



Topic Paper 1:  
Approach to defining York's Green Belt  
Addendum (2021)

**Annex 7:**  
**Housing supply update**

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## **1. Introduction**

- 1.1 York's Strategic Housing Land Availability Assessment (2018) (SHLAA) [SD049A] was submitted as part of the evidence base when the Local Plan was submitted in May 2018. The housing trajectory was updated in 2019 to reflect a proposed modification to the plan's housing requirement from 867 dpa to 822dpa [EXCYC16]. The housing trajectory and windfall assumptions have been updated to a 2020 base date to reflect changes in supply between 2017-2020.
- 1.2 The purpose of this Annex is to update the housing element in Section 7 and Section 9 of our Topic Paper TP1 (Approach to Defining York's Green Belt) Addendum submitted in January 2021 to reflect the updated base date of 1<sup>st</sup> April 2020, in line with the SHLAA update.
- 1.3 The housing supply projections take into account recent housing completions and consents along with developer/agent estimations of delivery on sites with a capacity of 10 or more homes with permission. All draft allocations have also been updated to take account of all recent approvals, are based on evidence received through the most recent consultation responses or align with capacity and delivery rates and lead in times assessed as being appropriate through our Housing Implementation Study [SD049B Annex 5).

## **2. Housing Requirement**

- 2.1 As set out in the Main TP1 Addendum report [EXCYC50], the 'Objectively Assessed Housing Need' for York is 790 dpa, as evidenced by the Housing Needs Update (October 2020) [EXCYC43a].
- 2.2 The overall housing requirement proposed by the Council is 822 dwellings per annum based on the inclusion of 32dpa shortfall to account for an undersupply against the OAN.

## **3. Future Housing Supply**

- 3.1 The updates in this paper include consideration of the updated SHLAA housing supply and trajectory (2021) to a base date of 1<sup>st</sup> April 2020. In summary, the housing supply consists of:
  - A re-calculation of shortfall in supply against housing need between 2012-2020 (target of 790 dpa) resulting in the continued support for the inclusion of an additional 32 dwellings per annum supporting the housing requirement of 822 dpa;
  - 2409 total net dwelling completions between 2017-2020;
  - The total net unimplemented consents at 1st April 2020 of 8,201. The majority of these consents are estimated to be completed within 5 years, however, a significant number are also anticipated for delivery over the Plan period (York Central being the largest of these sites). In line with the

Government's Housing Reconciliation Flows Return, we have included both completions and estimated supply of communal establishments and university managed student accommodation.

3.2 The total unimplemented consents figure comprises:

- a total of 1,912 net additional homes on non-allocated sites;
- a total of 5388 on allocated sites in the Local Plan with full/outline consent;
- a total of 901 with a resolution to grant planning permission subject to the execution of a section 106 agreement, including 294 on non-allocated sites and 607 on an allocated site in the Local Plan; and
- A total of 783 equivalent Communal Establishments and University Managed Student Accommodation

3.3 For the purposes of the trajectory, we include 2,989 extant consents (the 1912, 294 and 783 figures above) on non-allocated sites and communal establishments/university managed student accommodation with permission to be included to a base date of 1<sup>st</sup> April 2020 with estimated delivery based on agent/developer information.

3.4 Draft allocations without consent have been given estimated delivery assumptions based on the latest consultation responses and/or estimated lead in times and build out rates based on our Housing Implementation Study.

3.5 Re-calculation of windfall projections to take account of trends over the previous 10 years (2010 to 2020) results in a slightly higher level of windfall included within our housing trajectory, calculated at 182 dwellings per annum in comparison to previously projected 169 dpa at a base date of 2017 [SD049B]. Our updated windfall assessment (see SHLAA Update (2021)) provides evidence of an increase in historic trends in completions from this source of housing supply.

3.6 A non-implementation rate of 10% remains applied to extant consents, projections of draft housing allocations, communal establishment estimates and university managed student accommodation programmes. This aligns with our earlier calculations [SD049B Annex 5].

