

Section 5: Housing

- 5.1 This section sets out the policies and allocations to positively meet the housing development needs of the city.
- 5.2 It is important that the Local Plan delivers not only sufficient housing but also the right type and mix of housing to meet the city's needs, this means ensuring sufficient housing is provided to meet the needs of those requiring affordable housing, specialist housing, homes for young people, older persons accommodation, gypsies, travellers and travelling showpeople, student housing and houses of multiple occupancy (HMO). It should be recognised that households can have a complex set of needs and abilities. It is preferential to keep people living where they need to be as far as possible; should that be in their own purchased home, rental property or a form of specialist accommodation, whatever their age or disability. As such it is important that the mix and type of housing that is delivered in the plan period provides sufficient choice to meet the broad range of housing needs in the city.

Policy H1: Housing Allocations

In order to meet the housing requirement set out in Policy SS1 the following sites, as shown on the proposals policies map, and set out in the schedule below are proposed allocated primarily for residential use development.

Planning applications for housing submitted for these allocations will be permitted if in accordance with the phasing indicated. An application on an allocated site in advance of its phasing will be approved if:

- the allocation's early release does not prejudice the delivery of other allocated sites phased in an earlier time period;
- the release of the site is required now to maintain a five year supply of deliverable sites; and
- the infrastructure requirements of the development can be satisfactorily addressed.

Where developers are seeking revisions to existing planning permissions and associated conditions and S106 agreements, changes in market conditions will be taken into account

Where sites contain existing openspace this will be an important consideration in the development of the site and the open space needs of the area will need to be fully assessed.

This policy applies to all the sites listed in the Table 5.1 overleaf:

Development proposals will be permitted where the following criteria are satisfied:

- For sites that contain existing open space (**), where appropriate, it should be retained on-site or re-provided off-site.
- For sites located in proximity to a European Designated Nature Conservation Site (#) the development must accord with the requirements of Policy G12 and G12a

- On site H39 the western boundary is not defined by recognisable or permanent features and the design should create and secure a strong and defensible green belt boundary.

Table 5.1: Housing Allocations

Allocation Reference	Site Name	Site Size (ha)	Estimated Yield (Dwellings)	Estimated Phasing
SH1				
H1#	Former Gas Works, 24 Heworth Green (Phase 1 and 2)	2.87 3.54	274 607	Short to Medium Term (Years 1 – 10)
H4#	Former Gas works, 24 Heworth Green (Phase 2)	0.67	65	Medium Term (Years 6 – 10)
H3**#	Burnholme School	1.90	72-83	Short Term (Years 1 – 5)
H5**	Lowfield School	3.64	162 93	Short to Medium term (Years 1 – 10)
H6	Land R/O The Square Tadcaster Road	1.53	0*	Short to Medium Term (Years 1 – 10)
H7**#	Bootham Crescent	1.72	86-93	Short to Medium Term (Years 1 – 10)
H8	Askham Bar Park & Ride	1.57	60	Short Term (Years 1 – 5)
H10	The Barbican	0.96	187	Short to Medium Term (Years 1 – 10)
H20	Former Oakhaven EPH	0.33	536	Short Term (Years 1 – 5)

Allocation Reference	Site Name	Site Size (ha)	Estimated Yield (Dwellings)	Estimated Phasing
H22 [#]	Former Heworth Lighthouse	0.29	45	Short Term (Years 1 – 5)
H23 [#]	Former Grove House EPH	0.25	11	Short Term (Years 1 – 5)
H29	Land at Moor Lane Copmanthorpe	2.65	88 92	Short Term (Years 1 – 5)
H31 [#]	Eastfield Lane Dunnington	2.51	76 82	Short Term (Years 1 – 5)
H38	Land RO Rufforth Primary School Rufforth	0.99	33 21	Short Term (Years 1 – 5)
H39	North of Church Lane Elvington	0.92	32	Short Term (Years 1 – 5)
H46 ^{***}	Land to North of Willow Bank and East of Haxby Road, New Earswick	2.74	104	Short Term (Years 1 – 5)
H52 [#]	Willow House EPH, Long Close Lane	0.20	15	Short Term (Years 1 – 5)
H53	Land at Knapton Village	0.33	4	Short Term (Years 1 – 5)
H55 [#]	Land at Layerthorpe	0.20	20	Short Term (Years 1 – 5)
H56 ^{***}	Land at Hull Road	4.00	70	Short Term (Years 1 – 5)
H58 [#]	Clifton Without Primary School	0.70	21 15	Short Term (Years 1 – 5)
H59 ^{***}	Queen Elizabeth Barracks – Howard Road, Strensall	1.34	45	Medium to Long Term (Years 6 – 15)

