



**Notice of a public meeting of
Local Plan Working Group**

To: Councillors Ayre (Chair), K Taylor (Vice-Chair),
Cuthbertson, D'Agorne, Fisher, Doughty, Hollyer, Orrell,
Pearson, Perrett, Warters, Widdowson, Lomas, Smalley,
Barnes, Pavlovic and Galvin

Date: Thursday, 1 December 2022

Time: 1.00pm

Venue: The Snow Room - Ground Floor, West Offices (G035)

AGENDA

1. Declarations of Interest

At this point in the meeting, Members are asked to declare any disclosable pecuniary interests or other registerable interests they might have in respect of business on this agenda, if they have not already done so in advance on the Register of Interests

2. Minutes (Pages 1 - 4)

To approve and sign the minutes of the meeting of the Local Plan Working Group held on 15 June 2022.

3. Public Participation

At this point in the meeting members of the public who have registered to speak can do so. Members of the public may speak on agenda items or on matters within the remit of the committee.

Please note that our registration deadlines are set as 2 working days before the meeting, in order to facilitate the management of public participation at our meetings. The deadline for registering at this meeting is **5:00pm on Tuesday 29 November 2022.**

To register to speak please visit www.york.gov.uk/AttendCouncilMeetings to fill in an online registration form. If you have any questions about the registration form or the meeting, please contact Democratic Services. Contact details can be found at the foot of this agenda.

Webcasting of Public Meetings

Please note that, subject to available resources, this meeting will be webcast including any registered public speakers who have given their permission. The meeting can be viewed live and on demand at <http://www.york.gov.uk/webcasts>.

During coronavirus, we made some changes to how we ran council meetings, including facilitating remote participation by public speakers. See our updates (<http://www.york.gov.uk/COVIDDemocracy>) for more information on meetings and decisions.

4. City of York Planning Policy Housing Delivery Action Plan (HDAP) Update and Local Development Scheme (LDS) Update (Pages 5 - 66)

The purpose of this report is to ask Members to recommend that Executive:

- Approve the update to the Housing Delivery Action Plan (HDAP) and support the continued implementation of the Plan across corporate teams.
- Delegate authority to the Corporate Director of Place for sign off of the publication version of the HDAP.
- Approve the Local Development Scheme Update.

5. Urgent Business

Any other business which the Chair considers urgent under the Local Government Act 1972.

Democracy Officer:

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For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports and
- For receiving reports in other formats

Contact details are set out above.

This information can be provided in your own language.

我們也用您們的語言提供這個信息 (Cantonese)

এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। (Bengali)

Ta informacja może być dostarczona w twoim własnym języku. (Polish)

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

یہ معلومات آپ کی اپنی زبان (بولی) میں بھی مہیا کی جاسکتی ہیں۔ (Urdu)

 (01904) 551550

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City Of York Council

Committee Minutes

Meeting	Local Plan Working Group
Date	15 June 2022
Present	Councillors Ayre (Chair), K Taylor (Vice-Chair), S Barnes, Cuthbertson, D'Agorne, Doughty, Fisher, Hollyer, Lomas, Pavlovic, Pearson, Perrett and Smalley
Apologies	Councillors Galvin, Orrell, Warters and Widdowson
Officers in Attendance	Neil Ferris – Corporate Director of Place John Roberts – Strategic Planning Policy Officer Sara Dilmamode – Local Plan Project Officer

1. **Declarations of Interest (5:34 pm)**

Members were invited to declare at this point in the meeting any disclosable pecuniary interests or other registerable interests they might have in respect of business on the agenda, if they had not already done so in advance on the Register of Interests.

Cllr Cuthbertson declared an interest in Agenda Item 4 (Minute 4 refers), as he and his wife were members of the Minster Community.

Cllr Fisher declared an interest in Agenda Item 5 (Minute 5 refers), as Chair of a Parish Council that might benefit from the CIL, although this would not prejudice his view as it already benefited from S106 agreements.

2. **Minutes (5:34 pm)**

Resolved: That the minutes of the meeting held on 7 March 2022 be approved, and signed by the Chair as a correct record.

3. **Public Participation (5:35 pm)**

It was reported that there had been no registrations to speak at the meeting under the council's Public Participation Scheme.

4. Minster Precinct Neighbourhood Plan (5:35 pm)

Members considered a report which presented the results of the Minster Precinct Neighbourhood Plan referendum and asked Members to recommend that Executive formally 'make' the Neighbourhood Plan and bring it into full legal force as part of the Development Plan for York.

The referendum had been held on 10 May 2022, following approval by Executive on 17 March. Of the 166 votes cast (a 21.47% turnout), 137 (83%) were in favour of accepting the Plan. It was therefore recommended that the Plan now be 'made', in accordance with the Neighbourhood Planning Regulations.

Resolved: That Executive be recommended to:

(i) Consider the results of the referendum and formally 'make' the Minster Precinct Neighbourhood Plan.

(ii) Approve the Decision Statement attached at Annex B to be published in accordance with Regulation 19 of the Neighbourhood Planning (General) Regulations 2012 (as amended).

Reason: To allow the Neighbourhood Plan to progress in line with the Neighbourhood Planning Regulations.

5. Introduction of Community Infrastructure Levy (5:38 pm)

Members considered a report which set out proposals to introduce a Community Infrastructure Levy (CIL) in York under the CIL Regulations 2010, to support the implementation of the Local Plan and help ensure delivery of the necessary infrastructure at the right time and in the right place.

A CIL was a fixed, non-negotiable charge per square metre on most developments of 100 square metres or more, or on a new dwelling. CIL rates must be set out in a Charging Schedule and must strike a balance between collecting money to fund the infrastructure needed and the ability of developments to afford it (the viability). 25% of the CIL must be allocated to neighbourhoods where a Neighbourhood Plan was in place and

15% where it was not, as explained in paragraphs 10-11 of the report.

The alternative to introducing a CIL, as outlined in paragraphs 17 and 18, was to continue using 'Section 106 Agreements', until the proposed Government replacement of an 'Infrastructure Levy' came into effect. However, a CIL would provide more flexibility than the current arrangements and the timescale for introducing the new Levy was unclear.

Officers responded to Members' questions on aspects of the CIL, in particular the neighbourhood allocation, and agreed to provide further information on the approach taken by local authorities that had already introduced a CIL.

Resolved: That Executive be recommended to:

(i) Agree to move forward with the preparation of a Community Infrastructure Levy for York.

Reason: To enable the collection of funding from landowners/developers to help support delivery and mitigate infrastructure impacts of the development envisaged in the emerging Local Plan

(ii) Note that a Draft CIL Charging Schedule setting out proposed rates will be presented to Executive for agreement prior to formal consultation later in 2022.

Reason: Before the CIL can be published and charged, a Draft Charging Schedule must be formally consulted on in line with the CIL Regulations 2010 (as amended 2019).

(iii) Request that input be sought from the Economy and Place Policy & Scrutiny Committee on the approach to be taken to neighbourhood funding in unparished areas, prior to the Executive deciding on the policy in relation to this.

Reason: In accordance with the scrutiny work programme, and to ensure that this aspect of the CIL is properly considered and consulted upon.

Cllr N Ayre, Chair
[The Meeting Started At 5.34 pm And Finished At 6.10 pm].



Local Plan Working Group**1 December 2022**

Report of the Corporate Director of Place
Portfolio of the Executive Member for Economy and Strategic Planning

**City of York Planning Policy Housing Delivery Action Plan (HDAP)
Update and Local Development Scheme (LDS) Update****Summary**

Housing Delivery Action Plan

1. The Planning Policy 'Housing Delivery Action Plan' (HDAP) Update (Annex A) has been prepared in response to the Government's publication of the 2021 Housing Delivery Test (HDT) results (published 14th January 2022). The HDT is an annual measure of how many new homes have been delivered within the Local Planning Authority (LPA) area over the past three years against how many homes should have been delivered. The result is expressed as a percentage and the City of York has a score of 65% recorded for 2021.
2. As a consequence of not delivering 95% of the housing requirement, and in accordance with the NPPF, an action plan (the HDAP) must be prepared and published.
3. This HDAP updates the first version approved by Executive on 9th December 2021, which was developed in response to the 2020 HDT result (83.7%). The HDAP has been prepared with input from key stakeholders from across the council. It presents the context of York's housing market and recognises where the council is already successfully helping to improve housing delivery. The HDAP is embedded in the work of the council across all teams.
4. The HDAP articulates the work already underway in the council to support delivery of housing. The 'Action Plan' seeks to enhance those streams of work and to further embed them across all relevant

teams. It should be noted that the Action Plan is necessarily limited to the areas of work the council can influence.

5. The Council's proactive approach is in line with the Council Plan priority to create homes and world-class infrastructure. As part of this, the council's Housing Delivery Programme (HDP) is making a significant contribution to the city's housing stock as well as leading the way in terms of raising housing standards and developing local construction supply chains.

Local Development Scheme

6. The Council is required to prepare and regularly review a Local Development Scheme (LDS) under the Planning and Compulsory Purchase Act 2004 (as amended by the Localism Act 2011).
7. An LDS sets out a timetable for the production of new or revised Development Plan Documents (such as a Local Plan) by the local council. The LDS (Annex C) supersedes all previous versions and sets out a planning work programme for the Council from November 2022 until December 2024 with indicative timeframes beyond also shown.

Recommendations

8. Members are asked to recommend that Executive:
 - (i) Approve the update to the Housing Delivery Action Plan (Annex A and B) and support the continued implementation of the Plan across corporate teams.

Reason: To ensure that the council complies with its duties as set out within the NPPF and PPG (setting out appropriate actions for the council to consider and explore in the short, medium and long term in an attempt to increase housing supply and delivery), and to fulfil the council's commitment to 'creating homes and world-class infrastructure' within the Council Plan (2019 – 2023).

- (ii) Delegate authority to the Corporate Director of Place for sign off of the publication version of the HDAP.

Reason: To agree presentation of the publication version of the HDAP.

(iii) Approve the Local Development Scheme Update (Annex C)

Reason: To ensure that the Council Complies with the Planning and Compulsory Purchase Act 2004 (as amended by the Localism Act 2011).

Background

Housing Delivery Action Plan

9. Housing delivery is of critical importance both nationally and locally. To help boost the supply of housing, changes to the NPPF were introduced in 2018 which included a standard methodology for calculating local housing need and increasing LPA accountability for its housing delivery performance through the use of the HDT.
10. The standard method changes the approach to calculating a local plan housing requirement set out in the 2012 NPPF. However, the emerging Local Plan is being examined under transitional arrangements which means its housing requirement of 822 dwellings per annum reflects the 2012 NPPF, not the standard methodology. As the Local Plan is not yet adopted, the HDT uses the standard methodology figure and this results in higher annual figures than the Local Plan proposes. Upon adoption of the Local Plan, the HDT measure will be set against the lower Local Plan annual requirement figure. For comparison, Table 1 includes both the standard method and local plan requirement.

Table 1. City of York Housing Delivery Test	2018/19	2019/20	2020/21	Total
No. of homes required (Standard Method)	1066	979 ¹	683 ²	2,728
No. of homes required (Local Plan annual requirement)	822	754 ¹	548 ²	2,124
No. of homes delivered ³	451	627	704	1,782

11. The result dictates the actions or measures the LPA is either required to undertake or the penalties it faces, as stated in the National Planning Policy Framework (NPPF) 2021. This is as follows:

- 95% = A pass
- Below 95% = An action plan needs to be prepared to assess why the council under delivered and identify actions to remedy it.
- Below 85% = a buffer of 20% more land to be included within five-year housing land supply calculations (in addition to developing an action plan).

Below 75% = the presumption in favour of sustainable development (NPPF paragraph 11) will apply in decision-taking.

12. National Guidance outlines that a HDAP should consider the root causes of under delivery and identify the actions that respective authorities will undertake to help increase housing delivery in future

¹ Covid-19 adjustment applied to reflect the temporary disruption to house building caused by national lockdowns. The period for measuring the homes required in 2019/20 is reduced by 1 month.

² Covid-19 adjustment applied to reflect the temporary disruption to house building caused by national lockdowns. The period for measuring the homes required in 2020/21 is reduced by 4 months.

³ Includes adjustments for student and other communal accommodation as calculated by MHCLG using two nationally set ratios based on England Census data and informed by the Authority's Housing Flows Reconciliation (HFR) return.

years. The scope and nature of an action plan is not fully prescribed by national policy or guidance, but the approach taken must relate to local circumstances and needs.

Local Development Scheme

13. The LDS must specify the documents which will comprise the development plan for the area. The LDS must be made available publicly and kept up to date to ensure that local communities and interested parties can keep track of progress. Planning Practice Guidance makes clear that Local planning authorities must also publish the LDS on their websites⁴. Up-to-date and accessible reporting on the LDS is an important way in which authorities can keep communities informed of plan making activity.
14. The LDS outlines the remaining stages of Local Plan examination and steps to adoption. It also presents the work programme to adopting the Community Infrastructure Levy Charging Schedule and two Supplementary Planning Documents (SPDs) relating to Climate Change and Affordable Housing. These two SPDs will form part of a suite of SPDs that will be brought forward to support the implementation of Local Plan policies.
15. The draft Local Plan identifies a host of SPDs covering a range of topics. These are currently being reviewed with the expectation that a consolidated list will be identified in the report presented to members to accompany the Local Plan main modifications approval.

Consultation

16. The HDAP was widely consulted on with colleagues across the council namely: Planning and Development Services, Transport, Highways and Environment, Housing, Economy and Regeneration, Asset Management, Housing Strategy and Policy, and Housing Standards and Adaptations. Colleagues have also been consulted on its update.
17. As documents in the LDS come forward and progress towards adoption, they will each be subject to separate consultation activities. These will be individually tailored and, where necessary,

⁴ Planning Practice Guidance <https://www.gov.uk/guidance/plan-making#evidence-base>

conform to statutory consultation requirements that must also be met.

Options

18. Option 1 - A do nothing approach to updating the HDAP and LDS.
19. Option 2 - The positive preparation and adoption of the HDAP and LDS.

