

From: Paul Butler [paul.butler@pbplanning.co.uk]
Sent: 04 April 2018 11:50
To: localplan@york.gov.uk; Slater, Michael
Cc: Lee Underwood (lee.underwood@autohorn.co.uk); Joe Nasson; Phil Rickinson
Subject: CITY OF YORK LOCAL PLAN – LAND AT WHITEHALL GRANGE, WIGGINTON ROAD, CLIFTON MOOR – AUTOHORN FLEET SERVICES LTD – SUPPORT FOR SITE REFERENCE ST37

Attachments: City of York Local Plan - Site ST37 - Autohorn - April 2018.pdf; 1083.05 Proposed Site Plan 1.1000@A1 - 26.03.18.pdf; 1083.01 Existing Site Plan 1.1000@A1 - 26.03.18.pdf; 1083.03 Extract of Existing Site Plan & Demolition 1.500@A1 - 26.03.18 .pdf; 20180209170906053.pdf; 20180209170832819.pdf; City of York Local Plan - Consultation Form - Autohorn - April 2018.pdf

Dear Sir or Madam,

We write on behalf of our client Autohorn Fleet Services Ltd (Autohorn) to provide City of York Council (CYC) with their representations to CYC's Publication Draft Local Plan (February 2018).

Our client fully **supports** the retention of site ST37 as a proposed strategic employment allocation within the Publication Draft Local Plan.

As CYC are aware, the site benefits from outline planning permission (Ref. 16/01446/OUTM) in association with the relocation of Autohorn's operations from Leeming Road (which is located within the York Central site).

Whilst our client supports the allocation and the proposed red line allocation boundary, they are seeking amendments to the proposed wording of Draft Policy SS24 in order to provide further flexibility in respect of the future development of the site. Autohorn wish to work collaboratively with CYC to agree an appropriate future strategy at the Whitehall Grange site which enables the viable re-location of the business through the proposed revised immediate development proposals, whilst protecting the long-term aspirations of the site (the outline planning approval) over the course of the whole Local Plan period.

Whilst there is time for us to discuss the immediate development proposals and potential changes to the timescales/triggers associated with the approved outline planning permission at the site over the coming months, in order for the Local Plan to align with this revised approach to the development of the site, the current wording included in Policy SS24 of the Publication Draft Local Plan would of course needs to be amended.

We believe that the revised wording would grant CYC and Autohorn sufficient flexibility to work together to ensure that both the immediate and long-term development proposals associated with the relocation of the existing business can be delivered, whilst also ensuring that the key environmental sensitivities of the site can be protected.

Our client looks forward to progressing discussions with CYC in respect of the revised immediate relocation development proposals as soon as possible. Can we therefore ask that contact is made to arrange a meeting to discuss the development proposals further.

Should you require any further details or clarification on the content of this letter please do not hesitate to contact me.

Kind regards,

Paul

Paul Butler
Director



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07970 506702
01904 731365

City of York Local Plan Publication Draft 2018 Consultation response form 21 February – 4 April 2018

OFFICE USE ONLY:

ID reference:

This form has three parts: **Part A** Personal Details, **Part B** Your Representation and **Part C** How we will use your Personal Information

To help present your comments in the best way for the inspector to consider them, the Planning Inspectorate has produced this standard comment form for you to complete and return. We ask that you use this form because it structures your response in the way in which the inspector will consider comments at the Public Examination. Using the form to submit your comments also means that you can register your interest in speaking at the Examination.

Please read the guidance notes and Part C carefully before completing the form. Please ensure you sign the form on page 6.

Please fill in a separate part B for each issue/representation you wish to make. Any additional sheets must be clearly referenced. If hand writing, please write clearly in blue or black ink.

Part A - Personal Details

Please complete in full; in order for the Inspector to consider your representations you must provide your name and postal address).

1. Personal Details		2. Agent's Details (if applicable)
Title		Mr
First Name		Paul
Last Name		Butler
Organisation (where relevant)	Autohorn Fleet Services	PB Planning Ltd
Representing (if applicable)		Autohorn Fleet Services
Address – line 1	c/o Agent	PO Box 827
Address – line 2		York
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Postcode		YO31 6EE
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Telephone Number		07970 506702

Representations must be received by Wednesday 4 April 2018, up until midnight.
Representations received after this time will not be considered duly made.

Guidance note

Where do I send my completed form?

Please return the completed form **by Wednesday 4 April 2018, up until midnight**

- To: FREEPOST RTEG-TYYU-KLTZ Local Plan, City of York Council, West Offices, Station Rise, York, YO1 6GA
- By email to: localplan@york.gov.uk

Electronic copies of this form are available to download at www.york.gov.uk/localplan or you can complete the form online at www.york.gov.uk/consultations

What can I make comments on?

You can make representations on any part of the publication draft of the Local Plan, Policies Map or Sustainability Appraisal. Comments may also refer to the justification and evidence in the supporting technical papers. The purpose of this consultation is for you to say whether you think the plan is legally compliant and 'sound'. These terms are explained as you go through the response form.

Do I have to use the response form?

Yes please. This is because further changes to the plan will be a matter for a Planning Inspector to consider and providing responses in a consistent format is important. For this reason, all responses should use this consultation response form. Please be as succinct as possible and **use one response form for each representation you wish to make** (topic or issue you wish to comment on). You can attach additional evidence to support your case, but please ensure that it is clearly referenced. It will be a matter for the Inspector to invite additional evidence in advance of, or during the Public Examination.

Additional response forms can be collected from the main council offices and the city's libraries, or you can download it from the council's website at www.york.gov.uk/localplan or use our online consultation form via <http://www.york.gov.uk/consultations>. However you choose to respond, in order for the inspector to consider your comments you must provide your name and address with your response.

Can I submit representations on behalf of a group or neighbourhood?

Yes, you can. Where there are groups who share a common view on how they wish to see the plan modified, it would be very helpful for that group to send a single representation that represents that view, rather than for a large number of individuals to send in separate representations that repeat the same points. In such cases the group should indicate how many people it is representing; a list of their names and addresses, and how the representation has been agreed e.g. via a parish council/action group meeting; signing a petition etc. The representations should still be submitted on this standard form with the information attached. Please indicate in Part A of this form the group you are representing.

Do I need to attend the Public Examination?

You can indicate whether at this stage you consider there is a need to present your representation at a hearing session during the Public Examination. You should note that Inspectors do not give any more weight to issues presented in person than written evidence. The Inspector will use his/her own discretion in regard to who participates at the Public Examination. All examination hearings will be open to the public.

Where can I view the Local Plan Publication Consultation documents?

You can view the Local Plan Publication draft Consultation documents

- Online via our website www.york.gov.uk/localplan.
- City of York Council West Offices
- In all libraries in York.

Part B - Your Representation

(Please use a separate Part B form for **each** issue to you want to raise)



3. To which document does your response relate? (Please tick one)

City of York Local Plan Publication Draft

Policies Map

Sustainability Appraisal/Strategic Environmental Assessment

What does 'legally compliant' mean?

Legally compliant means asking whether or not the plan has been prepared in line with: statutory regulations; the duty to cooperate; and legal procedural requirements such as the Sustainability Appraisal (SA). Details of how the plan has been prepared are set out in the published Consultation Statements and the Duty to Cooperate Statement, which can be found at www.york.gov.uk/localplan

4. (1) Do you consider the document is Legally compliant?

Yes

No

4.(2) Do you consider that the document complies with the Duty to Cooperate?

Yes

No

4.(3) Please justify your answer to question 4.(1) and 4.(2)

Please see enclosed submitted representations.

What does 'Sound' mean?

Soundness may be considered in this context within its ordinary meaning of 'fit for purpose' and 'showing good judgement'. The Inspector will use the Public Examination process to explore and investigate the plan against the National Planning Policy Framework's four 'tests of soundness' listed below. The scope of the Public Examination will be set by the key issues raised by responses received and other matters the Inspector considers to be relevant.

What makes a Local Plan "sound"?

Positively prepared - the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development.

Justified – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence.

Effective – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities

Consistent with national policy – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework

Representations must be received by Wednesday 4 April 2018, up until midnight.
Representations received after this time will not be considered duly made.

5.(1) Do you consider the document is Sound?

Yes No

If yes, go to question 5.(4). If no, go to question 5.(2).

5.(2) Please tell us which tests of soundness the document fails to meet: (tick all that apply)

Positively prepared	<input checked="" type="checkbox"/>	Justified	<input checked="" type="checkbox"/>
Effective	<input checked="" type="checkbox"/>	Consistent with national policy	<input checked="" type="checkbox"/>

5.(3) If you are making comments on whether the document is unsound, to which part of the document do they relate?

(Complete any that apply)

Paragraph no.

See enclosed representations

Policy Ref.

See enclosed representations

Site Ref.

Site Ref. ST37

5.(4) Please give reasons for your answers to questions 5.(1) and 5.(2)

You can attach additional information but please make sure it is securely attached and clearly referenced to this question.

Please see enclosed submitted representations

6. (1) Please set out what change(s) you consider necessary to make the City of York Local Plan legally compliant or sound, having regard to the tests you have identified at question 5 where this relates to soundness.



You will need to say why this modification will make the plan legally compliant or sound. It will be helpful if you could put forward your suggested revised wording of any policy or text.

Please note your representation should cover succinctly all the information, evidence and supporting information necessary to support/justify the representation and the suggested modification, as there will not normally be a subsequent opportunity to make further representations based on the original representation at publication stage.

After this stage, further representations will be only at the request of the Inspector, based on the matters and issues he/she identifies for examination.

Please see enclosed submitted representations

7.(1). If your representation is seeking a change at question 6.(1), do you consider it necessary to participate at the hearing sessions of the Public Examination? (tick one box only)

No, I do not wish to participate at the hearing session at the examination. I would like my representation to be dealt with by written representation

Yes, I wish to appear at the examination

If you have selected **No**, your representation(s) will still be considered by the independent Planning Inspector by way of written representations.

7.(2). If you wish to participate at the oral part of the examination, please outline why you consider this to be necessary:

Please see enclosed submitted representations

Please note: the Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate at the hearing session of the examination.

Part C - How we will use your Personal Information

We will only use the personal information you give us on this form in accordance with the Data Protection Act 1998 (and any successor legislation) to inform the Local Plan process.

We only ask for what personal information is necessary for the purposes set out in this privacy notice and we will protect it and make sure nobody has access to it who shouldn't.

City of York Council does not pass personal data to third parties for marketing, sales or any other commercial purposes without your prior explicit consent.

As part of the Local Plan process copies of representations made in response to this consultation including your personal information must be made available for public inspection and published on the Council's website; they cannot be treated as confidential or anonymous and will be available for inspection in full. Copies of all representations must also be provided to the Planning Inspectorate as part of the submission of the City of York Local Plan.¹

Storing your information and contacting you in the future:

The information you provide on this form will be stored on a database used solely in connection with the Local Plan. If you have previously responded as part of the consultation on the York Local Plan (previously Local Development Framework prior to 2012), your details are already held on the database. This information is required to be stored by the Council as it must be submitted to the Planning Inspectorate to comply with the law.¹ The Council must also notify those on the database at certain stages of plan preparation under the Regulations.²

Retention of Information

We will only keep your personal information for as long as is necessary and when we no longer have a need to keep it, we will delete or destroy it securely. The Local Planning Authority is required to retain your information during the plan making process. The information you submit relating to the Local Plan can only cease to be made available 6 weeks after the date of the formal adoption of the Plan.³

Your rights

To find out about your rights under the Data Protection Act 1998 (and any successor legislation), you can go to the Information Commissioners Office (ICO) <https://ico.org.uk/for-the-public/>

If you have any questions about this Privacy Notice, your rights, or if you have a complaint about how your information has been used or how long we have kept it for, please contact the Customer Feedback Team at haveyoursay@york.gov.uk or on [01904 554145](tel:01904554145)

Signature

Date

¹ Section 20(3) Planning & Compulsory Purchase Act 2004 Regulations 17,22, 35 & 36 Town and Country Planning (Local Planning) England) Regulations 2012

² Regulation 19 Town and Country Planning (Local Planning) England) Regulations 2012

³ Regulation 35 Town and Country Planning (Local Planning) England) Regulations 2012

Local Plan,
City of York Council,
West Offices,
Station Rise,
York,
YO1 6GA

4th April 2018

Dear Sir or Madam,

CITY OF YORK LOCAL PLAN – LAND AT WHITEHALL GRANGE, WIGGINTON ROAD, CLIFTON MOOR – AUTOHORN FLEET SERVICES LTD – SUPPORT FOR SITE REFERENCE ST37

We write on behalf of our client Autohorn Fleet Services Ltd (Autohorn) to provide City of York Council (CYC) with their representations to CYC's Publication Draft Local Plan (February 2018).

Our client fully **supports** the retention of the site as a proposed strategic employment allocation within the Publication Draft Local Plan.

As CYC are aware, the site benefits from outline planning permission (Ref. 16/01446/OUTM) in association with the relocation of Autohorn's operations from Leeming Road (which is located within the York Central site).

Whilst our client supports the allocation and the proposed red line allocation boundary, they are seeking amendments to the proposed wording of Draft Policy SS24 in order to provide further flexibility in respect of the future development of the site.

We set out below our justification for the policy to be worded more flexibly, however, the main reason is associated with Autohorn's need to commence discussions with CYC at the earliest opportunity in order to seek to revise the approved development proposals at the Whitehall Grange site.

This letter sets out the following: -

- Re-iterates the principle of development at the site;
- Provides details of Autohorn's revised immediate development proposals for the site; &
- Identifies the justification behind the need to amend Policy SS24 of the Local Plan.

It concludes by confirming that Autohorn wish to work collaboratively with CYC to agree an appropriate future strategy at the Whitehall Grange site which enables the viable re-location of the business through the proposed revised immediate development proposals, whilst protecting the long-term aspirations of the site (the outline planning approval) over the course of the whole Local Plan period.

PRINCIPLE OF DEVELOPMENT & THE OUTLINE PLANNING APPROVAL

An outline planning application for the "*Demolition of existing buildings, use of land to car storage facility and erection of office building*" was approved by CYC on the 15th June 2016. The exact details of the approved development identified in the CYC committee report was as follows: -

Planning permission is being sought for the demolition of existing buildings and the use of the land as a car storage facility for up to 2000 cars. A 2-storey, 3000sqm office building for approximately 200 staff would be located at the northwest corner of the site. The proposal includes an internal circulation road, areas of hardstanding surfaced in grasscrete (which would occupy most of the site), a small security gatehouse, lighting and landscaping. Access would be taken from the existing access onto Wigginton Road. The Entrance

gateway would be set back to allow for a car transporter to pull up off the public highway. The Application is a hybrid in that it seeks:

(a) full planning permission for the change of use to a car storage facility and for the construction of the associated infrastructure; and

(b) outline planning permission (with appearance and landscaping reserved) for the 2-storey office building and the security gatehouse. The parameters of the office building are 9m high, 80m long across its frontage and up to 29m deep. The building would have a footprint of 1,683sqm. The security gatehouse would be single-storey and have a footprint of 40sqm.

As the site is located in the Green Belt, in accordance with Paragraph 88 of the NPPF, in reaching the decision to approve the planning application CYC identified the following very special circumstances: -

- **The need for the facility arises from the continued growth of the business and demand from car dealerships on Clifton Moor, which are their major clients;**
- **No other suitable sites are available;**
- **The development would provide ongoing economic benefits for the city;**
- **If planning permission is not granted the likely outcome is that Autohorn would be forced to look for suitable sites outside York probably Leeds, Selby or Hull;**
- **The development would provide sustainability benefits compared with the current operations, e.g. car transport movements would be taken out of the city, there would be shorter journeys for collections and deliveries and the site would provide better scope for Autohorn to explore sustainable fuel technologies.**

The business currently operates from two sites, neither of which is particularly suitable for the company's purposes. In particular the York Central site has very poor access (Leeman Road) for car transporters. Operating from two sites and having to transport large numbers of cars on small vehicles or low loaders is inefficient. Furthermore, the site is on the other side of the city centre from the company's principal customer base. The current situation provides no long-term security for the business and there is no capacity for expansion on the existing sites.

The council's economic development officers fully support the planning application on the basis that it is fully aligned with the council's economic strategy, which was approved by the Executive in May 2016. The economic case is that consent would support the growth of the city's high value jobs base, it would protect 85 jobs in the city, lead to an additional 75 jobs in the local authority area and contribute over £2m to the city's economy.

The site at Leeman Road lies within York Central, which is the city's main priority for economic development. The council's aspirations for the site cannot be realised unless and until the existing occupiers have been relocated. Approving the application at Whitehall Grange to enable Autohorn's relocation would be a significant step towards the facilitation of the redevelopment of the York Central site.

Each of the above identified "very special circumstances" still exist, however, there has been one key change in circumstance associated with Autohorn's proposed relocation. This is in relation to Autohorn's relocation timescales.

As CYC are aware, Autohorn's current premises are at Leeming Road are located within the York Central site. The landowners of Autohorn's existing premises have consequently informed them that they will likely need to vacate the site by the end of 2019. Only 21 months from now.

Condition 1 of the outline planning approval provides Autohorn with the ability to commence the development of their relocation proposals within a 5-year timescale (3 years to submit Reserved Matters approval and 2 years to commence development).

The requirement for Autohorn to vacate their current premises before the end of 2019 has therefore given them significantly less time to not only commence development, but to deliver the new development proposals in their entirety.

Put simply, Autohorn originally had 5 years from 15th June 2016 to commence the development of their relocation proposals, they now have only 21 months years to complete them.

There are two key impacts associated with this reduced timescale. The time needed to construct the approved development scheme (including Reserved Matters approval for the proposed office building and the discharge of relevant pre-commencement planning conditions) and the time needed to generate sufficient funding to be able to deliver the relocation proposals.

Whilst we can work with CYC to seek to achieve the planning approvals to enable Autohorn to relocate within the required timescales, at the point of writing this letter there is simply no prospect of attaining the required funding to deliver the approved scheme.

Since the approval of the outline planning application in June 2016, Autohorn have been calculating the actual costs of the approved relocation proposals. The cost of doing so would be approximately £12 million, however, the value of the asset post completion would be £6.5 million. As a result, they are unable to achieve the investment needed to deliver the approved scheme.

Accordingly, Autohorn need to commence discussions with CYC at the earliest opportunity in order to seek to revise the approved development proposals at the Whitehall Grange site.

Autohorn want to work collaboratively with CYC to agree an appropriate future strategy at the Whitehall Grange site which enables the viable re-location of the business through the proposed revised immediate development proposals, whilst protecting the long-term aspirations of the site (the approved scheme) over the course of the whole Local Plan period.

Whilst the approved outline planning approval is still very much the long-term vision for the site, Autohorn have sought to develop an immediate development option for the site which is viable, can be delivered by the end of 2019 and which seeks to retain the "openness" of the Green Belt in this location of the City.

PROPOSED IMMEDIATE DEVELOPMENT OPTION

Enclosed with this letter are plans prepared by PRA Architects which provide a draft relocation proposal for Autohorn at the Whitehall Grange site, which could be viably delivered within the next 21 months.

As alluded to above, the relocation proposals approved within the outline planning permission are currently unviable. Not only is this associated with the size of the proposed office building, but it is also in association with the amount of new road infrastructure needed and the level of new landscaping required. Largely due to the proposed location of the majority of the new facilities to the rear/western boundary of the site.

Whilst appreciating why the approved proposals have been located where they are, we have sought to revise the relocation proposals in order to ensure that the development will be viable and importantly retain the openness of the Green Belt in this location of the City.

The conclusion reached by this re-assessment is the formulation of a development proposal which seeks to utilise the significant areas of existing buildings and hardstanding at the site. Whilst very special circumstances have been proven, we have sought to ensure that the proposals would not harm the openness of the Green Belt, in accordance with Paragraph 88 of the NPPF and the final bullet point of Paragraph 89 of the NPPF.

The following plans identifying Autohorn's revised immediate relocation proposals for the site are enclosed with this letter for CYC's review: -

- Existing Site Plan
- Existing Site Plan & Proposed Demolition
- Proposed Site Plan

The enclosed plans prepared by PRA identify the following parameters for the proposed immediate development option at the site: -

- The retention of an open vista along the site's frontage to afford views of the Minster and a sense of openness adjacent to Wigginton Road.
- The demolition of existing buildings B, D & E to enable the appropriate re-use and extension of existing building A to deliver an office building of up to 800sq.m in size.
- The re-use of existing building C to deliver a building to be used for valeting purposes.
- The existing redundant and dilapidated buildings on the site have a floorspace of 1,004sqm.
- The development proposals propose to deliver 980sq.m of floorspace. A net reduction of 24sq.m
- The re-use of all existing hardstanding areas located to the north of the existing Farm House for staff parking and car storage.
- Additional car storage is to be provided in the form of grasscrete to the north of the proposed valet building and north & west of the existing hard standing areas in this location of the site. Nestled between the adjacent commercial properties.
- Landscaping and boundary treatment details can be discussed with CYC as part of future negotiations in respect of the development proposals.
- All other areas would be retained in their existing use.
- The existing Farm House is to be retained as it provides an important income to the business.

The site currently contains a number of redundant and dilapidated buildings which provide an eyesore on this approach to the City.

The proposals seek to redevelop a number of the site's existing redundant and dilapidated buildings, to deliver a high quality commercial premises that will be designed to reflect the character of the area in respect of scale, appearance and materials. It is our intention to work closely with planning officers of CYC in respect of the detailed design aspects of the proposals.

Enclosed with this letter are examples of the proposed external appearance of the proposed buildings. The aim is to deliver modern commercial buildings which are in-keeping with the landscape character in which they will sit.

Should, following further detailed assessment it be identified that it is more viable to demolish and rebuild all of the existing buildings located on the site, then we would ensure that any new build development would retain the same location, floorspace, scale, appearance and external materials of buildings proposed above.

Whilst the immediate development proposals are only in draft currently, Autohorn can confirm that they represent a form of development that could be delivered within the next 21 months. Accordingly, Autohorn are very keen to enter into discussions immediately with CYC in order to move the proposals forward.

These proposals represent an immediate, viable, development option at the site for Autohorn. The proposals have been based on the potential re-use of the site's existing buildings in order to enable Autohorn to progress with the larger approved outline planning permission in the future once funding can be attained.

As the relocation of Autohorn will enable the recognised growth and expansion of the business, the immediate development proposals are also required to facilitate the funding needed in order for Autohorn to deliver the longer-term aspirations associated with the larger development proposals.

Whilst there is time for us to discuss the immediate development proposals and potential changes to the timescales/triggers associated with the approved outline planning permission at the site over the coming months, in order for the Local Plan to align with this revised approach to the development of the site, the current wording included in Policy SS24 of the Publication Draft Local Plan would of course need to be amended.

AMENDMENTS REQUIRED TO POLICY SS24

The policy seeks to align with the current approved outline planning permission at the site (Ref. 16/01446/OUTM). There is, therefore, insufficient flexibility to allow for potential changes to the proposed development of the site on account of matters which may impact the business' needs at any point over the next 15 years to 2032/2033. Unless changes are made to the current wording of Policy SS24 then the business would be required to operate under a severely restrictive planning policy until the end of the plan period in 2033.

Whether Autohorn needed to revise the development proposals approved under the outline planning permission or not, there is therefore still an argument that additional flexibility needs to be built into the policy to enable the business to respond to changes in business circumstances over the entire plan period.

It just so happens that a major change in circumstance has occurred in the time period since the approval of the outline planning application (June 2016) and prior to the Local Plan being submitted to the Secretary of State.

As identified above, the landowners of Autohorn's existing Leeming Road site have informed them that they will likely need to vacate the site by the end of 2019. 21 months from now. The requirement for Autohorn to vacate their current premises before the end of 2019 has therefore given them significantly less time to deliver their relocation development proposals.

Whilst we can work with CYC to seek to achieve the planning approvals to enable Autohorn to relocate within the required timescales, at the point of writing this letter there is simply no prospect of attaining the required funding to deliver the approved scheme. It is currently unviable.

Accordingly, Autohorn have sought to revise their relocation proposals to formulate a development that is financially viable, and which can be delivered before the end of 2019. The immediate development proposals for the site are vastly smaller in size and seek to re-use the site's existing redundant buildings and hardstanding areas.

Consequently, in order for the Local Plan to align with this revised approach to the development of the site, the current wording included in Policy SS24 of the Publication Draft Local Plan would of course need to be amended.

Importantly, the development proposals approved under the outline planning application are still very much the long-term aspiration for Autohorn at the site. Therefore, we are seeking changes to Policy SS24 which provides sufficient flexibility to enable the viable re-location of the business through the proposed revised immediate development proposals, whilst protecting the long-term aspirations of the site over the course of the whole Local Plan period to 2032/33.

Accordingly, our proposed revised wording for Policy SS24 of the Local Plan is as follows: -

Policy SS24: Whitehall Grange, Wigginton Road

Whitehall Grange, Wigginton Road (ST37) will provide up to 33,330sqm for B1 office & B8 storage use. Given the location of this site, development should be as unobtrusive within the existing landscape as possible, retaining and enhancing (where possible) the clarity and openness between Clifton Moor to the west and New Earswick to the east.

We believe that the revised wording would grant CYC and Autohorn sufficient flexibility to work together to ensure that both the immediate and long-term development proposals associated with the relocation of the existing business can be delivered, whilst also ensuring that the key environmental sensitivities of the site can be protected. The wording provides a suitable balance for all parties involved.

It is our view that this minor modification can be made to the Local Plan prior to its submission to the Secretary of State, given it has no impact on the Local Plan's Proposal Maps or Sustainability Appraisal.

CONCLUSIONS

Whilst our client **supports** the retention of the site as a proposed strategic employment allocation within the Publication Draft Local Plan, they are seeking amendments to the proposed wording of Draft Policy SS24 in order to provide further flexibility in respect of the future development of the site.

We believe that additional flexibility needs to be built into the policy to enable the business to respond to changes in business circumstances over the entire plan period and it just so happens that a major change in circumstance has occurred in the time period since the approval of the outline planning application (June 2016) and prior to the Local Plan being submitted to the Secretary of State.

Autohorn wish to work collaboratively with CYC to agree an appropriate future strategy at the Whitehall Grange site which enables the viable re-location of the business through the proposed revised immediate development proposals, whilst protecting the long-term aspirations of the site (the outline approval) over the course of the whole Local Plan period.

Whilst there is time for us to discuss the immediate development proposals and potential changes to the timescales/triggers associated with the approved outline planning permission at the site over the coming months, in order for the Local Plan to align with this revised approach to the development of the site, the current wording included in Policy SS24 of the Publication Draft Local Plan would of course needs to be amended.

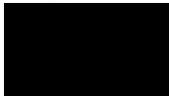
We believe that the revised wording would grant CYC and Autohorn sufficient flexibility to work together to ensure that both the immediate and long-term development proposals associated with the relocation of the existing business can be delivered, whilst also ensuring that the key environmental sensitivities of the site can be protected.

In light of the guidance provided in Paragraph 182 of the NPPF, the inclusion of our revised wording for Policy SS24 of the Local Plan would ensure that: -

- The Local Plan is **positively prepared** in respect of the Whitehall Grange site (ST37) site as the delivery of employment development at the site is required on account of established very special circumstances and as it will contribute to meeting the evidenced objectively assessed development and infrastructure requirements of the City.
- The Local Plan is **justified** in respect of the Whitehall Grange site (ST37) site as compelling evidence has already been established through the granting of outline planning permission to demonstrate that the site's allocation is the most appropriate strategy when considered against the reasonable alternatives, based on proportionate evidence;
- The Local Plan is **effective** as the proposed policy wording associated with the development of the Whitehall Grange site (ST37) site is flexible and will ensure that the development proposals are entirely deliverable within the plan period; &
- The Local Plan is **consistent with national policy** in respect of the Whitehall Grange site (ST37) as compelling evidence has been provided to demonstrate that the proposed development of the site will deliver sustainable development within the plan period.

Our client looks forward to progressing discussions with CYC in respect of the revised immediate relocation development proposals as soon as possible. Should you require any further details or clarification on the content of this letter please do not hesitate to contact me.

Yours sincerely,



PAUL BUTLER
Director

Autohorn Limited, York, Whitehall Grange Site



Existing Building Footprints

- Farm Buildings**
 A - 405 m2
 B - 240 m2
 C - 182 m2
 D - 20 m2
 E - 146 m2

Total - 993 m2

- Dwelling**
 F - 311 m2
 (1st Floor - 170m2)

Total - 481 m2

Total - 1474 m2

Existing Hardstanding

- 1 - 3474 m2
 2 - 4490 m2
 3 - 2380 m2

Total - 10,344 m2

Font Arial size 3

Rev	By	Note	Date



53 The Tannery Lawrence Street York YO10 3WH T: 01904 653772
 F: 01904 653779 E: mail@pra-architects.com W: www.pra-architects.com

PROJECT Autohorn Limited, York
 TITLE Existing Site Plan
 CLIENT Autohorn Limited, York
 DATE 26.03.18 SCALE 1:1000@A1
 DWG. NO Y81:1083.01 REVISION -
 DRAWN GF CHECKED PJR

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Existing Site Plan

Autohorn Limited, York, Whitehall Grange Site



Existing Building Footprints

Farm Buildings
 A - 412 m²
 B - 242 m² - Demolish
 C - 180 m²
 D - 20 m² - Demolish
 E - 150 m² - Demolish

Total Retained Buildings - 592 m²
Total Demolished - 412 m²

Dwelling
 F - 315 m²
 (1st Floor - 170m²)

Total - 485 m²

Total - 1486.90 m²

Existing Hardstanding

1 - 3540 m²
 2 - 4502 m²
 3 - 2400 m²

Total - 10,442 m²

Font Arial size 3

Rev	By	Note	Date

PRA ARCHITECTS

53 The Tannery Lawrence Street York YO10 3WH T: 01904 653772
 F: 01904 653779 E: mail@pra-architects.com W: www.pra-architects.com

PROJECT Autohorn Limited, York
 TITLE Extract of Existing Site Plan & Demolition
 CLIENT Autohorn Limited, York
 DATE 26.03.18 SCALE 1:500@A1
 DWG. NO Y81:1083.03 REVISION -
 DRAWN GF CHECKED PJR

DO NOT SCALE FROM DRAWINGS. ANY DISCREPANCIES TO BE NOTIFIED TO THE ARCHITECTS. COPYRIGHT RESERVED

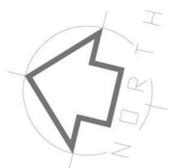
Extract of Existing Site Plan & Demolition

Autohorn Limited, York, Whitehall Grange Site



Proposed Site Plan - Option 1

- Key**
- Proposed Trees
 - Existing Pasture to be retained
 - Retained for current use
 - Car Storage with grasscrete
 - Existing Hardstanding to be retained
 - Existing buildings to be retained
 - Proposed Office Extension and Reception
 - Proposed Demolition of Farm Buildings.



