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

**Phase 4 Hearings**

Matter 7 – Transport & Air Quality

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AUGUST 2022

LANGWITH DEVELOPMENT PARTNERSHIP LTD

PARTICIPANT REF 378

Q70385

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# 1 Introduction

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- 1.1 Langwith Development Partnership (LDP1) is the principal landholder of the land proposed to be allocated as Site ST15, which is a strategic allocation (covered by 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 England.
- 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) 2 and appeared at the Stage 1, 2 and 3 Hearing Sessions in December 2019, May 2022 and July 2022 respectively.
- 1.4 It is agreed between LDP and CYC that the delivery of a new garden village in the south east of York on the land identified in allocation ST15, is a sound spatial planning approach in meeting some of CYC’s housing need. LDP and CYC are in agreement that ST15’s supporting policy (Policy SS13) needs modification to make it sound, and these are addressed in the SoCG at [EX/SoCG/21](#) and [EX/SoCG/21a](#) (and the Errata which is currently in preparation by CYC/LDP/A1).
- 1.5 In addition to the further modifications agreed between the three parties, LDP also consider further modifications are required to the Policy SS13, as covered in LDP’s [Matter 7 \(Phase 3\) Hearing Statement](#).
- 1.6 This Hearing Statement deals with transport matters and is to be read in conjunction with LDP’s Hearing Statement on Matter 7 (Phase 3). It has been prepared jointly by Quod and Fore Consulting.

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<sup>1</sup> 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.

<sup>2</sup> 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 [\(EX/CYC/66e – PMSID378i – SID378xvii\)](#).

- 1.7 Notably, in respect of transport matters, it is LDP's view that subject to further highways modelling work by CYC to identify what mitigation may be necessary at the A64/Fulford Interchange to address the pre-existing traffic levels and other developments that are planned to come forward before ST15, there is appropriate evidence to demonstrate that ST15 can be accommodated on the local and strategic highway network without any severe residual cumulative impact, let alone any unacceptable harm to the highway network.
- 1.8 Notwithstanding the above, it is agreed between NH and CYC that the issues at the A19/Fulford are pre-existing and do not relate to ST15. LDP's position is that the impacts of traffic arising from ST15 at the A19/Fulford junction are likely to be minor. Whilst there will be additional trips from ST15 heading to and from the west on the A64 mainline, the level of trips from ST15 leaving the A64 mainline and passing through the A19/Fulford junction will be very limited and likely to be of a very low volume. The principal route for ST15 trip travelling into/out of York will be via A1079 Hull Road via Grimston Bar, not via A19, and this can be suitably mitigated (a matter agreed between CYC and LDP).
- 1.9 In terms of transport aspects of the draft Local Plan, there is a high level of agreement between CYC and National Highways (NH) in relation to highway modelling and the modelling framework used as part of the evidence base of the Plan. This is explained in the [SoCG](#) between CYC and NH. Notably, the highway models used by CYC are agreed (2019 based VISUM and VISSUM) as being fit for purpose for the forecasting of highway effects and mitigation. LDP do not disagree with the modelling work that has been presented to date.
- 1.10 The outputs of the modelling by CYC, however, remains the subject of ongoing work to resolve areas on which agreement has not yet been reached between CYC and NH. CYC are undertaking future year scenario testing of the Local Plan traffic at 2025, 2033 and 2040 using their VISUM model, as set out in the SoCG (**EX/SoCG/13**) which will then feed into the mesoscopic model to identify with more certainty the impacts on the strategic road network.
- 1.11 At the time of preparing this Hearing Statement the outcome of the future scenario testing and mitigation development has not been released and, therefore, the schemes required to mitigate the impacts as well as the associated responsibilities and timescales for the delivery of the Local Plan mitigation, have not yet been fully defined. LDP, therefore, reserve their right to comment further on these modelling outputs, and the proposed mitigation, once agreed.
- 1.12 Regardless of the above, it is notable that there is a broad level of agreement already on the strategic highway impacts of the Local Plan on the strategic road network and, most notably, in relation to the A64 (from which ST15 will gain its principal access) where it is forecast that traffic growth will require some mitigation, as outlined below.
- 1.13 In respect of the prospective mitigation on the A64, LDP comment as follows:
- 1.13.1 The design principles of a new Grade Separate Junction (GSJ) on the A64 to serve ST15 is agreed between CYC, NH and LDP and there is agreement that a new GSJ can be delivered in a technically appropriate, and viable, manner.