Analysis

Housing Delivery Action Plan

20. Option 1 would result in the council not complying with the National Planning Policy Framework and PPG and the 'Council Plan 2019 to 2023', all of which take a positive approach to delivering housing in accordance with local need.
21. A do nothing approach also risks undermining the council's positive approach to housing and planning, both development management and planning policy.
22. Option 2 is an opportunity to ensure that the council complies with its duties under the NPPF and in line with Planning Practice Guidance (PPG), whilst also reasserting the council's positive stance to delivering housing according to local needs.
23. Further, option 2 builds on the housing monitoring work the council already undertakes annually and reflects this work in its identification of the challenges, opportunities, and actions for maximising housing delivery.
24. Maintaining and adopting an updated HDAP also has the advantage of further focusing discussion across the council to appropriately resource and coordinate with colleagues to realise the action plan.

Local Development Scheme

25. Option 1 would result in the Council not meeting the provisions of the Planning and Compulsory Act 2004 as amended by the Localism Act 2011.

26. Option 2 ensures the Council complies with its legal obligations referred to above. It secures an up-to-date LDS, which is an essential tool for the Council to effectively manage document production and for monitoring to take place.

Council Plan

27. The HDAP directly supports the achievement of one of the Council Plan 2019-2023 outcome areas, Creating homes and world-class infrastructure. Both the HDAP and LDS indirectly supports the other seven outcome areas.

Implications

28. **Financial** – The Housing Delivery Action Plan as presented in this report can be delivered within currently approved budgets.
29. The LDS does not have direct financial implications. However, the documents identified in the LDS have their own financial implications, which will be separately reported as they are brought forward for Executive consideration.
30. **Human Resources (HR)** – There are no human resources (HR) implications. Both the HDAP and the LDS are produced using resource within existing Strategic Planning Policy Team.
31. **Equalities** – An equalities impact assessment (EIA) of the HDAP has been undertaken and is attached at Annex D. The EIA has identified that the Action Plan is likely to have a positive effect on social considerations through the continued positive support and provision of housing delivery.
32. Documents identified in the LDS will be subject to their own EIA, undertaken as part of their individual preparation.
33. **Legal** – The Government produced a Levelling Up and Regeneration Bill⁵ that was published on 11 May 2022 that is seeking to introduce new planning reforms in the longer-term. At this stage, it is not known whether the target of delivering 300,000 homes per year nationally will continue, but it is still expected that

⁵ <https://www.gov.uk/government/collections/levelling-up-and-regeneration-bill>

housing delivery will be a forefront of national planning policy moving forward.

34. The Government's Housing White Paper, named 'Fixing our Broken Housing Market' was followed up by revisions to the National Planning Policy Framework (NPPF) in July 2018, February 2019 and lastly in July 2021. In addition, updates to National Planning Practice Guidance (PPG) were made. Both these documents have introduced a number of new measures and reforms to the planning system intended to deliver more housing, improve housing affordability and where possible, remove barriers to new housing development.
35. The HDT and Housing Action Plan was first introduced within the revised NPPF. The mechanisms for the HDT are outlined within the revised NPPF and in the Housing Delivery Test Measurement Rule Book⁶.
36. All LPAs (with the exception of National Parks) are subject to this annual test and the requirements/penalties then placed upon each authority are dictated by the results. The council could decide not to comply with the NPPF and PPG. However, this could make any challenges to the council not having a NPPF compliant five-year housing land supply more difficult to defend.
37. If the council does not provide a framework for greater delivery through the HDAP it could be a material factor in decision making if the 'presumption in favour of sustainable development' as set out in the NPPF is engaged. This could potentially lead to far more housing than is actually required and that development could be built in locations which are seen as less desirable than those identified within the emerging Local Plan, as either specific housing allocations or as indicated by a settlement's development boundary for example.
38. The Council is required to prepare and regularly review its LDS under the provisions of the Planning and Compulsory Act 2004 as amended by the Localism Act 2011.
39. **Crime and Disorder** – There are no crime and disorder implications.
40. **Information Technology (IT)** – There are no IT implications.

⁶ <https://www.gov.uk/government/publications/housing-delivery-test-measurement-rule-book>

41. **Property** – There are no property implications. Should property implications arise from work undertaken to implement the Planning Policy HDAP, these will be reported as appropriate.
42. **Other** – there are no other known implications.

Risk Management

43. There are no direct risks inherent in approving the HDAP update. The HDAP is designed to mitigate the risk against being in a position where the ‘presumption in favour of sustainable development’ is engaged and the housing supply policies in a council’s Local Plan carry less/limited weight, allowing development to take place in less desirable locations. However, in practice, the NPPF’s presumption in favour of sustainable development already applies to decisions on planning applications in York as the council has been without an adopted local plan and has not been able to demonstrate an NPPF compliant five-year housing land supply in recent years.
44. It should also be recognised that the HDAP is not the silver bullet to increasing house building in the city as many of the factors involved are outside the control of the council. This ranges from a site owner’s desire/priorities in building out, how much a landowner is financially asking for their site, right through to the wider political and financial climates of which the housing development industry operates.
45. The publishing and Member endorsement of the Action Plan update reduces risk against challenge to housing delivery and may be used as a material consideration in future decision-making. In advance of the adoption of York’s Local Plan (likely in 2023), lack of an up-to-date action plan presents an opportunity for continued challenge against the council’s approach, particularly in the short-term relating to the five year housing land supply.
46. The publishing and Member endorsement of the LDS update reduces the risk of legal challenge to the Council not having an up-to-date LDS.

Contact Details

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Chief Officer Responsible for the report:

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**Report
Approved**



Date 23/11/2022

Kirstin Clow
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Specialist Implications Officer(s)

Legal
Ruhina Choudhury
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Wards Affected:

All Y

For further information please contact the author of the report

Background Papers:

City of York Planning Policy Housing Delivery Action Plan, December 2021 (available at: <https://www.york.gov.uk/HousingDeliveryActionPlan#:~:text=to%20help%20support%20and%20create,housing%20to%20meet%20local%20needs.>)

City of York Local Development Scheme 2017 (available at: <https://www.york.gov.uk/downloads/download/833/local-development-scheme>)

National Planning Policy Framework (2021) (available at: <https://www.gov.uk/government/publications/national-planning-policy-framework--2>)

Planning Practice Guidance (available at: <https://www.gov.uk/government/collections/planning-practice-guidance>)

Housing Delivery Test Measurement Rule Book (2018) (available at: <https://www.gov.uk/government/publications/housing-delivery-test-measurement-rule-book>)

Housing Delivery Test: 2021 measurement (2022) (available at: <https://www.gov.uk/government/publications/housing-delivery-test-2021-measurement>)

Planning and Compulsory Purchase Act 2004 (as amended by the Localism Act 2011) (available at:

<https://www.legislation.gov.uk/ukpga/2004/5/contents>)

Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) (available at:

<https://www.legislation.gov.uk/uksi/2012/767/contents/made>)

Annexes

Annex A: City of York Planning Policy Housing Delivery Action Plan Update, November 2021

Annex B: HDAP Historic Housing Completions Data

Annex C: City of York Local Development Scheme 2022

Annex D: Equalities Impact Assessment

List of Abbreviations used in this Report

HDAP - Housing Delivery Action Plan

HDP - Housing Delivery Programme

HDT - Housing Delivery Test

LDS – Local Development Scheme

LPA - Local Planning Authority

PPG – Planning Practice Guidance

NPPF - National Planning Policy Framework

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Annex A:

City of York

Planning Policy Housing Delivery Action Plan Update

November 2022

1) Introduction

- 1.1 The Housing Delivery Test (HDT) was introduced by Government in November 2018 as a means of encouraging more homes to be built across England and as a monitoring tool to demonstrate whether local areas are building enough homes to meet their housing need. It measures the number of homes built within a local planning authority (LPA) area as a percentage of total housing needs over a rolling three-year period. The City of York recorded a result of 65% in the latest published figures for 2021¹.
- 1.2 Authorities that fall below 95% are required to prepare an action plan. This document has been prepared on that basis and is an update to the previous Planning Policy Housing Delivery Action Plan (HDAP) published by the Council in December 2021.
- 1.3 The scope and nature of an action plan is not fully prescribed by national policy or guidance. Best practice suggests that plans should respond to local circumstances and needs. To this end, this document provides commentary on the following:
- The Housing Delivery Test and what the measurement means for the City of York;
 - The council's approach to housing delivery;
 - An overview of historic delivery in the City
 - Key issues and barriers
 - The Action Plan

2) What is the Housing Delivery Test?

- 2.1 The aim of the HDT is to encourage local planning authorities to boost housing supply and is a means of monitoring housing delivery locally. This is achieved through measuring the net additional supply of new homes against the number of homes required over the previous three years. LPAs performance results are published by Government annually.
- 2.2 The methodology for the HDT is set out in the Housing Delivery Test Measurement Rule Book². It dictates that, in the absence of an adopted Local Plan, the 'standard method' for assessing annual local housing need is used to generate the housing requirement figure.

¹ <https://www.gov.uk/government/publications/housing-delivery-test-2021-measurement>

² <https://www.gov.uk/government/publications/housing-delivery-test-measurement-rule-book>

- 2.3 Government has applied a 'Covid-19 adjustment' to reflects the temporary disruption to house building caused by national lockdowns over recent years. As a result, the period for measuring the homes required in 2020/21 has been reduced by 4 months. A 1-month reduction in the period for measuring the homes required in 2019/20 also still applies.
- 2.4 The consequences for LPAs with housing delivery having fallen short of the housing requirement over the previous three years are set out in the National Planning Policy Framework (NPPF) (2021):
- the authority should publish an action plan if housing delivery falls below 95%.
 - a 20% buffer on the LPA's five year land supply if housing delivery falls below 85%; and,
 - the presumption in favour of sustainable development is engaged if housing delivery falls below 75%³.

3) What does the Housing Delivery Test mean for the City of York?

- 3.1 The Housing Delivery Test Measure, published in January 2022 provides confirmation of the housing requirement figures and net completions applied to the calculation (Table 1), which result in a test result figure of **65%**.

Table 1. City of York Housing Delivery Test	2018/19	2019/20	2020/21	Total
No. of homes required (Standard Method)	1066	979 ⁴	683 ⁵	2,728
No. of homes required (Local Plan annual requirement)	822	754 ⁴	548 ⁵	2,124
No. of homes delivered ⁶	451	627	704	1,782

HDT vs York's emerging Local Plan

- 3.2 In advance of an adopted Local Plan, the housing requirement for York is not calculated using the annual figure set out in the emerging plan. It is, instead, established using the Government's standard methodology, which generates a higher annual requirement.

³ For further information see <https://www.gov.uk/guidance/housing-and-economic-landavailability-assessment#housing-delivery-test>

⁴ Covid-19 adjustment applied to reflect the temporary disruption to house building caused by national lockdowns. The period for measuring the homes required in 2019/20 is reduced by 1 month.

⁵ Covid-19 adjustment applied to reflect the temporary disruption to house building caused by national lockdowns. The period for measuring the homes required in 2020/21 is reduced by 4 months.

⁶ Includes adjustments for student and other communal accommodation as calculated by MHCLG using two nationally set ratios based on England Census data and informed by the Authority's Housing Flows Reconciliation (HFR) return.

- 3.3 In accordance with Annex 1 of the NPPF (2021), the City of York Local Plan is being examined under transitional arrangements following its submission in May 2018. The Council is therefore not bound to using the standard method to calculate its housing need. Based on evidence, the Plan proposes an annual average requirement of 822 homes.
- 3.4 Whilst the HDT sets a higher requirement benchmark to that which the council is advancing through its Local Plan, and the consequence of the 2021 measurement is that the 'presumption' is applied to decisions on planning applications, direct effects are considered to be minimal. In practice, the NPPF's presumption in favour of sustainable development already applies to decisions as the Council has been without an adopted plan and does not have an NPPF compliant five-year housing land supply (for the purposes of its decision making).
- 3.5 The City's Green Belt has provided strong policy protection to speculative applications that might otherwise have sought to capitalise on the 'presumption' being engaged. It is, however, increasingly being challenged in planning applications that seek to demonstrate 'very special circumstances'. As the Local Plan moves closer to adoption (anticipated in 2023), the risk reduces significantly.

4) The council's existing approach to housing delivery

- 4.1 The council's approach to housing delivery is embedded in the City of York Council Plan (2019-2023) which establishes eight key outcomes (seven of which will improve the quality of life for all residents, and one will enhance the way the council works):
- good health and wellbeing
 - well paid jobs and an inclusive economy
 - getting around sustainably
 - a better start for children and young people
 - a greener and cleaner city
 - **creating homes and world-class infrastructure**
 - safe communities and culture for all
 - an open and effective council.
- 4.2 Progressing the emerging Local Plan through to adoption is the council's key driver for ensuring housing delivery that meets local needs and is supported by relevant infrastructure. It identifies a pipeline of sustainable and deliverable housing sites in line with the city's strategic objectives and once adopted will set the regulatory framework for spatial development across the city.

- 4.3 The City of York Housing Delivery Programme (HDP) commits to developing over 600 new homes over the next 5 years on 8 council owned sites as part of the HDP. As part of this programme, the council has committed to a minimum of 40% affordable homes on these sites. Eight sites were originally identified to deliver this ambition, however over time new opportunities are being explored for sites both within and outside of the programme.
- 4.4 The HDP operates on a cross subsidy model whereby the market sale homes on each site help to fund the development costs of the affordable homes. This way the programme is financially sustainable in the long term, allowing the council to develop a second phase of the HDP beyond the initial 8 sites identified. It is anticipated that additional windfall sites will be identified to support this ambition.
- 4.5 The HDP also aims to provide new and flexible opportunities for housing delivery including self and community builds, the strategic disposal of land, and through the second hand shared ownership programme.
- 4.6 The Council maintains a register of previously developed ('Brownfield') land in accordance with the Town and Country Planning (Brownfield Land Register) Regulations 2017⁷. Sites within Part 1 of the Register are either draft allocations within the new Local Plan or have the benefit of planning permission subject to meeting the required threshold (i.e. has an area of at least 0.2 hectares or is capable of supporting at least 5 dwellings).
- 4.7 At this time, no sites are deemed as having 'permission in principle', however work may be undertaken to move sites into Part 2 of the Register following the Local Plan's examination.
- 4.8 It is recognised that York shares a housing market area with Selby District Council and links strongly to neighbouring districts. Work with neighbouring authorities under the Duty to Cooperate establishes that there is no requirement for the City of York to meet unmet provision in the wider area; it is accepted that each authority will meet its own identified housing need.
- 4.9 Given the commitment to housing delivery, data is gathered on a regular basis to inform the Council's Key Performance Indicators (KPIs) and to update regional monitoring reports and Housing Flows Reconciliation (HFR) returns to Government. Data collection and information gathering exercises are refined regularly to improve the quality of understanding on land supply and delivery issues.

