



Notice of a public meeting of

Planning Policy and Local Plan Advisory Group

To: Councillors Pavlovic (Chair), Ayre (Vice-Chair),
Crawshaw, Myers, Orrell, Rose, Steward and Vassie

Date: Tuesday, 13 October 2026

Time: 5.30 pm

Venue: West Offices - Station Rise, York YO1 6GA

AGENDA

1. Apologies for absence

To receive and note apologies for absence.

2. Declarations of Interest

(Pages 7 - 8)

At this point in the meeting, Members and co-opted members are asked to declare any disclosable pecuniary interest, or other registerable interest, they might have in respect of business on this agenda, if they have not already done so in advance on the Register of Interests. The disclosure must include the nature of the interest.

An interest must also be disclosed in the meeting when it becomes apparent to the member during the meeting.

[Please see attached sheet for further guidance for Members].

3. Public Participation

Friday 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 Friday 9 October 2026**.

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>.

4. Minutes (Pages 9 - 16)

To approve and sign the minutes of the meeting of the Public Planning and Local Plan Advisory Group held on Tuesday 9 June 2026.

5. Terms of reference – Previous Action (Pages 17 - 24)

Appended to this document are proposed Planning Policy and Local Plan advisory group terms of reference (TOR). The TOR document outlines the group's purpose, objectives, scope, membership, and responsibilities and clarifies the group's role and authority within the City of York Council's overall governance structure.

Following discussions at PPLPAG in June 2026, there have been minor revisions to TOR to address matters raised to address:

- Address the role and interaction between the Chair and vice Chair of Planning in relation to policy discussion, voting issues and escalation of issues;
- Feedback from the group should be to the relevant decision

maker; and

- Ensure clarity of the groups recommendations as to areas of consensus and areas of diversion.

6. Local Plan Update (Pages 25 - 60)

This report seeks to update PPLPAG on progress on the preparation of the new Local Plan and the supporting Local Plan timetable.

Following PPLPAG in June, this report includes an update on evidence base commissioning to support the new Local Plan, as requested.

7. Housing Needs Evidence (Pages 61 - 130)

This briefing sets out the housing needs evidence proposed to support the preparation of the Local Plan as one of the core themes the plan will need to address.

It is necessary to ensure we have both a citywide and more granular understanding of the city's housing needs. We intend to prepare a Local Housing Needs Assessment and more detailed assessment for specialist housing needs. The Housing Team have already undertaken work on Strategic Housing Needs Assessment for people with learning disabilities and Autistic people.

8. Non-Statutory Planning Guidance (Pages 131 - 180)

This report seeks Members' views on the proposed approach to the preparation and implementation of non-statutory planning guidance to support the emerging Local Plan. Non-statutory guidance will provide clarity to applicants, decision-makers and stakeholders on the interpretation and application of Local Plan policies.

The draft non-statutory guidance prepared for discussion are:

1. Draft supported and specialist housing, accessibility and new housing, co-living developments non-statutory planning guidance
2. Draft House extensions non-statutory planning guidance
3. Draft short-term housing lets non-statutory planning guidance

Additionally, this report also reports to Members that the National Planning Policy Framework (NPPF) has determined superseded previous discussions in relation to hot food takeaway decisions. Policy HC5 in

NPPF 2026 requires a reasonable walking distance of 400m. Guidance endorsed at the July Executive Member Decision Session therefore needs adjustment to be compliant with national policy.

9. Urgent Business

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

Contact Details:

Ben Jewitt, Democracy Officer

Telephone: (01904) 553073

E-mail: benjamin.jewitt@york.gov.uk

For more information about any of the following please contact the Democratic Services 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.

Alternative formats

To request reasonable adjustments or to provide this document in an alternative language or format such as large print, braille, audio, Easy Read or BSL, you can:



Email us at: cycaccessteam@york.gov.uk



Call us: **01904 551550** and customer services will pass your request onto the Access Team.



Use our BSL Video Relay Service:
www.york.gov.uk/BSLInterpretingService
Select 'Switchboard' from the menu.



We can also translate into the following languages:

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)

This page is intentionally left blank

Declarations of Interest – guidance for Members

- (1) Members must consider their interests, and act according to the following:

Type of Interest	You must
Disclosable Pecuniary Interests	Disclose the interest, not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.
Other Registrable Interests (Directly Related) OR Non-Registrable Interests (Directly Related)	Disclose the interest; speak on the item <u>only if</u> the public are also allowed to speak, but otherwise not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.
Other Registrable Interests (Affects) OR Non-Registrable Interests (Affects)	Disclose the interest; remain in the meeting, participate and vote <u>unless</u> the matter affects the financial interest or well-being: (a) to a greater extent than it affects the financial interest or well-being of a majority of inhabitants of the affected ward; and (b) a reasonable member of the public knowing all the facts would believe that it would affect your view of the wider public interest. In which case, speak on the item <u>only if</u> the public are also allowed to speak, but otherwise do not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.

- (2) Disclosable pecuniary interests relate to the Member concerned or their spouse/partner.
- (3) Members in arrears of Council Tax by more than two months must not vote in decisions on, or which might affect, budget calculations,

and must disclose at the meeting that this restriction applies to them. A failure to comply with these requirements is a criminal offence under section 106 of the Local Government Finance Act 1992.

City of York Council

Committee Minutes

Meeting	Planning Policy and Local Plan Advisory Group
Date	9 June 2026
Present	Councillors Merrett (Chair), Ayre (Vice-Chair), Crawshaw, Myers, Orrell, Vassie, Pavlovic and Nicholls (Substitute)
Officers in Attendance	Garry Taylor – Director of City Development Ben Murphy – Head of City Development Alison Cooke – Head of Strategic Planning Policy Alison Stockdale – Strategic Planning Policy Manager Andrew Bebbington – Housing Policy Officer

1. Apologies for Absence (5:03pm)

Apologies were received from Cllr Steward, who was substituted by Cllr Nicholls.

2. Declarations of Interest (5:03pm)

Members were invited to declare any personal interests not included on the Register of Interests, any prejudicial interests, or any disclosable pecuniary interests that they might have in respect of business on the agenda.

Cllr Pavlovic disclosed that he was the Executive Member responsible for the Local Plan, and the advisory group discussed the position the Executive Member should serve regarding participation.

It was decided that as of this meeting, due to the Advisory Group serving as a guide for the Council Executive, the Executive Member should attend as an active observer and not a voting member of the Advisory Group.

The Labour Group would nominate another non-executive member to sit on the Advisory Group in Cllr Pavlovic's place for future meetings.

3. Public Participation (5:04pm)

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

Written representations were received from Gwen Swinburn and Cllr Warters and the chair advised that these would be considered when the advisory group made its decision on item 7.

4. Minutes (5:05pm)

Resolved: That the minutes of the Local Plan Working Group meeting held on 15 April 2025 be approved and signed as a correct record.

5. Terms of Reference (5:05pm)

Members considered a report outlining the proposed Terms of Reference (TOR) Document for the committee, the report was presented by the Head of Strategic Planning Policy.

- Members proposed that it would not be appropriate for Cllr Pavlovic, in his capacity as Executive Member for Housing, Planning and Safer Communities, to sit on the group, as the group's role was to advise the Executive Member.
- Members from all groups supported the view that, if the Executive Member were removed from the committee, another non-Executive Member from the same political group should be appointed to maintain proportionality.
- Members discussed, the role and interaction between the Chair and vice Chair of Planning, a strengthening of paragraph 4.1 in relation to policy discussion, voting issues and escalation of issues.
- The Chair asked members to forward proposed suggestions to democratic services in advance of the next meeting.

The committee thereby

Resolved: To bring an updated terms of reference that takes on board comments raised above to the next meeting of the Advisory Group.

6. Planning Reform and Scoping Report (5:33pm)

The Head of Strategic Planning Policy delivered a presentation on UK Planning Reform and Requirement for a Local Plan scoping Consultation, assisted in the subsequent discussion by the Director of City Development and the Strategic Planning Policy Manager.

She advised that the National Government planned to introduce reforms to accelerate the planning system, ensuring up to date local plans would be in place to deliver a target of 1.5 million homes.

- There would be a strict 30-month timeline for councils to deliver local plans within, including a mandatory four months' notice before the clock began.
- Officers also noted that proportionate evidence must be streamlined, transparent and aligned with upcoming national templates though it must remain robust enough to pass the examination stage.
- It was noted that the council was currently in the “get ready” phase focusing on early scoping consultations and identification of key stakeholders.
- It was noted that the Executive had originally endorsed initiating this Local Plan approach back in April, and this discussion built upon that decision.

In response to member discussion and queries, the following points were considered:

- Members discussed that month 30 would conclude with an officers report, asking whether the national government had any further input after this. Officers advised that national planning inspectors recommendations would still need to be accepted.
- In response to member query officers clarified that the timetable was being undertaken as prescribed by national government. Gateway One was November 2026 to qualify for contingent funding of £108,000, Gateway Two would be June 2027. The cost for getting to this stage would be made available to the Executive at a subsequent date.
- Members discussed balancing general housing need vs affordable housing need within the city. Officers responded that while they had no specific costs to share today this would be evidence based.

- Members discussed the consultation, with officers confirming that Parish Councils views would be considered at this stage of the process.
- Members asked about issues such as climate change, noting that when the Local Plan was agreed there were plans to advance Supplementary Planning Documents (SPDs) on issues of specific concern to councillors. Officers responded that SPDs do not exist in the framework, there would be supplementary documentation but this would not ultimately hold as much weight as was originally suggested. The Director of City Development did note that concerning biodiversity and housing standards, the government would take greater control and the Local Plan would take a lesser role.
- Members asked about the scoping document, which had contained views of York residents and between the spatial strategy and Mayoral Combined Authority who was now defining what the green belt/grey belt was. Officers responded that they were working collectively together on this; joint commission in evidence base which didn't define boundaries but could define allocations. The spatial strategy was the plan to follow and if timescales were adhered to then the council will be defining the core spatial strategy.

Actions were summarised by officers:

- The project scope needed to be organised, with evidence gathering and management processes to fit within the accelerated 30-month window.
- Officers would need to oversee alignment with national guidance by continuously monitoring and adopt the emerging standardised templates and digital guidance published by national government.
- Key stakeholders must be identified and early scoping consultation progressed by mapping out key partners and community groups required for the engagement phase.
- Advance Timeline Framework would need to be mapped out, giving specific testing checkpoints required for individual stages of the 30-month local plan timeframe.

Members then

Resolved: To endorse the proposed approach, taking into account the comments around the table.

7. Non-Statutory Guidance Report (6:36pm)

The Strategic Planning Policy Manager delivered a presentation on Non-statutory Planning Guidance and responded to member questions assisted by the Housing Policy Officer.

The presentation focused on five documents produced to support the implementation of Local Plan policies, together with an introductory note on changes to legislative strategy for planning papers:

- Transition from Supplementary Planning Documents (SPDs) to Supplementary Planning Guidance (SPGs) – due to legislative changes the council would no longer be able to support SPDs after 30 June 2026. The council had pivoted to SPGs which could be adopted faster while still carrying material weight in planning decisions.
- Affordable Housing (Policy H10) – this was developed with the Housing team and clarified expectations in relation to provision of affordable housing, housing standards and information on tenure mix.
- Hot Food Takeaways (NPPF Paragraph 97) – this was developed in partnership with Public Health and clarified assessment criteria for refusing hot food takeaways within walking distance of schools and places where young people congregate.
- Master Planning and Garden Villages Guidance – this signposted best practices to clarify comprehensive master planning expectations for major strategic allocation sites across York.
- Self and Custom Build Guidance (Policy H4) – this built on delivery experience – addressing site phasing, parameter plans, early utility provision and plot delivery options.
- Houses of Multiple Occupancy (HMOs) (Policy H8) – this updated calculations for threshold assessments and provided details on evaluating residential amenity impacts.

Transition from SPDs to SPGs:

- Members questioned why standalone items such as hot food takeaways had been fast-tracked ahead of broader Executive priorities, noting that the Comprehensive Planning for Health SPD would leave planning committees without the published evidence

base needed to secure Section 106 developer funding for GP surgeries and sports facilities.

- Officers explained that they had extracted parts of the existing SPD work to publish quick guidance without wasting resources, confirming that dedicated Public Health infrastructure mapping and an updated Built Sports Provision Study were currently undergoing national body sign-off separately.

Draft Affordable Housing Planning Guidance:

- Members voiced concern that case-by-case flexibility undermined the targeted 80:20 social/shared housing split, allowing developers (or council schemes) to dilute social rent proportions. Officers clarified that policy set a minimum threshold for social rent, but total tenure delivery depended on site viability and funding conditions.
- Members noted that subjective terms in the guidance, such as “compromising affordability” could allow high service charges to render schemes unaffordable.

Hot Food Takeaways:

- Members questioned why an 800m buffer (or 10-minute walk/20-minute return trip) was chosen for this paper, over 400m, noting that this would effectively restrict new takeaways across most of the city. Officers explained that 800m aligned with active travel toolkits and Local Plan walking distance standards.
- Members consequently noted an inconsistency in Public Health Scope, pointing out that bakeries, ice cream parlours and supermarkets selling highly calorific and obesogenic foods would be excluded from this ban, whereas takeaways potentially selling healthier foods would be caught by it. Officers noted that exceptional circumstances (eg. Restricted opening hours outside school travel times) could be applied by planning committees.

Master Planning and Garden Village:

- Members raised the issues of active travel and connectivity, emphasising that strategic garden villages must not become isolated “islands”. They emphasised the need for cycle network infrastructure connecting across site boundaries, into neighbouring communities and York proper.
- On the matter of biodiversity and water attenuation, members asked whether master plans might explicitly push for swift bricks, hedgehog highways, green roofs and surface water management in the

interests of mitigating sewer outflows and boosting biodiversity (per Policy GI2/GI3).

Self and Custom Build:

- Members discussed whether Developer-built shell/pre-approved homes aligned with the 2015 Act definition (which excluded homes built to third-party specification) and how this might interact with Community Infrastructure Levy (CIL) exemptions.
- Members also discussed a Local Connection Test – querying why York did not currently apply this to prioritise residents on the self-build register.

HMOs:

- Members questioned how data accuracy for unpermitted HMOs was identified, with officers confirming calculations combined Council Tax, Student Exemptions, Licensing Records and existing planning consents to assess the 10% street/20% neighbourhood thresholds.
- Members evaluated the guidance standard requiring one off-street parking space for every 2 bedrooms, to prevent cumulative on-street congestion and highway safety issues.
- Members emphasised that staying under numerical thresholds should not inherently guarantee approval, stressing that strict evaluation of real world impacts like parking congestion, cycle/waste storage, room sizes and cumulative noise must be considered.
- Discussions clarified that guidance targeted single-dwelling conversions (C3 to C4) and explicitly excluded purpose built student accommodation.

Resolved:

- That the explanation on page 78 of the Shared Ownership SPG should be redrafted to clearly state that the 2.5% rental charge applies annually to the unsold equity.
- To add clear explanatory text to the Hot Food Takeaway SPG referencing NPPF Paragraph 97, Active Travel England guidance and national walking toolkits to justify the 800m buffer calculation.
- To add explicit web links to all external supporting documents, including the Local Housing Needs Assessment (LHNA).
- To strengthen the wording in the Master Planning/Garden Villages SPG around off-site active travel and cycle connectivity, and to incorporate explicit references to micro-biodiversity measures under GI2 and GI3.

- For officers to review the text regarding developer-led custom builds in the Self and Custom build SPG, the 2015 Act definition and CIL exemption rules for technical accuracy.
- The committee agreed to recommend to the Executive that they consider introducing a Local Connection Test for the Self and Custom Build SPG (and potential administration fee structure) for York's self-build register.
- Finalised guidance would be scheduled for the Executive Member Decision Session (EMDS) on 7 July 2026.
- Further guidance work (SPGs) would come back to the committee covering Health Impact Assessments (HW7), Short Term Housing Lets, Supported and Co-Living Housing, Gypsy and Traveller Pitch Design and a signposting Framework for Sustainable Design and Construction.

Cllr D Merrett, Chair

[The meeting started at 5.03 pm and finished at 7.56 pm].



Planning Policy and Local Plan Advisory Group**9 June 2026**

Report of the Head of Democratic Services.

Planning Policy and Local Plan Advisory Group – Terms of Reference**Summary**

1. Appended to this document are proposed Planning Policy and Local Plan advisory group terms of reference (TOR). The TOR document outlines the group's purpose, objectives, scope, membership, and responsibilities and clarifies the group's role and authority within the City of York Council's overall governance structure.
2. Following discussions at PPLPAG in June 2026, there have been minor revisions to TOR to address matters raised to address:
 - Address the role and interaction between the Chair and vice Chair of Planning in relation to policy discussion, voting issues and escalation of issues;
 - Feedback from the group should be to the relevant decision maker; and
 - Ensure clarity of the groups recommendations as to areas of consensus and areas of diversion.

Recommendations

3. The Group is asked to:
 - i. Approve the Planning Policy and Local Plan Advisory Group Terms of Reference.

Reason: To agree terms of reference for the advisory group.

Background

4. The Planning Policy and Local Plan Advisory Group has replaced the Local Plan Working Group. The purpose of the group is:

- Provide a forum for detailed cross-party Member engagement on the preparation, review and maintenance of the Local Plan and associated planning policy documents
- Enable Members to consider and discuss evidence, options and emerging policy approaches
- Offer informal advice, input and constructive challenge to officers and the Executive Member
- Support consensus-building across political groups, where possible
- Ensure that Members are appropriately informed at key stages of plan preparation

Consultation

5. Prior to its establishment, members of the predecessor cross-party group were invited to submit ideas and suggestions regarding the Group's establishment and remit. The Chair, the Executive Member, and senior officers within the City Development Directorate were also consulted.
6. PPLPAG discussed the terms of reference in June 2026 which has informed the revised edition.

Options

7. The terms of reference are presented for consideration and discussion following amendments put forward in June 2026.

Analysis

8. It is good governance to establish effective cross-party advisory groups that are open to the public, encourage public participation, and comply with access to information requirements.

Council Plan

9. The terms of reference align with the Council Plan.

Implications

10. There are no implications as a result of the proposed terms of reference

Contact Details

Author:

Chief Officer Responsible for the report:

Author's name

Director of Governance

Julie Gallagher

Head of Democratic Services

**Report
Approved**



Date 05/10/2026

Co-Author's Name

Alison Cooke

Head of Strategic Planning

Tel No: 01904 551467

Wards Affected:

All

☐

For further information please contact the author of the report

Annex A Terms of Reference

This page is intentionally left blank

Planning Policy and Local Plan Advisory Group

Terms of Reference

Status

1.1 The Planning Policy and Local Plan Advisory Group (“the Group”) is established as an Executive, cross-party advisory Group of the Council.

1.2 The Group does not have any formal decision-making powers but acts as an advisor to the Executive, Director of City Development and Executive Member on matters within its remit.

1.3 All formal decisions relating to the Local Plan and associated planning policy documents shall be taken by the Executive, Full Council, or other appropriate bodies in accordance with the Council’s Constitution.

Membership

2.1 The Group will comprise eight Elected Members, appointed in accordance with political proportionality. Appointments will be agreed through the annual appointments process and accompanying guidance.

2.2 The appointment of Chair and vice chair will be agreed as part of the Annual Appointments process. In the absence of the Chair, and vice Chair, a Chair will be appointed for the duration of the meeting.

2.3 The Executive Member for Housing, Planning and Safer Communities will not be a Member of the Group but will be invited as an attendee.

2.4 The Group will be supported in its work by Officers from the City Development Directorate and Democratic Services, the Lead Officer will be the Head of Strategic Policy.

2.5 Substitute members may be permitted with the agreement of the Council’s Monitoring Officer, although continuity of attendance is strongly recommended.

2.6 Additional Members, Officers or External specialists may be invited to attend meetings for particular items, at the discretion of the Chair.

Principles of Operation

3.1 Members of the Group are expected to:

- Act in the interests of the City as a whole, rather than solely their ward
- Participate in a constructive, collaborative and cross-party manner
- Recognise the advisory role of the Group
- Avoid predetermination in relation to planning decisions.
- Provide constructive advice on strategy, priorities and deliverability
- Advise on alignment with the Council Plan, climate objectives and other strategies

Purpose

4.1 The purpose of the Group is to:

- Provide a forum for detailed cross-party Member engagement on the preparation, review and maintenance of the Local Plan and associated planning policy documents
- Enable Members to consider and discuss evidence, options and emerging policy approaches
- Offer informal advice, input and constructive challenge to officers and the Executive Member
- Support consensus-building across political groups, where possible
- Ensure that Members are appropriately informed at key stages of plan preparation
- A forum for Members to consider and discuss planning policy matters, including emerging issues and developments in planning policy

Functions and Responsibilities

5.1 The Group will undertake the following functions:

Plan preparation and review:

- Consider progress in preparing and reviewing the Local Plan
- Provide input at key stages of plan-making, including evidence base, issues and options, preferred strategy, and draft policies

Evidence and policy development

- Review and comment on technical studies, growth options, spatial strategy and draft policy approaches
- Provide a Member perspective on key issues and choices

Consultation and engagement

- Consider consultation approaches and feedback
- Provide a forum to explore key issues arising from stakeholder and community engagement

Meetings

6.1 Meetings will be held:

- At key stages of the Local Plan preparation process; and
- Typically, at intervals of approximately 6–8 weeks, or as required and agreed by the Chair.

6.2 Meetings will generally:

- Focus on specific topics or stages of plan preparation
- Include officer presentations and facilitated discussion

6.3 Meetings would be held in public, include opportunities for public participation, and agendas and minutes would be published in accordance with access to information requirements.

Reporting

7.1 The Group will provide informal feedback to:

- The Executive Member for Housing, Planning and Safer Communities (or equivalent)
- The Executive and other relevant decision makers

7.2 Outputs from the Group will inform Officer reports to formal decision-making bodies and if requested the Scrutiny Committee.

7.3 The Group will not publish formal decisions or reports in its own right.

Duration and Review

8.1 The Group operates for at least the duration of the Local Plan process.

8.2 The terms of reference will be reviewed annually, or earlier at the request of the Group

October 2026

This page is intentionally left blank



Planning Policy and Local Plan Advisory Group**13 October 2026**

Report of the Head of Strategic Planning Policy.

Local Plan Update**Summary**

1. This report seeks to update PPLPAG on progress on the preparation of the new Local Plan and the supporting Local Plan timetable.
2. Following PPLPAG in June, this report includes an update on evidence base commissioning to support the new Local Plan, as requested.

Recommendations

3. The Committee is asked to:
 - i. Note the decision taken to scope minerals and waste policies into the Local Plan
 - ii. Note the revised plan-making timetable following re-notification for plan-making and release of the Scoping Consultation
 - iii. Endorse the proposed approach to preparation of the Local Plan evidence base and identify any additional evidence or amendments to the proposed programme that Members consider should be investigated.

Reason: To ensure that the Local Plan is informed by a proportionate and robust evidence base which addresses York's key spatial planning issues and supports timely preparation of the Plan.

Background

National Planning Policy Framework (2026)

4. The new National Planning Policy Framework was released on 17 August, implementing significant changes to national policies for plan-making and decision-making. The majority of changes were included in the NPPF consultation earlier in the year, presented to PPLPAG in June 2026. Key changes include:
- Becoming more rules based and explicitly splitting plan-making / decision-making policies in each section
 - Introducing an updated presumption in favour of Sustainable Development, including policy/ presumptions for development inside and outside of settlements.
 - Increasing the ambition of the 'default yes' (presumption in favour) for development around well-connected stations in the top 80 Travel to Work Areas.
 - Updating policies to support increased densities
 - Tailoring minimum densities to maximise overall supply
 - Requiring flexibility when applying parking standards to large retail and similar redevelopment schemes
 - Recognising the role of strategic sites
 - Revising policy on local standards
 - Providing clearer support for telecommunications development
 - Updating policies which safeguard against the loss of facilities
 - Strengthening policy on Protected Landscapes

Local Plan preparation and scope

5. Since PPLPAG last met in June 2026, the scope of the Local Plan has changed to incorporate minerals and waste policies. This was initiated a decision by of the North York Moors National Park Authority to include minerals and waste policies into their new Local Plan rather than prepare a review of the adopted Joint Minerals and Waste Plan (2022) prepared with North Yorkshire (NYC) and City of York Council.
6. This decision triggered consideration for how to proceed given that a new plan would be required produced either as a new joint plan with NYC or independently by CYC. It was recognised that there were benefits and efficiencies to including these policies within the new Local Plan, particularly as consultation had not started on the formal scoping consultation. Consequently, officers sought a decision to scope in minerals and waste policies into the new Local Plan via Executive Member Decision Session in in July 2026.

7. To align with the regulatory framework, this necessitated the reissuing of our formal notification of plan-making on 30 July¹. A report to Executive to endorse this approach and note the implications to carry this forward into the new Local Plan is being considered on 6 October (post publication of this report).
8. The Scoping Consultation on the new Local Plan launched on Monday 28 September 2026 and runs until Sunday 8 November 2026 (6 weeks). The Scoping consultation particularly asks for views on:
9. *What the new Local Plan should cover and how York could change and grow:* recognising that it will set York's long-term strategy for homes, jobs, transport, the environment, heritage, climate action and community facilities over a likely 15-year period. It must reflect new national requirements, including higher housing targets, updated Green Belt rules, strengthened climate and environmental policies, and alignment with the York and North Yorkshire Combined Authority's Spatial Development Strategy.
10. *What evidence can help us better understand York and its communities:* The consultation summarises key evidence around housing need, affordability, spatial strategy options, climate resilience, transport challenges, economic growth, heritage protection and the needs of different communities. It also highlights the council's wider commitments through the Council Plan '*One City for All*' and the 10 years strategy '*York 2032*'.
11. *How we should engage through the process:* The Scoping stage helps identify the right communities, groups and partners to involve throughout plan-making. We want to provide opportunities and make it as simple as possible for everyone to become involved in the planning process, regardless of their circumstances. We are taking a 'digital first, not digital only' approach to the consultation. To support this, we have prepared a [Local Plan Engagement Strategy](#), [Scoping Consultation Strategy](#) for this consultation and [Equalities Impact Assessment](#), which set out our proposed approach to engagement in the Local Plan. This forms part of the consultation and can be commented on
12. The outcomes of the consultation will be collated and reported in due course. This will form a key workstream to inform Gateway 1 and policy direction of the plan.

¹ [Notice to commence plan-making of York Local Plan 2045 – City of York Council](#)

Local Plan ‘Call for sites’

13. A ‘call for sites’ was also launched on 28 September 2026 and runs until 18 December 2026. This allows for the submission of land to be considered to meet the needs of York identified in the next plan. Submission of a site does not mean it will be allocated. All sites will be subject to a site selection process to identify the most suitable sites for development.

Local Plan Timetable

14. The plan-making activity timetable (Annex A) has been adjusted to reflect notification on the 30 July 2026 and a delay to the start of the scoping consultation to consider the contents of the revised NPPF. We have also published a Schedule of Amendments to the timetable for transparency², as required by the regulatory framework.
15. The revised dates for meeting the key milestones are summarised in Table 1. Importantly, triggering of the 30-month preparation period for the Local Plan by Gateway 1 is now scheduled for December 2026 rather than 31 October 2026.

Table 1: Local Plan Preparation Milestones

Key stages of plan-making	Anticipated date
Notice of intention to commence local plan preparation made available	July 2026
Notice of scoping consultation made available	September 2026
Deadline for receipt of representations in response to scoping consultation	November 2026
Gateway 1: Summary of self-assessment of readiness for local plan preparation made available	December 2026
Notice of proposed local plan content and evidence consultation made available	July 2027
Deadline for receipt of representations in response to proposed local plan content and evidence consultation	September 2027
Gateway 2: Observations and advice sought from the 'appointed person' in relation to progress on the proposed local plan	November 2027
Notice of proposed local plan consultation made available	July 2028
Deadline for receipt of representations in response to proposed local plan consultation	September 2028

² <https://www.york.gov.uk/downloads/file/10763/schedule-of-changes-to-local-plan-timetable-28-september-2026>

Key stages of plan-making	Anticipated date
Gateway 3: Observations and advice sought from the 'appointed person' on compliance of the proposed local plan with the prescribed requirements	October 2028
Submission of the proposed local plan to the Secretary of State for independent examination	January 2029
Adoption of the local plan	June 2029

Evidence Base

16. A robust evidence base is fundamental to preparing a sound and effective Local Plan. It provides an objective understanding of the area's needs, opportunities and constraints, ensuring that policies and site allocations respond to local circumstances rather than assumptions. Evidence on matters such as housing need, employment, infrastructure, transport, the environment, viability and land availability helps the council identify appropriate development requirements, assess reasonable alternatives and demonstrate that the strategy can realistically be delivered. In the interim, this evidence can also become a material consideration for decision making alongside the adopted Local Plan.
17. The NPPF requires that the Local Plan is supported by a proportionate evidence base helping to demonstrate at examination that the approach taken is justified, effective and consistent with national policy. The evidence should be proportionate to the issues and decisions being considered, making effective use of existing information and avoiding unnecessary or overly detailed assessment.
18. The evidence base and rationale for the emerging new evidence being commissioned is set out in Annex A. Paragraphs 19-21 present the commissions being taken forward in summary.
19. To aid consistency and inform effective cross-boundary cooperation, CYC officers have been working with neighbouring authorities and the York and North Yorkshire Combined Authority to co-commission evidence where appropriate. So far this has resulted in the following commissions:
 - Green Belt assessment – covering the whole of York's Green Belt;
 - Infrastructure Studies:
 - Infrastructure Capacity Study (ICS) and Infrastructure Delivery Plans (IDPs)

- Growth Potential Study (GPS)
 - Strategic Flood Risk Assessment
20. Although we are no longer preparing a joint minerals and waste plan, there is ongoing discussion regarding commissioning of evidence due to the cross-boundary nature of how waste is processed and locational supply of minerals that may be required.
21. The Strategic Planning Policy Team are also preparing or supporting preparation for the following commissions to inform the Local Plan:
- Housing Needs Assessment (see separate report to this meeting)
 - Local Housing Needs Assessment
 - Support Housing needs Assessment
 - Gypsy and Travelling Accommodation Assessment
 - Economy Evidence
 - Economic Needs Assessment
 - Employment Land Review
 - Main Town Centre Uses Assessment
 - Visitor Accommodation Needs and Supply Study
 - Green and Blue Infrastructure studies
 - Green and Blue Infrastructure Strategy
 - Strensall Common Visitor Survey
 - GBI Standards (such as open space provision)
 - Environmental Outcomes Report (Strategic Environmental Assessment)
 - Habitat Regulations Assessment
 - Viability Assessment
 - Transport Assessment and modelling
22. Preparation of the Local Plan will be informed by further Council evidence as necessary and relevant to demonstrate the spatial and policy approach required. The scoping consultation may also reveal sources of information that can be used to support the emerging policy approach.

Consultation

23. Consultation with PPLPAG is sought on the approach to evidence. The outcomes of this will be compiled with the outcomes of the scoping consultation to refine and detail evidence base commissioning.

24. Internal technical officers have helped to shape the specifications which have been agreed for procurement. Technical officers will continue to be engaged throughout its preparation to ensure it is fit for purpose and meeting the objectives specified.

