



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

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

Updated to Base date of 1<sup>st</sup> April 2022

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## **1. Introduction**

- 1.1 This Annex updates the housing figures in Section 7 and Section 9 of Topic Paper TP1 (Approach to Defining York's Green Belt) Addendum submitted in January 2021 [EX/CYC/59].
- 1.2 The Council published an update to these sections in May 2021 [EX/CYC/59i], applying a base date of 1<sup>st</sup> April 2020. This update ensures figures in the tables of that report are aligned to the latest housing trajectory [EX/CYC/76], which has a base date of 1<sup>st</sup> April 2022.

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

- 2.1 Table 1 updates details of site allocations previously identified within our SHLAA and GB TP1 Addendum (2021)[EX/CYC/59i] that fall within the urban area. This now identifies a capacity for 4940 homes during the Plan period to 2033. A further 1265 homes are due for completion beyond the Plan period to 2038, providing 6205 dwellings within the urban area in total. This can be compared with Table 2 in EX/CYC/59i, where the comparable figures were 5811, 1219 and 7030 dwellings respectively. The difference in the figures is attributable to sites which have been developed out now being treated as completions.

**Table 1: Housing sites within urban areas outside the general extent of Green Belt (existing main urban area, villages and industrial locations considered) and identified shortfall at a base date of 1<sup>st</sup> April 2022.**

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	83	0	83
Urban	H5	Lowfield School	3.64	93	0	93
Urban	H6	Land R/O The Square	1.53	N/A	0	N/A
Urban	H7	Bootham Crescent	1.72	93	0	93
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	N/A	0	N/A
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	117	0	117
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	0 (69***)	0	0 (69***)
Urban	H58	Clifton Without Primary school	0.70	15	0	15
Urban	ST1a	British Sugar/Manor School	46.30	1050	50	1100
Urban	ST1b	Manor School		100	0	100
Urban	ST2	Former Civil Service Sports Ground Millfield Lane	10.40	263	0	263
Urban	ST4	Land Adj. Hull Road and Grimston Bar	7.54	211	0	211
Urban	ST5**	York Central	35.00	949	715	1664
Urban	ST16	Terrys Extension Site - Terrys Clock Tower (Phase 1)	2.18	21	0	21
Urban	ST16****	Terrys Extension Site - Terrys Car park (Phase 2)		N/A	N/A	N/A
Urban	ST16	Terrys Extension Site - Land to rear of Terrys Factory (Phase 3)		0	0	0
Urban	ST17	Nestle South (Phase 1)	2.35	279	0	279
Urban	ST17	Nestle South (Phase 2)	4.70	302	0	302
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>4,940</b>	<b>1,265</b>	<b>6,205</b>

Location	Allocation	Site name	Site size (ha)	Potential Residential Units		
				Delivery in Plan Period	Beyond plan period to 2038	Total (2017-2038)
<p>*Imphal Barracks has the capacity to deliver 769 dwellings overall. The remaining 169 homes will be delivered beyond 2038.</p> <p>** York Central has the capacity to deliver up to 2,500 homes with an estimated 1664 homes to be complete by 2038 with up to 836 homes remaining after 2038</p> <p>***Sites have been developed out and are accounted for in our completion figures, not in above supply.</p> <p>****Delivery moved to communal establishments projections due to care home proposals coming forward on these sites.</p> <p>Terrys Extension Site - Land to rear of Terrys Factory (Phase 3): removed as site being developed for Acquired Brain Injury Hospital (21/01758/FULM)</p>						

2.2 Tables 2-4 below update Tables 3-5 in the 2021 update [EX/CYC/59i] and are explained further below.

**Table 2: Housing supply 2017-2033**

Housing Supply 2017 - 2033			
<b>Total Housing Requirement 2017- 2033 (822 dpa)</b>		<b>13,152</b>	
Housing completions 2017-2022		<b>-3,767</b>	
		<b>9,385 dwellings</b>	
	<b>2017-2033</b>	<b>10% non-implementation rate</b>	<b>TOTAL</b>
Extant planning permissions at 1st April 2022 (all non-allocated sites)	2,448	-249	<b>2,203</b>
Windfall allowance	1,592	N/A	<b>1,592</b>
Allocated Sites identified within urban areas (table 1)	4,940	-494	<b>4,446</b>
<b>Total Housing Supply</b>			<b>8,241</b>
<b>Shortfall 2017-2033 (housing requirement - housing supply)</b>			<b>1,144 dwellings</b>