⁷ The Register, which is accompanied by an interactive map is available here and is updated annually: <https://www.york.gov.uk/BrownfieldRegister>

4.10 Six-monthly monitoring updates of the council's housing performance are available on the Council's website⁸ and capture data from a number of sources:

- Results from 6 monthly site visits to verify the number of housing completions,
- Analysis of monthly Building Control completions returns that provide information of both City of York Council and private building inspection records,
- Regular contact with developers/applicants for each site with consent for over 10 dwellings, communal establishments and university managed student accommodation to accurately monitor completions and to estimate completions over the term of the build programme, and
- Monitoring of extant consents, new permissions, developments allowed on appeal and the inclusion of development through certificates of lawful development previously not included within housing returns.

4.11 This information is also fed into the Council's Local Plan evidence base and is particularly relevant to its land supply calculations⁹.

4.12 The Council's affordable housing performance is monitored by the Housing Team with annual updates also provided online¹⁰.

5) An overview of historic delivery in the City

Historic Data

5.1 A detailed overview of the council's housing performance over the previous ten-year period (2012 to 2022) can be found in Appendix 1. It should be noted that the records provided in Appendix 1 do not include development resulting from communal accommodation schemes such as care homes and student halls of residence but reflect all other development that falls into the general dwellings¹¹ definition.

5.2 A ten-year timescale has been deemed appropriate for our analysis as it represents a significant market cycle over which time trend data is meaningful in determining the achievements of actions within our housing market area. A shorter monitoring period may well magnify short term trends whilst a longer period may even out fluctuations to the point where market signals are missed.

⁸ The latest reports available at: <https://www.york.gov.uk/downloads/download/819/annual-monitoring-reports>

⁹ CYC Housing Land Supply Update June 2022 ([EX/CYC/76a](https://www.york.gov.uk/downloads/file/8100/ex-cyc-76a-housing-land-supply-update-addendum-response-to-representations-21-june-2022)): <https://www.york.gov.uk/downloads/file/8100/ex-cyc-76a-housing-land-supply-update-addendum-response-to-representations-21-june-2022>

¹⁰ <https://www.york.gov.uk/housing/affordable-housing-completions/1>

¹¹ Dwellings are defined in the DLUHC Housing Flows Reconciliation User Guide see link: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1093173/HFR_Guidance_-_2021-2022.pdf

- 5.3 Our historic housing completion data indicates that housing completion trends have remained relatively stable and have averaged 676 net additional homes over the 10-year period with new build homes providing a significant majority of these completions (74.1%) and changes of use, including prior approvals, accounting for 24.2%.
- 5.4 Over 80% of housing completions have taken place on brownfield sites which reflects the council's policy aims of prioritising brownfield sites over greenfield locations where possible. However, this trend may change over coming years as developments get underway on the greenfield sites allocated in the emerging Local Plan.
- 5.5 Net housing consents have followed an upward trend over the last 10 years, although 2021/22 saw the lowest number of homes approved in that period (a total of 327). The annual figure takes account of previously approved housing sites having their capacities reduced by 128 homes. A further 247 homes had a resolution to grant approval subject to legal agreement (once signed, these sites are expected to be included in the 2022/23 figures). A number of schemes are also awaiting Secretary of State decisions, which includes 970 homes on the site at Monks Cross¹² (Local Plan allocation ST8).
- 5.6 On 1st April 2022 sites benefitting from planning permission equated to a total of 7,648 net additional homes. Notwithstanding the Council's evidence that around 10% of all consents are not implemented¹³, this represents a healthy level of provision. With 88.4% of all net unimplemented consents located on brownfield sites that tend to demand longer lead in times to delivery, it is reasonable to assume that these consents will more gradually translate to completions rather than providing an immediate spike in delivery rates.
- 5.7 The physical constraints relating to the development of brownfield sites together with the continued impact of new working practices associated with the recent pandemic added to current shortages of labour and materials make for challenging market conditions affecting the house building industry not just locally but also across the country.
- 5.8 During the last 10 years by far the largest proportion of new homes from windfall sites has been the result of conversions/change of use and from very small windfalls (sites below 0.2ha)¹⁴. This has been factored into recent assessments of housing supply anticipated over the period covered by the Local Plan and is reflected in the council's housing trajectory.

¹² Appeal Ref: APP/C2741/W/21/3282969

¹³ See SHLAA Appendices May 2018 [SD049B] Annex 5 paragraphs 1.1 to 1.6:
<https://www.york.gov.uk/downloads/file/1528/sd049b-strategic-housing-land-availability-assessment-2018-appendices>

¹⁴ See Windfall Update Technical Paper 2022 [EX/CYC/77] using link:
<https://www.york.gov.uk/downloads/file/7923/ex-cyc-77-windfall-update-technical-paper-2022>

5.9 Appendix 1 also provides details of completions and consents for 2021/22 (1st April 2021 – 31st March 2022) with some of the headline figures provided below:

- 58.5% of all net housing completions took place on brownfield sites whilst almost 70% of all new homes were on sites with a capacity of 50 or more homes.
- Almost 59% of all net housing completions took place within the urban area. A further 22.6% of homes were provided in sub-urban locations, whilst 11.2% were completed in the city centre and its extensions and 7.5% were in rural or village locations. In each area of the authority new build properties formed the largest proportion of all net additional completions.
- A net total of 327 new homes were approved during the monitoring year, the largest proportion of which was for new build properties with approval for 257 new homes (78.6%). Notable housing schemes approved during the monitoring year included sites at the Former York City Football Club, Bootham Crescent (93), Burnholme Community Hub (83) and Former Duncombe Barracks site (34)
- It should be noted that several previously approved development sites had overall capacities reduced by 128 homes during the monitoring period that impacted on the overall net approval figures
- A further 104 student cluster flats at Mecca Bingo, 68 Fishergate, 83 homes at Eastfield Lane, Dunnington and 48 homes at Cherry Tree House, 218 Fifth Avenue had a resolution to grant planning permission subject to legal agreements prior to 31st March 2021. These are in addition to the 327 homes with full approval and it is anticipated that these sites will be included within the 2022/23 consented figures.
- The largest contributor to the overall consented homes was new build schemes approved in the urban locations. The 126 net homes approved in this location made up almost 38.5% of all net approvals granted in the authority area.
- Sites with a capacity of more than 50 new homes made up the greatest number of net homes approved in the authority area and this was reflected in all areas other than in rural and village locations where changes of use had slightly the greatest number of approvals.
- On 1st April 2022, of the 7,648 net housing approvals 7,073 (92.5%) were on sites with a capacity of greater than 50 new homes.

Determination of Planning Applications

- 5.1 City of York Council's performance over the previous 3 years¹⁵ has exceeded the national target for determination of applications within the statutory timeframe for major and minor applications as shown in the table below:

Table 2: Determination of major and minor applications against statutory timeframes

Year	Majors	Minors
2019-20	100.00%	84.75%
2020-21	100.00%	93.17%
2021-22	96.30%	91.03%
National Target	80%	70%

- 5.2 Further analysis of performance reveals that an approval rate of almost 86% has been achieved when determining both major and minor applications over the last 3 monitoring years.

Table 3: Major application grant and refusal rates.

Year	Granted		Refused	
	Number	%	Number	%
2019-20	41	97.62%	1	2.38%
2020-21	46	92.00%	4	8.00%
2021-22	21	77.78%	6	22.22%
Overall	108	90.76%	11	9.24%

¹⁵ Data in tables 2, 3 and 4 is taken from Government PS1/PS2 returns ([DLUHC PS1/PS2 Returns Dashboard](#) please click to gain access), which excludes appeal information which was included in equivalent tables in the 2021 Housing delivery Action Plan.

Table 4: Minor application grant and refusal rates.

Year	Granted		Refused	
	Number	%	Number	%
2019-20	237	84.04%	45	15.96%
2020-21	210	84.34%	39	15.66%
2021-22	258	85.71%	43	14.29%
Overall	705	84.74%	127	15.26%

6) Understanding the key issues and barriers

6.1 The Council has gathered evidence from a wide range of sources including planning appeals and views from colleagues and key stakeholders involved in the planning and housing delivery process in order to understand the potential influencing issues and barriers associated with housing delivery in York. The identified key issues and barriers are below:

- a. The planning process
- b. Economic Drivers
- c. Resources and Capacity
- d. Physical and Environmental Constraints
- e. Other

6.2 Many of the issues and key barriers are well documented, with some of them intrinsic to the physical character of the City of York area and some of the emerging from central government's economic policies. The Council's ability to influence each of the barriers ranges but it is noted that each barrier requires a multitude of steps and stakeholders to come together to achieve the agreed aim.

6.3 Circumstances have not changed significantly since publication of the Council's 2021 Housing Delivery Action Plan. The issues identified below are therefore largely unchanged from those set out in the previous document.

a) The planning process

6.4 **Adopting a Local Plan and defining of the Green Belt boundaries.** Plan preparation is demonstrably slower in Green Belt areas than elsewhere¹⁶. The

¹⁶ Lichfields (April 2017): Planned and Deliver – Local Plan making under the NPPF: https://lichfields.uk/media/3000/cl15281-local-plans-review-insight_mar-2017_screen.pdf

City of York does not have an up to date Local Plan and is tasked with defining the detailed Green Belt boundaries in the authority. Examination of the submitted Local Plan is currently ongoing¹⁷ with phase 2 - 4 hearings having been completed in 2022.

- 6.5 Determining planning applications in the absence of an up to date Local Plan and confirmed Green Belt boundaries.** City of York have saved from the Yorkshire and Humber Regional Spatial Strategy (RSS) (2008) (YH9(C) and Y1 (C1 and C2)) which relate to York's Green Belt and the key diagram insofar as it illustrates the general extent of the Green Belt. These policies set the general extent of York's Green Belt to approximately 6 miles from the city centre. In line with the decision of the *Court in Wedgewood v City of York Council [2020]* Judgment¹⁸, and in advance of the adoption of a Local Plan, decisions on whether to treat land as falling within the Green Belt for development management purposes may need to take into account the RSS general extent of the Green Belt, the draft Local Plan (April 2005) (DCLP), the emerging Local Plan (2018), insofar as can be considered against paragraph 48 of the NPPF (2019) and site specific features in deciding whether land should be regarded as Green Belt.
- 6.6 Twelve of the Local Plan's housing allocations are within the general extent of York's Green Belt which has, in the past, made it difficult to grant planning permission on these sites where developers submitted applications intended to coincide with a much sooner conclusion of the examination process. However, that position is changing as a result of the significant progress made in the examination during 2022. The Council is now progressing applications that have long been 'in the system' and is working through technical issues on schemes to be in a position to grant permission. The Secretary of State decision (October 2022) not to call-in an application supported by members and officers for development on an allocated site in Copmanthorpe¹⁹ further supports the Council's approach of seeking to positively determine applications.
- 6.7 Delivering supporting infrastructure.** Over 12,000 new homes within the Council's housing trajectory are from strategic sites (sites above 5 hectares), with four of the strategic sites due to deliver between 1000 and 4000 new homes. This level of development not only needs considerable time to prepare the site, but considerable investment in infrastructure from a multitude of agents. York Central (ST5), brought forward by York Central Partnership, is an example of this. Not only are there multiple landowners, there are a number of pieces of infrastructure across different phases that need to come together to unlock the delivery on the site and support quality of place and services.

¹⁷ See <https://www.york.gov.uk/planning-policy/new-local-plan-examination/1>

¹⁸ Case ref: [2020] EWHC 780 (Admin), 2020 WL 02086186

¹⁹ Planning application reference: 18/00680/OUTM

- 6.8 **Proportionate approach to planning, specifically self-build.** Whilst the Council supports the delivery of housing in a range of ways, there is a view that the approach to securing planning consent should be more proportionate according to the type of development to be consented. As an example, for self-build consents is considered that the planning approach is not proportionate as it is the same process for determining a single plot as it is for strategic sites of over 5ha.
- 6.9 **Lack of clarity in planning definitions.** In relation to older people's independent living and extra care properties there is a lack of clarity about whether these homes are to be considered Use Class C2 or C3. Developers are looking to build extra care accommodation (independent living apartments with on-site care) and they are keen for this to be classified as Use Class C2, to avoid social housing S106 contributions. This then leads to protracted discussion and debate and requirement for additional evidence. Clearer national guidance is required for this as there is case law which supports both C2 and C3 classifications.
- 6.10 Developers hoping to build independent living and extra care accommodation for older people as Use Class C2 are then seeking to develop on green belt and unallocated sites as they are arguing that it should not detract from land allocated as C3 housing.
- 6.11 Additional and well documented issues across the board also include:
- Sufficient resourcing and skills within planning departments
 - Protracted S106 negotiations and timescales
 - Time needed to prepare large strategic sites

b) [Economic drivers](#)

- 6.12 **High land prices** – The council's Housing Delivery Programme (HDP) currently utilises council owned land, however, once exhausted it will be difficult to acquire more as the cost of land is extremely high. This is exacerbated when competing against large house builders who will not necessarily provide the same level of affordable housing that publicly funded schemes aspire to provide.
- 6.13 High land purchase prices within York can result in viability issues should the housing market experience fluctuations. A number of sites have been held back for development until the market corrected itself.
- 6.14 High land values also result in some developers looking to other authority areas with lower land prices. Market conditions vary across the region and many

developers are building the same design of property in a number of locations without the associated high land acquisition costs incurred in York.