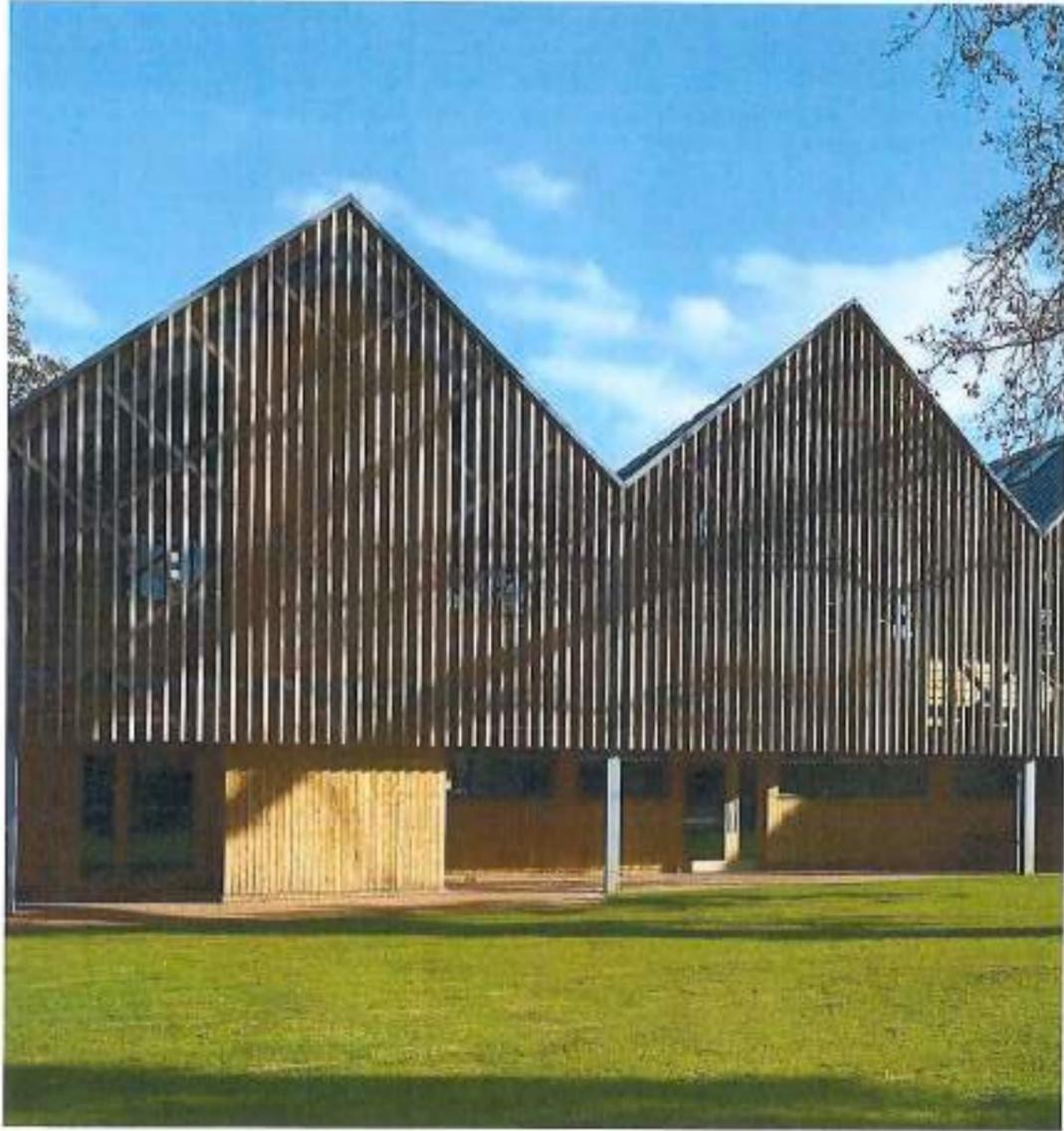
- **Building A:**
Retained footprint 405m²
Circa 3.5m high at eaves and 5.0m high at ridge (Opportunity for mezzanine level, say 20x8) (160m²)
Opportunity to introduce reception and meeting rooms to eastern corner indent 10x10 100 m².
- **Extension to Building A (Phase ??)**
Say 21 x 14m 294 m²
(Opportunity for mezzanine level, say 21 x 8) (168 m²)
Potential floor area for building A with extensions 799 m²
- **Building C:**
Retain for valeting 182 m²
- **Building E:**
Demolish and use lost square metres to offset extensions to Building A

Font Arial size 3

Rev	By	Note	Date

PRA ARCHITECTS
 53 The Tannery Lawrence Street York YO10 3WH T: 01904 653772
 F: 01904 653779 E: mail@pra-architects.com W: www.pra-architects.com

PROJECT Autohorn Limited, York
 TITLE Extract of Existing Site Plan
 CLIENT Autohorn Limited, York
 DATE 26.03.18 SCALE 1:1000@A1
 DWG. NO Y81:1083.05 REVISION -
 DRAWN GF CHECKED PJR
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RUSHDEN LIVING. MIN BUILDING



EXTERIOR REFERENCES: TRANSLUCENCY IN UPPER STOREY CLADDING. LOWER SECTION GLAZED



RUSHDEN LIVING. MIN BUILDING

EXTERIOR REFERENCES: DECORATIVE TIMBER RAINSCREEN REFERENCES USING DIFFERENT TIMBER SEC-

From: Paul Butler [paul.butler@pbplanning.co.uk]
Sent: 04 April 2018 16:26
To: localplan@york.gov.uk; Sheldon, Kennedy
Subject: RE: CITY OF YORK LOCAL PLAN – LAND EAST OF METCALFE LANE – TW FIELDS – SUPPORT FOR SITE REFERENCE ST7

Good afternoon,

With regards to my email below, I can confirm that I am submitting the following documents via the file sharing link for the above site:-

- 975 Home Masterplan
- 1,225 Home Masterplan
- Transport Note
- Promotional Report (2014)
- Deliverability Statement (2016)

I have submitted the previous representations again as well.

Thanks,

Paul

Paul Butler
Director



www.pbplanning.co.uk

paul.butler@pbplanning.co.uk

07970 506702
01904 731365

PO Box 827, York, YO31 6EE

From: Paul Butler
Sent: 04 April 2018 12:27
To: 'localplan@york.gov.uk' <localplan@york.gov.uk>; 'michael.slater@york.gov.uk' <michael.slater@york.gov.uk>
Cc: Richard Wood <wood@twfields.co.uk>; 'woolley william' <william.woolley@ntlworld.com>
Subject: CITY OF YORK LOCAL PLAN – LAND EAST OF METCALFE LANE – TW FIELDS – SUPPORT FOR SITE REFERENCE ST7

Dear Sir or Madam,

We write on behalf of our client TW Fields (TWF) to provide City of York Council (CYC) with their representations to CYC's Publication Draft Local Plan (February 2018) with regards to Strategic Site Allocation Ref. ST7.

From a review of the latest version of the Local Plan, it is clear that CYC have not taken on board the evidence we previously presented in our representations to earlier versions of the Local Plan, by letters dated 12th September 2016 and 27th October 2017. Our latest enclosed representations do not seek to re-iterate the comments made to CYC in our previously submitted representations. These are enclosed, and we request that they are submitted alongside this letter to the Secretary of State as a holistic comprehensive representation for the Land to the East of Metcalfe Lane site (Site Ref. ST7).

The enclosed representations do however provide a summary of the comments previously made, before providing an update in our response to CYC's evidence base in association with the deliverability of this site and the objectively assessed housing needs of the City.

Our client's **support** CYC's identification of the site as a new Garden Village within the emerging City of York Local Plan. However, whilst the site can deliver 845 homes within the plan period within CYC's current site red line site allocation boundary, it is our view that the current boundary should be expanded in order to enhance the community and green infrastructure that the site can deliver in respect of the policy aspirations required by Policy SS9 of the Publication Draft Local Plan.

Within the submitted representations we identify that there is a legal process which CYC can undertake in order to amend the red line site allocation boundary ahead of the submission of the Local Plan to the Secretary of State.

The enclosed representations also present a compelling case for the release of additional land as housing allocations within the emerging CYC Local Plan in order to meet the City's full objectively assessed housing needs. Consequently, we have presented three potential development options to the Council to provide a new Garden Village of either 845 homes, 975 homes or 1,225 homes, alongside the delivery of significant community infrastructure in the form of a new primary school, a village centre, public open space, allotments and recreational facilities.

We would like to work alongside CYC to finalise the site specific strategic development policy to be included within future versions of the Local Plan. Working together we can ensure that CYC's and the local community's planning parameters for the site are deliverable. Should you require any further details or clarification on the content of this letter please do not hesitate to contact me.

Due to the size of the enclosures we submitted with our previous representations, can we please ask that CYC provide us with their file share link so that these documents can be sent through today. For the avoidance of any doubt, CYC have previously received copies of these documents. We would just like to submit them once more for completeness.

Kind regards,

Paul

Paul Butler
Director



www.pbplanning.co.uk

paul.butler@pbplanning.co.uk

07970 506702
01904 731365

PO Box 827, York, YO31 6EE

From: Paul Butler [paul.butler@pbplanning.co.uk]
Sent: 04 April 2018 12:28
To: localplan@york.gov.uk; Slater, Michael
Cc: Richard Wood; woolley william
Subject: CITY OF YORK LOCAL PLAN – LAND EAST OF METCALFE LANE – TW FIELDS – SUPPORT FOR SITE REFERENCE ST7
Attachments: City of York Local Plan - Site ST7 - Osbaldwick - TWF - September 2016.pdf; City of York Local Plan - Site ST7 - Osbaldwick - TWF - April 2018.pdf; City of York Local Plan - Consultation Form - Site ST7 - Osbaldwick - TWF - April 2018.pdf; City of York Local Plan - Site ST7 - Osbaldwick - TWF - October 2017.pdf; 1000.18. Indicative Master Plan - 975 Homes - A1@2500.09.09.2016.pdf; 1000.18 Indicative Master Plan - 1.2500@A1 - 1,225 Homes - 26.10.17.pdf

Dear Sir or Madam,

We write on behalf of our client TW Fields (TWF) to provide City of York Council (CYC) with their representations to CYC's Publication Draft Local Plan (February 2018) with regards to Strategic Site Allocation Ref. ST7.

From a review of the latest version of the Local Plan, it is clear that CYC have not taken on board the evidence we previously presented in our representations to earlier versions of the Local Plan, by letters dated 12th September 2016 and 27th October 2017. Our latest enclosed representations do not seek to re-iterate the comments made to CYC in our previously submitted representations. These are enclosed, and we request that they are submitted alongside this letter to the Secretary of State as a holistic comprehensive representation for the Land to the East of Metcalfe Lane site (Site Ref. ST7).

The enclosed representations do however provide a summary of the comments previously made, before providing an update in our response to CYC's evidence base in association with the deliverability of this site and the objectively assessed housing needs of the City.

Our client's **support** CYC's identification of the site as a new Garden Village within the emerging City of York Local Plan. However, whilst the site can deliver 845 homes within the plan period within CYC's current site red line site allocation boundary, it is our view that the current boundary should be expanded in order to enhance the community and green infrastructure that the site can deliver in respect of the policy aspirations required by Policy SS9 of the Publication Draft Local Plan.

Within the submitted representations we identify that there is a legal process which CYC can undertake in order to amend the red line site allocation boundary ahead of the submission of the Local Plan to the Secretary of State.

The enclosed representations also present a compelling case for the release of additional land as housing allocations within the emerging CYC Local Plan in order to meet the City's full objectively assessed housing needs. Consequently, we have presented three potential development options to the Council to provide a new Garden Village of either 845 homes, 975 homes or 1,225 homes, alongside the delivery of significant community infrastructure in the form of a new primary school, a village centre, public open space, allotments and recreational facilities.

We would like to work alongside CYC to finalise the site specific strategic development policy to be included within future versions of the Local Plan. Working together we can ensure that CYC's and the local community's planning parameters for the site are deliverable. Should you require any further details or clarification on the content of this letter please do not hesitate to contact me.

Due to the size of the enclosures we submitted with our previous representations, can we please ask that CYC provide us with their file share link so that these documents can be sent through today. For the avoidance of any doubt, CYC have previously received copies of these documents. We would just like to submit them once more for completeness.

Kind regards,

Paul

Paul Butler
Director



www.pbplanning.co.uk

paul.butler@pbplanning.co.uk

07970 506702
01904 731365

PO Box 827, York, YO31 6EE

City of York Local Plan Publication Draft 2018 Consultation response form 21 February – 4 April 2018

OFFICE USE ONLY:

ID reference:

This form has three parts: **Part A** Personal Details, **Part B** Your Representation and **Part C** How we will use your Personal Information

To help present your comments in the best way for the inspector to consider them, the Planning Inspectorate has produced this standard comment form for you to complete and return. We ask that you use this form because it structures your response in the way in which the inspector will consider comments at the Public Examination. Using the form to submit your comments also means that you can register your interest in speaking at the Examination.

Please read the guidance notes and Part C carefully before completing the form. Please ensure you sign the form on page 6.

Please fill in a separate part B for each issue/representation you wish to make. Any additional sheets must be clearly referenced. If hand writing, please write clearly in blue or black ink.

Part A - Personal Details

Please complete in full; in order for the Inspector to consider your representations you must provide your name and postal address).

1. Personal Details		2. Agent's Details (if applicable)
Title		Mr
First Name		Paul
Last Name		Butler
Organisation (where relevant)	TW Fields	PB Planning Ltd
Representing (if applicable)		TW Fields
Address – line 1	c/o Agent	PO Box 827
Address – line 2		York
Address – line 3		
Address – line 4		
Address – line 5		
Postcode		YO31 6EE
E-mail Address		paul.butler@pbplanning.co.uk
Telephone Number		07970 506702

Representations must be received by Wednesday 4 April 2018, up until midnight.
Representations received after this time will not be considered duly made.

Guidance note

Where do I send my completed form?

Please return the completed form **by Wednesday 4 April 2018, up until midnight**

- To: FREEPOST RTEG-TYYU-KLTZ Local Plan, City of York Council, West Offices, Station Rise, York, YO1 6GA
- By email to: localplan@york.gov.uk

Electronic copies of this form are available to download at www.york.gov.uk/localplan or you can complete the form online at www.york.gov.uk/consultations

What can I make comments on?

You can make representations on any part of the publication draft of the Local Plan, Policies Map or Sustainability Appraisal. Comments may also refer to the justification and evidence in the supporting technical papers. The purpose of this consultation is for you to say whether you think the plan is legally compliant and 'sound'. These terms are explained as you go through the response form.

Do I have to use the response form?

Yes please. This is because further changes to the plan will be a matter for a Planning Inspector to consider and providing responses in a consistent format is important. For this reason, all responses should use this consultation response form. Please be as succinct as possible and **use one response form for each representation you wish to make** (topic or issue you wish to comment on). You can attach additional evidence to support your case, but please ensure that it is clearly referenced. It will be a matter for the Inspector to invite additional evidence in advance of, or during the Public Examination.

Additional response forms can be collected from the main council offices and the city's libraries, or you can download it from the council's website at www.york.gov.uk/localplan or use our online consultation form via <http://www.york.gov.uk/consultations>. However you choose to respond, in order for the inspector to consider your comments you must provide your name and address with your response.

Can I submit representations on behalf of a group or neighbourhood?

Yes, you can. Where there are groups who share a common view on how they wish to see the plan modified, it would be very helpful for that group to send a single representation that represents that view, rather than for a large number of individuals to send in separate representations that repeat the same points. In such cases the group should indicate how many people it is representing; a list of their names and addresses, and how the representation has been agreed e.g. via a parish council/action group meeting; signing a petition etc. The representations should still be submitted on this standard form with the information attached. Please indicate in Part A of this form the group you are representing.

Do I need to attend the Public Examination?

You can indicate whether at this stage you consider there is a need to present your representation at a hearing session during the Public Examination. You should note that Inspectors do not give any more weight to issues presented in person than written evidence. The Inspector will use his/her own discretion in regard to who participates at the Public Examination. All examination hearings will be open to the public.

Where can I view the Local Plan Publication Consultation documents?

You can view the Local Plan Publication draft Consultation documents

- Online via our website www.york.gov.uk/localplan.
- City of York Council West Offices
- In all libraries in York.

Part B - Your Representation

(Please use a separate Part B form for **each** issue to you want to raise)



3. To which document does your response relate? (Please tick one)

City of York Local Plan Publication Draft

Policies Map

Sustainability Appraisal/Strategic Environmental Assessment

What does 'legally compliant' mean?

Legally compliant means asking whether or not the plan has been prepared in line with: statutory regulations; the duty to cooperate; and legal procedural requirements such as the Sustainability Appraisal (SA). Details of how the plan has been prepared are set out in the published Consultation Statements and the Duty to Cooperate Statement, which can be found at www.york.gov.uk/localplan

4. (1) Do you consider the document is Legally compliant?

Yes

No

4.(2) Do you consider that the document complies with the Duty to Cooperate?

Yes

No

4.(3) Please justify your answer to question 4.(1) and 4.(2)

Please see enclosed submitted representations.

What does 'Sound' mean?

Soundness may be considered in this context within its ordinary meaning of 'fit for purpose' and 'showing good judgement'. The Inspector will use the Public Examination process to explore and investigate the plan against the National Planning Policy Framework's four 'tests of soundness' listed below. The scope of the Public Examination will be set by the key issues raised by responses received and other matters the Inspector considers to be relevant.

What makes a Local Plan "sound"?

Positively prepared - the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development.

Justified – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence.

Effective – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities

Consistent with national policy – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework

Representations must be received by Wednesday 4 April 2018, up until midnight.
Representations received after this time will not be considered duly made.

5.(1) Do you consider the document is Sound?

Yes No

If yes, go to question 5.(4). If no, go to question 5.(2).

5.(2) Please tell us which tests of soundness the document fails to meet: (tick all that apply)

Positively prepared	<input checked="" type="checkbox"/>	Justified	<input checked="" type="checkbox"/>
Effective	<input checked="" type="checkbox"/>	Consistent with national policy	<input checked="" type="checkbox"/>

5.(3) If you are making comments on whether the document is unsound, to which part of the document do they relate?

(Complete any that apply)

Paragraph no.

See enclosed representations

Policy Ref.

See enclosed representations

Site Ref.

Site Ref. ST7

5.(4) Please give reasons for your answers to questions 5.(1) and 5.(2)

You can attach additional information but please make sure it is securely attached and clearly referenced to this question.

Please see enclosed submitted representations

6. (1) Please set out what change(s) you consider necessary to make the City of York Local Plan legally compliant or sound, having regard to the tests you have identified at question 5 where this relates to soundness.



You will need to say why this modification will make the plan legally compliant or sound. It will be helpful if you could put forward your suggested revised wording of any policy or text.

Please note your representation should cover succinctly all the information, evidence and supporting information necessary to support/justify the representation and the suggested modification, as there will not normally be a subsequent opportunity to make further representations based on the original representation at publication stage.

After this stage, further representations will be only at the request of the Inspector, based on the matters and issues he/she identifies for examination.

Please see enclosed submitted representations

7.(1). If your representation is seeking a change at question 6.(1), do you consider it necessary to participate at the hearing sessions of the Public Examination? (tick one box only)

No, I do not wish to participate at the hearing session at the examination. I would like my representation to be dealt with by written representation

Yes, I wish to appear at the examination

If you have selected **No**, your representation(s) will still be considered by the independent Planning Inspector by way of written representations.

7.(2). If you wish to participate at the oral part of the examination, please outline why you consider this to be necessary:

Please see enclosed submitted representations

Please note: the Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate at the hearing session of the examination.

Part C - How we will use your Personal Information

We will only use the personal information you give us on this form in accordance with the Data Protection Act 1998 (and any successor legislation) to inform the Local Plan process.

We only ask for what personal information is necessary for the purposes set out in this privacy notice and we will protect it and make sure nobody has access to it who shouldn't.

City of York Council does not pass personal data to third parties for marketing, sales or any other commercial purposes without your prior explicit consent.

As part of the Local Plan process copies of representations made in response to this consultation including your personal information must be made available for public inspection and published on the Council's website; they cannot be treated as confidential or anonymous and will be available for inspection in full. Copies of all representations must also be provided to the Planning Inspectorate as part of the submission of the City of York Local Plan.¹

Storing your information and contacting you in the future:

The information you provide on this form will be stored on a database used solely in connection with the Local Plan. If you have previously responded as part of the consultation on the York Local Plan (previously Local Development Framework prior to 2012), your details are already held on the database. This information is required to be stored by the Council as it must be submitted to the Planning Inspectorate to comply with the law.¹ The Council must also notify those on the database at certain stages of plan preparation under the Regulations.²

Retention of Information

We will only keep your personal information for as long as is necessary and when we no longer have a need to keep it, we will delete or destroy it securely. The Local Planning Authority is required to retain your information during the plan making process. The information you submit relating to the Local Plan can only cease to be made available 6 weeks after the date of the formal adoption of the Plan.³

Your rights

To find out about your rights under the Data Protection Act 1998 (and any successor legislation), you can go to the Information Commissioners Office (ICO) <https://ico.org.uk/for-the-public/>

If you have any questions about this Privacy Notice, your rights, or if you have a complaint about how your information has been used or how long we have kept it for, please contact the Customer Feedback Team at haveyoursay@york.gov.uk or on [01904 554145](tel:01904554145)

Signature

Date

¹ Section 20(3) Planning & Compulsory Purchase Act 2004 Regulations 17,22, 35 & 36 Town and Country Planning (Local Planning) England) Regulations 2012

² Regulation 19 Town and Country Planning (Local Planning) England) Regulations 2012

³ Regulation 35 Town and Country Planning (Local Planning) England) Regulations 2012

Local Plan,
City of York Council,
West Offices,
Station Rise,
York,
YO1 6GA

12th September 2016

Dear Sir or Madam,

CITY OF YORK LOCAL PLAN – LAND EAST OF METCALFE LANE – TW FIELDS – SUPPORT FOR SITE REFERENCE ST7

We write on behalf of our client TW Fields (TWF) to provide City of York Council (CYC) with further information in respect of the deliverability of their land interest at Land East of Metcalfe Lane which is currently proposed by CYC as a new Garden Village within the emerging City of York Local Plan. Our client fully **supports** the principle of the proposed allocation of the site by CYC as set out within the Preferred Sites Document (July 2016).

Site ST7 – Representations Summary

- We fully support the principle of the proposed allocation of the site by CYC
- The allocation boundary needs to be expanded in order to deliver a minimum of 975 homes at the site.
- The proposals will deliver a Sub-Urban Garden Village design philosophy with the provision of substantial community infrastructure including a primary school, village centre and public open space and recreational facilities.
- The net developable residential area of the proposed option is smaller than the current allocation site area prescribed by CYC.
- Vehicular access will be taken from Murton Way, Stockton Lane & Bad Bargain Lane. Preferential walking and cycling routes are provided throughout the site to deliver direct routes which are logical and well-integrated to encourage use. Bus penetration routes will be provided through the site also.
- The existing views and setting of York Minster, Millennium Way and Osbaldwick Conservation Area will be preserved and enhanced through a series of green corridors and retention of separation distances within the development masterplan. Including a large strategic greenspace located in the central area of the site in accordance with CYC's proposals.
- Ecological mitigation will be provided through the retention of existing features and also through compensatory provision for any loss of the existing SINC located within the site.
- The development proposals replicate the historical development patterns of the City in respect of the formation of a satellite settlement located on the periphery of the main urban edge.

Our proposals have the potential to provide for a new sub-urban Garden Village of 975 homes, alongside the delivery of significant community infrastructure in the form of a new primary school, a village centre, public open space and recreational facilities. The site is strategically located to the east of the City, but importantly separated from the existing urban edge and surrounding villages to ensure that the historic and landscape character of this area of the City is preserved and enhanced where possible. The development proposals are situated in a suitable and highly sustainable location in respect of connectivity to existing jobs and services and there are no technical or environmental (built and natural) constraints that would preclude the development of the site.

This letter sets out our client's design philosophy for the proposed development of a Sub-Urban Garden Village at the site and demonstrates the site's deliverability for residential development in accordance with national planning guidance. In doing so the letter refers to the following document which is enclosed: -

- Indicative Masterplan – PRA Architects – August 2016

In addition, the representations provide the key conclusions of a number of technical assessments associated with the development proposals. The assessments which are referenced below provide an update of the comprehensive technical reports which were previously submitted to CYC in the promotion of the larger site area. The parameters established within the comprehensive technical reports were utilised in the preparation of the new indicative masterplan for the site. Full versions of each of the above listed reports are of course available on request.

PROPOSED DEVELOPMENT

The proposed development has been formulated following the undertaking of ecology, landscape, Green Belt, flood risk, archaeology and highways assessments. The proposals seek to deliver a Sub-Urban Garden Village development of up to 975 new homes, community facilities and substantial areas of recreation and amenity areas. The vision of the proposals is to deliver a landscape led development which seeks to preserve and enhance the green framework of the site and its surroundings.

CYC Development Parameters

CYC's Preferred Sites Consultation Document identifies the following parameters associated with the proposed development of the site: -

1. *Site Size/Developable Area – 35.4Ha*
2. *Indicative Site Capacity – 845 homes (805 within plan period)*
3. *Archetype/Density – Strategic Site – 70% net site area at 35dph*
4. *Proposed Allocation – Allocated for residential development for 845 dwellings*
5. *Planning Principles: -*
 - a. *Deliver a sustainable housing mix in accordance with CYC's most up to date housing needs evidence.*
 - b. *Creation of a new 'garden' village that reflects the existing urban form of York.*
 - c. *Create a Local Centre incorporating appropriate shops, services and community facilities.*
 - d. *Education and community provision should be made early in the scheme's phasing, in order to allow the establishment of a new sustainable community.*
 - e. *A new primary facility and secondary provision (potentially in combination with Site ST8 – North of Monks Cross) may be required to serve the development as there is limited capacity available in existing schools. Further detailed assessments and associated viability work will be required.*
 - f. *Provide access either from Stockton Lane and/or Murton Way (via Outgang Lane), with a small proportion of development traffic potentially served off Bad Bargain lane. Access between Stockton Lane and Murton Way will be limited to public transport and walking/ cycling links only.*
 - g. *Deliver high quality, frequent and accessible public transport services through the whole site, to provide attractive links to York City Centre.*
 - h. *Public transport links through the adjacent site urban area will be sought, as well as public transport upgrades to either the Derwent Valley Light Rail Sustrans route, or bus priority measures on Hull Rd and/or Stockton lane, subject to feasibility and viability.*
 - i. *Optimise pedestrian and cycle integration, connection and accessibility in and out of the site and connectivity to the City and surrounding area.*
 - j. *Create strategic greenspace to protect the setting of the Millennium Way that runs through the site.*
 - k. *Minimise impacts of access from Murton Way to the South on SINC site 57 'Osbalwick Meadows'.*
 - l. *There are important views of the Minster from this part of the city particularly along Bad Bargain Lane further to the east of this site.*

CYC Planning Parameters Comparison with TWF Development Option

The table below provides a comparison of CYC’s identified aspirations for the site (outlined above) against the planning principles proposed by TWF’s proposed development option. Evidence to substantiate the inputs are set out in further detail below and within the enclosed documentation. Particular reference should be given to the enclosed Indicative Masterplan.

Ref.	CYC	TWF Option
1. Site Size	35.4Ha	43.53Ha
2. Site Capacity	845 Homes (805 Plan Period)	975 Homes (All within the plan period)
3. Density	Strategic Site – 70% net site area at 35dph	Sub-Urban Garden Village – 30.47 Ha net site area at 32dph
4. Allocation	845 Homes	975 Homes
CYC Planning Parameters		
5(a)	Sustainable Housing Mix	Site can deliver a variety of housing needs including first time buyers, detached family homes and homes for senior citizens.
5(b)	Garden Village	70% net developable area at 32dph will ensure the delivery of a Sub-Urban Garden Village located on the edge of an urban area.
5(c)	Local Centre	0.43Ha of land will be provided for a Local Centre which has the potential to provide a variety of facilities for prospective residents.
5(d)	Phasing of Community Facilities	The proposed community infrastructure and 10.31ha of public open space will be delivered commensurate with the progression of the development and made available for use as required.
5(e)	Primary/Secondary Education	1.91Ha of land for new Primary School buildings and playing fields are to be provided on site. An appropriate contribution will be delivered for secondary education. Discussions with Archbishop Holgate’s School have identified their desire and need for all of the potential new pupils from the development to attend the school to ensure its future viability.
5(f) & 5(g)	New Access Roads & Public Transport	Three access points are proposed from Stockton Lane (north), from Bad Bargain Lane (West) and from Murton Way (south). Each will be delivered to the standard needed to enable bus penetration through the site, connecting to existing settlement areas.
5(h)	Public Transport Upgrades	Existing pedestrian and cycle routes located within and adjacent to the site will be safeguarded and improved where required. Connection with existing bus routes will be enabled and infrastructure improved where required.
5(i)	Pedestrian & Cycle Connectivity	Existing pedestrian and cycle routes located within and adjacent to the site will be safeguarded and improved where required.
5(j)	Protect Millennium Way	The setting of Millennium Way will be preserved and enhanced through a series of green corridors proposed within the development masterplan. Including a large strategic greenspace located in the central area of the site in accordance with CYC’s proposals.
5(k)	Minimise Impact on SINC	Ecological mitigation will be provided through the retention of existing features and also through compensatory provision for any loss of the existing SINC located within the site.
5(l)	Safeguard views to York Minster	The existing views of York Minster will be retained and enhanced through a series of green corridors proposed within the development masterplan.

The comparison provided in the table above establishes that TWF’s development options will deliver CYC’s key planning parameters as set out within the Preferred Sites Document.

Though TWF support CYC’s proposed allocation of the site, the evidence presented in the table above and the enclosed documentation, clearly demonstrates that the allocation boundary/site area needs to be expanded in order to deliver 975 homes at the site. This is in association with the delivery of a Sub-Urban Garden Village design philosophy and the provision of substantial community infrastructure including a primary school, village centre and public open space and recreational facilities. Importantly,

the increase in land area would not have an impact on coalescence with the existing urban edge and surrounding settlements.

One further important factor that we would like to raise CYC's attention to is the net developable area proposed within the development options. CYC's proposed allocation amounts to **845 homes within 34.5ha** of land in total. It is our understanding that this area predominantly relates to the residential areas of the site, with the provision of public open space and recreational facilities being located within the central area of strategic greenspace and the site's edges, as proposed within the Preferred Options Document. We set out in the table above that the net developable area for our proposed development option is **975 homes within 30.47Ha** of land. An area lower than that prescribed by CYC. The gross areas of land associated with our client's development option is above CYC's 34.5ha figure, however, the additional land areas include a primary school, village centre, public open spaces and recreational facilities, including allotments. The increase in land area is entirely associated with the creation of a Sub-Urban Garden Village which benefits from substantial community infrastructure. Creating a new settlement where people will truly want to live.

TWF's development proposal represents a deliverable and viable development opportunity to provide a significant proportion of the City's housing needs. In addition to the benefits presented above, we believe it is also important that CYC places great weight towards the economic and social benefits that the delivery of 975 homes and the associated community infrastructure can provide to the City of York:

- Creating sustainable communities through meeting market and affordable housing needs, offering existing and potential residents of the City the opportunity to live in the type of house and location they desire.
- Delivering significant financial contributions towards the improvement of the City's infrastructure through the provision of S106/CIL payments.
- The development has the potential to deliver a new primary school. There will also be significant contributions available to support the local secondary school, Archbishop Holgate's School, as well as potential new pupils to ensure its future viability.
- New capital expenditure in the region of £117.5m creating substantial direct and indirect employment opportunities of approximately 334 new jobs of which 70% are usually retained in the local area.
- Sustaining and improving the District's labour market through delivering the right homes in the right locations.
- Increasing retail and leisure expenditure in the local area by between £23m per annum, creating a potential 141 jobs in these sectors.
- Provision of funding towards public services from an estimated figure of £8.95m from the Government's new homes bonus and annual council tax payments of £1.49m per annum.

It is unequivocal that the development of 975 homes at the site as part of a new Sub-Urban Garden Village can deliver substantial economic, social and environmental benefits to the local area and wider City.

The National Planning Policy Framework seeks to encourage sustainable growth and identifies in Paragraph 8 that economic growth, such as that which this site can deliver, can secure higher social and environmental standards. Furthermore, Paragraph 52 identifies that the supply of new homes can sometimes be best achieved through planning for larger scale development, such as new settlements that follow the principles of Garden Cities (or a Sub-Urban Garden Village in this case).

Paragraph 52 of the Framework further states that in such circumstances local planning authorities should consider opportunities to provide the best way of achieving sustainable development. The remaining sections of this letter consider the economic, social and environmental impact and benefits of the proposed development option in further detail.

A NEW SUB-URBAN GARDEN VILLAGE – PRESERVING THE CHARACTER AND SETTING OF YORK

The proposal will provide for a new landscape led Sub-Urban Garden Village development for the City of York of 975 new homes. The site is located on the eastern boundary of the City adjacent to the Heworth, Tang Hall, Burnholme and Osbaldwick areas. Homes on the site will be designed and delivered within a comprehensive masterplan which will ensure that they respect the character of the surrounding area whilst seeking to incorporate 21st century designs to provide a development of its own unique character within a Green Framework. The proposals will contain design guides which will help to create a new exemplary Sub-Urban Garden Village for York.

The enclosed Indicative Masterplan prepared by PRA identifies the site's potential to deliver the following: -

- By undertaking a landscape led masterplan, development parcels have naturally been developed.
- Existing landscape features, including hedges and trees are retained within the site and can be further enhanced through additional planting within the built form.
- Adequate access can be achieved to the site for pedestrians, cyclists and vehicles, providing easy access to public transport and services which exist within the locality. Vehicular access will be taken from Murton Way, Stockton Lane & Bad Bargain Lane. Preferential walking and cycling routes are provided throughout the site to deliver direct routes which are logical and well-integrated to encourage use. Bus penetration routes will be provided through the site also.
- The existing views and setting of York Minster, Millennium Way and Osbaldwick Conservation Area are an important natural/built resource that have been preserved and enhanced through a series of green corridors and retention of separation distances within the development masterplan. Including a large strategic greenspace located in the central area of the site in accordance with CYC's proposals.
- Whilst the site comprises open land, its boundaries will be clearly well-defined, robust and enduring and have the ability to contain development within a framework of settlement, vegetation cover and landform.
- Sustainable drainage systems minimising surface water run-off will be delivered. The proposed drainage ponds will also provide ecological benefits.
- 10.31ha of public open space is distributed evenly throughout the site allowing easy access for all future residents of the development.
- Amenity space which has been carefully considered in terms of its position both in relation to its accessibility and usability and also in respect of its visual impact and sensitivity to its surroundings.
- Ecological mitigation will be provided through the retention of existing features and also through compensatory provision for any loss of the existing SINC located within the site.
- The development parcels, although secondary in their positioning within the site, will provide approximately 975 dwellings in a high quality environment sitting harmoniously within wider landscape setting.

