

City of York Strategic Housing Land Availability Assessment:

Phase 1

**Research and Information
City Development Team**

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Introduction

- 1.1 Housing has gained rising prominence on the Government's agenda since the Barker Review of housing supply and is now a top national priority as demonstrated by the Prime Minister's recent announcement of plans for three million more homes by 2020.
- 1.2 Local Planning Authorities (LPA's) will have to identify enough land to deliver the homes needed in their area over the next 15 years by rapidly implementing new planning policy for housing (PPS3). On 23rd July 2007 the Government published new guidance on how Council's can find the housing land they need. Strategic Housing Land Availability Assessments (SHLAA): Practice Guidance is clear that SHLAAs will be an essential part of the evidence base for Local Development Documents (LDDs) and for Regional Spatial Strategies (RSSs).

What is a Strategic Housing Land Availability Assessment (SHLAA)?

- 1.3 Strategic Housing Land Availability Assessments are a key component of the evidence base to support the delivery of sufficient land for housing to meet the community's needs for new homes. These assessments are required by national planning policy, set out in Planning Policy Statement 3: Housing (PPS3)¹. The information in this assessment will inform the Core Strategy Development Planning Document (DPD) and subsequent Site Allocations DPD. The Core Strategy will set out the key strategic elements of the planning framework for York, including a spatial vision for the authority's area and the policies required to deliver that vision. This report will form part of the evidence base for the Local Development Framework (LDF) as it is the responsibility of this document to identify potential housing sites for development. Primarily the study will be used to inform the Allocations DPD which will identify and allocate sites for development to meet communities' needs for homes, jobs and services whilst protecting any valued environmental areas.
- 1.4 SHLAAs constitute a robust method by which all potential housing sites within a defined area can be identified. Sites are then assessed on the basis of when and whether they are likely to be developed and a forward trajectory of housing supply can be defined as a result. Following the review if there are insufficient sites in relation to the area's future requirements, then the SHLAA outlines methods by which the shortfall can best be planned for.
- 1.5 Ensuring an adequate supply of land is a principal function of the planning system. An evidence based policy approach is a key principle of PPS3. The Planning Inspectorate's expectation is that the Local Authority must provide a full and comprehensive evidence base with the submitted DPD, and that a failure to do so would result in the DPD failing the tests of soundness. A number of Core Strategies have failed the test of soundness due to inadequacies of the evidence base relating to housing.

¹ Planning Policy Statement 3: Housing (Communities and Local Government 2006).

NNational Planning Context

1.6 _____ The Housing Green Paper (Homes for the Future: More affordable, More Sustainable) was published on 24th July 2007. The paper identifies the need to provide more homes to meet growing demand. As well as the housing numbers in the existing RSSs, the Green Paper commits the Government to delivering two million additional new homes by 2016 (towards the 3 million needed by 2020). The paper proposes:

- 150,000 – 200,000 additional homes in the new round of RSS's;
- 100,000 extra new homes within the 29 existing growth points;
- 50,000 new homes within an additional round of growth points to include the North of England; and
- Between 25,000 – 100,000 new homes within 5 new Eco-town schemes (now increased to 10).

1.7 _____ The Green Paper specifies that the SHLAA Guidance Note, released in conjunction with 'Homes for the Future' will show how Local Authorities can identify enough land to meet this need.

1.8 A top priority for Government is to ensure land availability is not a constraint on the delivery of more homes. Planning policy, as set out in PPS3, underpins the Government's response to the Barker Review of Housing Supply² and the necessary step change in housing delivery, through a new, more responsive approach to land supply at the local level. It requires local authorities to:

- **Identify specific, deliverable sites for the first five years of a plan that are ready for development^{3,4}** and to keep this topped up over time in response to market information;
- **Identify specific, developable sites for years 6-10**, and ideally years 11-15, in plans to enable the five year supply to be topped up;
- Where it is not possible to identify specific sites for years 11-15 of the plan, **indicate broad locations for future growth**; and
- **Not include an allowance for windfalls in the first ten years of the plan** unless there are justifiable local circumstances that prevent specific sites being identified.

1.9 PPS3 requires local authorities to balance the need to provide affordable housing in association with new housing development against the need to ensure that housing requirements are met. It advocates making provision for housing over at least a 15-year time period. To do this the Council will need to:

² Review of Housing Supply, Delivering Stability: Securing our Future (HM Treasury, 2004).

³ Paragraph 7, PPS3.

⁴ Advice produced by Communities and Local Government – Demonstrating a five-year supply of deliverable sites (2007). This note sets out advice to Government Offices and the Planning Inspectorate on considering whether local planning authorities are able to demonstrate a five-year supply of specific, deliverable sites.

- Have a flexible, responsive supply of land managed in a way that makes efficient and effective use of land, including the re-use of previously developed land (PDL) where appropriate;
- Work collaboratively with stakeholders;
- Take into account any physical, environmental, land ownership, land-use, investment constraints or risks associated with specific sites or broad locations such as physical access restrictions, contamination, flood risk and biodiversity;
- Undertake a Sustainability Appraisal of the Core Strategy and Allocations DPD's to develop and test various options;
- Include housing PDL targets and trajectories; and
- Identify specific sites and broad locations that will enable continuous delivery of housing for a least 15 years from the date of adoption (2009 for the Core Strategy DPD, 2010 for the Allocations DPD) taking into account of the minimum level of housing provision stipulated in the RSS.

Purpose of the assessment

- 1.10 The main role of the Strategic Housing Land Availability Assessment (hereafter referred to as the assessment) is to:
- Identify sites with potential for housing;
 - Assess their housing potential; and
 - Assess when they are likely to be developed.
- 1.11 The assessment will identify as many sites with housing potential in the City of York area as possible. As a minimum the assessment is required to identify sufficient specific sites for at least the first ten years of the plan, from the anticipated date of its adoption⁵, and ideally for longer than the whole 15 year plan period. This is to allow local planning authorities to consider options and relevant alternatives for accommodating new housing when plan making. Where it is not possible to identify sufficient sites then the guidance advocates that the assessment should provide the evidence base to support judgements around whether broad locations should be identified and/or whether there are genuine local circumstances that mean a windfall allowance may be justified after the first ten years of the plan.
- 1.12 The assessment is an important evidence source to inform plan making, **but does not in itself determine whether a site should be allocated for housing**. That is the role of the Core Strategy (to set the broad spatial policies) and the Allocations DPD (to identify specific sites). The assessment will help to identify the recent pattern of housing development; the choices available to meet the need and demand for more housing and provide a basis for making decisions about how to shape York in the future; and determine whether action needs to be taken to ensure sites will become deliverable, including necessary infrastructure investment.
- 1.13 The assessment is not making a judgement as to what the policy approach In the Core Strategy should be but provides evidence on the availability of land in York

⁵ The Core Strategy Development Plan Document is anticipated to be adopted in 2009 and the Allocations DPD in 2010.

for housing. The Core Strategy document will need to consider whether a change in policy approach, from current Local Plan policies, will have to take place in order to deliver York's housing target.

- 1.14 The assessment is not a one-off study and updating it will be an integral part of the Annual Monitoring Report (AMR) process. After this initial comprehensive assessment it should only be necessary to carry out a full re-survey when plans have to be reviewed or rolled forward to a longer time period, or some other significant change makes it necessary, for example, if a five year supply of specific deliverable sites for housing can no longer be demonstrated.

Differences between the assessment and the Urban Capacity Study (UCS)

- 1.15 A SHLAA is a process that identifies suitable housing land for future development. They are significantly different from UCSs, which relied on identifying supply within a limited area and have, in practice, focused on potential with sometimes unrealistic assumptions about the likelihood of sites coming forward for development.
- 1.16 City of York Council produced an Urban Capacity Study (UCS) in 2003. The study identified future sites for development and assessed their best possible use by using criteria based on the applicable government guidance. The level of detail produced in this report was hindered by time and resource constraints but the report did produce useful sites for consideration in the Local Plan. It was decided that sites identified through this process would have more detailed analysis at the design stage if and when the sites came forward for development. The UCS fed into the site allocation process for the City of York Local Plan, of which many sites have been developed out. The UCS was based upon guidance contained in Tapping the Potential⁶. That guidance has now been superseded.
- 1.17 This SHLAA is significantly different to an Urban Capacity Study, previously required by PPG3⁷. In particular it is necessary to carry out further work, in particular to:
- Determine whether identified sites are still available and to review assumptions on housing potential (Phase 1 of the assessment);
 - Identify additional sites with potential for housing which were not required to be investigated by Urban Capacity Studies such as sites in rural settlements, brownfield sites outside settlement boundaries and suitable Greenfield sites, as well as broad locations (Phase 2 of the assessment);
 - Carry out further up to date survey work within settlements to identify additional brownfield sites that have come forward since the UCS (Phase 1 of the assessment); and
 - To assess the deliverability/developability of sites (Phase 2 of the assessment).

⁶ Tapping the Potential (December 2000), DETR

⁷ Planning Policy Guidance note 3: Housing (DETR, 2000)

Keeping the assessment up to date

- 1.18 The assessment, once completed, will be regularly kept up to date as part of the Annual Monitoring Report. This will support the updating of the housing trajectory and the five-year supply of specific deliverable sites. Information will need to be recorded as to whether:
- Sites under construction have now been developed, or individual phases have been developed;
 - Sites with planning permission are now under-construction and what progress has been made;
 - Planning applications have been submitted or approved on sites and broad locations identified in the assessment;
 - Progress has been made in removing constraints on development and whether a site is now considered deliverable;
 - Unforeseen constraints have emerged which means a site is no longer deliverable; and
 - The windfall allowance (where justified) is coming forward as expected, or may need to be adjusted.

We have set up a comprehensive housing land availability monitoring system to allow us to achieve this.

Phasing of the SHLAA

- 1.19 The SHLAA will take place in two phases. This document represents the first phase whereby the Council has identified sites based upon sources known to them within the urban area and the Local Service Centres⁸ (see Annex 1) and used these sources to estimate future potential capacity based on an initial assessment of possible constraints/limitations and an estimation of possible yield based on a character area density assessment. Stage 1 of the SHLAA covers Stages 1 to 6 of the methodology advocated in the practice guidance as shown on Figure 1.
- 1.20 The second phase of the SHLAA (Stages 7-10 on Figure 1) will start with a call for sites, which will take place in conjunction with the consultation on the Allocations DPD Issues and Options Report, in late 2007/early 2008. This will allow members of the public, developers, land agents e.t.c. to suggest sites to the Council for possible future development (this will include sites for all land use types, not just housing). The new sites put forward as part of this process will be assessed by the same methodology as in this phase 1 of the SHLAA. No preference will be given to those sites identified in phase 1 of the SHLAA. As part of the City-wide Issues and Options consultation on the Allocations DPD (including the 'Call for Sites') to take place later on this year residents will be given information on all the possible sites identified through this, phase 1, of the

⁸ Local Service Centres as defined in the settlement study for the Draft Yorkshire and Humber Regional Spatial Strategy, June 2004.

SHLAA and will be asked for their views on identified sites, along with the opportunity to suggest alternative sites.

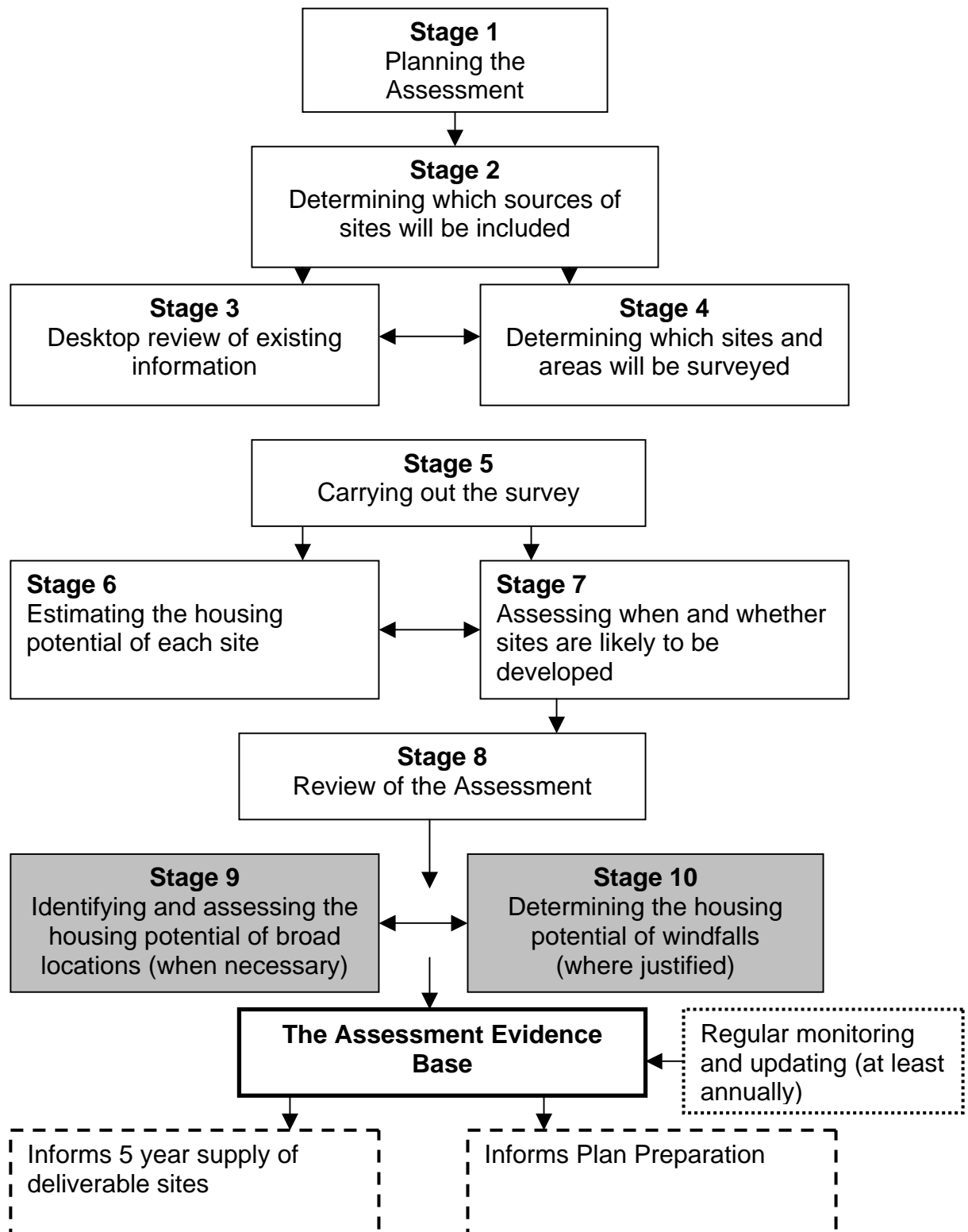
- 1.21 Once information has been collected for all sites put forward (using the same site assessment proforma as in phase 1), all of the sites (those identified in phase 1 and phase 2) will be subject to a full deliverability and developability assessment following the method set out in the practice guidance. This will essentially comprise of parts 6 and 7 of the guidance note (estimating yield and assessing developability and deliverability). Further details on stages 6 and 7 of the assessment are given later in this report.

The importance of a partnership approach

- 1.21 The Guidance advocates that local planning authorities should work together with key stakeholders to ensure a joined-up and robust approach. It is important that key stakeholders are involved at the outset of the assessment so that they can help shape the approach to be taken. The draft methodology for undertaking the Assessment was sent out to numerous key stakeholders in April this year such as the House Builders Federation, Environment Agency, English Heritage and Natural England and placed on the Council's website. Following the consultation amendments were made to the draft methodology in line with the comments received. This methodology was based on the draft guidance⁹. The Council has now further revised the initial methodology in line with the final guidance (July 2007) and has undertaken the assessment based on the final practice guidance.
- 1.22 SHLAAs need to determine whether sites are available, deliverable and developable. Key stakeholders such as the House Builders Federation (HBF), local property agents and other private and public sector representatives will need to play a prominent role in such determinations. City of York Council will always remain the final arbiter of public acceptability via its LDF but the industry is an essential component in providing the necessary 'reality check' to all three elements of the process. This assessment will take place after the 'Call for Sites' once information on all the sites identified in phases 1 and 2 of the assessment has been collated.
- 1.23 Officers propose to engage consultants to undertake Stage 7 of the Assessment – assessing when and whether the sites identified are likely to be developed. As part of the consultant's assessment of deliverability and developability it is important that commercial housing agents, landowners and developers with knowledge of York's housing market should be engaged as key stakeholders relating in particular to the commercial viability and market interest of potential sites. It is suggested that stakeholder panels will be set up to assess the suggested sites and allow their views to be fully considered regarding suitability, availability and developability.

⁹ *Housing Land Availability Assessments: identifying appropriate land for housing development – draft practice guidance* (December 2005), ODPM

Figure 1: The SHLAA Process and Key Outputs
~~Figure 1: The SHLAA Process and Key Outputs~~



Stage 1: Planning the Assessment

- 2.1 The following issues were considered whilst planning the assessment:
- 1. Is it possible to carry out the Assessment with the other local planning authorities in the housing market area?**
- 2.2 The SHLAA practice guidance advocates a partnership approach to undertaking these assessments, ideally through a housing Market partnership. Government guidance (Identifying sub-regional housing market areas: Advice Note CLG April 2007) emphasises that there is no one way of identifying housing market areas. There are two main sources of information proposed for use in defining housing markets – house prices and their variations over time and migration patterns.
- 2.3 There is a considerable body of regional and local evidence on the housing market. This includes analysis by DTZ¹⁰ (as commissioned by Yorkshire and Humber Assembly), and the wide ranging RSS, as well as the City of York Strategic Housing Market Assessment (SHMA).
- 2.4 The DTZ study was commissioned by the Yorkshire and Humber Assembly and produced by DTZ in order to inform the development and implementation of the Regional Spatial Strategy (RSS) and Regional Housing Strategy, as well as other regional, sub-regional and local strategies and plans. It involved analysis of travel to work movements, household moves, and a review of house price patterns. The initial conclusions of this analysis were subject to a number of stakeholder discussions. Further investigations following these looked at population densities, NHS mover data, employment nodes and tenure and house type concentrations.
- 2.5 The mover and workplace data suggest that York is well defined as a Market Area. Moves and travel to work are highly concentrated within the existing boundary. At 2001 82% of those living in York, worked there, whilst 77% of those working in York, lived there. The Market Area clearly spreads beyond the LA boundary, though with York's comparatively slow employment growth in recent years this has not consolidated, and Leeds' influence has grown. Nevertheless the Market Area extends eastwards into East Riding, and southwards to Selby.
- 2.6 For completeness, the study identified four other market areas: Selby; Central North Yorkshire; Coastal Zone; and National Parks (Dales & N York Moors). It also identified two residual areas outside this grouping: Skipton & the rest of Craven outside National Park (probably part of Bradford HMA) and Vale of York (NE of York) & Malton – in some respects a local market of its own, but possibly in the long term, part of the York Market Area.

[2.7.2.7](#) Figure 2 shows the spatial extent of the Housing Market areas defined in the DTZ study.

¹⁰ Yorkshire and Humber Assembly Report: Identifying the Sub-Regional Housing Markets of Yorkshire and Humber.

Figure 2: Housing Market Areas

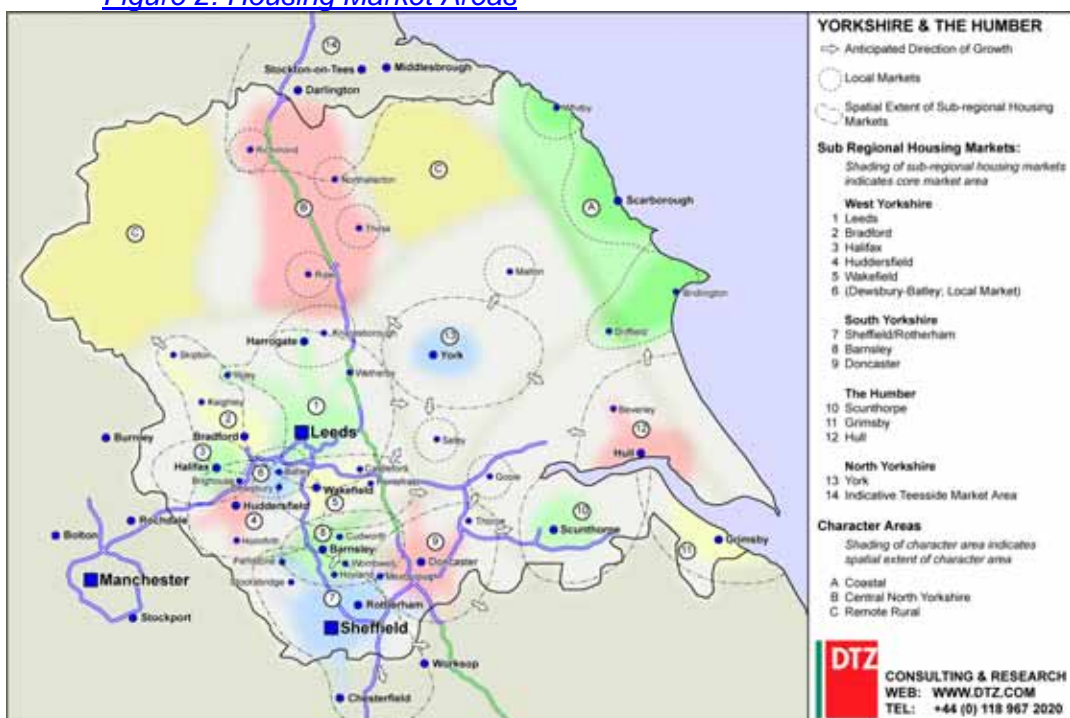


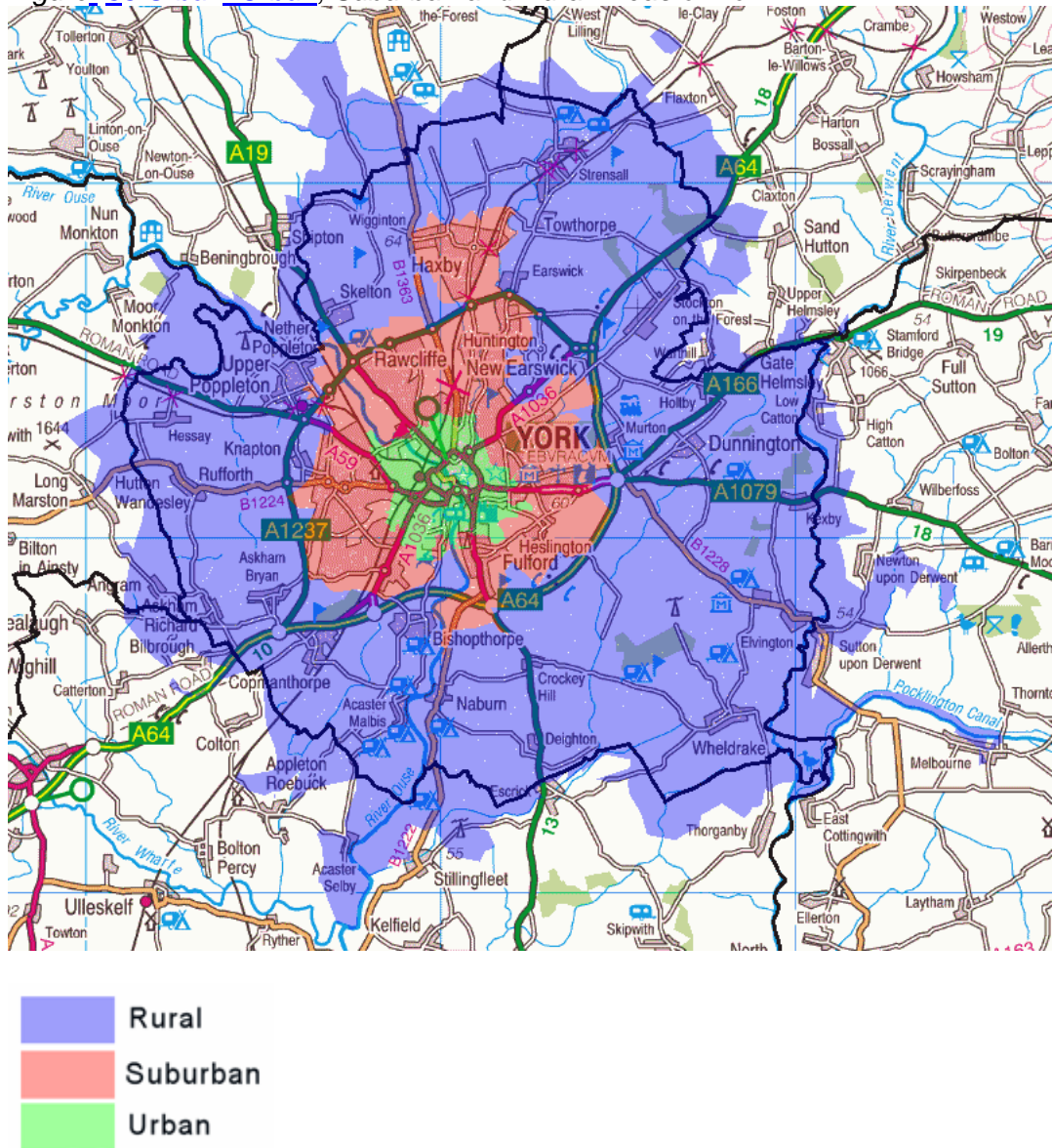
Figure 2: Housing Market Areas

- 2.8 Draft RSS provides housing and jobs targets for individual LA district areas, but identifies seven sub areas, of which the York sub area is one, within which spatial strategy is set. However the sub areas can and do cut across LA boundaries. The Draft RSS recognises that it is required to define HMAs within the region. The DTZ study proposed boundaries for markets and indicated how they might change over time. Further work on the issue by the Regional Housing Board was not completed in time for inclusion in the Draft RSS. However it is suggested that the HMA boundaries broadly fit with the RSS sub areas. Some commented on the conflict between district and sub area boundaries, but at this stage the Panel felt there was not enough information to assign targets to sub areas.
- 2.9 The City of York SHMA¹¹ concluded that there did not appear to be substantive sub-markets within the City of York administrative area. However, the city was divided into urban, suburban and rural areas for the purpose of analysis. The urban area was considered to be that within a mile of the city centre, which showed a number of distinctive characteristics. Figure 3 shows the SHMA classification of Urban, Suburban and Rural Areas of York.
- 2.10 After consideration of the considerable regional and local research into sub-regional Housing Market Areas it was decided that the SHLAA should use the City of York administrative boundary as its Housing Market Area as used in the York Strategic Housing Market Assessment. This also accords with the findings of the DTZ study and the RSS which concluded that York provides a satisfactory focus on which to base a sub area. The methodology of this assessment has closely followed the practice guidance on SHLAA s and it will therefore be

¹¹ City of York Strategic Housing Market Assessment, City of York Council and Fordham Research, June 2007.

capable of aggregation to a wider housing market area level if required at a later date.