- 6.15 Access to land is consistently brought up by Registered Provider (Housing Association) partners as a significant barrier to developing in York. For affordable housing delivery specifically, this is linked to the insufficiency of government (Homes England) capital grant funding to compete for sites in the York market.
- 6.16 Registered Providers being unable to access land impacts on both affordable housing and overall delivery, as Registered Providers can develop at a faster build out rate due to not relying on maintaining market prices via a slow “absorption rate” of completions.
- 6.17 The land supply challenge is exacerbated by some large landowners assigning development a low priority at current market returns – e.g. multinational owners of brownfield sites.
- 6.18 **Site Viability.** Land bought by developers when land values were at their peak, over 10 years ago, has resulted in a small but significant number of sites that have either taken a considerable amount of time to develop as the market conditions correct themselves or has been land banked for future development to ensure that the viability of residential projects is achieved. Additionally, as viability of the site changes, this has resulted in some renegotiation in relation to contributions the sites should make towards meeting policy requirements and S106 contributions.
- 6.19 **Alternative high yielding land uses.** The city centre and fringes have experienced significant student accommodation and hotel developments in recent years, both uses achieving greater returns to investors than that of C3 residential schemes.
- 6.20 Currently developers of student flats, and office-to-residential conversion, do not pay affordable housing commuted sums and some/any other s106 requirements. As well as disadvantaging other forms of residential development for the sites, this also reduces sums available for strategic investment in affordable housing and other infrastructure.
- 6.21 **Sales complexities.** Delivery of alternate uses to residential development, such as hotel and student accommodation, is less complex as a single operator can purchase the whole scheme, whereas, a residential development usually requires the sale of properties to a large number of individuals or investors. Some of this risk can be offset in residential development through the Private Rented Sector (PRS), with whole developments being built for sale to institutional investors. However, this remains a relatively new and untested concept in York.

- 6.22 **Competition.** Much of York's housing land is in the control of a small number of commercial house builders. This lack of competition does not incentivise a quick and efficient build out of homes. Often a commercial builder will not have two sites under construction if competing for the same buyers.
- 6.23 **Absorption rates.** the rate at which newly constructed homes can be sold or believed to be able to be sold into the local market, are seen as a fundamental driver in build out rates once detailed planning permission is granted. This is reflected in changes to the NPPF since its introduction in 2012 which seek to encourage different tenures and a number of different buyers markets such as purpose build student accommodation, build to rent, starter homes which in turn will encourage higher build out rates and can support the business plan of the multi-national housebuilders. This includes affordable housing. It has been found that "schemes with more affordable housing (more than 30%) built out at close to twice the rate as those with lower levels of affordable housing as a percentage of all units on site."²⁰The homogeneity of housing delivery can also stifle the creation of different products and consequently markets and again stifle build out rates.
- 6.24 **Remediation costs.** In the council's experience, there is still a strong view amongst many landowners that remediation should be considered a legitimate development cost that should be netted off planning gain rather than land value. A landowner of a contaminated site still expects to achieve market value. This means that the only viable form of development is high density apartments that achieve enough yield to cover market value plus remediation, otherwise the site remains undeveloped, thus constraining supply. The inherent challenges could result in low quality developments that do not necessarily meet the city's housing need, or the site viability remains too risky for a developer to secure finance.
- 6.25 **Vacant properties.** A study undertaken in the mid-2010s by the North East Civic Trust identified that there was potential for up to 1,500 apartments in the vacant city centre spaces above commercial areas. Consequently, the council, working with housing associations to try to obtain government funding to address this opportunity, has found it incredibly difficult to release these spaces as the cost of converting often difficult/inaccessible spaces does not provide a viable yield. This is in part made more difficult by conservation issues. Feedback from developers and agents has identified that if there were to be some relaxation of the requirements inside buildings to retain existing layouts and some period features it may be possible to make these spaces economic for residential based redevelopment. This will become ever more pressing as

²⁰ "Start to Finish, What factors affect the build-out rates of large scale housing sites?"
Second Edition, Lichfields

the current decline of the retail market leaves more and more potentially vacant properties in the city centre.

6.26 **Brownfield site constraints.** Large brownfield sites identified in the Plan have been delayed significantly as a result of remediation requirements, the infrastructure needed for access and utilities, whilst the sourcing of government funding can also cause significant delays. It is widely acknowledged that here are inherent delays associated with developing these sites compared to less complex construction on Greenfield land.

6.27 **Access to funding for developers.** It is difficult for small developers to access funding at sensible rates, either from banks or from private investors. As a result, new builds are released slowly as smaller developers often do not have sufficient working capital to work on (say) three houses at the same time. Larger developers can sometimes be vulnerable to this, particularly for more marginal areas or sites.

c) [Resources and capacity](#)

6.28 **Grant funding** - The uncertainty of funding has caused viability issues for the council's affordable housing projects. Delays are being experienced in the process of gaining funding from Homes England that would allow for the discounted sale or shared ownership of affordable self-build homes on land for self-builds and negotiations have not concluded.

6.29 **Labour, material shortfalls and high costs** - It is well documented that in the construction industry that there are significant labour supply shortages, with a significant reduction (nationally) of people joining the construction sector, many existing construction workers retiring early and a lack of relevant skills amongst existing construction workers in trades such as bricklayers, plasterers, architects and quantity surveyors, constraining the house building market. The Letwin Review identifies a shortage of bricklayers as being a particular cause of concern to the industry, needing urgent remedial action.

6.30 The ongoing shortage of materials and their increasing costs, along with labour issues are likely to impact in the future.

6.31 **Improving construction and environmental standards** - moving towards higher constructions standards specifically in relation to carbon emissions places requires upskilling of the entire workforce across the sector and for additional financing to meet new standards.

6.32 One example of this is when delivering of zero carbon Passivehaus housing that the (HDP) aspires to achieve in its next phase of schemes, it is resulting in more time spent liaising with contractors before going out to the market.

6.33 Additional well document constraints include:

- Funding cuts from central government
- Resourcing within planning departments
- Lack of sufficient engagement throughout the process

d) [Physical and environmental constraints](#)

York is characterised by a compact urban area surrounded by several small settlements. The compactness of the main urban area and the distinct settlement pattern is a key feature of the city.

- 6.34 York is located within a vale and at the confluence of two rivers. Development is restricted by flood plains and a mix of ground conditions ranging from heavy clay to sandy land. This can often result in the need for more expensive and complex foundations adding time to build programmes that can impact on the financial viability of sites and in the case of flooding, residential development will need to apply mitigation measures.
- 6.35 York is restricted from expansion beyond its urban edge by Green Belt identified primarily to safeguard the character and setting of the city. The city is unique in England with the only complete medieval city walls in England and its easily recognisable medieval street pattern, 2,000 years of unbroken urban development, rich and varied historic archives, the largest and grandest of northern Europe's Gothic cathedrals. It has one of the highest concentrations of designated heritage assets in England. It has well preserved and deep archaeological deposits. Taken together, this means the need to protect and enhance these assets necessitate the design and conservation policies provide a critical framework for discussions around site capacity, massing, density, heights and views.
- 6.36 York's Green Infrastructure includes nine Sites of Special Scientific Interest (SSSI); three of which (Strensall Common, the River Derwent and Derwent Ings) are also of international importance as indicated in the City of York Biodiversity Audit (2011).
- 6.37 The road network combines a series of main arterial routes leading to the compact historic city centre that is enclosed by the bar walls. The outer ring road is only partially dualled meaning both congestion and accessibility are factors that need to be assessed in the planning process. Funding streams for the northern part of the ring road have helped to plan for major improvements in future years that will allow for major planned housing developments to take place.

7) The Action Plan

- 7.1 The action plan will support more homes to be built in York but will not guarantee delivery against the HDT Measurement target for the reasons outlined in the previous section (Understanding key issues and barriers) as many of the factors are beyond the council's control or influence.
- 7.2 The areas within the council's influence will also require sufficient stakeholder engagement with landowners, agents and other stakeholders and partners in the delivery process such as Homes England.

a) The planning process

- 1. Corporate prioritisation of the emerging Local Plan Work to secure its adoption.** This will set a clear planning policy framework to give direction for future growth of the city. The issues surrounding the appropriate housing requirement for York will be addressed, the formal setting of the Green Belt boundaries will provide clarity on the land that can be developed outside the urban area.
- 2. Introduction of the HDT to Duty to Cooperate (DtC) Meetings.** Ensure that the agenda for DtC meetings includes a discussion on the housing delivery and the housing delivery test. This will similarly apply to forthcoming work with the new North Yorkshire Council.
- 3. Support clarity in decision making.** Complete a series of Supplementary Planning Documents (SPDs) are to provide specific guidance on the application of policies within the Local Plan. The series includes an Affordable Housing SPD and Climate Change SPD.
- 4. Preliminary work to support applications.** The council is working with developers of strategic sites allocated in the emerging Local Plan to support and assist with work that will feed into the preparation of planning applications. These applications will only be submitted once the plan is adopted, and this work is intended to help bring forward submissions soon after the Local Plan's adoption.
- 5. Enhance monitoring procedures.** Developers are now requested to complete a pro-forma that includes details of lead in times and housing delivery programmes whilst also being asked to add comments about potential delays that may be incurred in the delivery of their sites. This is intended to improve our ongoing monitoring work and assist in making more accurate housing projections. In turn this will have positive effects of future planning of requirements, for example, in predicting accurate additional school place requirements and transport modelling.

Should information be provided by developers that indicates potential delays to projects this can be flagged up to various teams within the council that may

be in a position to assist and work collaboratively to prevent sites stalling. This has been carried out on sites in the past where, for example, additional funding has been identified through Homes England and helped deliver homes in a timely manner.

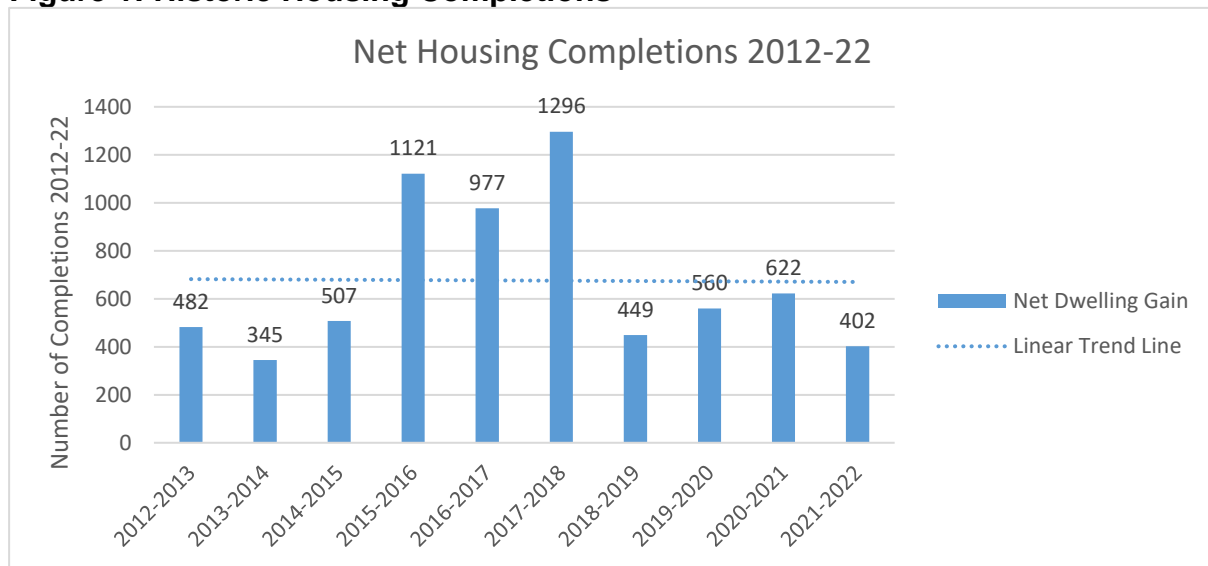
The scope of the new permitted development rights for uses falling into Class E is significant and may result in a significant level of housing delivery via this route. The Council will monitor the impact of new permitted development rights, Class MA, on housing delivery.

- 6. Continue to implement the review S106 agreement process and conditions attached to planning permissions.** This exercise looked back over recent permissions at different points within the process and identified challenges in the planning application process that could simplify or streamline the process.
 - 7. Improve engagement with developers, landowners, registered providers and university estates.** Continue to keep in regular contact with applicants of sites with 10 or more homes planned to confirm phasing and progress. Increase engagement via the council's Developers Forum and York Chamber of Commerce's Property Forum. Discuss the HDAP with developers at the bi-annual Developers Forum and ask for comment and ideas on the document as well as their ideas about local skills and resourcing.
 - 8. Set out a clear process for determining whether an extra care site can be considered to be C2 or C3** so that this does not have to be reviewed for each application. This will be explored with colleagues across the council and in neighbouring authorities to determine an efficient mechanism to do this. Where appropriate greater clarity and guidance will be sought from central government.
 - 9. Maintain the Brownfield Register.** The Brownfield register will be reviewed to identify suitable sites where appropriate.
 - 10. Ensuring necessary infrastructure provision.** Secure funding and further improvements to the highways network, notably the outer ring road and around York Station and seeking and build on successful delivery of infrastructure programmes such as the improvements to the York Outer Ring Road completed in 2019.
- b) [Organisational focus](#)
- 11. Develop a housing strategy.** The strategy will reflect who we are as the Strategic Housing Authority in York, what we do, why we do it, what our priorities are and how we interact/influence across all housing tenures.
 - 12. Supporting the deliverability of the Housing Development Programme.** This programme is currently involved in the development and delivery of eight council owned sites for housing and actively provides affordable homes within

the local authority area. The programme goes beyond the delivery of these eight sites and includes work to unlock grant funding and additional sites for affordable homes to meet different incomes across the City of York area as well as seeking to improve processes and skills across the city.

- 13. Working in partnership on major regeneration sites.** The council is committed to working collaboratively and creatively on major regeneration sites such as Castle Gateway and York Central.
- 14. Bring forward the council portfolio.** The council owns a number of commercial properties across the city centre that will be explored for their residential capacity in the coming years. An example of this is the building occupied by Holland and Barrett on Coney Street purchased by the council in 2019.
- 15. Updating the process for identifying, preparing and selling of small custom-build and self-build sites.** The council is working through options to improve this process to reduce any potential VAT liabilities, improve timescales and bring forward the plot typologies that the data from the self-build register suggests York residents are looking for.
- 16. Look at construction skills in the local economy.** Work alongside the economic growth team to understand local pressures related to existing construction skills and labour and identify objectives the council and stakeholders can move towards to improve the strength of the local construction industry.
- 17. Consider the role and impact of Modern Methods of Construction (MMC) and modular building.** Work with local developers and explore their potential to improve delivery rates.
- 18. Improve engagement with the public – residents, businesses and visitors.** An engagement project called, my city centre, is shaping a new long term vision for the city centre with local stakeholders providing. This exercise will provide greater clarity for all stakeholders as well as provide a starting point for initiating new projects and making applications for funding.
- 19. Ensuring York is an attractive place to invest.** City of York Council is the sole shareholder of Make It York a commercial business that was established in 2015 to bring together the marketing and promotion, economic development and tourism functions of the city.

