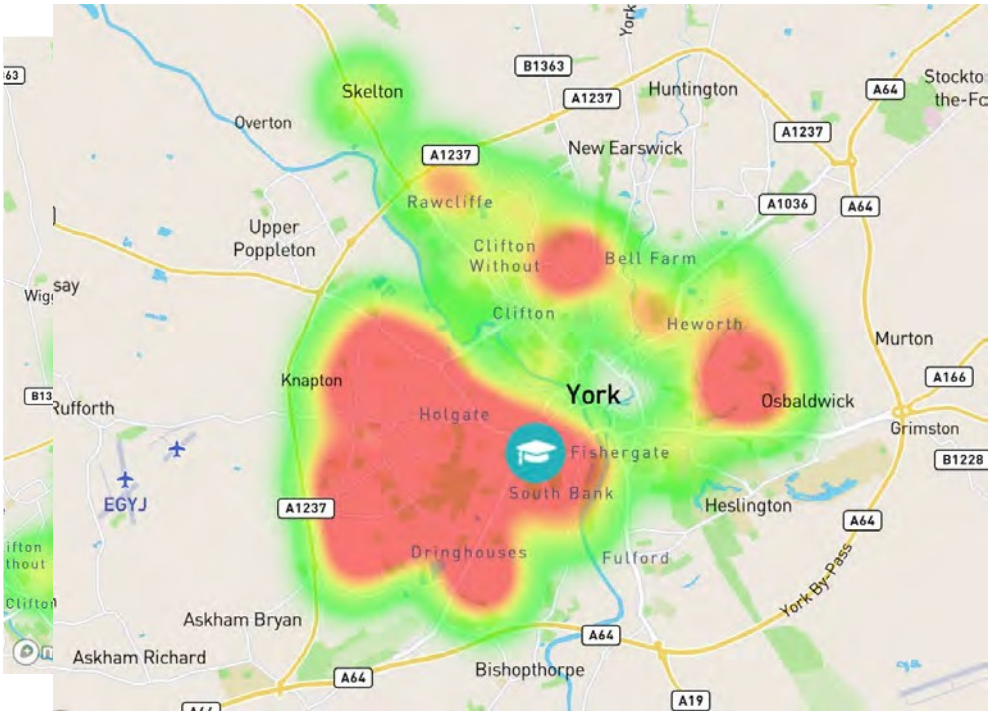
NOTES

Assumptions

- Birth rate for York remains as at 2021
- Turnover of market dwellings remain as average 21 yea
- ST15 serves family housing need from within CYC area
- No new housing beyond 2042