#### **4. Identifying Urban Supply and Shortfall (Section 7 Update)**

##### **Housing Supply and Shortfall based on 2017 base date**

4.1 As set out in Section 7 of the TP1 Green Belt Addendum (2021) [EXCYC50], the Council supports identification of development opportunities within the urban area and the optimisation of their potential.

4.2 Based upon the need to ensure delivery within the plan period to 2033, it was identified that that a minimum of 13,152 homes were needed against a housing

requirement of 822 dpa (OAN of 790dpa + a 32 dpa shortfall per annum) between 2017 and 2033 based upon the 2017 based housing trajectory.

- 4.3 To ensure appropriate minimum flexibility beyond the plan period to meet land requirements for a Green Belt, which will not need to be altered at the end of the plan period, the identified objectively housing need identified (790 dpa) was projected forward for 5 years to 2038. Overall, this identified a requirement for the authority to deliver a further 3,950 dwellings to deliver 17,102 dwellings overall at 2038. This is referred to below for convenience as a “housing requirement” up to 2038 but it is not to be confused with the housing requirement for the plan period to 2033.
- 4.4 As per para 7.36 of the main report based on the 2017 housing trajectory [EXCYC16], in identifying suitable, available and deliverable sites for development through the SHLAA [SD049], the capacity within the urban area at that time provided for 5798 dwellings during the plan period to 2033. Additionally, a further 700 dwellings would be delivered beyond the plan period to 2038 providing 6498 dwellings within the urban area in total. The sites that provide this capacity were set out in Table 3 (page 60). Table 1 below replicates this as follows:

**Table 1: Table 3 of EXCYC50 - Housing sites within urban areas outside of the Green Belt (existing main urban area, villages and industrial locations considered) and identified shortfall at a base date of 2017.**

Location	ALLOCATION	SITE NAME	Site size (ha)	Potential Residential Units		
				Delivery in Plan Period	Beyond plan period to 2038	Total (2017-2038)
Urban	H1	Former Gas Works, 24 Heworth Green	3.54	336	0	336
Urban	H3	Burnholme School	1.90	72	0	72
Urban	H5	Lowfield School	3.64	162	0	162
Urban	H7	Bootham Crescent	1.72	86	0	86
Urban	H8	Askham Bar Park & Ride	1.57	60	0	60
Urban	H10	The Barbican	0.96	187	0	187
Urban	H20	Former Oakhaven EPH	0.33	56	0	56
Urban	H22	Former Heworth Lighthouse	0.29	15	0	15
Urban	H23	Former Grove House EPH	0.25	11	0	11
Urban	H46	Land to North of Willow Bank and East of Haxby Road, New Earswick	2.74	104	0	104
Urban	H52	Willow House EPH, Long Close Lane	0.20	15	0	15
Urban	H55	Land at Layerthorpe	0.20	20	0	20
Urban	H56	Land at Hull Road	4.00	70	0	70