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Figure 1: Historic Housing Completions

When adding a linear trend line for the period 2012/13 to 2021/22 Figure 1 indicates that housing completions in York have remained stable averaging 676.1 net additional homes per year over the ten-year period. Significant completion levels were experienced over the three-year period 2015/16 to 2017/18 when a net total of 3,394 homes were added to the housing stock. Completions for 2021/22 reversed an upward trend experienced during the previous three monitoring years and resulted in a total of 402 net additional homes. This fall in housing delivery can in no small part be attributed to the impact the recent pandemic has had on the housing market that is still recovering from new working practices and shortages in both the supply of materials and labour.

It should be noted that a number of equivalent homes resulting from development of communal establishments will be added to these figures when confirmed in our Housing Flows Reconciliation return later in the year. These will align with government approved ratios applied to completed care home and student halls of residence bed spaces carried out during the monitoring year¹.

¹ See the Housing Delivery Test Measurement Rulebook (paragraphs 10 & 11) for full details: <https://www.gov.uk/government/publications/housing-delivery-test-measurement-rule-book/housing-delivery-test-measurement-rule-book>

Figure 2: Historic Housing Completions by Type

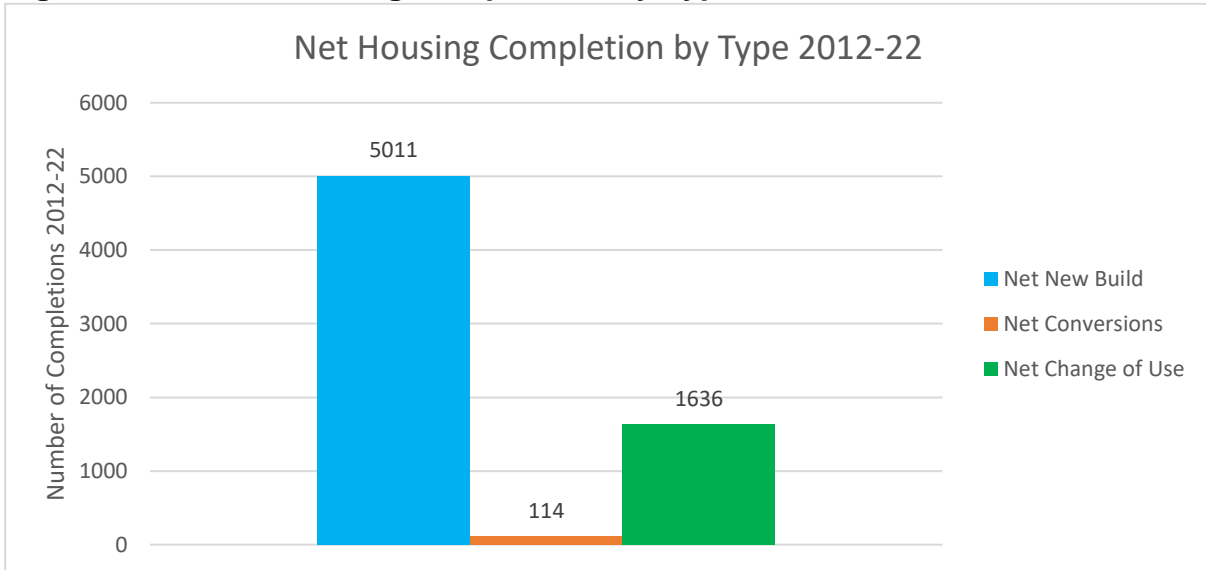


Figure 2 reveals that of the 6,761 net completions 5,011 (74.1%) were new build homes, whilst 1,636 (24.2%) resulted from changes of use from non-residential properties.

Figure 3: Development on Previously Developed Land

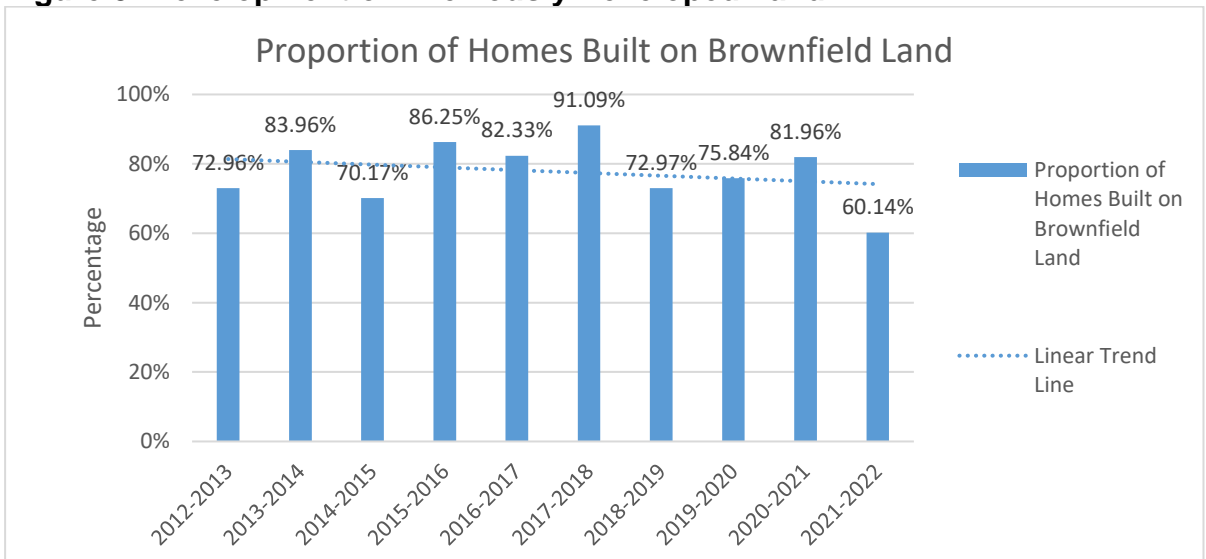
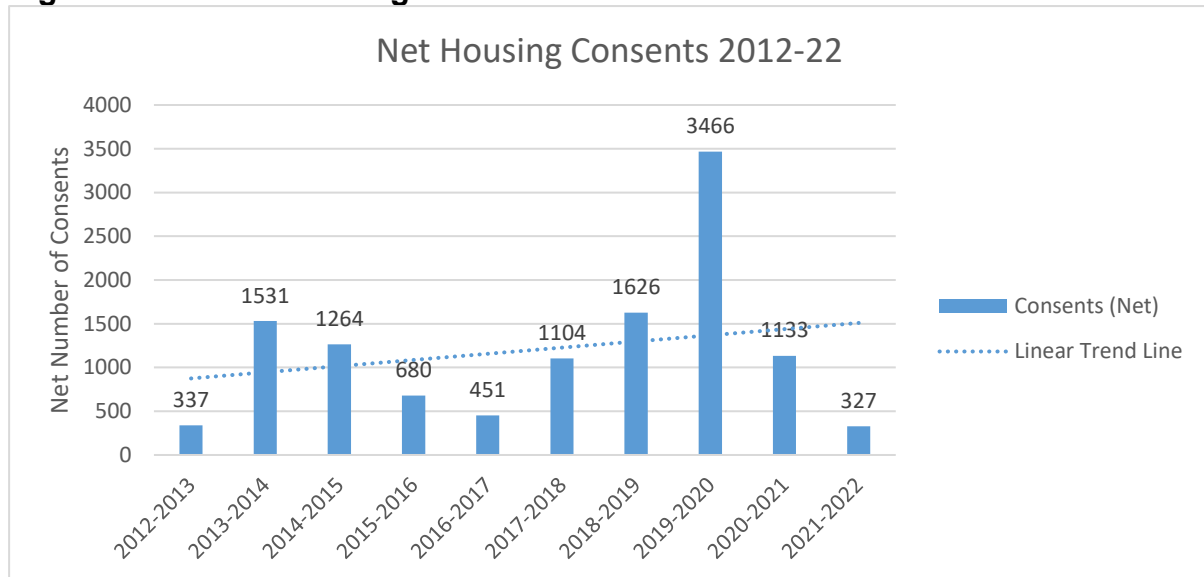


Figure 3 shows that over the previous 10-year period an average of 80.6% of all gross housing completions took place on brownfield land. The linear trend line reveals that there has been a slight decline in the figures during the monitoring period and can generally be attributed to large greenfield sites such as Germany Beck and ones identified through the Local Plan process including development at York St John University Playing Fields, Windmill Lane providing significant completions in recent years. Large brownfield sites such as the Former Nestle Factory site and York Central are programmed for future development. However, should our Local Plan be adopted following examination further greenfield sites have been identified as draft allocations and a trend of proportionately lower brownfield

housing completions is likely to be experienced over future years if these sites are deemed appropriate for development.

Figure 4: Historic Housing Consents



An upward trend in housing consents can be seen in Figure 4 which highlights that a significant 3,466 net additional homes were approved in 2019/20 and a further 1,133 net homes in 2020/21. Whilst just 327 net additional homes were approved in 2021/22 a number of previously approved sites had their capacities reduced by an overall -128 net total following amendments to their layouts. Further, four sites had resolutions to grant approval subject to legal agreements for a net additional total of 247 homes during the twelve-month monitoring period and these sites are anticipated to be included within consents for 2022/23.

Previous analysis of housing permissions suggests that up to 10% of all consents will not be implemented. With more than to 88.4% of all commitments being on brownfield sites that often require remediation and potential infrastructure delays this indicates a phased future housing supply rather than an immediate increase to housing completions. However, with net unimplemented consents remaining high together with the prospect of the adoption of the Local Plan in the near future that would bring forward identified sites for development there is much room for optimism in our future housing supply meeting the requirement.

Figure 5: Net Unimplemented Consents each 1st April.

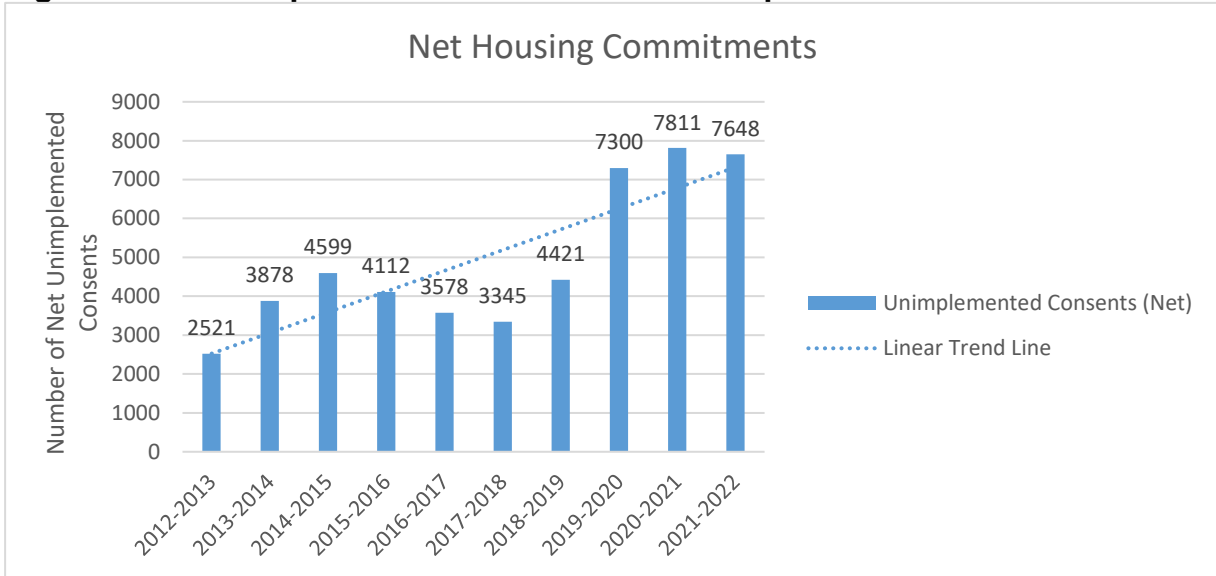
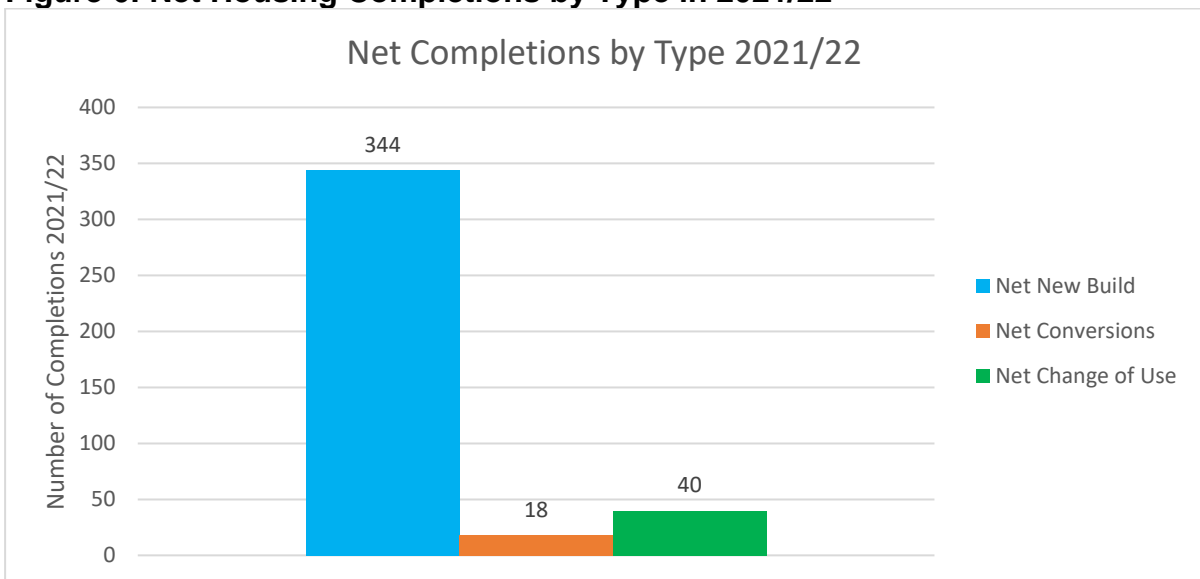


Figure 5 indicates the level of net unimplemented consents on 1st April each year for the past 10 years. The linear trend line shows that there has been a general increase in housing commitments (consented and extant applications) over the monitoring period. On 1st April 2022 a total of 7,648 net additional homes had gained approval and under normal circumstances this should indicate a healthy level of consents to be confident of sustained housing growth in future years. However, new working practices and the economic realities of Brexit, Covid-19 and the conflict in Ukraine may suppress this optimism and the future monitoring of housing commitments and delivery will help to determine the impact these factors have on the housing development industry in future years.