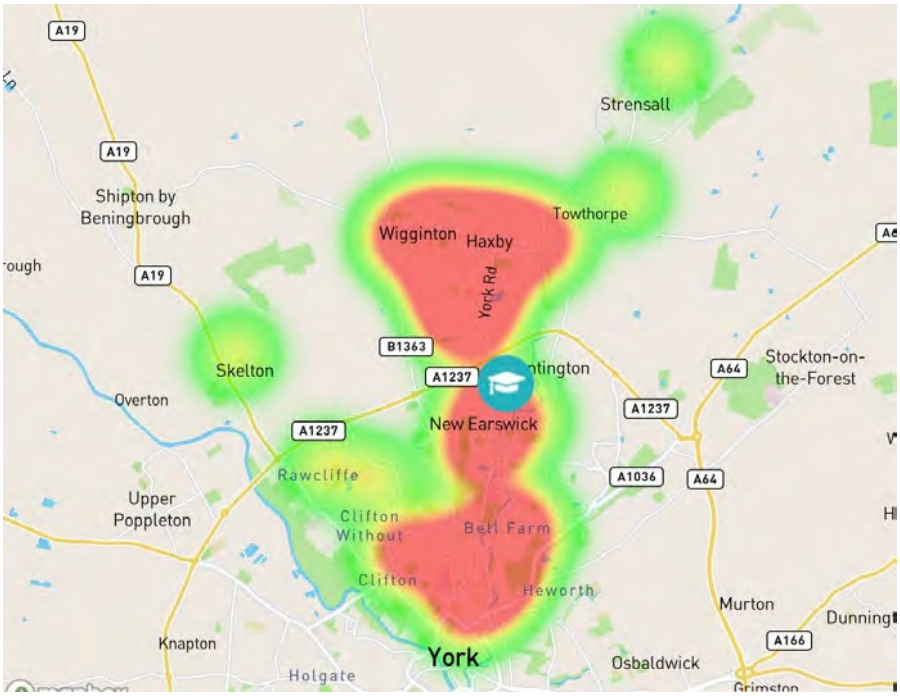
Appendix 13

SECONDARY SCHOOL HEAT MAPS

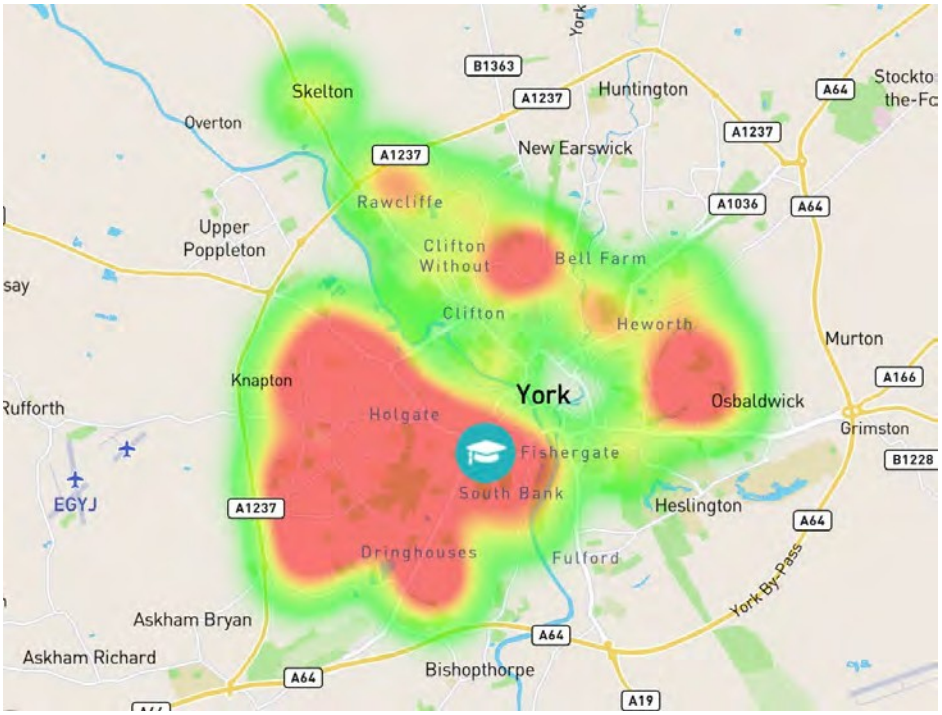


Secondary School Heat Maps

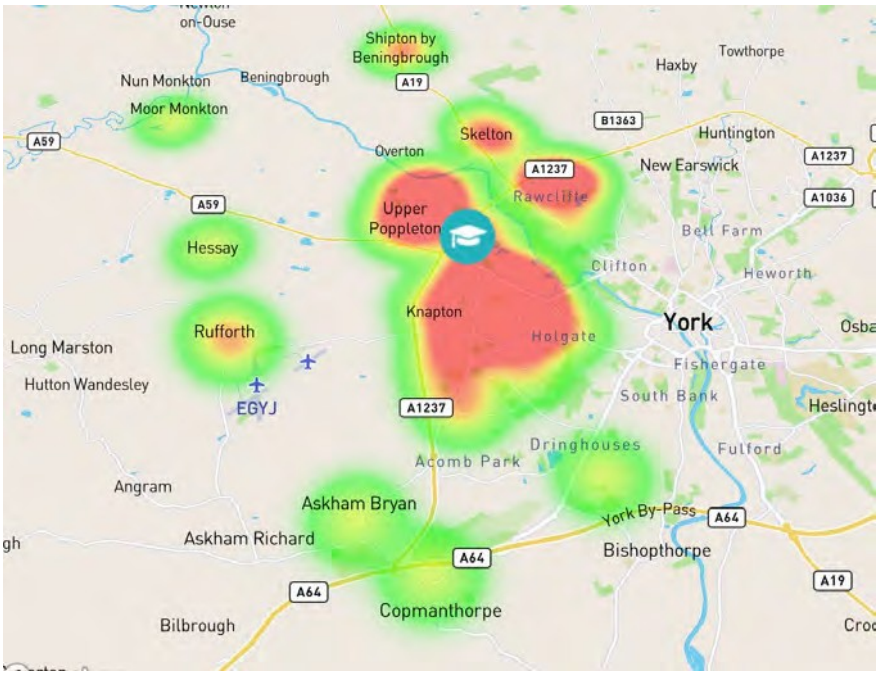
Map 2: Huntington School Catchment Area Heat Map



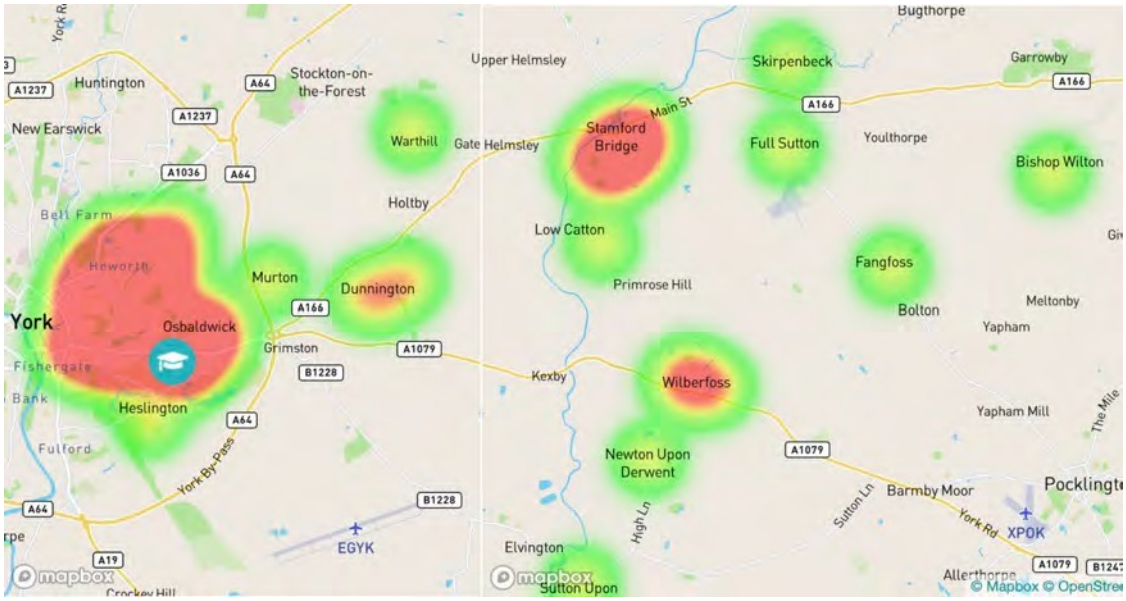
Map 3: Joseph Rowntree School Catchment Area Heat Map