Figure 33: Urban, Suburban and Rural Areas of York



2. Is there an existing housing market partnership that could be used as the forum to take forward the Assessment and, if not, could it now be initiated?

2.11 A wide variety of stakeholders were consulted as part of the SHMA. These included developers, landlords, the voluntary sector and community groups. Stakeholders engaged as part of the SHMA will form York’s Housing Market Partnership for the development of housing policies and strategies, as advocated in the SHMA document. As outlined later in this report it is the intention that this Housing Market Partnership will be used as the basis as the key stakeholder group to be engaged in Phase 2 of the SHLAA. This will involve stakeholders giving their views in terms of the availability, suitability and developability of all sites identified both in Phase 1 and Phase 2 of the Assessment. It is anticipated that these stakeholder forums will take place early in 2008.

3. Whether all relevant partners are involved in the partnership and if not which key stakeholders need to be included?

2.12 A large number of stakeholders were consulted as part of the SHMA and will form the basis of the Housing Market Partnership which will be engaged as part of Phase 2 of this Assessment. The stakeholders include housing developers; registered social landlords; letting agents and voluntary groups. It is considered that the list of stakeholders will be reviewed as part of Phase 2 of the Assessment and widened to include more representatives from each of the sectors.

Stage 2: Determining which sources of sites will be included in the Assessment

The following sources of sites have been considered as part of Phase 1 of the Assessment:

[Figure 3: Sources of Sites](#)

[Figure 4: Sources of sites](#)

Sites in the planning process
<ul style="list-style-type: none"> Existing housing allocations and site development briefs Unimplemented/outstanding planning permissions for housing Planning permissions for housing that are under construction
Sites not currently in the planning process
<ul style="list-style-type: none"> Vacant and derelict land and buildings Surplus public sector land Land in non-residential use which may be suitable for re-development for housing, such as commercial buildings or car parks Additional housing opportunities in established residential areas, such as under-used garage blocks Large scale redevelopment and re-design of existing residential areas Land not previously developed including Greenfield sites

Area of Search

~~3.1~~ ~~3.4~~ — The SHLAA does not make a judgement on whether or not new housing should be contained only within existing built up areas. The areas that will be assessed in Phase 1 of the SHLAA is the main urban area of York and the local service centres, as detailed in Annex 1. In Phase 1 of the Assessment we have not assessed the capacity for additional development outside ~~of~~ the existing settlement limits (as defined in the existing Local Plan) of the built up area of the city and local service centres. This will be addressed in Phase 2 of the Assessment if additional capacity over and above that identified within the main urban area and local service centres is required. This hierarchy for development is in line with the emerging RSS.

3.2 Part of the role of the Allocations DPD will be to define York's green belt and the development boundaries around each of the settlements. Whilst the primary purpose of York's green belt and its lifespan will be determined through the Core Strategy, the Allocations DPD will determine the precise boundary of the green belt and define the settlement boundaries for the main urban area of York and the surrounding villages. When determining the settlement and greenbelt boundaries one issues that will need to be considered is the amount of new development that will be required in the future and its location. This will need to be informed by the overarching spatial strategy which will be developed as part of the Core Strategy. The spatial strategy will determine the general location of new development in York, and this will be reflected in the allocation of specific sites through the Allocations DPD.

Site Threshold

3.23 In undertaking the survey work there is firstly the issue of what site threshold to use. It is important that the chosen threshold does not rule out significant sources of supply and limit brownfield potential. The SHLAA guidance advises that authorities should be wary of setting too high a site threshold as this may make it difficult to allocate land for the longer term in the plan making process. Suitable sites that are not allocated in the plan may emerge as windfalls however, PPS3 now advises authorities against relying on windfalls, particularly in the first five years of supply. Smaller sites are worth considering for allocation because a range of small development sites provides greater choice for homebuyers and developers and also encourages competition between developers building on different sites.

3.34 Small sites with potential for development can exist in any urban context however, the nature of central locations with their dynamic patterns of land use change mean that small sites predominantly come forward as infill opportunities in and around settlement centres. Furthermore these are the locations with the best range of services and facilities and access by public transport and they are therefore the locations best suited to sustainable development.

3.5 ~~3.4~~—A recent report by the Campaign to Protect Rural England (CPRE)¹² advises that planning policy should not underestimate the contribution of small sites. The report states that *for example, the London Borough of Waltham Forest records that 90% of recent applications have been for small sites of ten units or less. Meanwhile, Waveney District Council highlights that 70% of recent sites coming forward are for less than three dwellings, contributing a total of 40% of the district's housing supply.* In York for permissions granted in 2006/07 90% of the total of 120 sites granted permission for residential development were for sites of 10 dwellings or less (111 sites). However, these 111 sites provided only 215 dwellings (15.8% of total dwellings built) compared to the 9 larger sites of 11 or more dwellings, which provided 1143 dwellings in total.

¹² Untapped Potential – Identifying and delivering residential development on previously developed land: an overview of recent practice, CPRE, February 2007.

3.56 The danger is that if the minimum site size threshold set by the local planning authority is too high, small sites are not identified and their cumulative potential is missed. Taking these arguments into account, we are using a site threshold of 0.2 hectares to identify sites. The contribution of sites below this threshold will be identified using windfall completions (very small windfalls), which will then be projected forward to obtain a gross potential yield. ~~WeWe~~ intend to include an allowance for very small windfalls (sites under 0.2 hectares) and for conversions and changes of use in our first ten years of supply as these sites are very difficult to identify accurately through the SHLAA but to not include any allowance would underestimate the potential contribution that these sites have. We will use local evidence gained over the past ten years to justify this approach in accordance with guidance in PPS3. ~~From Pp~~ paragraphs 7.25 onwards 7.41 to 7.49 of this report ~~gives there is~~ further justification for this approach.

Stage 3: Desktop review of existing information

Figure 45 below sets out the data sources that have been used to identify sites with potential for housing.

Figure 54: Sources of Information

Sites in the Planning process	Purpose
Site allocations not yet the subject of planning permission	To identify sites
Planning permissions/sites under construction	To identify sites
Site specific development briefs	To identify sites and any constraints to development
Planning application refusals	To identify sites – particularly those applications rejected on grounds of prematurity but also viability, deliverability or known constraints to development
Dwelling starts and completion records	To identify the current development progress on sites with planning permission
Other sources of information used to identify sites	
City of York Council Urban Capacity Study	To identify buildings and land, and any constraints to delivery
Empty Property Register	To identify vacant buildings
National Land Use Database	To identify buildings and land and any constraints to delivery
Register of Surplus Public Sector Land	To identify buildings and land
Employment Land Review (Stage 2 not yet completed)	To identify surplus employment buildings and land
Desk-based site identification – maps analysed in built-up areas at 1:2500 and other areas at 1:5000 using MapInfo. All areas that appear to have potential for development have been surveyed	To identify land
Sites identified by City of York Council Officers (City Development, Community Services, Property Services)	To identify buildings and land

Alternative housing sites suggested at Local Plan Changes 3 (February 2003) and Changes 4 (April 2005)	To identify buildings and land
New brownfield sites coming forward e.g. Terry's, York Northwest, Nestle;	To identify buildings and land, and any constraints to delivery
Sites suggested at the 2006 housing inquiries for Metcalfe Lane and Germany Beck; and	To identify buildings and land

[4.1](#) [4.1](#)—Sites that have been identified from the above list have been recorded and mapped on to our GIS software (MapInfo) to show their location and site boundary as well as key facts such as site size and whether it is brownfield or [greenfield](#)[Greenfield](#). A database of all the records has also been developed to enable monitoring and analysis of the results.

Employment Land Review

[4.24.2](#) The Council commissioned economic consultants SQW to undertake an Employment Land Review (ELR). The aim of the review was to provide the Council with an input into the Regional Spatial Strategy and to provide an evidence base for the LDF. Stage 1 of the assessment has been completed and involved the preparation of forecasts for the York economy from 2006 to 2021. The growth figures were then used to predict the amount of additional land that would be needed for employment uses. Stage 2 of the ELR will involve a review of existing employment allocations to assess which should be carried forward as allocations in the LDF and which may be more suitable for alternative uses. It is anticipated that this stage 2 ELR report will be completed in Spring 2008. The SHLAA practice guidance states that land allocated (or with permission) for employment or other land uses should be included as a potential source of supply if it is no longer required for that use. At this stage in the SHLAA we have not looked at existing employment sites (including allocations) as we do not yet know whether these sites are required for employment use.

[4.34.3](#) When Stage 2 of the ELR has been completed we will add any identified surplus employment sites into Phase 2 of the SHLAA and these sites will be considered along with those additional sites identified through the Call for Sites.

Open Space

[4.4](#) [A study on open space has been carried out for the Council by consultants PMP. The Open Space, Sport and Recreation Study \(2007\), sets local standards for open space provision and identifies area which are deficient in terms of the provision of different types of open space. At present the key method for reducing these deficiencies is through open space provision linked to new housing and commercial developments. However, through the Allocations DPD there may be opportunities to allocate specific sites within these areas of deficiency. It is important that any new open space provided either through new](#)

developments or specifically allocated sites is practicable usable open space which meets the needs of the area.

Empty Homes

- 4.35 In York the problems associated with empty homes are not so much about their visible blight on neighbourhoods, although at times there are examples of this, but more about the negative social impact that they have in a city of housing shortage. We estimate that in 2005 there were 605 homes that had been empty in York for more than six months¹³. This represents just 0.8 per cent of the housing stock, the lowest across all of the local authorities in the Yorkshire and Humber region. There are very few examples of difficult to let properties within the council and housing association stock in York and so we know that the overwhelming majority of empty homes are in the private sector. In April 2005 the discount from council tax that second homes and empty homes attract was reduced from 50 per cent to 10 per cent to deter people from leaving homes empty.
- 4.64 In 2004 the council approved an Empty Homes Policy that formalises the procedures that the council has in place to bring empty homes back into use¹⁴. In formulating the policy, consultation took place through a questionnaire to owners of 600 homes identified through council tax records as being empty for more than six months. Some 76 per cent of the properties were either already occupied or expected to be within a year. Only 133 properties were likely to remain empty for more than one year, representing just 0.16 per cent of the housing stock.
- 4.57 Although the number of homes that will remain empty for the long term is very small, the council provides funding through a York Landlord Grant¹⁵ scheme for the repair and refurbishment works costing up to £10,000 – that are needed to bring empty properties back into use for homeless families. In the last year, three landlords received grants for this purpose. In keeping with feedback received from landlords, the minimum length of lease will be reduced from ten years to five. It is expected that this will encourage more landlords to apply for the grant, thereby increasing the supply of homes.
- 4.68 In terms of the SHLAA the number of long-term empty homes in York is so small that it is unlikely that they will ever provide a quantifiable deliverable element of supply that could be included in the housing trajectory. In addition the Regional Spatial Strategy states that including empty homes within the SHLAA would result in an element of double counting since the housing requirement set out in the RSS is already discounted based on an assumed reduction in empty homes. For these reasons we have not included empty homes as a source of sites in the SHLAA.

¹³ City of York Council, Housing Investment Programme Return 2005.

¹⁴ Empty Homes Policy, Report to the Executive Member for Housing and Advisory Panel, December 2004.

¹⁵ The York Landlord Grant is a grant of up to £10,000 available to private landlords to bring empty properties back into use through a short/medium term leasing arrangement with local housing associations. The homes are used for temporary accommodation for homeless households.

Stage 4: Determining which sites and areas will be surveyed

~~5.1~~5.1 In total ~~216~~ 246 sites were identified across the urban area of York and the Local Service centres using the sources listed in figure 4.

~~5.2~~5.2 At this stage some sites were excluded and not taken forward to the site survey stage. A total of ~~65~~ 96 sites were excluded at this preliminary stage of the assessment. Figure ~~56~~ details which sites have been excluded and the reason why the site has been excluded at this stage. Annex 2 to this report shows the location of these sites. Reasons for exclusion at this first stage include sites that fall outside the existing urban area boundary and Local Service Centre (LSC) boundaries and also sites that were below the minimum size threshold of 0.2ha. Sites that did not conform to this were immediately excluded to minimise double counting of very small windfall sites (below 0.2ha) and to keep in line with the draft RSS sequential development policy and supporting settlement study (2004).

~~5.3~~5.3 Sites that were excluded at this stage of the SHLAA due to their location being outside of the existing settlement boundaries of either the main urban area or the local service centres may need to be re-assessed at a later stage of the SHLAA. The guidance states that following the review (Phase 1 & 2), if there are still insufficient sites, then it will be necessary to investigate how this shortfall can best be planned for. The two options are: the identification of broad locations for future housing growth (see stage 9) and/or the use of a windfall allowance (see stage 10). The approach will need to be plan led and accord with the spatial strategy for York as set out in the Core Strategy so may involve looking at additional areas rather than those identified but then excluded to date, should there be a shortfall.

Figure 65: Sites excluded from Survey stage

Site Ref	Name of Site	Reason for exclusion	Location (ward)	Site Size (ha)	Brownfield /Greenfield	Source of Site
22	Site E, Airfield Industrial Estate, Halifax Way	Outside of urban or LSC boundary	Wheldrake	0.17	Brownfield	Local Plan/NLUD
24	Elvington Airfield	Outside of urban or LSC boundary	Wheldrake	167.2	Brownfield	NLUD
30	Site C, Millfield Industrial Estate,	Outside of urban or LSC boundary	Wheldrake	0.8	Brownfield	Local Plan/NLUD
38	Chessingham Park, Dunnington	Outside of urban or LSC boundary & Below size threshold	Derwent	0.08	Brownfield	NLUD
39	Yoeman's Yard, Little Hallfield Road, Layerthorpe ¹⁶	Below size threshold	Heworth	0.15	Brownfield	NLUD
41	Millfield farm and land (sites a, b & c)	Outside of urban or LSC boundary	Rural West York	41.3	Greenfield	CYC Property Services
42	North Carlton Farm, Stockton on the Forest	Outside of urban or LSC boundary	Strensall	40.56	Greenfield	CYC Property Services
43	Land alongside A64/Sim Balk Lane	Outside of urban or LSC boundary	Rural West York	7.78	Greenfield	CYC Property Services
44	Land to the rear of Westfield School	Outside of urban or LSC boundary	Westfield	2.231	Brownfield	CYC Property Services
45	Sim Hills former landfill site, adj. Askham Bar Park and Ride	Outside of urban or LSC boundary	Dringhouses and Woodthorpe	6.556	Brownfield	CYC Property Services
46	4 Fishergate	Below size threshold	Fishergate	0.06	Brownfield	CYC Property Services
49	Eighth Avenue Allotments	Below size threshold	Heworth	0.15	Greenfield	CYC Property Services
53	Castle Museum Store (the Malt house), Lower Darnborough Street	Below size threshold	Micklegate	0.04	Brownfield	CYC Property Services
55	Acres Farm, Naburn	Outside of urban or LSC boundary	Wheldrake	5.26	Greenfield	CYC Property Services
59	Land at Millfield Lane	Outside of urban or LSC boundary	Rural West York		Brownfield	Changes 3
62	Land North of Windsor Drive, Wigginton	Outside of urban or LSC boundary	Haxby and Wigginton	4.88	Greenfield	Changes 3
63	Opposite the former Cattle Breeding Centre, Stockton on the Forest	Outside of urban or LSC boundary	Strensall	0.7	Greenfield	Changes 3
64	Church Lane, Elvington	Outside of urban or LSC boundary	Wheldrake	0.91	Greenfield	Changes 3
65	Land to the south of Greystone Court,	Outside of urban or LSC boundary	Haxby &	4.81	Greenfield	Changes 3

¹⁶ Site has outline permission for the erection of 10 two and 3 storey dwellings. Permission granted 9th November 2007.

Site Ref	Name of Site	Reason for exclusion	Location (ward)	Site Size (ha)	Brownfield /Greenfield	Source of Site
	Haxby		Wigginton			
66	Land to the east of York Road, Naburn	Outside of urban or LSC boundary	Wheldrake	3.2	Greenfield	Changes 3
67	Intake Lane, Dunnington	Outside of urban or LSC boundary	Derwent	2.68	Greenfield	Changes 3
68	Land at Westview Close	Outside of urban or LSC boundary	Rural West York	24.2	Greenfield	Changes 3
69	Land at Cranbrooks, Wheldrake	Outside of urban or LSC boundary	Wheldrake	3.02	Greenfield	Changes 3
70	Land at Haxby Road Farm, Haxby	Outside of urban or LSC boundary Outside of urban or LSC boundary	Haxby and Wigginton	0.89	Greenfield	Changes 3
71	Land south of Stripe Lane, Skelton	Outside of urban or LSC boundary	Skelton, Rawcliffe & Clifton Without	16.34	Greenfield	Changes 3
72	Land at Pond Field, Heslington	Outside of urban or LSC boundary	Heslington	6.3	Greenfield	Changes 3
73	Land at North Lane, Huntington	Outside of urban or LSC boundary	Huntington & New Earswick	16.46	Greenfield	Changes 3
74	Land to the North of Spring Hill Farm, Skelton	Outside of urban or LSC boundary	Skelton, Rawcliffe and Clifton Without	2.95	Greenfield	Changes 3
75	Land to the southeast of Dunnington, North of Hasacarr Lane	Outside of urban or LSC boundary	Derwent	5.2	Greenfield	Changes 3
76	Land to the North of New Earswick	Outside of urban or LSC boundary	Huntington and New Earswick	92.28	Greenfield	Changes 3
78	Land at the Mews, Strensall	Outside of urban or LSC boundary	Strensall	1	Brownfield	Changes 3
79	Land north of Boroughbridge road	Outside of urban or LSC boundary	Rural West York	23.6	Greenfield	Changes 3
80	Southfields Road, Strensall	Outside of urban or LSC boundary	Strensall	6.27	Greenfield	Changes 3
81	Land at Stockton Lane	Outside of urban or LSC boundary	Heworth Without	6.29	Greenfield	Changes 3
82	Elvington Park	Outside of urban or LSC boundary	Wheldrake	3.17	Greenfield	Changes 3
83	Land to the south of Prospect Farmhouse, Naburn	Outside of urban or LSC boundary	Wheldrake	3	Greenfield	Changes 3
84	Land at Sandy Lane, Stockton on the Forest	Outside of urban or LSC boundary	Strensall	2.7	Brownfield	Changes 3
85	Willow Court Farm, Holtby	Outside of urban or LSC boundary	Derwent	2.47	Greenfield	Changes 3

Site Ref	Name of Site	Reason for exclusion	Location (ward)	Site Size (ha)	Brownfield /Greenfield	Source of Site
86	Land at Tenthorpe/Knapton Lane, Knapton	Outside of urban or LSC boundary	AcembRural West York	0.68	Greenfield	Changes 3
87	Land at A1237/Boroughbridge Rd	Outside of urban or LSC boundary	Rural West York	56.11	Greenfield	Changes 3
88	Land to the North of Monks Cross Allocations	Outside of urban or LSC boundary	Huntington and New Earswick	71.5	Greenfield	Changes 3
90	Land at Murton Way	Outside of urban or LSC boundary	Osbalwick	1.65	Greenfield	Changes 3
91	Land at Woodthorpe	Outside of urban or LSC boundary	Dringhouses and Woodthorpe	29.4	Greenfield	Changes 3
93	Land at Pansy Field, West of Station Rd, Upper Poppleton	Outside of urban or LSC boundary	Rural West York	2.89	Greenfield	Changes 3
94	Land at the Retreat	Outside of urban or LSC boundary	Fishergate	16.04	Brownfield	Changes 3
96	Land West of Haxby Road	Outside of urban or LSC boundary	Huntington and New Earswick	0.8	Greenfield	Changes 3
97	Land at Church Lane, Bishopthorpe	Outside of urban or LSC boundary	Bishopthorpe	5.04	Greenfield	Changes 3
98	Land at Acaster Lane, Bishopthorpe	Outside of urban or LSC boundary	Bishopthorpe	3.73	Greenfield	Changes 3
99	Land at Bad Bargain Lane, Osbalwick	Outside of urban or LSC boundary	Osbalwick	12.82	Greenfield	Changes 3
100	Land at Acaster Lane, Bishopthorpe	Outside of urban or LSC boundary	Bishopthorpe	0.28	Greenfield	Changes 3
101	Land North of Avon Drive, Huntington	Outside of urban or LSC boundary	Huntington & New Earswick	4.68	Greenfield	Changes 3
102	Heslington Village and Common Lane	Outside of urban or LSC boundary	Heslington	94.6	Greenfield	Changes 3
105	R/O 98 Heworth Green	Below size threshold	Heworth	0.04	Brownfield	CYC Community Services
106	Adj Youth Centre, Wains Road	Below size threshold	Dringhouses and Woodthorpe	0.1	Brownfield	CYC Community Services
107	R/O 1 Vicarage Lane, Naburn	Outside of urban or LSC boundary	Wheldrake	0.06	Brownfield	CYC Community Services
108	Adj 26 Vicarage Lane	Outside of urban or LSC boundary	Wheldrake	0.03	Brownfield	CYC Community Services
109	St Stephens Square, St Stephens Road	Below size threshold	Westfield	0.03	Brownfield	CYC Community Services

Site Ref	Name of Site	Reason for exclusion	Location (ward)	Site Size (ha)	Brownfield /Greenfield	Source of Site
114	Bramham Road, Block 1	Below size threshold	Westfield	0.16	Brownfield	CYC Community Services
114 5	Bramham Road, Block 2	Below size threshold	Westfield	0.14	Brownfield	CYC Community Services
116	Acomb Wood Drive, Opp. Quaker Wood Pub	Below size threshold	Acomb	0.155	Greenfield	CYC Community Services
187	The Paddock, Grange Lane	Outside of Settlement Boundary	Rural West York	0.7	Greenfield	Alternative sites at change 3
188	Thornfield Farm, New Lane, Huntington	Outside of settlement Boundary	Huntington & New Earswick	11.5	Greenfield	Alternative sites at change 3
189	Land north of Malton Road, Huntington	Outside of settlement Boundary	Huntington & New Earswick	6.4	Greenfield	Alternative sites at change 3
190	Land north of sledmere crossing	Outside of settlement Boundary	Osbalwick	4.8	Greenfield / Brownfield	Alternative sites at change 3
191	Acomb Grange Area b)	Outside of settlement Boundary	Rural West York	1.48	Greenfield / Brownfield	Alternative sites at change 3
192	Acomb Grange Area a)	Outside of settlement Boundary / below size threshold	Rural West York	0.07	Brownfield	Alternative sites at change 3
193	Acomb Grange Area c)	Outside of settlement Boundary	Rural West York	No map	Greenfield	Alternative sites at change 3
194	Acomb Grange Area e)	Outside of settlement Boundary	Rural West York	No map	Greenfield	Alternative sites at change 3
195	Acomb Grange Area f)	Outside of settlement Boundary	Westfield	0.98	Greenfield	Alternative sites at change 3
196	Acomb Grange Area g)	Outside of settlement Boundary	Westfield	0.5	Greenfield	Alternative sites at change 3
197	Acomb Grange Area h)	Outside of settlement Boundary	Westfield	0.77	Greenfield	Alternative sites at change 3
198	Naburn Marina	Outside of settlement Boundary	Wheldrake	8.8	Brownfield	Alternative sites at change 3
199	York Riding School	Outside of settlement Boundary	Haxby &	2.4	Greenfield /	Alternative sites at

Site Ref	Name of Site	Reason for exclusion	Location (ward)	Site Size (ha)	Brownfield /Greenfield	Source of Site
			Wigginton		Brownfield	change 3
200	Elvington Airfield inset	Outside of settlement Boundary	Wheldrake	0.6	Greenfield	Alternative sites at change 3
201	Land west of Shipton Road, Skelton	Outside of settlement Boundary	Skelton, Rawcliffe & Clifton Without	4.1	Greenfield	Alternative sites at change 3
204	Land at Moor Lane	Outside of settlement Boundary	Rural west York	0.44	Brownfield	Alternative sites at change 3
205	Land to the west of Elvington Airfield Business Park	Outside of settlement Boundary	Wheldrake	9.6	Greenfield	Alternative sites at change 3
206	Land at Osblalwick	Outside of settlement Boundary	Osballdwick	2	Greenfield	Alternative sites at change 3
207	Land at Parkers pig farm	Outside of settlement Boundary	Strensall	40.1	Greenfield	Alternative sites at change 3
208	Land at Murton	Outside of settlement Boundary	Osballdwick	3.53	Greenfield	Alternative sites at change 3
210	Land at London Bridge	Outside of settlement Boundary	Rural West York	8.5	Greenfield	Alternative sites at change 3
211	Land North of Grimston Bar	Outside of settlement Boundary	Osballdwick	18.8	Greenfield	Alternative sites at change 3
212	East of Science City York (land between North Field Lane and A1237)	Outside of settlement Boundary	Rural West York	18.7	Greenfield	Alternative sites at change 3
213	Land South of Grimston Bar	Outside of settlement Boundary	Derwent	29.5	Greenfield	Alternative sites at change 3
214	Land to the west of Northminster	Outside of settlement Boundary	Rural West York	2.5	Greenfield	Alternative sites at change 3
215	Bustardthorpe Allotments	Outside of settlement Boundary	Micklegate	2.7	Greenfield	Housing Inquiries
216	Redundant Nursery, Field Lane Heslington	Outside of settlement Boundary	Fulford	0.64	Greenfield	Housing Inquiries
217	Former Nursery, opp Wyedale Garden Centre A59	Outside of settlement Boundary	Rural West York	2.76	Greenfield	Housing Inquiries

Site Ref	Name of Site	Reason for exclusion	Location (ward)	Site Size (ha)	Brownfield /Greenfield	Source of Site
218	Redundant nursing home, Hull Road	Below size threshold (developed)	Fishergate	0.18	Brownfield	Housing Inquiries
219	Former Civil services sports club	Outside of settlement Boundary	Rural West York	5.2	Greenfield / Brownfield	Housing Inquiries
LSC 1	R/O Hall, The Village	Below size threshold	Haxby & Wigginton	0.15	Brownfield	Desk top map survey
LSC 11	25 Station Grounds	Developed	Copmanthorpe Rural West York	0.25	Brownfield	Desk top map survey
LSC 18	60 Long Ridge Lane	Below Size Threshold	Upper and Nether Poppleton	0.19	Brownfield	Desk top map survey
LSC 37	Former Strensall Youth Centre	Below Size Threshold	Strensall	0.1	Brownfield	CYC Property Services
LSC 38	Station Road/Calf Close	Below Size Threshold	Haxby & Wigginton	0.025	Greenfield	Desk top map survey
LSC 39	Maple Avenue/Vernon Close	Below Size Threshold	Bishopthorpe	0.14	Brownfield	Desk top map survey

Stage 5: Carrying out the survey

6.1 Each of the remaining sites was surveyed by officers and was assessed for their availability and suitability using the constraints framework set out below. The constraints are based upon those set out by the guidance but have been made more specific for the City of York to take account of the individual characteristics of the city. This constraints framework has been amended to take account of comments received following the original consultation on the draft methodology.