The site was identified by the Council because it is not located in an area of "Primary Constraint" and does not compromise York's future Green Belt proposals. The development has been master-planned so that it will have minimum impact on the historic character and setting of the City. As stated above, the existing views and setting of York Minster, Millennium Way and Osbaldwick Conservation Area will be preserved and enhanced through a series of green corridors and retention of existing separation distances from present residential areas.

The development proposals replicate the historical development patterns of the City in respect of the formation of a satellite settlement located on the periphery of the main urban edge.

H2 Landscape Planning Partnership, previously undertook a Landscape & Visual Impact Assessment of the site in association with the previously proposed larger housing allocation. This work was previously submitted to CYC. They have assessed the amended proposals for the site and have concluded that the current masterplan is fully in accordance with their previously identified Landscape and Visual Impact recommendations.

On account of the above we agree with CYC's conclusion that the site does not fulfil any of the five Green Belt purposes for the following reasons: -

- ***The development of the site would not result in unrestricted urban sprawl*** due to the masterplan vision of delivering a landscape led scheme that delivers new strong defensible landscape boundaries and the provision of greenspace on the site's boundaries providing large separation distances between the development and existing residential areas.
- ***The development of the site would not result in the merging of adjacent settlements*** as the nearest detached settlements to the site are Murton to the east and Stockton on the Forrest to the north east, and the proposed landscape boundaries and the A64 Ring Road will ensure coalescence is prevented.
- ***The site does not assist in safeguarding the countryside from encroachment*** on account of the significant areas of open countryside that exist to the east of the site both within the A64 Ring Road's limits and beyond.
- ***The proposed development of the site will have no detrimental effect on the setting and special character of historic features*** as an assessment has been undertaken of the historic setting of York Minster and Osbaldwick Conservation Area and the masterplan has been designed to preserve and where possible enhance the heritage assets within proximity of the site.
- The fifth purpose of Green Belt ***to assist in urban regeneration, by encouraging the recycling of derelict and other urban land*** is a general purpose which will not be adversely affected by the site.

SAFEGUARDING HISTORIC CHARACTER

BWB Consulting have undertaken an assessment of the archaeology and built heritage of the site.

In respect of archaeology, this assessment has ascertained that to the north of Bad Bargain Lane is evidence of Roman settlement, occupation and industrial activity. This evidence takes the form of kilns that were used for the manufacture of pottery and tiles, with the presence of the production sites being suggestive of settlement. This has been substantiated by the presence of a Roman road that crosses the area to the north of Apple Tree Farm and links York with the fort situated at Stamford Bridge.

A sample geophysical survey was undertaken to provide further information on the archaeology but to also determine if the site was conducive to this evaluation method. The results determined the presence of a Roman road and possible settlement activity either side of this. Other features were identified which may relate to those previously identified.

Further detailed assessment and evaluation will be undertaken to further determine the extent of the Roman and earlier archaeology within the site. This will facilitate the detailed design of the future development proposals to either allow for preservation in situ (where feasible) and preservation by record.

There is evidence to indicate that the site was farmed in the medieval period, principally from surviving ridge and furrow earthworks. The area was also farmed in the post-medieval period, seen from the array of field boundaries that were created during the enclosure of the landscape. The most prominent earthworks lie in the southwestern extent and are likely to relate to the field systems associated with the medieval settlement of Osbaldwick, which is situated immediately to the south. Some of the earthworks are also likely to be associated with the medieval moated manor located on the southwest side of Osbaldwick.

The fields containing the ridge and furrow and those that make up the rest of the site do not form part of the four principal strays (including Monk Stray and Walmgate Stray), which lie some distance to the north and southwest of the site respectively. Equally the development will not impact these strays and it will not affect any green wedges that lead to the City due to the encroachment of housing estates to the west, which have obscured views in to the City.

There are opportunities for community engagement and outreach, both through direct involvement with archaeological work and through public lectures/press releases and publication. TWF would welcome further discussion with CYC to explore this potential.

With regards to built heritage, the prominence of the Minster and the corresponding low-lying surrounding landscape, allow far-reaching views which emphasise the strong identity of the city. As such, the City Council are keen to ensure that this dominance is protected within new development, alongside the ability to appreciate and understand the historic settlement of York itself. As identified above, future development within the site will take these aspects into consideration.

With regard to the tangibility of the historic City, the proposed development area has not been highlighted by the Council within their Historic Character and Setting Update (2013) or their earlier 2011 document as contributing to the City's historic character and setting. However, land adjacent to the development area to the east has been highlighted as an '*area preventing coalescence*' and an '*area retaining rural setting*'. Modern housing already forms a separation with the historic urban form to the west of the site and extension within this area would not remove the understanding of the historic form within the city. There is the potential for infringement upon the historic village of Osbaldwick, one of the city's historic satellite settlements; however, as can be seen from the enclosed indicative masterplan, this can be mitigated through the provision of the proposed substantial separation buffer.

With regard to views of York Minster, the development area does lie within one key long distance view and one key city-wide view, as defined in the York City Central Historic Core Conservation Area Appraisal. Both incorporate long-distance views of the Minster, within which the urban form already forms part of the backdrop. The enclosed indicative masterplan seeks to preserve these views through the provision of a series of green corridors and specifically through the delivery of the central strategic greenspace as desired by CYC. Furthermore, it is considered unlikely that low-level residential development will form a dominant feature of these views and will not interrupt any existing key views.

Accordingly, there are no heritage matters which would preclude the development of the site.

DELIVERING A SUSTAINABLE & ACCESSIBLE SETTLEMENT

The site is located in a highly sustainable area adjacent to the City of York.

The masterplan for the site includes the potential to provide shops and other necessary facilities within the development. Whilst the number of facilities and services of York City Centre will be made available by public transport connections and cycling, there is an abundance of services and facilities located within walking and cycling distance to the site in the settlement areas of Osbaldwick, Burnholme, Heworth and Tang Hall. There are a number of employment opportunities available at Osbaldwick Industrial Estate and Link Road Business Park to the south of the site. The site is located within proximity of the park and ride facilities at Grimston Bar. There are a number of existing primary and secondary schools located within walking and cycling distance of the development. The site is also located within walking and cycling distance of the York University Heslington East Campus.

Three access points are proposed from Stockton Lane (north), from Bad Bargain Lane (West) and from Murton Way (south). Each will be delivered to the standard needed to enable bus penetration through the site, connecting to existing settlement areas.

i-Transport have assessed the proposed access provision utilising the detailed work that they undertook in respect of the previously proposed larger housing allocation at the site (which was submitted to CYC). Their assessment has confirmed that although the size of the allocation has been reduced, it remains appropriate that three access opportunities are retained to serve the proposed development for the following reasons: -

- Traffic is spread between the access points, ensuring that the development is not constrained by capacity on the existing road network.
- Traffic from the site can leave the site at the junction closest to the destination and thus minimise traffic flows on the external road network. A road can be provided through the site which facilitates this but which does not encourage rat-running. Previous modelling work by CYC's consultants confirmed this.
- The three access points provide good and direct connections to the Strategic Road Network (SNR). This minimised the passage of traffic through established urban areas. Having two routes to the SNR, from Murton Way and Stockton Lane, will also minimise traffic impacts at junctions on the SNR on the York ring road.
- Trips around the City Centre will be minimised as traffic can approach destinations near the centre using the most appropriate radial route.
- The proposed allocation is not adjacent to the main road network and therefore the provision of three access points will minimise cul-de-sac lengths.
- Travel distances will be reduced, resulting in reduced emissions and environmental impacts.
- The provision of three access routes will facilitate a supporting bus strategy, with buses being able to use through routes, avoiding cul-de-sacs. North to South routes can also be facilitated.

Further to the above, i-Transport's overall assessment of the latest development proposals has confirmed that: -

- There are significant transport related opportunities, and few constraints, associated with the development of the site for residential uses;
- The site can be satisfactorily accessed and the access designs will accommodate traffic flows generated by the site. New access proposals include a re-alignment of Murton Way with Osbaldwick Link Road;
- The location of the site will allow opportunities for sustainable travel within York and for easy access to the main road network for car travel movements to longer distance destinations.
- Utilising two principle vehicular access points to the north & south of the site will ensure that the majority of new car travel from the development will circumnavigate existing settlement areas of the City; and
- A strategy can be developed to connect the site to existing facilities by bus, on foot and bicycle. This includes the provision of a new bus route and service through the site and upgrades to existing pedestrian and cycle paths where required.

The development of the site presents an opportunity to create modal shift and resultant sustainable travel patterns. Overall it is concluded that the site will be a suitable location for residential development.

SAFEGUARDING BIODIVERSITY

BWB Consulting have undertaken an assessment of the ecological value of the site. From a review of primary documents and an ecological walkover it has been determined that within the site there are a number of potential ecological constraints as summarised below: -

- Ground nesting birds and breeding birds across the site including boundary features such as hedges;
- Bats roosts within the mature trees within and surrounding the site;
- Amphibians including Great crested newts;
- SINC designations (Sites of Interest for Nature Conservation)

The first of these relating to birds is a standard constraint which affects most development sites and can be assessed and addressed by the use of appropriate seasonally specific surveys. The overall risk for taking the development forward due to this potential constraint is low. Appropriate bird surveys will be undertaken as part of any future planning application.

Bat surveys would be undertaken in two forms for a site of this size including transect survey and also an appraisal of bats in trees. Any required mitigation measures will then be identified and delivered as required.

An amphibians and reptile survey will be carried out as standard due to the habitats and ponds present within the site boundary but recent developments in eDNA testing may facilitate this for Great Crested Newt in particular. If a population is found to be present, then bottle trapping may be necessary. Again, any required mitigation measures will then be identified and delivered as required.

The main area of important habitat is the second tier wildlife site that lies in a strip of land to the south of the ponds and Bad Bargain Lane. It runs directly underneath the pylons and is designated a Site of Interest for Nature Conservation or SINC. This area does not receive statutory protection in the same way as a Site of Special Scientific Interest (SSSI) and the citation of its reasons for designation is held by the Local Authority (LA). Appropriate measures including mitigation to compensate for the loss of any material attribute relating to ecology or biodiversity to the SINC will be considered as part of the assessment and survey of the SINC. Other measures including mitigation by design have also been considered, indeed the routing of the southern access point to the site has been re-aligned to ensure that it circumnavigates the SINC as much as possible. Due to land ownership constraints it is impossible to avoid the SINC altogether. However, it is proposed to provide significant levels of compensation for the proposed loss of area of SINC in the areas of land which surround it.

Accordingly, there are no biodiversity matters which would preclude the development of the site.

DELIVERING SUSTAINABLE DRAINAGE INFRASTRUCTURE

ID Civils have undertaken an up to date assessment of the development proposals against flood risk and drainage policy and guidance.

In respect of flood risk, a review against Environment Agency (EA) Flood Risk and Surface Water Flooding Plans has identified that the developable areas of the site are located within Flood Zone 1, which are areas with a low risk of flooding (1 in 1000 year or greater annual probability). The site has multiple points of access to the existing highway infrastructure and in the event of an extreme flood there is a safe emergency access point for all developed areas. Development will be set at a minimum level of 600mm above the EA modelled flood zone 3 levels and outside any Flood Zone 2 areas.

With regard to drainage matters, ID Civils confirm that a system of sustainable drainage will be developed to ensure that surface water run-off from developed areas does not exceed the current greenfield run-off rate from the site. A series of SUDS ponds/swales will be developed across the site in accordance with current guidance and EA advice to ensure that run-off is attenuated prior to being discharged to a watercourse. Attenuation will be designed to accommodate up to the 100-year storm event, plus a factor of 50% to account for climate change and urban creep across the development lifetime. The SUDS system will offer both run-off attenuation and improve water quality at the point of discharge.

The capacity of foul and combined sewers to cater for the new development will be provided by Yorkshire Waters powers under section 98 of the Water Act, following a detailed feasibility assessment of the load provided by the development and the existing network and treatment work capacity.

DELIVERY TIMESCALES

We envisage that a planning application will be submitted by Summer 2018, following the adoption of the Local Plan.

Taking into account the proposed submission date it is currently envisaged that first dwelling completions on the site will take place in 2019/20 following the submission of an outline planning application, subsequent reserved matters applications and initial site infrastructure works.

The potential size of the site offers the opportunity for three builders to develop the scheme simultaneously. Therefore, it is anticipated that the development will deliver a yield of at least 90 homes per annum with the potential to deliver up to 120 homes per annum (on account of being under 1,000 homes in size). The table below provides the site’s cumulative dwelling delivery projection per annum that CYC can use within their forthcoming housing trajectory work.

Year	TWF Development Option
2018/2019	0
2019/2020	45
2020/2021	135
2021/2022	225
2022/2023	315
2023/2024	405
2024/2025	495
2025/2026	585
2026/2027	675
2027/2028	765
2028/2029	855
2029/2030	945
2030/2031	975
2031/2032	
2032/2033	

The proposed community infrastructure and areas of public open space will be delivered commensurate with the progression of the development and made available for use as required.

The development proposals can deliver significant benefits to the City of York, alongside making a significant contribution to CYC’s housing requirements over the course of the plan period. In reference to CYC’s Preferred Sites consultation document it is prudent to identify that the site has the potential to deliver 975 homes over the anticipated plan period. Which is a greater contribution to the City’s housing needs to that currently identified by CYC.

DELIVERABILITY ASSESSMENT

In accordance with Footnote 11 of Paragraph 47 of the National Planning Policy Framework, we believe that the site can be considered as a **Deliverable** residential development site on account of: -

Suitability

The site is located in a suitable location for residential development now. As identified above, the development proposals are situated in a suitable and highly sustainable location in respect of connectivity to existing jobs and services and there are no technical or environmental (built and natural) constraints that would preclude the development of the site.

Availability

The site is available for development now. The site is available for residential development as there are no legal or ownership constraints as all landowners have made the land available for development. TWF have an interest in the site and by virtue of this and previous submissions are expressing an intention to develop the site for residential use.

Achievability

A viable housing development can be delivered on the site within the next five years and indeed within the first 5 years of the adoption of the Local Plan. TWF are seeking to develop the site for residential use. Prior to the progression of development sites, they undertake a thorough marketing and economic viability assessment for each site, including an assessment of any site specific abnormal costs. The site

is considered to be achievable for residential development now as there is a realistic prospect that the site can deliver new homes within the next 5 years and indeed within the first 5 years of the adoption of the Local Plan.

Deliverability Conclusion

The site can be considered a deliverable residential development site and its release would provide a number of significant economic, social and environmental benefits as identified above.

Furthermore, it is clear that the evidence provided within this letter and the enclosed documentation demonstrates that each of the factors raised within CYC's Interim Sustainability Appraisal (2016) will be responded to appropriately as follows: -

- The site will provide 975 homes which will be significantly positive for meeting the City's housing needs.
- The site has access to a number of existing facilities and transport routes and the proposals seek to enhance these connections.
- The lack of existing open space in the area will be rectified through the provision of 10.31ha of new publicly accessible open space.
- Archaeological evaluation of the site has taken place and the required mitigation techniques have been identified.
- Drainage and Flood Risk appraisals have taken place and through the use of SUDS techniques there is clear potential for the site to contribute to reductions in flood risk on and off site.
- The existing views and setting of York Minster, Millennium Way and Osbaldwick Conservation Area are an important natural/built resource that have been preserved and enhanced through a series of green corridors and retention of separation distances within the development masterplan. Including a large strategic greenspace located in the central area of the site in accordance with CYC's proposals.

CONCLUSIONS

On the basis of the information provided within this letter, and the enclosed documentation, we wish to place on record our **support** for the proposed allocation of Land to the East of Metcalfe Lane which is currently proposed by CYC as a new Sub-Urban garden village within the emerging City of York Local Plan.

Whilst we support the principles of the allocation of the site, we believe that amendments are required to the site's proposed boundaries in order to ensure that CYC's Garden Village philosophy for the site can be delivered alongside each of CYC's identified Planning Parameters.

Our proposals have the potential to provide a new Sub-Urban Garden Village of 975 homes, alongside the delivery of significant community infrastructure in the form of a new primary school, a village centre, public open space and recreational facilities. The site is strategically located to the east of the City, but importantly separated from the existing urban edge and surrounding villages to ensure that the historic and landscape character of this area of the City is preserved and enhanced where possible.

The development proposals are situated in a **suitable** and highly sustainable location and there are no technical or environmental (built and natural) constraints that would preclude the development of the site. The site is **available** now as it is under the control of a regional development company who are actively seeking to secure the site's allocation for residential development. The site can also be considered **achievable** as new homes can be delivered on the site within the next 5 years and indeed within the first five years of the Local Plan.

Finally, in respect of procedural matters, we would like to work alongside CYC to formulate a site specific strategic development policy to be included within future versions of the Local Plan. Working together we can ensure that CYC's and the local community's planning parameters for the site are deliverable.

Should you require any further details or clarification on the content of this letter please do not hesitate to contact me.

Yours sincerely,



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Director

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Local Plan,
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27th October 2017

Dear Sir or Madam,

CITY OF YORK LOCAL PLAN – LAND EAST OF METCALFE LANE – TW FIELDS – SUPPORT FOR SITE REFERENCE ST7

We write on behalf of our client TW Fields (TWF) to provide City of York Council (CYC) with further information in respect of the deliverability of their land interest at Land East of Metcalfe Lane which is currently proposed by CYC as a new Garden Village within the emerging City of York Local Plan. Our client fully **supports** the principle of the proposed allocation of the site by CYC within the Pre-Publication Draft document (September 2017).

Site ST7 – Representations Summary
<ul style="list-style-type: none">• We fully support the principle of the proposed allocation of the site by CYC• The allocation boundary needs to be expanded in order to deliver a minimum of 975 homes at the site.• Two deliverable and viable development proposals are being put forward for CYC’s consideration:<ul style="list-style-type: none">○ The delivery of 975 homes at the site alongside each of CYC’s proposed “Planning Principles”.○ The delivery of 1,225 homes at the site to meet any potential increase in the City’s housing requirements, alongside a proportionate enhancement to the benefits that the site can deliver in association with CYC’s proposed “Planning Principles” for the site.• The proposals will deliver a Sub-Urban Garden Village design philosophy with the provision of substantial community infrastructure including a primary school, village centre and public open space, allotments and recreational facilities.• The net developable residential area of each of the proposed options are either smaller or similar in size to the current allocation site area prescribed by CYC.• Vehicular access will be taken from Murton Way, Stockton Lane & Bad Bargain Lane. Preferential walking and cycling routes are provided throughout the site to deliver direct routes which are logical and well-integrated to encourage use. Bus penetration routes will be provided through the site also.• The existing views and setting of York Minster, Millennium Way and Osbaldwick Conservation Area will be preserved and enhanced through a series of green corridors and retention of separation distances within the development masterplan. Including a large strategic greenspace located in the central area of the site in accordance with CYC’s proposals.• Ecological mitigation will be provided through the retention of existing features. The site previously contained a SINC, however, the ecological value of this area of the site has now been lost due to recent engineering works undertaken by Yorkshire Water.• The development proposals replicate the historical development patterns of the City in respect of the formation of a satellite settlement located on the periphery of the main urban edge.

Our proposals have the potential to provide for a new sub-urban Garden Village of either 975 homes or 1,225 homes, alongside the delivery of significant community infrastructure in the form of a new primary school, a village centre, public open space, allotments and recreational facilities. The site is strategically located to the east of the City, but importantly separated from the existing urban edge and surrounding villages to ensure that the historic and landscape character of this area of the City is preserved and enhanced where possible. The development proposals are situated in a suitable and highly sustainable

location in respect of connectivity to existing jobs and services and there are no technical or environmental (built and natural) constraints that would preclude the development of the site.

This letter sets out our client's design philosophy for the proposed development of a Sub-Urban Garden Village at the site and demonstrates the site's deliverability for residential development in accordance with national planning guidance. In doing so the letter refers to the following document which is enclosed: -

- Indicative Masterplan – Option 1 – PRA Architects – August 2016
- Indicative Masterplan – Option 2 – PRA Architects – October 2017

In addition, the representations provide the key conclusions of a number of technical assessments associated with the development proposals. The assessments which are referenced below provide an update of the comprehensive technical reports which were previously submitted to CYC in the promotion of the larger site area. The parameters established within the comprehensive technical reports were utilised in the preparation of the new indicative masterplan for the site. Full versions of each of the above listed reports are of course available on request.

With regards to our proposed Option 1, which recommends the delivery of 975 homes at the site, in order to meet an evidenced increase to the City's housing requirements, CYC's Officer's endorsed an increase in the proposed site allocation from 34.5ha (845 homes) to 44ha (975 homes) to CYC's Local Plan Working Group on the 10th July 2017. The reasoning behind the recommendation was as follows:

“This reflects developers/landowners concerns raised regarding the viability/deliverability of the site, the related ability to deliver the planning principles including provision of educational and community facilities and concerns over the provision of site access to the south of the site. Officers consider that this boundary amendment could improve the viability of the site and ensure that the planning principles can be delivered.”

Whilst CYC's Officer's recommendation wasn't accepted at the time, we believe there is still a strong case for the expansion of the site in respect of both size and housing numbers. As CYC's Officer's recommendation mirrors our proposed Option 1 in respect of size and number of homes, we fully support the previously proposed expansion of the site. These representations provide further evidence to substantiate CYC's Officer's recommendation, whilst also providing further evidence of the need to increase the size of the site in order to meet the increased housing needs of the City.

With regard to our proposed Option 2, the new 1,225 home opportunity for the development of the site is being put forward for CYC's consideration on account of the potential need for additional housing numbers on account of the Government's recent announcement associated with a standardised methodology for calculating annual housing requirements. The planning arguments associated with the newly proposed second option are discussed in further detail below.

The site was previously identified as strategic housing site allocation ST7 within the withdrawn City of York Publication Draft Local Plan (October 2014). At that time CYC proposed the delivery of 1,800 homes at the site. Whilst the two development options identified below relate to a figure lower than 1,800 homes, all the technical reports associated with the development of the site were originally undertaken in relation to the larger site area. Consequently, there remains the potential for the enlargement of the allocation back to the previously considered acceptable size, should CYC need to do so to meet the City's increased housing needs.

PROPOSED DEVELOPMENT

As identified above, there are two potential masterplan options associated with the development of the site: -

1. The delivery of 975 homes at the site. This masterplan option represents a deliverable and viable opportunity to deliver additional homes at the site, whilst also ensuring that each of CYC's proposed "Planning Principles" are delivered.
2. The delivery of 1,225 homes at the site to meet any potential increase in the City's housing requirements, alongside a proportionate enhancement to the benefits that the site can deliver in association with CYC's proposed "Planning Principles" for the site. This option could also deliver an increase in economic and social benefits associated with the delivery of more homes at the site.

The proposed development options have been formulated following the undertaking of ecology, landscape, Green Belt, flood risk, archaeology and highways assessments. The proposals seek to deliver a Sub-Urban Garden Village development, community facilities and substantial areas of recreation and amenity areas. The vision of the proposals is to deliver a landscape led development which seeks to preserve and enhance the green framework of the site and its surroundings.

CYC Development Parameters

CYC's Pre-Publication Draft Local Plan consultation document identifies the following parameters associated with the proposed development of the site: -

1. *Site Size/Developable Area – 35.4Ha*
2. *Indicative Site Capacity – 845 homes*
3. *Archetype/Density – Strategic Site – 70% net site area at 35dph*
4. *Planning Principles: -*
 - i. *Create a new 'garden' village that reflects the existing urban form of York of the main York urban area as a compact city surrounded by villages.*
 - ii. *Deliver a sustainable housing mix in accordance with the Council's most up to date Strategic Housing Market Assessment and affordable housing policy.*
 - iii. *Create a new local centre providing an appropriate range of shops, services and facilities to meet the needs of future occupiers of the development.*
 - iv. *Deliver education and community provision early in the scheme's phasing, in order to allow the establishment of a new sustainable community. A new primary facility and secondary provision (potentially in combination with Site ST8 – North of Monks Cross) may be required to serve the development as there is limited capacity available in existing schools. Further detailed assessments and associated viability work will be required.*
 - v. *Demonstrate that all transport issues have been addressed, in consultation with the Council as necessary, to ensure sustainable transport provision at the site is achievable. The impacts of the site individually and cumulatively with sites ST8, ST9, ST14 and ST15 should be addressed.*
 - vi. *Provide vehicular access from Stockton Lane to the north of the site and/or Murton Way to the south of the site (as shown on the proposals map), with a small proportion of public transport traffic potentially served off Bad Bargain lane. Access between Stockton Lane and Murton Way will be limited to public transport and walking/ cycling links only.*
 - vii. *Deliver high quality, frequent and accessible public transport services through the whole site, to provide attractive links to York City Centre. It is envisaged such measures will enable upwards of 15% of trips to be undertaken using public transport. Public transport links through the adjacent urban area will be sought, as well as public transport upgrades to either the Derwent Valley Light Rail Sustrans route, or bus priority measures on Hull Rd and/or Stockton lane, subject to feasibility and viability.*
 - viii. *Optimise pedestrian and cycle integration, connection and accessibility in and out of the site and connectivity to the city and surrounding area creating well-connected internal streets and walkable neighbourhoods, to encourage the maximum take-up of these more 'active' forms of transport (walking and cycling).*
 - ix. *Create new open space (as shown on the proposals map) to protect the setting of the Millennium Way that runs through the site. Millennium Way is a historic footpath which follows Bad Bargain Lane and is a footpath linking York's strays and should be kept open. A 50m*

green buffer has been included along the route of the Millennium Way that runs through the site to provide protection to this Public Right of Way and a suitable setting for the new development.

- x. Minimise impacts of access from Murton Way to the south on ‘Osboldwick Meadows’ Site of Importance for Nature Conservation and provide compensatory provision for any loss.
- xi. Preserve existing views to, and the setting of, York Minster, Millennium Way and Osboldwick Conservation Area.

CYC Planning Parameters Comparison with TWF Development Options

The table below provides a comparison of CYC’s identified aspirations for the site (outlined above) against the planning principles proposed by TWF’s proposed development options. Evidence to substantiate the inputs are set out in further detail below and within the enclosed documentation. Particular reference should be given to the enclosed Indicative Masterplans for each of the proposed development options.

Ref.	CYC	TWF Option 1	TWF Option 2
1. Site Size	35.4Ha	43.53Ha	57.27Ha
2. Site Capacity	845 Homes (All within the plan period)	975 Homes (All within the plan period)	1,225 Homes (All within the plan period)
3. Density	Strategic Site – 70% net site area at 35dph	Sub-Urban Garden Village – 30.47 Ha net site area at 32dph	Sub-Urban Garden Village – 40.1Ha net site area at 32dph
CYC Planning Parameters			
4(i)	Garden Village	Approximately 70% net developable area at 32dph will ensure the delivery of a Sub-Urban Garden Village located on the edge of an urban area.	Approximately 70% net developable area at 32dph will ensure the delivery of a Sub-Urban Garden Village located on the edge of an urban area.
4(ii)	Sustainable Housing Mix	Site can deliver a variety of housing needs including first time buyers, detached family homes, homes for senior citizens, build for rent and affordable housing.	Site can deliver a variety of housing needs including first time buyers, detached family homes, homes for senior citizens, build for rent and affordable housing. The site can also help to deliver additional homes should CYC’s annual housing requirement increase.
4(iii)	Local Centre	0.43Ha of land will be provided for a Local Centre which has the potential to provide a variety of facilities for prospective residents.	0.43Ha of land will be provided for a Local Centre which has the potential to provide a variety of facilities for prospective residents.
4(iv)	Phasing of Community Facilities & Primary/Secondary Education	The proposed community infrastructure and 10.31ha of public open space will be delivered commensurate with the progression of the development and made available for use as required. 0.59Ha of land for new Primary School buildings and 1.32ha of land adjacent for playing fields are to be provided on site (total 1.91ha). An appropriate contribution will be delivered for secondary education. Discussions with Archbishop Holgate’s School have identified their desire and need for all of the potential new pupils from the development to attend the school to ensure its future viability.	The proposed community infrastructure and 14.83ha of public open space will be delivered commensurate with the progression of the development and made available for use as required. 1.32Ha of land for new Primary School buildings and playing fields are to be provided on site. An appropriate contribution will be delivered for secondary education. Discussions with Archbishop Holgate’s School have identified their desire and need for all of the potential new pupils from the development to attend the school to ensure its future viability.

4(v)	Individual & Cumulative Transport Impact	TWF will work alongside CYC and other developers where necessary in order to ensure that the individual and cumulative highways impact on the City is mitigated. Detailed discussions have already taken place with CYC to agree the site-specific access solutions for the development proposals.	TWF will work alongside CYC and other developers where necessary in order to ensure that the individual and cumulative highways impact on the City is mitigated. Detailed discussions have already taken place with CYC to agree the site-specific access solutions for the development proposals.
4(vi)	New Access Roads & Public Transport	Three access points are proposed from Stockton Lane (north), from Bad Bargain Lane (West) and from Murton Way (south). Each will be delivered to the standard needed to enable bus penetration through the site, connecting to existing settlement areas. The northern and southern parcels of the site will be connected for bus penetration, pedestrian and cycle access only. An access is required from Bad Bargain Lane in order to ensure permeability and to enhance the site's ability to deliver new homes as early in the plan period as possible.	Three access points are proposed from Stockton Lane (north), from Bad Bargain Lane (West) and from Murton Way (south). Each will be delivered to the standard needed to enable bus penetration through the site, connecting to existing settlement areas. The northern and southern parcels of the site will be connected for bus penetration, pedestrian and cycle access only. An access is required from Bad Bargain Lane in order to ensure permeability and to enhance the site's ability to deliver new homes as early in the plan period as possible.
4(vii)	Public Transport Upgrades	The site's access points and internal spine roads will be delivered to the standard needed to enable bus penetration through the site, connecting to existing settlement areas. The northern and southern parcels of the site will be connected for bus penetration, pedestrian and cycle access only. Existing pedestrian and cycle routes located within and adjacent to the site will be safeguarded and improved where required. Connection with existing bus routes will be enabled and infrastructure improved where required.	The site's access points and internal spine roads will be delivered to the standard needed to enable bus penetration through the site, connecting to existing settlement areas. The northern and southern parcels of the site will be connected for bus penetration, pedestrian and cycle access only. Existing pedestrian and cycle routes located within and adjacent to the site will be safeguarded and improved where required. Connection with existing bus routes will be enabled and infrastructure improved where required.
4(viii)	Pedestrian & Cycle Connectivity	Existing pedestrian and cycle routes located within and adjacent to the site will be safeguarded and improved where required.	Existing pedestrian and cycle routes located within and adjacent to the site will be safeguarded and improved where required.
4(ix)	Protect Millennium Way	The setting of Millennium Way will be preserved and enhanced through a series of green corridors proposed within the development masterplan. Including a large strategic greenspace located in the central area of the site in accordance with CYC's proposals.	The setting of Millennium Way will be preserved and enhanced through a series of green corridors proposed within the development masterplan. Including a large strategic greenspace located in the central area of the site in accordance with CYC's proposals.

4(x)	Minimise Impact on SINC	Ecological mitigation will be provided through the retention of existing features. The site contained a SINC located close to the proposed southern access point, however, the ecological value of this area of the site has now been lost due to recent engineering works undertaken by Yorkshire Water.	Ecological mitigation will be provided through the retention of existing features. The site contained a SINC located close to the proposed southern access point, however, the ecological value of this area of the site has now been lost due to recent engineering works undertaken by Yorkshire Water.
4(xi)	Safeguard views to York Minster, Osbaldwick Conservation Area and Millennium Way	The existing views of York Minster and the setting of Millennium Way will be retained and enhanced through a series of green corridors proposed within the development masterplan. Alongside the green corridors, substantial areas of open space will be retained between the site's boundaries and existing settlement areas, including Osbaldwick Conservation Area.	The existing views of York Minster and the setting of Millennium Way will be retained and enhanced through a series of green corridors proposed within the development masterplan. Alongside the green corridors, substantial areas of open space will be retained between the site's boundaries and existing settlement areas, including Osbaldwick Conservation Area.