Location	ALLOCATION	SITE NAME	Site size (ha)	Potential Residential Units		
				Delivery in Plan Period	Beyond plan period to 2038	Total (2017-2038)
Urban	H58	Clifton Without Primary School	0.70	25	0	25
Urban	ST1	British Sugar/Manor School	46.3	1,200	0	1,200
Urban	ST2	Civil Service Sports Ground Millfield Lane	10.40	266	0	266
Urban	ST4	Land Adjacent to Hull Road	7.54	211	0	211
Urban	ST5	York Central	35.0	1,500	200	1,700
Urban	ST16	Terry's Extension Site – Terry's Clock Tower (Phase 1)	2.18	22	0	22
Urban	ST16	Terry's Extension Site – Terry's Car Park (Phase 2)		33	0	33
Urban	ST16	Terry's Extension Site – Land to rear of Terry's Factory (Phase 3)		56	0	56
Urban	ST17	Nestle South (Phase 1)	2.35	263	0	263
Urban	ST17	Nestle South (Phase 2)	4.70	600	0	600
Urban	ST32	Hungate (Phases 5+)	2.17	328	0	328
Urban	ST36	Imphal Barracks, Fulford Road	18.0	100	500	669
<b>Total</b>				<b>5798</b>	<b>700</b>	<b>6498</b>
* Imphal Barracks has the capacity to deliver 769 dwellings overall. However, within the plan for 5 year flexibility period to 2037/38 it will deliver 600 homes as set out in the CYC Housing Trajectory [EXCYC16]. The remaining 169 dwellings will be delivered beyond 2038.						
<b>Total housing requirement 2017-2038, inclusive of inherited shortfall (32 dpa)</b>					<b>17,102 dwellings</b>	
<b>Housing supply</b>						
			<b>Total</b>	<b>10% non-implementation rate</b>		
Extant planning permission @ 1st April 2017			3578	-358		3,220
Windfall allowance (2017-2038)			3,042			3,042
Sites identified within urban areas (outside green belt)			6498	- 650		5,848
Total Housing supply			13118	-1008		12,110
<b>Shortfall (housing requirement – housing supply)</b>					<b>4,992 dwellings</b>	

## Updated Housing Supply and Shortfall at a 2020 Base Date

4.5 In order to provide an update to a base of 1<sup>st</sup> April 2020, the updated data set out in section 2 have been applied to include consideration for:

- 2409 net housing completions between 2017-2020,
- 2989 extant consents at 1<sup>st</sup> April 2020
- re-calculated windfall assumption of 182 dpa; and
- delivery of site allocations within urban areas based on updated delivery assumptions.

4.6 Table 2 updates details of site allocations previously identified within our SHLAA and GB TP1 Addendum (2021) that fall within the urban area. This now identifies a capacity for 5,811 homes during the Plan period to 2033. A further 1,219 homes are due for completion beyond the Plan period to 2038, providing 7,030 dwellings within the urban area in total.

**Table 2: Housing sites within urban areas outside of the Green Belt (existing main urban area, villages and industrial locations considered) and identified shortfall at a base date of 1<sup>st</sup> April 2020.**

Location	ALLOCATION	SITE NAME	Site size (ha)	Potential Residential Units		
				Delivery in Plan Period	Beyond plan period to 2038	Total (2017-2038)
Urban	H1a & b	Former Gas Works, 24 Heworth Green (National Grid Properties)	3.54	607	0	607
Urban	H3	Burnholme School	1.90	72	0	72
Urban	H5	Lowfield School	3.64	165	0	165
Urban	H6	Land R/O The Square	1.53	N/A	0	N/A
Urban	H7	Bootham Crescent	1.72	86	0	86
Urban	H8	Askham Bar Park & Ride	1.57	60	0	60
Urban	H10	The Barbican	0.96	187	0	187
Urban	H20	Former Oakhaven EPH	0.33	56	0	56
Urban	H22***	Former Heworth Lighthouse	0.29	0 (15***)	0	0 (15***)
Urban	H23***	Former Grove House EPH	0.25	0 (29***)	0	0 (29***)
Urban	H46	Land to North of Willow Bank and East of Haxby Road, New Earswick	2.74	104	0	104
Urban	H52	Willow House EPH, 34 Long Close Lane	0.20	15	0	15
Urban	H55	Land at Layerthorpe	0.20	20	0	20
Urban	H56	Land at Hull Road	4.00	69	0	69