**Table 3: Housing supply 2033 - 38**

<b>Housing Supply 2033 - 2038</b>			
<b>Total Housing Requirement 2033- 2038 (790 dpa)</b>		<b>3,950 dwellings</b>	
	<b>2033-2038</b>	<b>10% non-implementation rate</b>	<b>TOTAL</b>
Windfall allowance	995	N/A	<b>995</b>
Allocated sites identified within urban areas (table 1)	1,265	-127	<b>1,139</b>
<b>Total Housing Supply</b>			<b>2,134</b>
<b>Shortfall 2033-2038</b> (housing requirement - housing supply)			<b>1,816 dwellings</b>

**Table 4: Housing supply 2022- 2038**

<b>Housing Supply 2022 - 2038</b>	
<b>Total Housing Requirement (9385 + 3950)</b>	<b>13,335</b>
<b>Total Housing (urban) supply</b>	<b>10,375</b>
<b>Shortfall</b>	<b>2,960 dwellings</b>

- 2.3 In 2017, the assessed shortfall of supply in the urban area was 4,992 dwellings for the period 2017-2038 (see paragraph 4.7 of EX/CYC/59i). At 1<sup>st</sup> April 2022 the residual shortfall of urban supply against overall housing requirement to 2033 is 1144 dwellings (Table 2 above, which can be compared with 1003 in Table 3 in EX/CYC/59i). This shortfall is to be taken into account when setting Green Belt boundaries.
- 2.4 Further, an additional 1816 dwellings (Table 3 above) are required to meet notional need between 2033 and 2038 (which can be compared with the figure of 1943 in Table 4 in EX/CYC/59i).
- 2.5 Taking figures for the period 2022-2038, the identified urban housing supply will provide 10,375 homes up to 2038<sup>1</sup> (see Table 4 above). This equates to 77.8% of the notional requirement for that period (with a notional shortfall of 2960 dwellings (see Table 4 above, which can be compared with the figure of 2946 in Table 5 in EX/CYC/59i).<sup>2</sup> The supply of 5585 homes on land allocated within the urban area (inclusive of a 10% non-implementation rate – see Tables 2 and 3) meets 41.9% of the residual housing need to 2038. This illustrates the need, when drawing up permanent Green Belt boundaries, to allocate additional land outside the existing urban area if projected housing requirements beyond the plan period are to be met.

<sup>1</sup> Based on a general assumption that windfalls and extant permissions fall within the urban area.

<sup>2</sup> Changes since the figures assessed with a base date of 2017 can be attributed to higher completion rates than originally estimated and some increases in capacity on draft housing allocations agreed through planning permissions.

### 3. Enduring Boundaries Beyond the Plan Period (Section 10 Update)

3.1 Table 4 in EX/CYC/50 identified sites in the Local Plan (2018) that sit within the general extent of the York Green Belt. This was updated in Table 6 in EX/CYC/59i. Table 6 is now updated in Table 5 below.