The comparison provided in the table above establishes that both of TWF's development options will deliver CYC's key planning parameters as set out within the Pre-Publication Draft Local Plan.

In particular, the requirements to deliver a sustainable housing mix could also include an element of Built to Rent (BTR) to help increase the supply in the Private Rented Sector (PRS) which has been identified by Government as a significant element of the national housing need. Following the Montague Review in 2012 there have been a significant number of Government initiatives on BTR and the House of Commons briefing paper (June 2017) stated that *"the PRS is viewed as an essential part of a strong housing market; successive Governments have tried to create and promote a more professional PRS that is more attractive to tenants, developers and investors"*. The PRS can provide flexibility of tenure, mobility and opportunities for employees, including the Key Worker section. With regards to the East of Metcalfe Lane, Osbaldwick site, the provision of BTR could complement the more traditional housebuilder product that will be delivered across the majority of the site.

Though TWF support CYC's proposed allocation of the site, the evidence presented in the table above and the enclosed documentation, clearly demonstrates that the allocation boundary/site area needs to be expanded in order to deliver 975 homes at the site. This is in association with the delivery of a Sub-Urban Garden Village design philosophy and the provision of substantial community infrastructure including a primary school, village centre and public open space, allotments and recreational facilities. Importantly, the increase in land area would not have an impact on coalescence with the existing urban edge and surrounding settlements. The site's areas of environmental value (natural and built) has also been carefully considered in the formulation of TWF's proposed Option 2 relating to 1,225 homes.

One further important factor that we would like to raise CYC's attention to is the net developable area proposed within each of the two above options. CYC's proposed allocation amounts to **845 homes within 35.4ha** of land in total. It is our understanding that this area predominantly relates to the residential areas of the site, with the provision of public open space, allotments and recreational facilities being located on the site's edges, as proposed within the Pre-Publication Draft Local Plan. We set out in the table above, and within the enclosed Indicative Masterplans for each of the two development options, that the net developable areas for the two proposed options are **975 homes within 30.47Ha** of land and **1,225 homes within 40.1Ha** of land. Both areas are of course lower or similar in size to that prescribed by CYC. The gross areas of land associated with both of our client's development options are above the current 35.4ha figure, however, the additional land areas include a primary school, nursery, village centre, public open spaces, allotments and recreational facilities. The increase

in land area is entirely associated with the creation of a Sub-Urban Garden Village which benefits from substantial community infrastructure. Creating a new settlement where people will truly want to live.

The similarities between both of TWF's development options are clear. Whilst both represent deliverable and viable development opportunities to deliver a significant proportion of the City's housing needs, the difference between the two is associated with the increase in proposed residential dwellings and, of course, the proportionate economic and social benefits associated with the delivery of more homes from the site. The two proposed development options at the site can deliver the following economic and social benefits to the City of York: -

- Creating sustainable communities through meeting market and affordable housing needs, offering existing and potential residents of the City the opportunity to live in the type of house and location they desire. Including the provision of between 292 affordable homes and 368 affordable homes.
- Delivering significant financial contributions towards the improvement of the City's infrastructure through the provision of S106/CIL payments.
- The development has the potential to deliver a new primary school. There will also be significant contributions available to support the local secondary school, Archbishop Holgate's School, as well as potential new pupils to ensure its future viability.
- New capital expenditure in the region of between £119.8m and £147.2m creating substantial direct and indirect employment opportunities of approximately 387 to 405 new jobs, including apprenticeships, of which 70% are usually retained in the local area.
- Sustaining and improving the District's labour market through delivering the right homes in the right locations.
- Increasing retail and leisure expenditure in the local area by between £22.8m and £28m per annum, creating a potential 133 to 164 jobs in these sectors.
- Provision of services included superfast broadband.
- Provision of funding towards public services from an estimated figure of between £8.56m and £10.5m from the Government's new homes bonus and annual council tax payments of £1.43m to £1.75m per annum.

It is unequivocal that the development of 975 homes or 1,225 homes at the site as part of a new Sub-Urban Garden Village can deliver substantial economic, social and environmental benefits to the local area and wider City.

The National Planning Policy Framework seeks to encourage sustainable growth and identifies in Paragraph 8 that economic growth, such as that which this site can deliver, can secure higher social and environmental standards. Furthermore, Paragraph 52 identifies that the supply of new homes can sometimes be best achieved through planning for larger scale development, such as new settlements that follow the principles of Garden Cities (or a Sub-Urban Garden Village in this case).

Paragraph 52 of the Framework further states that in such circumstances local planning authorities should consider opportunities to provide the best way of achieving sustainable development. The remaining sections of this letter consider the economic, social and environmental impact and benefits of the proposed development option in further detail.

A NEW SUB-URBAN GARDEN VILLAGE – PRESERVING THE CHARACTER AND SETTING OF YORK

The proposal will provide for a new landscape led Sub-Urban Garden Village development for the City of York of either 975 or 1,225 new homes. The site is located on the eastern boundary of the City adjacent to the Heworth, Tang Hall, Burnholme and Osbaldwick areas. Homes on the site will be designed and delivered within a comprehensive masterplan which will ensure that they respect the character of the surrounding area whilst seeking to incorporate 21st century designs to provide a development of its own unique character within a Green Framework. The proposals will contain design guides which will help to create a new exemplary Sub-Urban Garden Village for York.

The two enclosed Indicative Masterplans prepared by PRA identifies the site's potential to deliver the following: -

- By undertaking a landscape led masterplan, development parcels have naturally been developed.
- Existing landscape features, including hedges and trees are retained within the site and can be further enhanced through additional planting within the built form.
- Adequate access can be achieved to the site for pedestrians, cyclists and vehicles, providing easy access to public transport and services which exist within the locality. Vehicular access will be taken from Murton Way, Stockton Lane & Bad Bargain Lane. Preferential walking and cycling routes are provided throughout the site to deliver direct routes which are logical and well-integrated to encourage use. Bus penetration routes will be provided through the site also.
- The existing views and setting of York Minster, Millennium Way and Osbaldwick Conservation Area are an important natural/built resource that have been preserved and enhanced through a series of green corridors and retention of separation distances within the development masterplan. Including a large strategic greenspace located in the central area of the site in accordance with CYC's proposals.
- Whilst the site comprises open land, its boundaries will be clearly well-defined, robust and enduring and have the ability to contain development within a framework of settlement, vegetation cover and landform.
- Sustainable drainage systems minimising surface water run-off will be delivered. The proposed drainage ponds will also provide ecological benefits.
- Up to 1.91Ha of land for new Primary School buildings and playing fields are to be provided on site.
- 10.31ha to 14.83ha of public open space is distributed evenly throughout the site allowing easy access for all future residents of the development.
- Amenity space which has been carefully considered in terms of its position both in relation to its accessibility and usability and also in respect of its visual impact and sensitivity to its surroundings.
- Ecological mitigation will be provided through the retention of existing features. The site previously contained a SINC located close to the proposed southern access point, however, the ecological value of this area of the site has now been lost due to recent engineering works undertaken by Yorkshire Water.
- The development parcels, although secondary in their positioning within the site, will provide between 975 and 1,225 homes in a high-quality environment sitting harmoniously within wider landscape setting.

The site was identified by the Council because it is not located in an area of "Primary Constraint" and does not compromise York's future Green Belt proposals. The development has been master-planned so that it will have minimum impact on the historic character and setting of the City. As stated above, the existing views and setting of York Minster, Millennium Way and Osbaldwick Conservation Area will be preserved and enhanced through a series of green corridors and retention of existing separation distances from present residential areas.

The development proposals replicate the historical development patterns of the City in respect of the formation of a satellite settlement located on the periphery of the main urban edge.

H2 Landscape Planning Partnership, previously undertook a Landscape & Visual Impact Assessment of the site in association with the previously proposed larger housing allocation. This work was previously submitted to CYC. They have assessed the amended proposals for the site and have concluded that the current masterplan is fully in accordance with their previously identified Landscape and Visual Impact recommendations.

On account of the above we agree with CYC's conclusion that the site does not fulfil any of the five Green Belt purposes for the following reasons: -

- ***The development of the site would not result in unrestricted urban sprawl*** due to the masterplan vision of delivering a landscape led scheme that delivers new strong defensible landscape boundaries and the provision of greenspace on the site's boundaries providing large separation distances between the development and existing residential areas.

- **The development of the site would not result in the merging of adjacent settlements** as the nearest detached settlements to the site are Murton to the east and Stockton on the Forrest to the north east, and the proposed landscape boundaries and the A64 Ring Road will ensure coalescence is prevented.
- **The site does not assist in safeguarding the countryside from encroachment** on account of the significant areas of open countryside that exist to the east of the site both within the A64 Ring Road's limits and beyond.
- **The proposed development of the site will have no detrimental effect on the setting and special character of historic features** as an assessment has been undertaken of the historic setting of York Minster and Osbaldwick Conservation Area and the masterplan has been designed to preserve and where possible enhance the heritage assets within proximity of the site.
- The fifth purpose of Green Belt **to assist in urban regeneration, by encouraging the recycling of derelict and other urban land** is a general purpose which will not be adversely affected by the site.

SAFEGUARDING HISTORIC CHARACTER

BWB Consulting have undertaken an assessment of the archaeology and built heritage of the site.

In respect of archaeology, this assessment has ascertained that to the north of Bad Bargain Lane is evidence of Roman settlement, occupation and industrial activity. This evidence takes the form of kilns that were used for the manufacture of pottery and tiles, with the presence of the production sites being suggestive of settlement. This has been substantiated by the presence of a Roman road that crosses the area to the north of Apple Tree Farm and links York with the fort situated at Stamford Bridge.

A sample geophysical survey was undertaken to provide further information on the archaeology but to also determine if the site was conducive to this evaluation method. The results determined the presence of a Roman road and possible settlement activity either side of this. Other features were identified which may relate to those previously identified.

Further detailed assessment and evaluation will be undertaken to further determine the extent of the Roman and earlier archaeology within the site. This will facilitate the detailed design of the future development proposals to either allow for preservation in situ (where feasible) and preservation by record.

There is evidence to indicate that the site was farmed in the medieval period, principally from surviving ridge and furrow earthworks. The area was also farmed in the post-medieval period, seen from the array of field boundaries that were created during the enclosure of the landscape. The most prominent earthworks lie in the southwestern extent and are likely to relate to the field systems associated with the medieval settlement of Osbaldwick, which is situated immediately to the south. Some of the earthworks are also likely to be associated with the medieval moated manor located on the southwest side of Osbaldwick.

The fields containing the ridge and furrow and those that make up the rest of the site do not form part of the four principal strays (including Monk Stray and Walmgate Stray), which lie some distance to the north and southwest of the site respectively. Equally the development will not impact these strays and it will not affect any green wedges that lead to the City due to the encroachment of housing estates to the west, which have obscured views in to the City.

There are opportunities for community engagement and outreach, both through direct involvement with archaeological work and through public lectures/press releases and publication. TWF would welcome further discussion with CYC to explore this potential.

With regards to built heritage, the prominence of the Minster and the corresponding low-lying surrounding landscape, allow far-reaching views which emphasise the strong identity of the city. As such, the City Council are keen to ensure that this dominance is protected within new development,

alongside the ability to appreciate and understand the historic settlement of York itself. As identified above, future development within the site will take these aspects into consideration.

With regard to the tangibility of the historic City, the proposed development area has not been highlighted by the Council within their Historic Character and Setting Update (2013) or their earlier 2011 document as contributing to the City's historic character and setting. However, land adjacent to the development area to the east has been highlighted as an '*area preventing coalescence*' and an '*area retaining rural setting*'. Modern housing already forms a separation with the historic urban form to the west of the site and extension within this area would not remove the understanding of the historic form within the city. There is the potential for infringement upon the historic village of Osbaldwick, one of the city's historic satellite settlements; however, as can be seen from the two enclosed indicative masterplans, this can be mitigated through the provision of the proposed substantial separation buffer.

With regard to views of York Minster, the development area does lie within one key long distance view and one key city-wide view, as defined in the York City Central Historic Core Conservation Area Appraisal. Both incorporate long-distance views of the Minster, within which the urban form already forms part of the backdrop. The two enclosed indicative masterplans seek to preserve these views through the provision of a series of green corridors and specifically through the delivery of the central strategic greenspace as desired by CYC. Furthermore, it is considered unlikely that low-level residential development will form a dominant feature of these views and will not interrupt any existing key views.

Accordingly, there are no heritage matters which would preclude either of the two development options proposed at the site.

DELIVERING A SUSTAINABLE & ACCESSIBLE SETTLEMENT

The site is located in a highly sustainable area adjacent to the City of York.

The two indicative masterplan options for the site include the potential to provide shops and other necessary facilities within the development. Whilst the number of facilities and services of York City Centre will be made available by public transport connections and cycling, there is an abundance of services and facilities located within walking and cycling distance to the site in the settlement areas of Osbaldwick, Burnholme, Heworth and Tang Hall. There are a number of employment opportunities available at Osbaldwick Industrial Estate and Link Road Business Park to the south of the site. The site is located within proximity of the park and ride facilities at Grimston Bar. There are a number of existing primary and secondary schools located within walking and cycling distance of the development. The site is also located within walking and cycling distance of the York University Heslington East Campus.

Three access points are proposed from Stockton Lane (north), from Bad Bargain Lane (West) and from Murton Way (south). Each will be delivered to the standard needed to enable bus penetration through the site, connecting to existing settlement areas.

i-Transport have assessed the proposed access provision utilising the detailed work that they undertook in respect of the previously proposed larger housing allocation at the site (which was submitted to CYC). Their assessment has confirmed that although the size of the allocation has been reduced, it remains appropriate that three access opportunities are retained to serve the proposed development for the following reasons: -

- Traffic is spread between the access points, ensuring that the development is not constrained by capacity on the existing road network.
- Traffic from the site can leave the site at the junction closest to the destination and thus minimise traffic flows on the external road network. A road can be provided through the site which facilitates this but which does not encourage rat-running. Previous modelling work by CYC's consultants confirmed this.
- The three access points provide good and direct connections to the Strategic Road Network (SNR). This minimised the passage of traffic through established urban areas. Having two routes to the

SNR, from Murton Way and Stockton Lane, will also minimise traffic impacts at junctions on the SNR on the York ring road.

- Trips around the City Centre will be minimised as traffic can approach destinations near the centre using the most appropriate radial route.
- The proposed allocation is not adjacent to the main road network and therefore the provision of three access points will minimise cul-de-sac lengths.
- Travel distances will be reduced, resulting in reduced emissions and environmental impacts.
- The provision of three access routes will facilitate a supporting bus strategy, with buses being able to use through routes, avoiding cul-de-sacs. North to South routes can also be facilitated.

Further to the above, i-Transport's overall assessment of the latest development proposals has confirmed that: -

- There are significant transport related opportunities, and few constraints, associated with the development of the site for residential uses;
- The site can be satisfactorily accessed and the access designs will accommodate traffic flows generated by the site. New access proposals include a re-alignment of Murton Way with Osbaldwick Link Road;
- The location of the site will allow opportunities for sustainable travel within York and for easy access to the main road network for car travel movements to longer distance destinations.
- Utilising two principle vehicular access points to the north & south of the site will ensure that the majority of new car travel from the development will circumnavigate existing settlement areas of the City; and
- A strategy can be developed to connect the site to existing facilities by bus, on foot and bicycle. This includes the provision of a new bus route and service through the site and upgrades to existing pedestrian and cycle paths where required. The proposals will also encourage green transport options in the form of car sharing and vehicle charging points.

The development of the site presents an opportunity to create modal shift and resultant sustainable travel patterns. Overall it is concluded that the site will be a suitable location for residential development.

SAFEGUARDING BIODIVERSITY

BWB Consulting have undertaken an assessment of the ecological value of the site. From a review of primary documents and an ecological walkover it has been determined that within the site there are a number of potential ecological constraints as summarised below: -

- Ground nesting birds and breeding birds across the site including boundary features such as hedges;
- Bats roosts within the mature trees within and surrounding the site;
- Amphibians including Great crested newts;
- SINCS designations (Sites of Interest for Nature Conservation)

The first of these relating to birds is a standard constraint which affects most development sites and can be assessed and addressed by the use of appropriate seasonally specific surveys. The overall risk for taking the development forward due to this potential constraint is low. Appropriate bird surveys will be undertaken as part of any future planning application.

Bat surveys would be undertaken in two forms for a site of this size including transect survey and also an appraisal of bats in trees. Any required mitigation measures will then be identified and delivered as required.

An amphibians and reptile survey will be carried out as standard due to the habitats and ponds present within the site boundary but recent developments in eDNA testing may facilitate this for Great Crested Newt in particular. If a population is found to be present, then bottle trapping may be necessary. Again, any required mitigation measures will then be identified and delivered as required.

The main area of important habitat is the second tier wildlife site that lies in a strip of land to the south of the ponds and Bad Bargain Lane. It runs directly underneath the pylons and is designated a Site of Interest for Nature Conservation or SINC. This area does not receive statutory protection in the same way as a Site of Special Scientific Interest (SSSI) and the citation of its reasons for designation is held by the Local Authority (LA). Whilst this area of the site is currently designated as a SINC, it is our understanding that any value that it had has now been removed on account of recent engineering works undertaken by Yorkshire Water. The site's remaining value will be re-assessed. Due to land ownership constraints it is impossible to avoid this area of the site altogether. However, should any ecological value remain, it is proposed to provide significant levels of compensation for the proposed loss of area in the areas of land which surround it.

Accordingly, there are no biodiversity matters which would preclude either of the two development options proposed at the site.

DELIVERING SUSTAINABLE DRAINAGE INFRASTRUCTURE

ID Civils have undertaken an up to date assessment of the development proposals against flood risk and drainage policy and guidance.

In respect of flood risk, a review against Environment Agency (EA) Flood Risk and Surface Water Flooding Plans has identified that the developable areas of the site are located within Flood Zone 1, which are areas with a low risk of flooding (1 in 1000 year or greater annual probability). The site has multiple points of access to the existing highway infrastructure and in the event of an extreme flood there is a safe emergency access point for all developed areas. Development will be set at a minimum level of 600mm above the EA modelled flood zone 3 levels and outside any Flood Zone 2 areas.

With regard to drainage matters, ID Civils confirm that a system of sustainable drainage will be developed to ensure that surface water run-off from developed areas does not exceed the current greenfield run-off rate from the site. A series of SUDS ponds/swales will be developed across the site in accordance with current guidance and EA advice to ensure that run-off is attenuated prior to being discharged to a watercourse. Attenuation will be designed to accommodate up to the 100-year storm event, plus a factor of 50% to account for climate change and urban creep across the development lifetime. The SUDS system will offer both run-off attenuation and improve water quality at the point of discharge.

The capacity of foul and combined sewers to cater for the new development will be provided by Yorkshire Waters powers under section 98 of the Water Act, following a detailed feasibility assessment of the load provided by the development and the existing network and treatment work capacity.

MEETING THE CITY OF YORK'S FUTURE HOUSING NEEDS

As identified above, we believe that there is a case for the identification of additional housing allocations to those currently proposed by CYC in order to meet the City's housing needs over the proposed plan period.

At present the Council have decided to progress with a housing target which is based solely on the baseline figure which is derived from the ONS 2014-based sub-national household projections and does not include the 10% uplift for market signals which is advised within the Council's latest SHMA.

By omitting the 10% uplift, and not progressing with a housing requirement of 953 dwellings per annum, the Council are failing to meet their full OAN, as required by the Framework and the Planning Practice Guidance (PPG). There are considered to be no overarching constraints within the District that justify the Council not delivering their full OAN. This approach fails to meet any of the tests of soundness set out in paragraph 182 of the Framework as the Local Plan is not positively prepared; justified; effective and consistent with national policy.

No evidence has been provided by the Council to justify the removal of the SHMA's proposed 10% uplift for market signals and it is assumed that this has been viewed as a way of reducing the overall housing target.

The Government's recent consultation document "*Planning for the Right Homes in the Right Places*" (September 2017) identifies a proposed standardised methodology for the calculation of the baseline OAN for each of the Country's Local Authority areas. Importantly, the guidance identifies in Table 1 on Page 22 of the document that in the circumstance when a Local Authority's Local Plan has not progressed to the submission of the Local Plan by the 31st March 2018 then the proposed standardised methodology should be utilised.

The Government's proposed standardised methodology includes for an uplift for market signals over and above the baseline figure and in the specific case of York, would lead to a housing requirement of 1,070 dwellings per annum. Although the methodology is subject to consultation and therefore carries limited weight at this time, it provides an indication as to how the Government considers housing requirements should be calculated, and the consideration of market signals is a key issue.

The Council are now in a position where their own evidence and the Government's proposed standardised methodology, all state that an uplift for market signals should be added to the baseline figure, and all of which indicate that the true full OAN is greater than the 867 dwellings per annum which is being proposed.

Therefore, in order to make the plan sound, the housing figure should be adjusted upwards to consider market signals.

In conclusion, there is a compelling case for the release of additional land as housing allocations within the emerging CYC Local Plan in order to meet the City's full objectively assessed housing needs, such as an extension of our client's Land East of Metcalfe Lane, Osbaldwick site to deliver an increased total of 1,225 new homes.

DELIVERY TIMESCALES

We envisage that a planning application will be submitted in 2019, following the adoption of the Local Plan.

Taking into account the proposed submission date it is currently envisaged that first dwelling completions on the site will take place in 2019/20 following the submission of a hybrid planning application and initial site infrastructure works.

The potential size of the site offers the opportunity for three builders to develop the scheme simultaneously. Therefore, it is anticipated that the development will deliver a yield of at least 90 homes per annum with the potential to deliver up to 120 homes per annum. Whilst our Option 2 relates to a development of over 1,000 homes (meaning up to four developers could potentially develop the scheme simultaneously) taking into account the potential developers of this site, in this instance it is considered sensible to base the delivery trajectory of the site of three builders delivering at least 90 homes per annum.

The table below provides the site's cumulative dwelling delivery projection per annum that CYC can use within their forthcoming housing trajectory work.

Year	TWF Development Option 1	TWF Development Option 2
2018/2019	0	0
2019/2020	45	45
2020/2021	135	135
2021/2022	225	225
2022/2023	315	315
2023/2024	405	405
2024/2025	495	495
2025/2026	585	585
2026/2027	675	675
2027/2028	765	765
2028/2029	855	855
2029/2030	945	945
2030/2031	975	1,035
2031/2032		1,125
2032/2033		1,225

The proposed community infrastructure and areas of public open space will be delivered commensurate with the progression of the development and made available for use as required.

The development proposals can deliver significant benefits to the City of York, alongside making a significant contribution to CYC’s housing requirements over the course of the plan period. In reference to CYC’s Pre-Publication Draft consultation document it is prudent to identify that the site has the potential to deliver 975 to 1,225 homes within the anticipated plan period. Which is a greater contribution to the City’s housing needs to that currently identified by CYC.

DELIVERABILITY ASSESSMENT

In accordance with Footnote 11 of Paragraph 47 of the National Planning Policy Framework, we believe that the site can be considered as a **Deliverable** residential development site on account of: -

Suitability

The site is located in a suitable location for residential development now. As identified above, the development proposals are situated in a suitable and highly sustainable location in respect of connectivity to existing jobs and services and there are no technical or environmental (built and natural) constraints that would preclude the development of the site.

Availability

The site is available for development now. The site is available for residential development as there are no legal or ownership constraints as all landowners have made the land available for development. TWF have an interest in the site and by virtue of this and previous submissions are expressing an intention to develop the site for residential use.

Achievability

A viable housing development can be delivered on the site within the next five years and indeed within the first 5 years of the adoption of the Local Plan. TWF are seeking to develop the site for residential use. Prior to the progression of development sites, they undertake a thorough marketing and economic viability assessment for each site, including an assessment of any site specific abnormal costs. The site is considered to be achievable for residential development now as there is a realistic prospect that the site can deliver new homes within the next 5 years and indeed within the first 5 years of the adoption of the Local Plan.

Deliverability Conclusion

The site can be considered a deliverable residential development site and its release would provide a number of significant economic, social and environmental benefits as identified above.

CONCLUSIONS

On the basis of the information provided within this letter, and the enclosed documentation, we wish to place on record our **support** for the proposed allocation of Land to the East of Metcalfe Lane which is currently proposed by CYC as a new Sub-Urban Garden Village within the emerging City of York Local Plan.

Whilst we support the principles of the allocation of the site, we believe that amendments are required to the site's proposed boundaries in order to ensure that CYC's Garden Village philosophy for the site can be delivered alongside each of CYC's identified Planning Parameters.

Our proposals have the potential to provide a new Sub-Urban Garden Village of either 975 homes or 1,225 homes, alongside the delivery of significant community infrastructure in the form of a new primary school, a village centre, public open space, allotments and recreational facilities. The site is strategically located to the east of the City, but importantly separated from the existing urban edge and surrounding villages to ensure that the historic and landscape character of this area of the City is preserved and enhanced where possible.

The development proposals are situated in a **suitable** and highly sustainable location and there are no technical or environmental (built and natural) constraints that would preclude the development of the site. The site is **available** now as it is under the control of a regional development company who are actively seeking to secure the site's allocation for residential development. The site can also be considered **achievable** as new homes can be delivered on the site within the next 5 years and indeed within the first five years of the Local Plan.

Finally, in respect of procedural matters, we would like to work alongside CYC to finalise the site specific strategic development policy to be included within future versions of the Local Plan. Working together we can ensure that CYC's and the local community's planning parameters for the site are deliverable.

Should you require any further details or clarification on the content of this letter please do not hesitate to contact me.

Yours sincerely,

A solid black rectangular box redacting the signature of Paul Butler.

PAUL BUTLER

Director

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Local Plan,
City of York Council,
West Offices,
Station Rise,
York, YO1 6GA

4th April 2018

Dear Sir or Madam,

CITY OF YORK LOCAL PLAN – LAND EAST OF METCALFE LANE – TW FIELDS – SUPPORT FOR SITE REFERENCE ST7

We write on behalf of our client TW Fields (TWF) to provide City of York Council (CYC) with their representations to CYC's Publication Draft Local Plan (February 2018).

From a review of the latest version of the Local Plan, it is clear that CYC have not taken on board the evidence we previously presented in our representations to earlier versions of the Local Plan, by letters dated 12th September 2016 and 27th October 2017. As a result, we are concerned that the current Publication Draft Local Plan cannot be considered sound in the context of Paragraph 182 of the NPPF.

This letter does not seek to re-iterate the comments made to CYC in our previously submitted representations. These are enclosed, and we request that they are submitted alongside this letter to the Secretary of State as a holistic comprehensive representation for the Land to the East of Metcalfe Lane site.

This letter will however provide a summary of the comments previously made, before providing updates in our response to CYC's evidence base in association with the deliverability of this site and the objectively assessed housing needs of the City.

Our client's **support** CYC's identification of the site as a new Garden Village within the emerging City of York Local Plan.

However, whilst the site can deliver 845 homes within the plan period within CYC's current site red line site allocation boundary, it is our view that the current boundary should be expanded in order to enhance the community and green infrastructure that the site can deliver in respect of the policy aspirations required by Policy SS9 of the Publication Draft Local Plan.

Furthermore, a key matter that CYC need to consider in respect of the need to expand the current red line site allocation boundary for the site, is the requirement to deliver a southern access to Osbaldwick Link Road. Extending the boundary as requested by these and previous representations will ensure that this requested access (as stipulated by Policy SS9) can be delivered without any landownership issues.

We understand that one of CYC's concerns associated with the potential increase of the red line allocation site boundary is the knock-on impact of an increase in the number of homes to be delivered at the site. Consequently, within these representations we provide an additional option which, whilst retaining our proposed minimum allocation boundary, will provide the number of homes desired at the site by CYC and also increase the amount of land provided for community and green infrastructure.

We therefore request that CYC amend the red line allocation boundary prior to the submission of the Local Plan to the Secretary of State in order to ensure that the Local Plan can be found sound. From a delivery point of view, this will also allow us to prepare and submit a planning application prior to the adoption of the Local Plan, which could then be determined shortly after the Local Plan's adoption. Thus, ensuring the delivery of new homes from the site at the earliest point possible.

LAND EAST OF METCALFE LANE, OSBALDWICK – SUMMARY & DEVELOPMENT OPTIONS

A summary of our previous representations is provided in the table below: -

Site ST7 – Representations Summary
<ul style="list-style-type: none"> • We fully support the principle of the proposed allocation of the site by CYC • Three deliverable and viable development proposals are being put forward for CYC’s consideration: <ul style="list-style-type: none"> ○ The delivery of 845 homes (including up to 253 affordable homes) at the site alongside each of CYC’s proposed “Planning Principles” with additional areas of recreational open space and landscaping. ○ The delivery of 975 homes (including up to 292 affordable homes) at the site alongside each of CYC’s proposed “Planning Principles”. ○ The delivery of 1,225 homes (including up to 368 affordable homes) at the site to meet any potential increase in the City’s housing requirements, alongside a proportionate enhancement to the benefits that the site can deliver in association with CYC’s proposed “Planning Principles” for the site. • The development proposals can deliver 315 homes within the first 5 years of the Local Plan and up to 1,225 homes within the plan period. • The proposals will deliver a Sub-Urban Garden Village design philosophy with the provision of substantial community infrastructure including a primary school, village centre and public open space, allotments and recreational facilities. • The net developable residential area of each of the proposed options are either smaller or similar in size to the current allocation site area prescribed by CYC. • Vehicular access will be taken from Murton Way, Stockton Lane & Bad Bargain Lane. Preferential walking and cycling routes are provided throughout the site to deliver direct routes which are logical and well-integrated to encourage use. Bus penetration routes will be provided through the site also. • The existing views and setting of York Minster, Millennium Way and Osbaldwick Conservation Area will be preserved and enhanced through a series of green corridors and retention of separation distances within the development masterplan. Including a large strategic greenspace located in the central area of the site in accordance with CYC’s proposals. • Ecological mitigation will be provided through the retention of existing features. The site previously contained a SINC, however, the ecological value of this area of the site has now been lost due to recent engineering works undertaken by Yorkshire Water. • The development proposals replicate the historical development patterns of the City in respect of the formation of a satellite settlement located on the periphery of the main urban edge.

Whilst the introduction of this letter focused on the need for CYC to expand the red line site allocation boundary to ensure the delivery of a minimum 845 home Garden Village at the site, the site has the potential to provide for a new garden village of either 845; 975; or up to 1,225 new homes, alongside the delivery of significant community infrastructure in the form of a new primary school, a village centre, public open space and recreational facilities.

The site has been identified as strategic housing site allocation ST7 within iterations of the City of York Local Plan since June 2013. At that time the Preferred Options Local Plan identifies the site as having potential to deliver 1,800 homes. The number of homes to be provided at the site was retained at 1,800, along with an increase in the site’s allocation red line boundary, within the now withdrawn City of York Publication Draft Local Plan (October 2014). Prior to the withdrawal of the previous Publication Draft Local Plan, our clients undertook and submitted technical assessments associated with the delivery of the previously proposed red line site allocation boundary and the delivery of 1,800 homes at the site.

As CYC have previously undertaken public consultation and Sustainability Appraisal work in respect of the larger site, there remains the potential for the enlargement of the allocation back to the previously considered acceptable size, should CYC need to do so to meet the City’s increased housing needs.

The site is strategically located to the east of the City, but importantly separated from the existing urban edge and surrounding villages to ensure that the historic and landscape character of this area of the City is preserved and enhanced where possible. The development proposals are situated in a suitable and highly sustainable location in respect of connectivity to existing jobs and services and there are no technical or environmental (built and natural) constraints that would preclude the development of the site.

This letter reiterates our client's design philosophy for the proposed development of a Garden Village at the site and demonstrates the site's deliverability for residential development in accordance with national planning guidance. In doing so the letter refers to the following documents which are enclosed:

- Indicative Masterplan – Option 1 – PRA Architects – August 2016
- Indicative Masterplan – Option 2 – PRA Architects – October 2017

In our previously submitted representations we provided the key conclusions of a number of technical assessments associated with the development proposals. The assessments referenced in our previous submissions provide an update of the comprehensive technical reports which were previously submitted to CYC in the promotion of the larger site area. The parameters established within the comprehensive technical reports were utilised in the preparation of the indicative masterplans for the site. Full versions of each of the above listed reports are of course available on request.

