

**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).

National 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

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

land in York 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

⁶ Tapping the Potential (December 2000), DETR

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

- To assess the deliverability/developability of sites (Phase 2 of the assessment).

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

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

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 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.

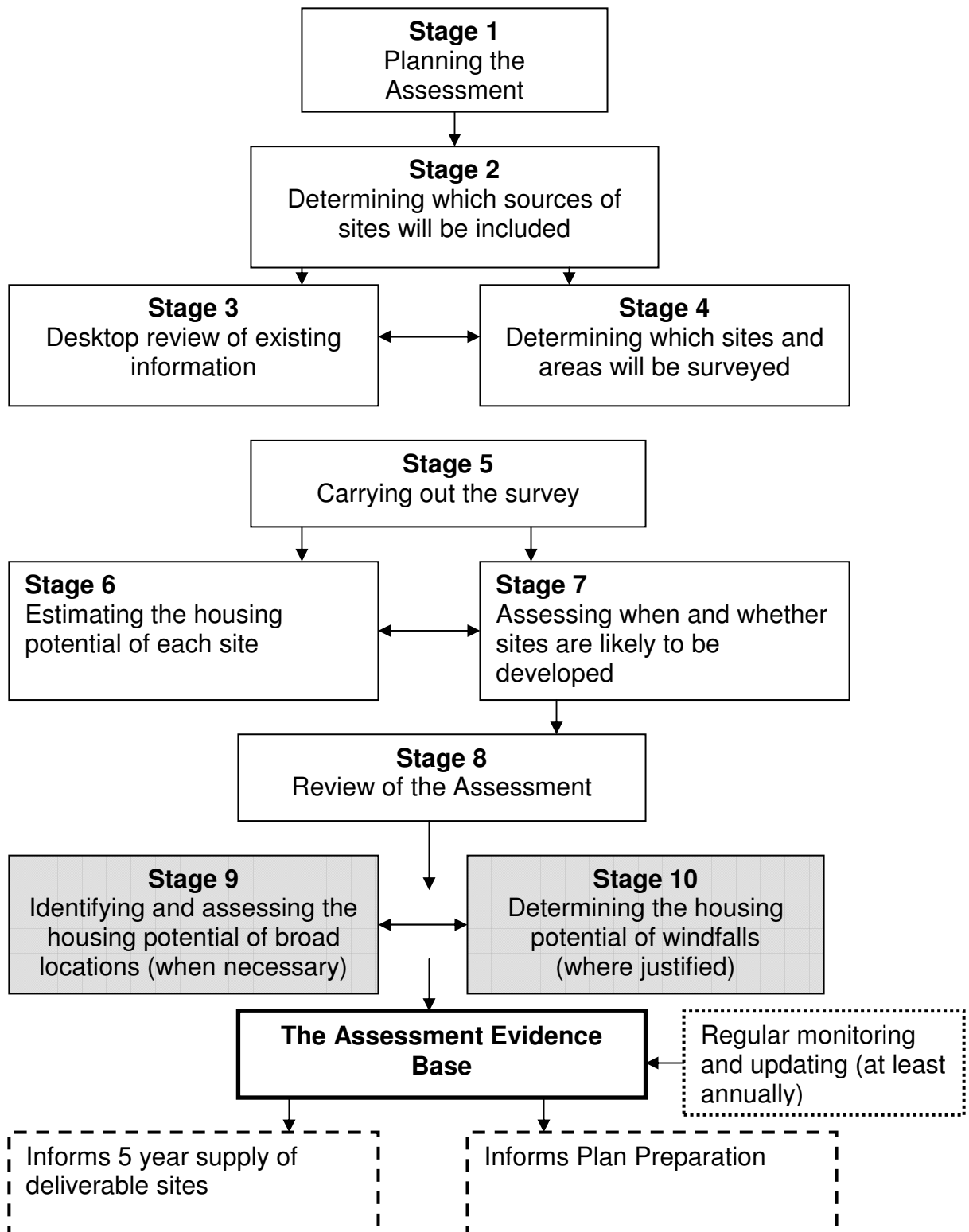
The importance of a partnership approach

- 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

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

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.