Figure 76: Site characteristics and constraints

Site Characteristics and Possible Constraints		
Primary Constraints	Secondary Constraints	Tertiary Constraints
<ul style="list-style-type: none"> • Local Plan Openspace designation (including Strays) • National nature designations (SSSI's, SINC's, SPA's, RAMSAR), Local nature designations, habitats of legally protected species • Adverse effect on Listed buildings • Adverse effect on Scheduled Ancient Monuments 	<ul style="list-style-type: none"> • Flood risk assessed using Strategic Flood Risk Assessment • Accessibility to health, education, shops, leisure and community facilities (within 400m or 800m) • Access to very frequent public transport (up to every 15 minutes) within 400m • Greenfield site 	<ul style="list-style-type: none"> • Existing land use / role of site • In a Conservation Area? • Vegetation • Hydrological features • Routes and physical connectivity to existing infrastructure • Views and visual connectivity • Landscape quality/condition • Effect on archaeology • Contamination issues • Ownership issues • Highway capacity • Education capacity • Air quality Management Zone
SUPPLEMENTARY CONSTRAINT		
Brownfield back garden development, Operational Car Park		

Constraints Framework

6.2 The primary constraints provide a mechanism to constrain sites for issues that are considered to be a strong reason for preventing suitability as a housing site. If a site failed one of the primary constraints, listed in figure 67, then the site has not been taken forward to the secondary assessment stage. Those sites which fail to meet secondary constraints are considered to have lower potential for housing sites than those sites which do meet the criteria but have not been excluded from the assessment at this stage. The tertiary constraints provide additional information to inform stages 6 and 7 of the Assessment when more detailed information on constraints to development will be collected and analysed using stakeholder workshops.

Open Space Designations

6.3 All sites that are currently designated as openspace on the Local Plan proposals map have been excluded from further assessment.

Back Gardens

- 6.4 Some sites that have been identified are back gardens, which the guidance advocates, should be considered as a source of supply. In reality it is very difficult to survey these sites for their housing potential. There are two key problems with assessing these sites, firstly assessing their availability and secondly their viability due to ownership and access constraints. There are also likely to be policy considerations that would exclude 'backland' development because of alleys, amenity, or impact on the character of an area. It could be considered that some of these sites may possibly come forward in the long-term but as they are not considered part of a realistic supply in the identified sites category of this study. The gardens, which have been identified through the site identification process, have therefore been excluded from further assessment as it is considered unlikely that these sites could provide a realistic deliverable and developable option.
- 6.5 Figure [7-8](#) shows the [8588](#) sites that were excluded from further assessment due to failing one or more of the primary constraints. Annex 3 shows the location of these sites.

Figure 87: sites removed at Primary constraint stage

Site Ref	Site Name	Reason for Removal	Location (ward)	Site Size	Brownfield / Greenfield	Source of Site
47	Salisbury Road Bowling Green	Openspace	Holgate	0.3	Greenfield	CYC Property
48	Park off Balfour Street, Leeman Road	Openspace	Holgate	0.34	Greenfield	CYC Property
61	Land west of Haxby Road	Openspace	Huntington	2.03	Greenfield	Changes 3
77	Land at York RI Rugby Ground	Openspace	Holgate	6.7	Greenfield	Changes 3
89	Land at New Lane/Breck Lane Huntington	Openspace	Huntington	8.46	Greenfield	Changes 3
92	Land at Monks Cross	Openspace	Huntington	1.04	Greenfield	Changes 3
103	Land NE of Nestle Factory, Haxby Road	Openspace	Huntington	14.04	Part brownfield/ part greenfield	Changes 3
113	Chapelfields Playground	Openspace	Westfield	0.277	Greenfield	CYC Community Services
115	Bellhouse Way	Openspace	Acomb	1.06	Greenfield	CYC Community Services
117	Acomb Wood Drive adj. To Acomb shops and wood	Openspace	Acomb	1	Greenfeild	CYC Community Service
125	Land to front of flats, Bull Lane	Access to current flats	Hull Road	0.2	Brownfield	Map Survey
126	St Josephs Garden, Lawrence Street	Convent Garden – no access	Fishergate	2	Brownfield	Map Survey
127	Garden of 262 Fulford Road	Garden	Fishergate	0.33	Brownfield	Map Survey
128	Land off St Oswalds Road	Garden	Fulford	0.35	Brownfield	Map Survey
129	Land b/n Fulford Ings and Bowling Green, St Oswalds Road	Garden	Fulford	0.67	Brownfield	Map Survey
130	Gardens of Connaught Court	Garden	Fulford	1.7	Brownfield	Map Survey
131	RO 21-31 Heslington Lane	Garden	Fulford	0.36	Brownfield	Map Survey
132	Gardens R/O White House, Main Street, Fulford	Garden	Fulford	0.21	Brownfield	Map Survey
133	RO Raddon House/adj Ings, Fenwicks Lane	Landlocked	Fulford	0.23	Brownfield	Map Survey

Site Ref	Site Name	Reason for Removal	Location (ward)	Site Size	Brownfield / Greenfield	Source of Site
134	RO Gate Fulford Hall, Fenwicks Lane	Landlocked	Fulford	0.3	Brownfield	Map Survey
135	Garden RO 10 Fenwicks Lane	Garden	Fulford	0.2	Brownfield	Map Survey
136	Garden RO Delwood Croft, Fenwicks Lane	Garden	Fulford	0.42	Brownfield	Map Survey
137	Carpark off Bishopthorpe Road	Operational Car Park	Mickelgate	0.2	Brownfield	Map Survey
138	Adj Millfield School, Nunthorpe Avenue	Garden	Micklegate	0.2	Brownfield	Map Survey
140	RO Chancery House, Holgate Road	Landlocked garden	Holgate	0.23	Brownfield	Map Survey
141	Land at Brear Close	Openspace (woodland)	Dringhouses & Woodthorpe	0.32	Greenfield	Map Survey
142	Garden at 23c Tadcaster Road	Garden	Dringhouses & Woodthorpe	0.49	Brownfield	Map Survey
144	Adj. 5 Cherry Lane, off Tadcaster Road	Garden	Dringhouses & Woodthorpe	0.45	Brownfield	Map Survey
145	Adj Racing Stables, Tadcaster Road	Operational use for Racing Stables	Dringhouses & Woodthorpe	0.64	Greenfield	Map Survey
146	Land RO 178-190 Hull Road	Openspace (woodland)	Hull Road	0.34	Greenfield	Map Survey
147	Land adj Field Lane	Openspace	Heslington	0.5	Greenfield	Map Survey
148	Land adj. Field Lane	Open Space	Heslington	0.2	Greenfield	Map Survey
149	Land at Kingsthorpe	Openspace	Westfield	0.26	Greenfield	Map Survey
150	Land at end of Osprey Close	Open Space	Westfield	1.4	Greenfield	Map Survey
151	Land between Alness Drive/Acomb Wood Drive	Openspace (woodland)	Dringhouses & Woodthorpe	0.34	Greenfield	Map Survey
152	Land off Acomb Wood Drive	Openspace (woodland)	Dringhouses & Woodthorpe	0.2	Greenfield	Map Survey
153	Land at Leven Road, Woodthorpe	Openspace	Dringhouses & Woodthorpe	0.24	Greenfield	Map Survey
154	Garden of 155 Huntington Road	Garden	Heworth	0.2	Brownfield	Map Survey

Site Ref	Site Name	Reason for Removal	Location (ward)	Site Size	Brownfield / Greenfield	Source of Site
155	Land RO Electricity sub station	Operational Car park	Clifton	0.6	Brownfield	Map Survey
156	Carparks adj. Yearsley Baths. Hayleys Terrace	Operational Carpark for swimming baths	Clifton	0.44	Brownfield	Map Survey
157	Carparks at Nuffield Hospital	Operational Carpark	Clifton	0.63	Brownfield	Map Survey
158	Land at end of Pinsent Court (Redgrove Close)	Openspace	Heworth	0.35	Greenfield	Map Survey
159	Car Park, High Newbiggin Street	Operational Carpark	Guildhall	0.6	Brownfield	Map Survey
160	Land adj. Rawcliffe Grange, Northolme Drive	Garden	Skelton, Rawcliffe & Clifton Without	0.37	Brownfield	Map Survey
161	Playing field/pumping station adj library, Rawcliffe Lane	Openspace	Skelton, Rawcliffe & Clifton Without	0.3	Greenfield	Map Survey
162	Tennis Court, Water Lane	Part of school grounds	Skelton, Rawcliffe & Clifton Without	0.26	Brownfield	Map Survey
164	Car Park adj. Homestead Park	Operational Carpark	Clifton	0.22	Brownfield	Map Survey
165	Land R/O John Burrill Homes, off Water Lane	Garden	Clifton		Brownfield	Map Survey
167	Land R/O properties on Government House Road	Garden	Clifton	0.54	Brownfield	Map Survey
168	Land adj. Garnet Terrace	Openspace	Holgate	0.3	Greenfield	Map Survey
169	Land adj. Water End Clifton	Openspace	Holgate	0.67	Greenfield	Map Survey
170	Marygate Car Park	Operational Carpark	Guildhall	0.8	Brownfield	Map Survey
171	R/O Cavender Grove/Adj Ouse Acres Allotments	Openspace (Allotments)	Holgate	0.45	Greenfield	Map Survey
172	Acomb Water Tower	Non Statutory conservation Area	Holgate	2	Part Brownfield / Part Greenfield	Map Survey
173	Garden RO 23 Earswick Village, Earswick	Landlocked garden	Strensall	0.3	Brownfield	Map Survey

Site Ref	Site Name	Reason for Removal	Location (ward)	Site Size	Brownfield / Greenfield	Source of Site
174	Land adj River Foss, RO properties on Lindon Close	Openspace	Huntington & New earswick	1	Greenfield	Map Survey
175	Land at White Rose Grove, New Earswick	Openspace	Huntington & New earswick	0.22	Greenfield	Map Survey
176	Elm Tree Garage Car Park	Operational Carpark	Huntington & New earswick	0.34	Brownfield	Map Survey
177	Land off Alder Way,	Openspace	Huntington & New earswick	0.2	Greenfield	Map Survey
178	Land off Jockey Lane, Huntington	Openspace	Huntington & New earswick	0.26	Greenfield	Map Survey
180	Land off Landalewood Road	Openspace	Skelton, Rawcliffe & Clifton Without	0.2	Greenfield	Map Survey
181	Land at Holyrood Drive, Rawcliffe	Openspace	Skelton, Rawcliffe & Clifton Without	0.4	Greenfield	Map Survey
182	Land RO 15 & 19 Murton Way	Garden	Osboldwick	0.2	Brownfield	Map Survey
LSC 2	R/O The Village, Haxby	Garden	Haxby & Wigginton	0.2	Brownfield	Map Survey
LSC 3	Land at North Lane, Haxby (Oaken Grove School)	Openspace	Haxby & Wigginton	0.67	Brownfield	Map Survey
LSC 5	Land off York Road	Landscaped entrance to dwellings	Haxby & Wigginton	0.25	Brownfield	Map Survey
LSC 6	Land R/O 95-109 York Road	Multiple boundary issues	Haxby & Wigginton	2.9	Brownfield	Map Survey
LSC 7	Land R/O 200 York Road	Garden	Haxby & Wigginton	0.3	Brownfield	Map Survey
LSC 9	21 School Lane (surrounding land), Copmanthorpe	Garden	Copmanthorpe	0.66	Brownfield	Map Survey
LSC 10	RO 3 Main Street/11 Church Street,	Landlocked	Copmanthorpe	0.2	Brownfield	Map Survey

Site Ref	Site Name	Reason for Removal	Location (ward)	Site Size	Brownfield / Greenfield	Source of Site
	Copmanthorpe					
LSC 12	Land RO 7-17 Tadcaster Road	Multiple boundary issues	Copmanthorpe	0.58	Brownfield	Map Survey
LSC 13	RO 37 Sim Balk Lane	Garden	Bishopthorpe	0.6	Brownfield	Map Survey
LSC 15	Land RO The White House, Chantry Lane, Bishopthorpe	Landlocked	Bishopthorpe	0.25	Brownfield	Map Survey
LSC 16	Land RO Ramsey House, Bishopthorpe	Garden	Bishopthorpe	0.19	Brownfield	Map Survey
LSC 17	Land RO 14-50 Main Street	Multiple boundary issues	Bishopthorpe	0.95	Brownfield	Map Survey
LSC 20	Land adj. Brambles	Garden	Upper & Nether Poppleton	0.2	Brownfield	Map Survey
LSC 21	Land at back of Lord Nelson Inn	Multiple ownership issues	Upper & Nether Poppleton	0.36	Brownfield	Map Survey
LSC 22	RO 7-11 Church Lane	Garden	Upper & Nether Poppleton	0.34	Brownfield	Map Survey
LSC 24	Land adj. Bramble, Derwent Lane, Dunnington	Garden	Dunnington	0.52	Brownfield	Map Survey
LSC 25	Dismantled Railway, RO 97 Petercroft Lane	Garden	Dunnington	0.33	Brownfield	Map Survey
LSC 26	Land to RO 20-33 Pasture Close	Openspace	Strensall	0.6	Greenfield	Map Survey
LSC 28	Land off Westpit Lane, Strensall	Openspace	Stensall	0.2	Greenfield	Map Survey
LSC 29	Land RO The Gables, Church Lane, Strensall	Garden	Strensall	0.28	Brownfield	Map Survey
LSC 30	Land adj. Robert Wilkinson Primary School, Strensall	Landlocked site	Strensall	0.55	Brownfield	Map Survey
LSC 34	Land RO Terrington Close / Jaywick Close	Nature Conservation site	Strensall	1.25	Greenfield	Map Survey
LSC 41	Land to RO Keble Park North	Openspace	Bishopthorpe	0.34	Greenfield	Map Survey

Surveyed Sites with Existing Permission / Under Construction

- 6.6 In addition to the sites removed for primary constraints ~~287~~ identified sites were removed from the assessment at this stage because they were either under construction (part complete) or had planning permission for residential use or other uses [\(see figure 9\)](#). Those sites with an existing permission for residential development are included as existing 'commitments' and are quantified separately in section 6 of this report along with the remainder of commitments currently in the system (as [at@31st March 2007](#)). Figure 8 details the sites that were excluded at this stage as an existing commitment. The sites with permission for residential development will be counted in the housing supply for York but will be treated as an existing commitment rather than a newly identified site. Annex 4 shows the location of these sites.

Sites to be taken forward to next stage of the Assessment

- 6.7 Figure [910](#) shows the ~~369~~ remaining sites to be taken forward to the next stage of the assessment (Stage 6 - Estimating the housing potential of each site). These sites were all surveyed and a proforma and map produced for each site including all the site characteristics information. Annex 5 includes an individual site map and proforma for each of the sites listed in figure [910](#) along with an overall map showing the location of all the sites.

Figure -98: Surveyed sites with existing planning permission or under construction

Site Ref	Site Name	Reason For Removal	Location (Ward)	Site Size	Brownfield / Greenfield	Source of site
1	Metcalf Lane, Osbaldwick (Allocation H1.16)	Has outline permission for 540 dwellings	Osbaldwick	14	Greenfield	Local Plan allocation
2	Hungate (Allocation H1.12)	Has permission for 720 dwellings as part of mixed use scheme	Guildhall	2	Brownfield	Local Plan allocation
6	Germany Beck (Allocation H1.24)	Has permission for 700 dwellings	Fulford	18	Greenfield	Local Plan allocation
10	Heworth Green (Allocation H1.35)	Heworth Green North part completed comprising 172 apartments and 4-storey office with car park. Heworth Green South permission for 158 flats (awaiting S106 agreement).	Heworth	1.3	Brownfield	Local Plan
14	Minster Engineering (Allocation H1.44)	Permission for 57 dwellings	Guildhall	0.3	Brownfield	Local Plan
15	Birch Park, Huntington (Allocation H1.47)	Permission for 193 dwellings	Huntington & New Earswick	2.4	Brownfield	Local Plan
16	The Croft Campus, Heworth Green (Allocation H1.48)	Part Completed. Permission for 144 dwellings	Heworth	1.3	Brownfield	Local Plan
19	York College, Tadcaster Road (Allocation H1.51)	Permission for 360 dwellings	Dringhouses & Woodthorpe	10.3	Brownfield	Local Plan
21	Former Presto, 25 George Hudson Street (Allocation S1b)	Completed for retail units including supermarket	Micklegate	0.28	Brownfield	NLUD
27	Warehouse, 23 Hospital Fields Road, Fulford	Permission for 2 storey office development	Fishergate	0.3	Brownfield	NLUD
28	York Business Park, Nether Poppleton	Planning permission for various industrial/business uses	Rural West York	16.4	Brownfield	NLUD
32	Annamine Nurseries	Permission granted for display of	Huntington & New	1	Brownfield	Local Plan / NLUD

Site Ref	Site Name	Reason For Removal	Location (Ward)	Site Size	Brownfield / Greenfield	Source of site
	(Allocation E3a. 15)	Portakabins	Earswick			
33	Car park, Dixons Lane, Piccadilly	Completed for four storey office building	Guildhall	0.11	Brownfield	NLUD
36	Land off Amy Johnson Way, Clifton Moor	Permission for 2 storey Eco Business Centre including 32 workshops, 40 office units & wind turbine	Skelton, Rawcliffe & Clifton Without	0.58	Brownfield	NLUD
40	Land at Foss Islands Road (Allocation S1c)	Part Completed. Redevelopment incl. Superstore and non food units & restaurant	Heworth	5.2	Brownfield	NLUD
52	St Barnabus CE Primary School, Bright Street	Reserved Matters pending for 14 apartments	Holgate	0.1	Brownfield	CYC Property
56	Clifton Family Centre, 107 Burton Green, Clifton	Outline permission for 8 dwellings	Clifton	0.16	Brownfield	CYC Property
95	Land at 31 Lea Way	Permission granted for 14 dwellings	Huntington & New Earswick	0.44	Brownfield	Alternative Sites at Change 3
120	Derwent Playing Fields, Osbaldwick	Permission granted for 24 dwellings	Hull Road	1.2	Greenfield	Adrian Wilson Joint Housing Inquiry (Germany Beck & Derwenthorpe)
121	Barbican Centre, Paragon Street	Under Construction for redevelopment including 240 apartments, hotel and alterations to Barbican Centre	Fishergate	2	Brownfield	City Development
139	RO 89a The Mount	Part Completed. Extension and refurbishment to form Hotel Du Vin	Micklegate	0.25	Brownfield	MapSurvey
143	19 St Edwards Close, Tadcaster Road	Permission for two storey detached dwelling	Dringhouses & Woodthorpe	0.46	Greenfield	Map Survey
185	South of Monks Cross (Premier Employment Allocation E1a.3)	Existing permission for mixed use including park and ride (completed) and B1, B2 office use	Huntington & New Earswick	11.7	Greenfield	Map Survey

Site Ref	Site Name	Reason For Removal	Location (Ward)	Site Size	Brownfield / Greenfield	Source of site
LSC 4	1 Station Cottages, Linley Avenue, Haxby	Permission for erection of 3 detached dwellings	Haxby & Wigginton	0.4	Greenfield	Map Survey
LSC 8	Land R/O 20a & 22 Mill Lane	Permission granted for 5 dwellings	Haxby & Wigginton	0.26	Brownfield	Map Survey
LSC 31	The Tannery, Sheriff Hutton Road, Strensall	Outline permission for Business Park (B1). Not implemented. Expires 2009.	Strensall	2.4	Brownfield	York-England.com
LSC 443	R/O The Lodge, Sandy Lane	Permission granted for 1 dwelling	Stockton-on-the-forest	0.23	Brownfield	Map Survey
<u>LSC 43</u>	<u>Adjacent to Stockton Grange, Stockton on the Forest</u>	<u>Permission granted for 1 dwelling (07/01840/FUL) 27/09/07</u>	<u>Stockton-on-the-forest</u>	<u>0.23</u>	<u>Brownfield</u>	<u>Map survey</u>

Figure 109: Site to be taken forward to the next stage of the assessment

Site Ref	Name	Location	Site Size (ha)	Brownfield / Greenfield	Source of site	Additional Information
3	Castle Piccadilly (Allocation H1.17, SP9 Action Area)	Guildhall	0.3 (residential element)	Brownfield	Local Plan	Local plan allocation included 27 residential dwellings (90 dw/ha)
4	Area north of Trinity Lane (remaining area of Allocation (H1.18))	Micklegate	0.23	Brownfield	Local Plan	Local plan allocation for estimated 27 dwellings (68 dw/ha)
5	Peel St / Margaret St (Allocation H1.22)	Guildhall	0.4	Brownfield	Local Plan	Local plan allocation for 30 dwellings (75 dw/ha)
7	Bonding Warehouse (Allocation (H1.30))	Micklegate	0.1	Brownfield	Local Plan	Local plan allocation for 20 dwellings (200 dw/ha)
8	Burnholme WMC, Burnholme Drive (Allocation H1.32)	Heworth	0.4	Brownfield	Local Plan	Local plan allocation for 16 dwellings (40 dw/ha)

Site Ref	Name	Location	Site Size (ha)	Brownfield / Greenfield	Source of site	Additional Information
9	Rosedale, Clifton Park (Allocation H1.33)	Skelton, Rawcliffe & Clifton Without	0.7	Greenfield	Local Plan	Local plan allocation for 8 dwellings (11 dw/ha)
11	MOD Land, Fulford (Allocation H1.37)	Fishergate	1.8	Brownfield	Local Plan	Local plan allocation for 72 dwellings (40 dw/ha)
12	Monk Bar Garage (Allocation H1.38)	Guildhall	0.1	Brownfield	Local Plan	Local plan allocation for 10 dwellings (100 dw/ha) * check application details
13	Reynards Garage (Allocation H1.42)	Guildhall	0.1	Brownfield	Local Plan	Local plan allocation for 10 dwellings (100 dw/ha)
17	15 a – c Haxby Road (Allocation H1.49)	Clifotn	0.3	Brownfield	Local Plan	Local Plan allocation for 10 dwellings (33 dw/ha)
18	10-18 Hull Road (Allocation H1.50)	Fishergate	0.4	Brownfield	Local Plan	Local Plan allocation for 17 dwellings (43 dw/ha)
20a	York Northwest (York Central part of site)	Holgate	35-37	Brownfield	Local Plan	Estimate of up to 3,000 dwellings
20b	York Northwest (British Sugar part of site)	Acomb / Rural West York	39.5	Brownfield	City Development	Estimate of 1325 dwellings to 2029
26	Council Depot, Beckfield Lane, Acomb	Acomb	0.35	Brownfield	NLUD	Application pending for residential development. Need to relocate existing depot.
35	Shipton Street Primary School	Clifton	0.4	Brownfield	NLUD	Application pending for 38 residential dwellings
50	Manor CE Secondary School	Acomb	3.7	Brownfield	CYC Property	Existing school will be vacated by Summer 2009. New school to be built.
51	Lowfield Secondary School	Westfield	5.7	Brownfield	CYC Property	Existing school to be vacant by Summer 2009. School to merge with Oaklands.
57	1-9 St Leonards Place	Guildhall	0.43	Brownfield	CYC Property	Site has been sold and City of York