With regards to our proposed Option 1, which recommends the delivery of 975 homes at the site in order to meet an evidenced increase to the City's housing requirements, CYC's Officer's endorsed an increase in the proposed site allocation from 34.5ha (845 homes) to 44ha (975 homes) to CYC's Local Plan Working Group on the 10th July 2017. The reasoning behind the recommendation was as follows:

“This reflects developers/landowners concerns raised regarding the viability/deliverability of the site, the related ability to deliver the planning principles including provision of educational and community facilities and concerns over the provision of site access to the south of the site. Officers consider that this boundary amendment could improve the viability of the site and ensure that the planning principles can be delivered.”

This option was also put forward by CYC's Officer's as a potential change to the Local Plan ahead of consultation in respect of the Publication Draft Local Plan at CYC's Local Plan Working Group on the 23rd January 2018.

Whilst CYC's Officer's recommendations were not approved on either occasion, we believe there is still a strong case for the expansion of the site in respect of both size and housing numbers. As CYC's Officer's recommendation mirrors our proposed Option 1 in respect of size and number of homes, we fully support the previously proposed expansion of the site. These representations provide further evidence to substantiate CYC's Officer's recommendation, whilst also providing further evidence of the need to increase the size of the site in order to meet the increased housing needs of the City.

With regard to our proposed Option 2, the 1,225 homes opportunity for the development of the site was previously put forward for CYC's consideration on account of the potential need for additional housing numbers on account of the Government's recent announcement associated with a standardised methodology for calculating annual housing requirements. The planning arguments associated with the newly proposed second option are discussed in our previously submitted representations.

Notwithstanding the above, we believe that it is of paramount importance that in the first instance CYC ensure that the site allocation red line boundary for their proposed number of homes (845) is correct to ensure the delivery of a Garden Village style development alongside the comprehensive delivery of CYC's community and green infrastructure aspirations for the site as required by Policy SS9 of the Publication Draft Local Plan.

With this point in mind, within these representations we provide a new 845 home option for the site which, whilst retaining our proposed minimum allocation boundary, will provide the number of homes

desired at the site by CYC and also increase the amount of land provided for community and green infrastructure.

The updated masterplan options associated with the development of the site are as follows: -

- A. **New Proposed Option.** The delivery of 845 homes at the site. This option represents a deliverable and viable opportunity to meet CYC's proposed number of homes at the site, whilst also ensuring that each of CYC's proposed "Planning Principles" are delivered.
 - 1. The delivery of 975 homes at the site to meet any potential increase in the City's housing requirements, alongside a proportionate enhancement to the benefits that the site can deliver in association with CYC's proposed "Planning Principles" for the site. This option could also deliver an increase in economic and social benefits associated with the delivery of more homes at the site.
 - 2. The delivery of 1,225 homes at the site to meet any potential increase in the City's housing requirements, alongside a proportionate enhancement to the benefits that the site can deliver in association with CYC's proposed "Planning Principles" for the site. This option could also deliver an increase in economic and social benefits associated with the delivery of more homes at the site.

The proposed development options have been formulated following the undertaking of ecology, landscape, Green Belt, flood risk, archaeology and highways assessments. The proposals seek to deliver a Garden Village development, community facilities and substantial areas of recreation and amenity areas. The vision of the proposals is to deliver a landscape led development which seeks to preserve and enhance the green framework of the site and its surroundings.

Within our previous representations we provided an assessment of each of the development options against each of CYC's policy parameters identified within draft local plan policy SS9. For brevity, we do not seek to repeat this assessment here and ask that CYC refer to our previous submissions which are enclosed with this letter.

However, in order to reaffirm our point in respect of the need to expand the current proposed site allocation red line boundary, we provide in the table below an analysis of the amount of land that would be available for community and green infrastructure within CYC's current site allocation red line boundary and each of our development options.

Option A (845 homes) has the same land area as the previously assessed Option 1 (975 homes) and as a result there is an increase in the land available for new community and green infrastructure, which will in turn allow the site to deliver all of the planning parameters in Policy SS9.

Ref.	CYC	Option A	Option 1	Option 2
Site Size / Capacity	35.4Ha / 845 Homes (845 plan period)	43.53Ha / 845 Homes (All within the plan period)	43.53Ha / 975 Homes (All within the plan period)	57.27 Ha / 1,225 Homes (All within the plan period)
Density / Design Ethos	Strategic Site – 70% net site area at 35dph	Garden Village – Approximately 60% net developable area – 26.4Ha at 32dph	Sub-Urban Garden Village – Approximately 70% net developable area - 30.47 Ha net site area at 32dph	Sub-Urban Garden Village – Approximately 70% net developable area – 40.1 Ha net site area at 32dph
Additional Land Uses / Analysis	<p>A density of 35 dph over the net developable area would result in a development that is similar in density to those currently taking place within the main urban areas of the City i.e. Redrow’s scheme at the Grain Stores; Persimmon’s scheme at Germany Beck and BDW’s scheme at New Lane, Huntington.</p> <p>It does not allow for space/planting between dwellings or further green wedges/planting throughout the street scene. Which is what a Garden Village ethos requires. Which is more aligned to a density of 32dph and a net developable area of 60% to 70%</p> <p>At 32 dph over a 60% developable area, 680 homes could be delivered. This increases to 793 homes over a 70% new developable area.</p> <p>Increasing this to at least 845 homes, would therefore result in a reduction of the land available for the delivery of all of the other essential and desirable uses such as a new primary school, local centre and recreational open space.</p>	<p>The option can deliver: -</p> <ul style="list-style-type: none"> • 0.43Ha of land for a Local Centre • 1.91Ha of land provided for Nursery and a two-form entry Primary Education • 14.79 Ha of Open Space within the site. • The delivery of the required southern access road to Osbaldwick Link Road. • The existing views of York Minster and the setting of Millennium Way will be retained and enhanced through a series of green corridors proposed within the development masterplan. Alongside the green corridors, substantial areas of open space will be retained between the site’s boundaries and existing settlement areas, including Osbaldwick Conservation Area. 	<p>The option can deliver: -</p> <ul style="list-style-type: none"> • 0.43Ha of land for a Local Centre • 1.91Ha of land provided for Nursery and a two-form entry Primary Education. • 10.72Ha of Open Space within the site. • The delivery of the required southern access road to Osbaldwick Link Road. • The existing views of York Minster and the setting of Millennium Way will be retained and enhanced through a series of green corridors proposed within the development masterplan. Alongside the green corridors, substantial areas of open space will be retained between the site’s boundaries and existing settlement areas, including Osbaldwick Conservation Area. 	<p>The option can deliver: -</p> <ul style="list-style-type: none"> • 0.43Ha of land for a Local Centre • 1.91Ha of land provided for Nursery and a two-form entry Primary Education. • 14.83 Ha of Open Space within the site. • The delivery of the required southern access road to Osbaldwick Link Road. • The existing views of York Minster and the setting of Millennium Way will be retained and enhanced through a series of green corridors proposed within the development masterplan. Alongside the green corridors, substantial areas of open space will be retained between the site’s boundaries and existing settlement areas, including Osbaldwick Conservation Area.

The similarities between each of TWF’s development options are clear. Whilst they all represent deliverable and viable development opportunities to deliver a significant proportion of the City’s housing needs, the difference between the three options is associated with the increase in proposed residential dwellings and, of course, the proportionate economic and social benefits associated with the delivery of more homes from the site.

The three proposed development options at the site can deliver the following economic and social benefits to the City of York: -

Socio-Economic Benefit	Option A 845 Homes	Option 1 975 Homes	Option 2 1,225 Homes
Creating sustainable communities through meeting market and affordable housing needs, offering existing and potential residents of the City the opportunity to live in the type of house and location they desire	Including up to <u>405</u> Affordable Homes	Including up to <u>292</u> Affordable Homes	Including up to <u>368</u> Affordable Homes
Delivering significant financial contributions towards the improvement of the City’s infrastructure including the provision of S106/CIL payments. The development has the potential to deliver a new primary school. There will also be significant contributions available to support the local secondary school, Archbishop Holgate’s School, as well as potential new pupils to ensure its future viability.	S106/CIL payments will increase proportionately for each Option		
New capital construction expenditure from private funding	£103.5m	£119.8m	£147.2m
Creation of substantial direct and indirect employment opportunities, including apprenticeships, of which 70% are usually retained in the local area.	339 Jobs	387 Jobs	405 Jobs
Sustaining and improving the District’s labour market through delivering the right homes in the right locations.	Benefit will increase proportionately for each Option		
Increased retail and leisure expenditure in the local area per annum	£19.7m	£22.8m	£28m
Creation of additional jobs within the local retail and leisure sector	115 Jobs	133 Jobs	164 Jobs
Provision of funding towards public services from the Government’s new homes bonuses	£7.4m	£8.56m	£10.5m
Provision of funding towards public services from annual Council tax payments	£1.23m	£1.43m	£1.75m
Provision of services including superfast broadband			

It is clear that all three of our proposed development option for the site can deliver substantial economic, social and environmental benefits to the local area and wider City.

The National Planning Policy Framework seeks to encourage sustainable growth and identifies in Paragraph 8 that economic growth, such as that which this site can deliver, can secure higher social and environmental standards. Furthermore, Paragraph 52 identifies that the supply of new homes can sometimes be best achieved through planning for larger scale development, such as new settlements that follow the principles of Garden Cities (or a Garden Village in this case).

A NEW GARDEN VILLAGE – PRESERVING THE CHARACTER AND SETTING OF YORK

The site is located on the eastern boundary of the City adjacent to the Heworth, Tang Hall, Burnholme and Osbaldwick areas. Homes on the site will be designed and delivered within a comprehensive masterplan which will ensure that they respect the character of the surrounding area whilst seeking to incorporate 21st century designs to provide a development of its own unique character within a Green Framework. The proposals will contain design guides which will help to create a new exemplary Garden Village for York.

The Indicative Masterplan options prepared by PRA identifies the site’s potential to deliver the following:

- By undertaking a landscape led masterplan, development parcels have naturally been developed.

- Existing landscape features, including hedges and trees are retained within the site and can be further enhanced through additional planting within the built form.
- Adequate access can be achieved to the site for pedestrians, cyclists and vehicles, providing easy access to public transport and services which exist within the locality. Vehicular access will be taken from Murton Way, Stockton Lane & Bad Bargain Lane. Preferential walking and cycling routes are provided throughout the site to deliver direct routes which are logical and well-integrated to encourage use. Bus penetration routes will be provided through the site also.
- The existing views and setting of York Minster, Millennium Way and Osbaldwick Conservation Area are an important natural/built resource that have been preserved and enhanced through a series of green corridors and retention of separation distances within the development masterplan. Including a large strategic greenspace located in the central area of the site in accordance with CYC's proposals.
- Whilst the site comprises open land, its boundaries will be clearly well-defined, robust and enduring and have the ability to contain development within a framework of settlement, vegetation cover and landform.
- Sustainable drainage systems minimising surface water run-off will be delivered. The proposed drainage ponds will also provide ecological benefits.
- Up to 1.91Ha of land for new Primary School buildings and playing fields are to be provided on site.
- 10.72ha to 14.83ha of public open space distributed evenly throughout the site allowing easy access for all future residents of the development.
- Amenity space which has been carefully considered in terms of its position both in relation to its accessibility and usability and also in respect of its visual impact and sensitivity to its surroundings.
- Ecological mitigation will be provided through the retention of existing features. The site previously contained a SINC located close to the proposed southern access point, however, the ecological value of this area of the site has now been lost due to recent engineering works undertaken by Yorkshire Water.
- The development parcels, although secondary in their positioning within the site, will provide 845, 975 or 1,225 homes in a high-quality environment sitting harmoniously within wider landscape setting.

The site was identified by the Council because it is not located in an area of "Primary Constraint" and does not compromise York's future Green Belt proposals. The development has been master-planned so that it will have minimum impact on the historic character and setting of the City. As stated above, the existing views and setting of York Minster, Millennium Way and Osbaldwick Conservation Area will be preserved and enhanced through a series of green corridors and retention of existing separation distances from present residential areas.

The development proposals replicate the historical development patterns of the City in respect of the formation of a satellite settlement located on the periphery of the main urban edge.

H2 Landscape Planning Partnership, previously undertook a Landscape & Visual Impact Assessment of the site in association with the previously proposed larger housing allocation. This work was previously submitted to CYC. They have assessed the amended proposals for the site and have concluded that the current masterplan is fully in accordance with their previously identified Landscape and Visual Impact recommendations.

With regards to built heritage, the prominence of the Minster and the corresponding low-lying surrounding landscape, allow far-reaching views which emphasise the strong identity of the city. As such, the City Council are keen to ensure that this dominance is protected within new development, alongside the ability to appreciate and understand the historic settlement of York itself. As identified above, future development within the site will take these aspects into consideration.

With regard to the tangibility of the historic City, the proposed development area has not been highlighted by the Council within their Historic Character and Setting Update (2013) or their earlier 2011 document as contributing to the City's historic character and setting. However, land adjacent to the

development area to the east has been highlighted as an ‘*area preventing coalescence*’ and an ‘*area retaining rural setting*’. Modern housing already forms a separation with the historic urban form to the west of the site and extension within this area would not remove the understanding of the historic form within the city. There is the potential for infringement upon the historic village of Osbaldwick, one of the city’s historic satellite settlements; however, as can be seen from the enclosed indicative masterplans, this can be mitigated through the provision of the proposed substantial separation buffer.

With regard to views of York Minster, the development area does lie within one key long-distance view and one key city-wide view, as defined in the York City Central Historic Core Conservation Area Appraisal. Both incorporate long-distance views of the Minster, within which the urban form already forms part of the backdrop. The enclosed indicative masterplans seek to preserve these views through the provision of a series of green corridors and specifically through the delivery of the central strategic greenspace as desired by CYC. Furthermore, it is considered unlikely that low-level residential development will form a dominant feature of these views and will not interrupt any existing key views.

Accordingly, there are no heritage matters which would preclude the development options proposed at the site.

The development proposals will deliver a landscape led development which is separated from the existing urban edge and surrounding villages and ensures that the historic and landscape character of this area of the City is preserved and enhanced where possible.

MEETING THE CITY OF YORK’S FUTURE HOUSING NEEDS

We maintain our view that there is a case for the identification of additional housing allocations to those currently proposed by CYC in order to meet the City’s housing needs over the proposed plan period.

At present the Council have maintained their decision to progress with a housing target which is based solely on the baseline figure which is derived from the ONS 2014-based sub-national household projections and does not include the 10% uplift for market signals which is advised within the Council’s latest SHMA.

By omitting the 10% uplift, and not progressing with a housing requirement of 954 dwellings per annum, the Council are failing to meet their full OAN, as required by the Framework and the Planning Practice Guidance (PPG). There are considered to be no overarching constraints within the District that justify the Council not delivering their full OAN. Such an approach therefore fails to meet any of the tests of soundness set out in paragraph 182 of the NPPF as the Local Plan is not positively prepared; justified; effective and consistent with national policy.

No new evidence has been provided by the Council to justify the removal of the SHMA’s proposed 10% uplift for market signals and it is assumed that this has been viewed as a way of reducing the overall housing target. This is unacceptable and is not a sound and robust means of preparing a Local Plan.

The Government’s consultation document “*Planning for the Right Homes in the Right Places*” (September 2017) identified a proposed standardised methodology for the calculation of the baseline OAN for each of the Country’s Local Authority areas. The Government’s proposed standardised methodology includes for an uplift for market signals over and above the baseline figure and in the specific case of York, would lead to a housing requirement of 1,070 dwellings per annum.

Since the commencement of CYC’s consultation on the Publication Draft Local Plan, the Government have published further consultation documents associated with a Revised National Planning Policy Framework and Draft National Planning Practice Guidance in March 2018.

The Draft National Planning Practice Guidance (Draft NPPG) provides further guidance in respect of the calculation of an LPA’s OAN. The document maintains the proposed standardised methodology for

the calculation of OAN, using household projections as the baseline and an uplift for market signals. However, it also identifies the following other key considerations: -

- Plan-making authorities should not apply constraints to the overall assessment of need. Limitations including supply of land, capacity of housing markets, viability, infrastructure, Green Belt or environmental designations, are considerations when assessing how to meet need. These types of considerations are not relevant to assessing the scale of that need.
- There may be circumstances where it is justifiable to identify need above the need figure identified by the standard method. The need figure generated by the standard method should be considered as the minimum starting point in establishing a need figure for the purposes of plan production. The method relies on past growth trends and therefore does not include specific uplift to account for factors that could affect those trends in the future. Where it is likely that additional growth (above historic trends identified by household projections) will occur over the plan period, an appropriate uplift may be applied to produce a higher need figure that reflects that anticipated growth. Circumstances where an uplift will be appropriate include but are not limited to; where growth strategies are in place, strategic level infrastructure improvements are planned, funding is in place to promote and facilitate growth (i.e. Housing Deals, Housing Infrastructure Fund). **We would consider the impact of anticipated growth through an Enterprise Zone (York Central, which is also an identified Housing Zone) to be included as an appropriate circumstance to increase housing growth as well. CYC have also submitted two Housing Infrastructure Fund bids to Government as well. One at York Central and one at the Clifton Gate site.**
- The total need for affordable housing will need to be converted into annual flows by calculating the total net need (subtract total available stock from total gross need) and converting total net need into an annual flow. The total affordable housing need can then be considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments, given the probable percentage of affordable housing to be delivered by market housing led developments. An increase in the total housing figures included in the strategic plan may need to be considered where it could help deliver the required number of affordable homes. **Given York's affordable housing needs, we consider that compelling evidence is available to justify an uplift in the OAN on in order to meet such housing needs.**

Although the Revised NPPF and Draft NPPG are still subject to consultation, they provide a further indication as to how the Government considers housing requirements should be calculated, and the consideration of market signals, strategic growth (employment & housing) and affordable housing as key issues to be considered. Which align closely with the current provisions of the NPPF. Put simply, the guidance provided in the bullet points above cannot be ignored.

The Council are now in a position where their own evidence and the Government's proposed standardised methodology, all state that an uplift for market signals should be added to the baseline figure, and all of which indicate that the true full OAN is greater than the 867 dwellings per annum which is being proposed.

Therefore, in order to make the plan sound, the housing figure should be adjusted upwards to consider market signals, strategic growth and affordable housing needs. This in turn will require additional sites to be allocated for residential development.

Our clients have also previously identified concerns with the approach taken by CYC with regard to the delivery of windfall development throughout the plan period. Such a reliance on unplanned development is contrary to the legislative provision of a plan-led system and should not form the basis of the CYC Local Plan moving forwards. Such an approach will not direct homes to those areas that have seen limited growth over recent years and have a clear need for new homes in the future. It is also highly

likely that no affordable housing will be provided on windfall sites located in the Urban Area on account of the 15-dwelling threshold proposed in draft Policy H10.

Finally, there are also concerns associated with the deliverability of the York Central and Barrack sites.

In respect of York Central this relates to uncertainties over the timescales associated with the site's initial infrastructure works and the final quantum of new homes that can be delivered at the site. We have raised a number of concerns over the ability of the York Central site to deliver the proposed number of homes within the plan period at every stage of consultation on the Local Plan. However, notwithstanding these comments, the number of homes anticipated to be delivered at the site has been increased to between 1,700 and 2,500, with a minimum of 1,500 homes within the plan period. The provision of a range of housing numbers is evidence to justify our case of the uncertainties associated with the development of the site. Furthermore, there is no justifiable evidence to back up these figures.

With regard to the Barrack sites, the concerns relate to *when* and *if* both of the sites will become available for development within the plan period. At present no concrete evidence has been provided by the Ministry of Defence that these sites are indeed no longer needed.

Unless these current uncertainties are resolved, it is our view that the quantum of new homes to be delivered at these sites should be considered over and above the identification of housing allocations to meet the City's housing needs. If not, there is a real possibility that that the City could fail to demonstrate the delivery of a sufficient number of deliverable housing sites to meet the City's housing requirement.

In conclusion, when each of the above points are considered holistically, there is a compelling case for the release of additional land as housing allocations within the emerging CYC Local Plan in order to meet the City's full objectively assessed housing needs, such as an extension of our client's Land East of Metcalfe Lane site to deliver at least 975 homes.

Notwithstanding the above, in the first instance CYC need to ensure that the site allocation red line boundary for their proposed number of homes (845) at the Land East of Metcalfe Lane site is correct to ensure the delivery of a Garden Village style development alongside the Council's community and green infrastructure aspirations for the site as required by Policy SS9 of the Publication Draft Local Plan.

MECHANISM TO AMEND THE SITE ALLOCATION BOUNDARY

There is a legal process which CYC can undertake in order to amend the red line site allocation boundary ahead of the submission of the Local Plan to the Secretary of State.

The process includes the following steps: -

- Amend the Local Plan's Proposal Maps;
- Update the Local Plan's Sustainability Appraisal;
- Update Local Plan Policy SS9 (if necessary); &
- Reference the amendments to the Proposal Maps and Policy SS9 within a Modifications Document to be submitted to the Secretary of State along with the Local Plan.

In order for the Local Plan to meet its legal obligations, it is necessary for the Sustainability Appraisal to be up to date in respect of the final, submitted, red line site allocation boundary for the site and the quantum of development proposed.

Consequently, should CYC update the current Sustainability Appraisal in accordance with the red line site allocation boundary proposed within our representations for the 845 homes option, and include reference to the quantum of development identified in the table above on Page 5 of these representations, then CYC would be legally allowed to amend the red line site allocation boundary prior to the submission of the Local Plan to the Secretary of State.

As adequate consultation has already taken place on a variety of development options for the site previously, including a much larger site area, the Local Plan would be considered sound with regards to the obligations of national planning policy and guidance.

We urge CYC to undertake the tasks identified above to ensure that the Local Plan can be found sound on the submission of the Local Plan to the Secretary of State in respect of Local Plan Policy SS9.

CONCLUSIONS

On the basis of the information provided within this letter, and the enclosed documentation, we wish to place on record our **support** for the proposed allocation of Land to the East of Metcalfe Lane which is currently proposed by CYC as a new Garden Village within the emerging City of York Local Plan.

Whilst we want to work alongside CYC to ensure the delivery of a sound Local Plan for the City, we are concerned that unless changes are made to the Publication Draft Local Plan prior to its submission to the Secretary of State, it will not be in a position where it can be found sound. With regards to the East of Metcalfe Lane site, this relates to the proposed site allocation boundary.

Whilst we support the principles of the allocation of the site, we believe that amendments are required to the site's proposed boundaries in order to ensure that CYC's Garden Village philosophy for the site can be delivered alongside each of CYC's identified Planning Parameters.

Whilst the delivery of 845 homes at the site within the plan period can be considered sound in respect of Paragraph 182 of the NPPF. We believe that Policy SS9 of the Local Plan would be considered more robust and sound if the red line site allocation boundary is amended to mirror that which we propose in our client's 845 home option.

Furthermore, these representations have also presented a compelling case for the release of additional land as housing allocations within the emerging CYC Local Plan in order to meet the City's full objectively assessed housing needs.

Consequently, our proposals have the potential to provide a new Garden Village of either 845 homes, 975 homes or 1,225 homes, alongside the delivery of significant community infrastructure in the form of a new primary school, a village centre, public open space, allotments and recreational facilities. The site is strategically located to the east of the City, but importantly separated from the existing urban edge and surrounding villages to ensure that the historic and landscape character of this area of the City is preserved and enhanced where possible.

The development proposals are situated in a **suitable** and highly sustainable location and there are no technical or environmental (built and natural) constraints that would preclude the development of the site. The site is **available** now as it is under the control of a regional development company who are actively seeking to secure the site's allocation for residential development. The site can also be considered **achievable** as new homes can be delivered on the site within the next 5 years and indeed within the first five years of the Local Plan.

In light of the guidance provided in Paragraph 182 of the NPPF, we consider the following: -

- The Local Plan is **positively prepared** in respect of the delivery of 845 homes at the Land East of Metcalfe Lane site as the delivery of homes from the site will contribute significantly to meeting the evidenced objectively assessed development and infrastructure requirements of the City.
- The Local Plan is **justified** in respect of the Land East of Metcalfe Lane site as compelling evidence has been provided in this and previously submitted representations to demonstrate that the site's allocation is an appropriate strategy for delivering a sustainable Garden Village of 845 homes in this location of the City;

- The Local Plan is **effective** as the proposed housing numbers at the Land East of Metcalfe Lane site are entirely deliverable within the plan period; &
- The Local Plan is **consistent with national policy** in respect of the Land East of Metcalfe Lane site as compelling evidence has been provided to demonstrate that the proposed development will deliver sustainable development within the plan period. Particular in respect of Paragraph 52 of the NPPF which identifies that the supply of new homes can sometimes be best achieved through planning for larger scale development, such as new settlements that follow the principles of Garden Cities (or a Garden Village in this case).

Finally, in respect of procedural matters, we would like to work alongside CYC to finalise the site specific strategic development policy to be included within future versions of the Local Plan. Working together we can ensure that CYC's and the local community's planning parameters for the site are deliverable.

Should you require any further details or clarification on the content of this letter please do not hesitate to contact me.

Yours sincerely,



PAUL BUTLER

Director

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Proposed Development at ST7 - Land East of Metcalfe Lane, York



- Key**
- A Site for Allotment Gardens
 - B Main Road routes into and through the site as an avenue set within wide green margin, to include separate cycle route.
 - C Strategic Central Green Space
 - D Bad Bargain Lane to remain as Footpath/Cycleway/ Bridalway, as existing Public Right of Way
 - E Outgang Lane to remain as Footpath/Cycleway/Bridalway, as existing Public Right of Way
 - F School playing fields
 - Housing Development Clusters - Set within Green Framework 'Garden Cities'
 - Indicative Streets
 - Green Corridors, Green Margins & Public Open Space (P.O.S.)
 - Existing Trees & Hedgerow Retained
 - Removed Hedgerow
 - Key Access Points into the site from the North, South and West.
 - Strategic Tree Planting
 - Land Owned By Others
 - Boundary Line for Primary School and Public Centre
 - Proposed Location for Primary School and Public Centre
 - Combined Cycleway and Pedestrian Route
 - Key Focal Point
 - Bus Route



Rev	By	Note	Date

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 F: 01904 653779 E: mail@pra-architects.com W: www.pra-architects.com

PROJECT ST7 Land East of Metcalf Lane, York

TITLE	Indicative Master Plan
CLIENT	TW Fields
DATE	09.09.16
DWG NO	Y81:1000.18
DRAWN	GF
CHECKED	PJR
SCALE	1:2500@A1
REVISION	-

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Proposed Development at ST7 - Land East of Metcalfe Lane, York



Indicative Master Plan

18

PRA ARCHITECTS

53 The Tannery, Lawrence Street, York YO10 3WH. T: 01904 653772
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PROJECT: ST7 Land East of Metcalfe Lane, York

TITLE: Indicative Master Plan

CLIENT: TW Fields

DATE: 26.10.17

DWG NO: Y81:1000_18

SCALE: 1:2500@A1

REVISION: -

CHECKED: PJR

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Rev	By	Note	Date

York Local Plan

Site ST7 Land East of Metcalfe Lane

Access Provision

1. City of York council (CYC) proposes to allocate Land East of Metcalfe Lane, York for residential development. CYC's site reference is ST7 and the Council has estimated an indicative site capacity of 845 dwellings.
2. The site was previously included within the Publication Draft Local Plan as a strategic site with a capacity of 1,800 dwellings. Submissions were made at the time showing how the then development quanta could be delivered in transport terms, taking account of the locational benefits of the site.
3. Access was proposed at the time from the north and south of the site as follows:
 - From the north off Stockton Lane, with priority junction and roundabout options shown.
 - From the south off Murton Road, via either an extension of the Osbaldwick Link Road or a new roundabout off Murton Way.
 - A secondary/emergency access was also suggested via Bad Bargain Lane.
4. Although the size of CYC's proposed allocation has reduced, it remains appropriate that three access opportunities are retained to serve the site for the following reasons:-
 - i. Traffic is spread between the access points, ensuring that the development is not constrained by capacity on the existing road network.
 - ii. Traffic from the site can leave the site at the junction closest to the destination and thus minimise traffic flows on the external road network. A road can be provided through the site which facilitates this but which does not encourage rat-running. Previous modelling work, by CYC's consultants, confirmed this.

- iii. The accesses provide good and direct connections to the strategic road network with these via Stockton Lane, Hopgrove Lane and Malton Road to the north and via Osbaldwick Link Road and Hull Road to the south. This minimises the passage of traffic through established urban areas.
- iv. Two routes to the strategic road network (SRN) will minimise traffic impacts at junctions on the SRN and on sections of York ring road.
- v. Trips around the city centre are minimised as traffic can approach destinations near the centre using the most appropriate radial route, accessed by travelling through the site.
- vi. The proposed allocation is not adjacent to the main road network and therefore the provision of several access points minimises culs-de-sac lengths.
- vii. Travel distances will be reduced, resulting in reduced emissions and environmental impacts.
- viii. The provision of three accesses will facilitate a supporting bus strategy with buses able to use through routes, again avoiding culs-de-sac which bus operators prefer to avoid. North – South bus routes can also be facilitated.
- ix. With access to and from the north and south, Bad Bargain Lane can either be used as a secondary/emergency access or as a sustainable modes corridor predominantly used by buses, pedestrians and cyclists. Thus maximum flexibility is retained.



Residential Land Allocation Document for ST7 Land East of Metcalfe Lane, York.

On behalf of Barratt Homes, David Wilson Homes & Taylor Wimpey
January 2014



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1. Introduction
2. Location, Site Description and Baseline Conditions
3. Planning Policy Background
4. Constraints and Opportunities
5. Sustainability – An Outline Assessment
6. Initial Landscape and Visual Assessment
7. Transport Considerations
8. Heritage – An Outline Assessment
9. Development Evolution
10. Development Masterplan
11. Summary
12. Appendices
 - Appendix 1: Table showing Sections of Site Boundary (H2 Landscape Planning Partnership, Landscape and Visual Assessment)
 - Appendix 2: Table showing Public Rights of Way – Bridleways and Footpaths (H2 Landscape Planning Partnership, Landscape and Visual Assessment)



1.0 Introduction

1.1 This Residential Land Allocation Promotion Document has been produced by the following team to demonstrate the suitability, availability and deliverability of strategic site ST7 (Metcalf Lane) as identified in the York Local Plan Preferred Options (published June 2013):

- Johnson Brook Planning and Development Consultants - Planning and Project Coordination
- PRA Architects – Master-planning
- i-transport – Transport
- H2 Landscape Planning Partnership – Landscape and Visual Considerations
- URS – Baseline Environmental Assessment

1.2 Following engagement with City of York Council, Taylor Wimpey and Barratt David Wilson Homes have entered into a collaborative approach to produce a joint master plan to demonstrate how the whole strategic allocation can be delivered and developed. Taylor Wimpey and Barratt David Wilson Homes have a successful history of collaboration to provide high quality housing developments.

1.3 The purpose of this brochure is to promote the residential development allocation and its associated physical, social and environmental infrastructure in order to ensure an integrated and sustainable master planned development using the comprehensive definition of sustainability now contained in the National Planning Policy Framework

1.4 Taylor Wimpey and Barratt David Wilson Homes' land holdings form the majority of the proposed residential allocation, known as land to the East of Metcalfe Lane, York (Local Plan Preferred Options reference ST7 and site assessment reference 699). It is adjacent to the outer urban edge of the main urban area and 3km to the east of the city centre. The site is in the Heworth Without ward of the City Council's area. The site was previously identified as part of Potential Area of Search B in the York Strategic Housing Land Availability Assessment (September 2011) and the York Core Strategy Submission (September 2011). The Local Plan Preferred Options was first made publicly available in April 2013 and the draft plan documentation together with the wide range of evidence base documents have been used in the preparation of this document. The bulk of this land is in agricultural use and is currently in the draft Green Belt in the York Local Plan (4th set of changes) 2005.

1.5 This document provides a description of the site and its location (section 2); outlines the relevant national and local planning policy context (section 3); and highlights the accessibility of the site to local services, concentrations of employment and transport connections which establishes its sustainable location. The other sustainable attributes of the development proposals are considered (section 5). A review of all the main opportunities and constraints which will influence the form, extent, layout and overall quality of the development are considered in section 4 and these include landscape and visual impact, transport and access, biodiversity, drainage and flood risk, and heritage considerations. Section 6 demonstrates the evolution of the development proposals and finally at section 7 the development master plan is presented.