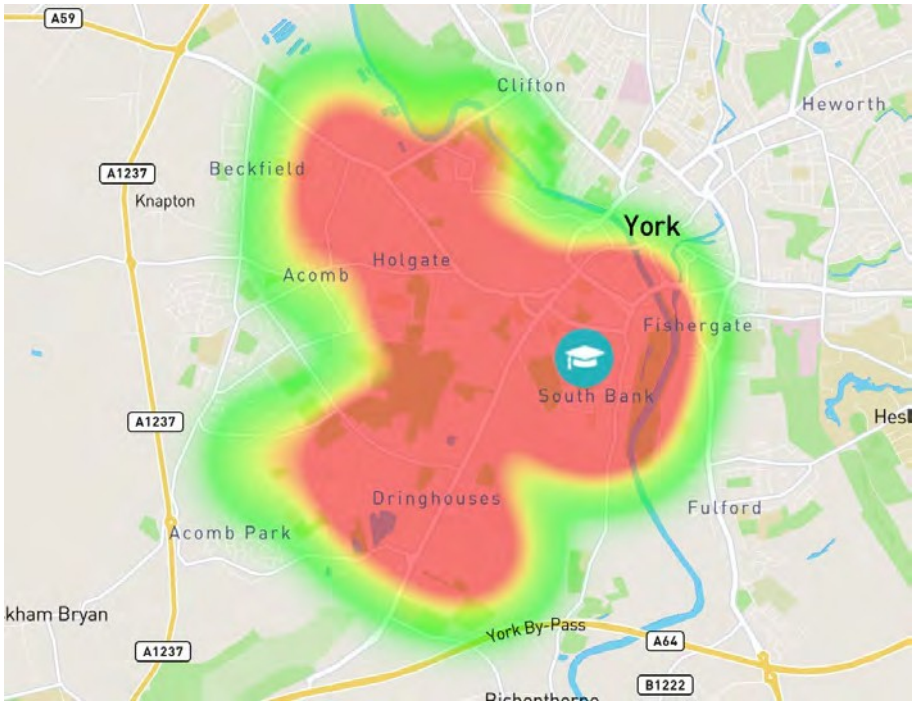
Map 4: All Saints RC School Catchment Area Heat Map



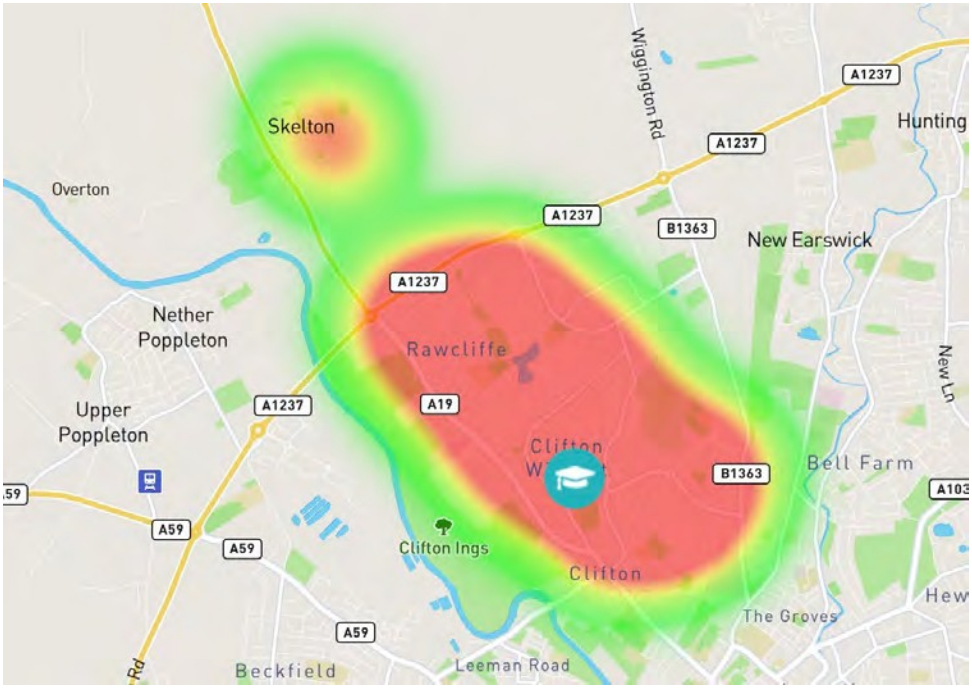
Map 5: Manor C of E Academy Catchment Area Heat Map