Housing Completions 2021/22

Figure 6: Net Housing Completions by Type in 2021/22



Net housing completions in 2021/22 are separated into the various completion categories in Figure 6, above. Of the 402 net completions 85.6% were new build, whilst 10% were through changes of use. For a full breakdown of both completions and consents please view our 2021/22 housing monitoring update.

Figure 7: 2021/22 Net Housing Completions Split into Site Capacity and by Brownfield/Greenfield Land

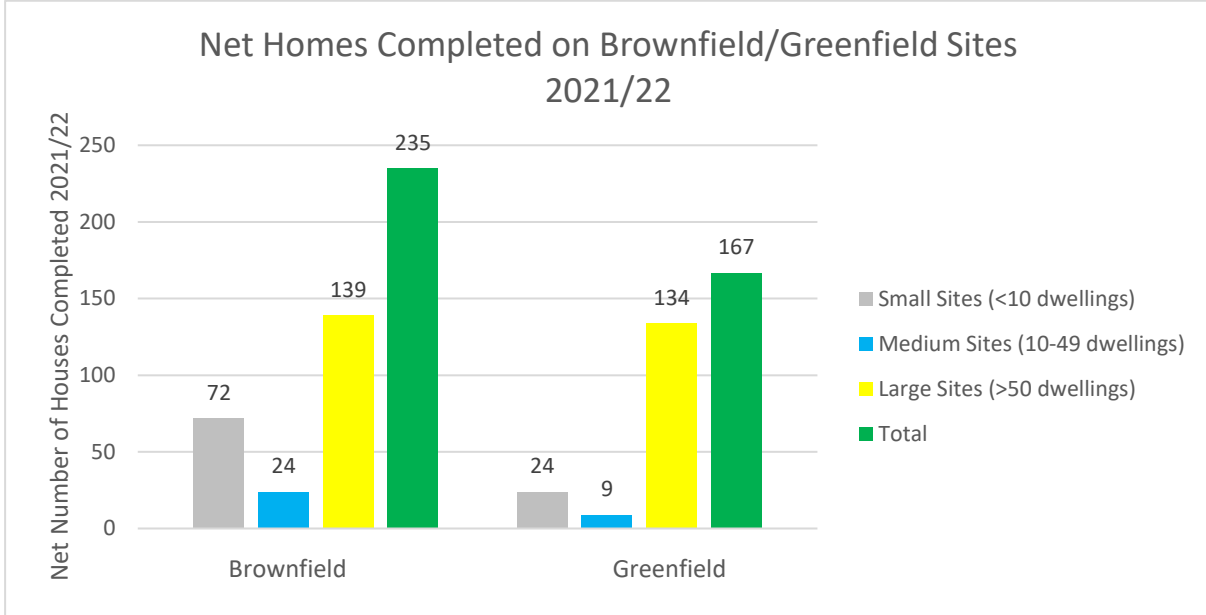


Figure 7 shows that 58.5% of net housing completions in 2021/22 took place on brownfield land and that 273 (67.9%) new homes on both brownfield and greenfield land took place on sites with a capacity of over 50 new homes.

Figure 8: Location and Type of Completion Carried out in 2021/22

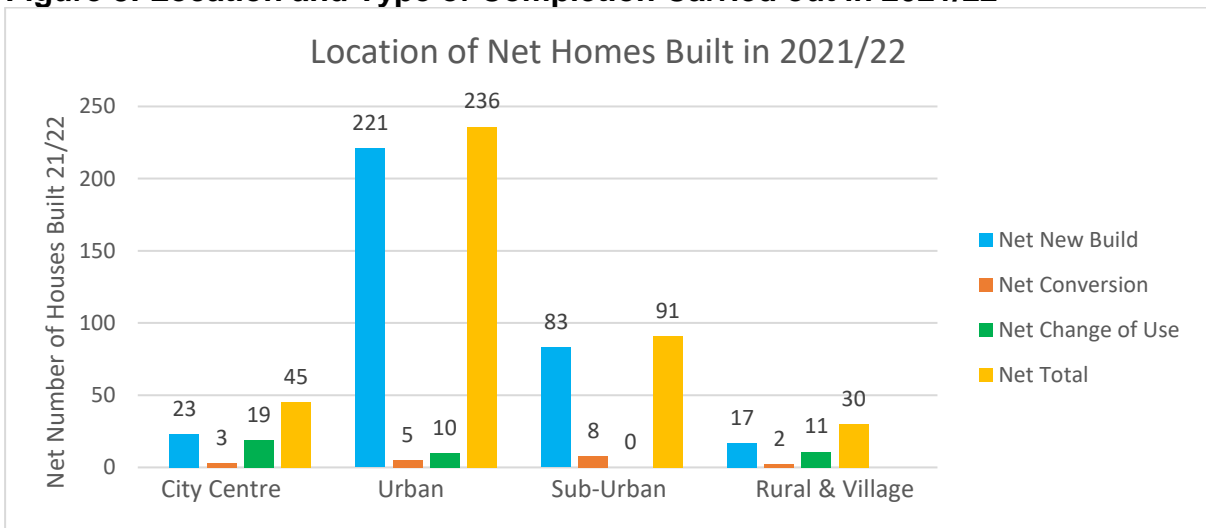
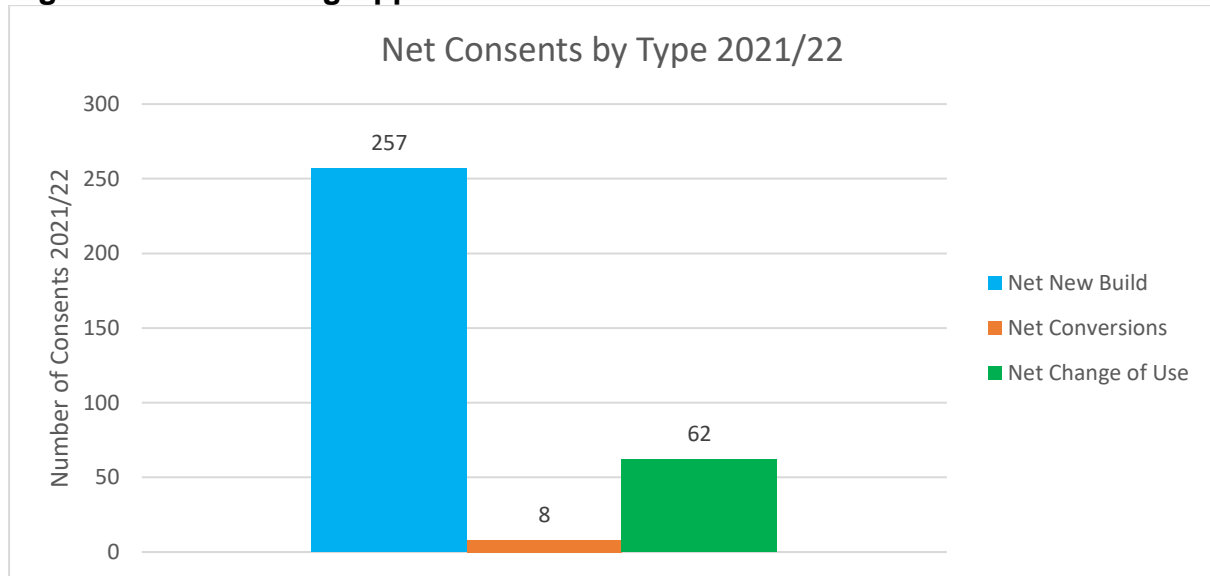


Figure 8 shows that 58.7% of all net housing completions took place within the urban area during 2021/22. A further 22.6% of homes were provided in sub-urban locations, whilst 11.2% were completed in the city centre and 7.5% were in rural or

village locations. In each area of the authority new build properties formed the largest proportion of all net additional completions.

Figure 9: Net Housing Approvals in 2021/22



In 2021/22 a net total of 327 new homes were approved, the largest proportion of which was for new build properties (78.6%). Notable housing schemes approved during the monitoring year were for draft housing allocation H7: Former York City Football Club, Bootham Crescent (93), Burnholme Community Hub (83) and Former Duncombe Barracks site (34) all of which were for new build schemes.

Figure 10: Net Housing Consents Granted in 2021/22 Split into Brownfield and Greenfield Sites

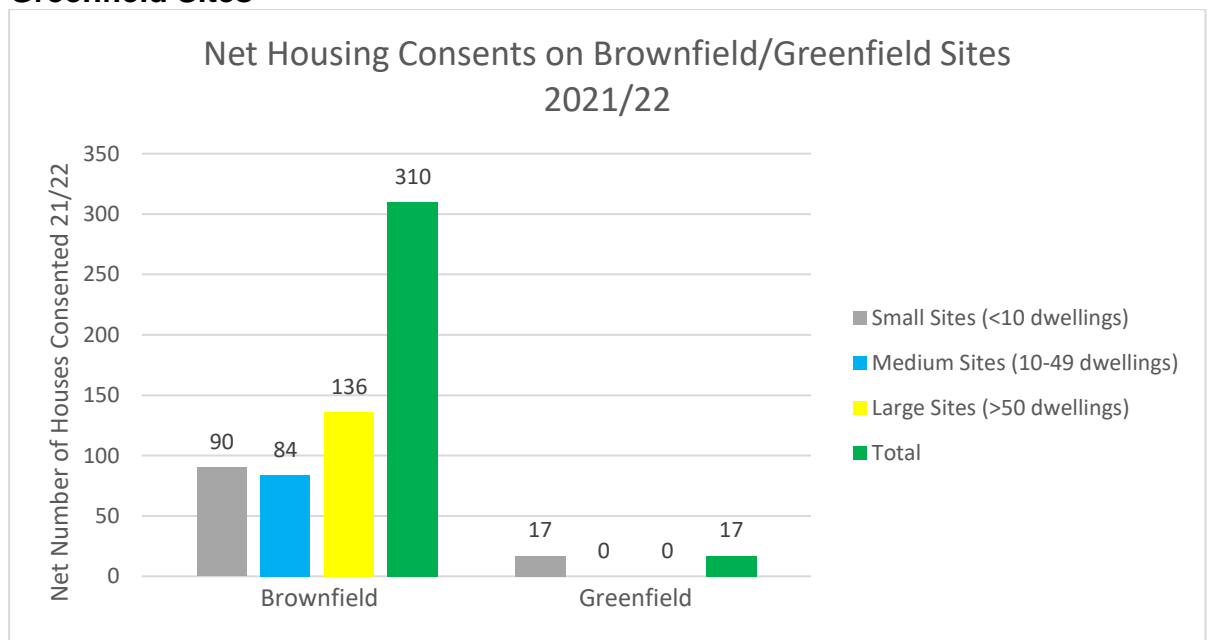
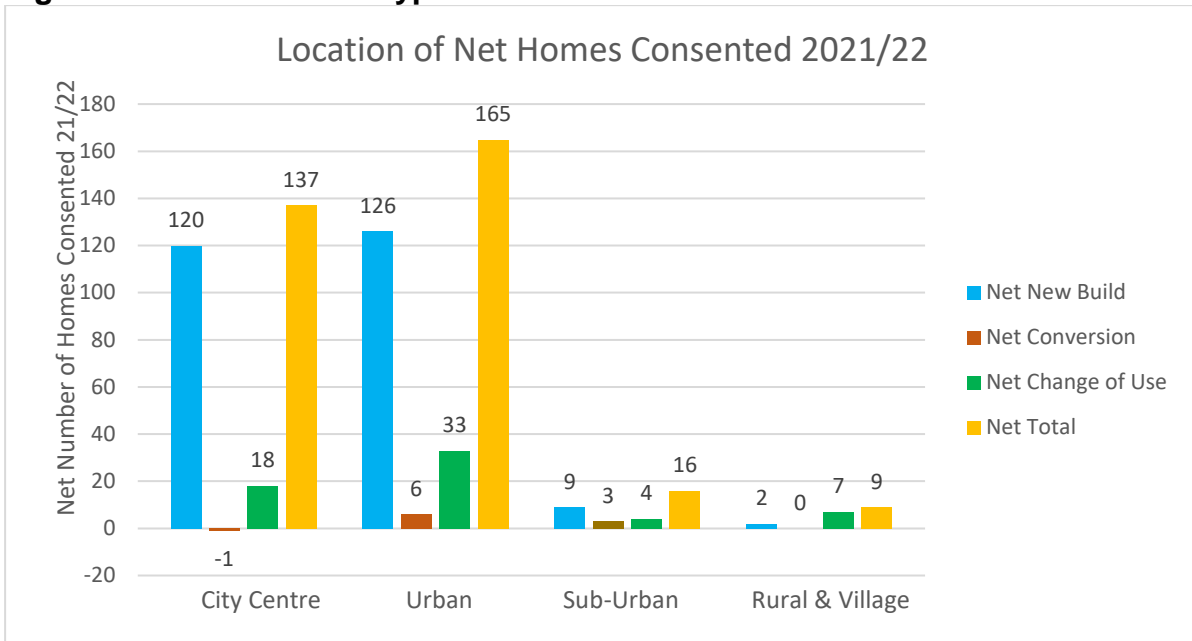


Figure 10 shows that 94.8% of all approvals granted in 2021/22 were on brownfield sites and of this total almost 43.9% were on sites with a capacity of over 50 new

homes. Approvals on greenfield sites accounted for 5.2% of all consents with all 17 net approvals being granted on small sites of less than 10 homes.

Figure 11: Location and Type of Home Consented in 2021/22



As shown by Figure 11, the largest contributors to the overall consented homes were for new build schemes approved in both the city centre and its extensions and in the urban area. The 246 net new homes approved in these locations made up 75.2% of all net approvals granted in the authority area.