1.6 The developers and members of their consultancy team have attended meetings and a series of workshops organised by the City Council during the last half of 2013. A summary review paper of these workshops was circulated by the Council at the beginning of January and this incorporated guidance on developing the site allocation proposals as well as a set of commentaries from both internal and external planning consultees covering the great majority of topic areas requiring consideration when preparing a large scale development scheme. The Council have set a deadline of the 31st January for the submission of the allocation promotion documents. Following this a programme will be developed for the preparation of a formal environmental impact assessment and other more detailed topic based reports including advocacy documents leading up to the eventual submission of an outline planning application later in the year. In their recent review paper the Council have acknowledged that a number of the assessments and information requirements will be covered in the subsequent work and discussions from February onwards.

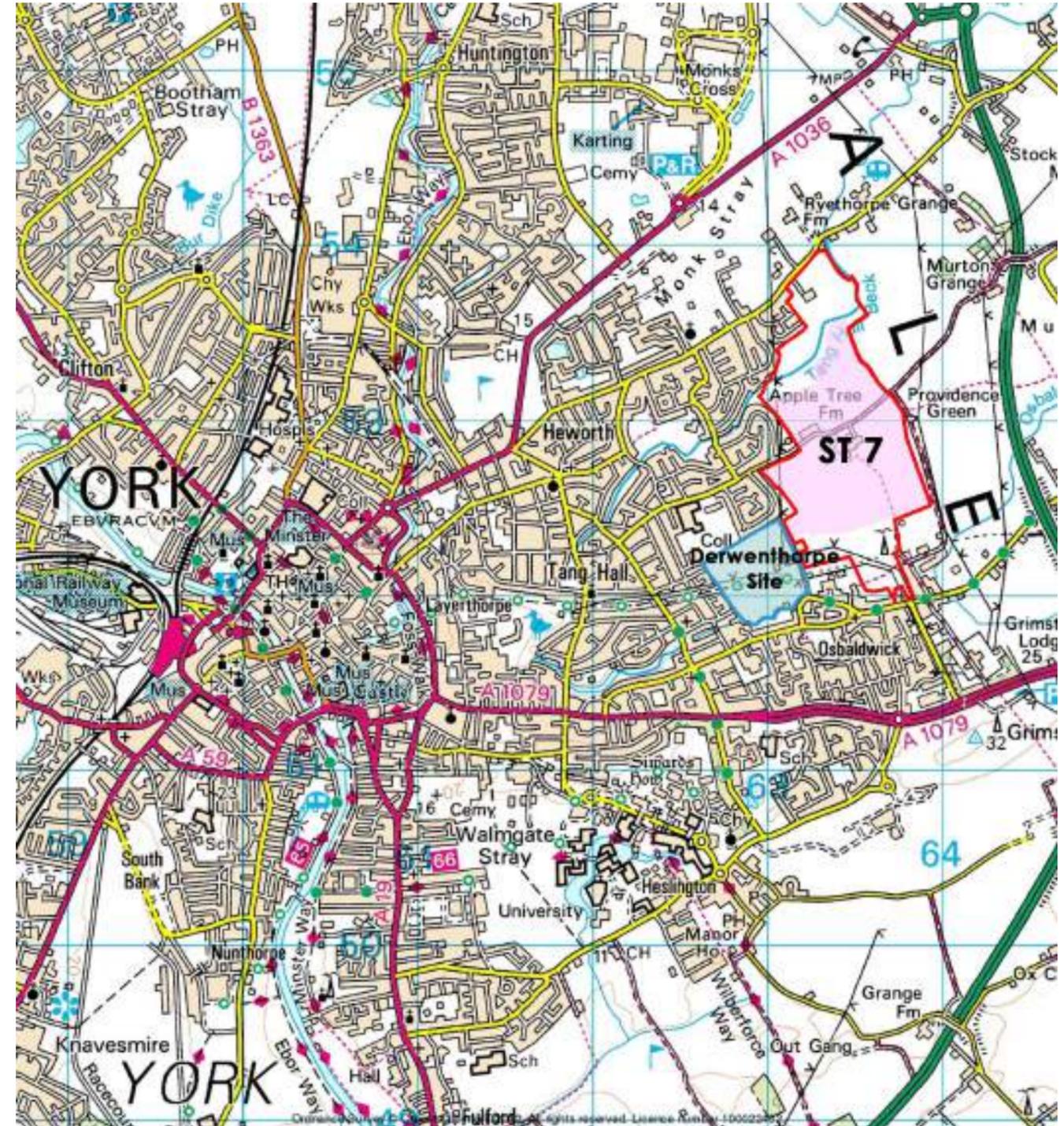
1.7 Barratt and David Wilson Homes (BDWH) and Taylor Wimpey (TW) are both committed to producing high quality developments. David Wilson Homes are the developers of the first phases of the nearby Derwenthorpe scheme to the immediate north of Osbaldwick Village in conjunction with the York based Joseph Rowntree Trust. This scheme has already been nominated for a number of awards. TW has recently become the first volume house builder to be awarded the 'Built for Life' national award for its development on the Church Fields, Boston Spa scheme in Leeds Metropolitan District. In order to maintain these high design standards, as required in the National Planning Policy Framework (NPPF), the developers and their consultants will produce a design code document for the master plan area. The design code will be developed in co-operation with key stakeholders and will contain guiding principles to ensure the delivery of a high quality living environment.

2.0 Location, Site Description and Baseline Conditions

2.1 Location

The proposed urban extension area is located approximately 800 metres to the west of the A64 which forms the southern and eastern outer ring road around the City. The centre of the site is approximately 3km from York City Centre which provides an excellent range of services providing for an extensive retail and commercial catchment. Approximately 2 km to the south of the site is the major campus of York University at Heslington. The Campus One area incorporates the York Science Park and to the immediate east Campus Two and a further technology park are to be developed. York University ranks in the top 10 UK universities both in terms of its research capabilities and its service delivery to students. The City Centre and the University are major centres of employment within very close proximity to this proposed residential development site. The large scale retail and mixed use centre at Monks Cross is approximately 2kms from the centre of the ST7 allocation, though at present the best connection is west via Stockton Lane and then eastwards via the A1036 which is a distance of some 4kms. This area has itself been selected for a large scale residential expansion.

2.2 Surrounding land uses are mixed. To the north of the site is Stockton Lane which is a significant highway connection into the inner ring road and the City Centre and is on a main bus route. To the south is Murton Way and the predominantly residential area of Osbaldwick. To the south west of the ST7 allocation area is a residential development known as Derwenthorpe being progressed by the Joseph Rowntree Foundation and David Wilson Homes. This is identified as strategic housing site 23 in the York Local Plan Preferred Options. Development on this part of the overall urban extension is already underway on a phased basis. To the south east is the Osbaldwick Industrial Estate and the Ryedale gypsy caravan site off Outgang Lane. To the east is agricultural land with the A64 approximately 600 metres from the sites eastern boundary. To the south west, west and north west of the site are the large residential neighbourhoods of Osbaldwick, Tang Hall and Heworth. The urban development to the east of York extends out along the radial highways to form a framework into which the proposed urban expansion fits.



Map showing York City Centre, the proposed site identified in the red outline and the nearby Derwenthorpe Development identified in blue.

Proposed Site Boundary and Strategic Housing Areas

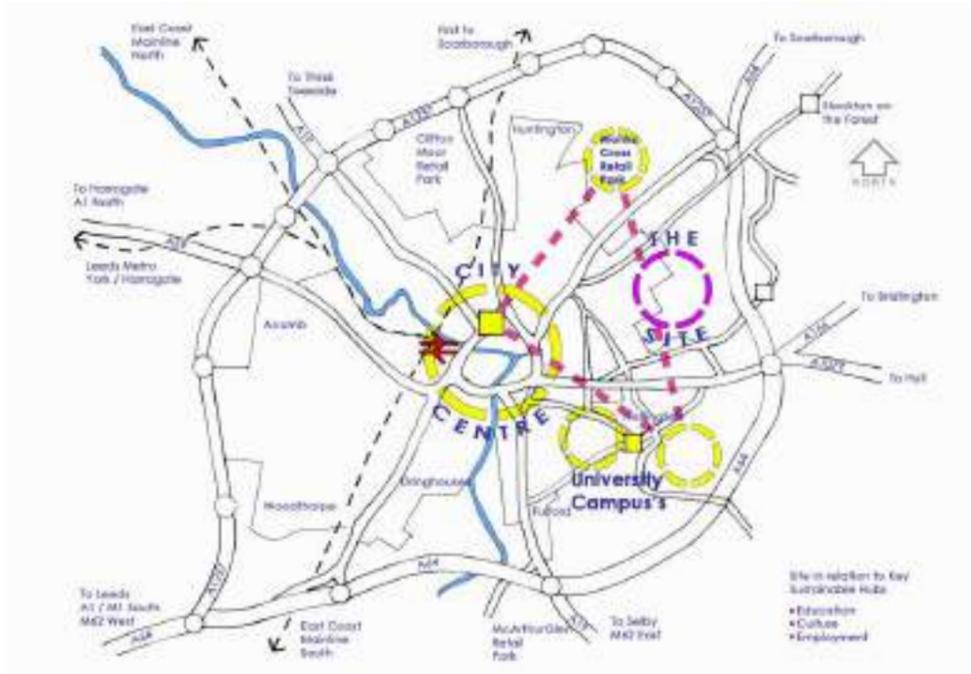


- ST4 - Land Adjacent Hull Road and Grimston Bar
- ST5 - York Central (Strategic Mixed Use Sites - Employment/Housing)
- ST6 - Land East of Grimston Bar
- ST7 - Land East of Meltcalfe Lane
- ST8 - Land North of Monks Cross
- ST11- Land at New Lane, Woodthorpe
- ST17- Nestle South
- ST23- Derwenthorpe

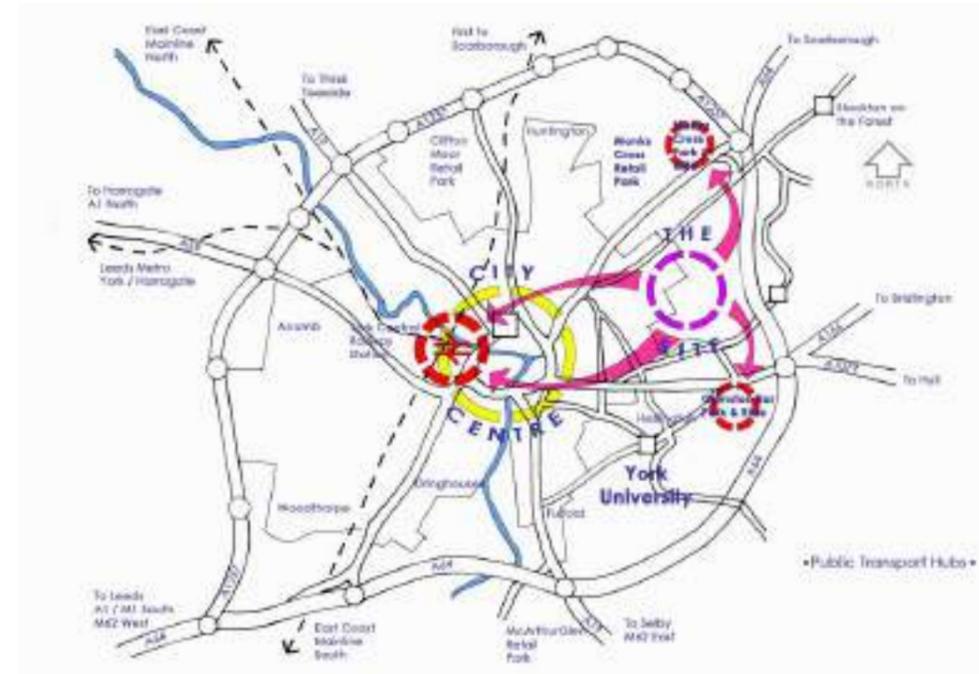


Strategic Location

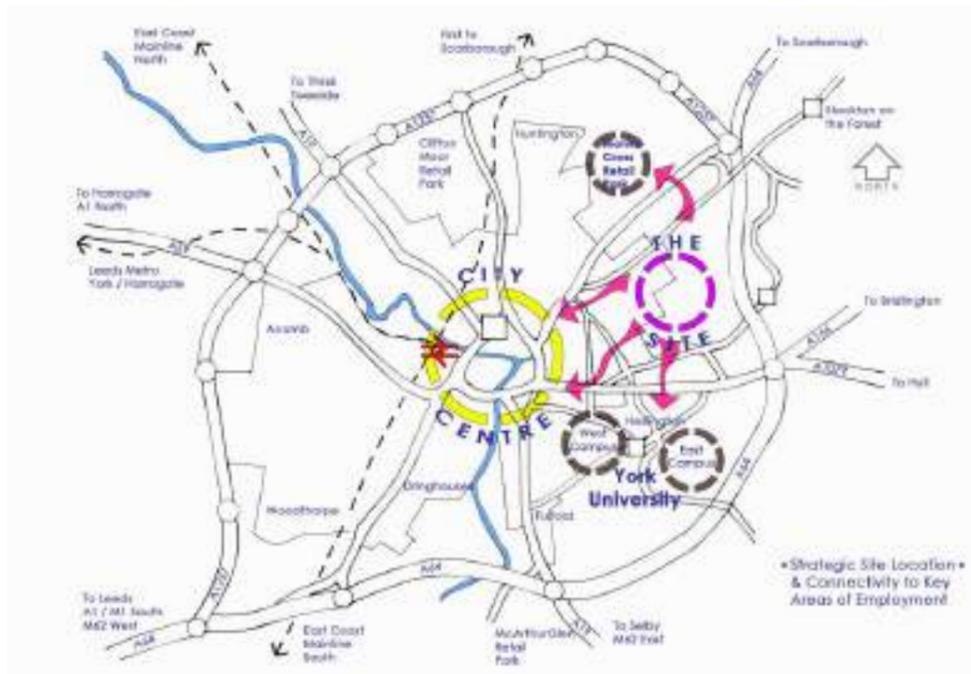
A Sustainable Triangle



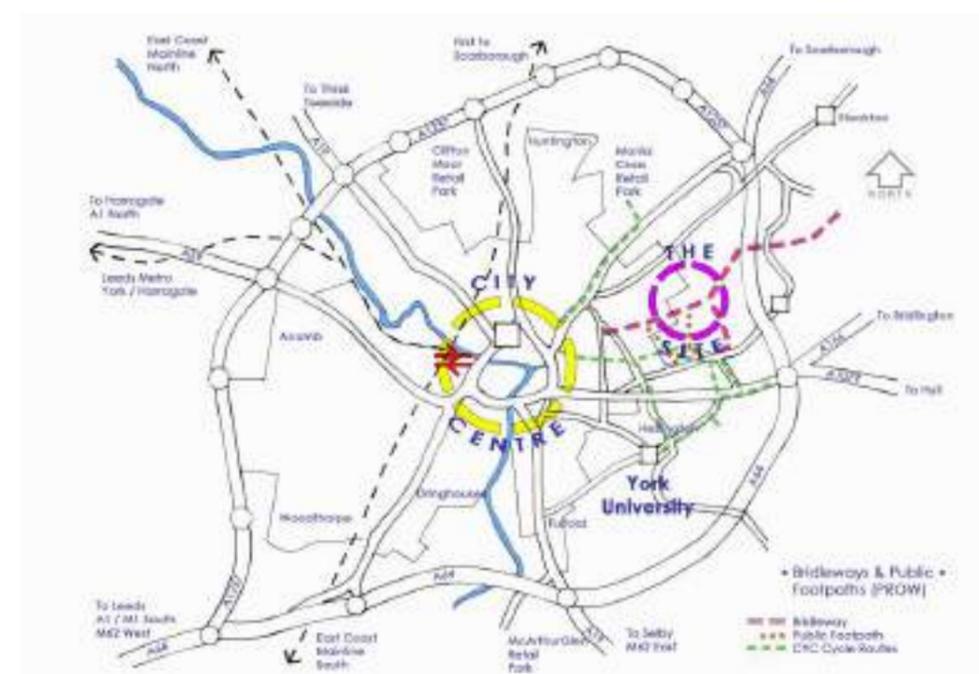
Public Transport Hubs



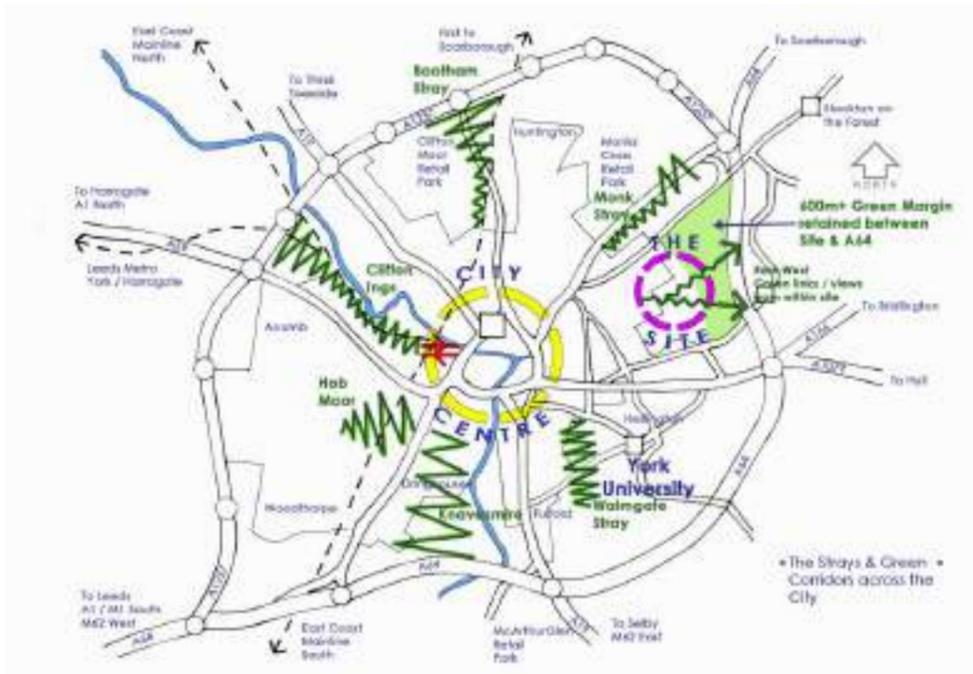
Connectivity To Key Areas Of Employment



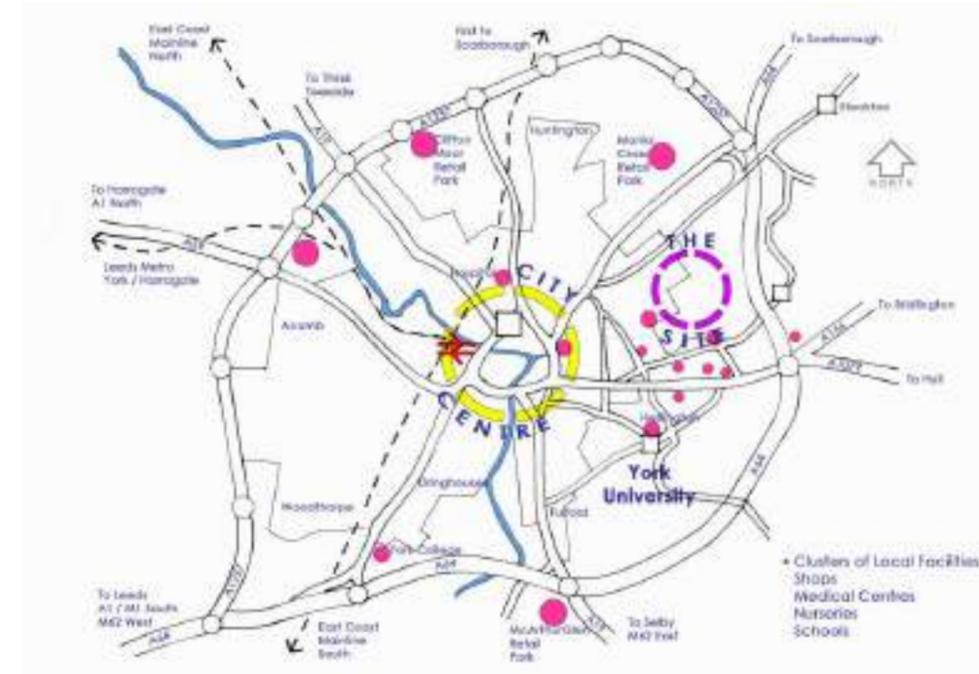
Bridleways, Public Footpaths and Cycleways



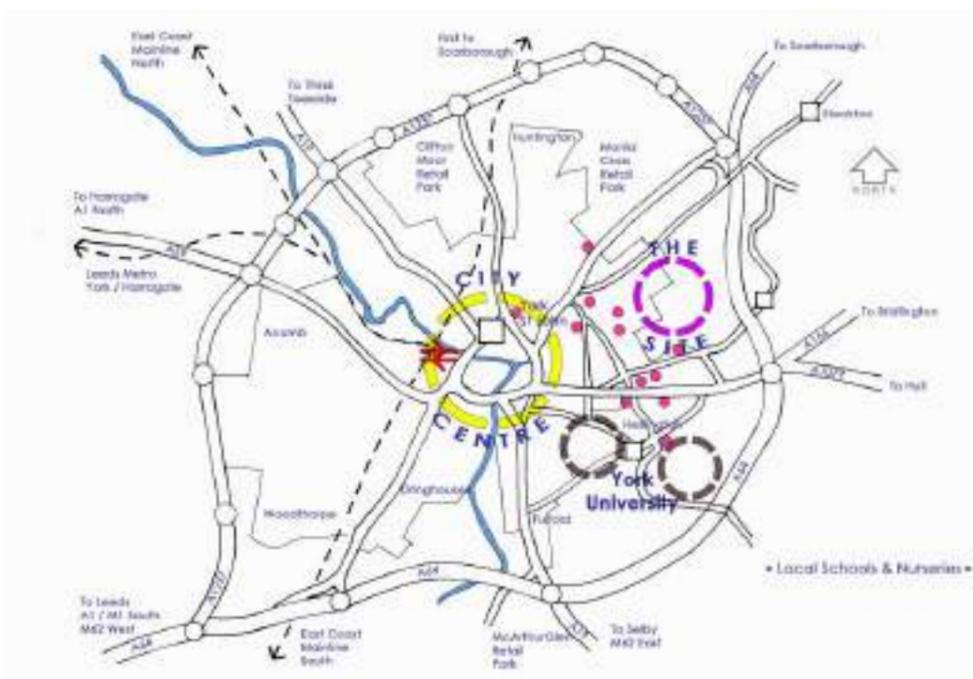
The Green Corridors of York



Facilities in the Wider Locality



Local Schools and Nurseries in the wider Locality



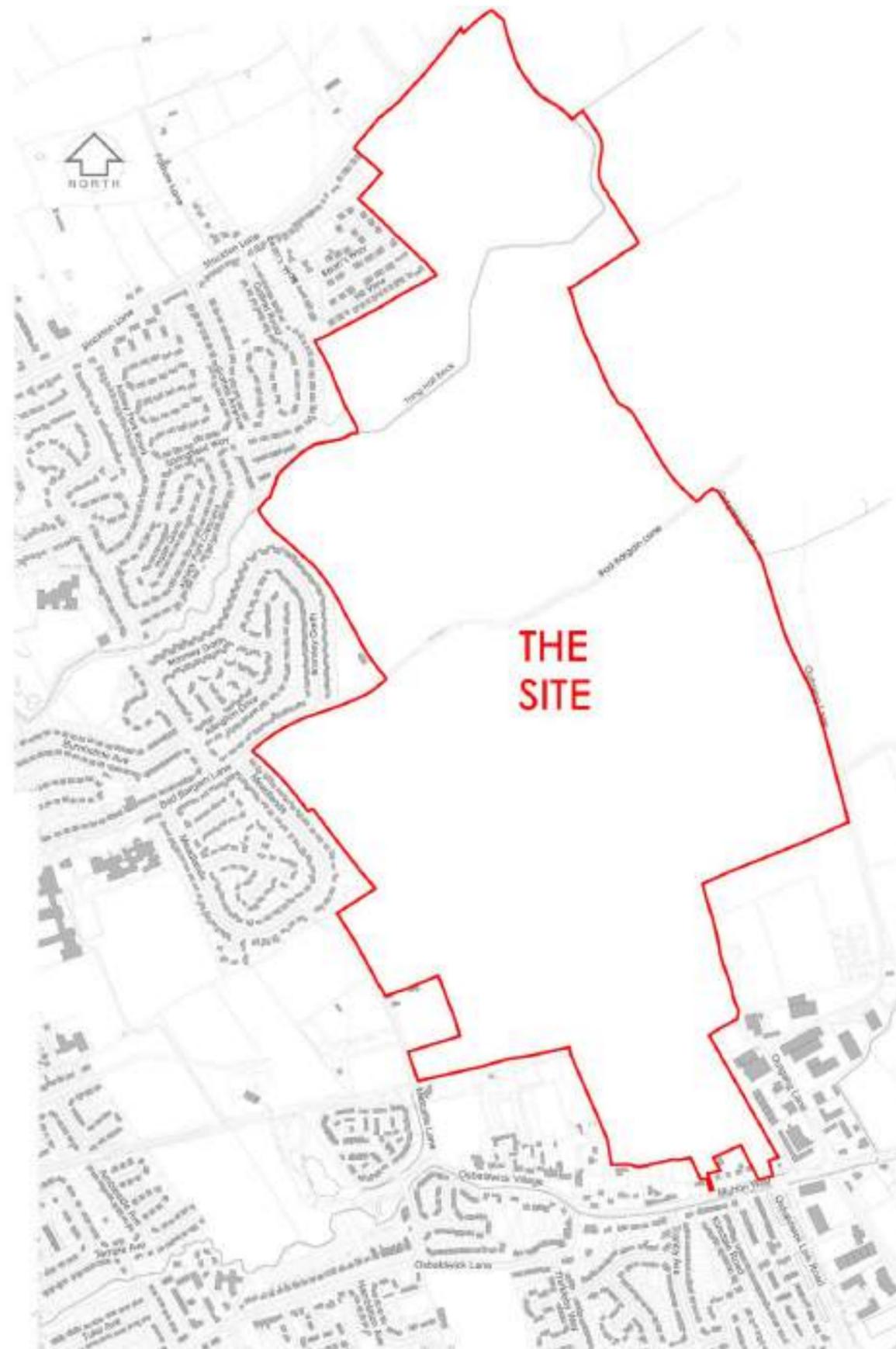
Given the NPPF presumption in favour of sustainable development, the sites supporting evidence, confirming proximity to key drivers:

- Strategic location
- Employment
- Transport hubs and connectivity
- Bridleways, public footpaths and cycleways
- The wider landscape context
- Local schools and nurseries
- Local facilities.

The location of the proposed development site fulfils the aspirations of the three key dimensions required to achieve sustainable development as stated within the NPPF. The site achieves an economic, social and environmental role with sustainability being the golden thread within the making of this plan.

Site Description

- 2.3 The whole of the site is fairly level and the height above ordnance datum (AOD) ranges from 12 to 15 metres. The existing ST7 boundaries in the draft Local Plan are more confined than those in the allocation boundaries advocated by the developers (see subsequent sections and the evolution of the masterplan). The existing Local Plan proposals fall some way short of the two main highway connections at Murton Way/Osbaldwick Link Road to the south and Stockton Lane to the north. The current naming of the site after the limited local highway, Metcalfe Lane (predominantly a footpath/bridleway which runs south to north at the western end of the site) is a strange choice. Bad Bargain Lane to the west of the site forms a residential distributor access and then continues west to east through the proposed site eventually linking with the highway network to the east of the A64. This route is not considered to be suitable/preferable as one of the main access points into the development site (see subsequent highway analysis).
- 2.4 The baseline landscape characteristics of the site are described in more detail below and subsequent sections on sustainability and transport describe the existing and potential connectivity of the site with surrounding areas and the main employment concentrations in the City Centre, at the University and Monks Cross. The land is in agricultural use with a smaller field network to the north and to the immediate south of Bad Bargain Lane with medium sized fields in the southern area. A series of photographs together with a plan of viewpoints are presented at pages 11 to 14 which further describe the site characteristics and boundary treatments.
- 2.5 The site is an irregular shape covering an area of approximately 112 hectares. The site has a general north-south alignment some 2kms in extent from Stockton Lane to the Murton Way/Osbaldwick Link Road.



VIEWS ACROSS THE SITE



View 1



View 2



View 3



View 4



View 5



View 6



View 7



View 8



View 9



View 10



View 11



View 12



View 13



View 14



View 15



View 16



View 17



Baseline Site Conditions

- 2.6 The site includes 3 farm building groups:-
- Sugar Hill Farm, accessed by private track, approximately 100m from Stockton Lane in the northern part of the site.
 - Apple Tree Farm is located to the North of Bad Bargain Lane, approximately 190m from the site's western boundary, and
 - The Cottage Farm building group is on the South side of Bad Bargain Lane, in the centre of the site.
- 2.7 The site area covered in the allocation proposed by the developers has direct frontages and existing field access points off Stockton Lane to the north, Bad Bargain Lane and Metcalfe Lane to the west and Murton Way to the south. The boundaries of the site as a whole are relatively complex and consist of 21 sections, which are numbered and shown on the aerial photograph at plan 2 (page 16) and described in the table at appendix 1 to this report.
- 2.8 The site is divided into roughly two halves - North and South of Bad Bargain Lane (for the most part a bridleway) which follows a low ridge of marginally higher ground running from York to Murton Grange and the A64 East of the site. The northern part is further subdivided by the course of Old Foss Beck, which enters in the North East corner and hugs the eastern boundary before crossing the site from East to West.
- 2.9 The northern part of the site, mainly to the North of Old Foss Beck, is subdivided into 7 small/medium fields, separate paddock and curtilage areas to Sugar Hill Farm, and a narrow strip of land to the immediate east of the adjoining residential properties, further subdivided into horse paddocks.
- 2.10 Between the beck and Bad Bargain Lane, the eastern half of the site is occupied by a single large arable field, whilst the western half is characterised by four small fields and a series of paddocks surrounding the farm building group at Apple Tree Farm.
- 2.11 With the exception of the single large field unit, and 2 fields North of the beck, the remainder of the site north of Bad Bargain Lane is predominantly improved/semi-improved grassland (most of which

is heavily horse grazed), but one small field is rank and unmanaged. Field Boundaries are largely defined by intact, mature hedgerows to c6m high. There are also sections of hedgerow along the bank of the beck, although the southern bank of the beck is open and unshaded. Small peripheral copses, situated to the rear of properties on Galtres Road, Springfield Road and to the rear of properties on Bramley Garth on the western site boundary all have a significant influence on the western part of the site. A row of mature Lombardy poplars line the access track to Sugar Hill Farm. Native hedgerow trees (including a high percentage of oak) are scattered along the hedgerows.

- 2.12 Bad Bargain Lane is screened and sheltered to both North and South by strong hedgerows and strips of woodland.
- 2.13 To the South of Bad Bargain Lane, the more easterly fields are large and open, with smaller field units enclosed by hedgerows to the settlement edges and surrounding the Cottage Farm building group. The larger field units in the southern part of the site are more likely to be enclosed by makeshift timber post and wire fencing, where the hedgerows have suffered from over management and had to be supplemented or replaced. Some boundaries are defined by fence and drainage ditch. The older, smaller fields are more likely to be defined by strong and mature hedgerows, though some are gappy and in need of maintenance.