Figure 1: The SHLAA Process and Key Outputs

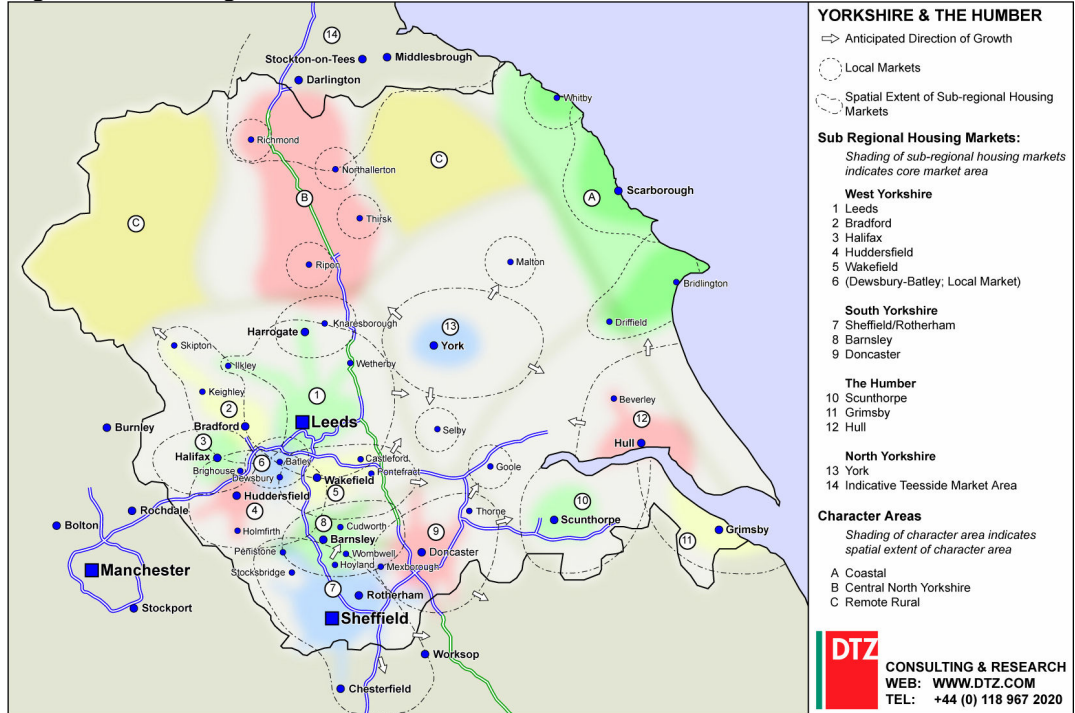


Stage 1: Planning the Assessment

- 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 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

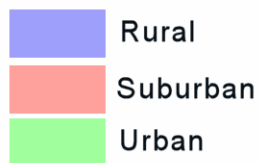
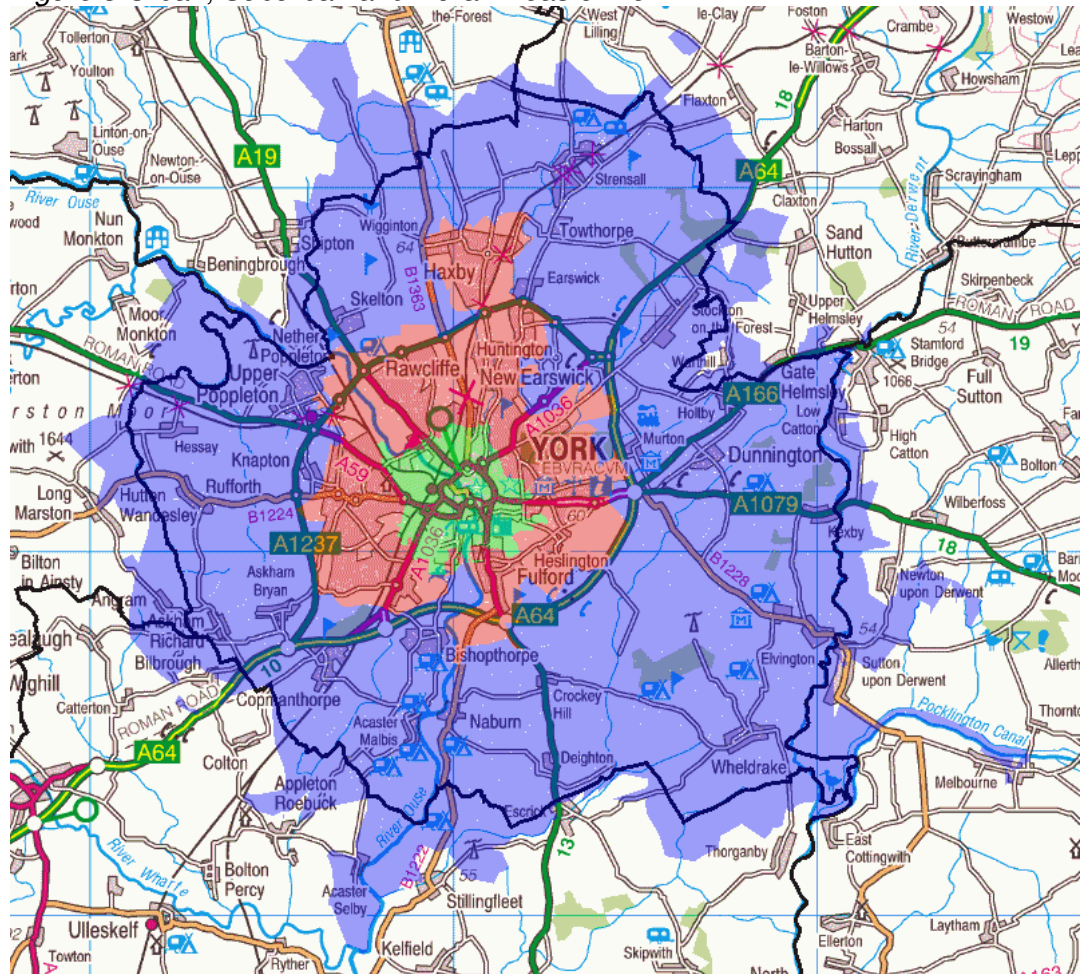


- 2.8 Draft RSS provides housing and jobs targets for individual LA district areas, but identifies seven sub areas, of which the York sub area is one, within which spatial strategy is set. However the sub areas can and do cut across LA boundaries. The Draft RSS recognises that it is required to define 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

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

guidance on SHLAA s and it will therefore be capable of aggregation to a wider housing market area level if required at a later date.

Figure 3: 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

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 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 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.

Site Threshold

- 3.2 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.
- 3.3 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.
- 3.4 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.
- 3.5 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. We 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. Paragraphs 7.41 to 7.49 of this report gives further justification for this approach.

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

Stage 3: Desktop review of existing information

Figure 4 below sets out the data sources that have been used to identify sites with potential for housing.

Figure 4: 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 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. A database of all the records has also been developed to enable monitoring and analysis of the results.

Employment Land Review

- 4.2 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.
- 4.3 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.

Empty Homes

- 4.3 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.
- 4.4 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

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.

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.

- 4.5 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.
- 4.6 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.