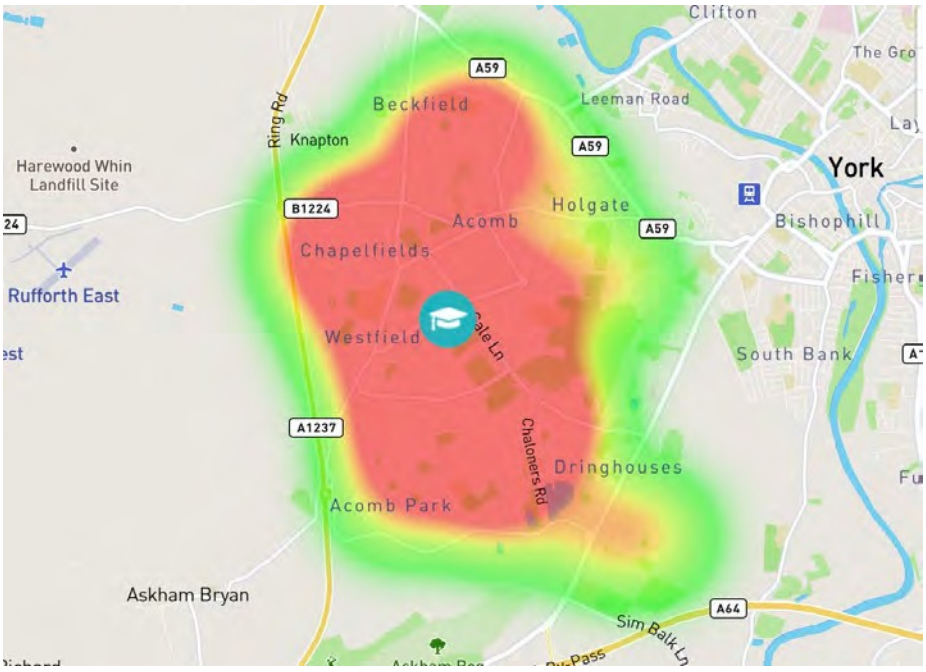
Map 6: Archbishop Holgate's School Catchment Area Heat Map



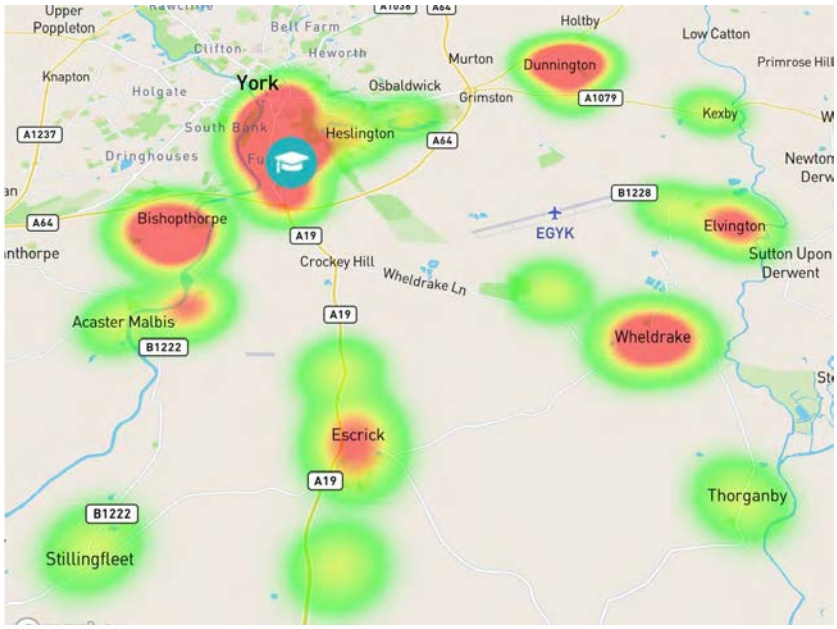
Map 7: Millthorpe School Catchment Area Heat Map



Map 8: Vale of York Academy Catchment Area Heat Map



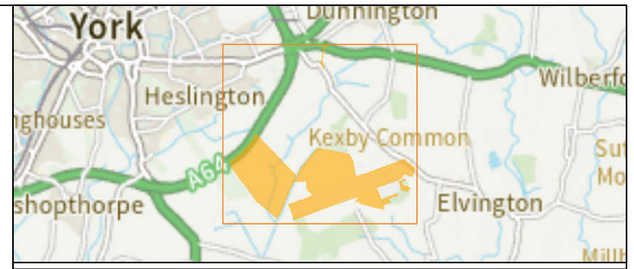
Map 9: York High School Catchment Area Heat Map