Extract from Landscape & Visual Assessment: Section 2 (H2 Landscape Planning Partnership)



2

-  Site Boundary
-  Approximate distance from the site boundary

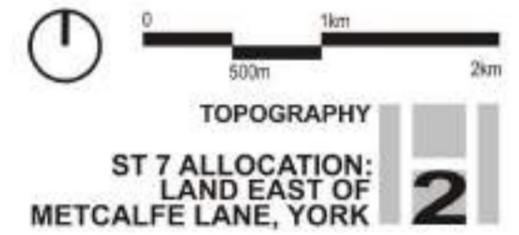
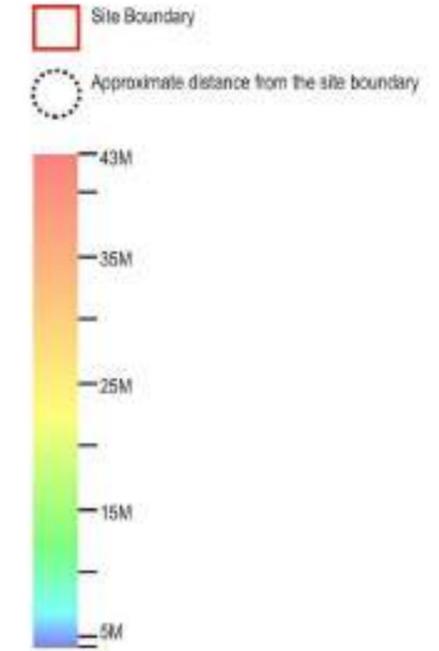
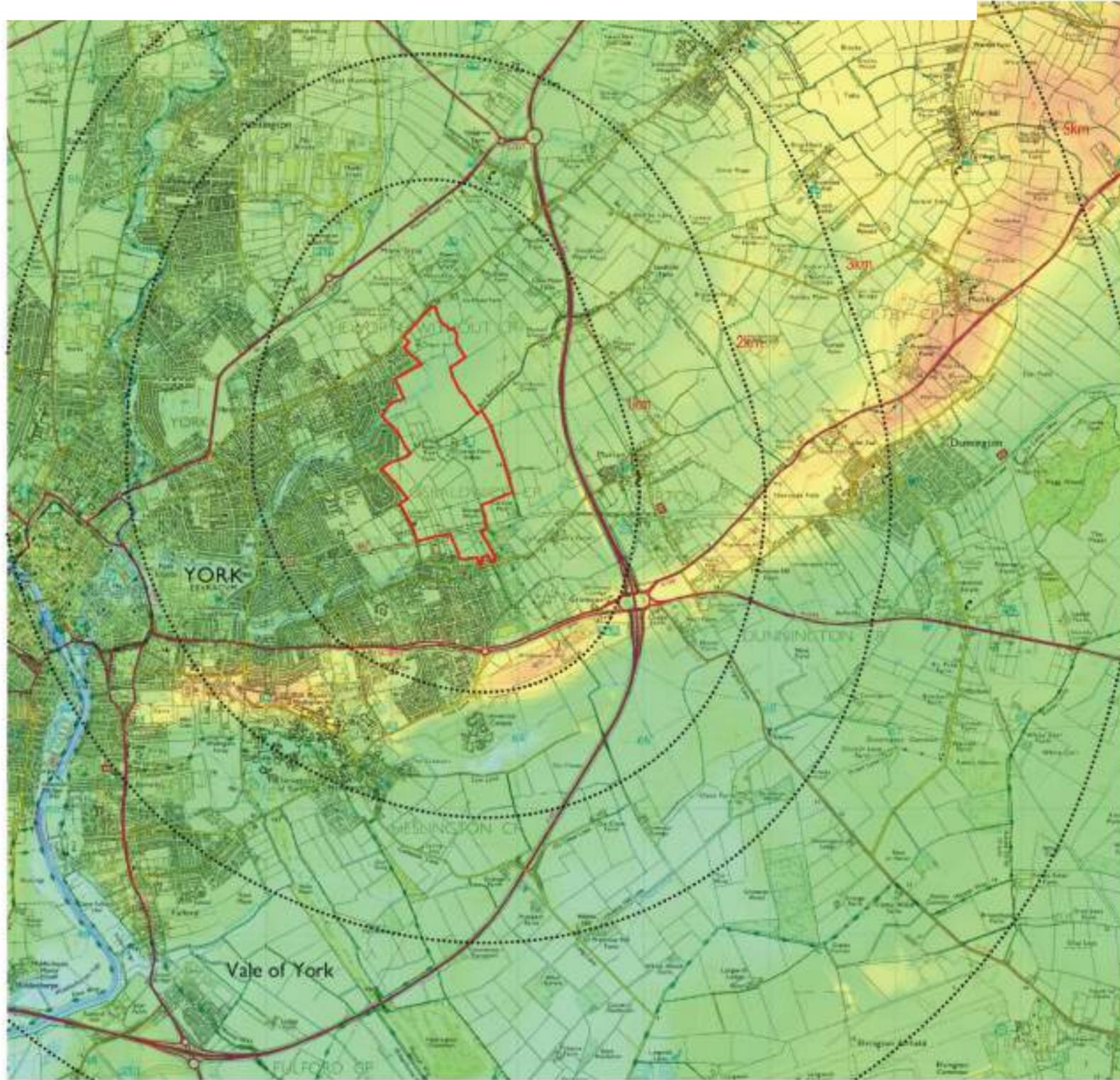


STUDY AREA
 AERIAL PHOTOGRAPH
 ST 7 ALLOCATION:
 LAND EAST OF
 METCALFE LANE, YORK

2

Extract from Landscape & Visual Assessment: Section 3 (H2 Landscape Planning Partnership)

3



Landscape Receptors

Topography

- 2.14 The Vale of York is a broad low lying area some 35km across bounded by a ridge of magnesian limestone which rises to the West, and by the Howardian Hills and Yorkshire Wolds to the East. Levels over the majority of the area are between 10 and 20m AOD and the variation in topography is very subtle, giving the appearance of flat or very gently undulating landscape.
- 2.15 The study area, to the East of York's urban area, is mainly low-lying land with the highest point in the locality being only 19m AOD. Most of the study area, including the site itself is flat or gently (almost imperceptibly) undulating, at an elevation of c12-15m AOD. A ridge of high ground passes along the southern edge of the study area and arcs northwards along the line of the A166 to Holtby and Warthill about 3.5Km East of the site.
- 2.16 Topography is not a significant issue on this site and is not considered further.

Geology and Soils

- 2.17 The geology of the Vale of York has been strongly influenced by the glacial action and deposition associated with the last ice age, and the present day landscape owes more to the presence of a complicated series of drift deposits including sands and gravels and morainic material, than to the underlying geology of Triassic sandstones and mudstones.
- 2.18 The study area is entirely made up of Alluvial Warp and Lacustrine Clay, giving rise to soils of the Foggathorpe 2 Series – slowly permeable, seasonally waterlogged, stoneless, clayey and fine loamy over clayey soil.
- 2.19 Geology and soils are not considered to be significant landscape issues for this site and are not considered further.

Drainage

- 2.20 The principal rivers draining the area are the Ouse which flows through York, and its tributary the Foss, which meets the Ouse in the centre of York. Many of the surrounding low-lying areas are naturally poorly drained, and a feature of the area is the many drainage channels and streams which cross it.
- 2.21 The site is generally flat, with an almost imperceptible ridge of higher ground along the line of Bad Bargain Lane, separating the catchments of Old Foss Beck to the North, and Osbaldwick Beck to the South.
- 2.22 To the North, the course of Old Foss Beck meanders in a south-westerly direction from the southern side of Strensall Common, crossing Stockton Lane c60m north of the site's north eastern corner. When it leaves the site at roughly the midpoint of the northern part of the site's western boundary, the beck enters the built up area of York, now renamed Tang Hall Beck and continuing South West to join Osbaldwick Beck before draining into the Foss at Layerthorpe. A short section of open drainage ditch joins the beck from the North, just to the East of the Sugar Hill Farm building group. There are no other open ditches, although shallow field drains follow many of the field boundaries.
- 2.23 To the South of Bad Bargain Lane, the land drains southwards to Osbaldwick Beck which runs from East to West through the centre of Osbaldwick village, eventually joining the Foss in York.
- 2.24 There is potential for flooding in a narrow band to either side of both watercourses which could affect sections of the northern and southern parts of the site, and an increased risk in the small streamside meadows at the site's north eastern corner.
- 2.25 To the South of Bad Bargain Lane, open drainage ditches run East, West and South along field boundaries from the Cottage Farm Building group.
- 2.26 A series of 3 ponds of varying sizes are centrally located within the site, and 2 small ponds are located close to the southern boundary. All have potential to provide biodiversity interest and add to visual amenity.

2.27 Flood risk is dealt with by others, but in landscape terms Old Foss Beck and the ponds in the southern part of the site are potentially significant features for the ecology and biodiversity of the site, add to visual amenity and are also important as a potentially significant recreational/leisure/amenity feature. The South East corner of the site, prone to flooding by Osbaldwick Beck is classified as a Site of Importance for Nature Conservation.

2.28 In landscape terms therefore, Drainage is considered to be a landscape receptor of Medium Sensitivity.

Land Cover and Vegetation

2.29 Plan 4 (page 19) indicates the landscape context and the range of land uses in the study area selected for landscape purposes.

2.30 Arable farming predominates in the study area, although there are significant areas of grazing pasture (mainly for horses) at the urban edge. The site typically exhibits improved or semi improved grassland, grazed by horses to its western side, and arable crops in the larger fields. One small central field on the North side of the beck is unmanaged, and exhibits rank grassland surrounded by strong mature and unmanaged hedgerows with widening areas of naturally regenerating scrub extending out from the hedges, particularly into the field to the North. There are a significant number of small pastures in the southern part of the site that exhibit ridge and furrow patterns and are of historical interest.

2.31 Woodland within the area is sparse and fragmented. Much of it is plantation woodland, or secondary woodland that has developed on former heathland, rather than ancient semi-natural woodland which is rare. The area to the East of York has sparse woodland cover. Tree cover is mostly restricted to hedgerows. The site typically exhibits small copses and areas of scrub that can inhabit the unmanaged corners of fields and a range of native and semi natural tree species in the grounds of private properties in the 34 main building groups on the site.

2.32 The site consists of a series of field units ranging in size from small to large, separated by mature hedgerows. Trees and shrubs are limited to the site boundaries and are generally scarce. The site

has approximately 4.68km of boundary hedgerows and 6.65km of internal field hedgerows – principally Hawthorn, but with Blackthorn, Elder, Oak, Bird Cherry and Field Maple.

2.33 The baseline condition represented by land cover and vegetation is considered to be a landscape receptor of Medium Sensitivity. These and other receptors are evaluated in section 4 of the full Landscape and Visual Assessment Report presented as part of the overall submission at this stage.

Settlement and Built Form

2.34 Agriculture flourished in the surrounding landscape, and from the 17th to the 19th century enclosure continued and is still evident today as regular rectangular shaped fields divided by hawthorn hedges.

2.35 Along Stockton Lane, building frontages tend to reflect quite closely the line of the street. The older properties further West have larger front gardens than the later inter war development. Most have small, well stocked, walled or hedged front gardens. The houses, dating from the 18th century onwards, are usually detached or semidetached, of two-storeys with consistency of scale and traditional materials and details.

2.36 The villages of Heworth and Osbaldwick, East of York city centre, remained small isolated settlements until the 1930's when there was substantial growth. By 1938, development along Stockton Lane and at the northern end of Galtres Road and Galtres Avenue formed an outlying settlement, extending to the North West corner of the site. This area remained isolated until the 1970's, by when the current boundary of the eastern side of York had been established. A garage occupied the easternmost plot on Stockton Lane.

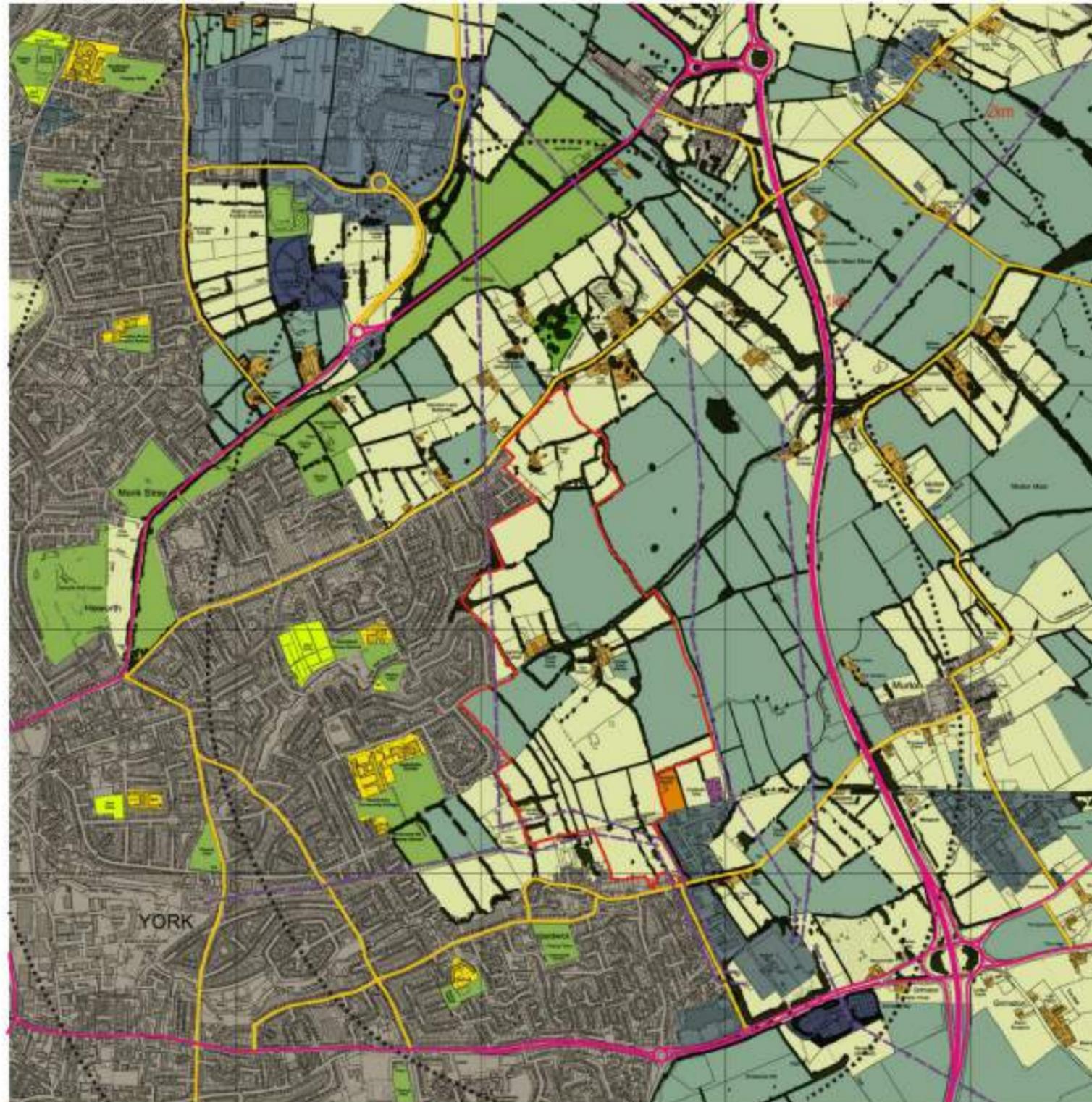
2.37 Osbaldwick village to the site's southern boundary is about 3.2 km East of the city. The village proper lies mostly along one street called Osbaldwick Village, which has been extended to the South and West by more recent residential development. To the west, the newer housing merges into the Tang Hall district. Access is principally off the A1079 to the south, with the A64 only 1km to the East. In the 2001 Census Osbaldwick Parish was recorded as having a population of 2726.

2.38 The Osbaldwick Industrial and Trading Estates accessed from the A1079, occupy the eastern edge of the village, with industrial uses principally along Outgang Lane and Commercial premises off

Osboldwick Link Road. A sewage treatment works on the North side of the Industrial Estate occupies land adjacent to the site.

- 2.39 The Osboldwick Electricity Transformer Station is located less than 400m South East of the site, and a series of high voltage overhead transmission lines run North from it, passing both over the site and to the East and West of it. Two power lines follow the Osboldwick Link Road from the South, entering the site at Murton Way and passing up the Eastern side of the site for 275m before turning North West and then West, crossing Metcalfe Lane overhead and to the North of the dismantled railway line, to exit the site in the South West corner. The more northerly of these two turns North, crossing overhead the site both to the North and South of Bad Bargain Lane, eventually crossing Stockton Lane less than 100m West of the site's north western corner. A third high voltage line runs North up the eastern side of the site, overhead the southern end of Outgang Lane, and a fourth parallel line runs North about 750m further to the East.
- 2.40 The Osboldwick Traveller Site, accessed via Outgang Lane, is located North of the Osboldwick Industrial Estate and beyond the site's south-eastern corner. It currently accommodates 12 pitches but a recent planning application was made to provide six extra pitches, play facilities and additional grazing land with shelters for horses.
- 2.41 The first phase of a flagship development known as Derwenthorpe has recently been completed to the North of the village and to the West of Metcalfe Lane. When completed the development will link Osboldwick Village with the Meadlands estate and Bad Bargain Lane, although a significant area of Public open Space will be retained through the central section to the West of Langton House.
- 2.42 Osboldwick Village is a Conservation Area and incorporates a large area to the north of the village including long narrow gardens, ridge and furrow fields and wooded paddocks behind the Derwent Arms, bounded by Metcalfe Lane, the line of the former DVLR railway line and Galligap Lane.
- 2.43 There are few public rights of way in the vicinity of the site. They are shown on plans found on pages 38 and 46 and are listed in a table at appendix 2 to this report.

Extract from Landscape & Visual Assessment: Section 3 (H2 Landscape Planning Partnership)



4

-  Site Boundary
-  Approximate distance from the site boundary
-  Built up Area - Residential
-  Built up Area - Industry and Commercial
-  Pasture
-  Arable farmland
-  Sports and Recreation
-  School
-  Trees/Hedges
-  Parkland
-  Isolated farmstead
-  Allotments
-  Park and Ride
-  Travellers Site
-  Sewage Works
-  Overhead High Voltage Transmission wires
-  Primary Roads
-  Secondary Roads



LANDSCAPE CONTEXT
 ST 7 ALLOCATION:
 LAND EAST OF
 METCALFE LANE, YORK **2**

3.0 Planning Policy

NATIONAL POLICY

3.1 The National Planning Policy Framework (adopted March 2012) sets out the Government's planning policies for England and how these are expected to be applied. The main purpose of the planning system is to contribute to the achievement of sustainable development. There are three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles:

3.2 **An economic role** – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;

3.3 **A social role** – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and

3.4 **An environmental role** - contributing to protecting and enhancing our natural, built and historic environment; and as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy (paragraph 7).

3.5 At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan making and decision taking (paragraph 14).

“Every effort should be made objectively to identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth” (paragraph 17).

3.6 The National Planning Policy Framework states in respect of plan making and local plans that Local Plans are the key to delivering sustainable development that reflects the vision and aspirations of local communities.



3.7 The Government's key housing objective in the National Planning Policy Framework is **“To boost significantly the supply of housing”** (paragraph 47). In his announcements which accompanied the Framework, the Minister for Planning emphasises the three objectives for planning reform, one of which is **“to ensure that we support the building of homes that the next generation will need.”**

To deliver this objective the Framework requires local planning authorities to “ensure their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area” (paragraph 47).

“To boost significantly the supply of housing, local planning authorities should:

- use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework, including identifying key sites which are critical to the delivery of the housing strategy over the plan period;
- identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land;

- identify a supply of specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15;
- for market and affordable housing, illustrate the expected rate of housing delivery through a housing trajectory for the plan period and set out a housing implementation strategy for the full range of housing describing how they will maintain delivery of a five-year supply of housing land to meet their housing target; and set out their own approach to housing density to reflect local circumstances”.

3.8 To deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should:

- plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes);
- identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand; and
- where they have identified that affordable housing is needed, set policies for meeting this need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified (for example to improve or make more effective use of the existing housing stock) and the agreed approach contributes to the objective of creating mixed and balanced communities. Such policies should be sufficiently flexible to take account of changing market conditions over time” (paragraph 50).

3.9 “The supply of new homes can sometimes be best achieved through planning for larger scale development, such as new settlements or extensions to existing villages and towns that follow the principles of Garden Cities. Working with the support of their communities, local planning authorities should consider whether such opportunities provide the best way of achieving sustainable development. In doing so, they should consider whether it is appropriate to establish Green Belt around or adjoining any such new development” (paragraph 52).

3.10 One of the fundamental requirements of the Framework is to ensure that local planning authorities deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities by planning for a mix of housing based on current and future demographic trends, market trends and the needs of different people.

3.11 Paragraph 85 of the Framework provides guidance for local planning authorities when seeking to set out Green Belt boundaries. They are advised to:

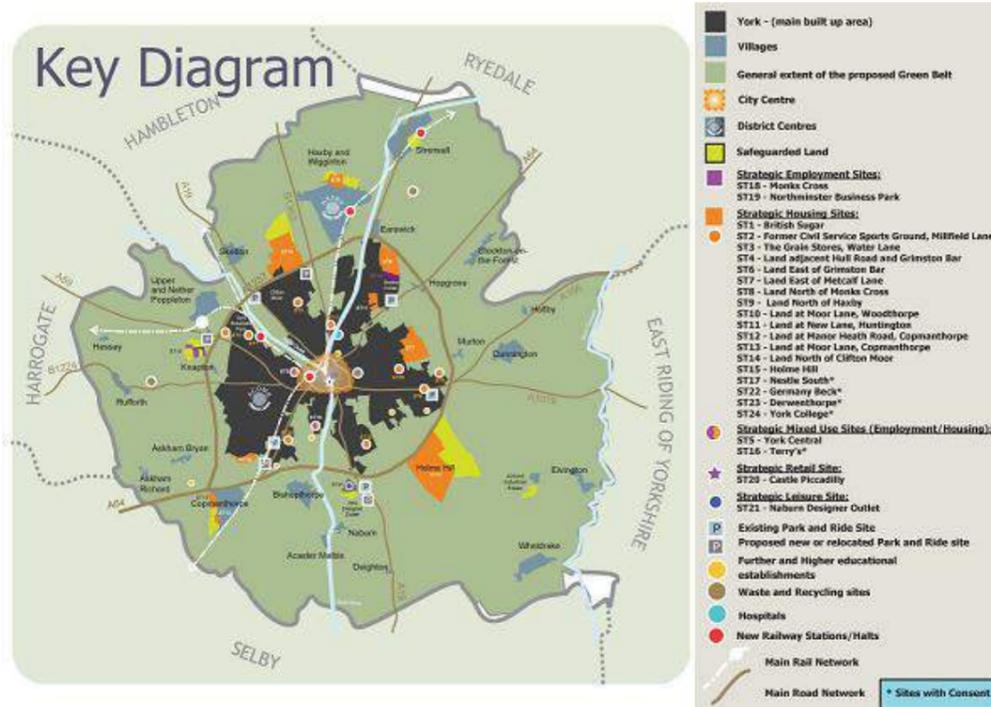
- Ensure consistency with Local Plan strategy for meeting identified requirements for sustainable development;
- Not include land which it is unnecessary to be kept permanently open;
- Where necessary, identify in their plans areas of ‘safeguarded land’ between the urban area and the Green Belt, in order to meet longer-term development needs stretching well beyond the plan period;
- Make clear that the safeguarded land is not allocated for development at the present time. Planning permission for the permanent development of safeguarded land should only be granted following a Local Plan review which proposes the development;
- Satisfy themselves that Green Belt boundaries will not need to be altered at the end of the development plan period; and
- Define boundaries clearly, using physical features that are readily recognisable and likely to be permanent.

LOCAL POLICY

3.12 Currently, York does not have an up to date development plan in place. A draft Green Belt was defined in the City of York Development Control Local Plan (adopted April 2005).

3.13 The York Green Belt policies that were part of the Yorkshire and Humber Regional Spatial Strategy (RSS) were retained when the RSS was revoked. The York development plan includes the RSS York Green Belt policies and the RSS key diagram insofar as it illustrates the RSS York Green Belt policies and the general extent of the Green Belt around the City of York. The Regional Strategy for Yorkshire and Humber (Partial Revocation) Order 2013 came into effect on 22nd February 2013. All other RSS policies have been revoked and do not form part of York’s development plan.

3.14 Consultation on the new Local Plan took place between 5th June and 31st July 2013 (the City of York Local Plan Preferred Options - published April 2013). City of York Council are preparing a final Local Plan which will be consulted upon in early 2014 before it is submitted to the Planning Inspectorate for examination. The Local Plan is expected to be adopted by 2015. The following policy extracts form the locally derived framework for the consideration and progression of these development proposals.



City of York Local Plan Preferred Options Map published April 2013

YORK LOCAL PLAN PREFERRED OPTIONS (April 2013)

3.15 Policy SS2: Delivering Sustainable Growth for York

- i. Development during the plan period should be consistent with the following priorities:
 - The provision of sufficient land to support sustainable economic growth, to improve prosperity and ensure that York fulfils its role as a key economic driver within both the Leeds City Region and the York and North Yorkshire Sub Region.
 - The objective to build strong, sustainable communities through addressing the housing and community needs of York's current and future population, including that arising from economic and institutional growth.
- ii. The location of development through the plan will be guided by the following four spatial principles:
 - Conserving and enhancing York's historic and natural environment. This includes the city's character and setting and internationally, nationally and locally significant nature conservation sites, green corridors and areas with an important recreation function.
 - Ensuring accessibility to sustainable modes of transport and a range of services.

- Preventing unacceptable levels of congestion, pollution and/or air quality.
- Ensuring flood risk is appropriately managed.

- iii. York City Centre, as defined on the Key Diagram and Proposals Map, will remain the focus for main town centre uses.
- iv. The identification of development sites is underpinned by the principle of ensuring deliverability and viability. Additionally, land or buildings identified for economic growth must be attractive to the market.

3.16 Policy SS3: Spatial Distribution

HOUSING

- i. To meet the city's need for housing land it is anticipated that the following Strategic Sites with consent will be developed during the plan period:
 - Terry's (ST16);
 - Nestle South (ST17);
 - Germany Beck (ST22);
 - Derwenthorpe (ST23); and
 - York College (ST24).

In addition to the development of committed sites the Local Plan will distribute development as set out below.

- ii. Make provision for 19% of need within the main built up area, including the following Strategic Sites:
 - British Sugar/Manor School (ST1);
 - Former Civil Service Sports Ground, Millfield Lane (ST2);
 - The Grain Stores, Water Lane (ST3);
 - Land adjacent Hull Road and Grimston Bar (ST4);
 - York Central (ST5);
 - Land East of Grimston Bar (ST6); and
 - Additional Land at Nestle South (ST17).
- iii. Make provision for 42% of need within urban extensions to the main built up area, including the following Strategic Sites:
 - Land to the East of Metcalfe Lane (ST7);
 - Land North of Monks Cross (ST8);
 - Land at Moor Lane, Woodthorpe (ST10);
 - Land at New Lane, Huntington (ST11); and
 - Land to North of Clifton Moor (ST14).

- iv. Make provision for 29% of the housing the District needs within an identified new settlement at Holme Hill (ST15).
- v. Make 10% provision for housing in the villages including the following Strategic Sites:
 - Haxby & Wigginton: Land North of Haxby (ST9); and
 - Copmanthorpe: Land at Manor Heath Road (ST12) and Land at Moor Lane (ST13).



**Extract from City of York Local Plan
Preferred Options published April 2013 with
S7 'Land East of Metcalf Lane' outlined in red**

3.17 Policy SS4: Strategic Sites Development Principles

All strategic sites identified on the key diagram and proposal map, dependent on their composition and mix, will be expected to reflect the following development principles:

- i. To create a sustainable, balanced community through provision of an appropriate range of housing;

- ii. To ensure that social infrastructure requirements of the new community are met through provision of facilities and services in a planned and phased manner which complements and integrates with existing facilities;
- iii. To maximise the benefits of sustainable economic growth for the local community;
- iv. To ensure the highest standards of sustainability are embedded at all stages of the development;
- v. To create a high quality, locally distinctive place which relates well to the surrounding area and its historic character, and exploits opportunities for creating new and enhancing existing key views;
- vi. To create a people friendly environment which promotes opportunities for social and community interaction;
- vii. To deliver new development within a framework of linked multifunctional green infrastructure incorporating existing landscape areas and biodiversity value, and maximising linkages with the wider green infrastructure network;
- viii. To maximise integration, connectivity and accessibility to and from the site giving priority to sustainable travel options;
- ix. To ensure as many trips as possible are able to be taken by sustainable travel modes and to promote and facilitate modal shift from the car to sustainable forms of travel by maximising opportunities for walking, cycling and public transport; and
- x. To minimise the environmental impact of vehicle trips to and from the development and mitigate the impact of residual car trips on the highway network where possible.

Paragraph 5.8 states “the Council will prepare Supplementary Planning Documents for all Strategic Sites which will establish a co-ordinated approach to ensure delivery of high quality sustainable development”. The SPD’s will provide the planning framework, outlining the principles for development with associated policy statements, which will set out the requirements to be sought. It will also identify infrastructure, facilities and services to meet needs associated with the new development”.

3.18 Policy H1: The Scale of Housing Growth

In order to meet the needs and aspirations of present and future residents of the City of York and to support a thriving economy, the Local Plan will make provision for at least 21,936 dwellings in the period 1st October 2012 to 31st March 2030.

This will support the delivery of a minimum annual housing target of 1,090 dwellings per annum over the plan period to 2030 with an additional land supply buffer of 15%, taking the annual housing target to 1,250 per annum, to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land.

Provision to meet this requirement will be made as follows:

Sites with planning permission or part complete (as at 01/10/12)	3,231
Strategic Housing Allocations (Sites over 5ha)	11,982
New Settlement *	5,580
Housing Allocations (Sites under 5ha)	2,057

*This new settlement will be built out over the lifetime of the Plan and not all the dwellings will be completed within the 15 year period to 2030.

Within the supply identified above the Strategic Housing Allocations and New Settlement highlighted on the Key Diagram and the proposals map make the following contribution to the overall housing supply:

ST1 British Sugar/Manor School	998 Dwellings
ST2 Former Civil Service Sports Ground, Millfield Lane	308 Dwellings
ST3 The Grainstores, Water Lane	216 Dwellings
ST4 Land adj. Hull Road & Grimston Bar	211 Dwellings
ST5 York Central	438 Dwellings
ST6 Land East of Grimston Bar	154 Dwellings
ST7 Land to East of Metcalfe Lane	1,800 Dwellings
ST8 Land North of Monks Cross	1,569 Dwellings
ST9 Land North of Haxby	747 Dwellings
ST10 Land at Moor Lane, Woodthorpe	511 Dwellings
ST11 Land at New Lane, Huntington	411 Dwellings
ST12 Land at Manor Heath Road, Copmanthorpe	354 Dwellings
ST13 Land at Moor Lane, Copmanthorpe	115 Dwellings
ST14 Land to the North of Clifton Moor	4,020 Dwellings
ST15 Holme Hill New Settlement	5,580 Dwellings
ST17 Nestle South	130 Dwellings

3.19 Policy H3: Housing Allocations

In order to meet the housing requirement set out in policy H1, the sites, as shown on the proposals map, have been allocated for residential development. This includes Local Plan Allocation Reference ST7, Land to East of Metcalfe Lane with an estimated yield of 1,800 dwellings.

ACHM2: Housing Mix

The Council will aim to deliver an overall mix of 70% houses to 30% flats over the plan period. In order to facilitate this development of strategic housing sites will only be permitted where the form of development achieves a minimum of 70% houses.

3.20 Policy T1: Location and Layout of Development

New development will only be permitted where it is in a location and has an internal layout that gives priority to the needs of pedestrians, cyclists and users of public transport, or through obligations, conditions and other provision, can give such priority. In particular the development should provide safe, convenient, direct and appropriately signed (and where feasible, overlooked) access to new or existing strategic or local transport services and routes, or local facilities including:

- a. High quality and frequent accessible public transport services;
- b. Pedestrian routes;
- c. Cycle routes, including cycle routes on the local highway network;
- d. The Public Rights of Way (PRoW) network, and
- e. Accessible local services and facilities.

3.21 Local Plan Landscape Policy Context

There are no statutory landscape designations affecting the site. An objective of the emerging Local Plan is to “strengthen the City’s network of strays, green wedges, open spaces, nature conservation sites and green corridors, extending them as part of new development areas. It will also create a Green Belt for York that will endure beyond the end of this plan period. Its primary aim will be to preserve and enhance the special character and setting of York, it will also have a critical role in ensuring that development is directed to the most sustainable locations.”

3.22 A strip of land across the northern part of the site, along the course of the Old Foss Beck, is designated under policy G16: Green Corridors in the Local Plan preferred Options. This is not a landscape designation. The explanatory text states: - “Corridors are a fundamental element of green infrastructure as they form linkages between assets making green infrastructure a network as

opposed to a collection of sites. This has the potential to improve the porosity of the urban area to wildlife and provide an attractive access network.” Policy G16 goes on to say that development which fulfils certain criteria will be supported. These criteria include the maintenance and enhancement of the integrity and management of the City’s green infrastructure network; the protection and enhancement of the amenity, experience and surrounding biodiversity value of rights of way and open access land; the protection of the hierarchy and integrity of York’s local, district and regional green corridors and the creation or enhancement of ‘stepping stones’ and new green corridors to improve links between nature conservation sites and other open space. The sections on the evolution and development of the master plan demonstrate how the design team are taking these policy considerations into account.