Figure 12: Location and Capacity of Sites Granted Approval in 2021/22

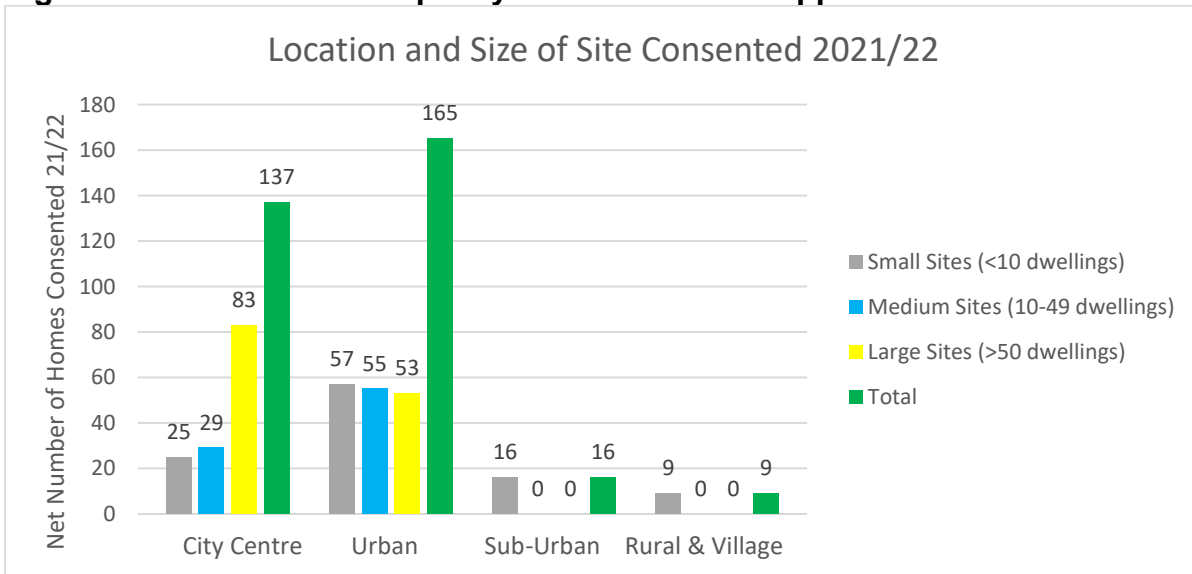
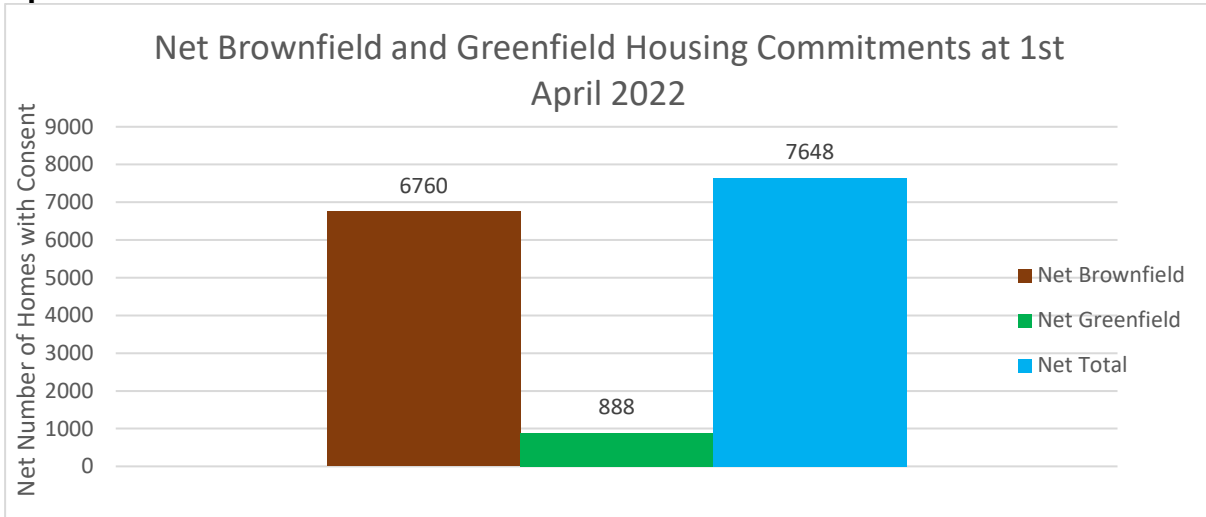


Figure 12 provides evidence to show that 83 homes (60.6%) on sites with a capacity of more than 50 new homes made up the greatest number of net homes approved in the City Centre. The approved homes in the Urban Area were split evenly between

each category, whilst approvals on small sites of less than 10 homes in both sub-urban and rural/village locations made up all of the consented development.

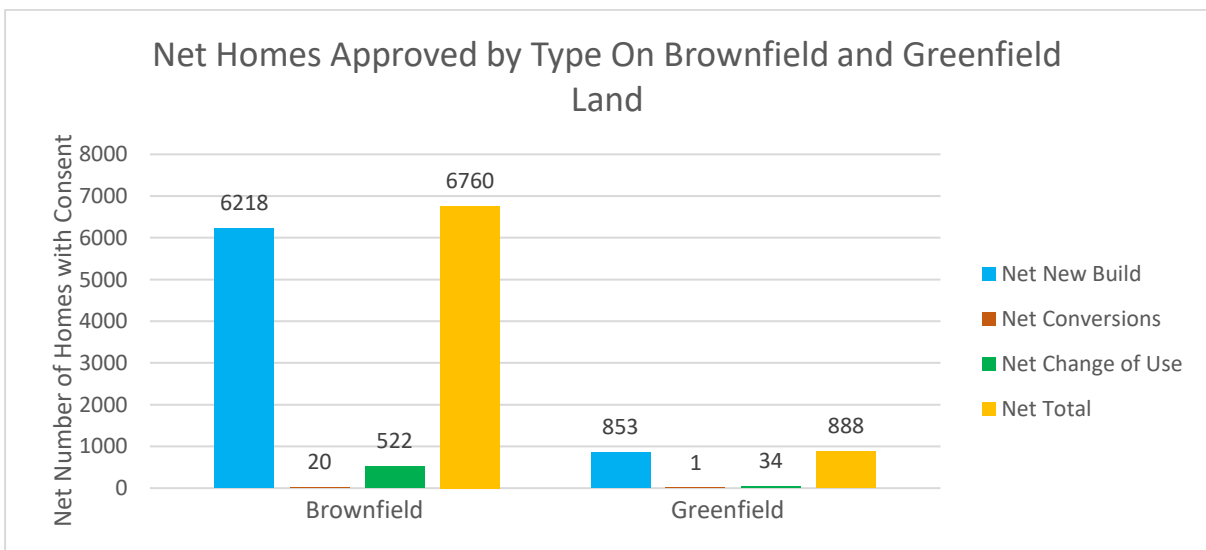
Housing Commitments at 1st April 2022

Figure 13: Housing Commitments on Brownfield and Greenfield Sites at 1st April 2022



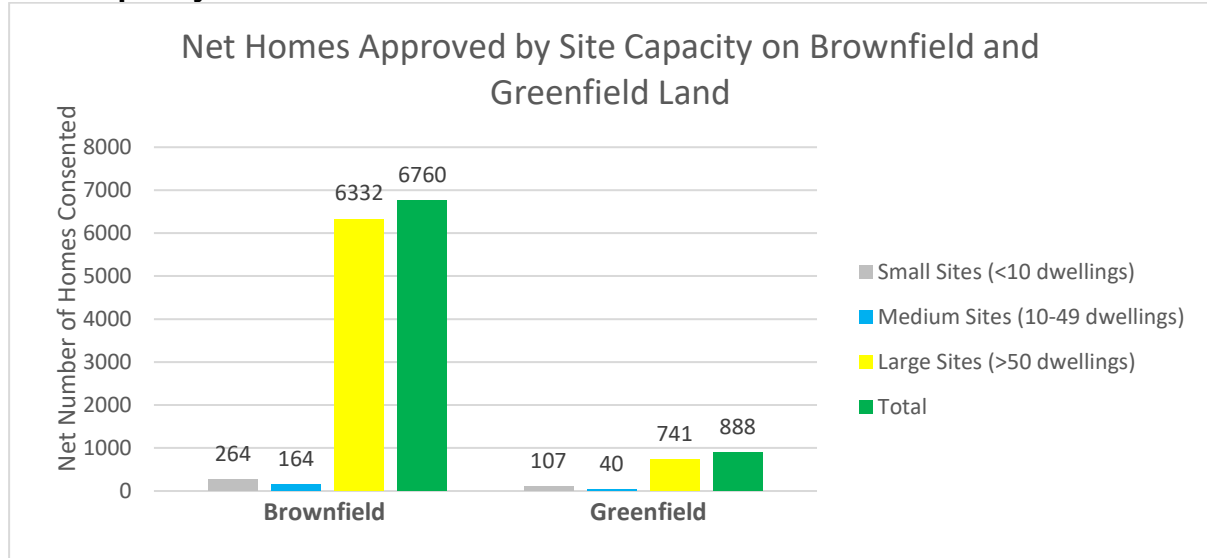
As shown in Figure 13, 88.4% of all net unimplemented housing consents at 1st April 2022 were on brownfield sites. City of York Council are committed to a policy of prioritising brownfield sites over greenfield locations where possible, and this analysis reflects this principal. In order that our housing requirements are met in future years and as the number of brownfield sites with sufficient capacity to meet our needs will be reduced the greenfield sites identified through the draft allocations process will assist in achieving our housing requirement. When this takes place the proportion of brownfield land in our housing commitments is certain to reduce.

Figure 14: Housing Commitments on Brownfield and Greenfield Land Split by Housing Type



Of the 7,648 net housing commitments at 1st April 2022, 7,071 (92.5%) are for new build housing with 691 net homes (7.3%) planned for schemes involving changes of use.

Figure 15: Housing Commitments on Brownfield and Greenfield Land Split by Site Capacity



At 1st April 2022, of the 7,648 net housing approvals 7,073 (92.5%) were on sites with a capacity of greater than 50 new homes. Whilst this may well achieve the housing requirements for future years, the heavy reliance on a relatively small number of large capacity site does have its associated risks as the unforeseen delays may well affect the future phasing of supply.

Figure 16: Location and Type of Housing Commitments at 1st April 2022

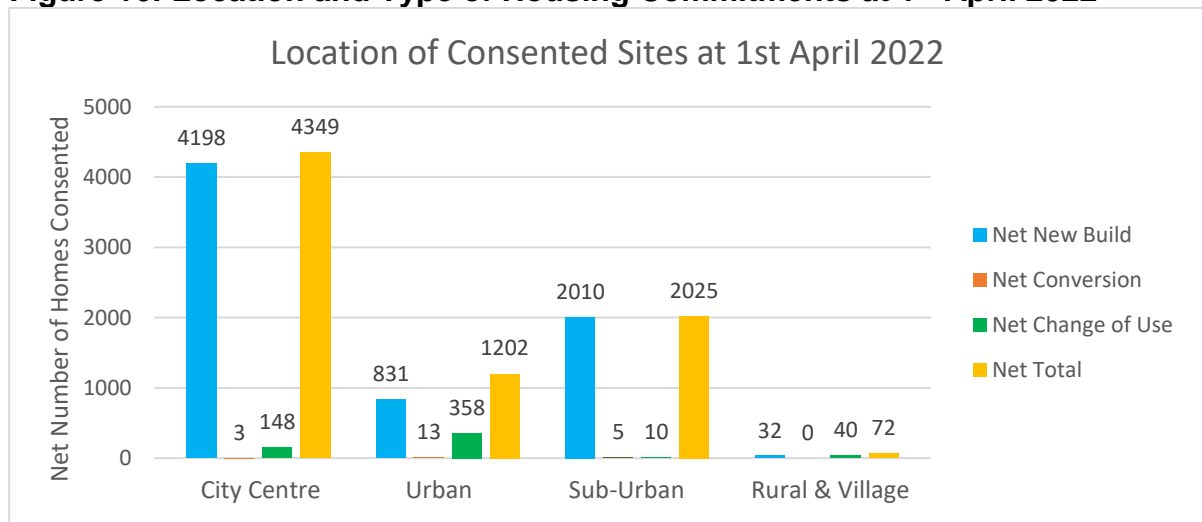


Figure 16 shows the level of housing commitments throughout the authority area and breaks this down to the type of approval granted at 1st April 2022. New build schemes have the greatest number of approvals in each area of the City other than in the village/rural area where changes of use have slightly greater numbers. The City Centre and its extensions make up 4,349 (56.9%) of all commitments.

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3. Programme Management and Reporting	7
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1 Introduction

- 1.1 The Planning and Compulsory Purchase Act 2004 (as amended by the Localism Act 2011) introduced the requirement for local planning authorities to prepare and maintain a Local Development Scheme (LDS). An LDS sets out a timetable for the production of new or revised Development Plan Documents (such as a Local Plan) by the local council.
- 1.2 This LDS, which supersedes all previous versions, sets out a planning work programme for the Council from November 2022 until December 2024 with indicative timeframes beyond this. It will be reviewed as necessary to keep it up to date.
- 1.3 This LDS covers the following documents:
- The City of York Local Plan
 - The Community Infrastructure Levy (CIL) Charging Schedule
 - Neighbourhood Plans
 - Supplementary Planning Documents (SPDs)
 - Statement of Community Involvement

2 The Development Plan for the City of York

Regional Spatial Strategy (RSS)

- 2.1 The York Green Belt has been established for many years but has never been defined in an adopted local plan. Whilst the Regional Strategy for Yorkshire and Humber has otherwise been revoked, its York Green Belt policies have been saved together with the key diagram which illustrates those policies and the general extent of the Green Belt around York.

Minerals and Waste Joint Plan (North Yorkshire County Council, North York Moors National Park Authority and City of York Council).

- 2.2 Following the receipt of the Inspectors Report and Appendix of Main Modifications on 4 February 2022, each of the three Authorities progressed the Plan to adoption.
- 2.3 North Yorkshire County Council adopted the Plan on 16 February 2022 and North York Moors National Park Authority adopted the plan on 21 March 2022.
- 2.4 The City of York Council agreed to adopt the Minerals and Waste Joint Plan at its Full Council meeting on 27 April 2022.

City of York Local Plan (Emerging)

- 2.5 The City of York Council does not have a formally adopted Local Plan. The emerging City of York Local Plan is currently at Examination with adoption intended in Summer/Autumn 2023.
- 2.6 It was submitted to the Planning Inspectorate in 2018 with Phase 1 of the Examination in Public (EiP) held in 2019. Three further phases of EiP were held in 2022 with Phase 4 concluding in September.
- 2.7 It is intended to formally consult on the proposed modifications to the Plan in February and March of 2023 with submission to the Planning Inspectorate for the final report in May 2023.
- 2.8 Please refer to Table 2.1a for the intended work programme.