Stage 4: Determining which sites and areas will be surveyed

- 5.1 In total 216 sites were identified across the urban area of York and the Local Service centres using the sources listed in figure 4.
- 5.2 At this stage some sites were excluded and not taken forward to the site survey stage. A total of 65 sites were excluded at this preliminary stage of the assessment. Figure 5 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 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

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.

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 5: Sites excluded from Survey stage

Site Ref	Name of Site	Reason for exclusion	Location (ward)	Site Size (ha)	Brownfield /Greenfield
22	Site E, Airfield Industrial Estate, Halifax Way	Outside of urban or LSC boundary	Wheldrake	0.17	Brownfield
24	Elvington Airfield	Outside of urban or LSC boundary	Wheldrake	167.2	Brownfield
30	Site C, Millfield Industrial Estate,	Outside of urban or LSC boundary	Wheldrake	0.8	Brownfield
38	Chessingham Park, Dunnington	Outside of urban or LSC boundary & Below size threshold	Derwent	0.08	Brownfield
39	Yoeman's Yard, Little Hallfield Road, Layerthorpe	Below size threshold	Heworth	0.15	Brownfield
41	Millfield farm and land (sites a, b & c)	Outside of urban or LSC boundary	Rural West York	41.3	Greenfield
42	North Carlton Farm, Stockton on the Forest	Outside of urban or LSC boundary	Strensall	40.56	Greenfield
43	Land alongside A64/Sim Balk Lane	Outside of urban or LSC boundary	Rural West York	7.78	Greenfield
44	Land to the rear of Westfield School	Outside of urban or LSC boundary	Westfield	2.231	Brownfield
45	Sim Hills former landfill site, adj. Askham Bar Park and Ride	Outside of urban or LSC boundary	Dringhouses and Woodthorpe	6.556	Brownfield
46	4 Fishergate	Below size threshold	Fishergate	0.06	Brownfield
49	Eighth Avenue Allotments	Below size threshold	Heworth	0.15	Greenfield
53	Castle Museum Store (the Malt house), Lower Darnborough Street	Below size threshold	Micklelegate	0.04	Brownfield
55	Acres Farm, Naburn	Outside of urban or LSC boundary	Wheldrake	5.26	Greenfield
59	Land at Millfield Lane	Outside of urban or LSC boundary	Rural West York		Brownfield
62	Land North of Windsor Drive, Wigginton	Outside of urban or LSC boundary	Haxby and Wigginton	4.88	Greenfield
63	Opposite the former Cattle Breeding Centre, Stockton on the Forest	Outside of urban or LSC boundary	Strensall	0.7	Greenfield
64	Church Lane, Elvington	Outside of urban or LSC boundary	Wheldrake	0.91	Greenfield
65	Land to the south of Greystone Court, Haxby	Outside of urban or LSC boundary	Haxby & Wigginton	4.81	Greenfield
66	Land to the east of York Road, Naburn	Outside of urban or LSC boundary	Wheldrake	3.2	Greenfield
67	Intake Lane, Dunnington	Outside of urban or LSC boundary	Derwent	2.68	Greenfield

68	Land at Westview Close	Outside of urban or LSC boundary	Rural West York	24.2	Greenfield
69	Land at Cranbrooks, Wheldrake	Outside of urban or LSC boundary	Wheldrake	3.02	Greenfield
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
71	Land south of Stripe Lane, Skelton	Outside of urban or LSC boundary	Skelton, Rawcliffe & Clifton Without	16.34	Greenfield
72	Land at Pond Field, Heslington	Outside of urban or LSC boundary	Heslington	6.3	Greenfield
73	Land at North Lane, Huntington	Outside of urban or LSC boundary	Huntington & New Earswick	16.46	Greenfield
74	Land to the North of Spring Hill Farm, Skelton	Outside of urban or LSC boundary	Skelton, Rawcliffe and Clifton Without	2.95	Greenfield
75	Land to the southeast of Dunnington, North of Hasacarr Lane	Outside of urban or LSC boundary	Derwent	5.2	Greenfield
76	Land to the North of New Earswick	Outside of urban or LSC boundary	Huntington and New Earswick	92.28	Greenfield
78	Land at the Mews, Strensall	Outside of urban or LSC boundary	Strensall	1	Brownfield
79	Land north of Boroughbridge road	Outside of urban or LSC boundary	Rural West York	23.6	Greenfield
80	Southfields Road, Strensall	Outside of urban or LSC boundary	Strensall	6.27	Greenfield
81	Land at Stockton Lane	Outside of urban or LSC boundary	Heworth Without	6.29	Greenfield
82	Elvington Park	Outside of urban or LSC boundary	Wheldrake	3.17	Greenfield
83	Land to the south of Prospect Farmhouse, Naburn	Outside of urban or LSC boundary	Wheldrake	3	Greenfield
84	Land at Sandy Lane, Stockton on the Forest	Outside of urban or LSC boundary	Strensall	2.7	Brownfield
85	Willow Court Farm, Holtby	Outside of urban or LSC boundary	Derwent	2.47	Greenfield
86	Land at Tenthorpe/Knapton Lane, Knapton	Outside of urban or LSC boundary	Acomb	0.68	Greenfield
87	Land at A1237/Boroughbridge Rd	Outside of urban or LSC boundary	Rural West York	56.11	Greenfield
88	Land to the North of Monks Cross Allocations	Outside of urban or LSC boundary	Huntington and New Earswick	71.5	Greenfield
90	Land at Murton Way	Outside of urban or LSC boundary	Osbalwick	1.65	Greenfield
91	Land at Woodthorpe	Outside of urban or LSC boundary	Dringhouses and Woodthorpe	29.4	Greenfield