Map 10: Fulford School Catchment Area Heat Map

Appendix 14

BNG OPTION 1 (LPD) AND OPTION 2 (CYC)



Site Information

Option 2 (CYC Option)

OS10 - extent

N

0 50 100 200
Metres

PROJECT TITLE

LANGWITH

DRAWING TITLE

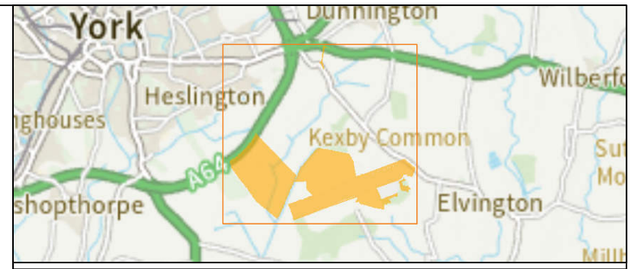
Figure 2. Option 2 (CYC Option), Metric Calculation Areas - 15th June 2022

VER	DATE	REMARKS	Drawn	Checked
2.3	15/06/22	CYC	MP	JB

DRAWING NUMBER:
PeakEcology/Langwith/Metric/20220615/CYC

peakecology LIMITED
ECOLOGICAL CONSULTANTS
Arden House,
Deepdale Business Park,
Bakewell,
Derbyshire.
DE45 1GT.
www.peakecology.co.uk

DATUM	OSGB
PROJECTION	BNG
PLOT SIZE	A3
SCALE	1:16,500



Site Information

Option 1 (LDP Option)

OS10 - extent

Source:
Ordnance Survey © Crown copyright 2022, All rights reserved. License Number 100049837.

N

0 50 100 200
Metres

PROJECT TITLE

LANGWITH

DRAWING TITLE

Figure 1. Option 1 (LDP Option), Metric Calculation Areas - 15th June 2022

VER	DATE	REMARKS	Drawn	Checked
2.3	15/06/22	LDP	MP	JB

DRAWING NUMBER:
PeakEcology/Langwith/Metric/20220615/LDP

peakecology LIMITED
ECOLOGICAL CONSULTANTS
Arden House,
Deepdale Business Park,
Bakewell,
Derbyshire.
DE45 1GT.
www.peakecology.co.uk

DATUM	OSGB
PROJECTION	BNG
PLOT SIZE	A3
SCALE	1:16,500

Appendix 15

LIST OF BIODIVERSITY SURVEYS UNDERTAKEN

Survey type	Year	Comments
Extended Phase 1 Habitat Survey	2013	Whinthorpe survey area. Survey undertaken by Waterman Energy, Environment and Design limited
An Analysis of Abundance and Spatial Distribution of Waders in the Vale of York	2014	Desk based study covering a much wider area around the Langwith and Whinthorpe sites
Wintering Bird Survey	2013/2014	Whinthorpe survey area. Transects and Vantage point surveys.
Breeding Bird Survey	2014	Whinthorpe survey area. Transects and Vantage point surveys.
Great Crested Newt Survey	2014	GCN Survey - survey coverage included the Heslington Tilmire SSSI, but no access was granted at the time to the airfield and the south of the site.
National Vegetation Classification	2014	Heslington Tillmire SSSI surveyed only
Bat Surveys	2015	Bat activity transects, static monitoring, ground level assessment of trees with bat potential and external only assessment of buildings.
Badger Survey	2015	Whinthorpe survey area.
Mud Snail	2015	Due to presence of these snail on the SSSI, Natural England requested we survey the ditches which provided connection to the SSSI
Reptile survey	2015	Survey targeted areas with higher potential for reptiles.
Riparian mammal survey	2015	Whinthorpe survey area.
Extended Phase 1 Habitat Survey	2015	Included protected species scoping. The survey was of land north of the A64 including Grimston Road but not the Elvington Road Bypass
Breeding Bird Survey	2017	WSP undertook the survey. Survey coverage was Survey coverage was ST15, OS10, Airfield SINC & SSSI.
Breeding Bird Survey	2018	Survey coverage was Survey coverage was ST15, OS10, Airfield SINC & SSSI.
Wintering Bird Survey	2019	Survey coverage was ST15, OS10, Airfield SINC & SSSI. Jan to Mar 2019
Wintering Bird Survey	2019/2020	Survey coverage was ST15, OS10, Airfield SINC & SSSI. Nov 2019 to Feb 2020
Extended Phase 1 Habitat Survey	2021	Included protected species scoping. The survey was of land north of the A64 including Grimston Road and the proposed Elvington Road Bypass
Elvington Airfield NVC	2021	Detailed botanical survey of the Airfield SINC
Wintering bird survey	2021/22	Survey coverage was ST15, OS10, Airfield SINC & SSSI. Nov 2021 to Feb 2022
Breeding bird survey	2022	Survey coverage was ST15, OS10, Airfield SINC & SSSI.

All surveys undertaken by Peak Ecology unless otherwise stated.