Location	ALLOCATION	SITE NAME	Site size (ha)	Potential Residential Units		
				Delivery in Plan Period	Beyond plan period to 2038	Total (2017-2038)
Urban	H58	Clifton Without Primary school	0.70	25	0	25
Urban	ST1a	British Sugar/Manor School	46.30	1100	0	1100
Urban	ST1b	Manor School		100	0	100
Urban	ST2	Former Civil Service Sports Ground Millfield Lane	10.40	266	0	266
Urban	ST4	Land Adj. Hull Road and Grimston Bar	7.54	211	0	211
Urban	ST5	York Central	35.00	1378	719	2097
Urban	ST16	Terrys Extension Site - Terrys Clock Tower (Phase 1)	2.18	22	0	22
Urban	ST16	Terrys Extension Site - Terrys Car park (Phase 2)		33	0	33
Urban	ST16	Terrys Extension Site - Land to rear of Terrys Factory (Phase 3)		56	0	56
Urban	ST17	Nestle South (Phase 1)	2.35	279	0	279
Urban	ST17	Nestle South (Phase 2)	4.70	425	0	425
Urban	ST32	Hungate (Phases 5+) (Blocks D & H)	2.17	375	0	375
Urban	ST36	Imphal Barracks, Fulford Road	18.00	100	500	600
<b>Total</b>				<b>5811</b>	<b>1219</b>	<b>7030</b>

\*Imphal Barracks has the capacity to deliver 769 dwellings overall. However, within the Plan and for a 5 year flexibility period to 2037/38 it will deliver 600 homes as set out in the Housing Trajectory. The remaining 169 homes will be delivered beyond 2038.

\*\* York Central has the capacity to deliver up to 2,500 homes with an estimated 2,097 homes to be complete by 2038 with up to 403 homes remaining after 2038

\*\*\*It should be noted that H22: Former Heworth Lighthouse (15 homes) and H23: Former Grove House EPH (29 homes) were completed within the last 3 years and are accounted for in our completions figures, not in above supply.



Table 3: Housing supply 2017-2033

<b>Housing Supply 2017 - 2033</b>			
<b>Total Housing Requirement 2017- 2033</b> Inclusive of inherited shortfall (32 dpa)		<b>13,152</b>	
Housing completions 2017-2020		<b>-2409</b>	
		<b>10,743 dwellings</b>	
	<b>2017-2033</b>	<b>10% non-implementation rate</b>	<b>TOTAL</b>
Extant planning permissions at 1st April 2020	2,989	-299	<b>2,690</b>
Windfall allowance	1820	N/A	<b>1820</b>
Sites identified within urban areas (outside green belt)	5811	-581	<b>5230</b>
<b>Total Housing Supply</b>			<b>9740</b>
<b>Shortfall 2017-2033</b> (housing requirement - housing supply)			<b>1003 dwellings</b>

Table 4: Housing supply 2033 - 38

<b>Housing Supply 2033 - 2038</b>			
<b>Total Housing Requirement 2033- 2038</b> Inclusive of inherited shortfall (32 dpa)		<b>3,950 dwellings</b>	
	<b>2033-2038</b>	<b>10% non-implementation rate</b>	<b>TOTAL</b>
Windfall allowance	910	N/A	<b>910</b>
Sites identified within urban areas (outside green belt)	1219	-122	<b>1097</b>
<b>Total Housing Supply</b>			<b>2007</b>
<b>Shortfall 2033-2038</b> (housing requirement - housing supply)			<b>1943 dwellings</b>

Table 5: Housing supply 2017- 2038

<b>Housing Supply 2017 - 2038</b>	
<b>Total Housing Requirement</b>	<b>14,693</b>
<b>Total Housing supply</b>	<b>11,747</b>
<b>Shortfall</b>	<b>2,946 dwellings</b>