Options

25. Members are invited to consider the proposed approach to preparation of the Local Plan evidence base. The following options are available:
26. **Option 1: Endorse the proposed evidence programme as set out in this report.**
This would enable officers to continue commissioning and preparing the identified evidence in accordance with the Local Plan timetable. The programme has been developed having regard to national policy requirements, the emerging scope of the Local Plan, technical officer input and opportunities to work jointly with neighbouring authorities and the York and North Yorkshire Combined Authority.
27. **Option 2: Endorse the proposed evidence programme, subject to additional or amended evidence being prepared.**
Members may identify additional matters which they consider should be investigated or request that the scope or priority of particular evidence studies is amended. Officers would consider these alongside the outcomes of the current Scoping Consultation and advice from relevant technical specialists before determining whether additional or amended evidence is necessary and proportionate.
28. **Option 3: Seek a reduction or reprioritisation of the proposed evidence programme.**
Members could identify studies which they consider should not be progressed, should have a reduced scope or should be undertaken at a later stage. This could reduce or defer expenditure but would need to be considered against the need for a proportionate evidence base capable of supporting the spatial strategy, policies and site allocations and demonstrating the justification and effectiveness of the Plan through the plan-making process.

Analysis

29. **Option 1 is recommended**, while retaining flexibility to refine individual commissions as the evidence base develops. The proposed programme covers the main matters expected to inform the new Local

Plan. Joint commissioning is also being pursued where appropriate to improve consistency and support consideration of cross-boundary issues. The reports have been costed into the overall financial package to support the preparation of the Local Plan.

30. Option 2 provides greater opportunity for Members to influence the evidence programme and may identify locally important issues requiring further investigation. However, any additional work should be proportionate and have a clear role in informing the Local Plan to avoid unnecessary cost, duplication or pressure on the programme. The outcome of the current Scoping Consultation should also help identify whether there are gaps in the proposed evidence base or existing sources of evidence that can be utilised.
31. Option 3 could reduce the immediate resource and financial requirements associated with evidence preparation. However, reducing evidence without a clear justification could create gaps in the evidence needed to establish the Plan's strategy or policies and could result in further work being required later in the plan-making process, which would have implications for the overall timetable.

Council Plan

32. The preparation of the new Local Plan and its supporting evidence base will contribute directly to the ambitions of the Council Plan, One City, for all 2023–2027. The Council Plan identifies four core commitments of equalities and human rights, affordability, climate and environment, and health and wellbeing, which are intended to inform decision-making across the Council. The Local Plan will help deliver these priorities by planning for the homes, jobs, infrastructure and services York needs; supporting inclusive and sustainable economic growth; addressing housing affordability and the needs of different communities; protecting and enhancing the environment; responding to climate change; and helping to create healthy, accessible and sustainable places. The proposed evidence base will ensure these objectives are informed by robust evidence and translated appropriately into the spatial strategy and policies of the new Local Plan.

Implications

33. **Financial:** Preparation of the Local Plan evidence base will require expenditure on specialist studies and consultancy support. Commissions will be managed within approved budgets and in

accordance with procurement requirements, with joint commissioning pursued where this offers value for money. Any additional evidence requirements will be subject to available resources.

34. **Human Resources (HR):** There are no direct HR implications. Preparation of the Local Plan and its evidence base will require ongoing officer resource across relevant Council services, which will be managed as part of the plan-making programme.
35. **Equalities:** The evidence base will help ensure that the Local Plan responds to the needs of different communities and supports inclusive plan-making. Equalities considerations will continue to inform preparation and consultation through an iterative Human Rights and Equalities Impact Assessment process.
36. **Legal:** The Local Plan must be prepared in accordance with the relevant statutory plan-making framework and national planning policy. The evidence base, including statutory environmental and habitats assessments, will support the Council in meeting these requirements.
37. **Crime and Disorder:** There are no direct crime and disorder implications arising from the recommendations. Community safety and the creation of safe places will be considered through the preparation of relevant Local Plan policies.
38. **Information Technology (IT):** There are no significant direct IT implications. Existing and appropriate digital systems will be used to support evidence management, consultation, mapping and plan preparation.
39. **Property:** There are no direct property implications. The site assessment process may consider Council-owned land alongside other potential development sites, but any subsequent decisions relating to Council property would be subject to separate appropriate processes.
40. **Other:** Preparation of the evidence base has implications across planning, transport, housing, infrastructure, economic development and environmental services. Relevant technical officers will continue to inform and review evidence to ensure it is robust, proportionate and fit for purpose.

Risk Management

41. The principal risks relate to ensuring that the Local Plan is supported by a robust and proportionate evidence base available at the appropriate stages of plan preparation. Delays in procurement, consultant appointment or delivery of key evidence commissions could affect the plan-making timetable and increase costs. These risks will be managed through early procurement planning and commissioning, prioritisation of critical evidence, programme and budget monitoring, joint commissioning where appropriate, and regular review of evidence requirements and delivery against key Local Plan milestones.

Contact Details

Author:	Chief Officer Responsible for the report:			
Alison Cooke Head of Strategic Planning Policy Strategic Planning Policy, City Development 01904 551467 Alison.cooke2@york.gov.uk	Garry Taylor Director of City Development			
	Report Approved	x	Date	05/10/2026
Wards Affected:			All	X
For further information please contact the author of the report				

Background Papers:

- Executive 14 April 2026 - [Decision - Plan-making activity and Local Plan Review](#)
- [Agenda for Decision Session - Combined Executive Member Decision Session on Tuesday, 7 July 2026, 10.00 am](#)
- [National Planning Policy Framework - GOV.UK](#)

Annexes

Annex A Plan-making Activity Schedule
 Annex B Evidence Base Commissions

List of Abbreviations Used in this Report

- CYC – City of York Council
- GBI – Green and Blue Infrastructure
- GPS – Growth Potential Study
- HR – Human Resources
- ICS – Infrastructure Capacity Study
- IDP – Infrastructure Delivery Plan
- IT – Information Technology
- NPPF – National Planning Policy Framework
- NYC – North Yorkshire Council
- PPLPAG – Planning Policy and Local Plan Advisory Group

This page is intentionally left blank



Plan-making Activity Schedule

October 2026

Version Control

Version	Date
1	14/04/2026
2	30/06/2026
3 (this document)	06/10/2026

Contents

1	INTRODUCTION.....	2
2	THE DEVELOPMENT PLAN FOR THE CITY OF YORK	3
3	FUTURE LOCAL PLAN PLAN-MAKING.....	5
4	YORK AND NORTH YORKSHIRE SPATIAL DEVELOPMENT STRATEGY	6
5	STATEMENT OF COMMUNITY INVOLVEMENT & ENGAGEMENT.....	6
6	PROGRAMME MANAGEMENT AND REPORTING	11
7	FURTHER INFORMATION	11

1 Introduction

1.1 This schedule covers the following documents:

- Implementation of the City of York Local Plan 2017-2033 (adopted February 2025)
- New Local Plan 2045
- The Community Infrastructure Levy (CIL) Charging Schedule
- Neighbourhood Plans
- York and North Yorkshire combined authority Spatial Development Strategy
- Statement of Community Involvement

Purpose

1.2 This Activity Schedule sets out a planning policy work programme for the Council with indicative timeframes for plan production. It will be reviewed as necessary to keep it up to date.

2 The Development Plan for the City of York

Regional Spatial Strategy (RSS)

2.1 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. Following the adoption of the City of York Local Plan these policies now carry very little weight as the Plan identifies the detailed Green belt boundaries as required by RSS policy.

Minerals and Waste Joint Plan (North Yorkshire County Council, North York Moors National Park Authority and City of York Council) (2022)

2.2 This joint plan was adopted by each authority as follows:

- City of York Council at its Full Council meeting on 27 April 2022;
- North Yorkshire County Council on 16 February 2022; and
- North York Moors National Park Authority on 21 March 2022.

City of York Local Plan (2025)

2.3 The City of York Council Local Plan was adopted by Full Council on 27 February 2025.

2.4 The Local Plan was submitted to the Secretary of State for independent examination in 2018. Five phases of Examination in Public (EiP) took place between 2019 to 2024. Formal consultation on the proposed modifications to the Plan took place in Spring 2023 with an additional main modifications consultation for Policy H5: Gypsies and Travellers in summer 2024.

- 2.5 The Local Plan was prepared in compliance with Planning and Compulsory Purchase Act (2008, as amended) and the National Planning Policy Framework¹. Consultation on the proposed Main Modifications was compliant with Regulation 19 of the Planning and Compulsory Purchase Act 2004² and the adopted Statement of Community Involvement (2007).

Implementing the adopted Local Plan

- 2.6 We have supported the implementation of the adopted Local Plan with the following documents:
- *Validation Checklist*: A Validation Checklist helps people understand what information they need to include when applying for planning permission. It makes sure planning applications are complete and clear, so that decisions can be made efficiently and consistently. Public consultation was held on the list in Autumn/Winter 2025. This was subsequently published in February 2026³.
 - *Non-statutory Planning Guidance*: Non-statutory planning guidance seeks to support the implementation of the adopted policies. This follows the Town and Country Planning Regulations (Local Plan) Regulations 2026 revisions which state that after 30 June 2026 planning authorities will no longer be able to adopt Supplementary Planning Documents (SPDs). *Decisions on implementation of guidance is subject to an Executive Member decision.*
 - *Community Infrastructure Levy (CIL)*: The Community Infrastructure Levy (CIL) is a charge that local authorities can set on new developments in their area. This charge makes sure certain types of new development contribute to the infrastructure needed to support growth and benefit the local community. The Council's CIL charging schedule took effect on 1 February 2026. Work is ongoing in relation to how we may spend CIL.

Neighbourhood Plans

- 2.7 Neighbourhood Plans offer local communities (via a Neighbourhood Forum or Parish Council) the opportunity to prepare locally specific policies in conformity with the Development Plan and national policy. 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), it becomes part of the Development Plan for the authority.
- 2.8 We have six Neighbourhood Plans in York:

¹ Under transitional arrangements against NPPF 2012 as per para 241 of the NPPF (2024).

<https://www.gov.uk/government/publications/national-planning-policy-framework--2>

² <https://www.legislation.gov.uk/ukpga/2004/5/section/19>

³ <https://www.york.gov.uk/downloads/file/2748/validation-requirements-list>

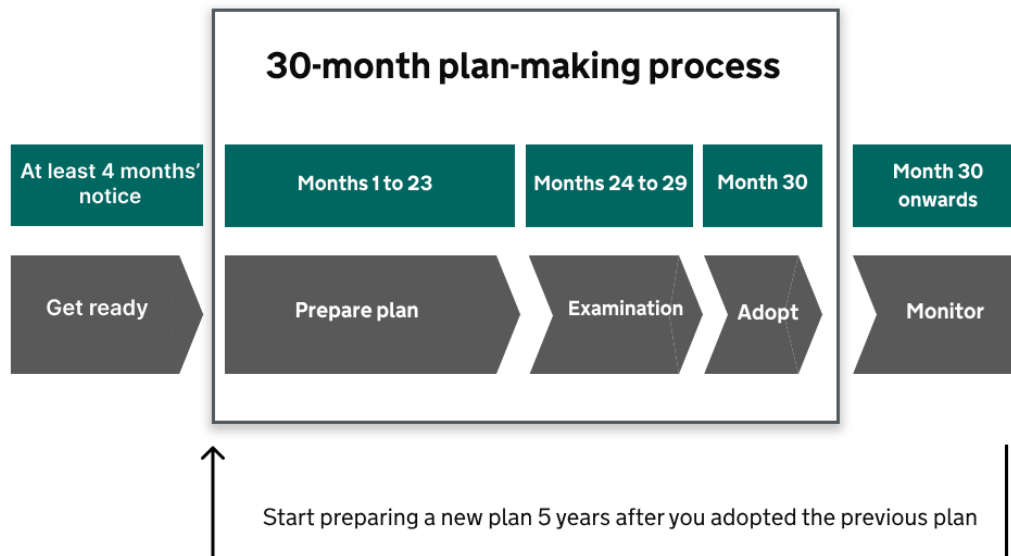
- Earswick Neighbourhood Plan – June 2019
- Huntington Neighbourhood Plan – July 2021
- Minster Precinct Neighbourhood Plan – June 2022
- Rufforth and Knapton Neighbourhood Plan – December 2018
- Strensall with Towthorpe Neighbourhood Plan – June 2023
- Upper and Nether Poppleton Neighbourhood Plan – October 2017
- Murton Neighbourhood Plan – September 2025
- Copmanthorpe Neighbourhood Plan – December 2025

- 2.9 Following the release of the National Planning Policy Framework in August 2026 and the Council's notification of preparing a new plan, we will be supporting Parishes who wish to review their 'made' plans in due course.
- 2.10 Three neighbourhood plans are currently being actively progressed by Parish Councils:
- Dunnington Parish Council – preparing a plan
 - Heslington Neighbourhood Plan – preparing for submission; anticipated late 2026
 - Heworth Without Parish Council - neighbourhood area approved and are at the very early stages of preparing a neighbourhood plan.

3 Future Local Plan plan-making

- 3.1 Executive agree to initiate the production of a new Local Plan and subsequently, the Council has issued a formal notice of preparation on 26 June 2026.
- 3.2 Following discussions in relation to the reviewing the Minerals and Waste Joint Plan, it was agreed at an Executive Member Decision Session to incorporate relevant minerals and waste policies into the new Local Plan. Consequently, a new notification for preparation of for a new Local Plan incorporating minerals and waste was published on 31 July 2026.
- 3.3 The plan will be prepared in accordance with the regulatory framework, including but not limited to:
- National Planning Policy Framework (NPPF)
 - Town and Country Planning (Local Plan) (England) Regulations 2026
 - National Planning guidance, including specifically for plan-making:
 - <https://www.gov.uk/government/collections/create-or-update-a-local-plan-using-the-new-system>
 - [New local plan-making system roadmap](#), including:
 - [30-month local plan process: an overview](#)
 - [Getting ready to prepare a new plan](#)
 - [Give notice of your plan-making](#)
 - [Gathering baselining information to prepare your new plan](#)

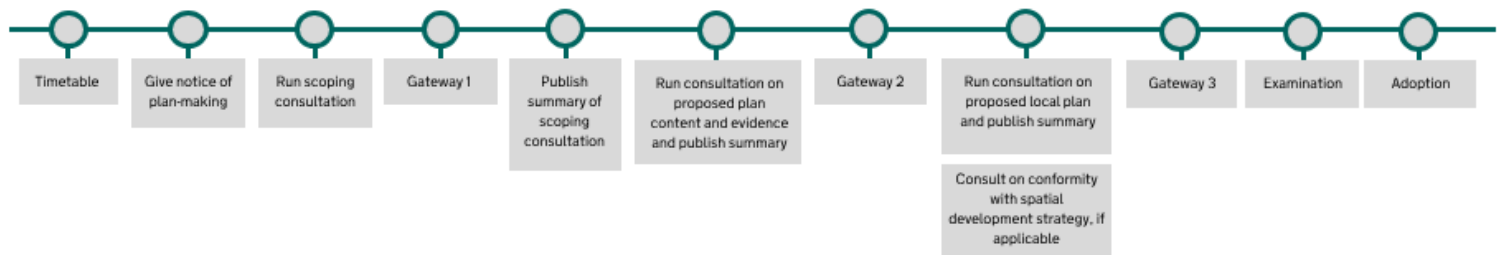
3.4 The broad timetable proposed consists of:



Local Plan Process Overview. Source: MHCLG

3.5 There are tasks where the sequence is required by law:

Tasks in local plan-making where the sequence is required by law



Tasks in sequence required by law. Source: MHCLG

3.6 The Council's timetable for preparation of the plan is set out in Table 1.

3.7 Subject to progression on the new Local Plan, development of a Supplementary Plan identifying Gypsy and Traveller site allocations may be brought forward ahead of the new Local Plan. An indicative timetable for this has been proposed at Table 2.

4 York and North Yorkshire Spatial Development Strategy

4.1 The York and North Yorkshire Combined Authority (YNYCA) will be responsible for producing the Spatial Development Strategies (SDSs). SDSs are high-level strategic plans that set out policies for on how places should grow, covering issues that cross local boundaries.

4.2 CYC will have a pivotal role informing the SDS and will need to ensure the regional requirements are translated into the local policy framework. Effective

collaboration across the YNYCA will be necessary and will include the co-commissioning of agreed evidence base. This will be undertaken concurrent with the production of York's Local Plan Review.

5 Statement of Community Involvement & Engagement

- 5.1 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.
- 5.2 Executive approved an updated Statement of Community Involvement in April 2026.
- 5.3 As part of the new Local Plan making requirement, consultation on a Local Plan Engagement Strategy will be undertaken as part of the Local Plan Scoping Consultation. The outputs to this consultation will inform the final Engagement Strategy for the preparation of the Local Plan prior to Gateway 1 of the process.

Table 1a Timetable for new Local Plan

	2026												2027												2028												2029					
	New plan-making schedule												1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30
Overall timescale	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun
Local Elections																																										
Mayoral Elections																																										
Plan review scoping																																										
Notification for plan-making																																										
Plan visioning																																										
Scoping consultation																																										
Call for sites																																										
Review comments																																										
Decision to proceed																																										
Gateway 1 self assessment																																										
Evidence base																																										
Drafting Plan																																										
Engagement																																										
Review comments																																										
Gateway 2 Assessment																																										
Finalising plan																																										
Engagement																																										
Consultation write-up																																										
Gateway 3 Assessment																																										
Submission																																										
Examination																																										
Adoption																																										

Table 1b Dates required by Regulation 4 of the Town and Country Planning (Local Planning) (England) Regulations 2026

Key stages of plan-making	Relevant regulations*	Anticipated date
Notice of intention to commence local plan preparation made available	Regulation 19(1)	July 2026
Notice of scoping consultation made available	Regulation 20(1)	September 2026
Deadline for receipt of representations in response to scoping consultation	Regulation 20(4)	November 2026
GATEWAY 1: Summary of self-assessment of readiness for local plan preparation made available	Regulation 21(3)	December 2026
Notice of proposed local plan content and evidence consultation made available	Regulation 23(1)(a)	July 2027
Deadline for receipt of representations in response to proposed local plan content and evidence consultation	Regulation 23(4)	September 2027
GATEWAY 2: Observations and advice sought from the “appointed person” in relation to progress on the proposed local plan	Regulation 26	November 2027
Notice of proposed local plan consultation made available	Regulation 27(1)(a)	July 2028
Deadline for receipt of representations in response to proposed local plan consultation	Regulation 27(4)	September 2028
GATEWAY 3: Observations and advice sought from the “appointed person” on compliance of the proposed local plan with the prescribed requirements	Regulation 31	October 2028
Submission of the proposed local plan to the Secretary of State for independent examination	Section 15D(1) of the Act	January 2029
Adoption of the local plan	Section 15EA of the Act	June 2029

**from the Town and Country Planning (Local Planning) (England) Regulations 2026, apart from the final two rows which refer to the Planning and Compulsory Purchase Act 2004*

Table 2 Possible Supplementary Plan for Gypsy and Traveller site allocations

Overall timescale	2026												2027												2028	
	Jan	Feb	Mar	Apr	Ma	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	Ma	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb
Local elections																										
Decision to proceed																										
Notice of intention																										
Call for sites																										
Site assessment																										
Drafting																										
Consultation period (6 weeks)																										
Assessment & sign off																										
Submission																										
Examination																										
Adoption																										

6 Programme Management and Reporting

Programme Management

- 6.1 The overall management of the Local Plan falls under the Director of City Development with day-to-day management by the Head of Strategic Planning Policy.

Reporting

- 6.2 Matters relating to the Local Plan, CIL and Neighbourhood Plans are usually reported to Council Members via the Planning Policy Advisory 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 key decisions relating to the production of the Local Plan, CIL and Neighbourhood Plans. Governance arrangements to allow effective progress of the Local Plan through the production and Submission phases will be reviewed to ensure the timetable can be fully met. Full Council is responsible for agreeing the adoption of the Local Plan.

Review

- 6.3 This document will be kept under review and updated regularly to reflect changes in timescales or the production of additional documents.
- 6.4 The Local Plan timetable will be updated on a monthly basis to align with statutory requirements. Update will be published to:

7 Further Information

- 7.1 For further information regarding this document and/or the workstreams included, please contact the Strategic Planning Policy Team via the following details:

Email: localplan@york.gov.uk

Phone: 01904 552255

City of York Council | Strategic Planning Policy

City Development | West Offices | Station Rise | York YO1 6GA

www.york.gov.uk | facebook.com/cityofyork | instagram.com/cityyorkcouncil/
linkedin.com/company/cityofyork

This page is intentionally left blank

Evidence Base commissioning

Jointly commissioned evidence base

Name	Rationale	Aims	Timescales
Green Belt Assessment	York's Green Belt extends beyond the boundary of CYC into areas of North Yorkshire Council. The new study will assess the whole of York's Green Belt for the first time, against the NPPF Green Belt policies, specifically defining the extent of 'grey belt' land. The commission also incorporates an update to York's existing Historic Character and Setting evidence, extending this beyond York's authority boundary into NYC. A review of the South and West Yorkshire Green Belt is also included, relevant to NYC only.	The key aims of the GB Assessment are to: • Update the Green Belt evidence in line with the requirements of the NPPF; • Assist with development management decisions for applications in the Green Belt; and • To inform the spatial strategy's within new Local Plans for CYC and NYC.	Consultants AECOM have been appointed for this work. A methodology and project timeline is in the process of being agreed. Draft reports are expected Spring 2027.
Infrastructure studies • Infrastructure Capacity Study (ICS) and Infrastructure Delivery Plans (IDPs) • Growth Potential Study (GPS)	National planning policy requires Local Plans to plan positively for growth and ensure that the infrastructure needed to support development can be delivered. Undertaking the work jointly across the York and North Yorkshire Combined Authority Area with the combined authority, North Yorkshire, North York Moors National Park and Yorkshire Dales National Park will provide a shared and consistent evidence base and help align Local Plans and wider strategic planning across administrative boundaries. This is particularly important given increasing	The ICS will establish a consistent understanding of infrastructure capacity across the area and assess the implications of different spatial growth options (to be supplied by each authority). The subsequent IDPs will identify the infrastructure needed to deliver the preferred Local Plan strategies, including when it is required, how it could be funded and how it could be delivered.	The tender process for this work is completed with the consultant to be confirmed shortly.

	housing requirements and the need to ensure that future growth is coordinated with infrastructure provision, environmental constraints and climate change objectives.	The Growth Potential Study will provide a strategic, evidence-led assessment of where, when and to what scale housing and employment growth could potentially be accommodated across York and North Yorkshire over the short, medium and long term. It will provide evidence to inform, rather than determine, decisions about the location and scale of future growth through the statutory plan-making process.	
Strategic Flood Risk Assessment	A new Level 1 SFRA has been jointly commissioned to provide a catchment wide understanding to strategic flood risk assessment.	This will aid and better reflect flood risk management taking place across the authorities and identifying consistent policy solutions to manage flood risk into the future.	Consultants JBA have been appointed for this work with initial outcomes expected in early 2027.

City of York Council Commissioned Evidence Base

Name	Rationale	Aims	Timescales
Local Housing Needs Assessment	The last Local Housing Needs Assessment was produce in 2022. Since then the NPPF has updated the starting point for a housing target, setting our a new standard method and expanded the remit for which groups of people we must plan for.	To provide up-to-date evidence of need for all types and tenures of housing aligned to requirements of the NPPF 2026. To be a robust evidence for both plan-making and	The specification is currently out for tender closing in late October. Projected timelines include initial findings before the end of the

	This evidence will form an important consideration for the Council's statutory planning and housing duties as well as informing emerging Housing Strategy. This will become a material consideration in advance to support policy H3 'Balancing the housing market in the adopted Local Plan (2025).	decisions against the adopted Local Plan.	year and a final report in March 2027.
Supported Housing Needs Assessment	In order to comply with our statutory duty¹, local authorities must publish a strategy that assesses the current availability of supported housing within each district, and project the likely need for supported housing during the 5 years from the date the strategy is published. The needs assessment will provide the core evidence base for the Strategy.	This evidence will meet the statutory guidance expectations to understand current supply, unmet need and future demand of supported housing needs across York. The evidence will be used to inform collaboration across housing, health and social care.	Procurement and tendering for consultancy support for this work is starting in October 2026. It is anticipated that the first strategy will be published by the 31 March 2027.
Gypsy and Traveller Accommodation Assessment (GTAA)	The latest Gypsy and Traveller Needs Assessment was undertaken in 2022 and was updated in 2024 to take account of a change in definition to Gypsies and Travellers. The NPPF has updated the requirements for needs assessment and delivery and consequently this evidence needs to be refreshed with consideration of how we are meeting the identified need.	To identify the number and type of accommodation required for Gypsies and Travellers in York.	Procurement to commence by end of 2026 with reporting by Summer 2027

¹ The Supported Housing (Regulatory Oversight) Act 2023

Economic Needs Assessment	There have been significant changes to York's economy and a number of new strategies that have come into effect since the previous economic forecasting to inform the adopted Local Plan. The evidence therefore needs refreshing for inclusion into the new Local Plan to consider the ambitions of the Council's Economic Strategy 2022–2032, the York and North Yorkshire Combined Authority Local Growth Plan 2025-2035, National Industrial Strategy and national planning policy and guidance .	This study will seek to understand the challenges facing York's economy and future opportunities for economic growth. It will provide a forward looking, unconstrained assessment that establishes a clear understanding of York's future economic profile, needs, and growth potential from present to 2045. It will provide opportunities to strengthen York's economy, support sustainable productivity growth and improve economic resilience with a robust framework to inform future planning policy and investment decisions.	A specification has been prepared and will shortly be going out for tender.
Employment Land Review	An Employment Land Review will follow the conclusion of need assessment to identify how and where the required employment floorspace can be delivered. Existing employment sites will be assessed for their scope to intensify and accommodate additional employment floorspace, and additional sites will be identified if necessary following assessment of sites identified through the 'call for sites'.	To utilise the economic forecasting to quantify the amount of future employment floorspace required and locational principals to consider for its location.	A specification has been prepared and will shortly be going out for tender.
Main Town Centres Study	The proposed Main Town Centres Needs, Capacity and Accommodation Study will provide the evidence needed to support a positive and flexible strategy for York's city,	The study will: Assess future needs and opportunities for retail and other main town centre uses.	Procurement to commence by end of 2026 with reporting by Summer 2027

	district and local centres over the new Local Plan period. Rather than relying on a traditional retail floorspace assessment, the study will consider the full range of main town centre uses, changing patterns of demand and the opportunities for centres to adapt, diversify and intensify. It will assess future needs alongside existing and potential supply, including vacant premises, development opportunities and committed schemes, to identify whether and where additional provision is required. This approach reflects national policy which requires Local Plans to consider the full range of needs and opportunities for town centres and to identify suitable locations to accommodate anticipated development.	• Review the role, function, vitality and viability of York's city, district and local centres, including their hierarchy and boundaries. • Assess existing and potential capacity, including vacancies, commitments and opportunities for redevelopment and intensification. • Identify how needs can be accommodated and where there are gaps in provision or opportunities for diversification and regeneration. • Recommend appropriate Local Plan policies	
Visitor Accommodation Needs and Supply Study	York's visitor economy creates demand for a wide range of accommodation, while changing visitor preferences and the growth of short-term holiday lets have implications for the city's housing stock, communities and traditional accommodation sector. An up-to-date accommodation study will provide evidence to understand current provision and future needs, ensuring that the new Local Plan supports a successful and sustainable visitor economy while balancing housing, amenity, heritage and place-making considerations.	The study will: • Assess existing supply and demand for visitor accommodation across York, including hotels, serviced accommodation and short-term holiday lets. • Identify future accommodation needs, considering visitor trends, changing markets, seasonality and different types of visitor.	