Allocation Reference	Site Name	Site Size (ha)	Estimated Yield (Dwellings)	Estimated Phasing
ST1 ^{**}	British Sugar/Manor School	46.3	1,200	Lifetime of the Plan (Years 1-16)
ST2	Civil Service Sports Ground Millfield Lane	10.40	263 36	Short to Medium Term (Years 1 – 10)
ST4 [#]	Land Adjacent to Hull Road	7.54	211 263	Short to Medium Term (Years 1 – 10)
ST5	York Central	35.0	1,700 2,500	Lifetime of the Plan and Post Plan period (Years 1- 21)
ST7 [#]	Land East of Metcalfe Lane	34.5	845	Lifetime of the Plan (Years 1 – 16)
ST8 [#]	Land North of Monks Cross	39.5	968 970	Lifetime of the Plan (Years 1 – 16)
ST9 [#]	Land North of Haxby	35.0	735	Lifetime of the Plan (Years 1 – 16)
ST14 [#]	Land West of Wigginton Road	55.0	1,348	Lifetime of the Plan and Post Plan period (Years 1 – 21)
ST15 [#]	Land West of Elvington Lane	159.0	3,339	Lifetime of the Plan and Post Plan period (Years 1 – 21)
ST16	Terry's Extension Site – Terry's Clock Tower (Phase 1)	2.18	22	Short Term (Years 1-5)

Allocation Reference	Site Name	Site Size (ha)	Estimated Yield (Dwellings)	Estimated Phasing
ST16	Terry's Extension Site – Terry's Car Park (Phase 2)		393	Short to Medium Term (Years 1 – 10)
ST16	Terry's Extension Site – Land to rear of Terry's Factory (Phase 3)		56	Short to Medium Term (Years 1 – 10)
ST17 [#]	Nestle South (Phase 1)	2.35	263 279	Short to Medium Term (Years 1 – 10)
ST17 [#]	Nestle South (Phase 2)	4.70	600 302	Medium to Long Term (Years 6 – 15)
ST31	Land at Tadcaster Road, Copmanthorpe	8.10	158	Short to Medium Term (Years 1-10)
ST32 [#]	Hungate (Phases 5+)	2.17-1.1	328 375	Short to Medium Term (Years 1-10)
ST33	Station Yard, Wheldrake	6.0	147- 150	Short to Medium Term (Years 1-10)
ST35**	Queen Elizabeth Barracks, Strensall	28.8	500	Medium to Long Term (Years 6-15)
ST36**	Imphal Barracks, Fulford Road	18.0	769	Post Plan period (Years 16-21)
*Allocated for specialist housing (Use Class C3b ¹) for residential extra care facilities in association with the Wilberforce Trust.				

¹ C3(b): up to six people living together as a single household and receiving care e.g. supported housing schemes such as those for people with learning disabilities or mental health problems. The [Town and Country Planning \(Use Classes\) Order 1987](#) (as amended)

Allocation Reference	Site Name	Site Size (ha)	Estimated Yield (Dwellings)	Estimated Phasing
** Sites that contain existing open space				
# Given the site's proximity to a European Designated Nature Conservation Site (see explanatory text), this site must take account of Policy GI2 and GI2a.				

See also Policy [GI2](#), [GI2a](#) [GI5](#) and [GI6](#). [DP3](#), [D1](#), [D4](#), [D5](#)

Explanation

Sites with Existing Permissions

- 5.3 The sites allocated for housing in this policy will provide a range and choice of sites capable of meeting future requirements and in line with the spatial strategy for the City of York detailed in Section 3. Table 5.1 and Figure 5.1 overleaf place the sites in the development trajectory for the plan period.

An estimated yield is attributed to each site allocated for residential development and is an indicative figure to demonstrate how the Local Plan requirement for new homes can be met. For sites with permission the figure is the total number of dwellings with planning permission on the site or, if the site is already under construction, is the remaining number of dwellings (as at 1 April 2022) still to be completed in accordance with the permission. Where the site is without planning permission, the figure is in most cases an estimate based on the size of the site, an assumption about the net developable area, and an assumption about the net residential density aligned to Policy H2. However, in the case of strategic sites a bespoke approach has been taken to the density assumptions. There is a full explanation of the assumptions made in the published Evidence, but it is emphasised that site yields are only 'indicative', and do not represent a fixed policy target for each individual site.

Developers are encouraged to produce the most appropriate design-led solution, taking all national policies and other Local Plan policies into account. However, the policy identifies a number of specific considerations that need to be applied to schemes on allocated sites in addition to those requirements set out in policies related to individual strategic sites.