Site Ref	Name	Location	Site Size (ha)	Brownfield / Greenfield	Source of site	Additional Information
						Council is leasing it back until 2009/10.
58	Parkside Commercial Centre, Terry Avenue	Micklegate	0.38	Brownfield	CYC Property	Application pending for residential development (no numbers). Existing commercial use to be relocated.
60	Land at Bootham Crescent	Clifton	1.66	Brownfield	Alternative sites at changes 3	Application pending for 93 dwellings. Application will need to run in parallel with an application for an alternate suitable site for football stadium.
104	Yearsley Bridge Centre	Heworth	1.47	Brownfield	CYC Community Services	Feasibility work underway. No decision taken as to future use of site
119	Terry's Factory	Micklegate	4	Brownfield	City Development	Application pending consideration for mixed use development including 225 residential dwellings
122	Discus Bungalows, St Anne's Court	Fishergate	0.75	Brownfield	Community Services	Due to go to Executive on 6 th November 2007. Tees Valley and York Housing Partnership.
123	Discus Bungalows, Regent Street	Fishergate	1.11	Brownfield	Community Services	Due to go to Executive on 6 th November 2007. Tees Valley and York Housing Partnership.
124	Discus Bungalows, Faber Street/Richmond Street	Heworth	1.36	Brownfield	Community Services	Due to go to Executive on 6 th November 2007. Tees Valley and York Housing Partnership.
163	Land around Bur Dike, between Sutton Way & Libourne Drive	Clifton	0.32	Greenfield	Map Survey	
166	Site off Water Lane, Clifton	Clifton	0.3	Brownfield	Map Survey	
179	Land off Tribune Way, Clifton Moorgate	Skelton, Rawcliffe & Clifton Without	0.4	Greenfield	Local Plan	Outline application for care home refused September 2007. Outline application withdrawn in February 2007 for light industrial development and residential development

Site Ref	Name	Location	Site Size (ha)	Brownfield / Greenfield	Source of site	Additional Information
						<u>comprising 12 dwellings.</u>
183	Nestle South	Clifton	5.8	Brownfield	City Development	Assumption of 350 dwellings
LSC 14	Land adjacent to 26 & 38 Church Lane, Bishopthorpe	Bishopthorpe	0.55	Greenfield	Map Survey	
LSC 19	Land adjacent 131 Long Ridge Lane, Upper Poppleton	Rural West York	0.2	Greenfield	Map Survey	
LSC 23	Land R/O surgery & 2a/2b Petercroft Lane, Dunnington	Derwent	0.23	Brownfield	Map survey	
LSC 27	22 Princess Road, Strensall	Strensall	0.5	Brownfield	Map Survey	
LSC 32	Land behind Netherwoods, Strensall	Strensall	0.98	Greenfield	Map Survey	
LSC 36	Land adjacent to The Bracks/Green Lane, Strensall	Strensall	5	Brownfield	Local Plan	
LSC 42	Builder Yard, Church Lane, Bishopthorpe	Bishopthorpe	0.33	Brownfield	Map Survey	<u>Expired permission or 6 x 5 bedroomed houses with double garages. Reserved Matters approval granted 14/4/98.</u>
LSC 43	Adjacent to Stockton Grange, Stockton on the Forest	Strensall	0.23	Brownfield	Map Survey	Application pending for 1 dwelling

Stage 6 : Estimating the housing potential of each site

Introduction

- 7.1 ~~7.1~~—The guidance states that the estimation of the housing potential of each identified site should be guided by the existing or emerging plan policy, particularly the approach to housing densities at the local level. Where the plan policy is out of date or doesn't provide a sufficient basis to make a local judgement, one approach to estimating potential is by sketching a scheme from scratch, or by using relevant existing schemes as the basis for an outline scheme, adjusted for any individual site characteristics and physical constraints.
- 7.2 Planning policy Statement 3 (housing) states that local authorities should be aiming to create: 'Places, streets and spaces which meet the needs of people, are visually attractive, safe, accessible, functional, inclusive, have their own distinctive identity and maintain and improve local character' and advises that local planning authorities should consider if a development: 'Creates, or enhances, a distinctive character that relates well to the surroundings and supports a sense of local pride and civic identity.
- 7.3 Successful places tend to be those that have their own distinct identity. How a neighbourhood looks affects how residents feel about where they live and character and quality help to increase community pride. The ability of a scheme to create a sense of place greatly depends on the quality of the buildings and the spaces around them. PPS3 advises that:
- 7.4 'Good design is fundamental to using land efficiently. Local Planning Authorities should facilitate good design by identifying the distinctive features that define the character of a particular local area. Careful attention to design is particularly important where the chosen local strategy involves intensification of the existing urban fabric. More intensive development is not always appropriate. However, when well designed and built in the right location, it can enhance the character and quality of an area. Successful intensification need not mean high rise development or low quality accommodation with inappropriate space. Similarly, in Conservation Areas and other local areas of special character where, if proper attention is paid to achieving good design, new development opportunities can be taken without adverse impacts on their character and appearance'.
- 7.5 Density is a measure of the number of dwellings which can be accommodated on a site or in an area. The density of existing development should not dictate that of new housing by stifling change or requiring replication of existing style or form. If done well, imaginative design and layout of new development can lead to a more efficient use of land without compromising the quality of the local environment.
- 7.6 Lower-density suburban family housing is popular but can be unsustainable. Higher-density flats are more sustainable but tend not to meet families' needs. This is the dilemma being faced by both local planning authorities and housing providers. Research now underway suggest that suburban qualities can be

achieved in higher-density schemes through careful planning, good design and effective management but it is essential that these schemes are integrated into existing suburbs particularly if the aim is to make these areas more sustainable. Architect Sir Richard Macormac is developing planning and design guidelines for family housing (see paragraph 7.67*) and a recent report published by research group Design for Homes¹⁷ urges planners to introduce standards for open and communal space in high-density developments and require management plans.

7.7 Many new developments have not provided for families and this has led to a failure to balance communities. Many recent higher density schemes have provided a mix of one and two-bedroom units, some very small. Of the flats built in England in 2005 97.5% are one or two-bedroom units (Housing Statistics 2005) and private units tend to be smaller than affordable dwellings. In York in the last four years (2003-2007) 61.5% of housing completions has been for flats and 38.5% houses. Of these completions 68% have been for 1 and 2 bed dwellings and only 32% 3 bedrooms or more. ~~Table x~~Figure 11 shows the housing mix achieved in York 2003-2007 for house type and the number of bedrooms. The Home Builders Federation (HBF) indicates that contrary to perceived wisdom, there is a shortage of larger homes, partly caused by the natural desire of older couples to stay within their present, under occupied homes. It is also a fact that people will generally occupy the maximum space that they can afford (Home Alone: the house preferences of one person households, NHBC, 1999).

Figure x: City of York 2003-2007 Housing Mix

Figure 11: City of York 2003-2007 Housing Mix

<u>Dwelling Type</u>	<u>1 bed</u>	<u>2 bed</u>	<u>3 bed</u>	<u>4 bed</u>	<u>5+ bed</u>	<u>Total</u>	<u>%</u>
<u>Detached House</u>	<u>1</u>	<u>14</u>	<u>30</u>	<u>132</u>	<u>60</u>	<u>237</u>	<u>6.5%</u>
<u>Semi-detached house</u>	<u>7</u>	<u>47</u>	<u>168</u>	<u>52</u>	<u>2</u>	<u>276</u>	<u>7.5%</u>
<u>Detached bungalow</u>	<u>0</u>	<u>11</u>	<u>22</u>	<u>17</u>	<u>1</u>	<u>51</u>	<u>1%</u>
<u>Semi-detached bungalow</u>	<u>6</u>	<u>8</u>	<u>3</u>	<u>0</u>	<u>0</u>	<u>17</u>	<u>0.5%</u>
<u>Town house/terraced house</u>	<u>13</u>	<u>194</u>	<u>421</u>	<u>184</u>	<u>27</u>	<u>839</u>	<u>23%</u>
<u>Flat/apartment/studio</u>	<u>601</u>	<u>1598</u>	<u>63</u>	<u>4</u>	<u>0</u>	<u>2266</u>	<u>61.5%</u>
<u>Total</u>	<u>628</u>	<u>1872</u>	<u>707</u>	<u>389</u>	<u>90</u>	<u>3686</u>	<u>100%</u>
<u>%</u>	<u>17%</u>	<u>51%</u>	<u>19%</u>	<u>11%</u>	<u>2%</u>	<u>100%</u>	

7.8 PPS3 is explicit about the need to create communities with a mix of incomes, stating that 'key characteristics of a mixed community are a variety of housing, particularly in terms of tenure and price, and a mix of different households such as families with children, single person households and older people'. 2003's Sustainable Communities Plan intends to provide 'a well integrated mix of decent homes of different types and tenures'.

The City of York Strategic Housing Market Assessment (SHMA)

¹⁷ Perceptions of Privacy and Density in Housing, Design for Homes

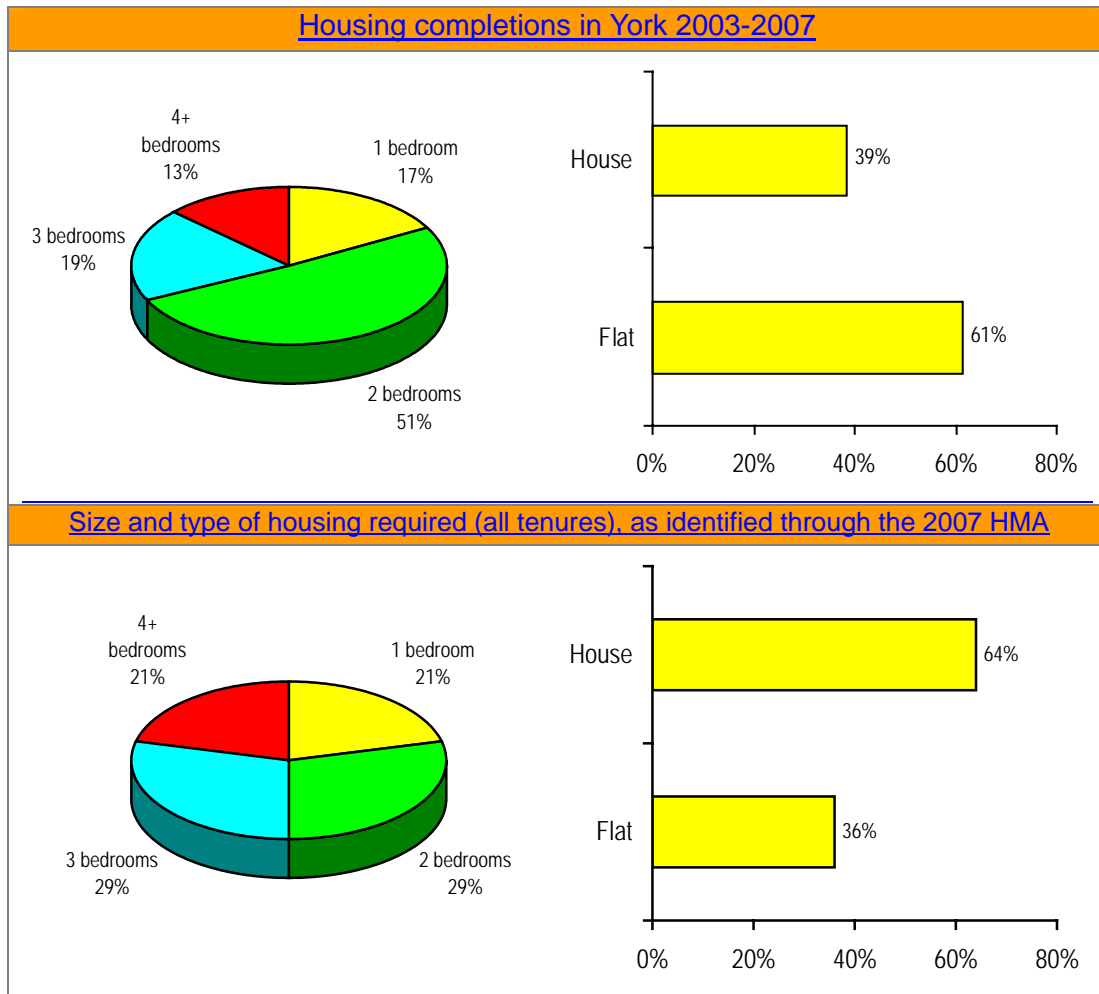
- 7.9 The 2007 City of York Strategic Housing Market Assessment (SHMA) which is a key part of the evidence base for the LDF investigates the unconstrained demand for different types and sizes of housing in York, including affordable housing. It is important that the findings of the SHMA are incorporated into the Strategic Housing Land Availability Assessment and that these two parts of the evidence base are used as the basis for making policy choices for the LDF with regards to housing. The key findings of the York SHMA are:
- 7.10 **Population** – the study found that whilst York shares the regional characteristic of a slightly lower than average population in the 30-45 yr age range, the population in the 20-29 yr age range is unusually high compared to the national average, largely due to York's status as a university town with large numbers of students. The proportion of children in the city is lower than the regional and national average and the proportion of over 70's is slightly higher. The population of York is expected to grow significantly over the next 15 years with especially large increases in those aged 60 and over and decrease in those aged 35 to 49.
- 7.11 Growth in the number of households is also significant with latest projections (March 2007, Office for National Statistics) estimating that the number of households is forecast to increase by 16,300 from 2006 to 2021 (around 1,087 per annum). At the same time the average household size is predicted to fall from 2.3 persons per household in 2006 to 2.17 by 2021. The policy implications of these changes are that there may be an increased demand for smaller homes (as average household sizes drop) whilst the requirement for specialist accommodation may well increase (in line with the increase in the elderly population). An appropriate annual housing requirement for York will be determined through the Regional Spatial Strategy.
- 7.12 **The current housing stock** – York has a slightly lower than average proportion of social rented housing compared to the national average (15%) with owner occupied housing making up most of the shortfall. The proportion of semi-detached housing and flats are in line with the wider region. There is less terraced housing than found in the region as a whole, and this shortfall is made up in the detached housing sector – although it remains a smaller proportion overall.
- 7.13 **Housing costs by tenure** – York's house prices are 28% higher than the regional average, and just below the national average. There is a significant gulf between average income earnings and average house prices. The typical house price to earnings ratio is high, both regionally and nationally, at 8:1. Entry-level prices vary from £114,500 to £242,000 depending on the size of the dwelling. Entry-level weekly rents in the private sector vary from £109 to £213. These are more than 100% higher than weekly rents in the social rented sector, at £59 to £79.
- 7.14 **Balancing Housing Markets** – The 'Balancing Housing Markets' assessment looks at the whole housing market. It combines a technical assessment of housing requirements with a reasoned judgement about exactly how the housing market operates. It estimates future supply for housing from 3 groups: household dissolution (death), existing households and out-migrant households. The same exercise is then carried out in terms of the demand for housing resulting from three groups (newly forming households, existing

households and in-migrant households). The net housing demand, using the BHM model, concludes that overall across all tenures, there is an apparent shortfall of 983 new homes per annum, with 331 per annum being in the urban sub area (see figure 3), 559 per annum in the suburban sub area and 93 in the rural sub area. This compares with the net housing need of 1,218 homes per annum which is what would be required to alleviate all housing problems in York, including spending any more than 25% of income on housing.

7.15 There is expected to be a greater demand for housing than the current stock of housing can meet, with 50% of overall shortfall, in the owner occupied sector (especially for 2 bedroom houses, although shortages of all sizes are shown), 7% in the private rented sector, 16% for intermediate housing, and 27% of the total shortfall for social rented houses. The demand for a range of dwelling sizes is clearly evident, with 21% looking for 1 bed, 29% for 2 bed, 29% for 3 bed, and 21% for 4 bed. Over 60% of households are looking for houses rather than flats. This can be compared to recent housing completions in York which reveal much higher completions of 1 and 2 bed homes and flats as shown in figure 12x.

7.16 ~~Figure x shows the mix of flats and houses in recent dwelling completions.~~ Almost two thirds of completions in the past four years are flats. ~~Figure 12 shows the mix of flats and houses in recent dwelling completions.~~ In comparison ~~Figure x12~~ also shows the overall requirement shown by analysis of future demand, and this shows almost the opposite pattern: nearly two thirds houses are needed. This is not surprising, and the need for houses rather than flats was a key factor in the grant of two recent major call in planning applications in York – Derwenthorpe and Germany Beck.

Figure 12: Housing completions in York (2003-2007) and housing required in the future



7.16 In reality, planning policy can only influence the mix and type of new houses built in two broad tenure categories (market and affordable), as it cannot effectively control which properties enter the private rented sector. By looking at the supply and demand results, the SHMA suggests the mix that is likely to be required to provide the sorts of accommodation demanded and shown to be in short supply.

7.17 **Housing need** – Housing need is defined through government guidelines by the number of households who lack their own housing or who live in unsuitable housing and who cannot afford to meet their own housing needs in the market. Future housing need is projected as an annual need over 2 years and is made up of new household formation together with existing households falling into need. This totals 2,157 homes in York with the current stock of affordable housing likely to provide around 1,065 homes. 20% of the existing need in York is added to this in order to address this need over a 5 year period which means that the total annual need for affordable housing in York is 1,218 homes (2,157 minus 1,065 add 126).

7.18 Rural issues – York has an important rural hinterland, much of which is Green Belt. Whilst major housing development is unlikely in parts of rural York, housing needs issues are often particularly acute in smaller rural communities. Hence it will be important to address this issue, even though the overall numbers of dwellings involved is small compared with the City wide scale. There are two levels to the policy issues – one relates to rural housing generally, and the other relates to ‘rural exceptions’ which is where planning permission may be granted on small sites not formally allocated for housing in order to maintain sustainability in rural villages. The evidence shows that rural areas generally have a higher percentage of owner occupation than urban areas. Property prices are generally higher and dwellings are more likely to be detached or bungalows than in urban areas. There is a limited supply of rural affordable housing and a general lack of smaller ‘cheaper’ market properties. It is clear in particular that poorer rural households have much greater difficulty in accessing services than either poorer urban households or households generally. These issues will be considered in developing the LDF Core Strategy.

7.19 Particular needs – The SHMA investigated specific housing requirements of particular groups such as those with support needs, families, older person households and Black and Minority Ethnic groups. The key findings were that:

- nearly 17% of all households in York contain at least one person with a support need. These households are more likely to live in unsuitable housing and had lower financial capacity with 17% of these households spending more than half their income on housing.
- More than a quarter of households in York contain only older people (above retirement age). These tend to be concentrated in the outer suburbs, particularly in owner occupied housing.
- Nearly half of younger people (aged 21-35) live in shared accommodation, and are especially concentrated in the inner suburbs of the city. The financial capacity of these households is below average and a larger proportion than average spend large percentages of income on housing.
- 6.8% of York’s population was within a BME group in 2004, compared to 4.9% in 2001. BME households tend to be located in private rented and terraced accommodation
- Households containing children make up nearly a quarter of all households in York and tend to be located in the outer suburbs and rural areas, and particularly in semi-detached housing. Such households are more likely to be living in unsuitable housing despite having a higher than average financial capacity.
- Lone parent households make up 3.5% of households in York. Such households have a much lower financial capacity than average and are more likely to spend a very large proportion of their income on housing.
- There are just over 14,500 full time students in York with around 6,000 of these living within the city’s housing stock. Most live in private rented housing, especially shared houses in the central area of the city.

7.20 Policy Implications – the SHMA stresses that, whilst huge unconstrained demand and need exist, wider planning objectives need to be considered and taken into account when interpreting these unconstrained demand figures into housing policy for the city. Specifically, there will be issues to consider with regard to environmental constraints, traffic flow and impact on natural and urban conservation designations. These factors will necessarily constrain the

level of house building in York and will be given due consideration in the Regional Spatial Strategy (which will set the annual requirement for new housing in York) and through the LDF Core Strategy which will determine the spatial strategy for meeting this requirement. At the same time the economic and affordable housing aspirations of the City Council need to be fully understood and considered. The Future York Group reported in June 2007 that sufficient and appropriate housing (affordable and family housing) should be allocated in the LDF in order to support the economic and social development objectives of the City. The Council consulted on the findings of this report over the summer and is considering its response to the recommendations.

7.21 0The SHMA highlights key issues for the Council to consider and will be used along with the SHLAA to inform the review of housing policy in York on a range of issues, most notably mix, size and type of housing, housing density, local affordability and the needs of particular groups. Policy options will be developed in the first instance through the established LDF Working Group and incorporated into the emerging LDF Core Strategy DPD. The SHMA and SHLAA will also be used to inform housing options within the two Area Action Plans (AAPs) – York North West and the City Centre and on specific sites which emerge either through allocation in the LDF Allocations DPD or which are unidentified (windfall) and considered appropriate for development. The Balanced Housing market results suggest that there is a need for all sizes of dwellings and mainly for houses rather than flats and this falls in line with wider Government objectives to create mixed and balanced communities. Mix and size of housing will need to be addressed through the LDF Core Strategy and on individual site allocations and negotiations.

~~7.21 An alternative and less resource intensive approach is to compare the site with a sample scheme, which represents the form of development, considered desirable in a particular area. Sample schemes should be exemplars and represent the range of site sizes and locations where housing development is anticipated. Comparison with the sample schemes can then be used in assessing the housing potential of individual sites, adjusted for individual site characteristics and physical constraints. Using real schemes as comparators has the additional advantage that the form of development on a site can be visualised.~~

The Approach to Estimating Initial Housing Potential

- 7.223 Housing potential is a significant factor that affects economic viability. The guidance advocates that stages 6 and 7 (assessing when and whether sites are likely to be developed) can usefully be carried out in parallel, to ensure that the housing potential for each site is guided both by the plan and by economic viability. At phase 1 in the assessment we have carried out a comprehensive review of housing densities achieved in different character areas of the city over the last ten years. This has enabled us to ~~produce a~~ analyse the median density achieved range for each character area, which reflects local historic trends and allows an initial estimation of housing potential to be applied to the identified sites on a local area basis. In addition to this we have looked at examples of schemes in each of the character areas, including new build developments and the existing densities of established residential schemes to enable further analysis and visualisation of different site densities. We have also looked at national exemplar housing schemes that meet the Building for Life Standards – a national award for well designed homes to look at the types of densities that can be achieved and ~~CABE's review of housing quality in the North of England~~ the Sustainable Suburbia project¹⁸ as well as local examples of sites which have achieved recommendations for good design and masterplanning.
- 7.234 At this stage of the assessment we have applied the median density range achieved over the last ten years to each identified site as well as the existing local plan density policy to allow an analysis of possible future policy options for the LDF Core Strategy regarding housing density. This report is not advocating that these are the number of dwellings that should be provided on sites. We will also take into account exemplar schemes and those which have received recommendations for good design (as detailed later in the report) and master planning to ensure we assume appropriate densities on sites in the next stage of the SHLAA (Phase 2) Further work will need to be undertaken on

¹⁸ Sustainable Suburbia: work in progress, MacCormac Jamieson Prichard Architects.

~~an individual basis to look at the constraints to development and the type of development that would be appropriate to the particular site. This report provides an evidence base to help facilitate decisions on housing policy choices that will be made through the Core Strategy DPD such as housing type and mix and housing density, produced a density range for each identified site (low, median and high) and are not advocating a definite potential for each site. This is because,~~

~~7.24~~ Aas suggested in the practice guidance, further work on estimating housing potential will take place at stage 7 ~~of the assessment~~. Stage 7 of the SHLAA assessment (assessing when and whether sites are likely to be developed) will take place at in phase 2 of the assessment which assessment, which will take place after the call for sites and will be carried out for all identified sites, including those identified now at phase 1. This assessment of the suitability, availability and achievability of each site will involve the use of stakeholder panels (including house builders, property agents and local organisations). This approach will add real value to the assessment by making the consultation panels more effective as densities, quantum and the true potential/limitations of sites can be more thoroughly considered and this in turn will affect their decisions on not just whether a site is developable but also when.

Existing Housing Density in York Housing Density Trends in York

~~7.5~~ ~~To analyse existing housing densities in York we have used a density multiplier approach (using standard densities and multiplying them with the area of each to obtain yields) for quantifying the supply for the SHLAA based upon the city split up into typical urban areas.~~

~~7.25~~ The existing policy approach regarding residential density in York is through policy H5a of the City of York Local Plan (April 2005). Policy H5a is :

H5a: Residential Density

The scale and design of proposed residential developments should be compatible with the character of the surrounding area and must not harm local amenity.

Applications for all new residential developments, dependent on individual site circumstances and public transport accessibility, should aim to achieve net residential densities of greater than:

- 60 dwellings/hectare in the city centre ¹
- 40 dwellings/hectare in the urban areas ²
- 30 dwellings/hectare elsewhere in the City of York

¹ The City Centre is defined on the city centre inset on the Local Plan proposal's map.

² The urban area of York is defined as the built up area, outside the city centre including Haxby and Wigginton

~~7.26~~ As part of the Annual Monitoring Report (AMR) process we monitor the Local Plan policies to see how they are being implemented. Figures x13 to x18 show the percentage of housing completions built in 2006 to 2007 that have achieved the minimum local plan density standards for the three areas (city centre, urban areas and elsewhere).