93	Land at Pansy Field, West of Station Rd, Upper Poppleton	Outside of urban or LSC boundary	Rural West York	2.89	Greenfield
94	Land at the Retreat	Outside of urban or LSC boundary	Fishegate	16.04	Brownfield
96	Land West of Haxby Road	Outside of urban or LSC boundary	Huntington and New Earswick	0.8	Greenfield
97	Land at Church Lane, Bishopthorpe	Outside of urban or LSC boundary	Bishopthorpe	5.04	Greenfield
98	Land at Acaster Lane, Bishopthorpe	Outside of urban or LSC boundary	Bishopthorpe	3.73	Greenfield
99	Land at Bad Bargain Lane, Osbaldwick	Outside of urban or LSC boundary	Osbaldwick	12.82	Greenfield
100	Land at Acaster Lane, Bishopthorpe	Outside of urban or LSC boundary	Bishopthorpe	0.28	Greenfield
101	Land North of Avon Drive, Huntington	Outside of urban or LSC boundary	Huntington & New Earswick	4.68	Greenfield
102	Heslington Village and Common Lane	Outside of urban or LSC boundary	Heslington	94.6	Greenfield
105	R/O 98 Heworth Green	Below size threshold	Heworth	0.04	Brownfield
106	Adj Youth Centre, Wains Road	Below size threshold	Dringhouses and Woodthorpe	0.1	Brownfield
107	R/O 1 Vicarage Lane, Naburn	Outside of urban or LSC boundary	Wheldrake	0.06	Brownfield
108	Adj 26 Vicarage Lane	Outside of urban or LSC boundary	Wheldrake	0.03	Brownfield
109	St Stephens Square, St Stephens Road	Below size threshold	Westfield	0.03	Brownfield
114	Bramham Road, Block 1	Below size threshold	Westfield	0.16	Brownfield
115	Bramham Road, Block 2	Below size threshold	Westfield	0.14	Brownfield
116	Acomb Wood Drive, Opp. Quaker Wood Pub	Below size threshold	Acomb	0.155	Greenfield
LSC 1	R/O Hall, The Village	Below size threshold	Haxby & Wigginton	0.15	Brownfield
LSC 11	25 Station Grounds	Below Size Threshold	Copmanthorpe	0.25	Brownfield
LSC 18	60 Long Ridge Lane	Below Size Threshold	Upper and Nether Poppleton	0.19	Brownfield
LSC 38	Station Road/Calf Close	Below Size Threshold	Haxby & Wigginton	0.025	Greenfield
LSC 39	Maple Avenue/Vernon Close	Below Size Threshold	Bishopthorpe	0.14	Brownfield

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 6: Site characteristics and constraints

Site Characteristics and Possible Constraints		
Primary Constraints	Secondary Constraints	Tertiary Constraints
<ul style="list-style-type: none"> • Openspace designation • National nature designations, 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		

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 6, 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 shows the 85 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 7: sites removed at Primary constraint stage

Site Reference	Site Name	Reason for Removal
47	Salisbury Road Bowling Green	Openspace
48	Park off Balfour Street, Leeman Road	Openspace
61	Land west of Haxby Road	Openspace
77	Land at York RI Rugby Ground	Openspace
89	Land at New Lane/Breck Lane Huntington	Openspace
92	Land at Monks Cross	Openspace
103	Land NE of Nestle Factory, Haxby Road	Openspace
113	Chapelfields Playground	Openspace
115	Bellhouse Way	Openspace
117	Acomb Wood Drive adj. To Acomb shops and wood	Openspace
125	Land to front of flats, Bull Lane	Access to current flats
126	St Josephs Garden, Lawrence Street	Convent Garden – no access
127	Garden of 262 Fulford Road	Garden
128	Land off St Oswalds Road	Garden
129	Land b/n Fulford Ings and Bowling Green, St Oswalds Road	Garden
130	Gardens of Connaught Court	Garden
131	RO 21-31 Heslington Lane	Garden
132	Gardens R/O White House, Main Street, Fulford	Garden
133	RO Raddon House/adj Ings, Fenwicks Lane	Landlocked
134	RO Gate Fulford Hall, Fenwicks Lane	Landlocked
135	Garden RO 10 Fenwicks Lane	Garden
136	Garden RO Delwood Croft, Fenwicks Lane	Garden
137	Carpark off Bishopthorpe Road	Operational Car Park
138	Adj Millfield School, Nunthorpe Avenue	Garden
140	RO Chancery House, Holgate Road	Landlocked garden
141	Land at Brear Close	Openspace (woodland)
142	Garden at 23c Tadcaster Road	Garden
144	Adj. 5 Cherry Lane, off Tadcaster Road	Garden
145	Adj Racing Stables, Tadcaster Road	Operational use for Racing Stables
146	Land RO 178-190 Hull Road	Openspace (woodland)
147	Land adj Field Lane	Openspace
148	Land adj. Field Lane	Open Space
149	Land at Kingsthorpe	Openspace
150	Land at end of Osprey Close	Open Space
151	Land between Alness Drive/Acomb Wood Drive	Openspace (woodland)
152	Land off Acomb Wood Drive	Openspace (woodland)
153	Land at Leven Road, Woodthorpe	Openspace
154	Garden of 155 Huntington Road	Garden
156	Carparks adj. Yearsley Baths. Hayleys Terrace	Operational Carpark for swimming baths
157	Carparks at Nuffield Hospital	Operational Carpark