**Table 5: 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 (2017 - 2038)
Village extension	H29	Land at Moor Lane Copmanthorpe	2.65	92	0	92
Village extension	H31	Eastfield Lane Dunnington	2.51	82	0	82
Village extension	H38	Land RO Rufforth Primary School Rufforth	0.99	21	0	21
Village extension	H39	North of Church Lane Elvington	0.92	32	0	32
Village extension	H53	Land at Knaption Village	0.33	4	0	4
Freestanding settlement	ST7	Land East of Metcalfe Lane	34.50	845	0	845
Urban extension	ST8	Land North of Monks Cross	39.50	900	70	970
Urban extension	ST9	Land North of Haxby	35.00	585	150	735
Freestanding settlement	ST14	Land to West of Wigginton Road	55.00	1080	268	1348
Freestanding settlement	ST15*	Land to West of Elvington Lane	159.00	560	1260	1820
Village extension	ST31	Land to the South of Tadcaster Road, Copmanthorpe	8.10	158	0	158
Village extension	ST33	Station Yard Wheldarke	6.00	150	0	150
<b>Total</b>				<b>4509</b>	<b>1748</b>	<b>6257</b>
<b>10% non implementation rate applied</b>				<b>-451</b>	<b>-175</b>	<b>-626</b>
<b>Total (with non implementation rate applied)</b>				<b>4058</b>	<b>1573</b>	<b>5631</b>
* ST15 has been assessed as having the capacity to deliver 3,339 dwellings overall. However, up to 2037/38 it is estimated that 1820 homes are to be complete with the remaining 1519 homes to be delivered beyond 2038.						

- 3.2 To 2033, supply beyond the existing urban area (4058 dwellings) is greater (by 2914) than the shortfall between provision within the urban area and the housing requirement (1144). The comparable figure in the 2021 update was higher, at 3849 dwellings (see paragraph 5.5 of EX/CYC/59i). The overall provision to meet the residual housing requirement for this period (9385 dwellings – see Table 2 above) is drawn from 8241 dwellings in the urban area and 4058 dwellings outside it. As was the case with previous housing trajectories, this level of provision has been proposed to exceed the shortfall identified in section 2 in order to ensure that the Plan meets needs whilst also having the flexibility to respond 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 circumstance. Thus if insufficient land is included within the boundary of the Green Belt and sites fail to come forward this could jeopardise the fulfilment of the Plan’s objectives to deliver sufficient quality housing to meet identified needs over the longer term by means of flexible housing supply. The Council considers that the advantages of this approach outweigh any harm that may be caused to the contribution that land which is currently in the general extent of the Green Belt makes to Green Belt purposes, as considered through the boundary-setting process.
- 3.3 Looking beyond the Plan period, over the period 2017-2038, 5631 dwellings would be delivered outside existing urban areas (Table 5 above), which can be compared with the notional difference of 2960 between the projected housing requirement and delivery on urban sites for the same period (see the shortfall figures in Tables 2 and 3). This overall projected buffer can be compared with the buffer of 3691 dwellings identified in the previous 2021 update in EX/CYC/59i (paragraph 5.9).
- 3.4 As was the case at the time of the previous update in 2021, the approach taken reflects the intention of the spatial strategy to ensure the delivery of sustainable sites and settlements that are allocated as a whole, to enable holistic masterplanning and negate the need for safeguarded land. A total of 3,707 dwellings will be delivered in urban and non-urban locations between 2033-2038 on sites that have commenced development earlier in the plan period. Beyond 2038, a combined total of 2,524 dwellings are anticipated from: ST36 ‘Imphal Barracks’ – 169 dwellings; ST5 ‘York Central’ – up to 836 dwellings; and ST15 ‘Land west of Elvington Lane’ – 1,519 dwellings. 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. Where sites are expected to continue to develop out beyond the plan period, they have been identified as large enough to have the opportunity to enhance and/or connect into existing facilities and transport routes (be accessed sustainably). Further, these sites, within the overall level of provision to 2038 and beyond, are also planned to meet the policy objective of ensuring the permanence of Green Belt boundaries and their capability of enduring well beyond the plan period. The above calculations demonstrate that green belt boundaries will endure beyond the



plan period of 2033, such that measured against an annual need of 790 dpa after 2033, the land supply position on allocated sites alone is sufficient to meet a further 6 years of notional needs to 2044. As with the position explained in the 2021 update (EX/CYC/59i paragraphs 5.7-11), this approach, aligned with the holistic approach to strategic site allocations, is considered to be a sound response to Green Belt policy objectives by enabling boundaries to be permanently defined, for a total of 11 years beyond the current plan period (and 21 years on adoption of the Plan if this assumed to take place in 2023).