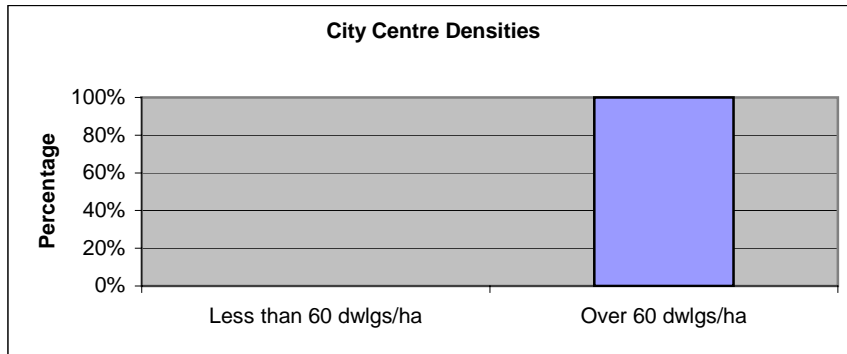
New build completion densities in the City Centre 2006-2007

Figure 13: New build completion densities in the city centre 2006-2007

06/07 New Build Completion Densities (City Centre)	Number of New Built Dwellings	Number of New Built Dwellings as a %
Over 60 Dwellings per hectare	56	100
Under 60 Dwellings per hectare	0	0
Totals	56	100%

Figure 14: City Centre density analysis

7.27



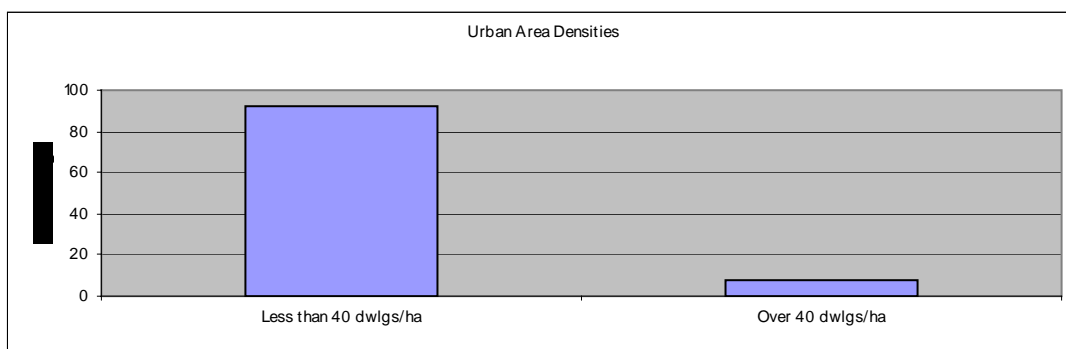
All the new build schemes completed in the City Centre area in 2006/07 were above the minimum density standard of 60 dwellings per hectare as set out in policy H5a. The schemes ranged from a net site density of 74 dwellings per hectare achieved on a small site of 2 dwellings at 15-17 Walmgate (05/00040/FUL) to 185 dwellings per hectare at 39 Walmgate (00/00782/FUL) where 20 properties were built.

New build completion densities in the urban area 2006-2007

Figure 15: New build completion densities in the urban area 2006-2007

06/07 New Build Completion Densities (Urban Area)	Number of New Built Dwellings	Number of New Built Dwellings as a %
Over 40 Dwellings per hectare	571	92
Under 40 Dwellings per hectare	51	8
Totals	56	100%

Figure 16: Urban area analysis



7.28

92% of completions in the urban area achieved a net site density of 40 dwellings per hectare or more. A number of schemes were built at densities over 100 dwellings per hectare, for example 6 properties were built at the Blacksmiths Arms in the old village Huntington (04/01855/REM) with a net density of 109 dwellings per hectare, a development underway at 129 Lawrence street (03/01175/FUL) for 20 properties has a net density of 154 dwellings per hectare and a development of 13 properties at the electricity sub station on Balfour Street (02/03814/FUL) has a net density of 191 dwellings per hectare. In total 8% of all completions in the urban area were built at a net site density of less than 40 dwellings per hectare. Most of these developments were for 1 or 2 properties.

New build completion densities elsewhere (non urban) in the city 2006-2007

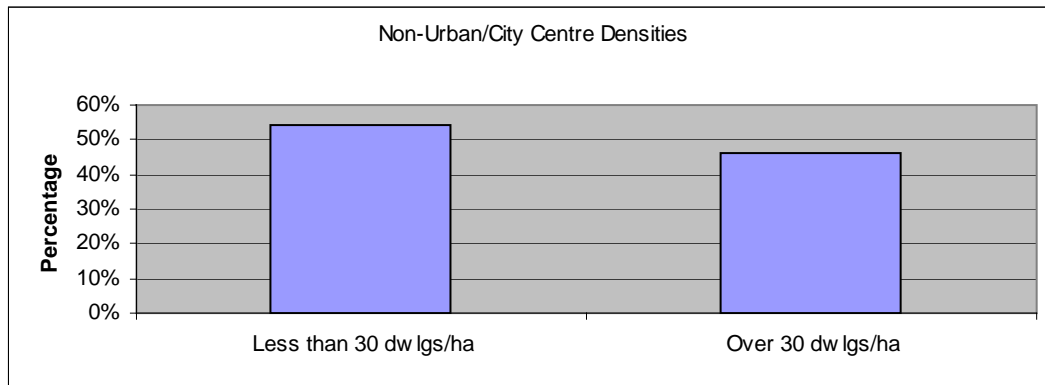
7.29 Just over half (54%) of new build completions in the non urban area of the city achieved the minimum density standard of 30 dwellings per hectare in 2006-2007. This included developments such as 24 properties to the rear of 229, 235 & 237 Strensall Road, Earswick (02/03942/REM) which has been built at a net density of 30.33 dwellings per hectare and 4 properties at 31 School Lane, Bishopthorpe

7.30 (04/02912/FUL)– which achieved 33 dwellings per hectare. 46% of the dwellings built were built at a lower density than the policy standard of 30 dwellings per hectare. Most of these developments are very small at only 1 or 2 properties.

Figure 17: New build completion densities elsewhere (non urban) 2006-2007

06/07 New Build Completion Densities (Elsewhere)	Number of New Built Dwellings	Number of New Built Dwellings as a %
Over 30 Dwellings per hectare	26	54
Under 30 Dwellings per hectare	30	46
Totals	56	100%

Figure 18: Elsewhere (non Urban) Analysis



7.316 To further analyse housing density trends in York we have completed a Typical Urban Area (TUA) study.ies This has involvede dividing the urban area in homogenous character case study areas determined on the basis of land use, character, housing density etc. The typical urban areas for York have been formulated via a desktop-based exercise using:

- Historical map data relating to the sequential development of York;
- York Central Historic Core Conservation Area Appraisal (draft, Oct 2005);
- Conservation areas taken from the Development Control Local Plan (April 2005);
- Vector maps of York;
- Aerial photography;
- Officer's knowledge of the city.

7.327 Following the desk based identification of the zones, a survey was undertaken to confirm the right locations for the boundaries. The identified zones are detailed in Annex 6.

7.33 7.8—The median net density has been calculated for density multiplier used in each TUA using is taken from an analysis of housing windfall completions and completions on allocated sites over the past ten years from 1st April 1997 to 31st March 2007. PPS3 states that local authorities should use 'net site density' when calculating site densities. A 'net site density' is a more refined estimate than a gross site density and includes only those areas which will be developed for housing and directly associated uses. This will include:

- access roads within the site;
- private garden space;
- car parking areas;
- incidental open space and landscaping; and
- children's play areas where these are provided.

It therefore excludes:

- major distributor roads;
- primary schools;
- open spaces serving a wider area; and
- significant landscape buffer strips.

7.34 -The majority of residential schemes built in the last ten years have been infill sites which tend to have a higher density as they don't always include infrastructure such as roads, footpaths, open space and landscaping and children's play areas if these are already present in the area.

This has allowed us to split the completions into their different zones and produce a low, medium and high-density range to estimate the capacity on each site. The sites that have reached the identified sites list have been attributed to a TUA zone dependent on which zone they fall within in the city. Sites that are located outside of these areas have been attributed the nearest zone in proximity to the site.

7.935 The density ranges themselves have been determined using statistical box plots. Box plots show the statistical distribution of the data being analysed and are useful in indicating variance, skew and outlying points in the data. Box plots depict graphically the minimum and maximum value in the data as well as the lower quartile, median and upper quartile figures. It is the range between the lower and upper quartile which have provided the low and high density range for the TUAs and the median value which has provided the medium range. We have rounded the figures to the nearest five or whole number. Figure 109 shows the median density ranges for each of the typical urban areas in the York urban area and the local service centres based on our analysis of housing windfall^{sa} and allocated sites completions over the last ten years. The relevant local plan minimum density has also been included to allow a comparison of policy options.

Figure 1940: density Ranges in each Typical Urban Area

Typical Urban Area	Density Range (dwellings per ha)	
	Median density	Existing Local Plan minimum density (Policy H5a)
York Urban Area		
Zone 1: City Centre	160	<u>60</u>
Zone 2: Terraced housing	100	<u>40</u>
Zone 3: Conservation Areas	40	<u>40</u>
Zone 4: Development Pre1960	50	<u>40</u>
Zone 5: Development between 1960s and 1980s	30	<u>40</u>
Zone 6: City Centre Extension Zone	155	<u>40</u>
Zone 7: Post 1980s Development	50	<u>40</u>
Zone 8: Employment areas	N/a	<u>N/a</u>
Zone 9: Educational Establishments	N/a	<u>N/a</u>
Zone 10: York University	N/a	<u>N/a</u>
Zone 11: MOD land	N/a	<u>N/a</u>
Zone 12: Recreation & Leisure	N/a	<u>N/a</u>
Zone 13: Medical Establishments	N/a	<u>N/a</u>
Local Service Centres		
Bishopthorpe	20	<u>30</u>
Copmanthorpe	15	<u>30</u>
Dunnington	20	<u>30</u>
Haxby & Wigginton	25	<u>40</u>
Stockton on the Forest	<u>30</u> <u>30</u>	<u>30</u>

Strensall	20	<u>30</u>	
Upper & Nether Poppleton	15	<u>30</u>	
Wheldrake	15	<u>30</u>	

NB: Figures are rounded to the nearest 5 or whole number NB: Figures are rounded to the nearest 5 or whole number

7.36 7.10—For each of the zones examples of schemes achieving both the median density and the local plan density have been analysed.

Zone 1: Typical Character Area - City Centre

Developments with net site densities of approx 160 dwellings per hectare (median density for zone 1)

<u>Application No.</u>	<u>Address</u>	<u>Site Size (ha)</u>	<u>No. Dwellings</u>	<u>Net density (dw/ha)</u>
<u>03/02025/FUL</u>	<u>Engineering Works to R/O Dixons Yard</u>	<u>0.067</u>	<u>50</u>	<u>179</u>
<u>97/01973/FUL</u>	<u>County House, 32-34 Monkgate</u>	<u>0.068</u>	<u>10</u>	<u>147</u>

County House, 32-34 Monkgate

Dixons Yard



Developments with net site densities of approx 60 dwellings per hectare (local plan density for zone 1)

<u>Application No.</u>	<u>Address</u>	<u>Site Size (ha)</u>	<u>No. Dwellings</u>	<u>Net density (dw/ha)</u>
<u>01/01854/FUL</u>	<u>Elands Yard, Rear of 71-73 Walmgate</u>	<u>0.045</u>	<u>3</u>	<u>67</u>
<u>03/02996/FUL</u>	<u>Moss Street</u>	<u>0.3</u>	<u>22</u>	<u>73</u>

	Depot			
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Elands Yard, rear of 71-73 Walmgate



Moss Street Depot



Zone 2: Typical Character Area - Terraced Housing

Developments with net site densities of around 100 dwellings per hectare (median density for zone 2)

<u>Application No.</u>	<u>Address</u>	<u>Site Size (ha)</u>	<u>No. Dwellings</u>	<u>Net density (dw/ha)</u>
<u>00/01912/FUL</u>	<u>14 Marlborough Grove</u>	<u>0.22</u>	<u>21</u>	<u>95</u>
<u>00/01457/FUL</u>	<u>St Johns Cottage, John Street</u>	<u>0.065</u>	<u>7</u>	<u>108</u>

14 Marlborough Grove



St Johns Cottage, John Street



Developments with net site densities of approx 40 dwellings per hectare (local plan density for zone 2)

<u>Application No.</u>	<u>Address</u>	<u>Site Size (ha)</u>	<u>No. Dwellings</u>	<u>Net density (dw/ha)</u>
<u>04/00507/FUL</u>	<u>3 Horsman Avenue</u>	<u>0.049</u>	<u>2</u>	<u>41</u>

3 Horsman Avenue



Zone 3: Typical Character Area - Conservation Areas

Developments with densities of around 40 dwellings per hectare (median density for zone 3 and local plan density for zone 3)

<u>Application No.</u>	<u>Address</u>	<u>Site Size (ha)</u>	<u>No. Dwellings</u>	<u>Net density (dw/ha)</u>
<u>03/00844/REM</u>	<u>59 The Old Village, Huntington</u>	<u>0.18</u>	<u>6</u>	<u>33</u>



Zone 4: Character Area - Development Pre 1960

Developments with net densities of around 50 dwellings per hectare (median density for zone 4)

<u>Application No.</u>	<u>Address</u>	<u>Site Size (ha)</u>	<u>No. Dwellings</u>	<u>Net density (dw/ha)</u>
<u>02/01073/FUL</u>	<u>161 Huntington Road</u>	<u>0.474</u>	<u>23</u>	<u>49</u>
<u>00/01170/FUL</u>	<u>13-19 Viking Road</u>	<u>0.14</u>	<u>7</u>	<u>50</u>

161 Huntington Road



13-19 Viking Road



Developments with densities of around 40 dwellings per hectare (local plan density for zone 4)

<u>Application No.</u>	<u>Address</u>	<u>Site Size (ha)</u>	<u>No. Dwellings</u>	<u>Net density (dw/ha)</u>
<u>00/00700/REM</u>	<u>Fossway/Sturdee Grove</u>	<u>2.15</u>	<u>80</u>	<u>37</u>

Fossway/Sturdee Grove



Zone 5: Typical Character Area – Development between 1960's & 1980's

Developments with net densities of around 30 dwellings per hectare (median density for zone 5)

<u>Application No.</u>	<u>Address</u>	<u>Site Size (ha)</u>	<u>No. Dwellings</u>	<u>Net density (dw/ha)</u>
<u>04/03431/FUL</u>	<u>2 Strensall Road, Huntington</u>	<u>0.112</u>	<u>3</u>	<u>27</u>

2 Strensall Road, Huntington



Developments with net densities of around 40 dwellings per hectare (local plan density for zone 5)

<u>Application No.</u>	<u>Address</u>	<u>Site Size (ha)</u>	<u>No. Dwellings</u>	<u>Net density (dw/ha)</u>
<u>02/03148/FUL</u>	<u>1 Sanderson House, Bramham Road</u>	<u>0.24</u>	<u>12</u>	<u>50</u>

1 Sanderson House, Bramham Road



Zone 6: Typical Character Area – City Centre Extension Zone

Developments with net densities of around 155 dwellings per hectare (median density for zone 6)

<u>Application No.</u>	<u>Address</u>	<u>Site Size (ha)</u>	<u>No. Dwellings</u>	<u>Net density (dw/ha)</u>
<u>03/01175/FUL</u>	<u>129 Lawrence Street</u>	<u>0.156</u>	<u>24</u>	<u>154</u>

129 Lawrence Street



There are no examples of 40 dwellings per hectare (minimum local plan density for zone 6) in zone 6 in the last ten years.

Zone 7: Typical Character Area – Post 1980's development

Developments with densities of around 50 dwellings per hectare (median density for zone 7)

<u>Application No.</u>	<u>Address</u>	<u>Site Size (ha)</u>	<u>No. Dwellings</u>	<u>Net density (dw/ha)</u>
<u>02/02308/REM</u>	<u>Tenneco Automotive, Manor Lane</u>	<u>5.379</u>	<u>277</u>	<u>51.5</u>
<u>02/03025/REM</u>	<u>RR Donnelley, Boroughbridge Road</u>	<u>4.94</u>	<u>257</u>	<u>52</u>

Tenneco, Manor Lane



RR Donnelley, Boroughbridge Road



Developments with around 40 dwellings per hectare (minimum local plan density for zone 7)

<u>Application No.</u>	<u>Address</u>	<u>Site Size (ha)</u>	<u>No. Dwellings</u>	<u>Net density (dw/ha)</u>
<u>01/02605/FUL</u>	<u>Rawcliffe Caravan Park, Manor Lane</u>	<u>1.4</u>	<u>52</u>	<u>37</u>
<u>02/01722/FUL</u>	<u>Properties at Slessor, Tedder & Salmond Road</u>	<u>2.868</u>	<u>128</u>	<u>45</u>

Rawcliffe Caravan Park

Slessor/Tedder/Salmon Road



Local Service Centres

Bishopthorpe

Developments with densities of around 20 dwellings per hectare (median density for Bishopthorpe)

<u>Application No.</u>	<u>Address</u>	<u>Site Size (ha)</u>	<u>No. Dwellings</u>	<u>Net density (dw/ha)</u>
<u>04/02790/FUL</u>	<u>Ferry Lane, Bishopthorpe</u>	<u>0.125</u>	<u>2</u>	<u>16</u>

Ferry Lane, Bishopthorpe



Developments with densities of around 30 dwellings per hectare (local plan density for Bishopthorpe)

<u>Application No.</u>	<u>Address</u>	<u>Site Size (ha)</u>	<u>No. Dwellings</u>	<u>Net density (dw/ha)</u>
<u>04/02912/FUL</u>	<u>31 School Lane, Bishopthorpe</u>	<u>0.12</u>	<u>4</u>	<u>33</u>

31 School Lane, Bishopthorpe



Copmanthorpe

Developments with net densities of around 15 dwellings per hectare (median density achieved in Copmanthorpe)

<u>Application No.</u>	<u>Address</u>	<u>Site Size (ha)</u>	<u>No. Dwellings</u>	<u>Net density (dw/ha)</u>
<u>98/00041/FUL</u>	<u>R/O 7 Low Green</u>	<u>0.92</u>	<u>16</u>	<u>17</u>
<u>99/01029/REM</u>	<u>Adj 25 Main Street, Copmanthorpe</u>	<u>0.24</u>	<u>3</u>	<u>12.5</u>

R/O 7 Low Green, Copmanthorpe Adj 25 Main Street, Copmanthorpe



Developments with net densities of around 30 dwellings per hectare (local plan density standard for Copmanthorpe)

<u>Application No.</u>	<u>Address</u>	<u>Site Size (ha)</u>	<u>No. Dwellings</u>	<u>Net density (dw/ha)</u>
<u>99/00237/REM</u>	<u>Ploughmans Close, Copmanthorpe</u>	<u>1.5</u>	<u>46</u>	<u>31</u>

Ploughmans Close, Copmanthorpe



Dunnington

Developments with densities of around 20 dwellings per hectare (Median density achieved in Dunnington)

<u>Application No.</u>	<u>Address</u>	<u>Site Size (ha)</u>	<u>No. Dwellings</u>	<u>Net density (dw/ha)</u>
<u>01/00788/FUL</u>	<u>41 York Street, Dunnington</u>	<u>0.132</u>	<u>3</u>	<u>23</u>
<u>01/00245/FUL</u>	<u>7 Greencroft Court, Dunnington</u>	<u>0.043</u>	<u>1</u>	<u>23</u>

41 York Street



7 Greencroft Court



Developments with net densities of around 30 dwellings per hectare (local plan density standard for Dunnington)

<u>Application No.</u>	<u>Address</u>	<u>Site Size (ha)</u>	<u>No. Dwellings</u>	<u>Net density (dw/ha)</u>
<u>97/02633/FUL</u>	<u>Adj. To 8/10 Petercroft Lane, Dunnington</u>	<u>0.031</u>	<u>1</u>	<u>32</u>

Adj. 8-10 Petercroft lane, Dunnington



Haxby & Wigginton

Developments with net densities of around 25 dwellings per hectare (median density achieved in Haxby & Wigginton)

<u>Application No.</u>	<u>Address</u>	<u>Site Size (ha)</u>	<u>No. Dwellings</u>	<u>Net density (dw/ha)</u>
<u>97/00770/FUL</u>	<u>Wigginton Garage, 26 The Village</u>	<u>0.83</u>	<u>22</u>	<u>26.5</u>
<u>04/03139/FUL</u>	<u>6 Stanley Avenue, Haxby</u>	<u>0.091</u>	<u>2</u>	<u>22</u>

6 Stanley Avenue, Haxby

Wigginton Garage, 26 The Village



Developments of around 40 dwellings per hectare (minimum local plan density in Haxby & Wigginton)

<u>Application No.</u>	<u>Address</u>	<u>Site Size (ha)</u>	<u>No. Dwellings</u>	<u>Net density (dw/ha)</u>
<u>99/00427/FUL</u>	<u>Adj. Jubilee Court, Haxby</u>	<u>0.047</u>	<u>2</u>	<u>42.5</u>

Adj. Jubilee Court, Haxby



Stockton on the Forest

Developments with around 30 dwellings per hectare (median density achieved in Stockton on the Forest & the local plan density standard)

<u>Application No.</u>	<u>Address</u>	<u>Site Size (ha)</u>	<u>No. Dwellings</u>	<u>Net density (dw/ha)</u>
<u>02/01656/FUL</u>	<u>92d The Village</u>	<u>0.029</u>	<u>1</u>	<u>34</u>
<u>01/00796/FUL</u>	<u>92b The Village</u>	<u>0.078</u>	<u>3</u>	<u>38</u>

92d The Village



92b The Village



Strensall

Developments with net densities of around 20 dwellings per hectare (median density achieved in Strensall)

<u>Application No.</u>	<u>Address</u>	<u>Site Size (ha)</u>	<u>No. Dwellings</u>	<u>Net density (dw/ha)</u>
<u>3/131/0191</u>	<u>Brecks Lane/Heath Ride/Northfields</u>	<u>18.598</u>	<u>374</u>	<u>20</u>

Brecks Lane/Heath Ride/Northfields, Strensall



Developments with around 30 dwellings per hectare (local plan density standard for Strensall)

<u>Application No.</u>	<u>Address</u>	<u>Site Size (ha)</u>	<u>No. Dwellings</u>	<u>Net density (dw/ha)</u>
<u>98/00841/GRG4</u>	<u>Highways Depot, Ox carr Lane</u>	<u>0.337</u>	<u>12</u>	<u>36</u>

Highways Depot, Ox carr Lane



Upper & Nether Poppleton

Developments with densities of around 15 dwellings per hectare (median density achieved in Poppleton)

<u>Application No.</u>	<u>Address</u>	<u>Site Size (ha)</u>	<u>No. Dwellings</u>	<u>Net density (dw/ha)</u>
<u>97/00579/FUL</u>	<u>Fox Inn, Church Lane, Nether Poppleton</u>	<u>0.79</u>	<u>10</u>	<u>13</u>
<u>03/03958/REM</u>	<u>The Beeches, Main Street, Upper Poppleton</u>	<u>0.236</u>	<u>4</u>	<u>17</u>

Fox Inn, Church Lane, Nether Poppleton The Beeches, Main Street, Upper Poppleton



Developments with densities of around 30 dwellings per hectare (local plan density standard for Poppleton)

<u>Application No.</u>	<u>Address</u>	<u>Site Size (ha)</u>	<u>No. Dwellings</u>	<u>Net density (dw/ha)</u>
<u>99/03009/FUL</u>	<u>R/O Westville, Black Dykes Lane</u>	<u>0.03</u>	<u>1</u>	<u>33</u>

R/O Westville, Black Dykes Lane



WWheldrake

Developments with around 15 dwellings per hectare (median density for Wheldrake)

<u>Application No.</u>	<u>Address</u>	<u>Site Size (ha)</u>	<u>No. Dwellings</u>	<u>Net density (dw/ha)</u>
<u>98/00794/FUL</u>	<u>22 Main Street</u>	<u>0.065</u>	<u>1</u>	<u>15</u>
<u>97/01169/FUL</u>	<u>Land adj. Back Lane South</u>	<u>0.065</u>	<u>1</u>	<u>15</u>

22 Main Street

Land adj. Back Lane South



Developments with around 30 dwellings per hectare (local plan density standard for Wheldrake

<u>Application No.</u>	<u>Address</u>	<u>Site Size (ha)</u>	<u>No. Dwellings</u>	<u>Net density (dw/ha)</u>
<u>7/s08/08977/FUL</u>	<u>Hunters Croft, Broad Highway</u>	<u>2.5</u>	<u>82</u>	<u>33</u>

Hunters Croft, Broad Highway



~~In addition to the analysis based on past completions in each TUA we have also carried out further analysis in the main residential zones (Zones 2 (terraced housing), 4 (development pre 1960), 5 (development between 1960's & 1980's), 6 (city centre extension zone) & 7 (post 1980's development). This further analysis has involved looking at examples of schemes in each area and their densities to look at how closely these represent the ranges identified in the first stage of the assessment.~~

~~7.11—Zones 1 and 3 (the City centre and Conservation Areas) are based on the character areas defined within the Central Historic Core Conservation Area Appraisal (draft). Within this study a number of different character areas are defined and officers feel that it would be more appropriate for any sites identified within zones 1 and 3 to be assessed on an individual basis at Phase 2 of the assessment (after the call for sites). At this first stage of the assessment, if any identified sites fall within zones 1 and 3 then a range has~~

been included based on historic completions in that area but no further analysis has been completed at this stage.