158	Land at end of Pinsent Court (Redgrove Close)	Openspace
159	Car Park, High Newbiggin Street	Operational Carpark
160	Land adj. Rawcliffe Grange, Northholme Drive	Garden
161	Playing field/pumping station adj library, Rawcliffe Lane	Openspace
162	Tennis Court, Water Lane	Part of school grounds
164	Car Park adj. Homestead Park	Operational Carpark
165	Land R/O John Burrill Homes, off Water Lane	Garden
167	Land R/O properties on Government House Road	Garden
168	Land adj. Garnet Terrace	Openspace
169	Land adj. Water End Clifton	Openspace
170	Marygate Car Park	Operational Carpark
171	R/O Cavender Grove/Adj Ouse Acres Allotments	Openspace (Allotments)
172	Acomb Water Tower	Non Statutory conservation Area
173	Garden RO 23 Earswick Village, Earswick	Landlocked garden
174	Land adj River Foss, RO properties on Lindon Close	Openspace
175	Land at White Rose Grove, New Earswick	Openspace
176	Elm Tree Garage Car Park	Operational Carpark
177	Land off Alder Way, Westfield	Openspace
178	Land off Jockey Lane, Huntington	Openspace
180	Land off Landalewood Road	Openspace
181	Land at Holyrood Drive, Rawcliffe	Openspace
182	Land RO 15 & 19 Murton Way	Garden
LSC 2	R/O The Village, Haxby	Garden
LSC 3	Land at North Lane, Haxby (Oaken Grove School)	Openspace
LSC 5	Land off York Road	Landscaped entrance to dwellings
LSC 6	Land R/O 95-109 York Road	Multiple boundary issues
LSC 7	Land R/O 200 York Road	Garden
LSC 9	21 School Lane (surrounding land), Copmanthorpe	Garden
LSC 10	RO 3 Main Street/11 Church Street, Copmanthorpe	Landlocked
LSC 12	Land RO 7-17 Tadcaster Road	Multiple boundary issues
LSC 13	RO 37 Sim Balk Lane	Garden
LSC 15	Land RO The White House, Chantry Lane, Bishopthorpe	Landlocked
LSC 16	Land RO Ramsey House, Bishopthorpe	Garden
LSC 17	Land RO 14-50 Main Street	Multiple boundary issues
LSC 20	Land adj. Brambles	Garden
LSC 21	Land at back of Lord Nelson Inn	Multiple ownership issues
LSC 22	RO 7-11 Church Lane	Garden
LSC 24	Land adj. Bramble, Derwent Lane, Dunnington	Garden
LSC 25	Dismantled Railway, RO 97 Petercroft Lane	Garden

LSC 26	Land to RO 20-33 Pasture Close	Openspace
LSC 28	Land off Westpit Lane, Strensall	Openspace
LSC 29	Land RO The Gables, Church Lane, Strensall	Garden
LSC 30	Land adj. Robert Wilkinson Primary School, Strensall	Landlocked site
LSC 34	Land RO Terrington Close / Jaywick Close	Nature Conservation site
LSC 41	Land to RO Keble Park North	Openspace

Surveyed Sites with Existing Permission / Under Construction

6.6 In addition to the sites removed for primary constraints 27 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. 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 @ 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.

Figure 8: Surveyed sites with existing planning permission or under construction

Site Reference	Site Name	Reason For Removal
1	Metcalfe Lane, Osbaldwick (Allocation H1.16)	Has outline permission for 540 dwellings
2	Hungate (Allocation H1.12)	Has permission for 720 dwellings as part of mixed use scheme
6	Germany Beck (Allocation H1.24)	Has permission for 700 dwellings
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).
14	Minster Engineering (Allocation H1.44)	Permission for 57 dwellings
15	Birch Park, Huntington (Allocation H1.47)	Permission for 193 dwellings
16	The Croft Campus, Heworth Green (Allocation H1.48)	Part Completed. Permission for 144 dwellings
19	York College, Tadcaster Road (Allocation H1.51)	Permission for 360 dwellings
21	Former Presto, 25 George Hudson Street (Allocation S1b)	Completed for retail units including supermarket
27	Warehouse, 23 Hospital Fields Road, Fulford	Permission for 2 storey office development

28	York Business Park, Nether Poppleton	Planning permission for various industrial/business uses
32	Annamine Nurseries (Allocation E3a. 15)	Permission granted for display of Portakabins
33	Car park, Dixons Lane, Piccadilly	Completed for four storey office building
36	Land off Amy Johnson Way, Clifton Moor	Permission for 2 storey Eco Business Centre including 32 workshops, 40 office units & wind turbine
40	Land at Foss Islands Road (Allocation S1c)	Part Completed. Redevelopment incl. Superstore and non food units & restaurant
52	St Barnabus CE Primary School, Bright Street	Reserved Matters pending for 14 apartments
56	Clifton Family Centre, 107 Burton Green, Clifton	Outline permission for 8 dwellings
95	Land at 31 Lea Way	Permission granted for 14 dwellings
120	Derwent Playing Fields, Osbaldwick	Permission granted for 24 dwellings
121	Barbican Centre, Paragon Street	Under Construction for redevelopment including 240 apartments, hotel and alterations to Barbican Centre
139	RO 89a The Mount	Part Completed. Extension and refurbishment to form Hotel Du Vin
143	19 St Edwards Close, Tadcaster Road	Permission for two storey detached dwelling
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
LSC 4	1 Station Cottages, Linley Avenue, Haxby	Permission for erection of 3 detached dwellings
LSC 8	Land R/O 20a & 22 Mill Lane	Permission granted for 5 dwellings
LSC 31	The Tannery, Sheriff Hutton Road, Strensall	Outline permission for Business Park (B1). Not implemented. Expires 2009.
LSC 43	R/O The Lodge, Sandy Lane	Permission granted for 1 dwelling

Sites to be taken forward to next stage of the Assessment

6.7 Figure 9 shows the 39 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 9 along with an overall map showing the location of all the sites.