		• Assess short-term holiday lets, including their scale, distribution and relationship with housing supply and local communities. • Identify gaps in provision, including the type, quality and location of accommodation needed to support York's future visitor economy. • Inform Local Plan policy, including where new visitor accommodation should be encouraged and how competing visitor economy, housing and place-making objectives should be balanced. • Establish monitoring indicators to enable changes in accommodation supply and demand to be tracked over the Local Plan period.	
Green and Blue Infrastructure Strategy.	A Green and Blue Infrastructure (GBI) Strategy is needed to provide a coordinated, long-term approach to protecting, enhancing and connecting York's network of green spaces, waterways, habitats and other natural assets. The strategy will bring together existing Council priorities and environmental initiatives within a single spatial framework, helping to ensure that	This strategy will provide an overarching framework for Green and Blue Infrastructure, coordinating the current cross-council approach and identifying opportunities for the future. It will integrate biodiversity recovery, climate resilience, landscape enhancement, flood management,	Projected timelines for this strategy are for commencement in November, with a draft prepared by Spring 2027.

	future growth delivers benefits for biodiversity, climate resilience, flood management, health and wellbeing, active travel and access to nature. It will also provide an important evidence and delivery framework for the new Local Plan and approved Local Nature Recovery Strategy (LNRS), identifying opportunities to strengthen ecological connectivity, address gaps in provision and secure multifunctional green and blue infrastructure through new development and wider investment	open space provision, health and wellbeing, urban forestry, natural capital and sustainable growth objectives into a single coordinated corporate approach. The strategy will establish the evidence base, governance arrangements, partnership framework and delivery mechanisms required to embed Green and Blue Infrastructure across Council functions and investment decisions.	
Strensall Common Visitor Survey	An updated Strensall Common Visitor Survey is required to build on previous assessments and the policy included within the adopted Local Plan. This will need to take into account decisions made since the previous survey and is a key evidence to inform the Habitat Regulation Assessment.	To identify the level of recreational behaviour and its impact on Strensall Common SAC. To also review the current policy in the adopted plan and identify suitable mitigation / policy for inclusion in the new Local Plan to manage any negative effects.	Procurement to commence by end of 2026 with reporting by Summer 2027
Environmental Outcomes Reports (Strategic Environmental Assessment (SEA))	The Government is introducing Environmental Outcomes Reports (EORs) as a new approach to environmental assessment, including for Local Plans. EORs will ultimately replace the current Strategic Environmental Assessment (SEA)/ Sustainability Appraisal (SA) system and are intended to provide a clearer, more proportionate and outcomes-focused assessment of the environmental implications of plans. Rather than concentrating	Environmental assessment will need to inform the development and testing of reasonable spatial, policy and site options, identify likely significant environmental effects and appropriate mitigation, and establish arrangements for monitoring. Given the timing of the new Local Plan alongside the Government's EOR reforms, the Council will need to ensure that its	Procurement to commence by end of 2026 with reporting by Summer 2027

	principally on documenting environmental effects, the new approach will assess how a plan contributes towards nationally defined environmental outcomes, supported by standardised indicators, evidence and monitoring. The Government intends to introduce the new system by the end of 2027, but the detailed regulations, environmental outcomes and guidance have not yet been finalised. Until the new arrangements are implemented, existing environmental assessment legislation and guidance continue to apply. In lieu of the requirements being released we will be commissioning Strategic Environmental Assessment (SEA) to ensure we can meet the provisions for Gateway 1 of the Local Plan preparation process.	environmental evidence and assessment is capable of meeting the requirements applying at each stage of plan preparation and, if necessary, can transition to the new EOR framework without unnecessary duplication of work.	
Habitat Regulation Assessment	Habitats Regulations Assessment (HRA) is a statutory assessment required under the Conservation of Habitats and Species Regulations 2017 (as amended) to ensure that the Local Plan will not adversely affect internationally important protected habitat sites. The Council, as the competent authority, must consider whether the plan, either alone or in combination with other plans or projects, is likely to have significant effects on a protected site. Where significant effects cannot be excluded, an Appropriate	The HRA will consider the proposed local plan approach against potential impacts to European designated nature conservation sites relevant to the plan area (inside and outside of the authority boundary, including • Special Areas of Conservation (SACs), designated for habitats and species of European importance.	Procurement to commence by end of 2026 with reporting by Summer 2027

	Assessment must be undertaken to assess the implications for the site's conservation objectives, applying a precautionary approach. The Local Plan can only proceed where the Council can establish that it will not adversely affect the integrity of the protected site, unless the strict legal tests for exceptional circumstances are met. HRA therefore needs to inform the development of the Local Plan, including the consideration of spatial options, site allocations and appropriate mitigation, rather than being undertaken only at the end of the plan-making process.	• Special Protection Areas (SPAs), designated principally for important populations of wild birds. • Ramsar sites, wetlands of international importance, which are treated consistently with European sites for planning purposes. • Potential SPAs (pSPAs) and possible SACs (pSACs) where relevant, reflecting national planning policy protection for sites in the designation process. • Sites identified or required as compensatory measures for adverse effects on the above protected sites.	
Viability Assessment	This is required to demonstrate that the cumulative impact of the Plan's policies and development requirements will not undermine the delivery of the development needed over the plan period. National guidance establishes that viability should be considered primarily at the plan-making stage, enabling affordable housing, infrastructure and other policy requirements to be tested together and set at levels that are realistic and deliverable. The assessment should therefore provide a proportionate	Provide a proportionate, plan-wide assessment that helps the Council strike an appropriate balance between maximising delivery of the Plan's affordable housing, infrastructure, environmental and place-making objectives and ensuring that the overall development strategy remains deliverable. The commission will:	Following Gateway 2 to inform the preparation of the Local Plan. Broad timescale: 2027- 2029

	understanding of the economics of different types and locations of development across York, test the combined effect of proposed Local Plan requirements and inform choices where competing policy objectives place demands on development value. Undertaking viability testing alongside preparation of the Plan will help ensure that policies are deliverable, provide greater certainty for developers and landowners, and reduce the need for viability issues to be revisited on individual planning applications. National guidance also emphasises that policy development should be iterative and informed by engagement with developers, landowners and infrastructure and affordable housing providers.	• Establish an appropriate viability baseline for development across York, • Test representative development typologies and key strategic sites to understand their ability to accommodate the requirements of the emerging Local Plan. • Assess the cumulative impact of Local Plan policies, • Inform affordable housing requirements • Inform infrastructure and developer contribution requirements, including the relationship between Section 106 obligations and any other relevant development costs or contributions. • Test emerging policy options and standards.	
Transport Modelling	Transport modelling and assessment is required to understand the implications of the scale and distribution of growth proposed through the new Local Plan and to ensure that land use and transport planning are considered together. The evidence should help the Council understand how different spatial and development options affect travel demand and the operation of the transport	The work will assess the transport implications of different spatial options and the cumulative effects of proposed development; understand impacts across walking, cycling, public transport and highway networks; identify constraints and opportunities; and test the infrastructure, sustainable	Leading into and following Gateway 2 to inform the preparation of the Local Plan. Broad timescale: 2027- 2029

	network, and identify the measures needed to enable sustainable growth. This evidence will support a vision-led and multimodal approach, considering walking, wheeling, cycling and public transport alongside highway impacts, and provide evidence to inform site selection, infrastructure requirements, mitigation and investment priorities. This integrated approach is consistent with the current national planning framework and with Government guidance for Local Transport Plans, which emphasises that transport, housing, economic activity and access to services need to be planned together. This will also take into account ongoing work for the Movement and Place Strategy.	transport and demand-management measures required to support growth. It will inform site selection, infrastructure requirements, phasing and delivery, and provide robust evidence to support the Local Plan through consultation and examination.	
--	--	---	--

This page is intentionally left blank



Planning Policy and Local Plan Advisory Group**13 October 2026**

Report of the Head of Strategic Planning Policy

Local Plan Housing Needs Evidence Base**Summary**

1. This briefing sets out the housing needs evidence proposed to support the preparation of the Local Plan as one of the core themes the plan will need to address.
2. Assessing housing needs is a fundamental part of preparing a new Local Plan because it provides the evidence needed to understand how many homes are required, what types and sizes of homes are needed, where they may be needed and which groups have particular housing requirements. This includes considering the needs of different households, such as families, older people, people with disabilities, students and those requiring affordable or specialist housing. A robust assessment helps the Council translate population, household and economic changes into appropriate planning policies and site requirements, ensuring that future development responds to local needs rather than simply delivering an overall number of homes. It also provides an important evidence base for considering affordable housing requirements, housing mix and specialist provision, and helps demonstrate that the Local Plan is positively prepared, justified and capable of meeting identified needs over the plan period.
3. It is therefore necessary to ensure we have both a citywide and more granular understanding of the city's housing needs. We intend to prepare a Local Housing Needs Assessment and more detailed assessment for specialist housing needs. The Housing Team have already undertaken work on Strategic Housing Needs Assessment for people with learning disabilities and Autistic people (Annex A).

Recommendations

4. The committee is asked to:

- i. Note the proposed programme of housing needs evidence to support preparation of the new Local Plan, including the commissioning of a Local Housing Needs Assessment and Supported Housing Needs Assessment.
 - ii. Provide views on the scope and key issues to be addressed through the housing needs evidence base.
5. Support the use of the Strategic Housing Needs Assessment for people with learning disabilities and autistic people (Annex A) as part of the Council's housing evidence base, pending the completion of the wider Supported Housing Needs Assessment and Strategy.

Reason: To provide a robust evidence base to support the implementation of Local Plan policies and inform decision making on relevant planning applications relating to supported housing provision

Background

Policy background

National Planning Policy Framework (NPPF)

6. The [NPPF](#) explicitly sets out the following requirements for local plans with regards to housing. The NPPF is clear that, beyond these requirements, policies should only be included in local plans where they **support the delivery of specific allocated sites** or **address a particular local issue** where there is a clear and justified reason for their inclusion.
7. The plan making policies are H01-H06:
 - HO1: Assessing the need for homes
 - HO2: Setting requirement figures for homes
 - HO3: Providing land for homes
 - HO4: Land for strategic site development
 - HO5: Meeting the needs of different groups
 - HO6: Planning for a diverse mix of sites
8. NPPF Policy HO1 'Assessing the need for homes' sets out the evidence based expectations for meeting housing needs; this includes

- a) A housing need assessment that establishes the overall number of homes needed in the area as a minimum over the plan period, using the standard method in [Annex D](#);
 - b) An assessment of the permanent and transit site accommodation needs of travellers in the area as a minimum over the plan period; and
 - c) An understanding of any accommodation needs that cannot be met within neighbouring areas.
9. Policy H01 explicitly identifies the following groups the evidence needs to consider/ plan for. Importantly, the NPPF says these groups “include, but are not limited to” this list, so an assessment can identify additional locally important groups or accommodation needs.
- People who require affordable housing, including Social Rent.
 - Older people, including those requiring:
 - retirement housing;
 - housing-with-care; and
 - care homes.
 - Disabled people.
 - People who rent their homes.
 - Families with children.
 - Looked after children, and people requiring other specialist community-based accommodation.
 - Students.
 - Travellers.
 - People wishing to commission or build their own homes, i.e. self-build and custom-build housing.
10. Overall these policies require the Plan to establish the overall level of housing need and assess the size, type and tenure of homes and accommodation required by different groups; translate this evidence into housing, pitch and plot requirements; and identify sufficient deliverable and developable land to meet these requirements over the plan period. The policies also require the Plan to consider suitable locations for strategic housing-led development and ensure that the needs of different groups are addressed, including through affordable and Social Rent housing, accessible and adaptable homes, specialist housing, student accommodation, self and custom-build housing, and Traveller accommodation. In identifying its housing supply, the Plan should provide a diverse mix of sites, including small and medium-sized sites, and support appropriate housing growth in rural communities.

11. For affordable housing, we must also:

- Identify the contributions expected from development towards meeting affordable housing requirements.
- Clearly set out circumstances where viability review mechanisms will be required for affordable housing.
- Set requirements for the type and mix of affordable housing, and specific affordable housing requirements on green belt sites.

Regional Strategy

12. The NPPF requires that the Spatial Development Strategy (SDS) should establish the housing requirement and set pitch and plot requirements where a need has been identified, for each local planning authority within the strategy area. These do not need to be retested as part of the Local Plan process unless there is a specific change in circumstances, which affects the requirement or its distribution.
13. Officers continue to work with the York and North Yorkshire Combined Authority (YNYCA) in relation to the development of the SDS. It expected that further information and enactment of secondary legislation to support its development will be made available soon.
14. The YNYCA have also adopted its Housing Growth Strategy on 1 May 2026, which will form part of the new Local Plan's evidence base and inform the SDS directly. This seeks to plan for 60,000 homes across the region, within 25,000 as affordable homes. It lays out plans for accelerating housing development and increasing the supply of affordable housing through collaboration with Homes England, YNYHP, the region's two local authorities, housing associations and homebuilders.
15. Additionally, the YNYCA are producing a Housing Retrofit Strategy, which could be endorsed by CYC for use in the future.

Local Strategy

16. The council is a Housing Authority as well a Planning Authority meaning that we have a further statutory duty to meet the needs of residents. A major strategic priority is increasing the delivery of affordable housing, with an anticipated emphasis on social rented homes in response to Government priorities. This will require alignment between planning policy, development management decisions, registered provider partnerships and the Council's own housing delivery programme. The Council also recognises the need to respond more effectively to

increasingly complex housing and homelessness issues through stronger partnerships and integrated services spanning mental health, learning disabilities, employability and other support needs.

17. A number of housing strategies are already in place or under development. Relevant for planning include the approved Homelessness and Rough Sleeping Strategy 2024-29 and the development of an overarching Housing Strategy and a Supported Housing Strategy. Together, these strategies provide the framework for delivering the Council's housing ambitions and supporting future Local Plan objectives.

Evidence Base Commissioning

Local Housing Needs Assessment (LHNA)

18. To support and ensure we balance the needs of residents and future development, the latest housing needs assessment (2022) identified that:
 - The focus of new housing provision should be on two and three bed properties reflecting the demand for family housing and the demand from older persons wishing to downsize.
 - There is a substantial need for affordable housing, and the council is therefore justified in seeking to secure as much affordable housing as viability allows.
 - There is a clear need for additional specialist housing for older people, including supported housing, extra care housing and care homes.
 - There is a clear need to increase the supply of accessible and adaptable dwellings.
19. This evidence needs to be updated to reflect changing pressures and demographics as well updated policy requirements set out in the NPPF (as set out above).
20. To this end we have commissioned a new Local Housing Needs Assessment that will provide up-to-date evidence of need for all types and tenures of housing. It will align the NPPF 2026 ensuring robust evidence for both plan-making and decisions within the adopted Local Plan.

Supported Housing Needs Assessment

21. In order to comply with our statutory duty¹, local authorities must publish a strategy that assesses the current availability of supported housing within each district, and project the likely need for supported housing during the 5 years from the date the strategy is published. Statutory guidance sets the expectation that councils will understand current supply, unmet need and future demand and collaborate across housing, health and social care.
22. The needs assessment must be comprehensively carried out every 5 years. We are currently tendering for consultancy support to help produce the needs assessment, which will provide the core evidence base for the Strategy. Following this, it is anticipated that the first strategy will be published by the 31 March 2027.
23. The scope of this needs assessment includes the following cohorts of people:
 - learning disability
 - autism
 - mental health
 - physical and sensory impairments
 - older people
 - domestic abuse
 - homelessness/rough sleeping incorporating analysis of people who face homelessness due to a protected characteristic
 - substance use
 - justice pathways
 - care leavers and other vulnerable young people age 16-25
 - multiple & complex needs
24. The assessment will also consider the following provision types: supported housing, extra care, supported living, refuges, managed properties, LA hostels, Housing First and time-limited accommodation where relevant.

Strategic Housing Needs Assessment for people with learning disabilities and Autistic people

25. In July 2024, consultants, Housing LIN, completed an assessment of housing and accommodation needs for people with learning disabilities and autistic people, covering both the City of York and North Yorkshire.

¹ The Supported Housing (Regulatory Oversight) Act 2023

26. The needs assessment is intended to give an evidence base to allow the Council to make future long term planning decisions to meet the needs of people with learning disabilities and or Autistic people. This assessment includes estimates of supported accommodation needed over the next 10-15 years to 2039.
27. The assessment estimates the number of supported housing and accommodation units required, property types and the housing/accommodation models required to meet the estimated housing need.
28. The focus of this housing need assessment is people with learning disabilities and/or autistic people who are or are likely to be eligible for social care and/or health services from the Councils and/or the Integrated Care Board. However, the assessment also considers the potential housing needs of people with learning disabilities and/or Autistic people who fall outside of eligibility for adult social care.
29. Estimates of need for supported accommodation and housing, include young people aged 18-24 years and adults aged 25+. These estimates also take account of the future need for supported accommodation amongst people who are currently children as the population change to 2039 takes account of children becoming eligible for adult social care over that period.
30. The forecast need for City of York is:
 - an additional c.35 units of supported housing and c.5 shared lives places are needed by 2029;
 - an additional c.70 units of supported housing and c.7 shared lives places are needed by 2034;
 - an additional c.110 units of supported housing and c.10 shared lives places are needed by 2039.
31. This report has already been endorsed by North Yorkshire Council and forms part of their supported housing evidence base.

Gypsy and Traveller and Travelling Showpeople Needs Assessment

32. The latest Gypsy and Traveller Needs Assessment was undertaken in 2022 and updated in 2024. The definition for Gypsies and Travellers at this time stated that households that do not travel and have not ever

travelled for work purposes fall outside the planning definition of a Traveller. Consequently, this assessment identified a need for:

- 12 pitches to meet the planning definition
- 26 pitches to meet requirements for those who do not meet the planning definition.

33. For Travelling Showpeople, previous evidence supported a need of 3 additional plots to meet the planning definition need.
34. The new NPPF has incorporated the former 'Planning Policy for Travellers (2023)' into the national policy requirements so they can be read alongside other housing requirements.
35. The NPPF requires the Local Plan to plan positively for the accommodation needs of Gypsies, Travellers and Travelling Showpeople. This includes assessing the need for permanent and transit accommodation, establishing pitch and plot requirements based on that evidence, and identifying sufficient land to meet those requirements as fully as possible over the plan period. Where a need is identified, the Plan should also identify suitable sites for Gypsies, Travellers and Travelling Showpeople, including where appropriate sites capable of accommodating mixed residential and business uses.
36. It is intended that our needs evidence is refreshed to support policy development and spatial planning for pitches and plots in the new Local Plan.

Consultation

37. Technical officers within the council will feed into the preparation of the draft evidence base commissions. Where appropriate, consultation will be held with external stakeholders to feed into the evidence base development.
38. Outcomes from the papers will be brought to PPLPAG for consideration prior to endorsement through an Executive Member Decision Session.
39. The Strategic Housing Needs Assessment for people with learning disabilities and Autistic people development exercise incorporated feedback and engagement from technical officers in the Housing service and within Adult Social Care. The final report and conclusions have also been reviewed by officers across the council as part of the

development of a supported housing strategy for the council during 2026/27.

Options

40. The following options have been considered as part of this report.

Option 1: Support the proposed approach to developing the housing evidence base and the use of the existing Strategic Housing Needs Assessment for people with learning difficulties and autism.

41. Members could support the proposed programme of evidence gathering, including the commissioning of the Local Housing Needs Assessment and Supported Housing Needs Assessment, and support the Housing LIN Strategic Housing Needs Assessment for people with learning disabilities and autistic people being used as part of the evidence base for the Local Plan and relevant planning guidance and decision-making. The Housing LIN assessment would subsequently be supplemented or updated by the wider Supported Housing Needs Assessment and Strategy expected during 2027.

Option 2: Support the proposed approach, subject to additional or amended evidence requirements

42. Members could support the overall approach but identify additional housing needs, groups or issues that they consider should receive particular attention through the Local Housing Needs Assessment or other evidence. This could, for example, relate to affordable and Social Rent housing, older people's housing, accessible and adaptable homes, family housing, private rented housing, student accommodation, self and custom-build housing, or other specialist housing needs.

Option 3: Do not support the Strategic Housing Needs Assessment people with learning difficulties and autism for being used as part of the Local Plan evidence base at this stage

43. Members could consider that the existing Housing LIN assessment should not be formally relied upon as part of the Local Plan evidence base and that the Council should instead await the completion of the wider Supported Housing Needs Assessment and Strategy during 2027. This would provide a more up-to-date and comprehensive assessment, but in the interim would mean that decisions relating to the housing needs of people with learning disabilities and autistic people would have less current, locally specific evidence available to inform them.

Analysis

44. **Option 1 is recommended.** This would enable the Council to make use of the best available evidence now, while recognising that the evidence base will continue to develop as the new Local Plan progresses. It does not commit the Council to particular development proposals or future expenditure and allows the existing assessment to be reviewed alongside the wider Supported Housing Needs Assessment when that work is completed.

Council Plan and Strategies

45. The preparation of the housing evidence base supports the Council Plan 2023–27 priorities of equalities and human rights, affordability and health.
46. Evidence endorsed prior to the adoption of the new Local Plan can also influence decision-making under policy H3 ‘Balancing the housing market’ within the adopted Local Plan (2025). This policy allows for ‘*the latest Local Housing Needs Assessment (LHNA) and in any other appropriate local evidence*’ to be considered.

Implications

47. **Financial** – The commissioning of evidence has been costed into the overall project budget for the preparation of the Local Plan with the Strategic Planning Policy. The Supported Housing Needs Evidence is being commissioned within the Housing Team to meet statutory requirements.
48. **Human Resources (HR)** – There are no HR implications.
49. **Equalities** – There are clear overlaps with characteristics and Human Right considerations set out in our Human Rights and Equalities Impact Assessment. It is intended that we will produce a HREA for each theme incorporated into the Local Plan to ensure these matters are duly considered. A HREA will also be produced to accompany decisions taken to Executive Member Decision Session
50. **Legal** – Evidence should meet the provisions as required set out in the Town and Country Planning (Local Planning) (England) Regulations 2026, the National Planning Policy Framework and associated planning

guidance and the Supported Housing (Regulatory Oversight) Act 2023. Evidence when produced will have material weight in decision-making.

- 51. **Crime and Disorder** – There are no implications for crime and disorder.
- 52. **Information Technology (IT)** – There are no IT implications other than publishing on the City of York Council website.
- 53. **Property** – there are no implications for Property
- 54. **Other** – there are no implications for other areas.

Risk Management

- 55. There are no significant risks associated with the proposed approach. Maintaining a robust and up-to-date housing evidence base will reduce the risk that the new Local Plan does not adequately identify and respond to the housing and accommodation needs of the city's different communities. The evidence will inform the development of future policies but does not commit the Council to particular policy requirements, site allocations, development proposals or future expenditure. There is a risk that housing needs and national or regional planning requirements change during preparation of the Plan; this will be managed by keeping the evidence under review and updating or supplementing it where necessary.
- 56. The Housing assessment provides locally specific evidence that can be used in the interim and will be reviewed alongside the wider Supported Housing Needs Assessment and Strategy when completed. There is a some risk associated with not adopting the assessment, as non-statutory planning guidance and planning decisions relating to supported housing for people with learning disabilities and autistic people may be information by less comprehensive or less up-to-date evidence.

Contact Details

Author:	Chief Officer Responsible for the report:		
Alison Cooke Head of Strategic Planning Policy Strategic Planning Policy, City Development	Garry Taylor Director of City Development		
01904 551467 Alison.cooke2@york.gov.uk	Report Approved	✓	Date 05/10/2026
Specialist Implications Officer(s):			
Andrew Bebbington Housing Strategy Manager			
Wards Affected:		All	X
For further information please contact the author of the report			

Background Papers:

- [Local Housing Needs Assessment July 2022](#)
- [Gypsy and Traveller Accommodation Assessment June 2022](#)
- [Gypsy and Traveller Accommodation Assessment Review February 2024](#)

Annexes

Annex A: Strategic Housing Needs Assessment for Learning Disabilities and Autism

Abbreviations

NPPF – National Planning Policy Framework.
PPLPAG – Planning Policy and Local Plan Advisory Group
SDS – Spatial Development Strategy
YNYCA – York and North Yorkshire Combined Authority

Strategic housing needs assessment: people with learning disabilities and Autistic people

For North Yorkshire Council, City of York Council and
Humber & North Yorkshire Integrated Care Board

Version: Final

Date: July 2024

Housing Learning and Improvement Network

Contents

Executive Summary	3
1. Introduction	6
2. Assessment of need for housing and accommodation for people with learning disabilities/Autistic people (with eligible care needs)	9
3. Consideration of need for housing and accommodation for people with learning disabilities/Autistic people (without eligible care needs)	35
4. Evidence of the supported housing and housing needs of people with learning disabilities and/or Autistic people with complex care/support needs	39
5. Findings and recommendations.....	43
Summary findings	43
Recommendations	46
Annex 1: Geographic boundaries within North Yorkshire	50
Annex 2: Contemporary housing practice: people with learning disabilities and/or Autistic people.....	53

Executive Summary

This is a report for North Yorkshire Council (NYC), City of York Council (CoYC) and Humber & North Yorkshire Integrated Care Board (HYICB) to provide an understanding of the housing and accommodation needs of people with learning disabilities and/or Autistic people in North Yorkshire, in York, and at the HYICB level (covering North Yorkshire and York).

It is intended to provide an evidence base to inform future commissioning intentions and market position statements, to shape the local housing market and to allow for long-term planning to meet the housing and accommodation needs of people with learning disabilities and/or Autistic people.

Assessment of need for housing and accommodation for people with learning disabilities/Autistic people (with eligible care needs)

For North Yorkshire, in summary, it is estimated that:

- an additional c.270 units of supported housing and c.3 shared lives places are needed by 2029;
- an additional c.370 units of supported housing and c.10 shared lives places are needed by 2034;
- an additional c.490 units of supported housing and c.30 shared lives places are needed by 2039.

For York, in summary, it is estimated that:

- an additional c.35 units of supported housing and c.5 shared lives places are needed by 2029;
- an additional c.70 units of supported housing and c.7 shared lives places are needed by 2034;
- an additional c.110 units of supported housing and c.10 shared lives places are needed by 2039.

Consideration of need for housing and accommodation for people with learning disabilities/Autistic people (without eligible care needs)

It is anticipated that the majority of this population is unlikely to require supported housing or accommodation. However, based on the evidence summarised above the housing needs of this population cohort may include:

- Access to predominantly affordable housing to rent, i.e. social housing from a housing association or local authority to rent.
- Potentially, support to access social housing, particularly in relation to using choice-based lettings systems.
- In some instances 'sensitive' lets to ensure that people are not housed in locations where they may be vulnerable to abuse and/or hate crime.

- Access to practical and housing related support to maintain a tenancy.

In some instances access to supported housing may be required, particularly for people who may be on the 'cusp' of eligibility for adult social care support or who may 'tip' into eligibility if their support needs are not met. There is insufficient evidence to estimate how many people may be in this category, however if 1-2% of the estimated population of people with learning disabilities and/or Autistic people not eligible for social care, are in this category, this would equate to a potential need for supported housing over approximately the next 5 years amongst:

- c.140-280 people in North Yorkshire.
- c.40-80 people in York.

Evidence of the supported housing and housing needs of people with learning disabilities and/or Autistic people with complex care/support needs

Evidence of housing need: people with forensic related needs

In summary the likely housing and accommodation needs of this cohort are:

- It is likely that many Autistic people and people with learning disabilities in prison settings may not be recorded, however many of these people will have their housing needs met through conventional housing.
- All of the 13 people in secure psychiatric hospitals currently have a service specification ranging from residential care needs to 'generic' supported living, where it is not expected that there are any specialist housing requirements in this population other than access to 'generic' supported living.
- All of these individuals' needs are related to requiring single person accommodation options, rather than requiring family size homes. However, where support is required, this may need to be factored in to the size of the accommodation offer.

Evidence of housing needs: people in or at risk of admission into NHS / inpatient settings (former 'Transforming Care' cohort)

In summary the likely housing and accommodation needs of this cohort are:

- There are currently 26 in-patients with learning disabilities and/or Autism in North Yorkshire:
 - Of which 9 are in place-based beds, 12 are in secure hospital beds, and 5 are young people in CAMHS beds.
 - Only 3 out of 26 require specialist housing. This includes 1 young person in a CAMHS bed without accommodation and 2 adults who have identified specialist accommodation.

This evidence indicates that the number of people in inpatient settings requiring supported housing is relatively low, currently 3 people out of 26 in inpatient settings (it is assumed the other 23 require general needs housing with a care/support package).

If this profile of need is replicated over time, assuming that there will be people in the future being admitted to inpatient settings for a period of time to meet their needs prior to continuing to live in a community-based setting, it is assumed that c.3 units of supported housing would be required by people with complex support needs being discharged from inpatient settings.

Developing a housing pathway

To meet this range of housing needs, this research has identified the need for a *housing pathway* which includes a mix of housing and supported housing options, which offer people different housing choices, from general needs housing with packages of care and support tailored to individuals' needs through to supported housing options with 24/7 support.

This pathway of housing and supported housing options is required, in part, to reduce the use of inpatient settings and residential care, as well to maximise the range of housing options for people with learning disabilities and/or Autistic people. It should be emphasised that a move to one housing option may not be permanent and there is an assumption that some people will move between different housing options in response to changing needs and circumstances.

A wider range of housing and supported housing options will include:

- A. General needs housing where a person receives personalised care and support.
- B. Accessible housing, for example bungalows, for people who need an adapted home along with personalised care and support.
- C. Small 'clusters' of flats where a person has their own self contained home with some communal spaces, such as a shared lounge, with personalised care and support alongside shared care (for example in relation to overnight support).
- D. 'Step down' supported housing, particularly for younger people.
- E. In the majority of cases we would expect people to rent their homes and be tenants; in some cases access to home ownership, such as through the Home Ownership for people with Long Term Disabilities (HOLD) scheme¹, may be appropriate. The councils and their NHS partners will seek to identify people with learning disabilities and/or Autism who may benefit from the HOLD option and housing providers that are willing and able to deliver this option.
- F. Other housing that may be relevant to some people with people with learning disabilities and/or Autism, such as extra care housing and co-housing.
- G. In a minority of cases, shared supported housing where a person has a room (which may have an ensuite shower/bathroom) and shares the other facilities with other residents.
- H. Short term 'crisis' supported housing, for example to facilitate inpatient admission avoidance.

¹ <https://www.ownyourhome.gov.uk/scheme/hold/>

1. Introduction

- 1.01 This is a report for North Yorkshire Council (NYC), City of York Council (CoYC) and Humber & North Yorkshire Integrated Care Board (HYICB) to provide an understanding of the housing and accommodation needs of people with learning disabilities and/or Autistic people in North Yorkshire, in York, and at the HYICB level (covering North Yorkshire and York).
- 1.02 It is intended to provide an evidence base to inform future commissioning intentions and market position statements, to shape the local housing market and to allow for long-term planning to meet the housing and accommodation needs of people with learning disabilities and/or Autistic people.
- 1.03 The local context for the commissioning of this housing need assessment includes:
- Nationally, there has been significant progress in improving housing options for people with a learning disability and/or Autistic people to allow them to access the care and support they require in their community, in a home of their own.
 - Across North Yorkshire and the City of York there is already a range of housing with support options available to people who need it. Most of this is in the form of 'Supported Living', which gives people the benefits of their own tenancy, combined with the security of care provision that will meet their needs. There are over 200 properties (800 units) of Supported Living accommodation already, but there are also a significant number of people who are known to the local authorities that would benefit from additional accommodation if it was available. Much of this existing provision operates on a shared housing model, but a large amount of the current demand is for newer models of self-contained housing. For example recent research undertaken by York University, Bristol University, Learning Disability England and Housing LIN, in relation to the housing experiences and aspirations of people with learning disabilities and Autistic people identified that many people are seeking a better choice of accommodation, particularly self-contained accommodation².
 - There are additionally a number of people with learning disabilities and/or Autistic people who have low level support needs and can live in general needs housing, as well as a cohort who have aspirations to be homeowners.
 - There is a significant demand for these services, which is being seen through adult social care assessments and the North Yorkshire Learning Disability and Autism Programme Board, which governs local work to support people with learning disabilities and/or Autistic people to move out of in-patient settings and into housing in the community. It is also underpinned by the 'National Plan – Building the Right Support' framework³, and the ambition to ensure people are able to be in their local area and offered true choice and flexibility in how they are supported.

² <https://www.york.ac.uk/chp/housing-health-wellbeing/learning-disabilities/>

³ [Building the right support](#); NHS England, LGA, ADASS; 2015

- 1.04 This housing need assessment provides estimates of need for housing and accommodation for people with learning disabilities and/or Autistic people over the next 10-15 years.
- 1.05 The assessment estimates the number of supported housing and accommodation units required, property types and the housing/accommodation models required to meet the estimated housing need.
- 1.06 The focus of this housing need assessment is people with learning disabilities and/or Autistic people who are or are likely to be eligible for social care and/or health services from the Councils and/or the ICS. However, the assessment also considers the potential housing needs of people with learning disabilities and/or Autistic people who fall outside of eligibility for adult social care.
- 1.07 Estimates of need for supported accommodation and housing, include young people aged 18-24 years and adults aged 25+. These estimates also take account of the future need for supported accommodation amongst people who are currently children as the population change to 2039 takes account of children becoming eligible for adult social care over that period.
- 1.08 A range of primary and secondary quantitative data and qualitative data has been used to inform the evidence base and the assumptions and estimation of future need for housing and accommodation for people with learning disabilities and/or Autistic people.
- 1.09 Local stakeholder engagement has taken place, including with a sample of people with learning disabilities and Autistic people, to understand their housing needs and preferences.
- 1.10 The housing assessment also draws on evidence from:
- A range of examples of contemporary practice in terms of housing options for people with learning disabilities and/or Autistic people is summarised to help inform future housing development.
 - Previous research conducted by the Housing LIN with people with learning disabilities and/or Autistic people in England regarding their housing needs and preferences.
 - Information provided by the Councils and the ICS, and local commissioner intelligence regarding supported housing development and provision, has been analysed and used to inform estimates of housing need.
- 1.11 This evidence has been used to inform the estimated need for different types of housing and accommodation need for people with learning disabilities and/or Autistic people.
- 1.12 The structure of the report is:
- Assessment of need for housing and accommodation for people with learning disabilities/Autistic people (with eligible care needs).

- Consideration of need for housing and accommodation for people with learning disabilities/Autistic people (without eligible care needs).
- Evidence of the supported housing and housing needs of people with leaning disabilities and/or Autistic people with complex care/support needs, including forensic related needs and people who are inpatients. Complex care and support needs can defined as:
 - Needs that are often long-term and serious and may be difficult to diagnose or treat. Furthermore, these multiple needs are likely to interact with and exacerbate each other, forming barriers for the individual. Typically, these barriers present themselves as difficulties that prevent people from accessing certain services.
 - People who are most likely to be in the most restrictive environments for the longest time.
 - People who are most at risk of admission to health and care settings such as care homes and hospital.
 - People who need focused creative commissioning of care and support to live well in the community.
- Findings and recommendations.