The development of residential site allocations within 5.5km of Strensall Common SAC has been found to lead to an increase in recreational pressure on Strensall Common SAC. The development of sites within this distance from the SAC must accord with Policy [GI2a](#) [New Strensall Common SAC Policy]

Planning permission will be renewed for housing on these sites providing that the proposal accords with the relevant policies in this plan and there have been no material changes to justify refusal of the permission. If renewal of a planning permission is sought the proposal will be tested against the relevant policies in the plan and

changes to the previously permitted scheme may be required to ensure the proposed development properly addresses the now extant policies in the plan. Note: as at the 1st April 2017 there were extant planning permissions for 3,578 homes which will contribute towards meeting the overall housing requirement in the Plan.

5.4—Housing market conditions will change over time and proposals with consent may no longer be appropriate for the prevailing market conditions. In considering a revised proposal for the development of a housing site proper account will be taken of the impact of changes in market conditions. Where development viability is at risk developers will be expected to present robust evidence of the risks and how they can be mitigated.

The Identification of Additional Sites to Meet the Requirement

5.5 The sites allocated for housing in this policy will provide a range and choice of sites capable of meeting future requirements and in line with the spatial strategy for the City of York detailed in Section 3. Table 5.1 and Figure 5.1 overleaf place the sites in the development trajectory for the plan period. The housing allocations, both non-strategic and strategic, have been subject to viability testing as part of the City of York Local Plan and Community Infrastructure Levy Viability Assessment (2017) against the policy requirements of the plan and further detailed work will be undertaken in consultation with landowners/developers as the plan progresses towards publication and submission stages.

5.6—On sites which are existing commitments the Council monitors the timing of the implementation of the permission and subsequent development rates through its authority monitoring report. Because the plan allocates sites for the whole plan period it does not include a specific target for the proportion of previously developed sites to be delivered in the plan period however where viable and deliverable these sites have been phased early in the plan period. This trajectory shows that there is an adequate supply of land to meet the objectively assessed need throughout the plan period. By allocating a site the Council is establishing the principle of development of that site for housing. Site allocations are important because they help local residents understand what may happen in their area over the plan period and they give guidance to landowners and developers. They also help the Council and statutory consultees such as infrastructure providers to be able to look at the cumulative impact of development and enable planning for future needs such as transport infrastructure, school places, local services and utilities. If a site is not allocated, it may still be suitable for development, subject to all other relevant policies in the Plan.

Windfall Allowance

5.7 Windfalls sites, as defined in the NPPF (2012) are sites which have not been specifically identified as available in the Local Plan process—they normally comprise previously developed sites that have unexpectedly become available. In line with NPPF Local Planning authorities can make an allowance for windfalls if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply.

5.8—In taking a proportionate approach to identifying land for development in the emerging Local Plan only sites above the site threshold 0.2ha have been identified as draft allocations. To ensure that we properly understand the potential for development on very small sites below this allocation threshold an assessment of the trends in the historic rate of windfall delivery along with changes of use and conversions has been carried out. This analysis is set out in the City of York Local Plan Windfall Allowance Technical Paper (2017). The annual figure for windfalls is 169 dwellings per annum which is effectively a mean average for these two categories of windfalls calculated over a 10 year period. To avoid double counting and to allow time for sites to continue through the development process, windfalls will be included from year three of the trajectory. Garden infill sites have been removed.

Figure 5.1: Housing Trajectory

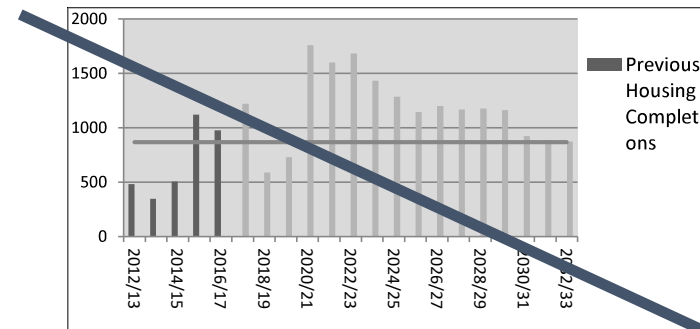


Table 5.2: Housing Trajectory (Start date 1st April 2017, end date 31st March 2033)

Year	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Projected Housing Completions Including Windfall Allowance (From 2020/21)	122	590	730	1758	1602	1682	1433	1286	1144	1200	1169	1179	1162	924	884	874
Annual Housing Target	867	867	867	867	867	867	867	867	867	867	867	867	867	867	867	867
Inherited Shortfall (2012 - 2017) Annualised over Plan Period	56	56	56	56	56	56	56	56	56	56	56	56	56	56	56	56
Annual Target (inclusive of shortfall)	923	923	923	923	923	923	923	923	923	923	923	923	923	923	923	923
Over/Under Supply of Housing against cumulative annual target	299	-34	-227	608	1287	2046	2556	2919	3140	3417	3663	3919	4158	4159	4120	