Figure 9: Site to be taken forward to the next stage of the assessment

Site Reference	Name	Site Size (ha)	Additional Information
3	Castle Piccadilly	0.3 (residential)	Local plan allocation included 27

	(Allocation H1.17, SP9 Action Area)	element)	residential dwellings (90 dw/ha)
4	Area north of Trinity Lane (remaining area of Allocation H1.18)	0.23	Local plan allocation for estimated 27 dwellings (68 dw/ha)
5	Peel St / Margaret St (Allocation H1.22)	0.4	Local plan allocation for 30 dwellings (75 dw/ha)
7	Bonding Warehouse (Allocation H1.30)	0.1	Local plan allocation for 20 dwellings (200 dw/ha)
8	Burnholme WMC, Burnholme Drive (Allocation H1.32)	0.4	Local plan allocation for 16 dwellings (40 dw/ha)
9	Rosedale, Clifton Park (Allocation H1.33)	0.7	Local plan allocation for 8 dwellings (11 dw/ha)
11	MOD Land, Fulford (Allocation H1.37)	1.8	Local plan allocation for 72 dwellings (40 dw/ha)
12	Monk Bar Garage (Allocation H1.38)	0.1	Local plan allocation for 10 dwellings (100 dw/ha) * check application details
13	Reynards Garage (Allocation H1.42)	0.1	Local plan allocation for 10 dwellings (100 dw/ha)
17	15 a – c Haxby Road (Allocation H1.49)	0.3	Local Plan allocation for 10 dwellings (33 dw/ha)
18	10-18 Hull Road (Allocation H1.50)	0.4	Local Plan allocation for 17 dwellings (43 dw/ha)
20a	York Northwest (York Central part of site)	35-37	Estimate of up to 3,000 dwellings
20b	York Northwest (British Sugar part of site)	39.5	Estimate of 1325 dwellings to 2029
26	Council Depot, Beckfield Lane, Acomb	0.35	Application pending for residential development. Need to relocate existing depot.
35	Shipton Street Primary School	0.4	Application pending for 38 residential dwellings
50	Manor CE Secondary School	3.7	Existing school will be vacated by Summer 2009. New school to be built.
51	Lowfield Secondary School	5.7	Existing school to be vacant by Summer 2009. School to merge with Oaklands.
57	1-9 St Leonards Place	0.43	Site has been sold and City of York Council is leasing it back until 2009/10.
58	Parkside Commercial Centre, Terry Avenue	0.38	Application pending for residential development (no numbers). Existing commercial use to be relocated.
60	Land at Bootham Crescent	1.66	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	1.47	Feasibility work underway. No decision taken as to future use of site
119	Terry's Factory	4	Application pending consideration for mixed use development including 225 residential dwellings
122	Discus Bungalows, St Anne's Court	0.75	Due to go to Executive on 6 th November 2007. Tees Valley and York Housing Partnership.

123	Discus Bungalows, Regent Street	1.11	Due to go to Executive on 6 th November 2007. Tees Valley and York Housing Partnership.
124	Discus Bungalows, Faber Street/Richmond Street	1.36	Due to go to Executive on 6 th November 2007. Tees Valley and York Housing Partnership.
155	Land R/O Electricity Sub Station, Haxby Road	0.6	
163	Land around Bur Dike, between Sutton Way & Libourne Drive	0.32	
166	Site off Water Lane, Clifton	0.3	
179	Land off Tribune Way, Clifton Moorgate	0.4	Outline application for care home refused September 2007.
183	Nestle South	5.8	Assumption of 350 dwellings
LSC 14	Land adjacent to 26 & 38 Church Lane, Bishopthorpe	0.55	
LSC 19	Land adjacent 131 Long Ridge Lane, Poppleton	0.2	
LSC 23	Land R/O surgery & 2a/2b Petercroft Lane, Dunnington	0.23	
LSC 27	22 Princess Road, Strensall	0.5	
LSC 32	Land behind Netherwoods, Strensall	0.98	
LSC 36	Land adjacent to The Bracks/Green Lane, Strensall	5	
LSC 37	Former Strensall Youth Centre	0.1	
LSC 42	Builder Yard, Church Lane, Bishopthorpe	0.33	
LSC 43	Adjacent to Stockton Grange, Stockton on the Forest	0.23	Application pending for 1 dwelling.

Stage 6 : Estimating the housing potential of each site

- 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 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.

- 7.3 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 density 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 England¹⁶.
- 7.4 At this stage of the assessment we have 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, as suggested in the guidance, further work on estimating housing potential will take place at stage 7 of the assessment. Stage 7 of the assessment (assessing when and whether sites are likely to be developed) will take place at phase 2 of the assessment 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

- 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.
- 7.6 Typical Urban Area (TUA) studies involve dividing the urban area in homogenous character case study areas determined on the basis of land

¹⁶ Sustainable Suburbia: work in progress, MacCormac Jamieson Prichard Architects.

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.

7.7 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.

7.8 The density multiplier used in each TUA 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. 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.

7.9 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 10 shows the 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 windfalla and allocated sites completions over the last ten years.

Figure 10: density Ranges in each Typical Urban Area

Typical Urban Area	Density Range (dwellings per ha)		
	Low density	Medium density	High density
York Urban Area			
Zone 1: City Centre	75	160	250
Zone 2: Terraced housing	70	100	150
Zone 3: Conservation Areas	25	40	75
Zone 4: Development Pre1960	25	50	70
Zone 5: Development between 1960s and 1980s	20	30	70
Zone 6: City Centre Extension Zone	110	155	160
Zone 7: Post 1980s Development	35	50	65

Zone 8: Employment areas	N/a	N/a	N/a
Zone 9: Educational Establishments	N/a	N/a	N/a
Zone 10: York University	N/a	N/a	N/a
Zone 11: MOD land	N/a	N/a	N/a
Zone 12: Recreation & Leisure	N/a	N/a	N/a
Zone 13: Medical Establishments	N/a	N/a	N/a
Local Service Centres			
Bishopthorpe	20	20	30
Copmanthorpe	15	15	25
Dunnington	15	20	25
Haxby & Wigginton	20	25	30
Stockton on the Forest	25	35	85
Strensall	10	20	30
Upper & Nether Poppleton	10	15	20
Wheldrake	15	15	25

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

- 7.10 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



South Bank – Average Density 72 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
Osbalwick (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



National Density Exemplars - Building for Life Standards

7.18 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 dw/ha

- 7.19 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

- 7.20 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

- 7.21 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

- 7.22 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 were initially were 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

- 7.23 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

- 7.24 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

7.25 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.