2. Assessment of need for housing and accommodation for people with learning disabilities/Autistic people (with eligible care needs)

- 2.01 The focus of this part of the housing need assessment is people with learning disabilities and/or Autistic people who are or are likely to be eligible for social care and/or health services from North Yorkshire Council, City of York Council and/or the ICS.

Sources of secondary evidence

- 2.02 The sources of secondary evidence that have been used as part of the housing need assessment are summarised below.
- 2.03 Evidence sources for the estimated population with learning disabilities and/or Autistic people which have been used to inform the projected need for housing and supported accommodation for people with learning disabilities in North Yorkshire and City of York, include:
- NHS Short- and Long-term Support (SALT)⁴ has been used to formulate an estimate of the local population, and to provide the current accommodation status of adults with learning disabilities and/or Autistic people.
 - Evidence related to the population trend forecast over the next 15 years:
 - Statistics from the Learning Disabilities Mortality Review (LeDeR) Programme⁵ to estimate the projected number of deaths among the population of people with learning disabilities.
 - SEN disability count 2015-2022⁶, which provides trends of the number of children with disabilities in North Yorkshire and York, and an estimate of those transitioning to eligibility for adult social care at 18 years.
 - Quality and Outcomes Framework (2022-23)⁷ data which provides the number of people with learning disabilities registered at a GP practice, which has been used to disaggregate the estimated need for housing and supported housing for people with disabilities by former districts in North Yorkshire.
 - Internal data provided by NYC, CoYC and ICB partners
 - Number of under-18s with an Education and Health Care Plan (EHCP) – provides estimates of young people that need additional support regarding

⁴ [Social care collection materials 2022 - NHS Digital](#)

⁵ NHS: [LeDeR – learning from lives and deaths](#)

⁶ ONS/DfE: Special Educational Needs in England 2015-2022

⁷ [Quality and Outcomes Framework \(2022-23\) - NHS Digital](#)

their educational and health/social care needs, of which a proportion are young people with a learning disability.

- Number of children with Special Educational Needs (SEN) – data regarding children with additional needs, of which a proportion are expected to be related to learning disabilities.
- Data collated from Projecting Adult Needs and Service Information (PANSI)⁸ related to estimates of the population with differing levels of severity of learning disabilities.
- Data about the current supply of supported housing and care homes – provided with indicators of locations (e.g. for North Yorkshire's former district council areas).
- A range of other local data and intelligence to provide contextual background related to the population with learning disabilities and Autistic people including:
 - The NYC and York TCP Housing Plan 2018-2021⁹ which provides information related to:
 - Numbers of inpatients with learning disabilities, over a three-year period, based on Assuring Transformation¹⁰ reporting of those with complex needs and/or 'challenging behaviours', including past trends related to NHS England targets.
 - Out of area placements by City of York and North Yorkshire.
 - Children and young people known to the Transforming Care Partnership (TCP).
 - Recent developments of supported housing in the City of York and North Yorkshire.
 - Future strategic priorities in relation to supported housing, as well as the health/social care needs, of people with learning disabilities and/or Autistic people.

Baseline population and future population estimates

2.04 To identify the relevant population of people with learning disabilities and/or Autistic people aged 18 and over, who are or who are likely to be eligible for social care and/or health services, the following data has been used:

- The NHS Short- and Long-term Support (SALT)¹¹ dataset has been combined with local internal data to provide information on the number of people with learning

⁸ [Projecting Adult Needs and Service Information \(PANSI\)](#); IPC.

⁹ North Yorkshire and York Transforming Care Partnership Housing Plan 2018-2021; September 2018

¹⁰ NHS Digital: [Assuring Transformation](#)

¹¹ NHS Digital: Short- and Long-term Support dataset (2021/22); accessed via [Adult Social Care Finance Return Data Pack](#)

disabilities and/or Autistic people aged 18 and over, who are eligible for adult social care support provided by the Councils. The figures are likely to include a smaller cohort of individuals with both learning disabilities and Autism.

- Internal council data has been provided to supplement figures accessed through NHS SALT data and has been used where more up to date figures are available through the local councils' data. This additionally has been used to produce estimates of supported housing for the former district areas in North Yorkshire and for the Community Social Care Team (CSCT) areas.
- QOF data¹²: provides the number of people with a learning disability registered with a GP in North Yorkshire. This provides an estimate of the wider population with a learning disability in the local area.
- PANSI estimates¹³ of the population within North Yorkshire aged 18+ with learning disabilities and Autistic people in England¹⁴, and the 2021 ONS census¹⁵. This is used to estimate the number of people with moderate and severe learning disabilities among the wider population.
- Internal Council data on the number of children and young people with SEN, of which a proportion is likely to have a learning disability¹⁶ and/or Autism.

¹² [Quality and Outcomes Framework \(2022-23\) - NHS Digital](#)

¹³ [Projecting Adult Needs and Service Information \(PANSI\)](#); IPC.

¹⁴ Hatton & Emerson (2011): Estimating Future Need for Social Care among Adults with Learning Disabilities in England: An Update; Improving Health and Lives – Learning Disability Observatory

¹⁵ ONS Census 2021: Usual resident population by five-year age group, local authorities in England and Wales.

¹⁶ North Yorkshire Council; City of York Council

Table 1. Summary of the estimates of the population with learning disabilities and Autistic people in North Yorkshire and York

Population cohort	North Yorkshire	City of York
People with LD registered with a GP (QOF)	2,902	475
Estimated number of people with LD among wider population (PANSI):	2,785	902
of which are likely to have a moderate level of learning disability	1,981	641
of which are likely to have a severe level of learning disability	804	260
Number of adults with learning disabilities/Autistic people eligible for local authority funded care/support	1,958	450

Source: NHS Digital, IPC NYC & CYC

- 2.05 In addition to the above, internal data provided by NYC identifies that there are approximately 15,011 children under 18 with SEN and 4,203 children with an EHCP in North Yorkshire. It is likely that a proportion of these children will have learning disabilities and/or include Autistic young people.
- 2.06 In order to project forward the population of people with learning disabilities and/or Autistic people aged 18+, the following method has been used:
- The baseline population has been calculated as the number of people that are eligible for adult social care support, using the NHS SALT dataset. This is used to calculate the baseline population for each future year. This population has been used as these individuals are most likely to need and have access to a care/support package from the Councils. However, it should be noted that the number of people who have learning disabilities and/or Autistic people may be higher as this will include people who are not eligible for a care/support package from the Council (see section 3).
 - The average annual number of young people likely to 'transition' to become eligible for adult social care support is calculated based on the average number of 17-year-olds with a learning disability, registered on the SEN¹⁷ count data, over the period 2015-2022. Based on evidence over this period and the data received from North Yorkshire Council and York Council, this is estimated to be c.33 and c.8 young people likely to transition to eligibility for adult social care per year for North Yorkshire and York respectively.
 - The average annual number of deaths among the population with learning disabilities and/or Autistic people is calculated from the LeDeR data. This is initially

¹⁷ ONS/DfE: Special Educational Needs in England 2015-2022

adjusted to estimate the average number of deaths among the population with a learning disability that would be eligible for local authority funding (as opposed to the wider LD population). This is further adjusted to provide an estimate for the average annual number of deaths among the population of people with learning disabilities in North Yorkshire and City of York respectively (estimated to be c.18 and c.4 deaths per annum respectively).

- To estimate the projected growth of the 18+ years population of people with learning disabilities and Autistic people, the average annual number of transitions into adult social care eligibility and the average annual number of deaths are added and subtracted respectively, to the baseline population. This projects a net increase in the population over the period to 2039.

2.07 Based on the evidence considered, the estimated population of people with learning disabilities and/or Autistic people aged 18 and over is anticipated to increase in North Yorkshire from 1,958 in 2024 to 2,174 in 2039 and it is anticipated to increase in City of York from 450 in 2024 to 510 in 2039.

Current accommodation and supported housing provision

2.08 Table 2 shows the population with learning disabilities and/or Autistic people in North Yorkshire and City of York, by accommodation status.

Table 2. Accommodation status of people with learning disabilities and/or Autistic people in North Yorkshire and City of York

Type of accommodation provision	North Yorkshire: Number of people	North Yorkshire: Percentage by accommodation type	City of York: Number of people	City of York: Percentage by accommodation type
For the population of adults with learning disabilities and/or Autistic people, the accommodation provision and types:	1,958 adults with learning disabilities and/or Autistic people		450 adults with learning disabilities and/or Autistic people	
Residential/nursing care	152	8%	72	16%
Shared Lives (adult placement)	36	2%	15	3%
Supported housing	773	39%	164	36%
Living with family / friends / informal carers	489	25%	137	30%
Mainstream housing	508	26%	62	14%

Source: North Yorkshire Council, York City Council, SALT 2021/22, LeDeR (2021) & DfE (2022)

2.09 The table below shows the current distribution of supported housing for people with learning disabilities and/or Autistic People in North Yorkshire.

Table 3. Supported housing for people with learning disabilities and/or Autistic People in North Yorkshire. Units by former district area.

Former District/borough	Units	% of total
Craven	26	3.4%
Hambleton	106	13.7%
Harrogate	223	28.8%
Richmondshire	37	4.8%
Ryedale	74	9.6%
Scarborough	264	34.2%
Selby	43	5.6%
North Yorkshire (total)	773	100%

Source: North Yorkshire Council

- 2.10 Whilst there are similar percentages of the population of people with learning disabilities and/or Autistic people living in supported housing, Shared Lives accommodation and with family/friends/carers between North Yorkshire and York City, there is a higher percentage of people living in residential/nursing care from York compared to North Yorkshire.
- 2.11 There is a significantly higher proportion of supported housing located in Scarborough and Harrogate, which comprises of 63% of the total provision of supported housing across North Yorkshire.
- 2.12 Local policy seeks to support people with learning disabilities and/or Autistic people to live and be supported in the community as far as possible and supported housing is key component of enabling this to happen.
- 2.13 The evidence from national contemporary housing practice (below) and from engagement with people with learning disabilities and/or Autistic people and other stakeholders (below) is that that the majority of people who live in, or may need/want to live in, supported housing, are increasingly seeking self-contained supported housing but with some communal space/s that provides an opportunity for residents to socialise with each other/with friends and family members.
- 2.14 Evidence from North Yorkshire Council and City of York Council indicates that the majority of existing supported housing is provided in shared housing, with varying levels of onsite support, where tenants have a bedroom but share the communal facilities with other tenants. There has been some more recent development of supported housing in the form of small scale 'clusters' of self-contained flats with onsite support.
- 2.15 Shared supported housing works for some people, for example young people who may wish to share with other young people or to provide short term intensive support following 'step down' from a hospital setting. However, shared housing can be challenging to manage tenants' needs in relation to behaviour and find a suitable 'fit' for a household when a tenant moves on. This can result in voids that are difficult to fill. Shared housing can also compromise the ability of people to choose whom they live with. However, a collaborative approach with providers that seeks to 'match'

housemates with similar interests and location preferences may be a way to mitigate these types of issues.

- 2.16 The 'inherited stock' of supported housing for people with learning disabilities and/or Autistic people, based on local stakeholder feedback, includes some stock that is not considered to be fit for purpose', for example in terms of the standard of accommodation and the accessibility of the accommodation. It is estimated by North Yorkshire Council that c.25% of this existing supply may be considered to be 'unfit' for purpose.
- 2.17 Some of the older properties being used as supported housing have issues in relation to their suitability for adaptations, for example to accommodate the needs of people who are developing age related or mobility related needs. Some of these needs for suitably adapted accommodation could be met through, for example, planned increases in the provision of extra care housing.
- 2.18 There is currently a lack of minimum standards in relation to supported housing, however it is expected that the implementation of the Supported Housing Act by local authorities and their partners will provide a statutory basis for introducing national and local standards in relation to the quality of supported housing.

Local policy context

- 2.19 North Yorkshire's Learning Disabilities Strategy 2017-2022¹⁸ states:

- The importance of enabling people with learning disabilities to live in their own homes or with their families. It notes that almost 2 out of 3 people known to services live in their own home or with their family, and c.170 people live in residential nursing care.
- There is a desire to increase the number of people with learning disabilities who are supported to live locally in housing, either with others or by themselves. This aligns with the broader goals of the strategy, which include providing people with learning disabilities greater choice and control over important life decisions, access to better healthcare, and the opportunity to play an active role in their local community.

- 2.20 The 2023 draft North Yorkshire Autism strategy¹⁹ states the following:

- Variations in autism data sources hinder accurate population estimates. However, most sources indicate a rising prevalence, attributed to better recognition, especially among youth. Long assessment wait times likely contribute to underdiagnosis, particularly in younger individuals. Historical underreporting, especially among females and minority groups, suggests actual autism rates may exceed current data.

¹⁸ [Learning Disabilities Strategy 2017-2022 | North Yorkshire Partnerships](#)

¹⁹ North Yorkshire Health and Wellbeing Board: [Autism – A North Yorkshire Strategy](#); Draft version for key decision to approve public consultation (November 2023)

- There is a need for developments in training for housing and care providers to make reasonable adjustments and improve support for Autistic residents.
 - Discussions with Autistic People, caregivers, and practitioners highlight housing as a key concern. Issues include a risk of homelessness due to breakdowns in provision, lack of suitable emergency accommodation, limited social housing for Autistic individuals, and insufficient options for those under 55. Additional challenges include waiting times for accommodation, lack of support during repairs, costs and permissions for safety adjustments, and a lack of autism awareness among housing sector workers.
 - There is a need to simplify housing pathways and processes, offering tailored information and guidance. Support the development of independent skills and provide assistance with paperwork, budgeting, and accessing healthcare.
 - For housing and care providers there is an intention to offer awareness training to assist providers in making reasonable adjustments for Autistic individuals, and to encourage all providers to be inclusive and review accommodation needs to reduce out-of-county placements and develop support models for prolonged home stays.
- 2.21 York Council's Accommodation Plan for Adults with Learning Disabilities, 2018 to 2023 highlighted the need to review the needs of an ageing learning disabilities population and accommodation provision overall.
- 2.22 Supported living forms part of the accommodation options within York. Work is underway to create a sustainable pathway into and through accommodation for adults with learning disabilities and autism. Our aim is for adults with learning disabilities and autism to live in the right home at the right time with the right support and care that meets their needs.
- 2.23 That means living in the most appropriate accommodation with the support the person needs, to help them stay as independent as possible at the stage of life they are at. Some adults with learning disabilities or autism find it best to live in adapted, specialised accommodation with support whilst others may be able to live in un-adapted, regular accommodation with extra support being provided as and when needed. This means a variety of options need to be available within the local market.

**The mix and range of supported accommodation needed to meet people's needs:
Evidence from people with learning disabilities and other stakeholders**

- 2.24 Evidence from engagement that the Housing LIN and Learning Disability England has undertaken throughout England with people with learning disabilities and Autistic people, and with voluntary organisations that support them, and recent research undertaken by York University, Bristol University, Learning Disability England and Housing LIN, in relation to the housing experiences and aspirations of people with learning disabilities and Autistic people²⁰, has identified the following key messages:

²⁰ <https://www.york.ac.uk/chp/housing-health-wellbeing/learning-disabilities/>

- There is a need for an increased range of good quality supported housing and accommodation for people with learning disabilities and/or Autistic people.
- People with people with learning disabilities and/or Autistic people don't want to live in a care home; care homes are not seen as aspirational or places that enable independence.
- The majority of people are seeking self-contained accommodation that enables them to live as independently as possible. For some people this may be a general needs property with an appropriate package of care/support, not necessarily supported housing.
- Some people would prefer to live in shared accommodation; this often tends to be younger people where living with friends may be a preference and resembles the housing preference/experience of other young people their age living without a disability. It should be noted that a majority of the people on the waiting list for supported accommodation in North Yorkshire are seeking shared supported housing.
- People are seeking to live close to amenities, shops, good public transport, GP surgeries etc, and may want areas where lower crime rates,
- People are seeking support navigating the housing 'system', for example in relation to choice based lettings systems to access general needs housing. Information needs to be 'learning disability friendly', for example, people are seeking easy-read tenancy agreements.

Findings from qualitative research with people with learning disabilities and/or Autistic People in North Yorkshire and City of York

- 2.25 Recent research carried out by the Housing LIN in collaboration with Learning Disability England, in relation to the views and perspectives of people with learning disabilities in North Yorkshire, is summarised below.
- 2.26 Evidence was compiled from 3 focus groups and 2 surveys of people with learning disabilities or those who support them, including:
- York and North Yorkshire Housing Forum and survey (12 respondents).
 - General survey (33 respondents).
 - Online meeting (8 attendees).
 - In-person meeting in York (3 attendees).
- 2.27 Based on the qualitative research conducted with people with learning disabilities and/or Autistic people, those who work with them, people need support with the following.

Where people live now

- 2.28 The evidence suggests that a sizable proportion of people are living in homes that are not suitable for their needs

- 2.29 From the survey evidence, just under half of respondents are living in accommodation that meets their needs all of the time, just over half of respondents express that their homes do not fully meet their needs:
- 46% of respondents said where they live suits their needs 'all of the time'
 - 15% of respondents said where they live suits their needs 'most of the time'
 - 19% of respondents said where they live suits their needs 'some of the time'
 - 19% of respondents said where they live suits their needs 'none of the time'
- 2.30 Living independently is increasingly challenging amidst the current cost of living crisis; people are seeking homes that are affordable, e.g. in relation to heating and utility costs.
- 2.31 Many individuals lack autonomy in choosing where they want to live and who they live with, with decisions often made by others.
- 2.32 It was reported that there are increased instances of hoarding amongst people with learning disabilities and/or autistic people.

What type of accommodation are people seeking?

- 2.33 It is important to note that those with learning disabilities are a diverse group with a range of different needs.
- 2.34 People are seeking homes that enable them to live as independently as possible.
- 2.35 The evidence suggests that there is a need for a wider range of supported housing options for people.
- 2.36 The majority of people are seeking their 'own front door' i.e. self-contained accommodation, however having access to communal space is essential for wellbeing. This does need to be treated with caution. Whilst this is corroborated by recent research undertaken by York University, Bristol University, Learning Disability England and Housing LIN, in relation to the housing experiences and aspirations of people with learning disabilities and Autistic people, it should be noted that a majority of the people on the waiting list for supported accommodation in North Yorkshire are seeking shared supported housing.
- 2.37 Shared housing can be suitable for some people, i.e. a group of friends living together.
- 2.38 People are seeking supported housing that has been designed to be accessible from the outset. (i.e. including wet rooms, assisted bathing, tracking hoist, space for a wheelchair etc)
- 2.39 Housing needs to cater for complex and overlapping needs, such as adults with learning disabilities experiencing homelessness.
- 2.40 Future housing should accommodate accessibility related needs be flexible to changing needs including consideration of personal relationships.

- 2.41 Respondents report that having access to outside space is important.
- 2.42 People are seeking opportunities for home ownership through the HOLD scheme or shared ownership options.
- 2.43 People are keen for some level of flexibility, and suggested a trial period in which they can decide whether or not a specific housing provision works for them.

Locational factors

- 2.44 People want to live in areas with good transport links, access to shops and amenities.
- 2.45 Living within a supportive community is also extremely important, there are concerns about anti-social behaviour affecting disabled individuals' safety.
- 2.46 It was reported that there are specific shortages of housing stock in certain areas (such as Harrogate and York).
- 2.47 Homes need to be located where there is social care available however in rural areas there needs to be better planning to ensure people are supported with the same services as in urban locations.

Support needed

- 2.48 There's a need for specialised, high-quality support services and affordable community opportunities that enable people to come together and socialise.
- 2.49 Good quality support is needed within supported housing settings.

Information about housing and support

- 2.50 More comprehensive information is needed regarding different housing options, rights, costs, moving processes, how to report concerns, etc., to empower individuals in making informed decisions about their housing options.
- 2.51 People are seeking support to plan for housing earlier on as part of their Education, Health and Care (EHC) plans as this will lead to "less emergency support further down the line".
- 2.52 The key findings from this local engagement are summarised below.
- 2.53 There is a desire for the councils to commission housing that:
- Makes Autistic people feel safe and secure within their environment;
 - Offer the opportunity to have support from relevant support agencies integrated as appropriate to their needs;
 - Offers them the ability to access public transport, shops, health services, education and leisure facilities, places of employment and other access to services;
 - Enables opportunities for full inclusion and participation in the local community;
 - Protects people as far as possible from unwanted external factors e.g. avoiding hate crime;

- Utilises best practice in the design and layout of buildings and offers flexibility to meet peoples' changing needs.
- 2.54 Housing design for Autistic people should consider:
- Locating residential buildings away from roadways with high provision of traffic, railway, airports, or busy commercial sites (sensory sensitivities).
 - Locating residential buildings away from other buildings that allow residents to be constantly overlooked by neighbours or which allow residents to peer into neighbouring households.
 - Locating residential buildings close to established and stable neighbourhoods, with access to shops, health centres etc.
 - Group together residents with similar needs, lifestyles, routines and life-stages, wherever possible.
- 2.55 A housing solution (in whatever form) should ideally not group more than 8 people together.
- 2.56 There is a need to provide accommodation for individuals with a sole diagnosis of autism who are unlikely to find supported accommodation for people with learning disabilities appropriate due to sensory and social requirements.
- 2.57 There is a need for greater awareness raising and understanding of what living with autism is like.
- 2.58 There is a particular need for advocacy that is bespoke to the needs of Autistic people to help them find and maintain their tenancies. For example, people are seeking help bidding for council housing, understanding their housing options and navigating the housing 'system'.
- 2.59 A range of housing options for people with varying levels of autism is needed. In many cases, people with autism will find mainstream housing suitable. Whilst others might require a 'light touch' version of supported housing.
- 2.60 Supported shared accommodation is not appropriate for people with a sole diagnosis of autism; people with a sole diagnosis of autism need accommodation that provides independence as their sensory and social requirements make living in a shared accommodation challenging. People with a sole diagnosis of autism need properties that are adequately sound proofed.
- 2.61 It was suggested that there is currently a lack of affordable mainstream housing options for people with autism.
- 2.62 People with autism are seeking floating support that they can turn to 'just in case'. People may benefit from using the KeyRing type model of community support for Autistic people.

**The type and mix of supported accommodation needed to support people's needs:
Drawing on supported housing good practice**

- 2.63 Contemporary good practice in relation to supported housing for people with learning disabilities and/or Autistic people indicates that a range of supported housing services and accommodation types are needed to support people as part of a *housing pathway* approach. This is summarised below; further examples are shown at Annex 2.
- 2.64 New supported housing developments have tended to be 'clusters' of flats and there has been a reduction in the use of 'shared housing' models of supported housing. This is reflected in the types of supported housing that have been developed more recently for people with learning disabilities and/or Autistic people.
- 2.65 There has been development of new supported housing by both 'mainstream' and 'specialist' (i.e. providers that solely develop supported housing) housing associations particularly in relation to developing small-scale 'clusters' of flats with modest communal space of between 6-10 1-bed flats in the same building; with local authorities/NHS funding the 24/7 care costs.
- 2.66 There are a range of examples of contemporary supported housing practice that can be drawn on as approaches that can support people with a range of housing and care/support needs.
- 2.67 In relation to people with very complex support needs, an example of a bespoke supported housing scheme has been developed by Choice Support²¹, which has 6 self-contained units with staff facilities, designed for people with complex needs related to 'challenging behaviours', e.g. including features such as curved (and removable) internal walls, soft impact finishes to floors and walls.
- 2.68 Oxfordshire County Council has commissioned two purpose-built supported living schemes for people with complex needs²². Each scheme has 6 self-contained units for people with autism related needs. The service is designed for people with an autism diagnosis or a similar condition or similar presentations who require specialist support and accommodation. They also have complex needs that mean they find it difficult to share support or accommodation.
- 2.69 An example of new build accommodation for people with learning disabilities is Anvil Court²³ a scheme in Hampshire developed, financed and owned by Hampshire County Council. It is a block of 10 1-bed flats with an additional 3 wheelchair adapted bungalows. This supported housing scheme has 24/7 care on site and is aimed at people with learning disabilities with a range of care needs.

²¹ <https://www.choicesupport.org.uk/stories/transforming-care-mayman-lane>

²² [https://www.housinglin.org.uk/assets/Resources/Housing/Practice examples/Housing LIN case studies/HLIN CaseStudy 151 Oxfordshire.pdf](https://www.housinglin.org.uk/assets/Resources/Housing/Practice%20examples/Housing%20LIN%20case%20studies/HLIN%20CaseStudy%20151%20Oxfordshire.pdf)

²³ <https://documents.hants.gov.uk/adultservices/Extra-Care-Younger-adults-Brochure-2020.pdf>

- 2.70 A key part of a housing pathway approach is enabling people with learning disabilities and/or Autistic people to move in to and remain living in mainstream housing, with provision of housing related support as necessary to help people to maintain their tenancies.
- 2.71 The most recent guidance from the Care Quality Commission (CQC) in relation to supported living for people with learning disabilities/autistic people, *Right Support, Right Care, Right Culture*²⁴ emphasises:
- The need for a separation between the organisations providing the housing and the care, i.e. that tenants have security of tenure and a choice of care provider (and that their security of tenure is not compromised by their choice of care provider).
 - The need to avoid 'institutional' and 'congregate' forms of accommodation.
 - That care must be person centred.
 - The use of tenancy agreements that maximise security of tenure (rather than the use of license agreements).
- 2.72 It is important to note that this guidance from the CQC does not specifically refer to a 'maximum' number of units or dwellings in supported living settings.

The mix and range of accommodation and supported housing needed to meet people's needs: Commissioner insights and perspectives

- 2.73 The insights and perspectives of commissioners and practitioners from the local authorities' and NHS locally in relation to for housing for people with learning disabilities and/or Autistic people are set out below.
- 2.74 There is a desire to develop a *housing pathway* which includes a mix of housing and supported housing, which offer people different housing choices, from housing options with 24/7 support through to access to mainstream housing with packages of care/support tailored to individuals' needs.
- 2.75 There needs to be a mix of types of supported housing which enables people to have housing choices. This will include an increasing proportion of self-contained housing in the future however it is recognised that shared supported housing will be a preferred option by some people.
- 2.76 There is a need for small 'clusters' of self-contained supported housing including with communal space, both for people who need 24/7 support and for people with lower support needs. This is seen as smaller version of extra care housing type schemes. There are currently issues with the scale of self-contained supported housing developments where CQC is requiring such schemes to be of 6 or less units, which compromises scheme viability (see above regarding CQC guidance).

²⁴ https://www.cqc.org.uk/sites/default/files/2022-06/900582%20Right%20support%20right%20care%20right%20culture_v5_0.pdf

- 2.77 Some existing shared housing needs to be reviewed and its future use considered, particularly where there are long term voids, it is not accessible for people with mobility related needs, or the location is undesirable.
- 2.78 There is a need for a small number of specialist supported housing schemes for people with the most complex care and support needs, including 24/7 support, which, for example, can also provide 'step down' accommodation for people being discharged from inpatient or care home settings, or as supported accommodation that can support a person temporarily to avoid an inpatient admission.
- 2.79 Commissioners would like to reduce the use of residential care as this is not an option wanted or required by the majority of people with learning disabilities and/or Autistic people. For some people a move to supported housing from residential care may be a preferred option.
- 2.80 Shared Lives capacity will increase over time as a complementary accommodation offer alongside supported housing, including as an alternative for people who are currently living in residential care homes.
- 2.81 People with learning disabilities and/or Autistic people need to be able to have easier access mainstream general needs housing within the wider community; for example choice-based lettings systems are often a barrier for some people with learning disabilities and/or Autistic people. This can be a realistic option for people where floating support or individualised care/support packages are provided.
- 2.82 There is a need for fully wheelchair adapted homes for some people with learning disabilities who also have significant physical disabilities.
- 2.83 There is a need for an increased range of tenure choices, such as home ownership through the Home Ownership for people with Long Term Disabilities (HOLD) scheme, where this appropriate to people's housing and care/support needs.
- 2.84 There is a need for supported housing with lower rent and service charges to enable people to access employment opportunities, where this is appropriate to people's needs and preferences.
- 2.85 This is type of housing pathway, with a mix of housing options, needs to be associated with care/support services that provide person-centred, enabling, strength-based support, and outcomes for people around building their independence.

Estimated need for supported housing and accommodation for people with learning disabilities and/or Autistic people: North Yorkshire

- 2.86 The estimate of need for supported accommodation for people with learning disabilities and/or Autistic people is based on the following approach.
- 2.87 Projections in relation to population growth and accommodation status/ need are based on the following evidence-based assumptions/considerations:

- There are an estimated 1,958 people aged 18+ years with learning disabilities and/or Autistic people living in North Yorkshire who are eligible for adult social care support from the Council (2024), based on the local internal data and NHS Short- and Long-term Support (SALT).²⁵
 - The 18+ population of people with learning disabilities is projected to increase by 2039, modelled to change in line with the number of deaths across the population with learning disabilities and the number of 17-year-olds transitioning to eligibility to adult social care in North Yorkshire.
 - This growth takes into account :
 - A growing older population of adults with learning disabilities.
 - Young people with disabilities becoming adults
 - Evidence from the council and its NHS partners that there is a need to develop a housing 'pathway' for people with learning disabilities (as set out in paragraphs 2.74-2.85).
 - The use of residential/nursing care is expected to decrease by c.50% by 2039, from c.8% in 2024 to c.3% by 2039.
 - Supported housing/supported living is expected to increase due to the increasing overall population including young people who will become eligible for adult social care at 18 years, a projected reduction in the use of residential care and the likelihood of people living with older carers (typically parents) becoming unsustainable.
 - There is a waiting list held by the Council which indicates need for an additional c.275 supported housing/supported living units²⁶ over the next 5+ years (i.e. need shown for people on the waiting list who are not already living in a type of supported housing/supported living).
 - Need for mainstream housing with a care/support package is expected to increase slightly due to the increase in the overall population of adults with a learning disability.
 - A modest level of growth has been assumed for Shared Lives.
 - Living with family/friends/informal carers: based on similar assessments with local authorities elsewhere, it is assumed that the percentage of people living with family carers, particularly older carers will decrease by c.25-35% by 2039 as a proportion of older carers are no longer in a position to be able to accommodate and support their adult children with learning disabilities.
- 2.88 Changes in additional supported housing requirements to meet projected housing need and changes in the types of accommodation/supported housing required are

²⁵ NHS Digital: Short- and Long-term Support dataset (2021/22); accessed via [Adult Social Care Finance Return Data Pack](#)

²⁶ North Yorkshire Internal data: Health & Adult Services

based on applying the assumptions above. This is adjusted for identified population change over time.

- 2.89 The estimated need for accommodation/supported housing for people with learning disabilities and/or autistic people is shown in table 4.
- 2.90 Table 4 shows the number of homes/units currently available to meet need, the estimated number of units required to meet future need projected to 2029, 2034 and 2039.

Table 4. Estimated need for supported housing and accommodation for people with learning disabilities and/or Autistic people in North Yorkshire, to 2039.