7.12 Zones 8 (employment areas), 9 (educational establishments), 10 (York University), 11 (MOD land), 12 (recreation and leisure) and 13 (medical establishments) include mainly non-residential uses and density analysis for these areas has not been undertaken.

Typical Urban Area Density Examples

Zone 2: Terraced Housing

7.13 Six examples of terraced housing have been looked at in zone 2. Figure 11 shows the 6 areas, the size of the area and the density (dwellings per hectare). Annex 7 includes a map of each of the areas surveyed. The densities in these terraced streets range from 68 in the Fulford Road area to 107 in Leeman Road. These are very similar figures to the range produced by analysing housing completions over the past ten years in this area. The range for Zone 2 is 70 dw/ha to 150 dw/ha with a median of 100.

Figure 11: Densities achieved in Zone 2

Site Area	Site Size	Density (dwgs/ha)
Clementhorpe	6.78	70
Scarcroft Road	5.84	78
South Bank	8.83	72
Leeman Road	7.57	107
Haxby Road (The Groves)	7.56	75
Fulford Road	9.27	68

Clementhorpe — Average Density 70 dwellings per hectare



Scarcroft Road — Average Density 78 dwellings per hectare

Leeman Road — Average density 107 dwellings per hectare

Haxby Road — Average density 75 dwellings per hectare

Fulford Road — average density 68 dwellings per hectare

Zone 4: Development Pre 1960

7.14 Six examples of Pre 1960 housing have been looked at in zone 4. Figure 12 shows the 6 areas, the size of the area and the density (dwellings per hectare). Annex 7 includes a map of each of the areas surveyed. The densities in these areas range from 20 in the Middlethorpe Grove area to 40 in Heworth (Dodsworth Avenue). These are slightly lower densities than the range produced by analysing housing completions over the past ten years in this area. The range for Zone 4 is 25 dw/ha to 70 dw/ha with a median of 50.

Figure 12: Densities in Zone 4

Site Area	Site Size	Density (dwgs/ha)
Middlethorpe Grove Area	28.27	20
Dringhouses	22.78	24
Poppleton Rd/Holgate Rd	10.42	23
Rawcliffe	11.56	29
Heworth (Dodsworth Avenue)	8.85	42
Tang Hall/Hull Road	19.21	31

Middlethorpe Grove Area — average density 20 dwellings per hectare



Dringhouses — average density 24 dwellings per hectare



Poppleton Road/Holgate Road — average density 23 dwellings per hectare



Rawcliffe — average density 29 dwellings per hectare



Heworth (Dodsworth Avenue) — Average density 42 dwellings per hectare

Tang Hall/Hull Road — Average density 31 dwellings per hectare



Zone 5: Development between 1960s and 1980.

7.15— Six examples of housing built between 1960s and 1980 have been looked at in zone 5. Figure 13 shows the 6 areas, the size of the area and the density (dwellings per hectare). Annex 7 includes a map of each of the areas surveyed. The densities in these areas range from 19 in Appletree Village to 52 in Foxwood. These are slightly lower densities than the range produced by analysing housing completions over the past ten years in this area. The range for Zone 5 is 20 dw/ha to 70 dw/ha with a median of 30.

Figure 13: Densities achieved in Zone 6

Site Area	Site Size	Density (dwgs/ha)
Woodthorpe	11.82	23
Foxwood	12.18	52
Chapelfields	31.1	30
Huntington (off New Lane)	30.28	31
Appletree Village	17.19	19
Badger Hill	24.13	22

Woodthorpe — Average density of 23 dwellings per hectare

Foxwood — Average density of 52 dwellings per hectare



Chapelfields — Average density 30 dwellings per hectare



Huntington — Average density 31 dwellings per hectare



Appletree Village — Average density of 19 dwellings per hectare

Badger Hill — Average density 22 dwellings per hectare



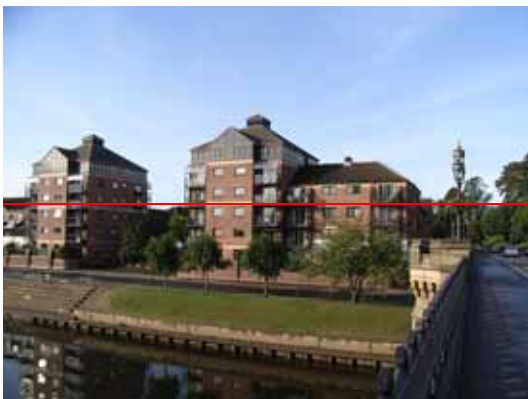
Zone 6: City Centre Extension Area

7.16 Four examples of housing have been looked at in zone 6. Figure 14 shows the 4 areas, the size of the area and the density (dwellings per hectare). Annex 7 includes a map of each of the areas surveyed. The densities in these areas range from 88 in Lawrence Street to 158 in Layerthorpe. These are similar densities to the range produced by analysing housing completions over the past ten years in this area. The range for Zone 6 is 110 dw/ha to 160 dw/ha with a median of 155.

Figure 14: Densities achieved in Zone 6

Site Area	Site Size	Density (dwgs/ha)
Bishops Wharf	1.82	97
Layerthorpe (Merchantsgate)	0.405	158
Lawrence Street	4.64	88
Walmgate Bar area	1.27	125

Bishops Wharf – Average density of 97 dwellings per hectare



Layerthorpe (Merchantsgate) – Average density of 158 dwellings per hectare



Lawrence Street — Average density 88 dwellings per hectare

Walmgate Bar Area — Average density 125 dwellings per hectare



Zone 7: Post 1980s Development

7.17 — Six examples of housing have been looked at in zone 7. Figure 15 shows the 6 areas, the size of the area and the density (dwellings per hectare). Annex 7 includes a map of each of the areas surveyed. The densities in these areas range from 22 in Fulford Road (Danesmead) to 29 in Clifton Moor Gate and York Business Park. These are lower densities to the range produced by analysing housing completions over the past ten years in this area. The range for Zone 7 is 35 dw/ha to 65 dw/ha with a median of 50.

Figure 15: Densities achieved in Zone 7

Site Area	Site Size	Density (dwgs/ha)
Acomb Wood	29.85	24
Adj York Business Park	6.64	29
Former Clifton Hospital	4.3	26
Clifton Moor Gate	20.42	29
Osbaldwick — (Broughton Way)	5.91	24
Fulford — Road (Danesmead)	3.29	22

~~Acomb Wood – Average density – 24 dwellings per hectare~~



~~Adj York Business Park – Average density 29 dwellings per hectare~~



~~Former Clifton Hospital – Average density 26 dwellings per hectare~~



Clifton Moor Gate – Average density 29 dwellings per hectare



Osbaldwick (Broughton Way) – Average density 24 dwellings per hectare



Fulford Way (Danesmead) – Average density 22 dwellings per hectare

Local Density and Design Exemplars

7.37 Further local examples of housing schemes have been looked at to add to the 'evidence base' on which policy choices regarding housing issues such as mix and type and density will be based. These decisions will be made through the Core Strategy DPD and Allocations DPD but the SHLAA aims to provide a range of local and national information on which these choices can be based. A number of schemes have been looked at in more detail including the Germany Beck and Derwenthorpe schemes, which were highlighted by the Inspector at the Joint Housing Inquiries as being 'rare examples of quality schemes with a pioneering approach to large scale residential development'. Other examples include the St Peters Quarter development on Leeman Road and Merchants Gate development on Layerthorpe which are recognised by CABA¹⁹ in its housing audit of design quality in the North East, North West and Yorkshire and the Humber and local schemes which have been recognised by the York Design awards including Moss Street Depot and Merchants Exchange.

Germany Beck, Fulford, York

7.38 Following a joint public Inquiry in June 2006 for both the Germany Beck and Derwenthorpe schemes an outline planning permission was granted (May 2007) for approximately 700 dwellings, the creation of public open space and community facilities, including local shops, with associated footpaths, cycleways, roads and landscaping on about 34ha of land.

The Inspector stated in the conclusion to his report²⁰ that "it is rare, in my all too extensive experience, to come across schemes of such quality and that exhibit, in their different ways, pioneering approaches to large scale residential development".

7.39 The aim for Germany Beck is to create a vibrant mixed community contributing to, and integrated into, its surroundings. There is to be a wide variety of housing in terms of size, type and tenure designed to reflect local style and character with 35% of the dwellings to be provided as affordable homes. Every property is to achieve an 'EcoHomes' rating of excellent and be designed to a 'lifetime' standard. The use of 'home zones' integrated with footpaths, cycleways, open space and the nature park would offer safe and easy movement between neighbourhoods as well as into the surrounding area and the nearby community facilities, so fostering natural surveillance. About 16ha (47% of the whole site) of open space is to be provided and off-site facilities, such as a 'multi use games area' and indoor sports hall, created at the School (Fulford School) for both community and school use. A programme of management and planting would improve the wet grasslands of the Germany Meadow SIN²¹. An entirely new Nature Park with considerable ecological value for a variety of native local plant species will be created and the incorporation of 'sustainable drainage systems' should alleviate flood risks and enhance biodiversity.

¹⁹ Commission for Architecture and the Built Environment.

²⁰ <http://www.communities.gov.uk/documents/planningandbuilding/pdf/319379>

²¹ Site of Importance for Nature Conservation

7.40 The 'master plan' shows a series of different local areas, linked by footpaths, greenways and roads, which would exhibit their own sense of place and design. It would provide a coherent structure allowing, design guidance, appropriate phasing and the provision of community facilities, including a local shop of about 200m². The design cue for the spine road is to be Main Street, Fulford with active frontages and movement into the areas of lower density housing to the rear, where dwellings are to be arranged in groups, or 'home zones' or along pedestrian lanes. The range of net densities proposed at Germany Beck would vary between about 35dph to almost 60 dph, though the estimated average net density of the housing is roughly 40dph. There are to be terraced, semi-detached and detached houses, mews dwellings and apartments offering from 2 to 4 bedrooms .

Figure 20: Master Plan for Germany Beck



Figure x: Master Plan for Germany Beck

Derwenthorpe, Osbaldwick

7.41 Following the public Inquiry outline planning permission has been granted (May 2007) for residential development of around 540 homes on 22 hectares of land. The aim of the design is to create:

- an environmentally sustainable development;
- a model for an edge of town extension incorporating and advancing best practice principles applied to housing and community;
- a strong mixed tenure community;
- an attractive environment with a strong identity and robust character; and
- a development that discourages anti-social behaviour and within which residents of all ages feel safe.

7.42 The development is to be arranged around a central square and community buildings with avenues extending into the 4 distinct neighbourhoods built up from 'perimeter blocks', home zones, green lanes and mews courts (see figure x21). The dwellings within relevant neighbourhoods would be designed to integrate with existing housing; for example, bungalows would be located in the immediate vicinity of Meadlands. A hierarchy of routes, including footpaths and cycleways, are to be integrated with the housing, play areas, open space and the 'natural' zones. Safe and easy routes would be available to and from the surrounding community facilities, such as schools and shops.

7.43 A strong mixed community would be fostered by providing a mix of size and type of housing. There would be 1 and 2 bedroom flats, 2 bedroom bungalows and 2 to 4 bedroom houses arranged in terraces, semi-detached and detached forms of 1 to 3 storeys in height. The average density would be just under 39 dph. 40% of the dwellings are to be affordable homes and about 4% are to be specifically designed for occupation for older residents. The affordable units will be 'pepper potted' across the site and to be built to exactly the same design and structure as the open market housing. This is a key element in the design to foster integration and facilitate the creation of a mixed and sustainable community. Every dwelling is to achieve an 'EcoHomes' rating of 'very good' and 1% are to serve as 'models' of an 'innovative plus' rating; all dwellings are to be designed to 'lifetime homes' standards.

7.44 About 7.2ha of new open space (33% of the whole site) is to be provided on the site, enhanced with orienteering routes, a jogging track and trim trail. New provision is to be made elsewhere including a multi-use games area and enhanced facilities at local schools and the creation of a new site of nature conservation interest at New Earswick. The scheme is aimed to be a 'beacon' for future major housing development both in its design and in its approach to social and community integration. There are long term management measures and arrangements for community involvement and an innovative approach to the provision of affordable housing.

Figure x21: Master plan for Derwenthorpe





Picture Credits: Street scene images by Richards Partington Architects (these are illustrative of the design proposals for phase 1).

CABE's Housing Audit: St Peter's Quarter, Leeman Road and Merchants Gate, Layerthorpe

7.45 CABE undertook their second audit of new housing in 2005 covering the North East, North West and Yorkshire and Humber regions and reviewed the design quality of 93 schemes completed by each region's 10 largest volume housebuilders between January 2002 and January 2005. CABE selected the audited schemes to represent a range of development contexts (for example, city centre, suburb) and scheme types (for example apartments, town houses). All developments selected were within the average house price bracket (which at the time of the audit was £185,000). Each of the schemes were selected was then scored against 16 criteria in 4 themes: character; roads, parking and pedestrianisation; design and construction; and environment and community. These criteria are drawn from the Building for Life Standard endorsed by the Home Builders Federation (HBF), the Housing Corporation, English Partnerships, the Civic Trust and Design for Homes.

-7.46 The audit uses four categories of quality: 'very good' – an overall score of more than 80%, demonstrating a commitment to high quality design and place making; 'good' – an overall score of more than 75%, demonstrating good design and place making for most criteria; 'average' – an overall score of more than 50%, has begun to address urban design principles but not addressed all criteria in a positive way and 'poor' – an overall score of less than 50%, has not begun to address the urban design and place-making principles and has achieved low scores in most audit criteria.

7.47 Overall in the Yorkshire and Humber region 14% of audited schemes were identified as 'poor' and 86% as average'. None of the schemes audited in the region were identified as 'good' or 'very good'. The St Peter's Quarter scheme on Leeman Road achieved the highest score in the Yorkshire and Humber

region at 75%, just missing out on the 'good' category (more than 75%) which demonstrates good design and place making for most of the criteria. The Merchants Gate scheme on Layerthorpe (see fig x) achieved the third highest score in the region at 70%. The Merchants Gate scheme provided 64 dwellings at a net site density of 158 dph. The housing mix comprised 47 2 bed flats and 17 1 bed flats.

Figure x22: Merchants Gate, Layerthorpe



7.48 The St Peter's quarter scheme was picked out as one of 12 case studies looked at in more detail. Figure x shows the extract from the CABE audit. The St Peter's Quarter scheme provided 229 homes (one, two, three and four bed) at a density of 62 dwelling per hectare. The overall assessment score was 75%. The audit states that 'St Peter's Quarter is a distinctive development in layout, use of materials and its overall character. Its crescent layout, set around a central open space, immediately succeeds in providing the development with a strong identity and sense of place and the variation in building heights and external treatments enhance the individuality of the design. There is a mix of dwelling types from apartments to large townhouses and a mix of tenures and a sound landscape plan with a generous amount of communal open space and the planting of semi-mature trees, includes play and kick-about areas'.

Figure x23: St Peter's Quarter, Leeman Road, York

St Peter's Quarter, Leeman Road, York

Setting **Innecity**

Local authority **York City Council**

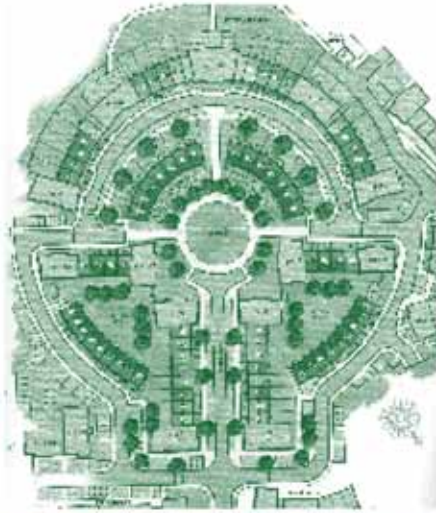
Developer **Taylor Woodrow plc for Wilson Connolly (Northern)**

Dwellings **229 homes (one, two, three and four-bed)**

Density **62 dwellings per hectare**

Parking **Mix of on-street, rear courts and garages**

Overall assessment score **75%**



The crescent layout gives the development a strong identity and sense of place



St Peter's Quarter is a distinctive development in layout, use of materials and its overall character. Its crescent layout, set around a central open space, immediately succeeds in providing the development with a strong identity and sense of place. Variations in building heights and of external treatments enhance the individuality of the design. In particular, higher buildings at corners help to define the development's layout.

High-quality architectural detailing, particularly around the windows and balconies, enhances the individuality of St Peter's Quarter. A sound landscape plan, with a generous amount of communal open space and the planting of semi-mature trees, includes play and kick-about areas. The relatively high standard of landscaping is continued within the private gardens.

There is a mix of dwelling types, from apartments to large townhouses, and a mix of tenures, which adds to its character both visually and in the cross-section of residents who live there.

The approach to car parking combines on-street, rear courts and integrated garages, which breaks up its impact. The scheme's location (five minutes' walk to the centre of York) means that residents will potentially be less car-dependent, making it a much more sustainable form of development than many of the others we audited.

Hungate, York

- 7.49 The Hungate site is located approximately 0.5 kilometres south of York Minster, on the banks of the River Foss and close to Monk Bridge. Located on the south east edge of the city centre it lies within the city walls. The area is predominately characterised by older warehouse type buildings (for example Navigation Wharf) with more modern interventions through the development of smaller infill sites, such as two multi storey car parks as well as the DEFRA office buildings immediately to the north east of the site.
- 7.50 A Planning Brief for Hungate was produced by the Council in October 1999 setting out the vision for the redevelopment of the site and was adopted as Supplementary Planning Guidance to the City of York Local Plan. This was updated in 2005 following another publication and adopted for development control purposes in April 2005.
- “...to create an exciting and attractive new riverside office, leisure and residential quarter, which adds to the vitality and viability of the city centre, is safe and secure, and which promotes sustainable development by providing a mix of uses, with priority given to pedestrians, people with mobility problems, cyclists and public transport.”
- 7.51 Phase 1 was granted permission on 22nd February 2007 and Phase 2 was granted permission on 26th November 2007. The approved outline application for Hungate was for a fully sustainable, mixed use development that provided opportunities in which to work, rest, shop, visit and live. A total of 720 residential units are proposed. The development will provide a mix of housing types and design. The accommodation will broadly comprise 245 one bedroom apartments (40 sq. m), 376 two bedroom apartments (58-74 sq m), 64 three bedroom apartments (83 sq m), 35 four bedroom houses (195-232 sq m). The overall density of residential development would be approximately 175 dwellings per hectare. If the landmark office site is excluded the density is approximately 190 dwellings per hectare.
- 7.52 Phase 2 was chosen as an area for mixed use due to its central location within the scheme and its key views out to the River Foss and the existing building opposite, Navigation Wharf. In order to deliver and sustain the uses proposed a substantial critical mass of surrounding residential development is required. Therefore phase 2 of the development seeks to achieve that by providing 154 new apartments in a variety of size and tenure attracting a variety of buyer profiles in order to secure a balanced community. Phase 2 will also include commercial units set along the riverside, Friars Quay and adjacent to the focal building providing shops, restaurants and bars.
- 7.53 The apartments are arranged around a central courtyard forming a communal area for the residents, whilst externally the building defines the main pedestrian areas to the scheme. The development aims to fully integrate into the surrounding urban fabric by establishing key physical and visual links and by creating visually interesting aesthetic that respects the historic nature of its environment whilst not creating pastiche. The 154 apartments will comprise of 5 studios, 32 1 bed flats, 104 2 bed flats and 13 3 bed flats and will include a mix of affordable housing (31 dwellings) including ‘for rent’ and ‘discount market sale’. These units will be indistinguishable in appearance from the

private dwellings. The overall density of phase 2 will be 277 dwellings per hectare.

7.54 Usable amenity space is provided for the use of residents of all dwellings throughout the scheme. This will include public open space, private communal courtyards, balconies and roof terraces. The dwellings are designed to enclose courtyard area for the use of residents only via secure access cores.

7.55 Within the development all retail and residential properties will be built to a very high standard, to ensure they achieve BREEAM or Ecohomes 'very good' standard with 15% of the residential properties to reach an 'excellent' standard.

Hungate – Phase 2



York Design Awards

7.56 The York Design Awards were launched in 2007 by the then Lord Mayor Councillor Janet Hopton and are now in their second year (2008 awards). The aim is to encourage and promote excellence in conservation and outstanding distinctive contemporary design, striving for the highest standard of design in 21st century development which will contribute to York's great heritage. There are four categories: New Build to include domestic, residential, commercial and public; conservation; conversion/reuse; and public space and landscape. The design awards are a partnership between several organisations including

the York Civic Trust, English Heritage, City of York Council, York Guild of Building and local architects and are judged by an independent panel. The 2008 awards are underway and will be presented in May 2008. The 2007 winners include:

New build Residential – Moss Street

(-Also commended at the RIBA White Rose Award for Architecture, December 2007)

Location: Urban

Site Size: 0.3ha

No. Dwellings: 22

House Type: Flats (3 x 1bed & 19 x2 bed)

Net Density: 73 dph



Mixed Commercial/Residential/Conservation – Merchant Exchange & 62-68 Low Petergate

Merchant Exchange

Location: City Centre

Site Size: 0.17ha

No. Dwellings: 23

Mixed Use: 23 flats, A3 (food & drink) and B1 (business)

House Type: Flats (19 x2 bed, 2x 3 bed & 2x 4 bed)

Net Density: 135 dph

Merchant Exchange, Skeldergate 62-68 Low Petergate



62-68 Low Petergate (former York College for Girls)

Location: City Centre

Site Size: 0.22ha (Change of use)

No. Dwellings: 19

Mixed Use: 19 dwellings, 5 A1 retail units & 1 A3 (food & drink)

House Type: Flats (5 x 2 bed & 14 x 3 bed)

Net Density: It is not possible to calculate net density for this site as it is a mixed use scheme involving a change of use/conversion.

62-68 Low Petergate



Poplar Tree Gardens, Sixth Avenue (Pro-Yorkshire Awards, Royal Institution of Chartered Surveyors)



Site Size: 0.162 ha

No. units: 24

Net site Density: 148 dph

Mix: 19 x 2 bed, 4 x 3 bed, 1 x 1 bed

7.57 In January 2002, Yorkshire Housing in partnership with City of York Council, completed the development of a series of 24 strikingly designed one, two and three bedroom apartments. The development at Sixth Avenue, Tang Hall provides 24 affordable homes in a modular-build complex. It was built by local firm Yorkon, the Portakabin subsidiary and designed by innovative London firm

Cartwright Pickard. Each of the large one, two and three bedroom apartments has its own balcony, or garden, central heating, fully fitted kitchen, double glazed windows and award winning Secured by Design certification.

Horsman Avenue, York: Winner: Best Innovation, Variety Club Residential Property Awards 2007

Site Size: 0.049

No. units: 2

Net site Density: 41 dph

Mix: 1 x 2 bed & 1x 4 bed (semi-detached)



7.58 Modern homes built with modern methods for modern lifestyles were developed by Yorkshire Housing in partnership with City of York Council. The innovative family were built using sustainable materials and incorporate glass frontages to harness solar warmth which in turn reduces fuel consumption, making the homes economical to heat, water and light conservation measures were also included in the design in order to make these Eco Homes.

National Density Exemplars –~~Building for Life Standards~~

Building For Life Standards

7.5948 The Building for Life Standard is the national benchmark for well-designed housing and neighbourhoods in England. Launched in 2003 it is awarded to house builders and housing associations that demonstrate a commitment to high design standards, good place making and sustainable development. The criteria covers four main themes: Character; Roads, Parking and Pedestrianisation; Design and Construction and Environment and Community. We have looked at some exemplar schemes throughout the country, which meet the Gold and Silver Standard (fulfilling 70% or more of the Building for Life Criteria) to provide examples of the different densities achieved in these successful schemes.

Example 1: Highgate, Durham (Gold Standard)



Location: Urban
Density: 49 dph

7.4609 Bounded by heavily trafficked trunk roads on two flanks and within a conservation area this development of 26 flats and 34 town houses is on a prominent sloping site overlooking Durham City Centre. The 1.28 hectare triangular site owned by Durham City Council and formerly part of its medieval layout was cleared in the 1930s, subsequently used as a car park and was one of four inner city sites identified for early development in a 1998 city centre plan.

Example 2: Charter Quay, Kingston upon Thames (Gold Standard)



Location: Urban
Density: 185 dwgs/ha

[7.61](#) [7.20](#)—Charter Quay is a 1.3ha mixed use development, which includes 244 dwellings, 8 commercial units, a business centre, gym and a new community theatre. There are 239 flats in six and seven storey blocks arranged around two pedestrian squares and 5 townhouses along the riverside. The 100% parking is underground providing a car free environment.

Example 3: Bishops Walk, Ely, Cambridgeshire (Silver Standard)



Location: Suburban
Density 34 dw/ha

[7.62](#) [6212](#) This 1.1 ha site is set in an extremely sensitive location between Ely Cathedral and the Great Ouse River. This example of sensitive development within a conservation area is designed to look and feel like part of the existing city fabric. The narrow front town houses, some of which are exceptionally large include integral garages, parking, generous private gardens and public amenity space. The variety of heights, widths, elevations and materials within each terrace gives the appearance of house-by-house construction.

Example 4: The Village, Caterham-on-the-Hill (Gold Standard)



Location: Suburban
Density: 40 dw/ha

7.2632 This extensive mixed-use development is on a 120-year-old barracks site vacated by the Ministry of Defence. Linden Homes and John Thompson & Partners (architects) actively encouraged the participation of the local residents who were initially fiercely opposed to the scheme. The Village has been successfully integrated with the surrounding locality, which benefits from the new community services it provides such as a supermarket, new bus service and children's play area.