Appendix 16

ELVINGTON SINC

22nd June 2022

Elvington Airfield Site of Importance for Nature Conservation

Introduction

A new garden village settlement and associated infrastructure is proposed in the south-east of York. An area, ST15, has been allocated in the City of York Council (CYC) Local Plan 2017-2033; the proposed development will sit within ST15 under Policy SS13. To serve the allocation a range of infrastructure is required, including cycle tracks, access roads to a new grade separated road junction onto the A64 and an access eastwards along the Airfield to Elvington Lane. ST15 includes land forming part of Elvington Airfield a Site of Importance for Nature Conservation (SINC). ST15 requires ecological mitigation and compensatory measures. To achieve this Policy SS13, as proposed to be modified, stipulates that a new nature conservation area should be provided as shown on the Policies Map as OS10 included in Policy GI6. OS10 is an area 192ha, largely arable land; in order to address the biodiversity implications of ST15 (and the infrastructure required to serve it) on the SINC, a combination of habitat creation & enhancement over 140ha of this area would be required, as outlined below.

In addition to OS10, a 32ha section of the existing SINC to the west of and outside of ST15, would be retained. This area is capable of improvement through habitat creation and enhancement and would serve as a valuable ecological connection between the SSSI, OS10 and other grassland and important bird habitats in the wider area.

Overall, OS10 and the improvements to the western part of the SINC more than compensates for the loss of SINC area, it avoids impact on the SSSI and secures a positive biodiversity net gain.

Sites of Importance for Nature Conservation

The Site of Importance for Nature Conservation (SINC) is Elvington Airfield; this is a large site of approximately 150ha. It is important as a grassland being dominated by neutral grassland in poor condition interspersed with areas of acid grassland. A diverse invertebrate assemblage is associated with the grassland. The Airfield is also noted for its bird species;

> "*Significant population of skylarks and supports other birds associated with the Lower Derwent Valley*."

Other SINCs in the wider area include Brinkworth Rush (Elv. Air Museum) Brinkworth Rush (Elvington Airfield) and Dodsworth Farm. Both Brinkworth SINCS are noted for their semi-natural grassland whilst Dodsworth Farm Candidate SINC is considered important for its bird interest.

Survey Work

Botanical survey work of the Airfield SINC, undertaken by Peak Ecology in 2021, has shown that grassland is the dominant habitat on Elvington Airfield (72%) the second category by area was hard standing (19%). There is a mosaic of grassland types, dominated by poor semi-improved and semi-improved grassland with pockets of marshy grassland and acid grassland interspersed throughout. For the purpose of the Biodiversity Net Gain calculation, 'poor semi-improved grassland' equates to Neutral Grassland in poor condition and 'semi-improved grassland' equates to Neutral Grassland in moderate condition.

For the most part, the ground is flat and appears free draining, however slight, subtle depressions in the ground appear to retain water for longer and have created rapid transitions from the neutral grassland into marshy grassland, creating isolated pockets.

Winter Bird and Breeding Bird Surveys have also been undertaken in 2018 and 2019 respectively and repeated in 2021/22 and 2022. This years' breeding bird survey is not yet complete but results thus far indicate that the Elvington Airfield is important for skylark in particular.

Impacts

To aid in the understanding of the impacts a plan has been included; the following text refers to areas annotated in the Plan.

- ST15 which lies within Elvington Airfield SINC (46.2ha) - to present a worst-case scenario it is assumed that all habitats that lie within this area will be lost under the Garden Village proposal. This will clearly not be the case in reality, as the development will deliver biodiversity within the settlement itself.
- Access Road East of ST15 in SINC (10.16ha) – This is within the Elvington Airfield SINC and the assumption is made that the biodiversity in the whole of this area will be lost under the Garden Village proposal.
- Immediately East of ST15 and South of Access Road (5.32ha) – this area is included to allow for a new secondary school. Again, for the purpose of this assessment it is assumed worst case, that all of the habitats within this footprint will be lost.
- East of ST15 and South of Access Road (approx. 60ha) – this area is outside of the development proposal; it's value for ground-nesting birds will be reduced as a result of disturbance although the habitats will remain unaffected.
- Area 5, West of ST15 within the SINC (32.15) – This area will be retained and enhanced under the proposal (see below).

In terms of the habitats that will be lost these are set out in the table below; the areas are illustrated in Fig 1 below.

Table 1. Habitats within the Elvington Airfield SINC

Habitat Type	Area (ha)				
	Eastern Access Road	ST15 (within the SINC)	Secondary School (within the SINC)	SINC (outside of proposal)	Area 5 (to be enhanced)
Acid grassland	0.03	N/A	0.97	1.38	N/A
Amenity grassland	N/A	N/A	N/A	0.00	N/A
Arable	N/A	N/A	N/A	N/A	3.77
Bare ground	0.54	1.77	0.53	1.97	0.12
Bracken	N/A	N/A	N/A	N/A	0.32
Ephemeral	1.42	0.03	0.02	0.19	0.09
Hard standing	0.01	9.72	N/A	12.27	5.85
Improved grassland	N/A	N/A	N/A	N/A	0.81
Introduced shrub	N/A	N/A	N/A	N/A	0.09
Marshy grassland	N/A	0.69	N/A	2.12	0.18
Pond	0.00	N/A	0.01	0.04	0.02
Neutral grassland (poor condition)	7.44	30.24	3.47	33.42	17.88
Scrub	0.52	0.14	0.15	0.02	1.30
Neutral grassland (moderate condition)	0.18	3.60	0.18	2.62	1.26
Woodland	0.02	N/A	N/A	0.00	0.48
Not Surveyed (off site)	N/A	N/A	N/A	(6.73)	N/A
TOTALS	**10.16**	**46.19**	**5.33**	**54.03**	**32.17**

Note – when the value recorded is 0.00ha the habitat represented is present but covers an area less than 0.01ha.