7.26 Recent work on Sustainable Suburbia for the London Assembly identified scope for higher densities than these schemes to achieve high quality units that are sustainable. The study's emerging work identifies five hypothetical design studies of housing achieving densities of 57-120 net dwellings per hectare. The study establishes a range of density at which many of the benefits of higher density can be achieved without sacrificing what remains the aspiration of most British homebuyers – their own house and garden with its own front door in a safe, quiet and leafy street. The five study examples 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'.

Study 1 – Courtyard Housing

Density: 57 dph net
285 bph net
Housing mix: 100% 3b 5p houses¹⁷
Storeys: 2
Off Street Parking: 100%
Proportion of Road: 36%

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. 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

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%

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.

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%

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.

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%

¹⁷ Where b = bedroom & p = person

By locating maisonette over flat or maisonette along a public transport route parallel to the courtyards, a net density of 11 dph, with bed-spaces per hectare rising to 485 or 528, depending upon the mix and height of the block.

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%

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%.

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

- 7.26 The identified sites remaining from Phase 1 of the survey have been analysed and a density range has been identified for each individual site according to which typical urban area the site falls into.

Potential Yield Assessment: Housing Allocations

- 7.27 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 7.35). 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 16: Potential capacity on Housing allocations

Site Ref	Name	TUA Zone	Site Size (ha)	Density Range			Additional Information
				Low	Median	High	
3	Castle Piccadilly (Allocation H1.17)	1	0.3 (residential element)	23	48	75	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	17	37	58	Estimated capacity from Local Plan 27 dwellings (68 dw/ha)
5	Peel Street/Margaret (Allocation H1.22)	0.4	1	30	64	100	Estimated capacity from Local Plan 30 dwellings (75 dw/ha)
7	Bonding Warehouse (Allocation H1.30)	0.1	1	8	16	25	Estimated Capacity from Local Plan 20 dwellings (200 dw/ha)
8	Burnholme WMC, Burnholme Drive (Allocation H1.32)	0.4	4	10	20	28	Estimated capacity from Local Plan 16 dwellings (40 dw/ha)
9	Rosedale, Clifton Park (Allocation H1.33)	0.7	7	25	35	46	Estimated capacity from Local Plan 8 dwellings (11 dw/ha)
11	MOD Land, Fulford (Allocation H1.37)	1.8	11	45	90	126	Estimated capacity from Local Plan 72 dwellings (40 dw/ha)
12	Monk Bar Garage (Allocation H1.38)	0.1	1	8	16	25	Estimated capacity from Local Plan 10 dwellings (100 dw/ha). Executive 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	0.1	1	8	16	25	Estimated capacity from Local Plan

	H1.42)						10 dwellings (100 dw/ha)
17	15 a-c Haxby Road (Allocation H1.49)	0.3	7	11	15	20	Estimated capacity from Local Plan 10 dwellings (33 dw/ha)
18	10-18 Hull Road (Allocation H1.50)	0.4	4	10	20	28	Estimated capacity from Local Plan 17 dwellings (43 dw/ha)
Total Sites		3.8 ha	N/a	195	377	556	288

Potential Yield Assessment: Non allocated sites with a Development Brief or AAP underway

7.30 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.

Figure 17:: 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 3,000 dwellings
20b	York Northwest (British Sugar part of site)	39.5	1325 dwellings (up to 2029)
119	Terry's Factory	4	225 dwellings
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)
Total Sites		87.52 – 89.52 ha	4,998 dwellings

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

- 7.31 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.
- 7.32 The different potential on each of the sites has been assessed using the density ranges.

Figure 18: Potential capacity on other identified sites

Site Ref	Name	TUA Zone	Site Size (ha)	Density Range			Additional Information
				Low	Median	High	
26	Council Depot, Beckfield Lane, Acomb	4	0.35	9	18	25	Application pending for residential development. Need to relocate existing depot.
35	Shipton Street Primary School	4	0.4	10	18	28	Application pending for 38 dwellings
50	Manor CE Secondary School	9	3.7	93	185	259	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	143	285	399	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	32	69	108	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	42	59	61	Application pending for residential development. Existing commercial use to be relocated
60	Land at Bootham Crescent	4	1.66	42	83	116	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	37	74	103	Feasibility work underway. No decision taken as to future use of site
155	Land R/O Electricity Sub Station, Haxby Road	2	0.6	42	60	90	
163	Land around Bur Dike, between Sutton Way & Libourne Drive	7	0.32	11	16	21	
166	Site off Water Lane, Clifton	4	0.3	8	15	21	
179	Land off Tribune Way, Clifton Moor Gate	8	0.4	14	20	26	Outline application for care home refused September 2007
LSC14	Land adj. 26 & 38 Church Lane, Bishopthorpe	Bishopthorpe	0.55	11	11	17	

LSC19	Land adj. 131 Long Ridge Lane, Bishopthorpe	Upper & Nether Poppleton	0.2	2	3	5	
LSC23	Land R/O Surgery & 2a/2b Petercroft Lane	Dunnington	0.23	3	4	6	
LSC27	22 Princess Road	Strensall	0.5	5	10	15	
LSC32	Land behind Netherwoods	Strensall	0.98	10	20	29	
LSC36	Land adj. To The Bracks/Green Lane	Strensall	5	50	100	150	
LSC37	Former Strensall Youth Centre	Strensall	0.1	1	2	3	
LSC42	Builders Yard, Church Lane,	Bishopthorpe	0.33	6	7	10	
LSC43	Adj. Stockton Grange	Stockton on the Forest	0.23	6	8	20	Application pending for 1 dwelling
Total Sites			23.83 ha	577	1067	1512	

Total Estimated Yield from Identified Sites

Figure 19 gives an estimated yield from all identified sites from phase 1 of the assessment.