	Current provision and population (2024)	Existing supply of housing & accommodation types (%)	Adult pop. and estimated housing need by 2029	Estimated need for housing & accommodation types (%)	Adult pop. and estimated housing need by 2034	Estimated need for housing & accommodation types (%)	Adult pop. and estimated housing need by 2039	Estimated need for housing & accommodation types (%)
Population	1,958		2,030		2,102		2,174	
Housing & accommodation types								
Residential/nursing care	152	8%	112	6%	105	5%	65	3%
Shared Lives (adult placement)	36	2%	39	2%	46	2%	65	3%
Supported housing	773	39%	1,045	52%	1,145	55%	1,261	58%
Living with family / friends / informal carers	489	25%	325	16%	294	14%	261	12%
Mainstream housing	508	26%	509	25%	511	24%	522	24%
Totals	1,958	100%	2,030	100%	2,102	100%	2,174	100%
Net additional housing & supported accom. requirement (units)			275		383		517	
Net need: Shared Lives			3		10		29	
Net need: Supported housing			272		372		488	

Source: NHS SALT data 2021/22, LeDeR (2021) and DfE (2022).

2.91 In summary, it is estimated that:

- an additional c.270 units of supported housing and c.3 shared lives places are needed by 2029;
- an additional c.370 units of supported housing and c.10 shared lives places are needed by 2034;
- an additional c.490 units of supported housing and c.30 shared lives places are needed by 2039.

2.92 Based on evidence from North Yorkshire Council that there is an identified need for c.275 units of supported accommodation required over the next 5 years (paragraph 2.88) based on the number of people currently on the waiting list for supported housing/supported living; the estimated need for supported housing and Shared Lives shown in table 4 to 2029, corroborates this local evidence.

2.93 Based on this evidence of local need for supported accommodation, it is estimated that c.70% (c.200 units) of this represents current (2024/25) unmet need for supported accommodation.

2.94 Estimated need for supported housing does not take account of supported housing that is currently being developed. This 'pipeline' of supported housing development will help to meet identified estimated need.

2.95 These estimates of need for supported accommodation relate to people with learning disabilities and Autistic people aged 18+ who are eligible for social care from the Council.

2.96 These estimates of need for supported accommodation and housing, include young people aged 18-24 years and adults aged 25+. These estimates also take account of the future need for supported accommodation amongst people who are currently children as the population change to 2039 takes account of children becoming eligible for adult social care over that period.

Estimates of supported housing need for people with learning disabilities in North Yorkshire's former district areas / Community Social Care Team areas

2.97 The former district areas and Community Social Care Team areas in North Yorkshire are shown below on the map images, in annex 1.

2.98 The supported housing and shared lives estimated additional future need for North Yorkshire has been disaggregated via the following method:

- The number of adults with a learning disability or autism eligible for local authority funded social care was identified for each CSCT area, based on NYC data²⁷.

²⁷ North Yorkshire Council: Service users with a package of care with autism or Primary Service Reason of Learning Disability by Planned Care Team and accommodation status - 13/12/23

- Each CSCT is matched with its location within North Yorkshire's former district/borough areas, via a 'closest match method'²⁸, through overlaying of area boundaries. Note that CSCT area boundaries generally 'fit' the boundaries of North Yorkshire's former districts, therefore a degree of matching for each area is possible. Table 11 in annex 1 shows this 'matching'.
- NYC data of the number of adults with a learning disabilities and/or Autistic people eligible for local authority funded social care is aggregated up for each former district. This provides the total number of people with a learning disability and/or Autistic people eligible for LA funded social care, by former district area.
- The percentage of the total sum (for North Yorkshire, as a total) of the above-mentioned population is calculated for each district.
- The percentage for each district is applied to the estimates of net additional need for supported housing and Shared Lives accommodation, based on the North Yorkshire total estimates shown in table 4.
- Estimates of net additional need for Shared Lives accommodation and supported housing has been generated for each district for 2029, 2034 and 2039, and is assigned to each CSCT area through the above-mentioned 'closest match' method. Housing need at district and CSCT level are shown below in table 5.

²⁸ 'Closest match' refers to an assignment of matches based on visual examination of the local geography.

Table 5. Estimated additional need: Supported housing and Shared Lives accommodation (units). Disaggregated by former district/borough area, and 'closest match' CSCT area(s).

Former District	'Closest match' CSCT area(s)	Estimated need by 2029			Estimated need by 2034			Estimated need by 2039		
		Shared Lives	Supported housing	Total	Shared Lives	Supported housing	Total	Shared Lives	Supported housing	Total
Craven	(Craven North East, Craven North West, Craven South)	0	17	17	1	23	24	2	30	32
Hambleton	(Hambleton North, Hambleton South, Hambleton Central)	0	49	49	2	66	68	5	87	92
Harrogate	(Boroughbridge Rural, Harrogate South, Knaresborough, Ripon, Harrogate North)	1	77	77	3	105	108	8	137	146
Richmondshire	(North Dales, South Dales)	0	9	9	0	12	12	1	16	17
Ryedale	(Ryedale North, Ryedale South)	0	21	21	1	28	29	2	37	39
Scarborough	(Scarborough Castle, Scarborough North, Scarborough South, Whitby, Scarborough Central)	1	73	74	3	100	102	8	131	138
Selby	(Selby East, Selby West)	0	28	28	1	38	39	3	50	53

N.B. Figures may not sum exactly to North Yorkshire totals, due to rounding.

Estimated need for supported accommodation for people with learning disabilities and/or Autistic people: York City

- 2.99 The estimate of need for supported housing and accommodation for people with learning disabilities and/or Autistic people is based on the following approach.
- 2.100 Projections in relation to population growth and estimated need for supported housing and accommodation are based on the following assumptions/considerations:
- There are an estimated 450 people aged 18+ years with learning disabilities living in York City who are eligible for adult social care support from the Council (2024), based on the internal council data, projected forward from 2023.
 - The 18+ population of people with learning disabilities is projected to increase by 2039, modelled to change in line with the number of deaths across the population with learning disabilities and the number of 17-year-olds transitioning to eligibility for adult social care in York.
 - This growth takes into account :
 - A growing older population of adults with learning disabilities.
 - Young people with disabilities becoming adults
 - Evidence from the council and its NHS partners that there is a need to develop a housing 'pathway' for people with learning disabilities (as set out in paragraphs 2.74-2.85).
 - The use of residential/nursing care is expected to decrease by c.50% by 2039, from c.14% in 2024 to c.6% by 2039.
 - Supported housing/supported living is expected to increase due to the increasing overall population including young people who will become eligible for adult social care at 18 years, a projected reduction in the use of residential care and the likelihood of people living with older carers (typically parents) becoming unsustainable.
 - Need for mainstream housing with a care/support package is expected to increase slightly due to the increase in the overall population of adults with a learning disability.
 - A modest level of growth has been assumed for Shared Lives.
 - Living with family/friends/informal carers: based on similar assessments with local authorities elsewhere, it is assumed that the percentage of people living with family carers, particularly older carers will decrease by c.20% by 2039 as a proportion of older carers are no longer in a position to be able to accommodate and support their adult children with learning disabilities.

- 2.101 Changes in additional supported housing requirements to meet projected housing need and changes in the types of accommodation/supported housing required are based on applying the assumptions above. This is adjusted for identified population change over time.
- 2.102 The estimated need for supported housing and accommodation for people with learning disabilities and/or Autistic people is shown in table 6.
- 2.103 Table 6 shows the number of homes/units currently available to meet need, the number of units required to meet unmet need, this unmet need projected to 2029, 2034 and 2039.

Table 6. Estimated need for supported housing and accommodation for people with learning disabilities and/or Autistic people in York to 2039.

	Current provision and population (2023)	Existing supply of housing & accom. types (%)	Adult pop. and estimated housing need by 2029	Estimated need for housing & accom. types (%)	Adult pop. and estimated housing need by 2034	Estimated need for housing & accom. types (%)	Adult pop. and estimated housing need by 2039	Estimated need for housing & accom. types (%)
Population	450		470		490		510	
Housing & accommodation types								
Residential/nursing care	72	16%	60	13%	46	9%	31	6%
Shared Lives (adult placement)	15	3%	18	4%	22	4%	26	5%
Supported housing	164	36%	199	42%	236	48%	276	54%
Living with family / friends / informal carers	137	30%	125	27%	112	23%	97	19%
Mainstream housing	62	14%	68	15%	75	15%	82	16%
Totals	450	100%	470	100%	490	100%	510	100%
Net additional housing & supported accom. requirement (units)			38		79		122	
Net need: Shared Lives accom.			3		7		11	
Net need: Supported housing			35		72		112	

Source: NHS SALT data 2021/22, LeDeR (2021) and DfE (2022).

2.104 In summary, it is estimated that:

- an additional c.35 units of supported housing and c.5 shared lives places are needed by 2029;
- an additional c.70 units of supported housing and c.7 shared lives places are needed by 2034;
- an additional c.110 units of supported housing and c.10 shared lives places are needed by 2039.

2.105 These estimates of need for supported accommodation relate to people with learning disabilities and Autistic people who are eligible for social care from the Council.

2.106 Estimated need for supported housing does not take account of supported housing that is currently being developed. This 'pipeline' of supported housing development will help to meet identified estimated need.

2.107 These estimates of need for supported accommodation and housing, include young people aged 18-24 years and adults aged 25+. These estimates also take account of the future need for supported accommodation amongst people who are currently children as the population change to 2039 takes account of children becoming eligible for adult social care over that period.

Implications of estimated need for housing for people with learning disabilities and/or Autistic people: housing and accommodation options.

2.108 Whilst the available evidence allows for estimates of need for supported housing overall, Shared Lives, mainstream housing and care homes (tables 4 and 6 for North Yorkshire and York respectively) the available evidence doesn't permit more precise estimates, for North Yorkshire and for York, of the full range of different property types and models, the evidence from the research with people with learning disabilities and Autistic people, discussions with professional stakeholders and drawing on the Housing LIN's experience, indicates that people are seeking a wider range of housing and supported housing options. These options and property types would include:

- A. General needs housing where a person receives personalised care and support. This will typically be flats for social/affordable rent.
- B. Accessible housing, for example bungalows, for people who need an adapted home along with personalised care and support.
- C. Supported housing in the form of small 'clusters' of 1 bed flats where a person has their own self-contained home with some communal spaces, such as a shared lounge, with personalised care and support alongside shared care (for example in relation to overnight support). This may have 24/7 care and support but not necessarily in all cases.

- D. 'Step down' supported housing, particularly for younger people; for example where younger people may be leaving residential schools and colleges.
- E. In the majority of cases we would expect people to rent their homes and be tenants; in some cases access to home ownership, such as through the Home Ownership for people with Long Term Disabilities (HOLD) scheme²⁹, may be appropriate. The councils and their NHS partners will seek to identify people with learning disabilities and/or Autism who may benefit from the HOLD option and housing providers that are willing and able to deliver this option.
- F. Other housing that may be relevant to some people with people with learning disabilities and/or Autism, such as extra care housing and co-housing.
- G. Supported housing in the form of shared supported housing may be the preference of some people, where a person has a room (which may have an ensuite shower/bathroom) and shares the other facilities with other residents. This will typically be a house that has been converted for this purpose.
- H. Short term 'crisis' supported housing, for example to facilitate inpatient admission avoidance, for example this may be on the form of either small scale shared or self-contained supported housing with 24/7 support.

²⁹ <https://www.ownyourhome.gov.uk/scheme/hold/>

3. Consideration of need for housing and accommodation for people with learning disabilities/Autistic people (without eligible care needs)

- 3.01 The focus of this part of the housing need assessment is people with learning disabilities and/or Autistic people who are or are not likely to be eligible for social care and/or health services from North Yorkshire Council, City of York Council and/or the ICS.

Baseline population

- 3.02 With respect to identifying the potential population of Autistic people aged 18+, the following data has been used:
- The 2021 ONS census³⁰. This is used to apply estimated prevalence rates of autism across the wider population.
 - The ONS 2018-based subnational populations dataset³¹ has been used to inform the population trends over the projected years, and to provide a baseline estimate of the general population for the prevalence of autism rates to apply to.
 - North Yorkshire Council's estimate of the prevalence of Autism³² has been used to estimate the number of Autistic people in North Yorkshire and York, applied to the census population/projections.
- 3.03 Table 7 below shows the estimated baseline population of Autistic people in North Yorkshire and York, based on the above data sources.

Table 7. Estimates of the current population of Autistic people, for North Yorkshire and York City (2024)

Population component	North Yorkshire	York
ONS 2021 census general population (18+) projected to 2024	495,012	159,396
Prevalence of Autism among general population	2.6%	2.4%*
Estimate of Autistic people among wider population	13,044	3,856

Source: NYC, NYH ICB, ONS 2021 census/2018-based SNPP/SEN 2022/23

* The prevalence for York City is based on the estimated prevalence for Yorkshire and the Humber ICB

³⁰ ONS Census 2021: Usual resident population by five-year age group, local authorities in England and Wales.

³¹ ONS 2018-based Subnational Populations for England; released 2020.

³² Estimates are sourced by North Yorkshire Council: Estimated number of people with autism in North Yorkshire (2.6% of population) is calculated from the ONS 2021 census and SEN (2022/23) data on ASD.

3.04 To identify the potential population of people with learning disabilities aged 18 and over, the following data has been used (table 8):

- QOF data³³: provides the number of people with a learning disability registered with a GP in North Yorkshire. This provides an estimate of the wider population with learning disabilities.
- PANSI estimates³⁴ of the population within North Yorkshire aged 18+ with learning disabilities in England³⁵, and the 2021 ONS census³⁶. This is used to estimate the number of people with moderate and severe learning disabilities among the wider population.

Table 8. Summary of the estimates of the population with learning disabilities and Autistic people in North Yorkshire and York (2024)

Population cohort	North Yorkshire	York
Adults with learning disability (LD) registered with a GP (QOF)	2,902	475
Estimated number of people with LD among wider population (PANSI):	2,785	902
<i>of which are likely to have a moderate level of learning disability</i>	1,981	641
<i>of which are likely to have a severe level of learning disability</i>	804	260

Source: NHS Digital, IPC NYC & CYC

3.05 The NHS Short- and Long-term Support (SALT)³⁷ dataset has been used (Section 2), which identifies the number of people with learning disabilities and/or Autistic people that are eligible for adult social care support provided by the Councils.

3.06 Table 9 shows the estimated potential population of people with learning disabilities and/or Autistic people net of the known population who are eligible for adult social care support.

³³ [Quality and Outcomes Framework \(2022-23\) - NHS Digital](#)

³⁴ [Projecting Adult Needs and Service Information \(PANSI\)](#); IPC.

³⁵ Hatton & Emerson (2011): Estimating Future Need for Social Care among Adults with Learning Disabilities in England: An Update; Improving Health and Lives – Learning Disability Observatory

³⁶ ONS Census 2021: Usual resident population by five-year age group, local authorities in England and Wales.

³⁷ NHS Digital: Short- and Long-term Support dataset (2021/22); accessed via [Adult Social Care Finance Return Data Pack](#)

Table 9. Estimated population of people with learning disabilities and/or Autistic people not eligible for social care support.

Population component	North Yorkshire	York
Adults with Learning Disability registered with a GP (QOF)	2,902	475
Estimate of Autism among wider population	13,044	3,856
Number of adults with learning disabilities/Autistic people eligible for local authority funded care/support	1,958	427
Net estimated population of people with learning disabilities and/or Autistic people not eligible for social care support	13,988	3,891

3.07 This indicates that the estimated population of people with learning disabilities and/or Autistic people not eligible for social care support is approximately 14,000 in North Yorkshire and approximately 4,000 people in York.

Evidence and consideration in relation to potential housing need

3.08 Evidence from local commissioners suggests the following.

3.09 There is limited evidence available about the housing needs of people with learning disabilities and/or Autistic people who are not eligible for adult social care.

3.10 Anecdotally there is evidence that more people in this cohort may need support to access mainstream general needs housing in the social housing sector, e.g. support to be able to use choice-based lettings systems.

3.11 There is an awareness that some people may need support to maintain a tenancy and to prevent their needs from escalating towards eligibility for adult social care services.

3.12 Evidence from research undertaken by University of York (2023)³⁸ in relation to the housing needs and requirements of people with learning disabilities and/or Autistic people not eligible for social care support suggests:

- People with a 'mild' or 'moderate' learning disability and/or Autistic people are often overlooked when it comes to housing and support with priority focused on those with a more 'severe' learning disability and/or autism.
- The majority of people tend to not require 'specialist housing' but are able to live in 'mainstream' housing (i.e. non-specialist housing) with the right practical and housing related support to maintain their tenancy.
- Support to maintain tenancies tends to be provided by families or community organisations and in some cases landlords.

³⁸ [Supporting people with learning disabilities - Centre for Housing Policy, University of York](#)

- In some cases there are people that better suit a supported housing option.
 - People are seeking homes where they can feel safe and secure. This is about providing well-located, good quality housing in areas with good access to shops and amenities.
 - There is also a need for more accessible 'mainstream' housing, and better access to aids and adaptations, particularly as people get older and their needs change.
- 3.13 It should be noted that it is likely that a majority of the estimated population of people with learning disabilities and/or Autistic people not eligible for social care support, approximately 14,000 in North Yorkshire and approximately 4,000 people in York, are likely to have low to moderate support needs.
- 3.14 It is anticipated that the majority of this population is unlikely to require supported housing or accommodation. However, based on the evidence summarised above the housing needs of this population cohort may include:
- Access to predominantly affordable housing to rent, i.e. social housing from a housing association or local authority to rent.
 - Potentially, support to access social housing, particularly in relation to using choice-based lettings systems.
 - In some instances 'sensitive' lets to ensure that people are not housed in locations where they may be vulnerable to abuse and/or hate crime.
 - Access to practical and housing related support to maintain a tenancy.
- 3.15 In some instances access to supported housing may be required, particularly for people who may be on the 'cusp' of eligibility for adult social care support or who may 'tip' into eligibility if their support needs are not met. There is insufficient evidence to estimate how many people may be in this category, however if 1-2% of the estimated population of people with learning disabilities and/or Autistic people not eligible for social care, are in this category, this would equate to a potential need for supported housing amongst:
- c.140-280 people in North Yorkshire
 - c.40-80 people in York

4. Evidence of the supported housing and housing needs of people with learning disabilities and/or Autistic people with complex care/support needs

- 4.01 This section summarises evidence in relation to the housing needs of people with learning disabilities and/or Autistic people with complex support and care needs, specifically:
- 4.02 The population of individuals with learning disabilities and/or Autistic People with forensic related needs, i.e. who have a criminal justice or probationary system involvement in North Yorkshire and York.
- 4.03 The population of people who are inpatients, or who are at risk of becoming inpatients, formerly referred to as the 'Transforming Care' cohort.

Evidence of housing need: people with forensic related needs

- 4.04 There are currently the following numbers of people with a criminal justice setting/probationary or psychiatric background:
- 30 people with a learning disability;
 - 22 Autistic People;
 - 9 people with both a learning disability and Autism.
- 4.05 The accommodation status of these people is shown in the following table.

Table 10. Accommodation setting (secure accommodation) for people with learning disabilities and/or Autistic People.

Accommodation / secure setting	Number of people			
	Learning disability	ASD	Both	Total
Prison	-	1	-	1
In secure psychiatric hospitals (High, medium, low)	6	7	-	13
In place-based adult mental health hospital	1		-	1
Open to forensic outreach living in community	23	14	9	46
Total	30	22	9	61

Source: Humber & North Yorkshire Integrated Care Board

- 4.06 In relation to the individuals with a forensic background, in the above table:
- All of the above individuals are single people, and all adults apart from 1 individual (aged 17).
 - The majority of these 61 individuals do or can live in general needs social housing, supported living/supported housing, or residential care facilities.

4.07 Expert staff from Humber & North Yorkshire Integrated Care Board have highlighted the following trends in relation to this cohort of people:

- People with a learning disability in secure hospital settings requiring specialist housing/support overall has decreased over the last few years.
- The use of residential placements for this cohort has been declining over time.
- It is likely that many Autistic people in prison settings may not be recorded, however many of these people will have their housing needs met through conventional housing.
- There are a number of people in prison settings with 'learning difficulties', however accurate population estimates for this group are not available.
- Autistic people living in the community and or prison setting, entering into the criminal justice system with both low-level offending and serious crime, is significantly increasing.
- For people in adult mental health settings with forensic needs diagnosed as Autistic, there is no clear estimate of trend due to a number of offences that are often never proceeded with by the CPS.

4.08 The following housing and support needs have been identified by expert staff from Humber & North Yorkshire Integrated Care Board:

- There are a number of people with learning disabilities and/or Autistic people, or both, that don't come into contact with forensic/criminal justice route, however, may have a specialist housing/support need.
- Most people require single-occupancy housing, with some needing larger accommodation for live-in carers/supporters.
- Autistic people in the community/prison settings engaged in low-level and serious and crime typically require conventional housing rather than specialist housing, although there is often also a need for low level specialist support.
- Recent years have seen progress in diverting some of this population away from restrictive, institutionalised living situations. However, community integration brings its own challenges around housing, unemployment, and lack of support networks.
- Developing a spectrum of housing options coupled with effective support services is integral to ensuring successful outcomes and reducing reoffending among this vulnerable population.
- It is unclear whether people in adult mental health settings with forensic needs, diagnosed as Autistic, will require conventional housing or more specialist support settings.
- It is important to take into account offence types. For example, sexual offending and other offenders with location restrictions will require accommodating in social housing that isn't near schools. Additionally, landlords are often unwilling to consider

tenancies where offending is related to arson. Depending on the level of offending, these people are often 'excluded' from conventional accommodation offers.

4.09 Additionally, local intelligence suggests the following:

- Discharges from secure psychiatric hospitals:
 - The majority of discharges go to supported living models specialising in forensic needs and MoJ-bound individuals.
 - People in secure settings have longer hospital stays due to treatment programs and court indications.
- Current in-patient cohort in forensic settings:
 - Total of 12 in-patients.
 - One person will return home to family with floating support.
 - Remaining 11:
 - 7 will have MoJ restrictions on discharge, requiring supported living or residential options.
 - 3 are currently on MoJ sections but can be discharged without restrictions.
 - 1 person is on an S3 level and likely needs a supported living model.
- In summary the likely housing and accommodation needs of this cohort are:
 - All of the 13 people in secure psychiatric hospitals currently have a service specification ranging from residential care needs to 'generic' supported living, where it is not expected that there are any specialist housing requirements in this population other than access to 'generic' supported living.
 - All individuals' recorded (in table 10) needs are related to requiring single person accommodation options, rather than requiring family size homes. However, where support is required, this may need to be factored in to the size of the accommodation offer.

Evidence of housing needs: people in or at risk of admission into NHS / inpatient settings (former 'Transforming Care' cohort)

4.10 There are currently 26 in-patients with learning disabilities and/or Autism in North Yorkshire:

- Of which 9 are in place-based beds, 12 are in secure hospital beds, and 5 young people are in CAMHS beds.
- Only 3 out of 26 require specialist housing. This includes 1 young person in a CAMHS bed without accommodation and 2 adults who have identified specialist accommodation.

- Of the current 26 in-patients, 10 are delayed transfers of care. Two of these individuals have a specialist housing need. One is going to Collier Hill, and the other is a child being prioritised via escalation.
- 4.11 There is significant complexity related to discharges and housing supply:
- Discharge pathways are complex. Ideally, discharge should be planned from the date of admission, but this rarely happens, leading to delayed discharges and bed blocking.
 - For people with complex needs, skilled staff that sit outside the affordability margins within the approved provider lists are often required. Due to a lack of alternatives, the same providers may be approached repeatedly, despite past failures to support individuals with similar needs.
 - The current supply of housing is governed by a brokerage process through the local authority, which can be slow due to the use of an approved provider list.
- 4.12 With respect to specialist housing need for this cohort:
- The need for specialist housing was higher several years ago, which led to the development of Collier Hill. However, the numbers have since decreased.
 - There is a greater need for specialist housing among children/young adults than adults over 25.
 - The specialist aspect is more about care needs than the accommodation itself.
 - There is a gap in specialist providers who can support people with complex risk profiles, predominantly associated with autism.
- 4.13 This evidence indicates that the number of people in inpatient settings requiring supported housing is relatively low, currently 3 people out of 26 in inpatient settings (it is assumed the other 23 require general needs housing with a care/support package).
- 4.14 If this profile of need is replicated over time, assuming that there will be people in the future being admitted to inpatient settings for a period of time to meet their needs prior to continuing to live in a community based setting, it is assumed that c.3 units of supported housing would be required by people with complex support needs being discharged from inpatient settings.

5. Findings and recommendations

Summary findings

Assessment of need for housing and accommodation for people with learning disabilities/Autistic people (with eligible care needs)

5.01 For North Yorkshire, in summary, it is estimated that:

- an additional c.270 units of supported housing and c.3 shared lives places are needed by 2029;
- an additional c.370 units of supported housing and c.10 shared lives places are needed by 2034;
- an additional c.490 units of supported housing and c.30 shared lives places are needed by 2039.

5.02 For York, in summary, it is estimated that:

- an additional c.35 units of supported housing and c.5 shared lives places are needed by 2029;
- an additional c.70 units of supported housing and c.7 shared lives places are needed by 2034;
- an additional c.110 units of supported housing and c.10 shared lives places are needed by 2039.

Consideration of need for housing and accommodation for people with learning disabilities/Autistic people (without eligible care needs)

5.03 It is anticipated that the majority of this population is unlikely to require supported housing or accommodation. However, based on the evidence summarised above the housing needs of this population cohort may include:

- Access to predominantly affordable housing to rent, i.e. social housing from a housing association or local authority to rent.
- Potentially, support to access social housing, particularly in relation to using choice-based lettings systems.
- In some instances 'sensitive' lets to ensure that people are not housed in locations where they may be vulnerable to abuse and/or hate crime.
- Access to practical and housing related support to maintain a tenancy.

5.04 In some instances access to supported housing may be required, particularly for people who may be on the 'cusp' of eligibility for adult social care support or who may 'tip' into eligibility if their support needs are not met. There is insufficient evidence to estimate how many people may be in this category, however if 1-2% of

the estimated population of people with learning disabilities and/or Autistic people not eligible for social care, are in this category, this would equate to a potential need for supported housing over approximately the next 5 years amongst:

- c.140-280 people in North Yorkshire.
- c.40-80 people in York.

Evidence of the supported housing and housing needs of people with learning disabilities and/or Autistic people with complex care/support needs

Evidence of housing need: people with forensic related needs

5.05 In summary the likely housing and accommodation needs of this cohort are:

- It is likely that many Autistic people and people with learning disabilities in prison settings may not be recorded, however many of these people will have their housing needs met through conventional housing.
- All of the 13 people in secure psychiatric hospitals currently have a service specification ranging from residential care needs to 'generic' supported living, where it is not expected that there are any specialist housing requirements in this population other than access to 'generic' supported living.
- All of these individuals' needs are related to requiring single person accommodation options, rather than requiring family size homes. However, where support is required, this may need to be factored in to the size of the accommodation offer.

Evidence of housing needs: people in or at risk of admission into NHS / inpatient settings (former 'Transforming Care' cohort)

5.06 In summary the likely housing and accommodation needs of this cohort are:

- There are currently 26 in-patients with learning disabilities and/or Autism in North Yorkshire:
 - Of which 9 are in place-based beds, 12 are in secure hospital beds, and 5 are young people in CAMHS beds.
 - Only 3 out of 26 require specialist housing. This includes 1 young person in a CAMHS bed without accommodation and 2 adults who have identified specialist accommodation.

5.07 This evidence indicates that the number of people in inpatient settings requiring supported housing is relatively low, currently 3 people out of 26 in inpatient settings (it is assumed the other 23 require general needs housing with a care/support package).

5.08 If this profile of need is replicated over time, assuming that there will be people in the future being admitted to inpatient settings for a period of time to meet their needs

prior to continuing to live in a community-based setting, it is assumed that c.3 units of supported housing would be required by people with complex support needs being discharged from inpatient settings.

Developing a housing pathway

- 5.09 To meet this range of housing needs, this research has identified the need for a *housing pathway* which includes a mix of housing and supported housing options, which offer people different housing choices, from general needs housing with packages of care and support tailored to individuals' needs through to supported housing options with 24/7 support.
- 5.10 This pathway of housing and supported housing options is required, in part, to reduce the use of inpatient settings and residential care, as well to maximise the range of housing options for people with learning disabilities and/or Autistic people. The councils and their NHS partners want to make it easier for people with learning disabilities and/or Autism to access these housing options.
- 5.11 It should be emphasised that a move to one housing option may not be permanent and there is an assumption that some people will move between different housing options in response to changing needs and circumstances.
- 5.12 A wider range of housing and supported housing options will include:
- I. General needs housing where a person receives personalised care and support.
 - J. Accessible housing, for example bungalows, for people who need an adapted home along with personalised care and support.
 - K. Small 'clusters' of flats where a person has their own self contained home with some communal spaces, such as a shared lounge, with personalised care and support alongside shared care (for example in relation to overnight support).
 - L. 'Step down' supported housing, particularly for younger people.
 - M. In the majority of cases we would expect people to rent their homes and be tenants; in some cases access to home ownership, such as through the Home Ownership for people with Long Term Disabilities (HOLD) scheme³⁹, may be appropriate. The councils and their NHS partners will seek to identify people with learning disabilities and/or Autism who may benefit from the HOLD option and housing providers that are willing and able to deliver this option.
 - N. Other housing that may be relevant to some people with people with learning disabilities and/or Autism, such as extra care housing and co-housing.
 - O. In a minority of cases, shared supported housing where a person has a room (which may have an ensuite shower/bathroom) and shares the other facilities with other residents.

³⁹ <https://www.ownyourhome.gov.uk/scheme/hold/>

- P. Short term 'crisis' supported housing, for example to facilitate inpatient admission avoidance.
- 5.13 Housing option D and H are important as they may be used to facilitate short term housing needs and/or 'transitions' between different accommodation/housing options.
- 5.14 To access any form of housing and supported housing people should be:
- Registered with the local authority responsible for housing so their housing need is formally recorded and recognised. This may require a degree of flexibility in relation to local connection policies as some people with learning disabilities and/or Autism may need to live in an area that is different to where they currently live or originally came from.
 - Assessed by the relevant local authority and the NHS in order that appropriate care and support can be commissioned and provided.

Recommendations

- 5.15 Once agreed, use the housing needs assessment: people with learning disabilities and Autistic people as the basis for a commissioning plan/market position statement or similar to set out to the market the mix of housing and support/care options required by people with learning disabilities and Autistic people.
- 5.16 Review the use of shared supported housing. Identify shared supported housing that is no longer fit for purpose and requires replacement with other housing options for residents.
- 5.17 Review the needs of people currently living in care home placement, both 'in county' and out of county' to determine how many of these people's needs could be better met in a supported housing setting.
- 5.18 Based on the housing need assessment, commission new supported housing that is required to meet identified need drawing on good practice from the region and from elsewhere. Whilst engagement with people with learning disabilities undertaken by Learning Disability England and Housing LIN, and recent research undertaken by York University, Bristol University, Learning Disability England and Housing LIN, in relation to the housing experiences and aspirations of people with learning disabilities and Autistic people identified that many people are seeking a choice of accommodation, particularly self-contained accommodation⁴⁰, it should be noted that a majority of the people on the waiting list for supported accommodation in North Yorkshire are seeking shared supported housing.
- 5.19 Increase the number of Shared Lives carers who can support people with learning disabilities and/or Autistic people.