Neutral grassland in poor condition is the dominant habitat type throughout the SINC. Other grassland habitats such as marshy grassland and acidic grassland are present in smaller areas and are considered to have greater ecological value. Acidic grassland is a UK Priority Habitat.

Areas of scrub and woodland are also present across the SINC, essentially in the southwestern corner, whilst the bare ground and ephemeral vegetation is largely associated with vehicle tracks across the whole area. The bracken, associated with the woodland to the west and typically a woodland plant, is encroaching on to the grassland and includes some Himalayan balsam.

Hardstanding makes up 27.85ha (19%) of the SINC.

Mitigation

Table 2 below quantifies the change in habitat types in both the OS10 area and the western end of the Airfield SINC. This is based on the Langwith Development Partnership option as shown in the attached map.

Table 1. Proposed Habitat Change

Habitat Type	Area (ha)			
	Area 5 Existing	Area 5 Proposed	OS10 Existing	OS10 Proposed
Arable	3.77	0.00	117.95	0.00
Bare ground	0.12	0.00	0.56	0.00
Bracken	0.32	0.32	0.00	0.00
Ephemeral	0.00	0.00	0.55	0.00
Hard standing	5.85	0.00	2.01	0.00
Improved grassland	0.00	0.00	0.15	0.00
Introduced shrub	0.09	0.00	0.00	0.00
Pond (ornamental)	0.01	0.01	0.00	0.00
Pond (Priority Habitat)	0.01	0.01	0.00	0.00
Scrub	1.30	1.3	0.00	0.00
Neutral grassland (poor condition)	17.88	17.88	8.90	0.00

Habitat Type	Area (ha)			
	Area 5 Existing	Area 5 Proposed	OS10 Existing	OS10 Proposed
Neutral grassland (moderate condition)	1.26	1.26	0.61	0.00
Neutral grassland (good condition)	0.00	9.83	0.78	90.70
Woodland (various types)	0.48	0.48	8.71	8.71
Flood Plain Wetland Mosaic	0.00	0.00	0.00	40.78

Area 5 within the SINC, ie the western area of the airfield, is an area of 32.15ha. The most dominant habitat in this area is neutral grassland in poor condition (56%), the next two largest habitat types are hard-standing (19%) and arable (12%).

It is proposed to enhance Area 5 by removing hard-standing and arable and replacing these areas with more species rich grassland habitats. This could be translocated turves from areas which would otherwise be lost; alternatively, a suitable seed mix could be used once any ground/soil preparation is completed.

Grasslands in particular benefit from appropriate management; in order to meet the full potential a suitable mowing regime will be agreed. A typical meadow management plan, taking nesting birds into consideration, would be appropriate to ensure that maximum ecological value is achieved. The poor condition neutral grassland in Area 5 would be expected to become moderate and then good condition neutral grassland over time. Included in this plan would be the monitoring of scrub and woodland which can encroach onto grassland, reducing quality, however, these habitats also have value for farmland and other birds and should be retained within their current extent.

A 40m strip of land in Area 5 extends along the southern boundary of ST15, this is important since it maintains connectivity with the Dodworth Farm candidate SINC to the south of Elvington Airfield. See plan at p768/1355 of Inquiry Document CD014g.

The Habitat Enhancement Area and the proposed grassland, within OS10 labelled Areas 6 and 7 on the map attached were originally planned by LDP as part of the promotion of Langwith to create a high quality habitat and buffer zone to protect ground-nesting and over-wintering birds on the Heslington Tilmire SSSI. At this time the built area of the proposal was closer to the SSSI and the threat caused by the pet cats of homeowners was considered an issue. Consequently, the plan was to create a grassland mosaic (Area 6) with seasonally inundated areas which would extend and compliment the biodiversity of the SSSI. Area 7 extended that buffer zone creating further protection of the SSSI whilst creating a valuable habitat for birds.

The built area of ST15 is now further way from the SSSI boundary, and the need for a buffer is much reduced compared to previously. ST15 is now approximately 1,000m from the SSSI boundary at its closest point. OS10 provides an opportunity to create a valued grassland habitat which will offset the loss of the Airfield SINC. The area being lost to ST15, including the proposed secondary school and the eastern access road is 61.68ha, some disturbance of the SINC remaining to the east of ST15 is possible. The area of the SINC being retained is 32.15ha and the area of habitat being created within OS10 amounts to a further 140.19ha.