- 4.7 In 2017, the assessed shortfall of supply in the urban area was 4,992 dwellings based upon 2017-2038. Taking into account housing completions between 2017-2020, there is a remaining need to deliver 10743 dwellings to 2033. **The updated 2020 baseline consequently identifies a shortfall of 1,003 dwellings to 2033 (Table 3) and a further 1,943 dwellings to 2038 (Table 4).** This difference is accounted for when considering higher completion rates than estimated, greater housing consent levels together with higher capacity totals on draft housing allocations following approvals over the last three monitoring years.
- 4.8 Table 3 shows that during the plan period, supply in the urban area will meet 39.8% of overall housing need (i.e. housing supply in urban area (5230) out of total housing requirement (13152). Table 5 shows that there is a need to provide sufficient land to achieve a total minimum housing requirement of 14,693 homes between 2020 and 2038 to ensure Green belt boundaries do not need to be altered at the end of the Plan period. Updating the site allocation supply capacities originally set out in the SHLAA [SD049A] to take account of updates to the delivery timetable and planning permissions granted, identifies a supply of 6,327 homes on land within the urban area (inclusive of a 10% non-implementation rate). This identified supply therefore meets 43% of the overall housing need. In addition to this figure a further 2,690 homes have extant consent on non-allocated sites and communal establishments/university managed student accommodation with permission (inclusive of the non-implementation rate), whilst 2,730 homes are estimated to be complete through an amended windfall allowance.
- 4.9 Overall the identified housing supply will provide 11,747 homes up to 2038 (See Table 5). This equates to 80% of the notional requirement for that period. From this calculation the shortfall over this period is identified at 2,946 dwellings that needs to be accommodated on additional land outside the existing urban areas and to ensure that the Green Belt will not need to be amended within at least 5 years beyond the Plan period.

## **5. Enduring Boundaries Beyond the Plan Period (Section 10)**

- 5.1 Section 10 of the TP1 Addendum [EXCYC50] sets out how the Council seeks to ensure that the Green Belt will endure for a minimum of 20 years and will not need to be altered at the end of the Plan period (SP12).
- 5.2 Table 4 of Section 10 identifies those sites which are considered to be the most suitable and sustainable as identified through the Local Plan site selection process (SP10) and identified as causing the least harm to the green belt, as per Section 9b and SP11. Overall, the table includes sites identified in the Local Plan (2018) that sit within the general extent of the York Green Belt. In line with the spatial strategy, sustainable sites were identified as urban and village extensions as well as freestanding settlements.
- 5.3 Table 6 in this report updates this supply based upon revised assumptions related to delivery. Of the 12 sites identified within the general extent of the

Greenbelt, there are seven strategic sites (over 5 ha) and five general housing allocations (between 0.2ha – 5ha) identified to meet the established housing need. Together these are anticipated to deliver 7,374 dwellings with 7,141 dwellings to be delivered on Strategic Sites and 233 dwellings to be delivered on general site allocations.

**Table 6: Housing sites in non-urban areas within the Green Belt**

Location	Allocation	Site Name	Site Size (ha)	Potential Residential Units		
				Delivery in Plan Period	Beyond Plan Period to 2038	Total (2020 - 2038)
Village extension	H29	Land at Moor Lane Copmanthorpe	2.65	88	0	88
Village extension	H31	Eastfield Lane Dunnington	2.51	76	0	76
Village extension	H38	Land RO Rufforth Primary School Rufforth	0.99	33	0	33
Village extension	H39	North of Church Lane Elvington	0.92	32	0	32
Village extension	H53	Land at Knapton Village	0.33	4	0	4
Freestanding settlement	ST7	Land East of Metcalfe Lane	34.50	630	215	845
Urban extension	ST8	Land North of Monks Cross	39.50	968	0	968
Urban extension	ST9	Land North of Haxby	35.00	665	70	735
Freestanding settlement	ST14	Land to West of Wigginton Road	55.00	1050	298	1348
Freestanding settlement	ST15	Land to West of Elvington Lane	159.00	1540	1400	2940
Village extension	ST31	Land to the South of Tadcaster Road, Copmanthorpe	8.10	158	0	158
Village extension	ST33	Station Yard Wheldarke	6.00	147	0	147
<b>Total</b>				<b>5391</b>	<b>1983</b>	<b>7374</b>
<b>10% non implementation rate applied</b>				<b>-539</b>	<b>-198</b>	<b>-737</b>
<b>Total (with non implementation rate applied)</b>				<b>4852</b>	<b>1785</b>	<b>6637</b>
* ST15 Land to the West of Elvington Lane has been assessed as having the capacity to deliver 3,339 dwellings overall. However, up to 2037/38 it is estimated that 2,940 homes are to be complete with the remaining 399 homes to be delivered beyond 2038.						