⁴⁰ <https://www.york.ac.uk/chp/housing-health-wellbeing/learning-disabilities/>

- 5.20 Identify and commission the housing required by people currently living in inpatient settings or other secure settings.
- 5.21 The councils and their NHS partners, if necessary to meet need, consider jointly commissioning specialist short term 'step down/step through' accommodation to support people out of hospital settings whilst their long term housing is being arranged/developed. This facility may also support people living in the community but who may be at risk of inpatient admission in their current accommodation setting.
- 5.22 Identify people for whom home ownership through the HOLD programme is a potential options and identify a Registered Provider partner/s to work with to deliver this housing option (Home Ownership for people with Long – term Disabilities).
- 5.23 Make best use of existing and future development of extra care housing for people with learning disabilities and/or Autistic people.
- 5.24 Consider utilising Councils' and NHS surplus land and property to support the delivery of supported and specialist housing for people with learning disabilities and/or Autistic people.
- 5.25 The councils will aim to ensure that Local Plans incorporate the need for specialist and supported housing and that these housing needs are part of local housing strategies and planning policies.
- 5.26 Given the overall level of demand for affordable general needs housing, this is likely to require a level of strategic intervention by Councils to generate more affordable housing to rent for people with learning disabilities and/or Autism through, for example:
 - Direct provision by the Councils through their retained housing stock
 - Leasing from private landlords.
 - Working with local Registered Providers to meet the wider housing need as identified in this strategy, including using existing stock where appropriate.
 - Supported housing providers developing and/or procuring additional move on accommodation.
- 5.27 Review the use and suitability of Choice Based Lettings for people with learning disabilities and/or Autism including:
 - Whether there is a role for 'sensitive' lettings and use of local lettings plans to enable some people with learning disabilities and/or Autistic people to access general needs social housing.
 - To recognise and take account of the adaptations for people who may have sensory needs.
- 5.28 Councils to consider planning policy and delivery mechanisms to support the delivery of more 1 bed dwellings as part of the housing development mix

- 5.29 The councils and their NHS partners will update the assessment of need for housing and supported housing on a regular basis. The assessment will include evidence of young people (from school year 9) who may transition to eligibility for adult social care at 18 years and who may need housing/supported housing.
- 5.30 Put in place arrangements to:
- Co-produce with a range of people with lived experience the commissioning of housing/supported housing services, and
 - Work with people with lived experience in relation to managing the quality of supported housing and measuring the impact it has on people's lives.
- 5.31 Identify all supported housing for people with learning disabilities and/or Autism that has the housing benefit status of 'specified accommodation' including the categories of:
- Exempt accommodation
 - Managed properties
- 5.32 Develop a shared set of quality assessment and assurance criteria, that demonstrates the Councils' expectations for specialist and supported housing including value for money.
- 5.33 In anticipation of the implementation of the Supported Housing (Regulatory Oversight) Act, bring together a group of Council colleagues from revenues and benefits, adult social care (including safeguarding expertise), housing standards (environmental health/private sector housing standards), children's services (in relation to vulnerable young people) and planning and housing to consider a shared approach to licensing supported housing (including for people with learning disabilities and/or Autistic people) and the implementation of supported housing quality standards.
- 5.34 Through this group (above) risk assess existing supported housing for people with learning disabilities and/or Autistic people in terms of either known or likely risk/s in relation to poor quality support and/or accommodation.
- 5.35 Hold meetings with a range of housing providers, including the largest social housing providers, in the region to discuss/agree how they can contribute to and support the delivery of the assessed need for housing for people with learning disabilities and/or Autistic people, both in relation to supported housing and access to general needs housing.
- 5.36 Identify gaps in the supported housing provider market (in terms of capability and capacity) and if necessary approach potential providers from outside of North Yorkshire/York to encourage new 'entrants' into the local supported housing market. Whilst there is no ideal 'number' of housing providers that local authorities may wish to work with, to maximise the range of housing choices for people with learning disabilities and Autistic people it is prudent to work with a mix of housing providers typically including larger housing associations (Registered Providers) that provide

predominantly general needs housing but also supported housing, locally based smaller housing associations that also provide both general needs housing and supported housing but also specialist housing providers that only develop and manage supported housing.

5.37 Maximise the use of a wide range of potential capital funding sources for supported housing development including:

- Use the proposed engagement with supported housing providers and other Registered Providers to maximise capital investment that they can bring to the development of the supported housing required.
- Seek to develop a strategic relationship with NHS England and with Homes England to maximise investment from, respectively, the NHS capital programme and the Affordable Homes Programme in supported housing, including consideration/discussion of grant rates for supported/specialist housing.
- Consider the potential for supported housing to form part of the affordable housing contribution on larger development sites, including in relation to s.106 agreements.
- Encourage RPs to engage with NHS England about using the NHS capital grant funding to develop the most specialist forms of housing
- Capital funding from Councils (subject to appropriate business cases).

Annex 1: Geographic boundaries within North Yorkshire

A1.01 North Yorkshire's seven former district/boroughs are as follows:

- Harrogate
- Craven
- Hambleton
- Richmondshire
- Ryedale
- Scarborough
- Selby

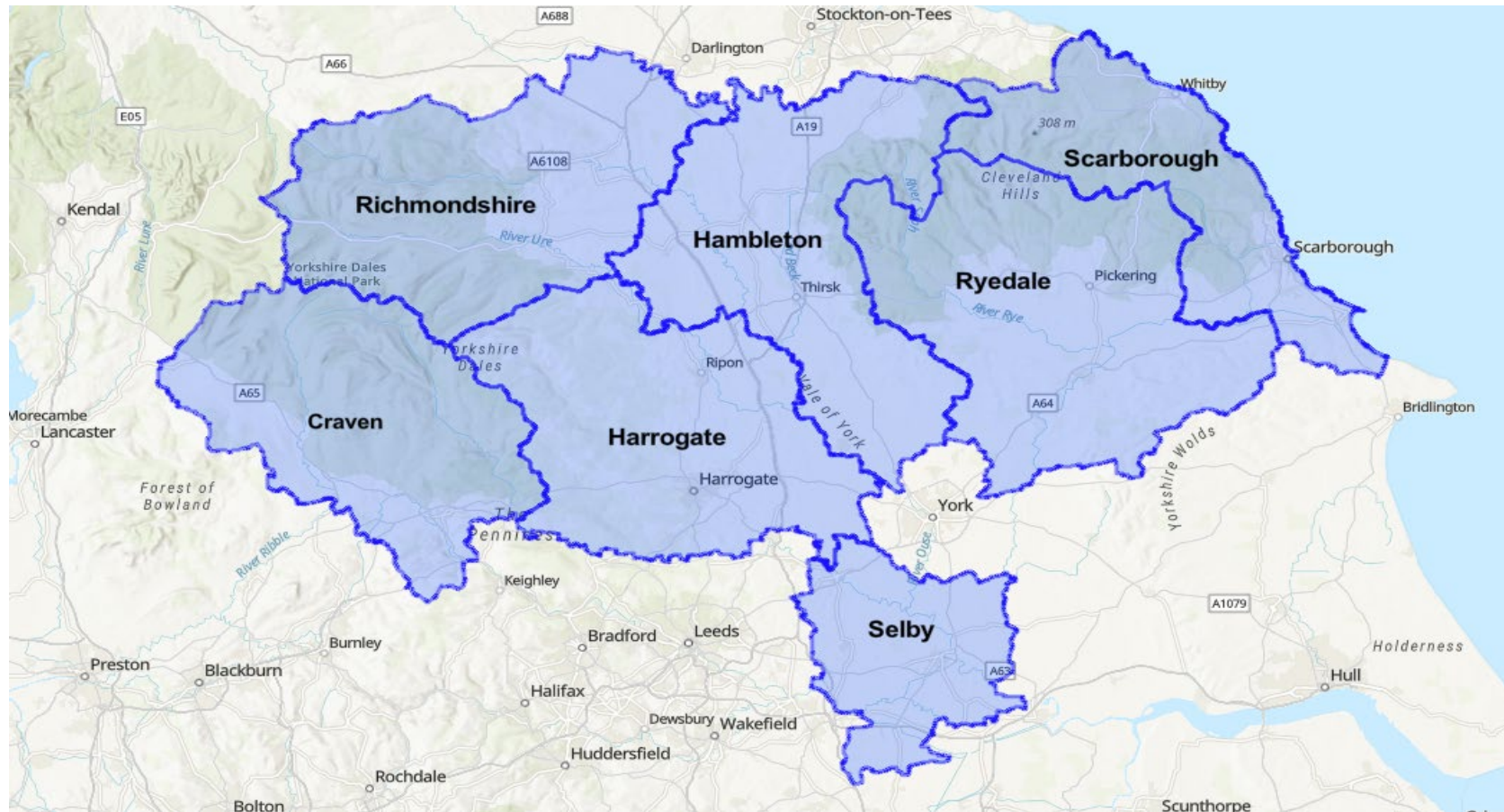
A1.02 Below are tables detailing the former district areas and the CSCT areas, and how they align.

Table 11. Former districts/boroughs of North Yorkshire, matched to CSCT areas.

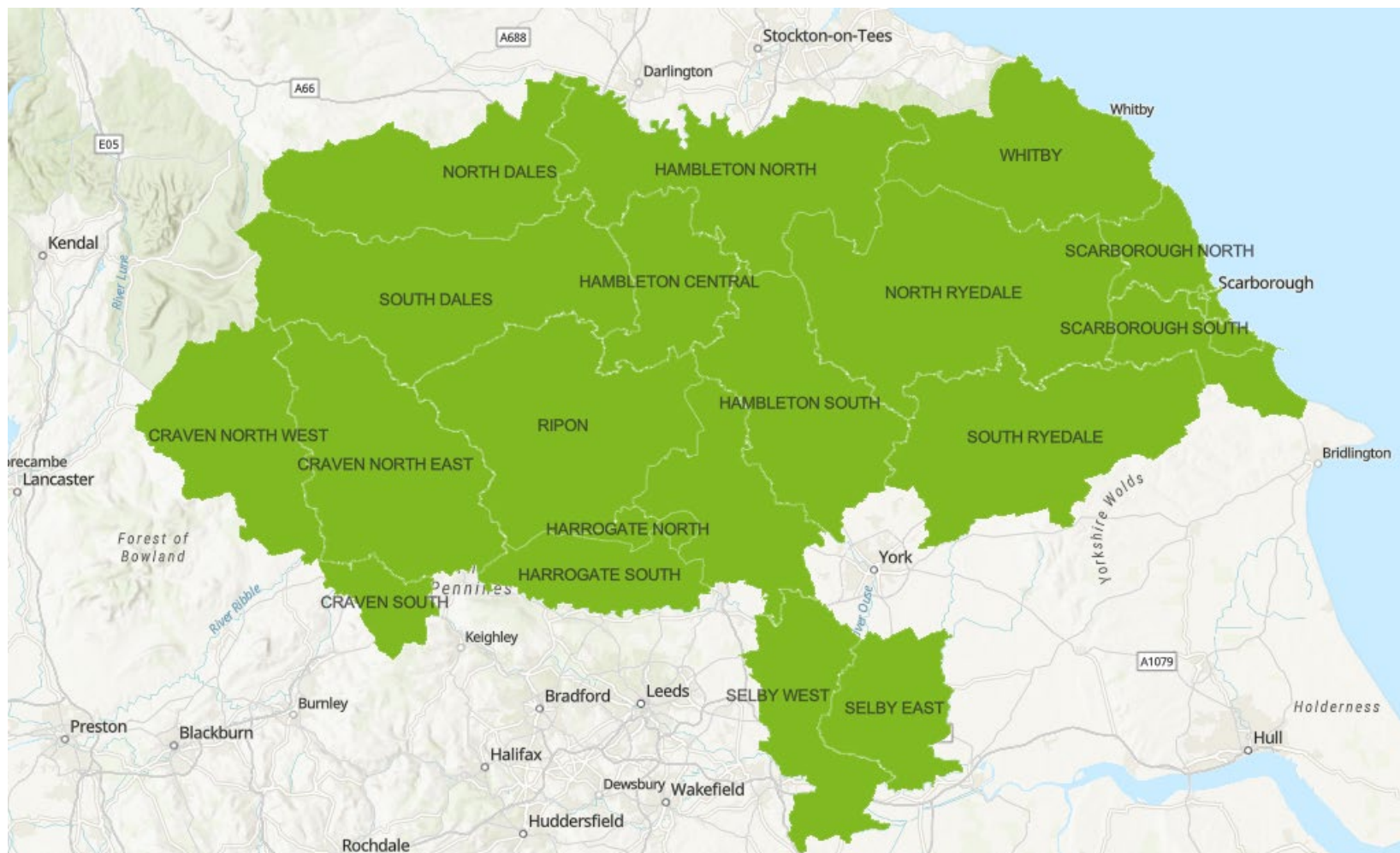
Former district/borough	CSCT area
Craven	Craven North East
	Craven North West
	Craven South
Hambleton	Hambleton Central
	Hambleton North
	Hambleton South
Harrogate	Boroughbridge Rural
	Harrogate North
	Harrogate South
	Knaresborough
	Ripon
Richmondshire	North Dales
	South Dales
Ryedale	North Ryedale
	South Ryedale
Scarborough	Scarborough Castle
	Scarborough Central
	Scarborough North
	Scarborough South
	Whitby
Selby	Selby East
	Selby West

A1.03 The geographic divisions of North Yorkshire are shown below, including its former district/borough areas, and its Community Social Care Team (CSCT) areas.

Map 1. North Yorkshire former district/borough boundaries.



Map 2. Community Social Care Team (CSCT) areas.



Note that some areas may not show up with a label in this image, due to scale constraints.

Annex 2: Contemporary housing practice: people with learning disabilities and/or Autistic people

- A1.04 Increasing housing options for people with a learning disability, autism, or both is intended to enable access to the right accommodation with personalised care and support provided.
- A1.05 There has been development of new supported housing by both 'mainstream' and 'specialist' (i.e. providers that solely develop supported housing) housing associations particularly in relation to developing small-scale 'clusters' of flats with modest communal space of between 8-16 1-bed flats in the same building; typically a 'micro' version of extra care housing, with local authorities funding the 24/7 care costs.
- A1.06 An example of new build accommodation for people with learning disabilities is Anvil Court⁴¹ a scheme in Hampshire developed, financed and owned by Hampshire County Council. It is a block of 10 1-bed flats with an additional 3 wheelchair adapted bungalows. This supported housing scheme has 24/7 care on site and is aimed at people with learning disabilities with a range of care needs.



- A1.07 In Oxford, Advance Housing's Hope House⁴² consists of 10 flats accommodating 15 people in total, six self-contained 1 bed flats, three 2 bed flats and one 3 bed flat. In addition there are communal facilities and a small staff sleepover/office. Hope House is designed to accommodate a wide range of needs for people with learning disabilities and consequently it is flexible and spacious throughout. The flats cater for

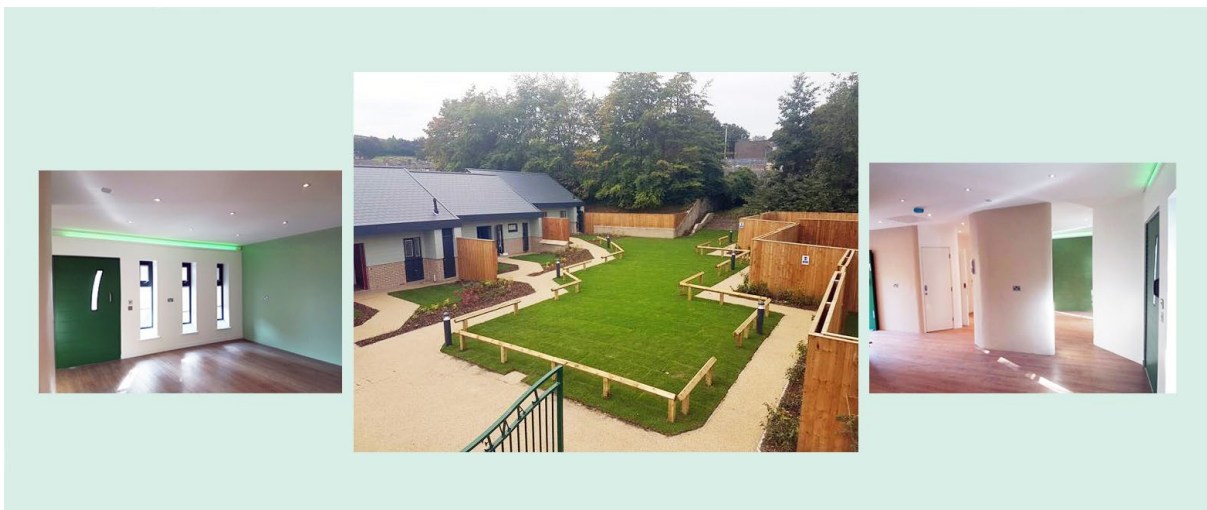
⁴¹ <https://documents.hants.gov.uk/adultservices/Extra-Care-Younger-adults-Brochure-2020.pdf>

⁴² <https://www.advanceuk.org/news/newsnew-supported-housing-scheme-opens.aspx>

people with more complex needs as they are built to lifetime homes standards, they incorporate under floor heating, the pipework is concealed and additional sound insulation is provided – all these measures increase the potential of who can choose to live there. The purpose-built development sits within a mixed development of general needs home owners.



A1.08 In relation to people with very complex support needs an example of a bespoke supported housing scheme has been developed by Choice Support⁴³. This is an example of a supported housing scheme, including 6 self-contained units with staff facilities, designed for people with complex needs related to 'challenging behaviours', e.g. including features such as curved (and removable) internal walls, soft impact finishes to floors and walls.



⁴³ <https://www.choicesupport.org.uk/stories/transforming-care-mayman-lane>

- A1.09 Oxfordshire County Council has commissioned two purpose-built supported living schemes for people with complex needs.⁴⁴ Each scheme has 6 self-contained units for people with autism related needs. The service is designed for people with an autism diagnosis or a similar condition or similar presentations who require specialist support and accommodation. They also have complex needs which means they find it difficult to share support or accommodation.



- A1.10 An example of contemporary supported living scheme for people with learning disabilities and age-related needs is Tolvean House in Cornwall, developed by Advance Housing. This includes a small new build block of flats with design features specifically suited to people with learning disabilities living with dementia and refurbishment of an existing building to provide housing for people with lower-level support needs.



⁴⁴https://www.housinglin.org.uk/assets/Resources/Housing/Practice_examples/Housing_LIN_case_studies/HLIN_CaseStudy_151_Oxfordshire.pdf

A1.11 Karbon Homes' development of five supported two-bed bungalows in Walker, Newcastle are designed specifically for residents with learning difficulties or autistic people. There is also one staff bungalow in a secure development with just one single point of entry adjacent to the staff office. The kitchen of each bungalow leads on to a private patio area with bedrooms on the most private and quietest side of the buildings. Externally, the layout includes secure external gardens and allotment areas with the bungalows positioned as far as possible from any noise in the parking area and access road.



A1.12 Enham Trust's Bradbury Place in Andover⁴⁵, Hampshire is an example of a co-designed project for people with learning disability and/or physical disabilities. The success of the project was largely influenced by the Enham Trust client design panel. It provides 8 one- and two-bedroom wheelchair accessible apartments, within 500 metres of the town centre.



⁴⁵https://www.housinglin.org.uk/assets/Resources/Housing/Practice_examples/Housing_LIN_case_studies/HLIN_CaseStudy_142_BradburyPlace.pdf

- A1.13 Some providers are also developing larger scale accommodation for people with learning disability which is working well.
- A1.14 Thirteen's Acorn House⁴⁶, in Thornaby provides, 15 fully accessible one bedroom apartments and 13 two bedroom bungalows for people with additional support needs, including people with a learning disability and/or autism. It is designed to wheelchair standards and is care ready and adaptable whilst engaging with outside space and nature. It provides support including Telecare and assistive technology. It has active spaces and circulation areas with a lift to the upper floor and uses natural light wherever possible.
- A1.15 Swanway⁴⁷ in Gateshead, provided by Homegroup, comprises 12 dwellings for people with learning disabilities. The accommodation is arranged within two 2-storey blocks which wrap around the site to create a south facing semi enclosed communal garden. Block 1 provides 5 one-bed apartments alongside an office and staff accommodation with lounge, kitchen and overnight sleepover facility. Block 2 has a further 5 one-bed apartments and two 2-bed apartments. All of the flats have spacious living/dining areas, bedrooms, kitchens and en-suites arranged so that bedrooms and living areas benefit from views over the garden space.



- A1.16 In some cases, extra care housing also accommodates people with a learning disability alongside older residents. For example, Linskill Park, a Housing 21 extra care scheme in North Tyneside provides 67 extra care apartments as well as has four purpose-built two bedroom bungalows that have been let to six people who have learning disabilities. There is an on-site care and support service team for the older

⁴⁶ <https://www.housinglin.org.uk/Topics/ECHScheme/search/Acorn-House/>

⁴⁷

people living in the main complex and a dedicated support team providing care to the people living in the bungalows.

- A1.17 Platform Housing Group have also started to accept people with a learning disability who are younger than 55 within their extra care housing schemes.
- A1.18 The Home Ownership for people with Long term Disabilities (HOLD)⁴⁸ scheme has provided home ownership opportunities for some people with learning disabilities and some other people with long term care needs. It typically provides an opportunity to purchase a mainstream property using an interest only mortgage as shared ownership. Whilst not a 'supported housing' option per se, it is an innovative example of widening housing opportunities for some people with long term care needs. It has been championed by Advance Housing⁴⁹. MySafeHome⁵⁰ provides advice and support for people exploring home ownership through HOLD.
- A1.19 The most recent guidance from the Care Quality Commission in relation to supported living for people with learning disabilities/autistic people, Right Support, Right Care, Right Culture⁵¹ emphasises:
- The need for a separation between the organisations providing the housing and the care, i.e. that tenants have security of tenure and a choice of care provider (and that their security of tenure is not compromised by their choice of care provider).
 - The need to avoid 'institutional' and 'congregate' forms of accommodation.
 - The use of tenancy agreements that maximise security of tenure (rather than the use of license agreements).
- A1.20 The guidance refers to the NICE guidance (CG142) on the definition of 'small' services for autistic people with mental health conditions and/or behaviour that challenges. This states that residential care "should usually be provided in small, local community-based units (of no more than six people and with well-supported single person accommodation)". While CQC refers to NICE guidance for the definition of 'small', it is primarily focused on whether a service can provide high-quality and person-centred care. It recognises that this can be achieved in schemes that are both larger and smaller.

⁴⁸ <https://www.ownyourhome.gov.uk/scheme/hold/>

⁴⁹ https://www.advanceuk.org/services/shared-ownership?gclid=EAlalQobChMI77Sb8MjR_QIVgpntCh1Nhg45EAAYASAAEgKLFvD_BwE

⁵⁰ <https://mysafehome.info/>

⁵¹ https://www.cqc.org.uk/sites/default/files/2022-06/900582%20Right%20support%20right%20care%20right%20culture_v5_0.pdf



Planning Policy and Local Plan Advisory Group**13 October 2026**

Report of the Head of Strategic Planning Policy.

Implementation of Non-Statutory Planning Guidance**Summary**

1. This report seeks Members' views on the proposed approach to the preparation and implementation of non-statutory planning guidance to support the emerging Local Plan. Non-statutory guidance will provide clarity to applicants, decision-makers and stakeholders on the interpretation and application of Local Plan policies.
2. The draft non-statutory guidance prepared for discussion are:
 - Annex A – Draft supported and specialist housing, accessibility and new housing, co-living developments non-statutory planning guidance
 - Annex B – Draft House extensions non-statutory planning guidance
 - Annex C – Draft short-term housing lets non-statutory planning guidance
3. Additionally, this report also reports to Members that the National Planning Policy Framework (NPPF) has determined superseded previous discussions in relation to hot food takeaway decisions. Policy HC5 in NPPF 2026 requires a reasonable walking distance of 400m. Guidance endorsed at the July Executive Member Decision Session therefore needs adjustment to be compliant with national policy.

Recommendations

4. The Committee is asked to:
 - 1) Note the reasons for preparing non-statutory guidance in preference to Supplementary Planning Documents
 - 2) Endorse the approach to the non-statutory guidance currently under preparation.

- 3) Recommend amendments or further work prior to taking to an Executive Member Decision Session for approval.

Reason: To inform the final guidance and allow progression to an Executive Member Decision Session for approval for publishing.

- 4) Note required changes to the approved Hot Food Takeaway Non-Statutory Guidance.

Reason: To be compliant with the National Planning Policy Guidance (2026)

Background

5. The adopted Local Plan identifies areas where Supplementary Planning Documents (SPDs) were to be used to provide more detailed planning advice regarding policy implementation. Previously, Executive has sought to prioritise the production of the following SPDs:
 - Housing Supplementary Planning Document
 - Planning for Health Supplementary Planning Document
 - Planning for Green Infrastructure Supplementary Planning Document
 - Planning for York's Gypsy and Traveller Communities
 - Climate Change (sustainable design and construction) SPD
 - Transport SPD
6. As part of the reforms to the plan-making system, the Government has transitioned away from traditional SPDs. Since the 30 June 2026 the ability to adopt new SPDs has been curtailed and replaced with detail to be included in a new Local Plan or in a new style Supplementary Plan.
7. Additionally, the new National Planning Policy Framework (NPPF) was released in August 2026. This followed a consultation held earlier in the year for a significantly different approach. The majority of these changes have been enacted and influence the guidance we can take forward. Further, Building Regulations have been updated significantly to require a focus on improved energy efficiency under the Future Homes Standard and for building safety. Both of these supersede some of the detail being pursued in our SPDs under production.

8. Executive¹ endorsed an approach to progress with non-statutory planning guidance to support the adopted Local Plan policies. These carry material weight in decision-making but are not part of the statutory development plan. They can cover specific land-use topics or area-based guidance and are:
 - ✓ Faster to produce and update
 - ✓ Have no statutory consultation requirements
 - ✓ Still a material consideration in planning decision.
9. Annex A presents the Draft supported and specialist housing, accessibility and new housing, co-living developments non-statutory planning guidance. This will provide further guidance to policy H3 Balancing the housing market of the adopted Local Plan, also informed by evidence.
10. Annex B presents Draft House extensions non-statutory planning guidance. This updates a previous draft Supplementary Planning document approved in 2012 for use by Development Management. The non-statutory guidance has been brought up-to-date against the adopted Local Plan and national policy, including consideration for, where appropriate, permitted development rights.
11. Annex C presents Draft short-term housing lets non-statutory planning guidance. Whilst the adopted Local Plan does not have a specific policy addressing this matter, it has become an emerging issue for consideration. This guidance reflects on planning decisions, including appeal decisions, to advise of the issues planning will consider should an application be submitted for this use.

Update to Hot Food Takeaway Non-Statutory Guidance.

12. In June, PPLPAG discussed guidance and evidence to help determine a reasonable walking distance from areas where children's congregate to inform Hot Food Takeaway applications. An 800m buffer was subsequently approved at EMDS in July 2026.
13. However, Policy HC5 Hot Food Takeaway² in the new NPPF supersedes this decision and the approved non-statutory guidance needs to be updated to be complaint. The NPPF requires:

¹ [Decision - Plan-making activity and Local Plan Review](#)

² <https://www.gov.uk/guidance/national-planning-policy-framework-chapter-16-promoting-healthy-communities-hc1-8>

“Development proposals for hot food takeaways should be refused:

- a) Within reasonable walking distance of schools and other places where children and young people congregate, unless the location is within a designated town centre; or*
- b) In locations where there is evidence that a concentration of such uses is having an adverse impact on local health, pollution or anti-social-behaviour” (Policy HC5).*

14. The glossary determines that *“For the purpose of policy HC5 (hot food takeaways) it should be considered to be around 400 metres, or around five minutes’ walk time if topography, route availability and quality or physical barriers would prevent or discourage walking up to 400 metres.”*

Consultation

15. There is no statutory requirement for consultation on non-statutory guidance. However, we can choose a targeted consultation approach, where considered necessary. A formal decision to endorse the guidance will be taken via an Executive Member Decision Session, which will allow public participation, to ensure material weight through the decision-making process. A consultation strategy was endorsed via officer decision³ setting out the planned approach to preparation.
16. To prepare the draft guidance set out in the annexes, Strategic Planning Policy team have worked with relevant internal technical officers including Development Management, Design and Conservation, and Housing teams.
17. The original draft Housing Extensions and Alterations SPD (2012) was subject to a 6 week public consultation during it’s preparation and has since been in use since approval in December 2012.

Options

18. The following options for the committee are:
- Option 1: endorse the approach taken to the delivery of non-statutory guidance
 - Option 2: recommend changes or further work prior to proceeding to an Executive Member Decision Session for approval

³ [Decision - To approve a consultation strategy for planning guidance documents.](#)

Analysis

19. Option 1 supports the consultation approach as well as the content provided for each guidance piece set out in the annexes. Option 2 allows for the discussion by the Group to be enacted into the guidance prior to publishing and approval at an EMDS session; this is recommended.

Council Plan

20. The preparation of non-statutory planning guidance supports the implementation of York's adopted Local Plan. This in turn support the Council Plan 2023–27 priorities including economy, environment and communities.
21. The specific guidance presented at Annexes A-C will specifically meet priorities associated with the delivery of affordable housing and health.

Implications

22. Financial – There are no financial implications
23. Human Resources (HR) – There are no HR implications; preparation of the guidance is being undertaken by internal teams
24. Equalities – A Human Rights and Equalities Assessment is being undertaken to inform the Member decision.
25. Legal – the guidance will not be part of the statutory development plan but should be referred to and have material weight in decision-making.
26. Crime and Disorder – there are no implications for crime and disorder
27. Information Technology (IT) – There are no IT implications other than publishing on the City of York Council website.
28. Property – there are no implications for Property.
29. Other – there may be implications specifically relating to the areas relevant to the guidance.

Risk Management

8. The following risks have been identified:

- Limited weight in decision-making - Non-statutory guidance does not form part of the statutory development plan and therefore carries less weight than adopted SPDs. There is a risk that its influence may be challenged by applicants or given limited weight in appeals if not clearly aligned with Local Plan policy and national guidance. A lack of clear guidance may also weaken the Council's position at appeal, particularly where detailed expectations (e.g. design, viability, climate requirements) are not clearly articulated.

Mitigation: Ensure all guidance is firmly rooted in adopted/emerging policy, evidence-based, and where appropriate endorsed through Executive Member Decision Sessions (EMDS).

- Risk of inconsistency or misinterpretation - If guidance is unclear, overly complex, or not kept up to date, there is a risk of inconsistent interpretation by Development Management officers, applicants, and Inspectors. Without supporting guidance, there is a significant risk that Local Plan policies will be open to differing interpretations, leading to inconsistent decision-making across applications.

Mitigation: Apply robust internal review processes, clear drafting standards, and regular updates to guidance.

- Legal or procedural challenge - where guidance could be perceived as introducing new policy requirements rather than interpreting existing policy, leading to potential legal challenge. *Mitigation:* Clearly distinguish between policy and guidance, and seek Legal input where necessary.

- Delays to development and decision-making - Applicants may submit incomplete or suboptimal proposals where expectations are unclear, resulting in delays, protracted negotiations, or refusals.

Mitigation: Prepare and release guidance in a timely manner to support decision-making.

- Inefficient use of resources - Without non-statutory guidance, greater officer time may be spent providing bespoke advice through pre-application discussions and application negotiations, leading to inefficiencies.

Mitigation: Prioritise guidance topics, align with Local Plan workstreams, and use proportionate formats (e.g. web guidance, technical notes).