Example 5: The Russells, Broadway, Worcestershire (Gold Standard)



Location: Village
Density: 42.3 dw/ha

7.6423 Praised by the Building for Life judges as a 'great piece of urbanism.....real town building', The Russells is a development respectful of its Cotswolds setting, with great character and a superb new public square. The Russells is located behind the high street of Broadway village, a World Heritage site on the northern edge of the Cotswolds. Built on the brownfield land of a former factory set up by an Arts and Craft furniture maker it is now a mixed-use development of 77 private and affordable homes with mixed use including a supermarket and museum. The developer has refurbished 16th Century buildings into shops and a restaurant along the high street and created pedestrian links to a new supermarket and public pedestrian square behind. Across the square an old barn has been converted into a new museum. With housing for the elderly identified as a local priority, 24 flats special needs flats have been built beside the square and supermarket around a secure court.

Example 6: Scalebor Park, Burley in Wharfedale (Silver Standard)



Location: Village
Density: 35 dw/ha

7.2465 Scalebor Park is located on the edge of the greenbelt between Bradford and Leeds. This 1.2 ha site came with generously proportioned Edwardian buildings, which were used for many years as a psychiatric hospital. The scheme consists of 4 major building elements, which between them provide 139 new houses. The majority of these are built around a formally planted square, with the rest laid out in more standardised development at the fringes. These four elements comprise: a Georgian area made up of 86 mostly terraced properties; a new build cul-de-sac of 12 brick detached houses, 16 stone clad larger properties and three blocks of converted hospital buildings.

Example 7: Micklethwaite, Wetherby (Silver standard)



Location: Suburban
Density: 56 dw/ha

7.257.66 Micklethwaite is a part brownfield and part Greenfield site on a hilltop site overlooking the town of Wetherby. The layout and design of the scheme was inspired by Spanish hill towns and forms a pattern of high-density courtyards and streets with permeable pedestrian links throughout. 105 dwellings are arranged on the 1.86 ha site at a density of 56 dwellings per hectare. The scheme is built using local stone and timber sourced from sustainable forests. The dense packing of a variety of house types creates a varied roofline when viewed from the town centre. Garden space is sacrificed in some of the houses or flats to maximise the internal space of the units and to suit buyers who would rather have a 'maintenance free' garden.

Sustainable Suburbia Study

7.267.67 Recent work on Sustainable Suburbia being undertaken by Macormac Jamieson Prichard architects for the London Assembly identified scope for higher densities ~~than these schemes~~ to achieve high quality units that are sustainable. The ongoing study 'Sustainable Suburbia' sets out a spatial strategy which reconciles essential qualities of suburbia with efficient land use, and with walkable communities which need not be car dependent. The suburban aspirations of family housing – a mainstream segment of the market – usually associated with low densities, can be achieved at higher densities, which offer a range of communal and strategic advantages usually associated with urban contexts. In this way, private and communal advantages can be reconciled. The essential characteristics of each can be set down as shown in figure 24-x.

7.68 The communal objectives have strategic implications for planning authorities and meet government objectives set out in PPS3. But they also have implications for volume housebuilders who will have to realise these PPS3 objectives in the planning process:

- Create more sustainable patterns of development which deliver accessibility by public transport for employment, education, local services, shopping and recreation
- Make more efficient use of land
- Give priority to pedestrians over vehicular movement
- Reduce car dependence
- Promote the design of high quality living environment.

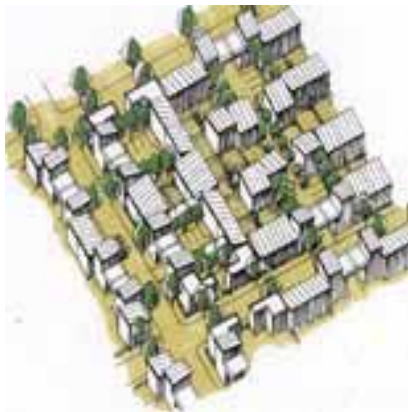
Figure x24: Recent research on Housing Choice

<u>PRIVACY</u>	<u>COMMUNITY</u>
<u>Individual Front door</u>	<u>Well maintained, high quality public open space & public realm</u>
<u>Private open space</u>	<u>Sense of identity and place</u>
<u>Off-street parking</u>	<u>Good access to public transport</u>
<u>Plenty of storage</u>	<u>Good schools/other public services</u>
<u>Not overlooked / a good view</u>	<u>Pedestrian access to schools, public services and shops</u>
<u>Good view and greenery</u>	<u>Sense of community</u>
<u>Quality of design and materials</u>	<u>Safety, low crime rate</u>
<u>Quiet and privacy within home</u>	<u>Low traffic levels and speeds</u>
<u>Secure</u>	<u>Demographic diversity</u>

Source: Capital Gains, 'But Would you Live There'

7.69- The study's emerging work identifies five design studies for housing layouts achieving densities from 50 to 120 net dwellings per hectare. At 50 dwellings per hectare the dwelling types are three-bedroomed houses with garden and associated off-street parking at 100%. As the densities increase there is a higher proportion of maisonettes in mews-like layouts appropriate to inner suburbs or the city edge. The studies take a three-bedroom family house as a building block to explore the maximum densities that can be achieved given the requirement to maintain the main ingredients of the 'suburban' lifestyle. The first three studies satisfy the following criteria:

- they provide the qualities associated with traditional suburbia, from the top of the housing choice list (figure x)
- houses are 125 sq.m with 3 bedrooms, 1 off street parking space and a private garden or patio
- they involve simple two-three storey dwellings with construction costs comparable to those of a typical detached suburban house built of similar materials
- a grid block layout is assumed for this hypothetical study.
- Net density includes local access roads – assuming a grid or similar diversified access system, density is sustained across the settlement
- The urban structure is not considered here – a real design would be likely to include a mixture of all three different housing types within an urban structure that offer a variety of different densities
- These are designed to 'lifetime homes' standards.



Study 1 – Courtyard Housing

Density: 57 dph net
285 bph net
 Housing mix: 100% 3b 5p houses²²
 Storeys: 2
 Off Street Parking: 100%
 Proportion of Road: 36%

7.70 Eight houses are grouped around a landscaped parking court, which is open to the public with a mid-block pedestrian cut-through. The houses overlook a protected parking area. These little communities of 8 houses create something of the sense of exclusivity of a cul-de-sac, avoiding what some perceive as the anonymity of a long Victorian terrace. However, from a design point of view, care must be taken to ensure that the facades facing the public street remain animated, to avoid creating inward looking communities that make the public street feel desolate and unsafe.



Study 2 – Terraced Court Housing

77 Density: 77 dph net
383 bph net
 Housing mix: 90% 3b 5p houses,
10% 3b 5p maisonettes
 Storeys: 2/3
 Off Street Parking: 100%
 Proportion of Road: 32%

²² Where v = bedroom & p = person

7.71 This develops the principle of the traditional Victorian terrace but courtyards are introduced to encourage smaller communities. As all houses have front doors facing the street, they have the advantage of providing a lively public realm. The density achieved is significantly higher than the small courtyard study. A sense of enclosure is created for this space with the addition of 'carriage houses' entered at 1st floor level, above garage parking, at each end. These also help to provide frontage facing onto and animating the cross streets.



Study 3 – Mews Housing

Density: 87 dph net
435 bph net
 Housing mix: 69% 3b 5p houses,
31% 3b 5p maisonettes
 Storeys: 2/3
 Off Street Parking: 100%
 Proportion of Road: 40%

7.72 This example achieves a higher density by eliminating the parking areas, substituting garage parking beneath three-storey houses. The terraces of houses are arranged around 'mews' or mid-block alleys; a special dwelling type on either side of the entrance to these alleys provides two maisonettes, a lower one with a ground level patio and an upper one with a large balcony at 2nd floor level forming an arch over the entrance to the mews street. This type and density begins to depart from a suburban feel; it does however have the bonus of offering flexibility and choice in the use of car space. It might lend itself to infill developments in existing suburban areas, in particular if it is anticipated that the area will densify and become more 'urban' in character over time, thus perhaps eliminating the need for a car in the future. As in the courtyard study, the grouping of the houses into smaller communities helps generate a sense of identity. Again the design must ensure that the dwellings do not present a blank wall to the public street.

7.73 The Courtyard, Terraced Court and Mews housing studies demonstrate that densities of between 57-87 dph can be achieved with family housing with the addition of some maisonettes in Mews 'gateway' blocks.

7.74 The study is taken further to produce hypothetical 'Lifetime Communities'. The dwellings shown in block studies 4 and 5 produce higher density and a variety of dwelling mix, within a short walk of public transport nodes. By incorporating maisonettes and flats, more dwelling choice is offered for different stages of life. The inclusion of higher density blocks could provide space for retail and office use or alternatively allow lower density around the periphery.

Study 4 – Mews housing with terraced maisonettes

Density: _____ 111 dph net
528 bph net
Housing mix: _ 43% 3b 5p houses,
24% 3b 5p maisonettes, 12% 2b 4p maisonettes
Storeys: _____ 2/4
Off Street Parking: _ 94%
Proportion of Road: _ 35%

7.75 By locating maisonette over flat or maisonette along a public transport route parallel to the courtyards, a net density of 111 dph, with bed-spaces per hectare rising to 485 or 528, depending upon the mix and height of the block. The ratio of car space to dwelling reduces to 94% as the corner 'gateway' blocks do not have a off-road dedicated parking space. To provide level access to upper level front doors, lifts are provided in the corner blocks.

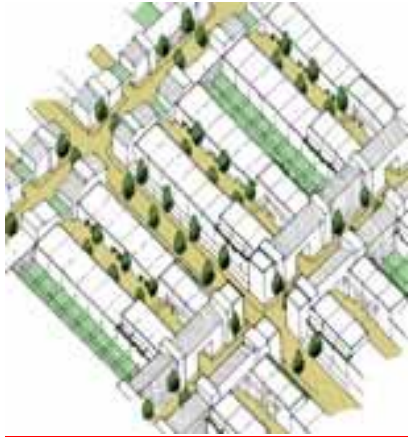
Study 4 – Mews housing with terraced maisonettes



Study 5 – Mews housing with flats and maisonettes

Density: _____ 120 dph net
482 bph net
Housing mix: _ 52% 3b 5p houses, 18% 1b 2p flats, 12% 3b 5p maisonettes'
12% 2b 3p maisonettes, 6% 1p studio flats
Storeys: _____ 2/4
Off Street Parking: 76%
Proportion of Road: 32%

7.76 This example includes flats and maisonettes located within 4 storey 'gateway' blocks, with maisonettes over the adjacent mews houses, increasing net density to 120 dph and 482 bph and a car-to-dwelling ratio of 76%. These figures can be adjusted by varying the mix of dwellings, the height of blocks and the required car parking ratio, depending on the character of the neighbourhood and the local transport services. House type mix can be further varied by the inclusion of larger homes, such as taller 'mews' house type, providing for extended families and aspirational homes.



7.77 The studies so far are a quantitative and generalised demonstration of relationships between dwelling types, layouts, density and land use. Further research will engage with issues such as road, open space and variety, new and existing settlements and the housing market.

Density Ranges for Identified Sites **Estimating Indicative Densities for Identified Sites**

7.78 7.26—The identified sites remaining from Phase 1 of the survey have been analysed and the mediana density range has been identified for each individual site according to which typical urban area the site falls into. This median density is based on the last ten years of housing windfalls and allocations allocations (brownfield) for each of the zones. The existing Local Plan density policy (H5a) has also been applied to each site for comparison. These estimated yield figures are only an indication of the capacity of each site based on an analysis of the median density achieved in each zone in the last ten years and by applying the existing local plan density policy.

7.79 As work on the LDF Core Strategy —DPD progresses choices will need to be made regarding the policy approach for housing issues such as density, affordability and mix and type. This analysis in the SHLAA will help to inform consideration of policy choices only as one part of the evidence base. Other key evidence base studies such as the Strategic Housing Market Assessment and the Open Space (PPG17) Study will also help to provide a sound evidence base on which these policy choices can be based.

Potential Yield Assessment: Housing Allocations

7.8027 This includes all housing allocations which have not been developed out or do not have planning permission (those with planning permission are counted as 'commitments' in the housing supply (paragraph 7.35108). Out of the 30 housing allocations in the Development- Control Local Plan (April 2005), there are 11, which are still undeveloped.

~~7.28 We have reassessed the potential capacity with the appropriate density ranges set out above to update the potential capacity that was included within the Draft Local Plan (April 2005). Several sites are subject to master planning and development briefs. These sites have been considered as per their development brief /master planning assessments.~~

Figure 2516: Potential capacity on Housing allocations

Site Ref	Name	TUA Zone	Site Size (ha)	Estimated Yield		Additional Information
				Median Density (achieved in past 10 years)	Local Plan minimum density (policy H5a)	
3	Castle Piccadilly (Allocation H1.17)	1	0.3 (residential element)	48	18	Estimated capacity from Local Plan 27 dwellings (90 dw/ha)
4	Area North of Trinity Lane (remaining area of Allocation H1.18)	1	0.23	37	14	Estimated capacity from Local Plan 27 dwellings (68 dw/ha)
5	Peel Street/Margaret (Allocation H1.22)	0.41	40.4	64	24	Estimated capacity from Local Plan 30 dwellings (75 dw/ha)
7	Bonding Warehouse (Allocation H1.30)	0.41	0.14	16	6	Estimated Capacity from Local Plan 20 dwellings (200 dw/ha)
8	Burnholme WMC, Burnholme Drive (Allocation H1.32)	0.44	40.4	20	16	Estimated capacity from Local Plan 16 dwellings (40 dw/ha)
9	Rosedale, Clifton Park (Allocation H1.33)	0.77	70.7	35	28	Estimated capacity from Local Plan 8 dwellings (11 dw/ha)
11	MOD Land, Fulford (Allocation H1.37)	4.811	441.8	90	72	Estimated capacity from Local Plan 72 dwellings (40 dw/ha)
12	Monk Bar Garage (Allocation)	0.41	40.1	16	6	Estimated capacity from Local Plan 10 dwellings (100 dw/ha). Executive

	H1.38)					have agreed to market this site for residential development. Development area reduced because of residents parking area which cannot be relocated. Therefore only capable of maximum of 8 dwellings
13	Reynards Garage (Allocation H1.42)	0.41	40.1	16	6	Estimated capacity from Local Plan 10 dwellings (100 dw/ha)
17	15 a-c Haxby Road (Allocation H1.49)	0.37	70.3	15	12	Estimated capacity from Local Plan 10 dwellings (33 dw/ha)
18	10-18 Hull Road (Allocation H1.50)	0.44	40.4	20	16	Estimated capacity from Local Plan 17 dwellings (43 dw/ha)
Total Sites		3.8 ha/ a	N/a 3.8h a	377	218556	288

Potential Yield Assessment: Non allocated sites with a Development Brief or Area Action Plan (AAP) underway

7.3810 Several large brownfield sites have come forward for redevelopment post the Draft Local Plan being adopted for development Control purposes in April 2005. For these sites an assumption on the total number of dwellings likely to be achieved has been taken from the relevant planning brief or planning statement for each site or from the latest outline planning application submitted. A density range has not been used for these sites. Each of these sites are now assessed in turn to provide more information on the requirements of the relevant development brief or emerging AAP with regards to other uses that will be required on the sites such as community facilities and open space.

Figure 2617.: Potential on non allocated sites with a Development Brief

Site Ref	Name	Site size (ha)	Yield Assumption (from Planning Brief/Area Action Plan)
20a	York Northwest (York Central part of site)	35-37ha	Up to <u>a maximum</u> 3,000 dwellings. <u>This figure is a very broad estimate and was estimated in the York Central Planning Brief, March 2004. It does not take into account subsequent emerging site constraints and will be subject to re-assessment as work on the AAP progresses.</u>
20b	York Northwest (British Sugar part of site)	39.5	<u>1325 dwellings (up to 2029). A broad indicative figure of up to 1325 dwellings which assumes</u>

			<u>approximately 75% of the site being used for residential development and the 75% figure should not be seen as a 'given' as the need for open space, community facilities and employment uses will be determined through the AAP. The land requirements for housing and other uses will emerge as work on the AAP progresses. This yield assumption will be reviewed to reflect this.</u>
119	Terry's Factory	4	<u>225 dwellings based on current planning application & the development brief for the site.</u>
122	Discus Bungalows, St Anne's Court	0.75	34 net additional dwellings proposed (59 dwellings to be built and existing 25 to be demolished)
123	Discus Bungalows, Regent Street	1.11	25 net additional dwellings proposed (57 dwellings to be built and existing 32 to be demolished)
124	Discus Bungalows, Faber Street/Richmond Street	1.36	39 net additional dwellings proposed (82 dwellings to be built and existing 43 to be demolished)
183	Nestle South	5.8	350 dwellings (broad assumption based on 75% of site residential). <u>Estimate will be subject to change through the master planning process and once the planning application has been submitted.</u>
Total Sites		87.52 – 89.52 ha	<u>Estimated 4,998 dwellings</u>

York Northwest

7.82 The area known as 'York Northwest' lies immediately to the north and west of York City centre. It comprises two distinct and significant brownfield development sites 'York Central' and 'British Sugar'. These two sites are not currently connected, however, they are located in close proximity to one another (around 0.7 km) and both lie adjacent to the East Coast Main Line rail corridor and the A59.

7.83 When combined these sites create a development area of around 75ha of developable land. York Northwest is, therefore, likely to be the largest development site that we will see in York in our lifetime and of great importance to the growth of the local and regional economy and York's housing market. On this basis it is essential to provide a comprehensive development strategy which considers both sites together as part of an Area Action Plan. The first stage of the AAP, the issues and options, is currently being consulted on.

7.84 The draft vision for York Northwest is to ' create an exemplar sustainable community, providing innovative, contemporary design of the highest quality –

a development which is fully integrated into the city and the wider region, where people want to live and work and business will thrive'. The draft vision will be subject to review as work on the AAP progresses.

7.85 To create a sustainable community in York Northwest it will be necessary to create a mixed development including residential and employment uses. In order to create a community with a low ecological footprint and which is desirable to live in, it will also be necessary to provide the following facilities within York Northwest:

- Retail and service facilities;
- Community facilities (including schools, health facilities and community halls); and
- Open space and sports/leisure facilities.

These facilities need to be easily accessible by all using public transport and sustainable travel modes.

7.86 The Draft Local Plan identified York Central as having an estimated site capacity of 600 residential units up to 2011, at a density of between 100 and 150 dwellings per hectare. Within this document York Central accounted for a total of 13.3% of York's city-wide housing provision up to the year 2011 and was therefore considered to be a key site in terms of housing land supply. Assumptions were made about the future development of York Central, which were that the site could provide up to 3,000 dwellings. This figure does not take into account subsequent emerging site constraints and will be subject to re-assessment as work on the AAP progresses.

7.87 The British Sugar site was not allocated as a housing site in the Local Plan. It is therefore considered to be a significant brownfield windfall site comprising 38.4ha of developable land. The number of dwellings that could be accommodated on this site will depend on the area of land designated for housing and other uses and the density of the houses proposed.

7.88 Given the significant size of the area it is considered that a mix of uses including employment, housing, leisure and other appropriate uses would provide the most sustainable way forward in developing the area. The key issue is determining the amount of land to be allocated for each land use, and how this should be distributed within the area to meet the needs of both the new and existing communities. The findings of the emerging evidence base studies including the Employment Land Review will help to inform this issue. A key issue for York Northwest will be balancing the need to use land efficiently with the need to provide a range of dwellings, including family homes, together with amenity and play space. Different options regarding housing density and mix and type of housing are presented in the Issues and Options consultation for consideration.

7.89 Reference should be made to the York Northwest AAP Issues and Options Report and Baseline report. Consultation on the Issues and Options Report is currently being undertaken. The results of the consultation and the ongoing work to progress to the Preferred Options stage will need to be fully considered in the second phase of the SHLAA and also through the development of policy choices for the Core Strategy DPD. The range of different options regarding housing type, density and other uses on the York

Northwest site will obviously impact on the total number of dwellings that will be provided.

Former Terry's Factory, Bishopthorpe Road

7.90 The site lies to the South of the City Centre on the edge of the built up area known as South Bank. The site comprises of two areas either side of Bishopthorpe Road. The area to the west of Bishopthorpe Road is the main factory site that has a total area of approximately 10 hectares and comprises the original 1920's factory buildings (Grade II listed) and single storey factory and warehouse buildings. The site to the east of Bishopthorpe Road is known as Nun Ings and is slightly larger at 10.45 hectares. The area sits within the Green Belt identified in the local plan. At present the majority of the area is open space. In April 2004, Kraft Foods announced the closure of the Terry's complex. The factory finished production and closed in September 2005. The site has since been sold to York based GHT developments LLP (Grantside) and is currently vacant.

7.91 City of York Council produced a development brief to set out the main issues and planning policies relating to the site and to provide guidance on how it should be developed. The brief was subject to public consultation and was approved by members for development control purposes in June 2006. Part of the Terry's site is located within the Racecourse & Terry's factory conservation area. A character appraisal has been produced to properly consider the character of the conservation area in any development proposal.

7.92 The Council's vision for the redevelopment of this key site is: *'To create a sustainable, distinctive and prosperous high quality business focused location of strategic importance to York's economy with a range of complementary uses to generate vitality and viability in a sustainable community, It should have a unique and inspirational sense of place of exemplary design that builds on the iconic qualities of the Terry's buildings and contributes to making York a more sustainable city'*.

7.93 The emphasis for the future of the site is employment use but residential development is acceptable provided that it is complementary to the primary employment use of the site as this can help contribute to the vitality and viability of the mix of uses on the site and help create a 'sustainable community'. Innovative dwellings such as live/work units should form a component of the range of employment accommodation offered on site. The planning brief states that an element of residential development not linked to commercial activity is acceptable, subject to design, amenity and highways considerations and with the inclusion of the appropriate element of affordable housing. Any residential element must include an appropriate mix of house types and sizes and housing design and layout should be sympathetic to and inspired by existing site characteristics and include strong green landscape components and follow the principles of sustainable design and construction.

7.94 -A planning application for a mixed use redevelopment of the site was received by the Council in November 2006. The proposed development includes a range of commercial business space, community leisure and recreation facilities, hotels, residential units, Science City York accommodation and landscaping. The application is currently pending consideration by the Council and negotiations with the developer regarding the scheme. An estimate of 225

residential units has been used in the SHLAA based on the current application and the requirements of the planning brief. This figure may be subject to change through the progression of the planning application and these changes will be taken into account in the ongoing monitoring of the SHLAA.

Nestle South

7.95 The Nestle Rowntree factory complex lies 2km to the north of the city centre on the urban/rural fringe. This southern area (referred to as Nestle South) represents about 40% (7.9 hectares) of the overall site plant and largely comprises outdated general offices, some older production buildings and extensions. In September 2006 Nestle announced that they were going to redevelop the southern part of the site. Following this initial consultations have taken place and a development brief for the site has been produced by the Council in consultation with the residents and members.

7.96 The Council's overall vision for the redevelopment of the area is: ' To create a new, inclusive, live/work community and cultural hub well integrated with surrounding areas. It should accommodate a mix of uses and follow best practice guidance in order to achieve high standards of design, public space and sustainability. High quality urban design which recognises the distinctive character of this part of the city, and safe and attractive cycle/pedestrian routes through and around the area will help to create a sense of place, and low car use principles must be embraced'

Mix of uses

7.97 The development brief states that the scheme should comprise a mixed use development, which in employment terms, aims to replace what is currently being lost and seeks to redress this with new employment uses. The imperative in redeveloping this site will be to create a sustainable development with a strong sense of community and identity which, in true Rowntree tradition, can be referred to in the future as an exemplar of its genre. The site is considered suitable for residential uses subject to sufficient new employment provision, amenity issues and with appropriate local facilities, affordable housing and open space provision. Any residential element will be required to include an appropriate element of affordable housing and an appropriate mix of house types and sizes in accordance with the Strategic Housing Market Assessment. It is accepted that the site lends itself to higher density dwellings but every effort should be made to accommodate the housing needs of families as well as those of single people and childless and older couples. Housing design and layout should be sympathetic to and inspired by existing site characteristics, include strong green landscape components and follow the principles of sustainable design and construction. As part of the development and in conjunction with the creation of a live/work community on the site, ancillary uses such as leisure facilities, entertainment, restaurant/bar, health and medical facilities and other community uses will be encouraged.

7.98 City of York Council are continuing to work with Nestle and their chosen developer to develop an agreed master plan using the Council's approved development brief as a starting point. A planning submission is likely to be submitted in Autumn 2008. A draft conservation area character appraisal for

the Nestle Rowntree factory has been produced and the consultation on this finished in November of this year (2007). The appraisal has been produced to examine the potential for designating a new conservation area considering the history and social value of the area and to inform the upcoming development.

7.99 An estimate of 350 residential units has been used in the SHLAA based on the requirements of the planning brief and a broad assumption that 75% of the site will be for residential use. This gives an approximate density of 60 dwellings per hectare. This figure will be subject to change through the master planning process and the progression of the planning application once submitted. These changes will be taken into account in the ongoing monitoring of the SHLAA.

Discus Bungalows

7.100 The existing homes were built in 1975/76 using non-traditional building methods and require significant improvements to bring them up to the government's Decent Homes Standard, as well as structural work to the roof and health and safety work to remove asbestos. It's estimated that the necessary work would cost £36,000 per property, which is more than three times the cost of modernising a traditionally built home, and would still leave the homes with a limited life expectancy.