Community Infrastructure Levy (CIL)

- 2.9 Alongside the Local Plan, a CIL Charging Schedule is being developed. It is intended to formally consult on the Charging Schedule in February and March of 2023 with submission to the Planning Inspectorate for examination in May 2023. Currently, adoption of CIL is proposed for late 2023.
- 2.10 Please refer to Table 2.1b for the intended work programme.

Neighbourhood Plans

- 2.11 These offer local communities (via a Neighbourhood Forum or Parish Council) the opportunity to prepare locally specific policies in conformity with the Local Plan. A neighbourhood plan attains the same legal status as the Local Plan once it has been agreed at a referendum and is 'made' by the local planning authority (i.e. brought into legal force following an independent Examination).
- 2.12 A number of Neighbourhood Plans have already been made and a further three are currently being worked on by Parish Councils. Strensall Neighbourhood Plan has been through the Examination process and will proceed to the final stages mid 2023.
- 2.13 Both Murton Neighbourhood Plan and Heslington Neighbourhood Plans are being advanced by their respective Parish Councils. It is anticipated that formal consultation and submission to for Examination will take place in 2023 for both plans. Timeframes are currently being agreed.
- 2.14 Please refer to Table 2.1c for the intended work programme.

Supplementary Planning Documents

- 2.15 Supplementary Planning Documents (SPDs) provide additional advice and guidance on policies contained within the Local Plan.
- 2.16 SPD's relating to Climate Change and Affordable Housing are currently being worked on with intended adoption dates of late 2023. The timing of further SPDs and areas of focus are to be agreed to support the implementation of the Local Plan and the LDS will be updated to reflect these. An initial review of the wider SDP work programme is expected to be considered alongside the Local Plan adoption process.
- 2.17 Please refer to Table 2.1d for the intended work programme.

Statement of Community Involvement

- 2.18 A Statement of Community Involvement (SCI) sets out the processes by which the community will be engaged in consultation on each type of document and at every stage of its preparation. The SCI also sets out how the community will engage in the consideration of major development management decisions.
- 2.19 The Council is at the beginning of the process of updating the current SCI.
- 2.20 Please refer to Table 2.1e for the intended work programme.

Table 2.1a Development Plan Document (DPD) Work Programme - Local Plan

	2022		2023												2024								
	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	
Overall timescale																							
Preparing Proposed Modifications	■	■	■																				
Consultation on proposed modifications and evidence base				■	■																		
Preparation and submission to the Planning Inspectorate					■	■	■																
Inspectors Report								■	■	■													
Adoption											■	■											

Table 2.1b Work Programme – Community Infrastructure Levy Charging Schedule

	2022		2023												2024								
	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	
Overall timescale																							
Draft Charging Schedule preparation	■	■	■																				
Consultation on Draft Charging Schedule				■	■																		
Analysis / consideration of responses						■	■	■															
Submission to the Planning Inspectorate and Examination Period									■	■	■	■	■										
Adoption														■	■								

Table 2.1c Work Programme – Neighbourhood Plans

	2022		2023												2024								
	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	
Overall timescale																							
Strensall Neighbourhood Plan																							
Agreement to proceed to referendum																							
Referendum																							
Plan 'made' (adopted)																							

Table 2.1d Work Programme – Supplementary Planning Documents

	2022		2023												2024								
	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	
Overall timescale																							
Climate Change SPD																							
Preparation of draft																							
Approval for formal consultation																							
Public consultation																							
Analysis / consideration of responses																							
Approval and adoption by the Council																							
Affordable Housing SPD																							
Preparation of draft																							
Approval for formal consultation																							
Public consultation																							
Analysis / consideration of responses																							
Approval and adoption by the Council																							

Table 2.1e Work Programme – Statement of Community Involvement

	2022		2023												2024								
	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	
Overall timescale																							
Preparation of SCI																							
Consultation																							
Analysis / consideration of responses																							
Adoption																							

3 Programme Management and Reporting

Programme Management

- 3.1 The overall management of the Local Plan falls under the Corporate Director of Place with day to day management by the Head of Strategic Planning Policy.

Reporting

- 3.2 Issues relating to the Local Plan, CIL, Neighbourhood Plans and SPDs are normally reported to Council Members via the Local Plan Working Group. This is a formally constituted cross party advisory committee of the Council which meets in public and makes recommendations to the Council's Executive. The Council's Executive is responsible for making decisions relating to the production of the Local Plan, CIL, Neighbourhood Plans and SPDs. Full Council is responsible for agreeing the adoption of the Local Plan.

4 Review

- 4.1 This LDS will be kept under review and updated regularly to reflect changes in timescales or the production of additional documents

**City of York Council
Equalities Impact Assessment**

Who is submitting the proposal?

Directorate:	Economy and Place		
Service Area:	Forward Planning		
Name of the proposal :	City of York Planning Policy Housing Delivery Action Plan (PPHDAP)		
Lead officer:	Laura Bartle, Principal Strategic Planning Policy Officer		
Date assessment completed:	8/11/22		
Names of those who contributed to the assessment :			
Name	Job title	Organisation	Area of expertise
Kirstin Clow	Interim Head of Strategic Planning Policy	City of York Council	Planning policy

Step 1 – Aims and intended outcomes

1.1	<p>What is the purpose of the proposal? Please explain your proposal in Plain English avoiding acronyms and jargon.</p>
	<p>The purpose of the Planning Policy Housing Delivery Action Plan (“Action Plan”) is to identify and implement a number of steps that will support the delivery of net additional homes. The Action Plan Update builds on existing work underway to deliver housing that the City of York has identified in the emerging Local Plan and as such identifies steps that will enhance existing work streams in the Place Directorate. It considers root causes and historic trends in relation to the council’s record of delivering net additional homes in the City of York area with a view to creating an action plan to boost housing delivery in the area.</p>
1.2	<p>Are there any external considerations? (Legislation/government directive/codes of practice etc.)</p>
	<p>The Action Plan is necessitated by central government in accordance with the National Planning Policy Framework (NPPF) as the council did not deliver 95% of the housing requirement, a local housing target provided by central government. The council’s duties under the Equalities Act 2010 and the Human Rights Act 1998 are key considerations.</p>
1.3	<p>Who are the stakeholders and what are their interest</p>
	<p>Stakeholders include residents, businesses including private developers, housing associations and landowners across the entirety of the City of York area. The physical impacts of undersupply and or the additional supply of new housing has social, economic and environmental impacts for all users of the City of York area. Interests include, but are not limited to, the quality of the environment in terms of residents and users living, visiting, working and relaxing; the needs of local people to access housing that is affordable, high quality housing that meets their family and health requirements and the business plans of businesses including developers and landowners. In accordance with the emerging Local Plan and consultation that has</p>

	taken place, and continues to take place, the Action Plan seeks to provide housing for all groups including those with affordable or specialist need so that quality housing can be accessible for all residents regardless of their income or their protected characteristics.
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1.4	What results/outcomes do we want to achieve and for whom? This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019 - 2023) and other corporate strategies and plans.
	<p>As previously stated, the Action Plan builds on existing work taking place in the Council. Not only the emerging Local Plan but also the Housing Delivery Programme, forthcoming housing strategy and housing focused Supplementary Planning Guidance. The Action Plan directly seeks to support the Council Plan outcome 'Creating homes and world class infrastructure' and indirectly contribute to all of the outcomes by ensuring sustainability, quality, health and equality of people and of places are at the core of decision making related to housing. Outcomes include:</p> <ul style="list-style-type: none"> • delivering high quality net additional housing commensurate with the housing requirement and local need • closer working relationships across corporate teams to realise the action plan • closer working relationships with landowners, developers and their agents to realise the action plan • improved consultation and engagement with residents and businesses to realise the action plan

Step 2 – Gathering the information and feedback

2.1	What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights? Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.	
Source of data/supporting evidence	Reason for using	
Regulation 19 Local Plan, submitted to the Secretary of State, May 2018 and consultation responses prior to and subsequent to this date on the emerging Local Plan.	The purpose of this document was to assess the potential impact of the policies of the Local Plan on different groups within York. The Action Plan seeks to deliver in accordance with the policies established in the emerging Local Plan with the exception of Policy SS1 as the Action Plan seeks to contribute a greater level of net housing than that identified in Policy SS1.	
Regulation 19 Local Plan Evidence Base	The Local Plan evidence base includes a considerable amount of data regarding housing need (affordable and market) and delivery and the council's strategy for delivering against this need. This strategy was subject to an Equalities Impact Assessment (Incorporating the Better Decision Making Tool) in April 2018.	
Housing delivery Action Plan 2021, Equality Impact Assessment	The EIA provides an appropriate basis for considering this EIA associated with the Action Plan Update.	

Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.	
Gaps in data or knowledge		Action to deal with this
The Action Plan establishes steps for further work. It is not feasible to know the impacts of work arising from further work such as the Housing Strategy or Housing SPD and as such there may be consequences that have not been anticipated.		The Housing Strategy and Housing SPD will be supported by an Equalities Impact Assessment. Other actions within the Action Plan will be monitored, reviewed and updated on an annual basis for the foreseeable future and actions and consequences arising from further work will be reviewed and supported by an equalities impact assessment on an annual basis also.
The outcome Local Plan examination is not yet known. The outcome may provide further insight into the mechanisms for delivering net additional housing.		The outcome of the Local Plan examination and how this relates to the Planning Policy Housing Delivery Action Plan will be addressed in the next iteration of the Planning Policy Housing Delivery Action Plan.

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.		
Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Age	The Action Plan supports net additional delivery of housing in line with the emerging Local Plan and will meet housing needs and provide a range of house types for all ages.	+	H
Disability	The Action Plan supports net additional delivery of housing in line with the emerging Local Plan and will meet housing needs and provide a range of house types.	+	H
Gender	No impacts identified	0	n/a
Gender Reassignment	No impacts identified	0	n/a
Marriage and civil partnership	No impacts identified	0	n/a
Pregnancy and maternity	No impacts identified	0	n/a
Race (including migrants, asylum seekers and refugees, and ethnic minorities.)	The Action Plan supports delivery of all housing needs identified in the Local Plan and its supporting evidence base. This includes Gypsy, Traveller and Travelling Showpeople's accommodation.	+	H

Religion and belief	No impacts identified	0	n/a
Sexual orientation	No impacts identified	0	n/a
Other Socio-economic groups including :	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?		
Carer	No impacts identified	0	n/a
Low income groups and homeless households	The Action Plan supports delivery of affordable, specialist and supported housing needs identified in the Local Plan and supporting evidence base.	+	L
Those with specialist housing needs	The Action Plan supports delivery of affordable, specialist and supported housing needs identified in the Local Plan and supporting evidence base.	+	H
Veterans, Armed Forces Community	Meeting affordable (specifically First Homes) housing needs in line with Written Ministerial Statement on 24 May 2021 (Statement UIN HLWS48).	+	H
Other	n/a, no other groups identified	n/a	n/a
Impact on human rights:			
List any human rights impacted.	The Convention rights applicable are: · Article 8 - protects the right of the individual to respect for their private and family life, their home and their correspondence. The private life part of this right covers things like wellbeing, autonomy, forming relationships with others and taking part in our community.		

	<p>· Article 14 - protects the right to be free from discrimination when enjoying other rights, such as Article 8.</p> <p>The equalities impact assessment identifies positive and neutral impacts arising from the Action Plan</p>		
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Use the following guidance to inform your responses:

Indicate:

- Where you think that the proposal could have a POSITIVE impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a NEGATIVE impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

It is important to remember that a proposal may be highly relevant to one aspect of equality and not relevant to another.

<p>High impact (The proposal or process is very equality relevant)</p>	<p>There is significant potential for or evidence of adverse impact The proposal is institution wide or public facing The proposal has consequences for or affects significant numbers of people The proposal has the potential to make a significant contribution to promoting equality and the exercise of human rights.</p>
<p>Medium impact (The proposal or process is somewhat equality relevant)</p>	<p>There is some evidence to suggest potential for or evidence of adverse impact The proposal is institution wide or across services, but mainly internal The proposal has consequences for or affects some people The proposal has the potential to make a contribution to promoting equality and the exercise of human rights</p>
<p>Low impact (The proposal or process might be equality relevant)</p>	<p>There is little evidence to suggest that the proposal could result in adverse impact The proposal operates in a limited way The proposal has consequences for or affects few people The proposal may have the potential to contribute to promoting equality and the exercise of human rights</p>

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	<p>Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?</p>
<p>The Action Plan supports the positive impact measures contained with the emerging Local Plan. The Housing Strategy and Housing Supplementary Planning Document (SPD), both of which are currently being prepared, will look for opportunities to advance equality and foster good relations, as will all of the actions detailed in the Action Plan.</p> <p>The Planning Policy Housing Development Action Plan will be updated annual and be supported by an annual equalities impact assessment.</p>	

Step 6 – Recommendations and conclusions of the assessment

6.1	<p>Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:</p>
<p>- No major change to the proposal – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact. All opportunities to advance equality and foster good relations have been considered, and the Action Plan will be subject to continuing monitoring and review.</p>	

- **Adjust the proposal** – the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance equality or to foster good relations.
- **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty
- **Stop and remove the proposal** – if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination, it should be removed or changed.

Important: If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.

Option selected	Conclusions/justification
No major change to the proposal	The EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impacts. Opportunities to advance equality and foster good relations will be applied throughout the Action Plan steps and will be subject to annual monitoring and review (including a review of the EIA), with the exception of the Housing Strategy and Housing SPD which will be subject to separate EIAs.

Step 7 – Summary of agreed actions resulting from the assessment

7.1	What action, by whom, will be undertaken as a result of the impact assessment.		
Impact/issue	Action to be taken	Person responsible	Timescale
n/a			

Step 8 - Monitor, review and improve

8. 1	How will the impact of your proposal be monitored and improved upon going forward? Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?
	Monitoring and evaluation of the Action Plan will be undertaken on an annual basis. This will be undertaken by the Strategic Planning Policy team and be reported corporately by way of the Planning Policy Housing Delivery Action Plan Update Report. All Action Plan steps are supported by the council's existing corporate programme.