Contact Details**Author(s):**

Alison Cooke
 Head of Strategic Planning Policy
 Strategic Planning Policy,
 City Development

01904 551467
 Alison.cooke2@york.gov.uk

Alison Stockdale
 Strategic Planning Policy
 Manager
 Strategic Planning Policy,
 City Development

01904 552255
 Alison.stockdale@york.gov.uk

Chief Officer Responsible for the report:

Garry Taylor
 Director of City Development

Report **Date** 05/10/2026
Approved ✓

Wards Affected:

All ☒

For further information please contact the author of the report

Background Papers:

- Executive 14 April 2026 - [Decision - Plan-making activity and Local Plan Review](#)
- [Agenda for Decision Session - Combined Executive Member Decision Session on Tuesday, 7 July 2026, 10.00 am](#)

Annexes

Annex A – Draft supported and specialist housing, accessibility and new housing, co-living developments non-statutory planning guidance

Annex B – Draft House extensions non-statutory planning guidance

Annex C – Draft short-term housing lets non-statutory planning guidance

List of Abbreviations Used in this Report

SPD – Supplementary Planning Document

NPPF – National Planning Policy Framework

This page is intentionally left blank

Specialist and Supported Housing, Accessibility and new housing, and Co-living non-statutory planning guidance

Introduction

The purpose of this Guidance Note is to set out how Local Plan Policies H3, H9, H10 and other specialist housing related policy obligations will be implemented in the decision-making process. This Guidance Note is non statutory and does not introduce new policy or impose requirements beyond those contained in the Local Plan or national planning policy and guidance.

The Guidance Note draws on the Council's wider evidence base, including the Local Housing Needs Assessment (2022), the Joint Strategic Needs Assessment, and the Learning Disabilities and Autistic People Needs Assessment (2024). These documents do not in themselves constitute planning policy.

All proposals will be assessed on their individual merits, taking account of site-specific circumstances, design considerations, viability evidence where relevant, and the full range of material considerations.

This Guidance Note will be reviewed and updated periodically to ensure continued alignment with changes in national planning policy and associated regulations.

Specialist and supported housing

Policy H3 sets out the expectations that specialist housing for people with care and support needs should be incorporated into neighbourhoods. Reflecting the intention of policy H3 to create balanced communities, specialist housing should not be concentrated in any areas and will be expected to be spread throughout the city. This is supported

by policy within the National Planning Policy Framework (NPPF) [link to <https://www.gov.uk/guidance/national-planning-policy-framework>].

Policy H9 also provides more detail around the provision of specialist housing for older people and identifies that specialist housing proposals will be supported where they meet the identified need in the city.

Developers of specialist housing will be encouraged to engage with the Housing Policy Team at an early stage, who will work with Adult and/or Children's Social Care Teams to advise on the types and tenure that are needed. Providers of specialist housing are encouraged to follow best practice, and designs should be accessible, inclusive and suitable for people with a range of individual needs, including sensory, physical, communication and mobility needs, ensuring that people can use and access the environment safely, comfortably and independently wherever possible. This may be informed by resources such as the Housing LIN good practice library [link to <https://www.housinglin.org.uk/Topics/browse/>].

The need for specialist housing is evidenced in the Local Housing Needs Assessment [link to <https://www.york.gov.uk/downloads/file/8270/ex-cyc-92-local-housing-needs-assessment-by-iceni-july-2022>]:

“The analysis suggests that there is likely to be some increase in the number of younger people (generally those aged 16/18 to 64) with a disability across the City. There are a range of disabilities that are likely to require some degree of support, or potentially some form of specialised housing solution.” (paragraph 6.21)

During 2026/27 the Council is preparing a Supported Housing Strategy, in accordance with its obligations under the Supported Housing

(Regulatory Oversight) Act 2023. This will provide further guidance on needs and will supplement this Guidance Note.

We have also developed a **Strategic housing needs assessment: people with learning disabilities and Autistic people**: For North Yorkshire Council, City of York Council and Humber & North Yorkshire Integrated Care Board (July 2024 – [\[link to be added once approved by CYC at the same meeting as the guidance\]](#)).

For York, in summary, the report estimates that across both Learning Disabilities and Autism client groups:

- an additional c.35 units of supported housing and c.5 shared lives places are needed by 2029;
- an additional c.70 units of supported housing and c.7 shared lives places are needed by 2034;
- an additional c.110 units of supported housing and c.10 shared lives places are needed by 2039.

The Adult Social Care Market Position Statement [[link to https://www.york.gov.uk/adult-social-care/market-position-statement](https://www.york.gov.uk/adult-social-care/market-position-statement)] provides additional guidance on supported housing development.

Further definition of needs will be established in the City of York Supported Housing Strategy during 2026-27.

Accessibility and new housing

Policy H3 requires that housing is built to be as flexible as possible to accommodate people's changing circumstances over their lifetime. Our Joint Strategic Needs Assessment (JSNA) [[link to https://www.healthYork.org/](https://www.healthYork.org/)] has an overview assessment of the health of York's population. For instance, we know that, across the whole York population, 17% of people say that they are 'disabled under the Equality Act', including 6% of people who say that their day-to-day activities are limited a lot.

We encourage you to design all homes to accessibility Part M4(2) standard as a minimum. Our LHNA [[link to https://www.york.gov.uk/downloads/file/8270/ex-cyc-92-local-housing-needs-assessment-by-iceni-july-2022](https://www.york.gov.uk/downloads/file/8270/ex-cyc-92-local-housing-needs-assessment-by-iceni-july-2022)] shows that we have a need for 9% of all homes to meet M4(3) and up to 25% of affordable housing to meet M4(3) and we would encourage all residential schemes to achieve this level of provision, and to provide justification where it cannot be achieved.). Where the property is being provided as an affordable home, the Nominations Agreement for the scheme must ensure that households with an assessed need for the M4(3) homes will be prioritised for all initial and future allocations of affordable housing.

The provision of a dedicated car parking space within, or in close proximity to, all M4(3) homes is encouraged to support residents' mobility needs.

Local Plan viability evidence [link to:

<https://www.york.gov.uk/downloads/file/8187/hs-p3-m10-hm-d-1-app2-cyc>] indicates that the majority of residential typologies would still be

viable with this provision alongside evidence in the LHNA indicating that there is a need for such provision within the city. Policy H3 of the Local Plan [link to <https://www.york.gov.uk/adoptedLocalPlan>] supports future development that meets needs identified in the latest LHNA, including provision of an appropriate proportion of housing that meets the higher access standards of Part M Building Regulations. Where an appropriate proportion of Part M housing is not proposed, developers should demonstrate how the characteristics of the site mean that delivery of such housing is inappropriate, impractical or unviable.

Age Friendly York, in conjunction with City of York Council, have developed a checklist to help assess the suitability of housing for the needs of people who are frail disabled or with a long-term condition. The checklist [link to <https://www.livewellyork.co.uk/information-and-advice/you-and-your-home/assessing-and-adapting-your-home/>] can be used by developers to support their applications and demonstrate compliance with policy H3 requirements for flexible future-proof housing.

Co-Living

Co-Living is a relatively new type of housing designed to be an alternative to living in a shared rental house or flat. While the Local Plan doesn't address this type of housing, we recognise that it has the potential to contribute to the housing mix.

Co-Living development is a type of non-self-contained housing with individual rooms and communal spaces and facilities. There is an emphasis on communal living with shared dining, recreation and sometimes also workspaces. It differs from student accommodation (Purpose Built Student Accommodation or PBSA), which is designed specifically to meet the needs of students and is subject to the requirements of policy H7 of the Local Plan.

Predominantly Co-Living developments will differ from other forms of development in terms of the quality and amount of communal space. This should provide space for residents to:

- cook, prepare and eat meals;
- relax and socialise, including with guests;
- work from home; and
- do laundry.

There should also be good quality external amenity space, in accordance with policies D1: Placemaking, D2: Landscape and setting, and GI6: New open space provision¹ of the Local Plan, available to all residents unless site constraints make this unachievable. Where there is no external space provided, this should be fully justified.

The length of tenancy agreements will ensure that Co-Living developments differ from hotels and hostels; we would expect that these provide a reasonable level of security and comply with statutory requirements including the Renters Rights Act.

¹ See our [Commuted sum payments for open space in new developments](#) guidance for further information on required levels of open space

<https://www.gov.uk/government/publications/guide-to-the-renters-rights-act/guide-to-the-renters-rights-act>

The site should be in a well-connected area with good access to frequent public transport options and there should be a range of services and facilities within the local area as developments are likely to be car-free.

While decisions will be made on a case by case basis, taking into account features such as the length of tenancy and level of communal facilities provided, we consider that Co-Living provides a form of residential development which would be liable for an affordable housing contribution under policy H10: Affordable Housing of the Local Plan. This reflects the wording of policy H10 which requires affordable housing provision from residential schemes of 5 or more dwellings.

This page is intentionally left blank

Annex B:

House Extensions and Alterations Guidance

This document updates and replaces the 'House Extensions and Alterations' draft Supplementary Planning Document (2012)

Contents

Overview.....	3
General Advice.....	4
Privacy.....	4
Overshadowing and Loss of Light.....	6
Dominance and Outlook.....	9
Habitable rooms and side windows.....	9
Character and streetscene.....	10
Provision for Storage and Parking.....	13
Private Amenity Space.....	13
Drainage.....	15
Advice for Specific Extensions and Alterations.....	16
Porches and other Front Extensions.....	16
Side Extensions.....	17
Rear Extensions.....	20
Detached Garages and other Outbuildings.....	24
Granny Annexes.....	24
Boundaries.....	25
Extensions in the Green Belt.....	26
Further Information.....	27

Overview

This document sets out the planning principles that the council uses to assess proposals to extend a house or flat or undertake alterations within the garden. Information contained within the document will be relevant when planning applications are determined. The advice is consistent with and expands upon the content of the National Planning Policy Framework the City of York Local Plan (adopted February 2025).

The guide covers the most widely encountered circumstances and is relevant whether your extension requires planning permission or not. It is the case however, that if your home is Listed, or located in a Conservation Area, design criteria additional to those listed in this note will typically apply. A well-designed extension is likely to enhance the overall appearance of your home with the minimum impact on the living conditions of your neighbours and the established street scene. The council will normally consult neighbours on any planning application so it is usually a good idea to discuss your proposals with them before drawing up plans.

Under planning legislation some extensions to houses might not need planning permission (extensions to flats will always need permission). Such works are referred to as permitted development. Legislation that relates to this area can be quite complex and vary depending on the history of a particular property. If you are planning to extend or alter a property it is strongly advised that you check first whether planning permission is required. It is recommended you submit a householder enquiry form, with brief details of your proposed works. The council will advise you in writing, whether planning permission (and Building Regulations Consent) will be required. There is a charge for this service. The form can be downloaded from the council's [website](#).

This document does not cover any other legislation, including Building Regulations. Building Regulations normally relates to issues such as the structural stability, energy efficiency, or fire safety of a building. The document also does not look at disputes' neighbours might have over land ownership or shared walls. Boundary issues are normally civil matters, advice contained in the Party Wall Act may be helpful in this respect.

The guidance is in two sections. Section 1 gives general guidance that will be relevant for all applications. Section 2 looks at specific proposals such as side extensions or dormer windows.

General Advice

Central government planning guidance contained in the National Planning Policy Framework (NPPF) acknowledges that building well-designed places helps to support sustainable development. Policies D1: Placemaking and D11: Extensions and alterations to existing buildings of the Local Plan provide some locally relevant detail regarding design requirements; this guidance builds upon the detail in these policies and provides information on how planning applications for house extensions and alterations will be assessed.

In accordance with planning legislation the council must consider a wide number of issues when assessing a planning application. The most common factors that lead to a proposal being refused are the harmful effect it will have on neighbour amenity (such as overshadowing and overlooking) and/or the damage caused to the visual appearance of the area. Issues relating to car and cycle parking can also often be significant.

In some streets it is possible to point to extensions and alterations that have been approved in the past that do not follow the guidance on visual amenity contained in this document. Policies and guidance relating to development inevitably changes over time and isolated examples of extensions that are of a poor quality will not be used as a yardstick for assessing future extensions. Where there are a large number of developments in a street that conflict with the guidance in this document the council will only consider approving similar proposals where it can be argued that they have become so typical as to be considered characteristic of the area.

The main considerations for assessing planning applications submitted to the council are set out below:

Privacy

Proposals should not result in direct overlooking of rooms in neighbouring dwellings or excessive overlooking of adjacent garden areas. Figure 1 illustrates separation distances that will normally be required to preserve reasonable privacy levels (as well as ensuring adequate light and outlook).

It should be noted that the separation distances shown on the diagram are for general guidance and the council will have regard to the specific context of each development. Of particular relevance will be the relationship to the passage of the sun, the width and height of the proposed development and the function and number of rooms impacted. Regard will also be given to how the separation distances relate to the existing character of the area. In parts of the city where houses are located close together and existing privacy levels are lower, shorter separation distances could be appropriate providing the form of the proposed development respects the area's appearance.

In some circumstances harmful overlooking can be avoided by using obscure glazing and fixing shut windows at a height up to 1.7m above the internal floor level. Roof lights can also sometimes be an appropriate solution. When modifying window designs to overcome privacy concerns regard should be given to the impact on the quality of the room as well as whether a suitable fire escape remains. Obscure glazing should only be used in rooms or areas of an extension that are non-habitable or are also served by a clear glazed opening. Clear glazed first floor side windows should be avoided where they overlook adjoining gardens.

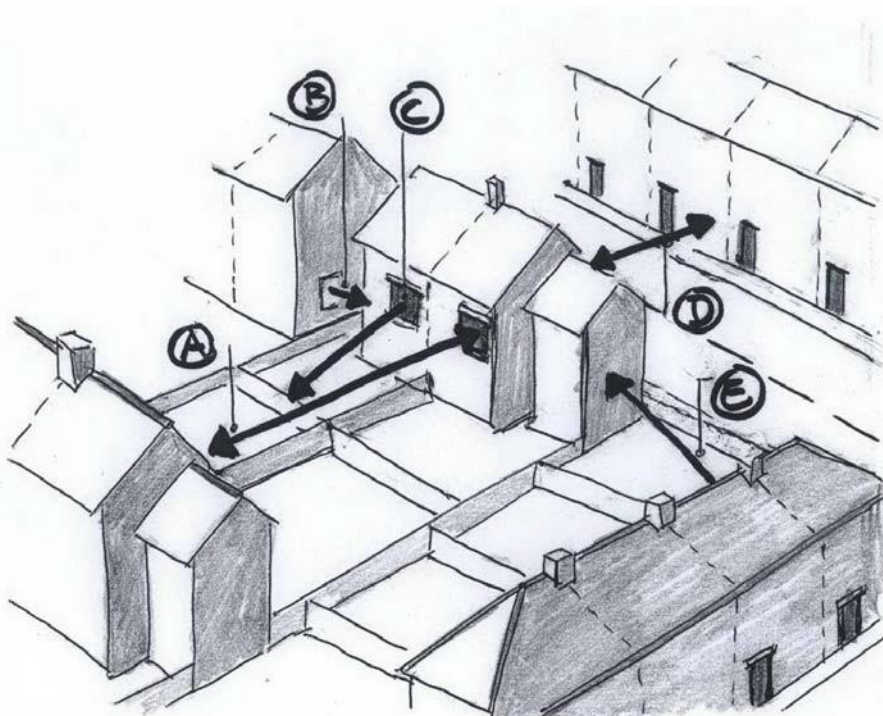


Figure 1 Separation distances

A	First floor rear window overlooking property to rear	21 metres
B	Side window to side elevation	See section 'Habitable rooms and side windows'
C	First floor rear window overlooking garden to rear	7 metres
D	Cross Street separation	Will have regard to local character
E	Rear ground floor window to proposed two-storey side extension	12 metres This is required to protect light and outlook from existing rear windows

Balconies and roof gardens can cause particular concern as overlooking of neighbouring gardens or adjacent windows is normally much more direct. Issues relating to noise can also be significant. Balconies and roof gardens will only normally be acceptable where they overlook public or communal areas, or areas of neighbouring gardens that are not typically used for sitting out or already have a low level of privacy. In some instances sensitively designed balcony screens can help to retain adequate levels of privacy, however, care should be taken to ensure that any screening does not detract from the appearance of the area or unduly harm neighbours' light and outlook.

The separation distances shown on the diagram will be used as a 'minimum' figure. It should be noted, however, that they are only a general guide and regard will be had to any local circumstances including the existing character of the area, the specific design of the proposal, the relationship to the passage of the sun and the amount of a property affected.

Overshadowing and Loss of Light

Most residents gain much pleasure from good levels of light and sunlight in their homes and gardens. Clearly light is important for people's health and happiness. Environmentally it is significant for reducing the need to use energy to heat and light rooms. Externally it creates attractive amenity areas and helps to dry clothes and encourage plant growth. Sunlight can also be important for domestic energy generation - regard should be given to the impact on existing solar panels on nearby homes.

When assessing proposals care will be taken to ensure that they do not cause undue harm to neighbours' light. Rear extensions tend to be most significant in this respect.

When considering erecting a building or extension regard should be given to how much sunlight will be lost to neighbouring properties and gardens and at what times of the day and year. The diagram overleaf may be of help in indicating in what direction the sun will be in at different times of the day and its approximate height in the sky at different times of the year.

Northerly

Extensions located to the north of a neighbouring house or garden can reduce indirect light levels, however, it will have little impact on direct sunlight. In some instances extensions to the north of a garden can be welcomed as they provide increased shelter from the elements and improve the feeling of privacy.

Southerly

During the summer when the sun is in a generally southerly direction (approximately between 12.00 – 14.00 hrs) it will be high enough in the sky so that any shadows cast will be relatively short. Loss of direct sunlight from a southerly direction to a garden in the late spring and summer from single storey buildings will normally be limited. The greatest concern in respect to proposed single-storey extensions will be the impact on sunlight entering nearby windows during the autumn or winter month when the sun is lower in the sky. Two-storey extensions because of their height can be of concern year round, particularly in respect to blocking sun from nearby habitable rooms and overshadowing small gardens and yards.

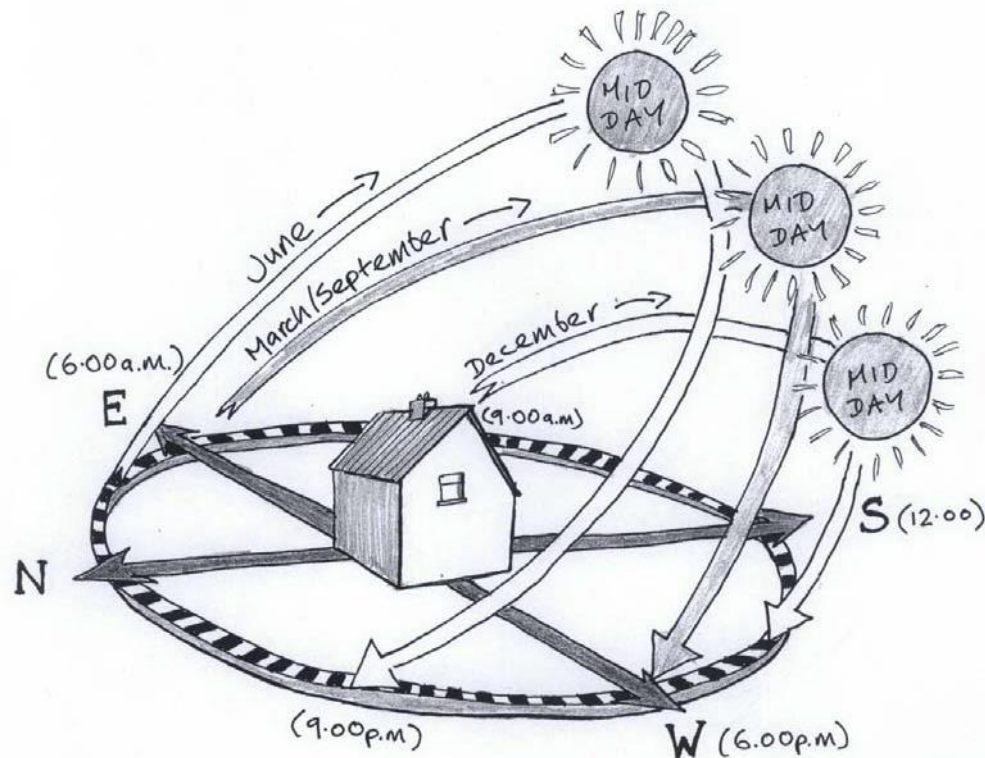


Figure 2 Sun path

The diagram is for illustrative purposes. It shows the approximate sun rise and sun set times and orientations at different times of the year. It also indicates that the sun is at a much higher angle in the sky during the summer months than the winter.

Easterly and Westerly

The sun rises in the east and as such the impact of development in this direction will be on morning sunlight. Proposals to the west of a house or garden will impact on afternoon and evening sunlight. In the winter months the sun is relatively low in the sky when to the east and west.

Proposals for a two-storey rear extension projecting from the rear elevation of a semi-detached or terraced house, the rear of which faces north-east or north-west, can be of particular concern. This is because the rear of an adjoining house facing either of these directions will only receive sunlight in the morning (north-east facing) or late afternoon and evening (north-west facing). A large extension located to the side is capable of blocking almost all sunlight that the rear of the property

currently receives. Applicants should have particular regard to this when considering the location of extensions.

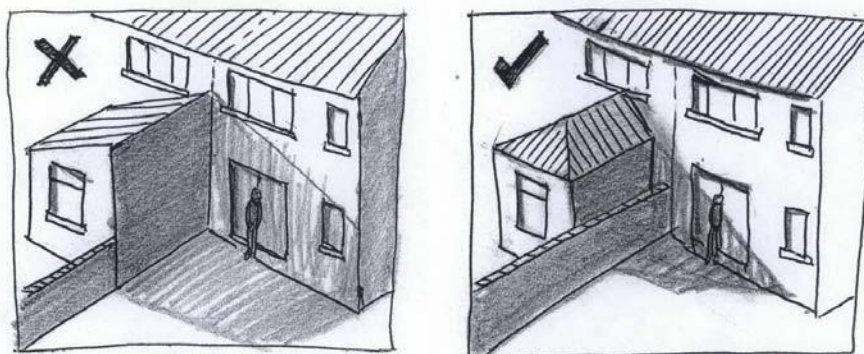


Figure 3 Single storey rear extensions

Keeping eaves heights low reduces overshadowing of neighbouring properties. The degree of overshadowing will depend on the time of the day and year and the orientation of the extension in relation to the sun.

Dominance and Outlook

In some instances an extension may not cut out much direct sun light or significantly reduce light levels but could still be deemed unacceptable. Dominance and outlook relate to how an extension will change the character of the neighbouring house and garden and affect the outlook from nearby windows. Outlook differs from a view in that it relates to the openness enjoyed by occupants of a property, this includes, for example, having a reasonable sight of the sky through windows and being able to look an appropriate distance beyond a property. A view typically refers to a view of a particular thing such as an attractive building or open countryside. A view in itself is not normally protected when assessing the impact of development on the living conditions of a home.

When assessing the impact that a proposal will have on an outlook, regard will be had to the established character of an area and the existing feeling of openness. It is important that neighbours' do not feel unduly hemmed in by proposals.

Habitable rooms and side windows

It is the case that light and outlook can be of greater importance for

some rooms than others. Limited protection will be given to protecting light and outlook to non-habitable 'rooms' such as bathrooms, utility rooms, hallways and landings. The greatest protection will be given to living rooms given that most people typically spend much of the day in them. In respect to kitchens, greater weight will be given to protecting light levels and outlook where they include a dining area.

Some properties in York, though having the vast majority of openings on the front and rear of the home, have a main kitchen or bedroom window on the side of the house. In such circumstances development will normally be allowed closer to the affected windows than if development were impacting on a window to the front or rear, however, modifications to the height and/or depth will normally be required to allow the retention of an outlook past the proposed new development.

Side windows should not be installed in extensions where they would unacceptably overlook neighbouring gardens or potentially 'sterilise' what would otherwise be the reasonable development potential of adjoining land. Where a clear glazed side window is inserted in an existing house (or a room altered so that the existing side window becomes the main opening) less weight will be given to protecting the outlook through the new window than if the window were original to the house. Planning permission is needed to install any upper floor clear glazed window in the wall or roof of a side elevation of an existing house.

Character and streetscene

A basic principle is that any extension should normally be in keeping with the appearance, scale, design and character of both the existing dwelling and the street scene generally. In particular, care should be taken to ensure that the proposal does not dominate the house or clash with its appearance.

The character of an area will be a major factor in determining the appropriate form, size and relationship to the boundary of an extension. Key criteria include the degree of enclosure of the street, the character of the space between the buildings, the form and detail of the buildings, and the form and detail of the landscaping. In most instances, where a street has a relatively uniform housing type and building line this should be respected in submitted proposals.

In some villages, residents and the parish council have produced Village

Design Statements. These documents contain important advice on how to ensure that developments harmonise with the particular characteristics of individual villages. It is important that you have regard to their content. A list of the villages that have produced such statements at the time of preparing this guidance are contained in the annex. More statements are likely to be produced in the future and applicants should check at the time of preparing schemes whether others are applicable.

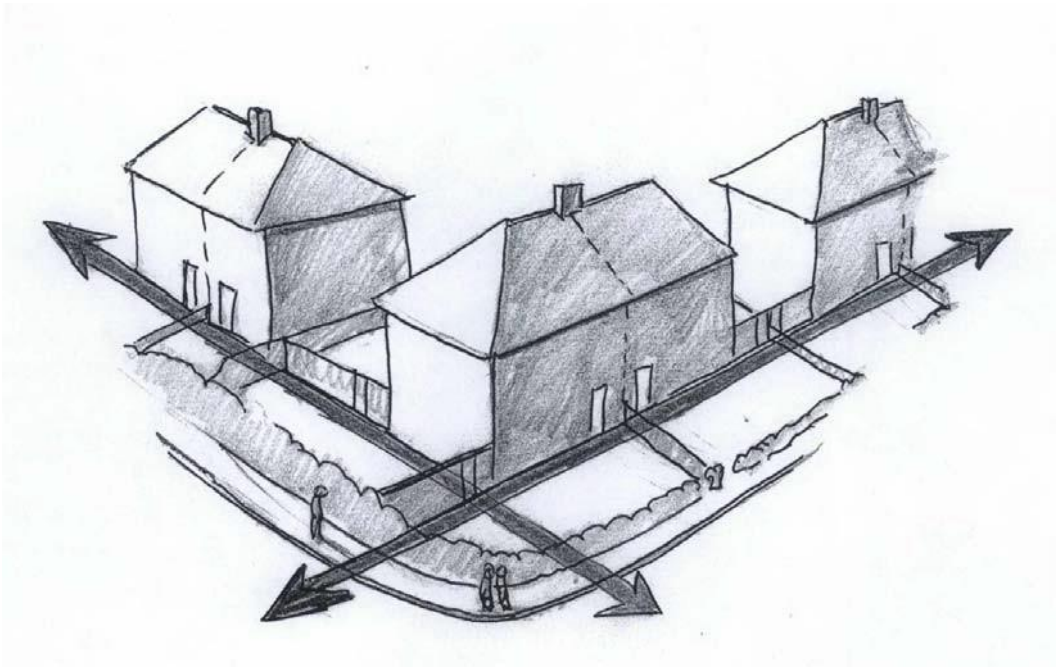


Figure 4 Building line

Prominent extensions to the front or side of a property should not extend beyond a clearly defined front or side building line by a significant degree.

Adherence to the following principles should help to ensure that character and streetscene criteria are met:

- a) The siting of an extension should not be detrimental to the pattern of buildings and the spacing between them. Where a street or group of buildings has a clearly defined building line it should be retained and extending forward of a streets' building line should be avoided. Only in exceptional circumstances will this be appropriate (e.g. where the building line is not well defined or the front gardens of properties in the vicinity or general area are well screened). Advice relating to porches is contained in **paragraph 11**.

- b) Extensions should normally appear subservient to, yet in keeping with, the original building.
- c) Extensions should respect the architectural period, style and detailing of the existing dwelling and the area.
- d) External materials, e.g. bricks and tiles, should match the colour, size, shape and texture of the materials of the existing dwelling. The use of contrasting materials will be considered case by case.
- e) Windows and other openings should be in scale with the extension. They should be in line with and match the proportions, style and method of opening of existing windows.
- f) Extensions to dwellings should generally have a roof pitch and/or style that reflects that of the existing house.
- g) Where possible the opportunity should be taken to improve the appearance of an existing building, particularly by the removal/replacement of unsightly alterations or extensions that have been added in the past.
- h) Existing trees should normally be retained where they make a significant contribution to the appearance and wildlife value of an area. Sufficient space should be left between an extension and existing trees in order to ensure that their root systems are not damaged and to ensure that the trees do not cause a nuisance, reduce daylight to windows or pose a risk from falling branches. In assessing the space to be left regard should be given to the size of the tree when it reaches maturity. Mature shrubs should also be retained where possible. In most residential areas a sensitive balance between built development and space for landscaping will be needed if a development is to respect an areas character.

In many cases proposals that do not respect the character of a house or location are a result of the owner's desire to create too much new living space (overdevelopment) and/or give insufficient attention to retaining or duplicating important local details and landscaping (poor design). The council does not, however, automatically oppose schemes because they do not conform with the style and layout of the existing home and area. When well thought through, imaginative or contemporary additions to existing housing can add interest to the streetscene and showcase modern architectural techniques. Where a householder wishes to alter

their property in a way that does not relate to the existing form it is well advised to employ an architect with a successful record of bringing forward such schemes. To gain consent it will be necessary to fully explain and justify the approach taken and make it clear why the scheme would enhance the appearance of the locality rather than detracting from its most attractive characteristics. Diagrams and photo-montages can be very helpful in this respect.

Provision for Storage and Parking

A site should retain adequate access, parking and turning facilities for vehicles, including secure storage for cycles. The number of parking spaces required will depend on the council's parking standards for the area, on-street parking availability and any pertinent highway safety considerations. When altering car parking areas, care should be taken to retain as much of the garden boundary and existing vegetation as possible. Barren hard surfaced gardens which serve only as car parking areas erode the character of the street, detract from the security of the site and can increase flood risk through high levels of surface water run-off.

Where a first floor or two-storey side extension is proposed and there is no pedestrian access to the rear garden, a garage or cycle store should be incorporated within the front of the house.

Regard should also be given to the storage of bins and recycling boxes. If an extension is taking place at a property that has a large well screened front garden, open un-enclosed storage will normally be acceptable. However, where a garden is small or open plan, or a house abuts the street, provision should be made for storage within the building or within a sensitively designed external area.

Where a property is reliant on access to the rear garden for the storage of cycles a minimum gap of 0.9m will normally be required between the extension and side boundary.

Extensions and alterations should take account of the need to provide easy access to suitable cycle storage, ensuring that any cycle storage space always remains easily accessible and useable. Cycle storage spaces shall be practical for all ages and abilities to use, and cycles should not be hung on walls. Government guidance in [Cycle Infrastructure Design LTN 1/20](#) identifies that many people choose to

keep their cycle inside their property for security, and that new development should therefore provide dedicated ground floor cycle storage. It also provides some information, which can be used as a starting point, to help determine the number, and size, of cycle spaces required for new development.

Car parking spaces should be of a minimum standard parking bay size (4.8m x 2.4m) plus additional space to move around the vehicle. This additional circulation space should be usable for all, and therefore a minimum of an additional 1m is suggested to the front and side of the parking space, although this will be assessed on a case-by-case basis.