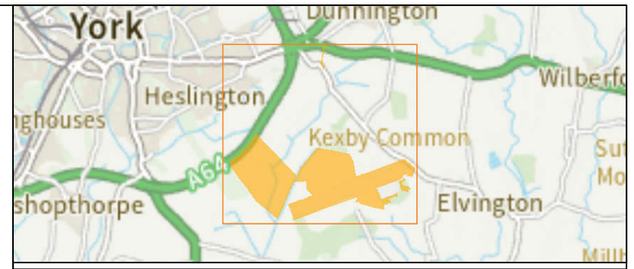
The proposed habitat in this area can be expected, with proper management, to develop into a high-quality habitat supporting numerous bird species and a diverse invertebrate fauna.

In order for this area to truly benefit birds, some hedgerows will need to be removed; ground-nesting birds prefer large open grasslands where they can see approaching predators, they tend to avoid areas near hedgerows or other areas where views are obscured. The loss of hedgerows would be offset by newly planted species-rich native hedgerows in the north of this area. Hedgerows have their own value for other bird species and as conduits for a variety of wildlife.

The nature of the habitats that could be created, as outlined above, would be wholly appropriate considering the nature of those habitats lost in the SINC. Furthermore, the location of OS10 is beneficial since it creates a valuable biodiversity ‘stepping stone’ between the retained SINC and the SSSI. It also links these grassland habitats with the habitats of Dodsworth and Brinkworth Rush SINCS.

The suggested measures are all achievable and appropriate and would demonstrably offset the loss of habitat within the SINC. Area 5, 6 and 7 would be developed into highly valued grassland habitats, benefitting from their proximity to the SSSI and contributing to the biodiversity of the area.

This newly created habitat within OS10, if constructed and managed appropriately, will develop into a valued site and could, in the future, be designated as a new SINC.



Site Information

Option 1 (LDP Option)

OS10 - extent

Source:
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N

0 50 100 200
Metres

PROJECT TITLE

LANGWITH

DRAWING TITLE

Figure 1. Option 1 (LDP Option), Metric Calculation Areas - 15th June 2022

VER	DATE	REMARKS	Drawn	Checked
2.3	15/06/22	LDP	MP	JB

DRAWING NUMBER:
PeakEcology/Langwith/Metric/20220615/LDP

peakecology LIMITED
ECOLOGICAL CONSULTANTS
Arden House,
Deepdale Business Park,
Bakewell,
Derbyshire.
DE45 1GT.
www.peakecology.co.uk

DATUM	OSGB
PROJECTION	BNG
PLOT SIZE	A3
SCALE	1:16,500

Appendix 17

VIABILITY COSTS AGREED

Heading	Item	Value	Rate
Units	Total residential units	3,339	homes
	Private Units	2,337	homes (70%)
	Total Affordable Units	1,002	homes (30%)
	Intermediate units	200	homes
	Affordable rent units	401	homes
	Social Rent units	401	homes
Developers' Profit	Profit on private units	20%	on revenue
	Profit on affordable units	6%	on revenue
Saleable Area	Private saleable area	207,773	Sq m
	Intermediate saleable area	16,399	Sq m
	Affordable rent saleable area	32,799	Sq m
	Social rent saleable area	32,799	Sq m
	Total saleable area	289,770	Sq m
Revenue	Private sale revenue	£779,148,694	GDV
		£3,750	Per sq m
	Intermediate revenue	£43,048,684	GDV
		£2,625	Per sq m
	Affordable Rent revenue	£61,498,119	GDV
		£1,875	Per sq m
	Social Rent revenue	£49,198,496	GDV
		£1,500	Per sq m
	Gross Development Value	£932,893,922	GDV
Sales & Marketing	Private sales and marketing cost	3%	Of GDV
	Affordable conveyancing cost	£500	Per unit
Construction Costs	Base residential construction cost	BCIS Lower Quartile for York	

Heading	Item	Value	Rate
	Garage build cost	£500	Per sq m
	Plot external works	10%	of base residential cost.
	Site opening up costs	£21,950	Per plot
Professional fees	Professional fees	8%	On build cost including externals
Construction contingency	Construction contingency	4%	on build costs including externals
Off-site Highways	Link road between Elvington Lane and ST15.	£5,000,000	Lump sum
	Link Road between Elvington Lane and Hull Road (including Stage 1 Grimston Bar Works)	£5,000,000	Lump sum
	Elvington Lane site access	£5,000,000	Lump sum
	New A64 grade separated junction	£35,000,000	Lump sum
	Link road from new A64 grade separated junction to ST15	£5,000,000	Lump sum
	Works to the Grimston Bar Interchange (Stage 2)	£3,000,000	Lump sum
CIL / S106 Items	S106 Base Assumption	£4,200	Per unit
Other policy requirements	Electric car charging points	£976	Per unit)
	Gypsy and traveller pitches (Policy H5)	£900,000	Based on 6 pitches at £150k each
	Sustainable design policies (Policies CC1, CC2 & CC3)	£6,500	Per unit
	Biodiversity net gain (Policy G12)	£1,212	Per unit
Finance	Interest rate for debt finance	6.50%	On net costs (per annum)
	Benchmark Land Value	£450,000	Per net developable hectare

Heading	Item	Value	Rate
Land	Stamp Duty Land Tax	As per SDLT scheme	Applied to residual land value
	Purchaser Costs	1.8%	of residual land value