- 1.13.2 There is a need to mitigate the traffic impacts of several sites on the Grimston Bar junction (A64) A1079 and A166, and at the time of preparing this Hearing Statement, it is understood that a draft design for improvements at this junction has been presented by CYC to NH, and this is currently being assessed. This has not been released by CYC, and therefore LDP reserve the right to comment on this when it is made public. Notwithstanding the above, LDP's team has assessed the impacts of additional trips arising from the wider Local Plan development, including site ST15, at the Grimston Bar interchange and has suggested appropriate mitigation schemes for the junction. These schemes are presented in Appendix 7 of the Matter 7 (Phase 3) Hearing Statement.
- 1.13.3 The funding of this junction improvement is expected to be shared by the private sector developers of those sites which impact directly on the junction. This includes ST15. LDP support the principle of a fair and proportionate funding of improvements from all the allocations which affect this junction.
- 1.13.4 There is a need to introduce mitigation to the A19 Fulford Road junction, which are unrelated to ST15. Alternative mitigation schemes for this junction are being developed by CYC and NH.
- 1.14 In view of the above, LDP reserve their right to comment on the further information that is currently in preparation by CYC and NH and is presently not available in the Examination Library. That said, this Hearing Statement seeks to respond to the questions posed by the Inspectors in relation to the transport impacts of the Plan.
- 1.15 Section 2 of this Statement deals with the transport impacts of the Plan, whilst Section 3 considers the soundness of Policies T1 – T9.

## **2 Q7.1: Will the transport impacts of the Plan fall within reasonable bounds? In other words, having regard to paragraph 32 of the framework, can improvements be undertaken within the transport network that cost effectively limit the significant impacts of development or will the residual cumulative impacts be severe?**

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- 2.1 As set out in paragraph 1.7 above, it is LDP's view that subject to further highways modelling work by CYC to identify what mitigation may be necessary at the A64/Fulford Interchange to address the 2025 (pre-existing) traffic levels and other developments that are planned to come forward before ST15, there is appropriate evidence to demonstrate that ST15 can be accommodated on the local and strategic highway network.
- 2.2 The work undertaken to date by CYC and NH, together with the work independently undertaken on behalf of LDP and provided in representations to date, has identified that suitable mitigation measures can be provided to address any adverse impacts associated with site ST15 in the context of Paragraph 32 of the Framework.
- 2.3 Again, it is noted that at the time of preparing this Hearing Statement the outcome of the future scenario testing and mitigation development for the Plan has not been released and, therefore, the schemes required to mitigate the impacts as well as the associated responsibilities and timescales for the delivery of the Local Plan mitigation, have not yet been fully defined.
- 2.4 in view of the above, LDP, therefore, reserve their right to comment further on these modelling outputs, and the proposed mitigation, once they are released.

## 3 Q7.2: Are Policies T1 to T9 justified and would they be effective?

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### Policy T1: Sustainable Access

- 3.1 LDP do not comment specifically on Policy T1 other than to note their support for the approach of the Policy and the consistency of the sustainable access proposals for ST15 (as promoted in draft Policy SS13, and the proposed modifications to that Policy agreed between CYC/LDP/A1 Haulage).
- 3.2 ST15 is to be designed, and its delivery managed through Policy SS13, to provide safe, suitable and attractive access for all transport users with the aim of maximising the use of more sustainable transport modes. Evidence underpinning the Local Plan demonstrates that this objective can be achieved.
- 3.3 It is demonstrated in LDP's Hearing Statement on Matter 7 (Phase 3) that underpinning the delivery of ST15 is the provision of a frequent high quality public transport access that has been costed and proven to be viable from the first day of occupation of new homes on ST15. Similarly, access by alternative modes to the car including walking and cycling will also be brought forward as part of the development of ST15, and such access will be provided at "day one".