5.9 Local Planning Authorities are expected to demonstrate that they have a rolling five year supply of deliverable sites, measured against the housing requirement set out in Policy SS1, with an additional 5% or 20% buffer (for five years) depending on past delivery to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land. Developable sites or broad locations should be identified for years 6-10 and where possible for years 11-15. To fulfil these requirements and to provide additional certainty we have chosen to allocate land for the full plan period, including the greenbelt period, to 2037/38 to meet the minimum housing requirement as set out in Policy SS1 of [822 dwellings per year](#) [867 790 additional dwellings](#). The Council accepts that there has been persistent under delivery of housing as defined in the NPPF and consequently has included enough land in the early years of the trajectory to ensure there is a 20% buffer in the 5 year supply. This land has been brought forward from later in the plan period. Progress on meeting delivery targets will be assessed through the authority monitoring report and the 20% buffer will be rolled forward within the 5 year supply until such time as the under delivery has been satisfactorily addressed. This does not mean that overall more land has been allocated in the plan, what it does mean is that the development trajectory (see Figure 5.1) ensures that in the early years of the plan additional land is available to address previous under delivery.

5.10 A number of sites are not expected to complete within the plan period. The total allocated capacity of sites exceeds the Council's housing requirement and if delivery rates can be increased then these sites could provide additional supply to react to market signals

5.10 As part of our desire to generate development opportunities within the City of York, we wrote to and emailed nearly 2,000 contacts from our Local Plan and Strategic Housing Land Availability Assessment (SHLAA) database asking people to submit sites, which they thought had potential for development over the Plan period. The response to the call for sites along with previous proposals from the 2008 call for sites the SHLAA in 2011, the employment land review, and proposals put forward in response to the earlier consultations on this Local Plan generated over 800 sites all of which were tested through the site selection methodology which we consulted on as part of the preferred options Local Plan consultation in 2013 and subsequent consultations as part of the further sites consultation in 2014 and preferred sites consultation in 2016.

5.11 As part of determining the most sustainable site allocations the sites were subject to a sustainable location assessment which is presented in the Sustainability Appraisal (2017) and the SHLAA (2017). This has enabled the site selection, SA process and evidence base to be iterative. The first stage was the consideration of environmental assets (including functional flood plain, historic character and setting, nature conservation and green infrastructure), open space retention and protection of greenfield land in areas of high flood risk. The next stage of the process was to assess the remaining sites in terms of their access to local facilities and services and their access to sustainable transport.

Site Yield and Delivery

5.12 The yield for each of the strategic sites has been established through working with site promoters to produce an individual assessment of the yield for each site. In the

case of the smaller sites an estimate of the number of dwellings to be delivered on each site was determined by first applying a relevant net to gross ratio depending on the sites location to determine a net developable area. This ranges from 100% of a small site to 70% of larger sites. These net to gross ratios have been determined as part of the City of York Local Plan and Community Infrastructure Levy Viability Assessment (2017). An indicative average density has then been applied to the developable area to determine the yield. The densities have been broken down by reference to the nature of development likely to take place in different parts of the city and have been based on the densities used in the viability study and Policy H2 of this plan.

5.13 Each allocated site has been assessed for its likelihood of being delivered to ensure that we are satisfied that each site is likely to come forward for development during the plan period, although ultimately this can be dependent upon external factors such as finance availability for house builders, mortgage availability for purchasers and the aspirations of landowners. In all cases there have been discussions with the land owner about their current plans. We have at this stage placed each allocated site within a timescale of short (1-5 years), medium (6-10 years), long term (11-15 years) or life time of the plan (1-21 years). The timescale of each site is an indication of when we think the Council considers the site is likely to come forward and reflects the timescale put forward by the landowner or developer in the discussions referred to above, the requirement to develop the most sustainable sites within a settlement first and viability.

5.14 The phasing of sites is important for the successful delivery of the plan's priorities and sites should only come forward in different phases if they would not prejudice the delivery of other allocated sites. For example where the construction of essential infrastructure is linked to the delivery of a package of sites, these sites will need to be brought forward in an orderly fashion to ensure the infrastructure is in place to mitigate the impacts of development.

5.15 For this stage an area-wide viability assessment has been undertaken. The objective of which has been to assess the viability of development across each of the key property market sectors in order to demonstrate whether the amount and distribution of development in this Plan can be viably delivered. Further detailed viability work will be undertaken as the Plan progresses to the publication stage.

Land Supply across the York Housing Market Area

5.16 National policy requires that the Council works with neighbouring authorities to ensure that there is an adequate supply of land for housing across the York housing market area. To do this the Council has worked with adjoining authorities to determine the land supply position for that part of the York housing market area that is within these authorities' development plans. The outcome of this work is that the Council is satisfied that it does not need to make additional land available to address any shortfall elsewhere in the York housing market area.

Delivery

- Key Delivery Partners: City of York Council; developers; and landowners
- Implementation: Planning applications; Supplementary Planning Documents for Strategic Sites; and developer contributions