Figure 19: Estimated yield from all sites in Phase 1

Identified Sites	Low density estimate	Median density estimate	High density estimate
Housing Allocations	195	377	556
Non allocated sites with Development Briefs or AAP underway	4998		
Other Identified Sites	577	1067	1512
All Identified Sites	5,770	6,442	7,066

Quantifying the Existing Indicative Identified Supply of Housing (unconstrained)

- 7.33 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 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)

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

Figure 20 shows the net number of dwellings completed each year from 1st April 2004 until 31st March 2007.

Figure 20: Net additional dwellings 2004 - 2007

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

Commitments (2)

- 7.35 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*'¹⁸.
- 7.36 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

¹⁸ Paragraph 58, Planning Policy Statement 3: Housing (Nov 2006) DCLG.

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 2005¹⁹, the majority of permission over the past five years have a five year expiry period.

- 7.37 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.

Figure 21: 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

- 7.38 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.
- 7.39 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 than five years will need to be phased into the housing trajectory accordingly.
- 7.40 Figure 22 shows the number of commitments (on non-allocated sites) existing at 31st March 2007.

¹⁹ Planning Circular 08/2005: Guidance on Changes to the Development Control System, ODPM.

Figure 22: Commitments Oexisting 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 23: 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 24: Allocated sites without permission

SHLAA Site Ref (if applicable)	Site Name	Estimated no. dwellings (density range)		
		Low	Median	High
3	Castle Piccadilly (H1.17)	23	48	75
4	Area North of Trinity Lane (remaining area of allocation H1.18)	17	37	58
5	Peel Street/Margaret Street (H1.22)	30	64	100
7	Bonding	8	16	25

	Warehouse (H1.30)			
8	Burnholme WMC, Burnholme Drive (H1.32)	10	20	28
9	Rosedale, Clifton Park (H1.33)	25	35	46
11	MOD Land, Fulford (H1.38)	45	90	126
12	Monk Bar Garage (H1.38)	8	16	25
13	Reynards Garage (H1.42)	8	16	25
17	15 a-c Haxby Road (H1.49)	11	15	20
18	10-18 Hull Road (H1.50)	10	20	28
All Sites		195	377	556

Non-Allocated sites with a Development Brief (5)

Figure 25: 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)	Up to 3,000
20b	York Northwest (British Sugar part of site)	1325
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		4,998

Remaining Identified SHLAA Sites (6)

Figure 26: Remaining identified SHLAA sites

SHLAA Site Ref (if applicable)	Site Name	Estimated no. dwellings (density range)		
		Low	Median	High
26	Council Depot, Beckfield Lane, Acomb	9	18	25

35	Shipton Street School	10	18	28
50	Manor School	93	185	259
51	Lowfield School	143	285	399
57	1-9 St Leonards Place	32	69	108
58	Parkside Commercial Centre	42	59	61
60	Land at Bootham Crescent	42	83	116
104	Yearsley Bridge Centre	37	74	103
155	Land R/O sub station, Haxby Rd	42	60	90
163	Land at Bur Dike	11	16	21
166	Site at Water Lane	8	15	21
179	Land off Tribune Way	14	20	26
LSC14	Land at Church Lane, Bishopthorpe	11	11	17
LSC19	Land adj. Long Ridge Lane	2	3	5
LSC23	Land R/O Surgery, Petercroft Lane	3	4	6
LSC27	22 Princess Road	5	10	15
LSC32	Land behind Netherwoods	10	20	29
LSC36	Land adj. The Bracks	50	100	150
LSC37	Strensall Youth Centre	1	2	3
LSC42	Builders Yard, Church Lane, Bishopthorpe	6	7	10
LSC43	Site adj. Stockton Grange	6	8	20
All Sites		577	1067	1512

Windfalls (7 & 8)

- 7.41 '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.
- 7.42 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.

7.43 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.

7.44 Recent research undertaken by CPRE²⁰ 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.

7.45 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.

7.46 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*

²⁰ Untapped Potential: Identifying and delivering residential development on previously developed land: an overview of recent practice, CPRE, February 2007.

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'.

- 7.48 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 therefore the percentage of development achieved on PDL is likely to fall in the future to nearer our target rate of 65%.
- 7.49 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 27: 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) 556 (high density)
5. Non-allocated sites with development brief	4998
6. Remaining identified SHLAA sites	577 (low density) 1067 (median density) 1512 (high density)
7. Allowance for conversions/change of use	1696
8. Allowance for very small windfalls	2136
Total Unconstrained Supply	17,014 (low density) 17,686 (median density) 18,310 (high density)

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 strips²¹, tenancies or operational requirements of landowners. This means that a housing developer 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

²¹ 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.

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 growth²², within and outside settlements (stage 9) and/or the use of a windfall allowance²³ (stage 10). Further details on these stages will be included in Phase 2 of the assessment if a shortfall is identified.

²² 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 points, growth areas, new free-standing settlements and eco-towns. The need to explore these will usually be signalled by the Regional Spatial Strategy.

²³ 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.