7.101 The decision to redevelop the area was taken after in-depth consultation with residents in the area. Residents were asked for their views on a range of different options, including the possibility of demolishing the bungalows and redeveloping the site to provide them with brand new homes that better meet their needs.

7.102 Tees Valley Housing Group, York Housing Association and Southdale Homes will work closely with the Council and residents to develop the Discus Bungalows sites at St. Ann's Court, Horsman Avenue, Regent Street, Faber Street and Richmond Street.

7.103 Under the submission put forward by Tees Valley/York Housing Association/Southdale Homes, they have agreed to build:

- —total number of properties — 198
- —total re-provision of the 100 existing properties: 60 bungalows and 40 extra care apartments
- —total additional affordable homes: 1 extra care apartment, 20 x 3-bed houses, 28 x 2-bed apartments
- —total remainder : 4 x extra care apartments, 26 x 3 bed houses, 7 x 2 bed houses and 12 x 2 bed apartments

All the homes must meet the government's new Efficiency Standard - Code for Sustainable Homes, the Lifetime Homes Standard and Secure by Design Standards.

Potential Yield Assessment: Other Identified Sites (inc. local service centres)

7.31044 Other potential sites that have been identified through a variety of methods could offer potential new choices for allocations within the LDF Allocation DPD. The majority of the sites are located in the urban area. There are, however, some potential sites within the Local Service Centre that have been identified.

7.32105 The different potential on each of the sites has been estimated using the median density achieved in the past ten years and by applying the existing local plan density policy (H5a). ~~assessed using the density ranges.~~

Figure 2748: Potential capacity on other identified sites

Site Ref	Name	TUA Zone	Site Size (ha)	Density Range		Additional Information
				Median	Local Plan minimum Density (policy H5a)	
26	Council Depot, Beckfield Lane, Acomb	4	0.35	18	<u>14</u>	Application pending for residential development. Need to relocate existing depot.
35	Shipton Street Primary School	4	0.4	18	<u>16</u>	Application pending for 38 dwellings (<u>95 dw/ha</u>)
50	Manor CE Secondary School	9	3.7	185	<u>148</u>	Existing school will be vacated by Summer 2009. New school to be built. Some open space may need to be retained.
51	Lowfield Secondary School	9	5.7	285	<u>228</u>	Existing school to be vacant by Summer 2009. School to merge with Oaklands. Some open space may need to be retained.
57	1-9 St Leonards Place	1	0.43	69	<u>26</u>	Site has been sold and City of York Council is leasing it back until 2009/10.
58	Parkside Commercial Centre, Terry Avenue	6	0.38	59	<u>15</u>	Application pending for residential development. Existing commercial use to be relocated
60	Land at Bootham Crescent	4	1.66	83	<u>66</u>	Application pending for 93 dwellings. Application will need to run in parallel with application for a alternate suitable site for

						football stadium
104	Yearsley Bridge Centre	4	1.47	74	<u>59</u>	Feasibility work underway. No decision taken as to future use of site
163	Land around Bur Dike, between Sutton Way & Libourne Drive	7	0.32	16	<u>13</u>	
166	Site off Water Lane, Clifton	4	0.3	15	<u>12</u>	
179	Land off Tribune Way, Clifton Moor Gate	8	0.4	20	<u>16</u>	Outline application for care home refused September 2007. <u>Previous application for light industrial development & 12 residential dwellings was withdrawn in February 2007</u>
LSC14	Land adj. 26 & 38 Church Lane, Bishopthorpe	Bishopthorpe	0.55	11	<u>17</u>	
LSC19	Land adj. 131 Long Ridge Lane, Bishopthorpe	Upper & Nether Popton	0.2	3	<u>6</u>	
LSC23	Land R/O Surgery & 2a/2b Petercroft Lane	Dunnington	0.23	4	<u>7</u>	
LSC27	22 Princess Road	Strensall	0.5	10	<u>15</u>	
LSC32	Land behind Netherwoods	Strensall	0.98	20	<u>29</u>	
LSC36	Land adj. To The Bracks/Green Lane	Strensall	5	100	<u>150</u>	
LSC42	Builders Yard, Church Lane,	Bishopthorpe	0.33	7	<u>10</u>	
LSC43	Adj. Stockton Grange	Stockton-on-the-Forest	0.23	8		Application pending for 4-dwelling
Total Sites			23.83 ha	<u>9971005</u>	<u>8471419</u>	

Total Estimated Yield from Identified Sites

Figure 49-28 gives an estimated indicative yield from all identified sites from phase 1 of the assessment.

Figure 2849: Estimated indicative yield from all sites in Phase 1

Identified Sites	Median density estimate	Existing Local Plan Density
Housing Allocations	377	218
Non allocated sites with Development Briefs or AAP underway	<u>Broad estimate of 4998</u>	<u>Broad Estimate of 4998</u>
Other Identified Sites	4005 997	847
All Identified Sites	<u>6,3806,372</u>	<u>6,063</u>

Estimation of housing supply identified through Phase 1 of the SHLAA (Unconstrained by policy considerations)

Quantifying the Existing Indicative Identified Supply of Housing (unconstrained)

7.31063 This section illustrates the existing indicative supply of potential housing that has been identified through the first phase of the SHLAA. This supply includes completions, existing residential permissions, existing housing allocations with permission and sites identified through the SHLAA 1st phase as well as an allowance for very small windfalls and changes of use and conversions. This is very much an indicative unconstrained supply and is based on an estimate of site yield using the median density and the existing local plan suggested density. These figures will change considerably once decisions have been made through the progression for the Core Strategy DPD regarding housing density and housing mix and choice. The figures given here are intended to be used as a broad estimation of housing potential in the city based on the first phase of the SHLAA and is not based on an individual site developability and deliverability assessment. Further site-by-site analysis involving stakeholder panels will take place in phase 2 of the SHLAA to provide further details on individual site potential and constraints. The detailed information on local and national housing exemplars will also be taken into account in determining a suitable density for each site. The ultimate aim will be to ensure that the density proposed would enable a high quality scheme in keeping with the character of the area and which meets the housing needs of the city. only uses the density ranges at this stage as individual site potential and developability / deliverability work will not be undertaken until phase 2 of the SHLAA.

Completions (1)

7.10734 A 'completion' is a dwelling that has been completed and ready for occupation.

Figure 209 shows the net number of dwellings completed each year from 1st April 2004 until 31st March 2007.

Figure 2920: Net additional dwellings 2004 - 2007

Year	Net Completions
2004/05	1160
2005/06	906
2006/07	798
Total	2864

Commitments (2)

7.35108 A 'commitment' is a dwelling that has full, outline or reserved matters planning permission but had not been completed at 31st March 2006. Dwellings permitted under outline permission are an estimate of capacity and are superseded when reserved matters permission is granted. In relation to commitments, PPS3 states that '*Local Planning Authorities should not include sites for which they have granted planning permissions unless they can demonstrate, based on robust evidence, that the sites are developable and are likely to contribute to housing delivery at the point envisaged*'²³.

7.36109 It is recognised that there is always likely to be a proportion of sites with planning permission that are not implemented for whatever reason, but considering the strength of the housing market in York, this proportion is likely to be low. To gain a better idea of the proportion of permissions not likely to be implemented, recent housing data has been analysed. In general it is expected that most developments will be implemented within the first few years of a permission being granted. Whilst planning permissions are valid for three years since August 2005²⁴, the majority of permission over the past five years have a five year expiry period.

7.31107 Of those dwellings granted residential planning permission between 1st April 2001 and 31st March 2003 (on non-allocated sites), only 106 dwellings had not been implemented by 31st March 2006. As a proportion of all dwellings during that period, this is just over 7%. Bearing in mind that there is a further year to run on those permissions granted in 2002/03, it is considered reasonable to assume that it is likely that no more than 5% of all permissions would fail to be implemented within a five year period. Despite the expiry date now being three years, this is not considered to affect whether or not a developer decides to implement their scheme or not. If they intend to, they will ensure it is within the time period in any event.

²³ Paragraph 58, Planning Policy Statement 3: Housing (Nov 2006) DCLG.

²⁴ Planning Circular 08/2005: Guidance on Changes to the Development Control System, ODPM.

Figure 3024: Implementation rate of non-allocated sites 1st April 2000 to 31st March 2003

Year	No. of Sites	Dwellings Planned	Dwellings Completed	%
2000/01	111	394	365	92.6
2001/02	126	557	523	93.9
2002/03	124	547	504	92.1
Total	361	1498	1392	92.9

7.11138 In response to the PPS3 requirement that commitments should not be included unless they are considered deliverable, past monitoring evidence suggests that no more than 5% of residential planning permissions will fail to be implemented in York. Therefore, a discount of 5% will be applied to the commitments total. This discount reflects the buoyant housing market in York with the vast majority of housing permissions being fully delivered within a five year time period. Future analysis of building rates will need to be carried out (through the AMR) to monitor any fluctuations that may be experienced and should changes occur the discount rate will need to be revised.

7.39112 Sites allocated for housing which have been granted permission, though as yet have either not been started or are not yet complete, are not included within these commitments and will not be discounted at the same rate of 5%. As a number of allocated sites with permission such as Hungate, Germany Beck and Metcalfe Lane are large sites, they are likely to be developed well beyond a five year time scale, the delivery rates for this type of site will need be assessed on an individual basis and those sites with a likely development time of more then five years will need to be phased into the housing trajectory accordingly.

7.40113 Figure 2312 shows the number of commitments (on non-allocated sites) existing at 31st March 2007.

Figure 3122: Commitments existing at March 31st 2007

Commitments on non-allocated sites at 31 st March 2006	1561
Commitments minus 5% non-implementation discount	1483

Allocated sites with Planning Permission/Part Complete (3)

Figure 3223: Allocated sites with planning permission

SHLAA Site Ref (if applicable)	Site Name	No. Dwellings remaining
N/A	Kennings Garage, Micklegate (H1.21)	19
N/A	DC Cook , Lawrence Street (H1.34)	2
10	Heworth Green North & South (H1.35)	330 (172 on north & 158 on south)
15	Birch Park, Huntington Road (H1.47)	193
19	York College, Tadcaster Road (H1.51)	360
16	The Croft Campus, Heworth Green (H1.48)	144
14	Minster Engineering, Huntington Road (H1.44)	57
2	Hungate (H1.12)	720
1	Metcalfe Lane (H1.16)	540
6	Germany Beck (H1.24)	700
	Total	3065

Allocated Housing Sites Without Permission (4)

Figure 3324: Allocated sites without permission

SHLAA Site Ref (if applicable)	Site Name	<u>Estimated no. dwellings</u>	
		Median	<u>Existing Plan</u> <u>Local Density policy approach</u>
3	Castle Piccadilly (H1.17)	48	<u>18</u>
4	Area North of Trinity Lane (remaining area of allocation H1.18)	37	<u>14</u>
5	Peel Street/Margaret Street (H1.22)	64	<u>24</u>
7	Bonding Warehouse (H1.30)	16	<u>6</u>
8	Burnholme WMC, Burnholme Drive (H1.32)	20	<u>16</u>
9	Rosedale, Clifton Park (H1.33)	35	<u>28</u>
11	MOD Land, Fulford (H1.38)	90	<u>72</u>
12	Monk Bar Garage (H1.38)	16	<u>6</u>
13	Reynards Garage (H1.42)	16	<u>6</u>
17	15 a-c Haxby Road (H1.49)	15	<u>12</u>
18	10-18 Hull Road (H1.50)	20	<u>16</u>
	All Sites	377	<u>218</u>

Non-Allocated sites with a Development Brief (5)

Figure 3425: Non allocated sites with a development Brief

SHLAA Site Ref (if applicable)	Site Name	Yield Assumption (from Development Brief/AAP)
20a	York Northwest (York Central part of site)	<u>Up to a maximum 3,000 dwellings. This was an estimated figure in the York Central Planning Brief, March 2004. It does not take into account subsequent emerging site constraints and will be subject to re-assessment as work on the AAP progresses. Up to 3,000</u>
20b	York Northwest (British Sugar part of site)	<u>1325 A broad indicative figure of up to 1325 dwellings which assumes approximately 75% of the site being used for residential development and the 75% figure should not be seen as a 'given' as the need for open space, community facilities and employment uses will be determined through the AAP. The land requirements for housing and other uses will emerge as work on the AAP progresses. This yield assumption will be reviewed to reflect this.</u>
119	Terry's Factory	225
122	Discus Bungalows, St Anne's Court	34
123	Discus Bungalows, Regent Street	25
124	Discus Bungalows, Faber Street/Richmond Street	39
183	Nestle South	350
All Sites		<u>Broad indicative figure of up to 4,998 dwellings based on emerging AAP and Site Development Briefs.</u>

Remaining Identified SHLAA Sites (6)

Figure 3526: Remaining identified SHLAA sites

SHLAA Site Ref (if applicable)	Site Name	Estimated number of dwellings	
		Median	<u>Existing Local Plan density approach</u>
26	Council Depot, Beckfield Lane, Acomb	18	<u>14</u>
35	Shipton Street School	18	<u>16</u>
50	Manor School	185	<u>148</u>
51	Lowfield School	285	<u>228</u>
57	1-9 St Leonards Place	69	<u>26</u>
58	Parkside Commercial Centre	59	<u>15</u>
60	Land at Bootham Crescent	83	<u>66</u>

104	Yearsley Bridge Centre	74	<u>59</u>
163	Land at Bur Dike	16	<u>13</u>
166	Site at Water Lane	15	<u>12</u>
179	Land off Tribune Way	20	<u>16</u>
LSC14	Land at Church Lane, Bishopthorpe	11	<u>17</u>
LSC19	Land adj. Long Ridge Lane	3	<u>6</u>
LSC23	Land R/O Surgery, Petercroft Lane	4	<u>7</u>
LSC27	22 Princess Road	10	<u>15</u>
LSC32	Land behind Netherwoods	20	<u>29</u>
LSC36	Land adj. The Breacks	100	<u>150</u>
LSC42	Builders Yard, Church Lane, Bishopthorpe	7	<u>10</u>
LSC43	Site adj. Stockton Grange	8	
All Sites		9971005	847

Windfalls (7 & 8)

7.41114 'Windfalls' are previously developed sites (brownfield) that have not been specifically identified as available in the plan process. They could include, for example, large sites such as might result from a factory closure or very small changes to the built environment, such as residential subdivision or a new flat over a shop. Although the contribution to housing supply from individual windfalls cannot be quantified in advance (by definition), it is reasonable to expect that windfalls in general will emerge over the course of the plan period.

7.42115 PPS3 advises that site allocation DPD's should always include at least five years supply of land for development from the date they are adopted. The five year supply should be allocated land that is developable, taking account of a windfall allowance where this is appropriate. To be considered deliverable, a site should meet the following criteria:

- a) available – the site is available now or is likely to become available for housing development and be capable of being developed within 5 years. This means five years from the date of adoption of the site allocation DPD;
- b) suitable – the sites offers a sustainable options for development and would contribute of sustainable urban and rural communities; and
- c) viable – housing development is economically viable on the site.

7.41163 Where it is not possible to allocate sufficient land, PPS3 advocates that local planning authorities should make an allowance for brownfield windfalls only where the particular local circumstances justify it. Any such brownfield windfall allowance should be realistic and determined having regard to the sub-regional housing land availability assessment, and evidence of past trends in windfall coming forward for development and to the likely future rate of implementation. This is a change from previous advice and suggests that estimated yields from windfalls in some areas are not coming to fruition and that the Government is conscious that local authorities should not over

estimate supply from windfall sources. However, the case is the opposite in York where the number of dwellings from windfalls has exceeded estimates over the past few years.

[7.44117](#) Recent research undertaken by CPRE²⁵ suggests that capacity assessments are not identifying all of the potential coming forward for development. Of the 25 local authorities featured in their research, only five had identified enough urban capacity that met or came close to meeting their regional housing target. However, although the capacity study figures examined suggest that the majority of authorities would appear not to have sufficient previously developed land (PDL) even to come close to meeting their targets, analysis of available data from the local authorities reveals that this is far from being the case in practice. Many areas meet or even exceed what their urban capacity studies would suggest.

[7.45118](#) Government figures show that 77% of new development is currently coming forward on PDL and the research has show that the reason for this discrepancy is that windfall sites are making a major contribution to delivery rates. In practice significantly more windfall sites are coming forward than have been estimated for. All sizes of local authority highlight the importance of windfall sites, but the contribution is greatest in urban areas. Even authorities with a rigorous monitoring framework in place, such as Plymouth City Council, report that windfall is making a significant contribution to development on PDL. Research suggests that the largest component of windfall is from former employment uses with only a small proportion coming from other sites such as back gardens; however, this varies from authority to authority.

[7.46119](#) Whatever the precise composition of such windfall, however, CPRE conclude that local assessments are clearly underestimating its contribution to potential capacity. They state that *'this has significant implications, particularly given PPS3's recommendation that windfall be ideally excluded for the first ten years of supply'*. CPRE go on to conclude that *'PPS3's guidance on the identification and contribution of windfall sites would appear to be at odds with the findings of this research and practice suggests that windfall sites are making significant contribution to levels of development, meeting housing targets and delivering residential development on PDL'*. CPRE recommend that *'the government, through the forthcoming final guidance on housing land availability assessments, should strongly encourage planning authorities to thoroughly assess capacity from all sources of PDL, including windfall sites. There should be a requirement for a full assessment of the potential and likely contribution of windfalls to housing land in determining land allocations'*.

[7.48120](#) York has an impressive record of building on previously developed land. York has historically been recycling land for other uses over many years, due to the overall restrictions on the supply of land available and the demands from a competing range of uses. An average of 75% of all housing development since 1998 has taken place on brownfield sites, and for the last two years (2004/05 and 2005/06) a figure in excess of 90% has been attained. This level of building on PDL is in excess of the targets set nationally, regionally and locally. There are a number of allocated sites with permission which are on greenfield sites, such as Germany Beck and Metcalfe Lane, and

²⁵ Untapped Potential: Identifying and delivering residential development on previously developed land: an overview of recent practice, CPRE, February 2007.

therefore the percentage of development achieved on PDL is likely to fall in the future to nearer our target rate of 65%.

7.49121 The Council considers that there is robust evidence that York should continue to include an allowance for windfalls as to not include an allowance would result in a significant underestimation of the housing potential in York. However, in line with the guidance provided by PPS3 we will only include an allowance for very small windfalls (sites under 0.02 hectares) and changes of use/conversion in years one to ten as these sites will not be identified through the SHLAA, which only looks at sites over 0.02ha. Account has been taken of this type of windfall having already obtained full planning permission in years 2007/8 to 2011/12 and discounts applied accordingly. For the remainder of the period the ten-year average of historic completions for the particular type of use has been used to project forward.

Allowance for Change of Use and Conversions (7)

Anticipated delivery rate:	
2007/08 to 2011/12 (with discount applied)	339
2012/13 to 2028/29 (79.8 per year)	1357
Total	1696

Allowance for Very Small Windfalls (8)

Anticipated delivery rate:	
2007/08 to 2011/12 (with discount applied)	320
2012/13 to 2028/29 (106.8 per year)	1816
Total	2136

Figure 3627: *Estimation of indicative housing supply identified through phase 1 of the SHLAA (unconstrained by policy considerations) ~~Indicative Unconstrained Supply 2004-2029~~*

1. Completions (2004-2007)	2864
2. Commitments	1483
3. Allocated housing sites with permission	3065
4. Allocated housing sites without permission	195 (low density)
	377 (median density)
	218 (local plan density)
	556 (high density)
5. Non-allocated sites with development brief	Up to 4998 (Broad estimate)
6. Remaining identified SHLAA sites	534 (low density)
	9974005 (median density)
	847 (local plan density)
	1419 (high density)
7. Allowance for conversions/change of use	1696
8. Allowance for very small windfalls	2136
Total Unconstrained Supply	16,971 (low density)
	17,61624 (median density)
	17,307 (local plan density)
	18,217 (high density)

7.122 Figure 2736 illustrates the indicative housing supply identified through stage 1 of the SHLAA. As detailed previously in the report, at this first stage of the SHLAA, this is based only on applying the median density achieved in the past ten years to sites as well as the existing local plan minimum density policy (60 dph city centre, 40 dph urban areas & 30 dph elsewhere). This does not take into account the more detailed site by site analysis which will take place at stage 2 of the SHLAA when the views of stakeholders will need to be taken into account regarding site constraints and viability and also much more detailed analysis will be undertaken for each site looking at local and national exemplars of high quality housing schemes and the existing character of the area along with the housing need identified for the area. In addition the assessment includes, at this stage, a very broad estimate of yield on sites with an emerging AAP or Development Brief such as York Northwest and Terry's. As highlighted earlier in the report these estimates will be revised as work on the emerging AAP's and master planning progresses and this will need to be taken into account in the 2nd phase of the SHLAA.

7.123 The analysis of existing supply- shows that, if the median density is applied to the sites identified through stage 1 of the SHLAA, then the estimated supply to 2029 would be 17,616 dwellings. In comparison if the existing Local Plan minimum density policy standards are applied to the identified sites then the estimated supply to 2029 would be 17,307, 309 dwellings lower over the 25 year period.

Stage 7: Assessing when and Whether Sites are Likely to be developed

8.1 As detailed earlier in the report stage 7 will be undertaken at Phase 2 of the assessment which will take place after the 'call for sites'. Assessing the suitability, availability and achievability of a site will provide the information on which the judgement can be made in the plan making context as to whether a site can be considered deliverable, developable or not currently developable for housing development. It is proposed that consultants will undertake stage 7 using a number of stakeholder panels to enable a thorough assessment of each identified site. To be considered:

- **Deliverable** – a site is available now, offers a suitable location for housing development now and there is a reasonable prospect that housing will be delivered on the site within five years from the date of adoption of the plan (2009); and
- **Developable** – a site should be in a suitable location for housing development, and there should be a reasonable prospect that it will be available for and could be developed at a specific point in time.

8.2 The assessment of deliverability/developability of specific sites should be made irrespective of the level of housing provision that is actually needed over the plan period. A site will be considered suitable for housing development if it offers a suitable location for development and would contribute to the creation of sustainable, mixed communities. Sites allocated in existing plans for housing or with planning permission for housing will generally be suitable, although it may be necessary to assess whether circumstances have changed which would alter their suitability. For other sites, the following factors will need to be considered to assess a site's suitability for housing, now or in the future:

- Policy restrictions – such as designations, protected areas, corporate or community strategy policy and the factors set out in PSS3;
- Physical problems or limitations – such as access, infrastructure, ground conditions, flood risk, hazardous risks, pollution or contamination;
- Potential impacts – including effect upon landscape features and conservation; and
- The environmental conditions – which would be experienced by prospective residents.

8.3 A site will be considered available for development, when, on the best information available, there is confidence that there is no legal or ownership problems, such as multiple ownerships, ransom strips²⁶, tenancies or operational requirements of landowners. This means that a housing developer

²⁶ Also known as an access strip. A piece of land that typically provides access to a development site, which is held back by a vendor, preventing access.

who has expressed an intention to develop controls it, or the landowner has expressed an intention to sell. Where problems have been identified then an assessment will need to be made as to how and when they can realistically be overcome.

- 8.4 A site will be considered achievable for development where there is a reasonable prospect that housing will be developed on the site at a particular point in time. This will essentially be a judgement about the economic viability of a site and will be affected by market factors, cost factors and delivery factors. This assessment will need to allow for the potential to use Compulsory Purchase Orders (CPO) to assemble a site such as will be the case at York Central and at Castle Piccadilly.
- 8.5 The views of stakeholders such as house builders and local property agents will be essential in helping to determine the suitability, availability and achievability for housing.

Stage 8: Review of the Assessment

- 9.1 Once the initial survey of sites and the assessment of their deliverability/developability has been made, the housing potential of all sites can be collected to produce an indicative housing trajectory that sets out how much housing can be provided, and at what point in the future. Although at this phase 1 of the assessment the viability work has not been completed for identified sites an indicative housing trajectory has been produced to show the housing supply identified at this particular stage. This indicative trajectory is shown in figure 29.
- 9.2 Once the second phase of the assessment has been completed and an assessment of deliverability/developability has been made for all the sites identified in phase 1 and 2 of the assessment then it may be concluded that insufficient sites have been identified and that further sites need to be sought, or that the assumptions made, for example on the housing potential of particular sites, need to be revisited.
- 9.3 Following the review, if there are still insufficient sites, then it will be necessary to investigate how this shortfall should best be planned for. The two options are: the identification of broad locations for housing growth²⁷, within and

²⁷ Broad locations are areas where housing development is considered feasible and will be encouraged, but where specific sites cannot yet be identified. Examples of broad locations include: Within and adjoining settlements – for example, areas where housing development is or could be encouraged, and small extensions to settlements; and Outside settlements – for example major urban extensions, growth

outside settlements (stage 9) and/or the use of a windfall allowance²⁸ (stage 10). Further details on these stages will be included in Phase 2 of the assessment if a shortfall is identified.

points, growth areas, new free-standing settlements and eco-towns. The need to explore these will usually be signalled by the Regional Spatial Strategy.

²⁸ PPS3 sets a clear expectation that the supply of land for housing should be based upon specific sites, and where necessary, broad locations. However, it recognises that there may be genuine local circumstances where a windfall allowance is justified. Coming to an informed view on a windfall allowance means reflecting how comprehensive and intensive the assessment has been in identifying sites and broad locations for future growth, and the extent to which the Assessment has been informed by the industry and market intelligence.