Private Amenity Space

Proposals should seek to retain adequate, useable private amenity space for the occupiers of the enlarged or altered dwelling. Front gardens are often not sufficiently private to be treated as amenity space.

In respect to the functionality of the property the council will only require that (in addition to parking and storage provision), all homes should as a minimum retain sufficient land for drying clothes and space that is suitable and welcoming to sit out in. Prospective applicants should note, however, that a 'visual appearance' assessment will also be made and in most cases proposals to erect buildings across a large area of garden will cause concern, as it would be likely to conflict with policies that seek to protect neighbours living conditions and the open landscaped character of the area.

When considering a future extension or outbuilding it should be noted that developing too large a proportion of a garden may reduce the home's desirability and limit the range of people who might want to occupy it in the future.

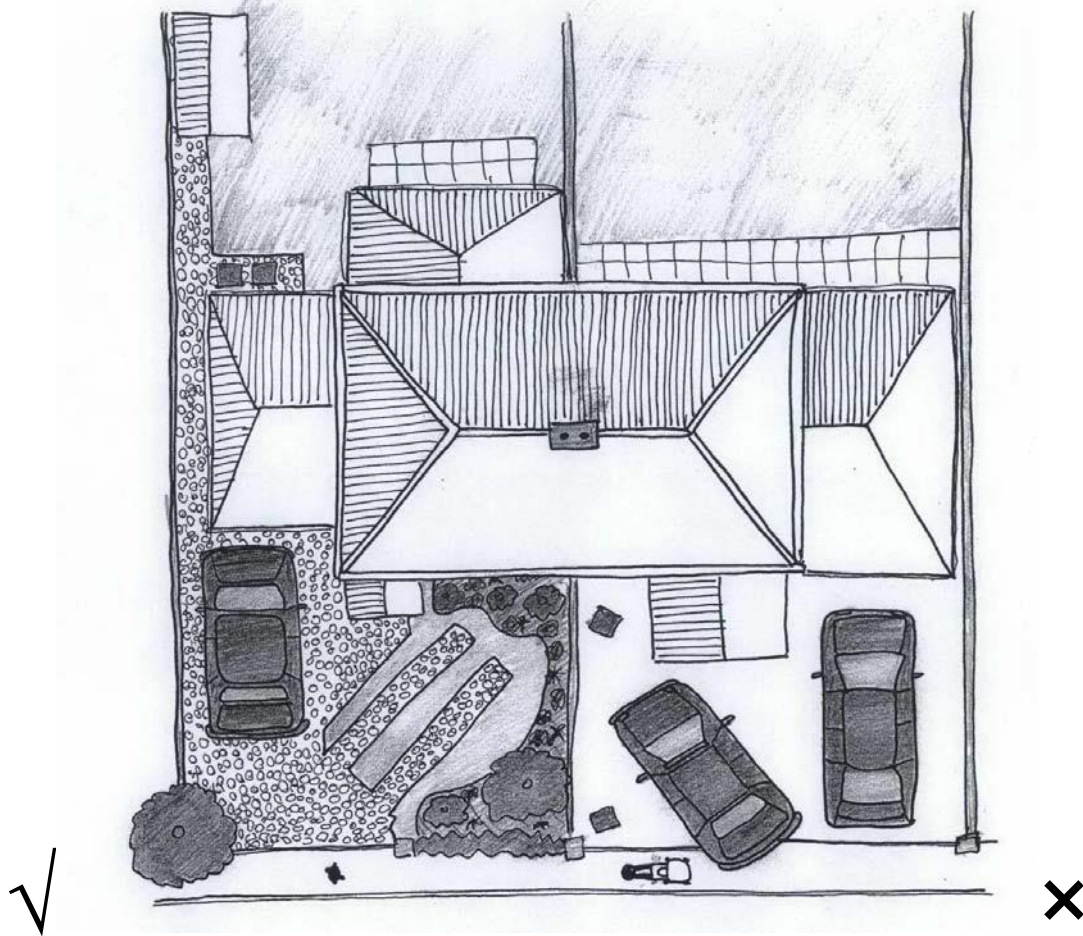


Figure 5 Hard surfacing front gardens

The plan above shows a 'good' and 'bad' example of the hard surfacing of the front garden of a property and provision for bins, cycles and car parking. It is always necessary to ensure that the surfacing is permeable or drains to the garden. Vegetation and boundary walls should also be retained where practical.

Drainage

Care should be taken to ensure that extensions are not at risk of flooding and do not significantly increase flood risk to adjoining land. In areas most at risk of flooding (Flood Zone 2 and 3) it must be ensured that internal floor heights of extensions are no lower than those of the main house. Electrical sockets should also be positioned at a height at least 45cm above the internal floor level.

A surface water drainage method should be used that is most

appropriate to the local ground conditions. Water butts and other rainwater harvesting systems should be considered to help make more efficient use of water.

The hard surfacing of front gardens can need planning permission. Permission would be unlikely to be given for a non-permeable surface as the relatively minor works can cumulatively have a significant impact on flood risk. Householders should ensure that surfacing is permeable or only covers a small part of the front garden with water directed to drain into remaining undeveloped areas of land.

Advice for Specific Extensions and Alterations

Porches and other Front Extensions

The fronts of houses and their distance from the pavement are generally important visual features of residential areas. Front extensions if poorly designed or located can have a significant adverse impact. An extension forward of the front wall of a house will not normally be permitted, unless:

- the house is set well back from the pavement, or is well screened,
- the extension is small, well-designed and it would not harm the character of the house/area; and
- the extension would not unduly affect neighbours.

Front extensions are normally most suitable for detached properties that are set back from the road, or where the street has no established building line.

Small porches sometimes do not require planning permission. Where they do require permission they will only be acceptable if they are not detrimental to the character of the street or unduly affect neighbours. Porches should not normally project excessively beyond the front of the house or be overly wide. The glazing style, door location, materials and roof pitch should respect the original building.

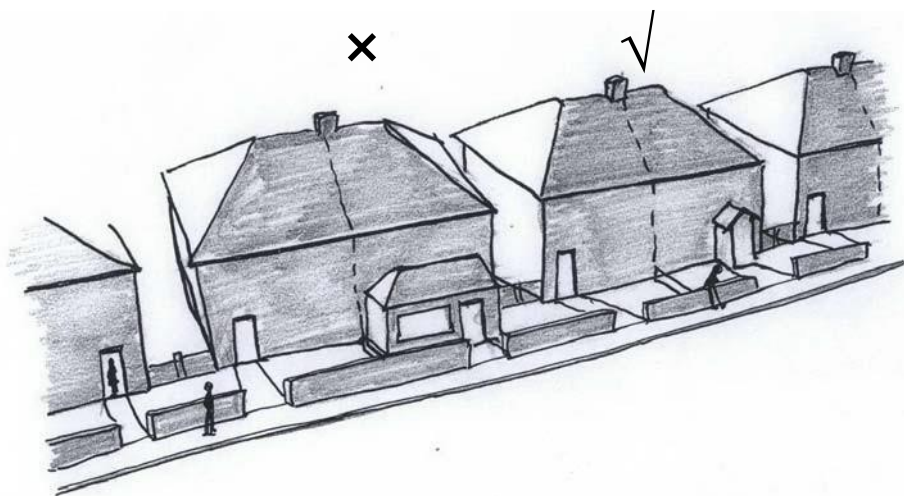


Figure 6 Front extensions

Normally only small porches are suitable as front extensions.

Side Extensions

Side extensions (particularly when two-storey) are often seen as an efficient way of creating new internal space. The council receives numerous applications each year for two-storey side extensions that incorporate a garage and kitchen space on the ground floor and additional bed space above accessed from the first floor landing. Such extensions often have less impact on neighbours living conditions than extensions to the rear and also have the benefit that they do not lead to the loss of valuable rear garden space.

Side extensions will not however be suitable for all detached and semi-detached properties and where they are proposed care should be taken to ensure that they are designed to harmonise with the property and avoid undue harm to neighbours living conditions. If not sensitively designed and located, side extensions can erode the open space within the street and create an environment that is incoherent and jumbled.

Side extensions should normally be subservient to the main house and should not unduly block sunlight reaching solar panels on existing properties. The ridge height of extensions should be lower than that of the house and the front elevation should be set behind the front building line.

Unduly wide extensions should normally be avoided, typically a two-storey extension should not exceed around 50% of the width of the original house unless its width has been designed to successfully harmonise with architectural features contained in the original property.

Where a side extension is proposed to extend to the side garden boundary, the first floor (or all of the extension) should be set back a minimum of 0.5 metres from the front elevation (the exact distance will depend on how significant the spacing in the street is to the character of the area). Where there is not a straight building line along a frontage an additional set back may be required to avoid the adjacent property being 'dominated' by a side extension.

Where the spacing between houses (and often associated landscaping) is a very important intact characteristic of the street it may be the case that a clear gap will need to be retained between the side of the extension and the side boundary. This is likely to be the case in a street containing a mix of house types as in such circumstances proposals to build adjacent to another house can lead to an uncomfortable 'clash of

styles'. Spacing is also often a particularly important characteristic between short groups of terraced properties and in such circumstances two-storey side extensions to end terraced houses will be resisted. It is important that the erection of two-storey side extensions does not through overdevelopment, lead to the impression of the terracing of the front elevation of adjoining properties and the erosion of a street's spaciousness and character.

Side extensions along a boundary with a road (or footpath) raise additional issues. The extension should not have an overbearing impact on pedestrians using the footpath or affect highway sight lines. It should also not have a detrimental impact on the streetscene by significantly projecting beyond a clearly defined building line of the adjacent street or detract from the spaciousness of the area. Any rear projection of a side extension should accord with the requirements for rear extensions.

It is often good practice to try and retain a 0.9m gap to the rear garden to ensure that access remains for cycle storage and so forth. Access to the side and rear of an exposed extension can also be important for allowing future external maintenance. Where a two-storey extension (or first floor extension) is proposed and no access is available to the rear garden it will be necessary to show how cycles and bins will be sensitively accommodated within the house or front garden.

Extensions should stay within the boundaries of the site. For example, eaves and gutters should not overhang adjacent properties unless neighbours have given consent for this to occur.

Proposals for dormer windows on the side roof slope of two-storey extensions will rarely be acceptable as the resulting roof slope would normally not match that of the existing house and when combined with the extension the development would not appear subservient to the building.

×

✓



Figure 7 Two storey side extensions

Normally it is important that the shape and detailing of the extension, including the size and position of windows relates to the original house.

×

✓

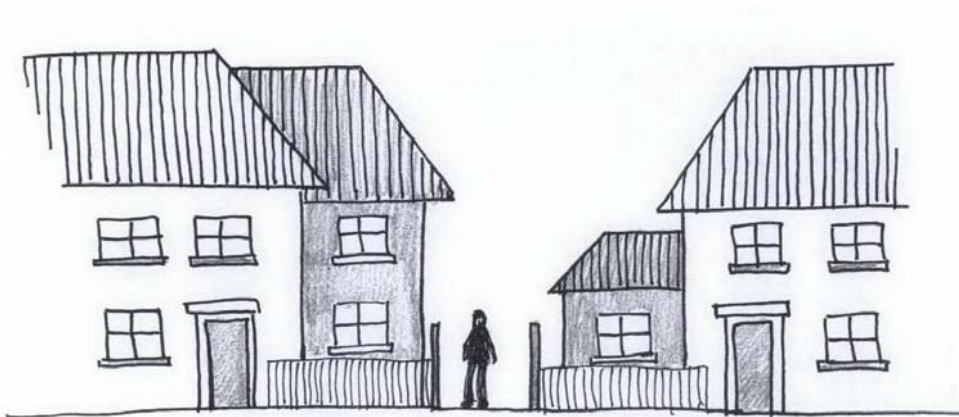


Figure 8 Side extensions near footpaths

Tall and/or deep extensions located too close to footpaths can make routes much less open and attractive.

Rear Extensions

Single-Storey

In most cases single storey rear extensions up to 3 metres in length can be erected to semi-detached or terraced properties and up to 4m in length to detached properties without needing planning permission. If such works are proposed however, it is essential that you check first with the council to ensure that there are no further restrictions on the property concerned that might mean that the proposal does need planning permission. Information should also be sought in respect to restrictions that apply with regard to the acceptable height and materials.

In assessing proposed extensions beyond 3 and 4 metres the council will have regard to a number of factors including the impact on sunlight, the relationship to windows and the height of the structure. Where a planning officer is uncertain in respect to the acceptability of a proposal he or she will typically try and gain information in respect to the function and layout of the neighbours' affected room(s). Key issues to consider will include whether the affected room has windows on more than one elevation and whether the shape/size of the room and the location of windows is such that the proposed extension would be particularly prominent from much of the room. Care will need to be taken to ensure that neighbouring gardens retain adequate levels of sunlight and openness. In most cases it is good practice to try and keep the eaves height of extensions as low as possible.

Conservatories are usually to the rear and therefore have similar requirements to single-storey rear extensions. Privacy (for users of the conservatory and for neighbours) is often of greater importance than for other rear extensions. Privacy can be protected by the use of, for example, blank side walls, obscure glazing (frosted glass), high level windows, or by screening along shared garden boundaries.

Two-Storey

Unless located on a corner, rear extensions are usually screened from the street by the existing house. However, the additional mass of an extension does have an impact on the space around buildings (including gardens) and can have a significant effect on adjoining occupiers.

Two-storey extensions on terraced properties with small rear gardens will generally not be acceptable due to the impact on the neighbouring property and sometimes almost complete loss of amenity space for the house to be extended.

On detached and semi-detached houses a two-storey rear extension may be acceptable subject to the usual area character and amenity principles, referred to previously being satisfied. When deciding the acceptable projection of two-storey extensions a starting point will be the '45 degrees guideline'. As shown in diagram 9 this involves drawing a line on a floor plan from the centre point of the nearest existing ground floor habitable room window towards the proposed extension.

Extensions that project beyond a 45 degrees line will normally be unacceptable unless it can be clearly shown they will not unduly harm the living conditions of the affected property. The 45 degrees guideline does not take account of the extension's impact on direct sunlight.

Advice in respect to this is contained in paragraph 4.

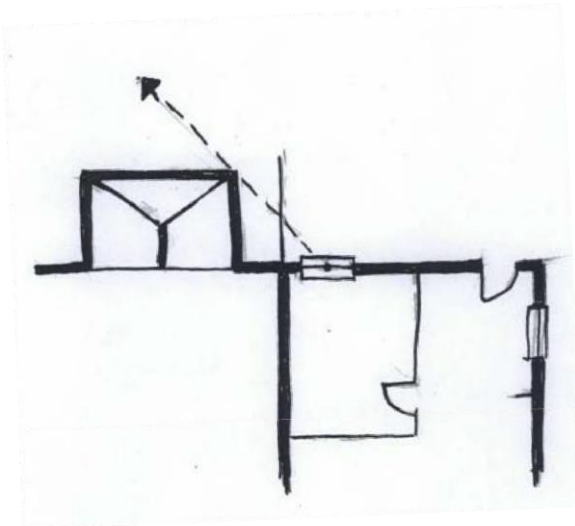


Figure 9 The 45 degrees guideline

The dashed line is at an angle of 45 degrees drawn from the centre of the nearest existing ground floor window towards the location of the neighbouring two-storey side extension. Extensions that project beyond this line will normally be unacceptable. To avoid cutting through this line the extension can be reduced in length and/or moved further from the existing neighbouring window.

Dormer windows and Roof Extensions

The roof of a building is an important and prominent element of its design. Unsympathetic roof extensions can have a dramatic effect on a building's visual appearance. When integral to a dwelling or located on a steep roof slope dormers can add visual interest and rhythm to a street. However, if poorly located or designed, dormers can make a building appear 'top-heavy', cluttered and harm its balance, or symmetry.

Dormers can also detract from the living conditions of neighbours. The loss of privacy can be of concern - particularly where they overlook previously sheltered areas of nearby gardens. Regard should also be given to the impact that large dormers can have on neighbours' light or outlook.

In some instances, dormers proposed to the side or rear of a property might not require planning permission. It is strongly advised that people check with the council in respect to the need for consent before pursuing such works.

Proposals to raise the roof of a dwelling to create adequate internal roof space will normally be refused unless the building is detached and/or such works can be undertaken without creating a structure that is out of character with neighbouring properties. Care should also be taken to ensure that the works do not block undue sunlight from solar panels on roofs of nearby properties.

Dormers on any aspect should be designed so that they do not dominate the roof. The style, materials and shape of dormers should relate to the appearance of the house, including the position of existing windows. For bungalows, a single well proportioned flat roofed front dormer might be acceptable on the front roof slope providing it is set in comfortably from the edges and ridge of the roof. For this to be the case the roof pitch of the existing house will have to be relatively steep. When located on bungalows with a shallow roof pitch, dormers are unacceptable on the front roof slope as to create adequate head height they will inevitably dominate the roof slope and make the building appear 'top heavy'. In streets where there are few or no front dormer windows it is unlikely that new dormers will be allowed on the front elevation unless it can be clearly shown that they will not detract from its character. In respect to privacy, separation distances set out in the 'General Advice' section

should be adhered to.

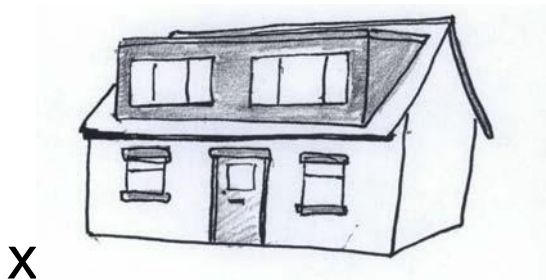
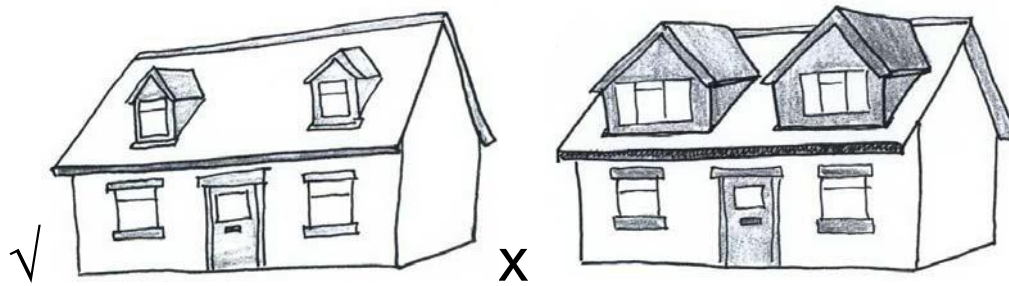


Figure 10 Front dormers on bungalows

Dormers are often suitable additions to bungalows, but should not dominate the front roof slope.



Figure 11 Front dormers on houses

Dormers will appear out of place and unduly prominent on the front roof slope of most two-storey houses, unless the dormer is very modest in size and characteristic of the street, or characteristic of the type of house on which it is proposed.

Detached Garages and other Outbuildings

Garages and other outbuildings can have as much impact on the overall visual appearance of a property as any other addition. Wherever possible they should reflect the style, shape and architectural features of the original building and not be detrimental to the space around it. Care should be taken to avoid the loss of vegetation and retain space for planting that can often soften a building's impact. Outbuildings should clearly be smaller in scale to the house. Particular problems occur with large double garages, which can appear out of scale with adjacent dwellings and gardens. Special care must be taken to disguise or reduce their bulk. In most instances it will be better to use twin doors with a central column instead of one large double door which can appear 'industrial' in appearance and overpower the rest of the building.

Outbuildings should normally not be in front of dwellings unless, within the development, there is an irregular arrangement of buildings. Doors should be in keeping with the character of the building and not obstruct the public highway. There must be enough space on the driveway in front of a proposed garage for a car to be parked without any part of it overhanging the footpath or road. It will also be necessary to ensure that the garage door can be opened when a car is parked in front of it. Typically a minimum drive length of 5.5m will be sought in front of garages.

Garages and other outbuildings must not have a detrimental impact on the residential amenity of neighbours.

Granny Annexes

Any new building work related to the construction of 'granny annexes' should comply with guidance contained within this document. Granny annexes will normally only be approved when they are small in scale (1 bedroom) and occupied by direct relatives of family living in the original house. When considering creating or adapting accommodation for

relatives regard should be given to future alternative uses for the accommodation and whether if no longer needed it can be incorporated back into the main house. Proposals to use an annex for a separate dwelling not occupied by family members or for self contained holiday accommodation will only be acceptable where such proposals comply with national and local policies that relate to new dwellings or flat conversions.

Concerns can exist in respect to flood risk to occupiers of ground floor granny annexes proposed in Flood Zones 2 and 3. Where there is no internal door linking a granny annex with the rest of an existing house a Flood Risk Assessment appropriate for a new dwelling will be needed to assess flood risk to occupiers of the annex.

Boundaries

Fences and walls though relatively minor alterations can have a very great impact on the appearance of a street. When considering erecting a new boundary structure it is important to look at others in the road and consider what height, design and materials are characteristic of the area. Boundary types normally differ according to the age of the property and whether the street is in an urban, sub-urban or village location - a boundary that is appropriate around a Georgian townhouse close to the city centre will normally appear out of place in front of a suburban semi (and vice versa).

In most cases a boundary lower than 1m will not require planning permission. Boundaries between 1 and 2 metres that adjoin a highway (which includes a footpath adjacent to the road) will typically need permission. Some post-war areas of York have open plan restrictions and permission will be needed for all front boundaries. If in doubt about the need for planning permission you should always contact the council.

High front boundary walls and fences can make a street appear unwelcoming and block what is often the most attractive view of a garden and property. Where a higher screen is required around a front garden, a hedgerow would be the most appropriate solution. Boundaries formed from vegetation have the additional benefit that they can help support birds and other wildlife.

Where a side or rear garden boundary adjoins a highway (which

includes a footpath adjacent to the road) a 1.8 – 2.0m brick wall will normally be acceptable if it is in keeping with the surroundings. Wooden fences will be appropriate where they are characteristic of the area and they are of a robust design. Care should be taken to ensure that a boundary does not obscure sight lines for vehicles entering or exiting a property or turning a corner.

Extensions in the Green Belt

Much of the open land in the City of York council area is classified as Green Belt. A key function of this land is to retain openness between built up areas and safeguard the historic setting of the city. If you are intending to extend a home that is located within the Green Belt it is important that you have regard to national and local policies on development in such areas.

Proposals for extensions to dwellings in the Green Belt will be assessed in accordance with Green Belt policy in the [NPPF](#). Policy GB7 of the NPPF considers the extension of dwellings is not inappropriate 'provided that the existing building is of permanent and substantial construction, is lawful in planning terms, and any extension or alteration will not result in a disproportionate increase in size compared to the original building'. The original building is defined as 'the building that existed on 1 July 1948 or, if constructed after 1 July 1948, as it was built originally'.

If a home is located in the Green Belt any planning application to extend the original footprint by more than 25% has traditionally been considered to be a disproportionate addition and resisted accordingly. It is the case, however, that changes to national permitted development legislation in 2008 meant that, in some instances, homes in the Green Belt could be extended by more than 25% without requiring planning permission. If planning permission is needed for an extension in the Green Belt and the extension would increase the footprint of the dwelling by more than 25%, the council will, when making a decision, have regard to what alternative extensions or outbuildings could be undertaken without the need to apply for planning permission. In some instances, it might be more beneficial to approve an extension above 25% of the footprint of the home if a refusal may result in the house owner undertaking a less favourable development using permitted development rights.

Where extensions are considered disproportionate then they represent

inappropriate development in the Green Belt. As identified in policy GB6 of the NPPF, inappropriate development is, 'by definition, harmful to the Green Belt and should not be approved except in very special circumstances. Such circumstances will not exist unless the potential harm to the Green Belt by reason of inappropriateness and any other harm resulting from the proposed development, is clearly outweighed by other considerations.'

All proposals for extensions in Green Belts will also need to have regard to other guidance within this document. It is particularly important in the Green Belt that extensions do not cause homes to become significantly more prominent within the landscape. Proposals at first floor level or changes to the roof are particularly sensitive in this respect.

Further Information

The Council maintains up-to-date guidance and planning-related information at <https://www.york.gov.uk/PlanningAndBuilding> .

Specific information on pre-application advice is available at <https://www.york.gov.uk/PlanningAdvicePreApp> and advice on submitting planning applications at <https://www.york.gov.uk/MakingAPlanningApplication> .

City of York Council**Planning Guidance: Short-term Holiday Lets****1. Purpose of this guidance**

1.1 This Planning Guidance sets out how the City of York Council will assess planning applications for the use of residential properties as short-term holiday lets. It draws on established planning principles, relevant local and national policy, and the conclusions of recent appeal decisions.

1.2 The guidance aims to support applicants, agents, and residents by clarifying when planning permission is required, what issues will be considered, and what information should accompany an application. It does not introduce new policy or impose requirements beyond those contained in the Local Plan or National Planning Policy and guidance.

1.3 In 2023 Government ran a consultation on a possible registration scheme for short term housing lets. Recent Government statements suggest that this will come into force in 2027. When this occurs, our guidance will be reviewed and updated as necessary.

1.4 We also have further information on operating a holiday let on our website: www.york.gov.uk/business-rates/guidance-owners-holiday-lets.

2. Background

2.1 Short-term holiday lets can play a positive role in York's visitor economy by offering flexible accommodation that complements hotels and supports tourism. However, if poorly located or inadequately managed, they can also generate adverse impacts on the residential character of areas.

2.2 The Council therefore seeks to balance the needs of visitors with the amenity and wellbeing of permanent residents.

3. Policy context

3.1 The City of York Local Plan 2017-2033 was adopted in February 2025. The following Local Plan policies are considered particularly relevant when considering development of new short-term housing lets:

- Policy H3: Balancing the Housing Market requires that new residential development maintains, provides or contributes to a mix of housing tenures, types and sizes to help support the creation of mixed, balanced and inclusive communities.
- Policy EC4: Tourism supports maintaining and improving the choice and quality of visitor accommodation; we recognise the role short-term holiday lets have in helping to meet this need.
- Policy D1: Placemaking seeks to ensure that development considers residential amenity issues so that neighbours are not unduly affected by noise and disturbance.
- Policy T1: Sustainable Access advises that development will be supported where it minimises the need to travel and provides safe, suitable and attractive access for all transport users, maximises the use of more sustainable modes of transport, and provides sufficient convenient, secure and covered cycle storage.
- Policy ENV2: Managing Environmental Quality advises that development will not be permitted where future occupiers and existing communities would be subject to significant adverse environmental impacts such as noise, vibration, odour, fumes/emissions, dust and light pollution without effective mitigation measures.

4. When planning permission may be required

4.1 A Short-term Let is defined in s228 of the Levelling Up and Regeneration Act 2023 as:

“Short-term rental property” means¹—

¹ <https://www.legislation.gov.uk/ukpga/2023/55?view=plain>

- (a) a dwelling, or part of a dwelling, which is provided by a person (“the host”) to another person (“the guest”)—
 - (i) for use by the guest as accommodation other than the guest’s only or principal residence,
 - (ii) in return for payment (whether or not by the guest), and
 - (iii) in the course of a trade or business carried on by the host, and
- (b) any dwelling or premises, or part of a dwelling or premises, not falling within paragraph (a) which is specified for the purposes of this paragraph”.

4.2 The Council’s Development Management Service will determine whether the use of a property as a short-term holiday let constitutes a material change of use requiring planning permission. Determining whether a change of use is “material” will be done on a case-by-case basis following consideration of a number of factors including whether the proposal would impact the surrounding character.

Garden Buildings and Outbuildings

4.3 Proposals involving new or converted outbuildings (e.g. garages, sheds, pods, extensions) for use as short-term lets will not normally benefit from householder permitted development rights and will require planning permission.

5. What issues does the Council consider when assessing proposals?

5.1 The Council recognises that short-term holiday lets can contribute to the visitor economy by providing a flexible form of accommodation. However, experience from planning applications, enforcement investigations and appeal decisions in York has shown that short-term holiday lets can generate impacts that differ significantly from those associated with a typical dwellinghouse.

5.2 When assessing planning applications, the Council will consider whether the use would adversely affect the amenity of neighbouring residents or undermine the residential character of the area.

Transient Occupancy

5.3 Unlike a permanent dwelling, short-term holiday lets are typically occupied by a succession of unrelated groups. This can result in:

- frequent guest turnover
- irregular patterns of occupation
- arrivals and departures at varying times throughout the day and evening
- a level of activity that exceeds that normally associated with a family home

5.4 The Council will consider whether the nature and intensity of occupation would be compatible with the surrounding residential environment.

Guest Activity and Use of Outdoor Space

5.5 The Council recognises that visitors are less likely to have an established relationship with neighbouring residents and may be less familiar with local expectations regarding noise and behaviour.

5.6 Particular consideration will be given to:

- the use of gardens, patios and balconies
- outdoor socialising
- evening and late-night activity
- the potential for cumulative disturbance arising from changes in occupancy

Noise and Disturbance

5.7 Noise and disturbance are consistently the most significant planning concerns associated with short-term holiday lets.

5.8 The Council will consider:

- noise associated with guest arrivals and departures
- activity within external spaces
- noise from communal areas
- evening and late-night disturbance
- the likelihood of impacts occurring repeatedly over time

Access and Servicing

5.9 The Council will consider whether the proposed use would create additional pressure on local infrastructure, including:

- on-street parking
- vehicle movements
- refuse and recycling storage – the store should be large enough to accommodate the commercial waste bins required for the proposed use
- access to the site
- cycle parking

5.10 Particular regard will be given to locations where parking availability is already constrained.

6. Management plans

6.1 Applicants should be aware that the submission of a Management Plan will not in itself overcome concerns relating to noise, disturbance, intensity of use, or impacts on neighbouring amenity.

6.2 Management Plans often rely on the actions and behaviour of guests, and many of the measures proposed can be difficult to monitor and enforce through the planning system. As a result, the Council may afford limited weight to management measures where the underlying use is considered likely to result in unacceptable impacts.

6.3 Where submitted, a Management Plan should explain:

- booking procedures and maximum occupancy levels
- arrival and departure arrangements
- use of outdoor areas
- access and servicing
- contact arrangements for property managers

6.4 Applicants should seek to demonstrate through the design, location and operation of the proposal that unacceptable impacts will not arise, rather than relying solely on management measures to mitigate them.

7. Summary

7.1 The Council's primary consideration when assessing proposals for short-term holiday lets is whether the use would protect the amenity of neighbouring residents and maintain the character of the surrounding area.

7.2 Experience from planning applications, enforcement cases and appeal decisions in York has demonstrated that noise, disturbance, intensity of occupation, and impacts arising from frequent guest turnover are recurring issues associated with short-term holiday lets.

7.3 Applicants should clearly demonstrate that these impacts can be avoided and that the proposal would operate in a manner compatible with its surroundings. Proposals that would result in unacceptable harm to residential amenity are unlikely to be supported.

Pre-Application Enquiries

7.4 Given the site-specific nature of planning assessments and the potential complexity of determining whether planning permission is required, applicants are strongly encouraged to engage with the Council at an early stage. Early discussions can help identify potential planning issues, clarify information requirements, and establish whether a proposal is likely to raise concerns in principle.

7.5 Applicants are therefore encouraged to seek [pre-application advice](#) before committing to a proposal or preparing a planning application. Pre-application discussions provide an opportunity to understand the Council's expectations and identify any issues that may affect the acceptability of the proposed use before submitting an application.