### Policy T2: Strategic Public Transport Improvements

- 3.4 Policy T2 identifies strategic public transport infrastructure and an implementation programme for such. Of note, is the highway enhancements to improve public transport services linking ST15 to York's highway network to create a dedicated public transport/cycle route.
- 3.5 LDP support the provision of a dedicated public transport and cycle route, and these are referenced in the Hearing Statement to Matter 7 (Phase 3) and most notably the importance of linking ST15 to the University of York, given the clear synergies between the two. This is addressed in Policy SS13 (incorporating the modifications agreed between CYC/LDP/A1 Haulage).
- 3.6 Notably, Policy T2 suggests that the dedicated public transport and cycle route linking ST15 to York's highway network will be implemented in the "medium term" (which is defined as the period 2022 – 2027). Given that delivery of new homes on ST15 will not commence until 2026, it is agreed with CYC that a dedicated public transport route will not be provided until later in the delivery programme of ST15, and that an interim bespoke frequent bus service via Elvington Lane will be provided, prior to a dedicated public transport link (via the University or A64). A dedicated cycle route will, however, be provided upon first occupation of the homes at ST15.
- 3.7 Consequently, modifications to the Policy T2 are necessary, and shown below.

## Policy T2: Strategic Public Transport Improvements

The Plan will support the delivery of general and specific junction, highway or public transport infrastructure enhancements as set out in the Local Transport Plan 2 2011- 2031 (LTP3) and subsequent associated (or complementary) investment programmes.

In addition, strategic public transport infrastructure, as listed below, and (if requiring land outside of the highway boundary to implement) as identified on the Proposals Map, will be implemented in the short-term and medium-term timescales shown, and pursued in the long-term timescale shown.

### Short-term (2017-22)

i. The following highway enhancements to improve public transport reliability

- public transport interchange improvements at York Station,
- Leeman Road / Shipton Road Corridor Improvements,
- improve bus routing and waiting facilities adjacent to the memorial gardens in Leeman Road,
- citywide improvements to the urban traffic control system, and
- a package of physical measures to improve operation of the bus fleet and bus services in York city centre.

### Medium- term (2022-27)

ii. Further expansion of the Askham Bar and Poppleton Bar Park & Ride facilities to match rising demand.

iii. The following highway enhancements to improve public transport services and reliability

- a segregated grade-separated bus (and pedestrian / cycle) route across A1237 to improve connectivity with the areas to the north-west of the city, and
- ~~• a dedicated public transport / cycle route linking the new settlement (ST15) to a suitable access on York's highway network in the urban centre of York (subject to confirmation of developers access proposals to site ST15 so not shown on the proposals map).~~

### Long-term (2027-32)

iv. A new railway station at Haxby.

v. Traffic restraint measures in the city centre to improve public transport reliability

The Plan will also support (subject to compliance with other policies in the Plan) development proposals that



- vi. improve rail access and connectivity, including but not limited to new railway stations / halts for heavy or light rail services, and capacity improvements and other enhancements (including new technology applications, where appropriate) on rail lines running into or through York; or
- vii. provide highway enhancements to improve public transport reliability; ~~or~~
- viii facilitate the relocation of the Designer Outlet Park & Ride facility; or
- ix. a dedicated public transport / cycle route linking the new settlement (ST15) with the University of York. In the first phase the public transport route to be provided via Elvington Lane and Grimston Bar. Alternative public transport to be provided via the new grade separated junction with a suitable access via the University Campus onto York's highway network linking to the urban centre of York or via the A64. In the first phase cycle route provision linkage to be provided via Common Lane.