5.4 The sites identified in Table 6 based upon a base date of 2020 provide 4,852 dwellings during the plan period (2017-2033) inclusive of a 10% non-implementation rate.

- 5.5 The inclusion of these sites in the updated 2020 housing trajectory together with the identified urban sites as set out in Table 2 identify that there is the potential to deliver 17,001 homes over the Plan period to 2032/33 (inclusive of actual completions between 2017-2020 (2409 dwellings), extant planning permissions plus a 10% non-implementation rate and windfalls (1820 dwellings)). The difference between this and the housing requirement of 13,152 dwellings for the plan period (2017-2033) is 3,849 dwellings.
- 5.6 As was the case with the previous housing trajectory, this level of provision has been proposed to exceed the shortfall identified in Section 4 of this report (1,003 dwellings at 2033), in order to ensure that the Plan meets needs whilst also having the flexibility to adapt to rapid change over the plan period – see NPPF Paragraph 14). The Plan needs to be robust and capable of meeting unexpected contingencies such as delivery failure or slippage in one or more sites. The range of sites proposed needs to be effective over the lifetime of the Plan and have regard to potential but currently unforeseen changes in circumstances. Thus if insufficient land is released from the Green Belt and sites fail to come forward as expected this could jeopardise the fulfilment of the Plan's objectives to deliver sufficient quality housing to meet the identified needs over the plan period, by means of flexible housing supply. It could also jeopardise the long term retention of the Green Belt boundaries. The Council considers that the advantages of this approach outweigh any harm that may be caused to the contribution that land makes to Green Belt purposes as considered through the boundary definition process.
- 5.7 The approach taken reflects the intention of the spatial strategy to ensure the delivery of sustainable sites and free-standing settlements that are allocated as a whole, to enable holistic masterplanning and negate the need for safeguarded land (see Section 10b of the main report). The sites identified are large enough to have the opportunity to enhance and/or connect into existing facilities and transport routes (be accessed sustainably) as well as provide commensurate facilities and connections to be self-contained (be self-sustaining). This approach provides certainty to the local communities and developers whilst also allowing for more comprehensive place shaping and master planning of development to provide sustainability communities in the long term.
- 5.8 The Council therefore considers the supply of dwellings at 2033 to afford an appropriate headroom to ensure that the plan remains robust in the event that there is slippage in the delivery of housing from the allocated or committed sites.
- 5.9 Further, whilst these sites deliver in the plan period, they are also planned to complete beyond the plan period to provide permanence to the Green Belt and ensure that the identified boundaries do not need to be altered for a minimum of 20 years. The housing need was projected forward to give a figure of an additional 3,950 dwellings to 2038. Table 4 identified that there was a shortfall of 1,943 dwellings based upon projected urban supply. Including the supply identified at Table 6, the housing trajectory identifies that in total a further supply of 3,792 dwellings will be delivered between 2033-2038 (2882 dwellings from site allocations + windfall allowance of 182 dpa x 5 years). At 2038 there

is therefore a projected buffer against assessed need of 3,691 dwellings, based upon the delivery of 20,793 dwellings against an overall need of 17,102.

5.10 Additionally several sites are anticipated to deliver beyond 2038, including:

- ST36 'Imphal Barracks' delivering a further 169 dwellings;
- ST5 'York Central' delivering up to an additional 403 dwellings; and
- ST15 'Land west of Elvington Lane' delivering a further 399 dwellings.

5.11 The cumulative supply beyond the plan period is therefore 4565 dwellings (3691 buffer set out above plus the total of 9781 from the 3 sites above with a 10% non-implementation rate). This effectively demonstrates that the Council can determine Green Belt permanence beyond the plan period for nearly a further 6 years, to 2044. This confirms that the approach taken strengthens the permanence of the Green Belt and ability to secure the boundaries for a minimum of 25 years and 11 years beyond the current plan period.