#### Policy T4: Strategic Highway Network Capacity Improvements

- 3.8 Policy T4 identifies strategic highway capacity improvements and an implementation programme for such. The need for highway capacity improvements at the A64/A1079/A166 Grimston Bar junction and the need for a new junction with A64 linking to ST15 are both included in the policy.
- 3.9 LDP supports the provision of both of these highway improvements, as referenced in our previous representations, with the funding of the former to be proportionality shared amongst all developments impacting on the operation of that junction.
- 3.10 It is noted that Policy T4 suggests that the improvements to the Grimston Bar junction will be implemented in the “medium term” (which is defined as the period 2022 – 2027). Given that delivery of new homes on ST15 will not commence until 2026, it is agreed with CYC that the Grimston Bar improvements will not be provided until later in the delivery programme of ST15 for the “long term” (which is defined as the period 2028 – 2033).
- 3.11 As far as LDP is concerned, the improvements to Grimston Bar junction can be brought forward in stages that are appropriate to the delivery trajectory for the new homes, and the detail of this can be agreed at the planning application stage.
- 3.12 Policy T4 also suggests that the new junction with A64 will be implemented in the “medium term” (which is defined as the period 2022 – 2027). Given that delivery of new homes on ST15 will not commence until 2026, it is agreed with CYC that the new junction will not be provided until later in the delivery programme of ST15 for the “long term” (which is defined in the Local Plan as the period 2028 – 2033). It is also agreed with CYC that the initial phase of 1,000 dwellings can be accessed via Elvington Lane, therefore the delivery of the new junction with the A64 is not required until a later stage.

3.13 It is noted that at the end of the SoCG (**EX/SoCG/013**), in “Areas of Agreement”, CYC and NH agree *“That it is possible to mitigate the current problems at Fulford Interchange, with alternative schemes being developed by National Highways and City of York Council under development.”* Notwithstanding that the precise solution for this scheme is not yet available, LDP is of the view that appropriate reference should be added to Policy T4 to note that as yet unidentified improvements are necessary at 2025 at the Fulford Interchange.

3.14 Consequently, modifications to the Policy T4 are necessary, and shown below.

#### **Policy T4: Strategic Highway Network Capacity Improvements**

The Plan will support the delivery of general and specific junction or other highway enhancements as set out in the Local Transport Plan 2011-2031 (LTP3) and subsequent associated (or complementary) investment programmes that improve journey time reliability on sections of the road network that experience high volumes of traffic or delay.

In addition, strategic highway capacity improvements, as listed below and (if requiring land outside of the highway boundary to implement) as identified Proposals Map, will be implemented in the short-term and medium-term timescales shown, and pursued in the long-term timescale shown:

##### Short-term (2017/18 – 2022/23)

i. Improvements to the following junctions (including approaches) on the A1237:

- Haxby Road
- Monks Cross (North Lane)
- B1363 Wigginton Road
- Great North Way
- Strensall Road
- Clifton Moor
- B1224 Wetherby Road

ii. Provision of a new all-purpose access road, including a new bridge over the existing railway, to serve the York Central site (ST5)

##### Medium-term (2022/23 -2027/28)

~~iii. Improvements to the A64/A1079/A166 Grimston Bar junction (including approach roads);~~

iv. Improvements to A1036 (Malton Road, Heworth Green) / Stockton Lane / Heworth Road junction;

v. Junction improvements on Wigginton Road, north of A1237, and

vi. Wigginton Road / Crichton Avenue junction improvement (complementing inbound bus priority measures on Wigginton Road), and

vii. Provision of improvements at the A19 Fulford Interchange to address the 2025 traffic situation.

~~vii. New access of A64, including new grade separated junction, to serve the Land West of Elvington Lane site (ST15)~~

Long-term (2027/28 – 2032/33)

viii. Upgrading the A1237 to dual-carriageway standard

ix. Improvements to the A64/A1079/A166 Grimston Bar junction (including approach roads); and

x. New access of A64, including new grade separated junction, to serve the Land West of Elvington Lane site (ST15)

The plan will also support the construction of new or improved accesses to other major development sites, to a suitable standard, to form part of the city's strategic highway network as possible.

## Policy T5: Strategic Cycle and Pedestrian Network Links and Improvements

3.15 LDP is of the view that 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. Due regard for this within the text for Policy T5 would be helpful and ensure the Policy is sound.

3.16 Additional strategic cycle and pedestrian schemes will be delivered in the area around ST15, and these will provide benefit to existing residents and the wider community of Elvington as well as the University of York and Airfield Business Park. LDP considers that these schemes should be added to those listed under Policy T5 as follows:

- Pedestrian and cycle link improvements between ST15 and University of York.
- Pedestrian and cycle link improvements between ST15 and Elvington Lane, linking to Airfield Business Park and Elvington village.

Both of these schemes will be needed towards the outset of housing delivery on ST15, so should be added under the "Medium-Term" (2022/23 – 2027/28).

3.17 Consequently, modifications to the Policy T5 are necessary, and shown below.

### **Policy T5: Strategic Cycle and Pedestrian Network Links and Improvements**

The Plan will support the delivery of general and specific schemes as set out in the Local Transport Plan 2011-2031 (LTP3) and subsequent associated (or complementary) investment programmes to provide a comprehensive cycling and pedestrian network and improve the environment for walking and cycling.

In addition, strategic cycle and pedestrian network links and improvements, as listed below and (if requiring land outside of the highway boundary to implement) as identified on the Proposals Map, will be implemented in accordance with the timescales shown, to encourage modal shift away from private motor vehicle use to more active and sustainable modes of transport:

#### Short-term (2017/18 – 2022/23)

- i. Widening of footway / cycle way on east side of Scarborough bridge and new approach ramps (includes direct link into York Station);
- ii. Haxby Road / Huntington Road Corridor (Phase 1 – north of existing Nestle site to A1237)\*;
- iii. Wetherby Road / Acomb Road Corridor\*;
- iv. Bishopthorpe Road South Corridor\*;
- v. Fishergate North Corridor\*;
- vi. Strensall Road Corridor (Strensall to A1237)\*, and
- vii. University of York East Campus to West Campus link.

Note schemes denoted thus (\*) also extend into the medium term and long term.

#### Medium-Term (2022/23 – 2027/28)

- viii. Wigginton Road Corridor – Mill Lane to north of existing Nestle Site (ST17) (complementing Inbound bus priority measures on Wigginton Road);
- ix. Haxby Road / Huntington Road Corridor (Phase 2 – city centre to north of existing Nestle site (ST17));
- x. Hull Road Corridor (complementing Bus priority measures on the Hull Road corridor);
- xi. Hurricane Way / Stirling Road corridor\*\*, and
- xii. Pedestrian / cycle bridges across the River Foss (as part of the re-development of the York Caste Gateway major regeneration area);

**viii. Pedestrian and cycle link improvements between ST15 and University of York.**

vix. Pedestrian and cycle link improvements between ST15 and Elvington Lane, linking to Airfield Business Park and Elvington village.

Note scheme denoted thus (\*\*) is a relatively small scheme that could be implemented the short-term.

Long-Term (2027/28 – 2032/33)

xiii. Strategic north-south and east-west cycle routes through the city centre.

In addition to the above, other schemes identified through the Council's Strategic Cycle Route Network Evaluation and Prioritisation Methodology (e.g. Strategic Infill cycle scheme package and Cycle Routes to Villages package) will be pursued.

The Plan will also support proposals that improve access to and around new development, particularly strategic sites, and proposals that improve other cycle and pedestrian routes that are neither strategic network links nor routes included in the Proposals Map.

### **Policy T7: Minimising and Accommodating Generated Trips**

3.18 LDP note the content of this policy and have no comments at this time.

### **Policy T8: Demand Management**

3.19 LDP note the content of this policy and have no comments at this time.



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