3.23 Green Belt: - The key diagram in the draft Local Plan indicates the general extent of the proposed Green Belt around the existing urban area and the incorporated allocation proposals. In order to deliver the ST7 proposals detailed amendments will be necessary to these general indicative Green Belt boundaries. Not only will this help with the delivery of the residential proposals it will also ensure that better and more enduring boundaries are selected for the long term Green Belt. While policy GB1, as currently drafted states that in drafting the boundaries “care has been taken to follow readily recognisable physical features that are likely to endure such as streams, hedgerows, footpaths and highways” this is not wholly the case and due account has not been given to site deliverability.

3.11 Policy SS2: Delivering Sustainable Growth for York

- v. Development during the plan period should be consistent with the following priorities:
 - The provision of sufficient land to support sustainable economic growth to improve prosperity and ensure that York fulfils its role as a key economic driver within both the Leeds City Region and the York and North Yorkshire Sub Region.
 - The objective to build strong, sustainable communities through addressing the housing and community needs of York’s current and future population, including that arising from economic and institutional growth.
- vi. The location of development through the plan will be guided by the following four spatial principles:
 - Conserving and enhancing York’s historic and natural environment. This includes the city’s character and setting and internationally, nationally and locally significant nature conservation sites, green corridors and areas with an important recreation function.
 - Ensuring accessibility to sustainable modes of transport and a range of services.
 - Preventing unacceptable levels of congestion, pollution and/or air quality.
 - Ensuring flood risk is appropriately managed.

- vii. York City Centre, as defined on the Key Diagram and Proposals Map, will remain the focus for main town centre uses.
- viii. The identification of development sites is underpinned by the principle of ensuring deliverability and viability. Additionally, land or buildings identified for economic growth must be attractive to the market.

4.0 Constraints and Opportunities

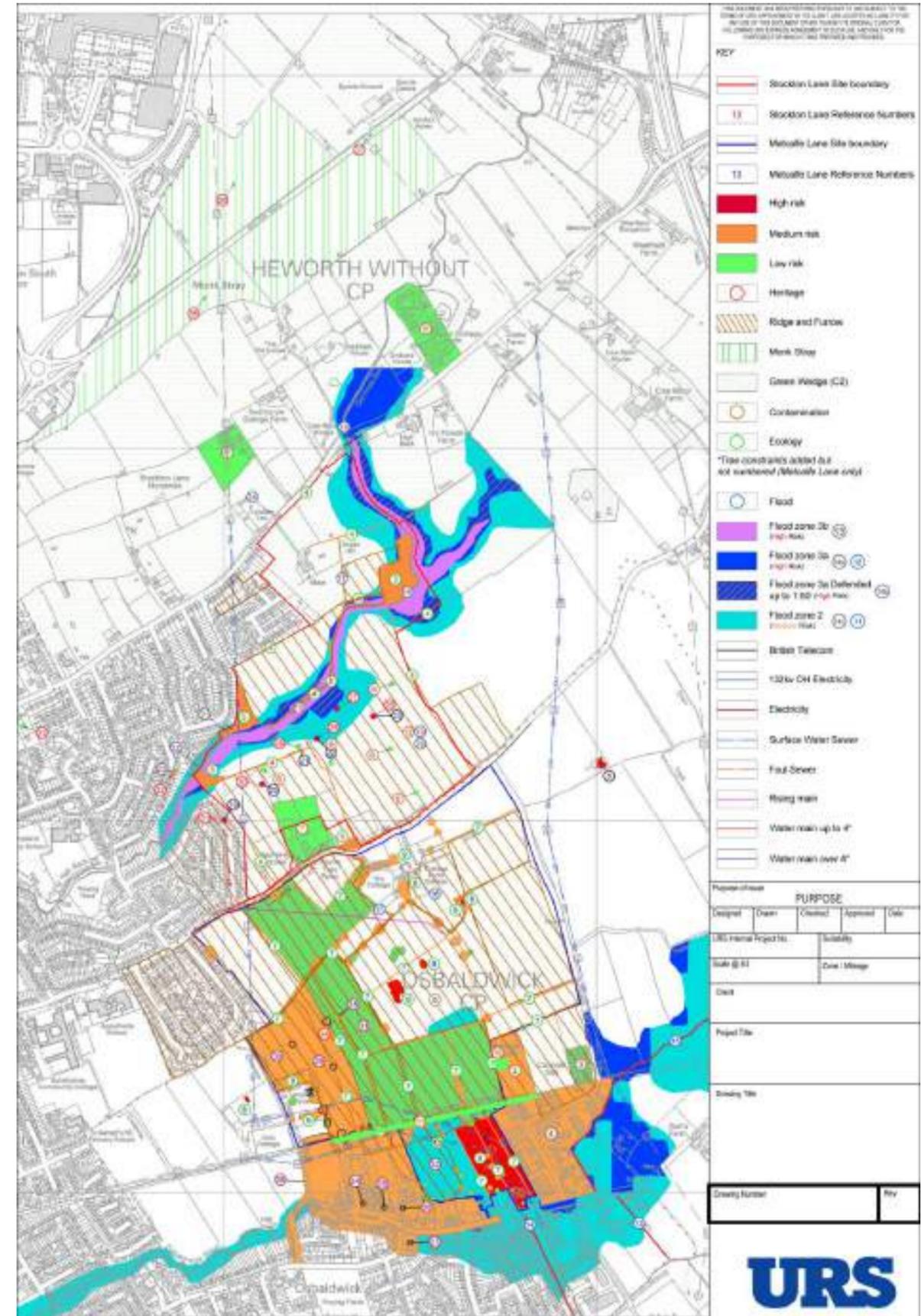
A) CONSTRAINTS

Flood Risk

4.1 A stage 1 flood risk appraisal has been undertaken for the whole of the site by URS Scott Wilson. This identifies two areas of the site which are subject to flood risk, the first being the Old Foss Beck/Tang Hall Beck in the northern part of the site and an area at the south eastern corner of the site which is identified on the Environment Agency's flood maps as being within flood zones 2 and 3. These areas are identified on the plan to the right. The great majority of the site area lies within flood zone 1 and is therefore considered to be at low risk from fluvial flooding. The appraisal indicates that there is a medium risk of flooding from groundwater, overland flow and surface water run-off. The road drainage network associated with Stockton Lane to the north is another potential source of flood risk which will need to be addressed. A full flood risk assessment will be carried out as part of the subsequent planning application/EIA process and this will identify the appropriate type and level of mitigation required to ensure that flood risk on and off site is not increased as a consequence of the development. Given the land area available and modern SUDS techniques there is clear potential to contribute to reductions in flood risk on and off site. Eventual discharge of controlled surface water flows to the Osbaldwick Beck and the Old Foss Beck/Tang Hall Beck will need to be agreed with the EA, the Lead Local Flood Authority and the Foss Internal Drainage Board.

Land Contamination

4.2 Given that the site has historically and is currently used for agricultural purposes the risks of land contamination are considered to be low. However there are risks of contaminants occurring within the site from the following sources:- a number of former ponds which have been found, mainly in the area north of Bad Bargain Lane which may be in-filled with low level contaminants; a former railway line which runs across the southern area of the site and a number of industrial processes which are located off site to the south east. Further assessment work will be carried out as part of detailed investigation of ground conditions and inputs to the environmental Impact Assessment.



Noise

- 4.3 An appraisal of the noise climate across the site has been undertaken which has identified that the dominant noise source is likely to be from distant road traffic on the A64 and to a more limited extent due to low volumes traffic on Stockton Lane and Murton Way. There is some potential for noise impacts from activities on the industrial estate on Outgang Lane on those properties which will be built at the south eastern end of the site. While further assessment work will be necessary the initial appraisal by URS indicates that there are unlikely to be any major noise issues which will impede the full delivery of the site.

Air Quality

- 4.4 An initial appraisal of air quality has considered the potential impacts on the development. The main air pollution constraint potential is associated with nitrous oxide emissions from traffic on nearby roads including Murton Way, Bad Bargain Lane and Stockton Lane. An additional source of potential air pollution is the Outgang Lane industrial estate which could generate dust or odours impacting on future residents. However the initial appraisal confirms that there are no major issues which will impede the delivery of the site.

Ecology

- 4.5 The appraisal has confirmed that the site is under mixed agricultural use comprising arable farming and improved/semi-improved pasture. The Foss Island/Tang Hall Beck is a linear habitat at the northern end of the site. Osbaldwick Meadow is a Site of Nature Conservation Importance (SINC) a non- statutory designation at the south eastern end of the site. There are two ponds on the southern part of the site with recorded sitings of Great Crested Newts and five other ponds either on site or within 240m of the boundaries, all having potential to support Great Crested Newts. The initial appraisal suggests that there is also potential for bats, breeding birds, badgers, water vole and otters. Further detailed surveys will be carried out at the appropriate periods and in compliance with national guidance.

Heritage

- 4.6 The stage 1 desk based heritage appraisal carried out by URS has established that there is potential for Roman archaeology to occur within the northern part of the site in the vicinity of Apple Tree Farm. There is extensive evidence of Roman settlement, occupation and industrial activity in this area to the north of Bad Bargain Lane. In the south western part of the site near to Osbaldwick village there is visible evidence of a relatively well preserved medieval ridge and furrow system. The best preserved remains are present in the south west corner adjacent to Langton House. Away

from this more prominent south western portion the ridge and furrow pattern has become more eroded by subsequent agricultural practices. The amount of this land needing to be preserved in situ will be a matter for negotiation with the great majority identified being preserved by recording only.

- 4.7 None of the fields making up the total site area form part of the four principal strays (including Monk Stray and Walmgate Stray). These lie some distance to the north and south west of the site respectively. The prominence of the Minster and the corresponding low lying surrounding landscape do allow a number of medium and long distance views which help to emphasise the strong identity of the City. The City Council are keen to ensure that this dominance is protected in new development, alongside the ability where possible to appreciate and understand the historic nature of the settlement itself. All new development in the City of York needs to take both of these key heritage considerations into account. With regard to the tangibility of the historic city, the proposed development area has not been highlighted by the Council within their recent Historic Character and Setting Update (2013), or in their earlier 2011 document as contributing to the City's historic character and setting. However land adjacent to the development area lying to the east has been highlighted as an "area preventing coalescence" and an "area retaining rural setting". Modern housing already forms a considerable separation with the historic urban form which lies to the west and it is concluded that development in the ST7 location would not be prejudicial to the understanding of the historic form of York.
- 4.8 Osbaldwick is a village of medieval origins and its conservation area lies just to the south of the southern site boundary. The setting of the conservation area and the link with the historic field pattern has been taken into account in the development of the proposals to date and will be the subject of more detailed consideration when a planning application is prepared.
- 4.9 With regard to views of the Minster the general extent of the development area does lie within one key long distance view and one key city-wide view as defined in the recent York City Central Historic Core Conservation Area Appraisal. In these two key views the urban form already forms part of the backdrop. While the impact of the development on these views will be subject to further detailed investigation as the proposals are progressed and all members of the design team will be involved in this process it is considered unlikely that normal low level residential development will not materially interrupt these key views.

Transport

4.10 It is considered that there are few significant challenges and particularly constraints on the development of the site. These are:-

- Whilst the size of the site offers real potential for the delivery of transport infrastructure to support modal shift, it will still generate a reasonable level of traffic.
- CYC's studies show that parts of the road network across York are likely to suffer from some congestion, albeit many of these are distant from the site.
- The traffic impacts of the site will therefore need to be assessed, managed and, where necessary, mitigated. This will be addressed in a full Transport Assessment (TA) at the appropriate time.
- The site will include a new highway connection between Stockton Lane and Murton Way. Whilst TW/BDWH believe this can be designed and managed to avoid adverse impacts, this will need to be demonstrated in a TA.
- TW and BDWH do not control land along a small section of Bad Bargain Lane. This provides a constraint to widening a short section of Bad Bargain Lane albeit satisfactory highways access can be delivered without this.
- The existing 60 mph speed limit on Stockton Lane along the site frontage requires extensive junction visibility splays for any priority controlled site access junction, albeit it is considered feasible to relocate the speed limit and introduce a 'gateway' feature, reducing speeds and thus reducing visibility requirements.

Landscape

4.11 The detailed Landscape and Visual Assessment identifies that there are no specific landscape designations which apply to the site and which would be a major constraint to future development. The landscape baseline is described in detail as are the character areas and potential impacts and mitigations are assessed.

The Assessment identifies that Visual Impacts will likely be limited to a relatively small number of residents in properties adjoining the site, the users of a small number of footpaths crossing, bounding or very close to the site, and users on limited sections of the A64(T), Stockton Lane, Murton Way and Bad Bargain Lane.

Recent work on behalf of York City council establishes that the views of York Minster from the A64 in the vicinity of the site are the only significant views of the minster from the York outer ring road, and as such are very important in maintaining the setting of the historic city.

It is likely that height restrictions will need to be established over central parts of the site to enable these views to remain unrestricted.

Arboricultural Considerations

4.12 There are no tree preservation orders applying to individual trees or tree groups within the site. There is a network of hedgerows across the site many of which are considered to be species poor. Occasional oak, ash and sycamore trees break the hedgerow lines. A number of notable oak trees are present and have been identified on the constraints plan.

York Green Belt

4.13 The Green Belt is a policy constraint rather than an environmental constraint.

4.14 There are two key reasons to change the Green Belt boundary. There has not been a formally defined Green Belt through the Local Plan process for decades. The change is also required due to the level of development required for housing, employment and other purposes across the plan period and beyond.

4.15 York has had a draft Green Belt for many years with only a generally defined outer boundary comprising a 6 mile radius from the city centre. The emerging Local Plan for the first time in many years presents the opportunity to define in detail the inner and outer boundaries.

4.16 The criteria for defining Green Belt boundaries is set out in paragraph 85 of the NPPF (see paragraph 3.11 of this report). It is necessary to define boundaries which will endure and provide sufficient land inside the boundary to meet both the land requirements of the plan period and a further reserve of land with development potential beyond the plan period.

4.17 The NPPF defines at paragraph 80, the five purposes of the Green Belt which are all relevant in the York development plan context given the heritage significance of this historic city.

4.18 In preparing the current master plan we have given full consideration to the importance of these functions of the Green Belt and in particular the 4th function of protecting the specific character of this historic city. However in order to make provision for a fully deliverable and sustainable development we have proposed amendments to the Green Belt boundaries to the north and south of the site. These relatively small adjustments do not compromise the role and functions of the Green Belt around the eastern side of the city. The clear eastern boundary generally aligns with that proposed in the current draft Local Plan and facilitates the retention of the tract of open countryside between the development and the A64, an area defined in the evidence base (Heritage Topic Paper Update and Green Belt Appraisal Map) for the Local Plan as “an area retaining the rural setting of York”.

4.19 The proposed gross development area extensions to the north and south, primarily to facilitate best access, do not result in the development extending beyond the general framework formed by the existing extent of the urban area and the west to east radial highways.

4.20 The proposed master plan scheme does not have significant adverse impacts on any of the five functions of the Green Belt. In addition sufficient exceptional circumstances exist, in the form of the quantum of housing development required in the Plan period and the connection of the development with the best access points on the highway network to deliver that development, to justify the proposed new Green Belt boundaries. At present the inner boundaries of the draft Green Belt are too tightly defined and do not facilitate the level of development required.

B) OPPORTUNITIES

Transport

4.21 The residential development of this large site incorporating a local service centre and new transport networks and connectivity presents the following comprehensive range of opportunities for sustainable transport enhancement measures:-

Bus Connections

- The large potential ST7 allocation is of sufficient size to support significant improvements in bus services and to provide a comprehensive range of on-site facilities and services, both helping to reduce reliance on the car.

- The site allows connections to both Stockton Lane and Murton Way, facilitating north south bus services, as well as better patterns of traffic distribution resulting in less impacts.
- Additional bus patronage can be generated by the potential large development to support the on-going viability of existing services and provide demand for new and improved public transport services.
- Potential additional demand for the Monks Cross Park and Ride scheme given the limited availability and high cost of parking in York city centre.

Highways Access

- Satisfactory highways access to the site can be delivered via main access junctions with Stockton Lane and Murton Way, as well as secondary and emergency accesses. There is no constraint on highways access.
- Good connections to the strategic road network can be made via Stockton Lane / Hopgrove Lane S and Malton Road or via the Osbaldwick Link Road and A1079 Hull Road, to minimise the passage of traffic through established urban areas.
- Provision of a main site access onto Stockton Lane can act as a gateway feature to provide road safety benefits. Similarly, the access onto Murton Way can be designed to discourage traffic using routes through Osbaldwick village.

On-Site Design

- An extensive network of on-site footways and cycle ways can be provided to promote active travel with its associated health and environmental benefits.
- The opportunity for the creation of an internal road network established upon the principles of Manual for Streets to ensure a safe slow speed road environment in which priority for pedestrians and cyclists is established.
- The size of the site will support complementary land uses to the residential dwellings, encouraging walking and cycling and reducing the need to travel off-site.

Local Connectivity

- The site is located within a circa 10-15 minute cycle ride of York city centre where a range of employment, educational, health and recreational uses are available.

- The site offers many potential connections to local pedestrian and cycle routes, including segregated routes, which will encourage the use of these modes and help in reducing car trips.
- The provision of linkages through the site for pedestrian/cyclist connections between Stockton Lane and Bad Bargain Lane, maximising the connectivity of the potential ST7 allocation.

Travel Plan

- The implementation of a Travel Plan will assist in reducing single occupancy private vehicle external site movements and promote a range of sustainable transport options.

Modal Shift

In particular, the above opportunities when combined will create a real opportunity for a lasting modal shift and reduction in off-site trip generation. There is clearly the potential for many trips generated by the site to be made by non-car modes. TEMPro has been used to determine the 'all trips' mode share as shown in the table below.

Table 2.1 All Trips Modal Characteristics for York

Mode	Share
Walk	25.2%
Cycle	2.7%
Car – driver	43.5%
Car - passenger	20.2%
Bus / coach	6.5%
Rail / underground	2.0%

Source: TEMPro

The Council's own data for journeys to work confirms the overall picture, showing the potential high mode share of journeys by walk or cycle which represents over a quarter of all work journeys.

Table 2.2 Travel to Work Modal Characteristics for York

Mode	Share
On foot	14.9%
Bicycle	12.0%
Motorcycle	1.8%
Car - passenger	5.5%
Car - driver	48.2%
Taxi	0.5%
Bus etc.	7.2%
Train	1.5%
Underground	0.1%
Works at or from home	7.9%
Other	0.4%

Source: City Of York Council Travel to Work Topic Report District Level Data

The compact urban area, flat terrain and quality of the cycling infrastructure leads to the potential for a much higher proportion of trips being undertaken by bicycle than in many other cities in the UK. The ST7 allocation is well placed to benefit from existing infrastructure, as set out later in document.

TW/BDWH are aware that CYC wishes to assess how new development allocations can reduce their trip making. The developers consider this site represents a real opportunity through: its location with excellent connectivity to the city; the potential to serve the site by bus and deliver enhanced bus connectivity for the site and surrounding area; and its size with complementary facilities provided on-site, reducing the need to travel.

The size of the site is such that there will be a 'critical mass' of residential development which will support the viability of, for example, bus services.

TW/BDWH will work with CYC to demonstrate how a lasting modal shift for the site can be achieved and therefore how traffic generations can be reduced.

Landscape

- 4.23 Given the nature of the topographical and landscape characteristics of the site and its overall extent there are considerable opportunities for landscape enhancement as part of the development framework. The Landscape and Visual Analysis has played a central role in the evolution of the site master plan to date and will continue to do so. The new landscape and open space framework will form a key part of the urban design and the development of a clear identity for the site. A series of landscape strategy recommendations are made in the specialist assessment report and these will be followed as the scheme evolves.

Ecology

- 4.24 There are similar opportunities for the protection and enhancement of existing habitats as well as the creation of new ones. These will often be developed in concert with a hierarchy of open space provision and the creation of landscape character areas to ensure the best and most productive use of land in line with policy in the NPPF which encourages the multipurpose use of land (e.g. flood mitigation SUDS areas/open space and wetland habitats).

Urban Design

- 4.25 There are opportunities via integrated urban design and team working to produce a place of considerable character which will contribute to the health and wellbeing of the new residential community.

Proposed Main Access Points



View west along Stockton Lane, across the proposed northern access



The junction of Osbaldwick Link Road and Murton Way, the proposed southern access

Possible Pedestrian, Cycleway and Bridleway Links into the site



View along Bad Bargain Lane, an existing pedestrian, cycleway and bridleway



Eastern end of Beans Way



Existing Metcalfe Lane/Bridleway junction



Eastern end of Hill View in the Distance



Southern Corner of Beckwith Close



Southern End of Springfield Close



Outgang lane to the east of the site

5.0 Sustainability – An Outline Assessment

5.1 First of all we examine the sustainability of the location of this proposed allocation relative to the geographical distribution of jobs and services and the current availability of non-car borne modes of transport. A number of plans and graphics are presented which illustrate the existing level of accessibility by all modes of travel and the potential for enhancing accessibility by non-car borne modes. The journey times to key concentrations of employment from the site will be significantly below the national average travel distances to work. This is due to two lead factors a) the compact nature of the urban area of York and the very good fit of this proposed site into that urban form and b) the relatively high quality of public transport, walking and cycling facilities. There are considerable opportunities to increase modal shift and enhance connectivity.

5.2 There are a number of existing services and facilities within the locality of the site. The nearest convenience stores are on retail parades in Heworth, Osbaldwick and a single small store is located on Bad Bargain Lane. The site is well located to access larger retail areas including Monks Cross Shopping Park to the north, Foss Island Retail Park to the west and York city centre to the west. Monks Cross Shopping Park includes 2 superstores, leisure facilities and a range of high street multiples in large store formats (with a large John Lewis store currently under construction) and is approximately 1.2km to the north of Stockton Lane. The Foss Islands area includes a variety of retail warehouses and four foodstores, and is approximately 2.2km to the west of the site. York city centre has a wide range of department stores, multiples, high street stores and leisure facilities and is a high ranking centre in the regional retail hierarchy. York city centre is approximately 3km to the west of the site and can be easily accessed by public transport and cycle. There are shops within 1.6km at Tang Hall Lane, Farndale Avenue and Osbaldwick. We understand from discussions with Council officers that a planning application will shortly be submitted by Sainsbury's for a new superstore on the site of the current B & Q store on Hull Road. All parts of the site will be within 2kms of this proposed store location. The developers propose the creation of a new local centre for day to day convenience shopping provision.

5.3 The site is very well located in relation to existing and expanding areas of employment, in particular York City Centre, Monks Cross Business Park, and the University which are all strategic employment locations in the Local Plan Preferred Options (April 2013) and already provide many thousand employment opportunities across a range of manufacturing and service companies. York is a very compact city currently contained by the outer ring road and this facilitates ease of commuting by all transport modes. The travel distances involved to existing and future employment locations are on average one quarter of the national average travel to work distances in major city regions in this country.



Monks Cross



Heworth Village Road



East Parade, Heworth



Osbaldwick Lane Shops



York University, West Campus



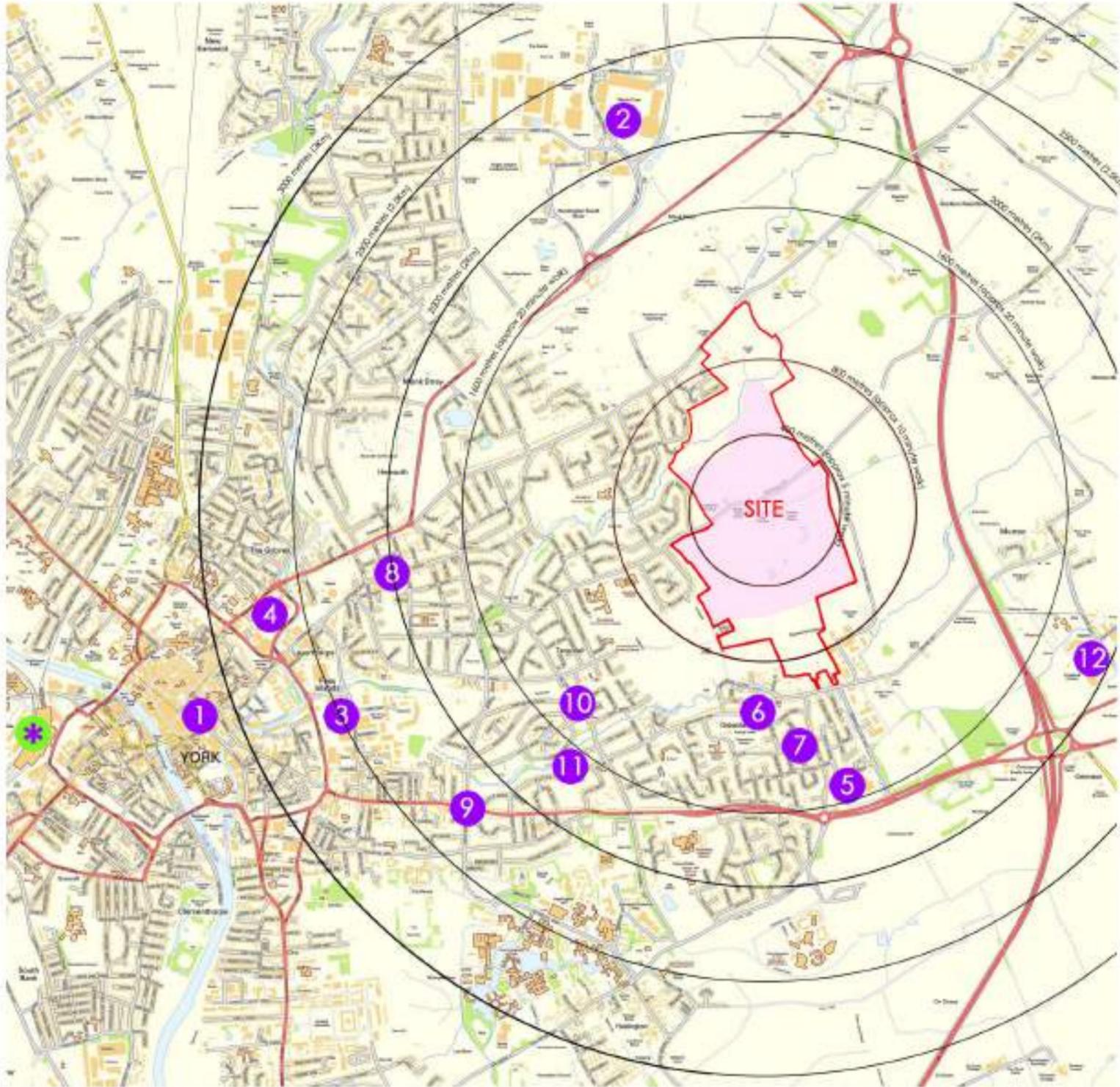
York University, East Campus

Local Services Maps

Retail

- 1. City Centre
- 2. Monks Cross Retail Park
- 3. Foss Island Retail Park
- 4. Sainsbury's
- 5. B&Q (Possible future Sainsbury's)
- 6. Osbaldwick Lane Shops
- 7. Farndale Avenue Shops
- 8. East Parade, Heworth Shops
- 9. Melrosegate / Hull Road Shops
- 10. Tang Hall Lane Shops
- 11. Millfield Lane Shops
- 12. York Auction Centre

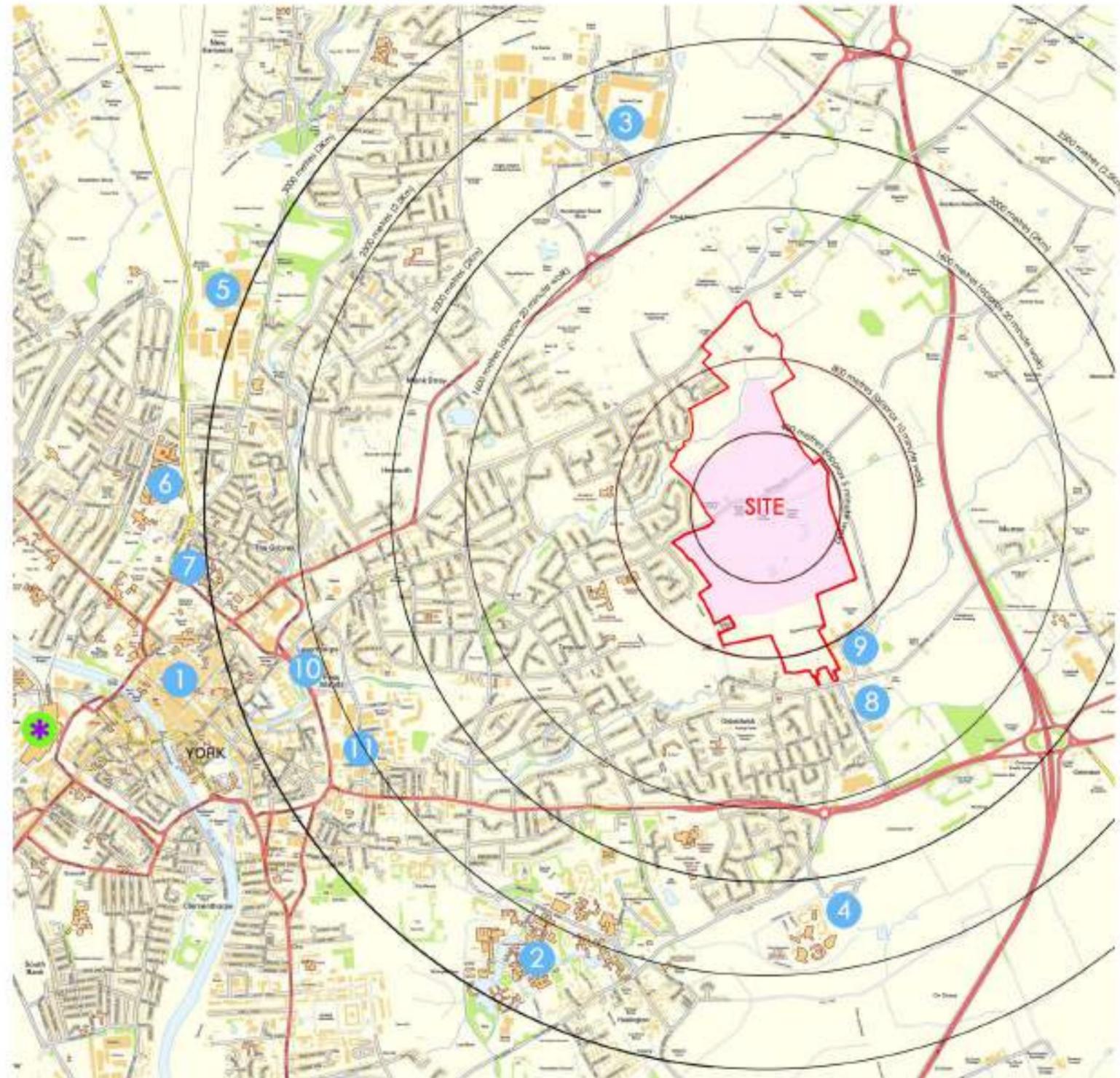
 York Railway Station



Employment

1. City Centre
2. University of York
3. Monks Cross Retail Park
4. University of York - Heslington East
5. Nestle
6. York District Hospital
7. York St. John University
8. Link Business Park
9. Osbaldwick Industrial Estate
10. Foss Islands Retail Park
11. St James Street Business Estates

 York Railway Station



- 5.4 The site has good access to existing public transport routes into York City Centre and other destinations. Bus stops are currently available on Bad Bargain Lane, Tang Hall Lane, Applecroft Road, Osbaldwick Link Road, Osbaldwick Lane and Stockton Lane. The Yorkshire Coastliner bus services run along Stockton Lane to the north of the site, and provide journeys from Leeds to the East Coast via Tadcaster, York and Malton. There are buses on this route at least every 30 minutes, Monday – Friday. The number 11 bus service from Ashley Park to Bishopthorpe via the city centre runs along Ashley Park Road to the west of the site. There are bus services on this route every 30 minutes Monday - Friday.
- 5.5 Services 6 and 20 at Osbaldwick provide access to Wigginton, York, York University, Burton Green, Clifton Moor, New Earswick, Haxby, Bishopthorpe, Middlethorpe, Heworth and other local areas. Service 6 provides a 10 minute service Monday to Saturday daytime and a 30 minute service on evenings and Sundays. Service 20 provides an hourly service Monday to Saturday daytime only.
- 5.6 The bus routes referred to above all link to the main transport hub in the City Centre at York railway station. This provides opportunities to link with the local and national railway network from York station.
- 5.7 The Monks Cross Park and Ride is to the north of Stockton Lane and frequent services run from the Park and Ride site into the city centre. The Park and Ride site has 500 parking spaces and bicycle storage facilities. The scope for improving footpath and cycle access between this site and Monks Cross should be investigated.

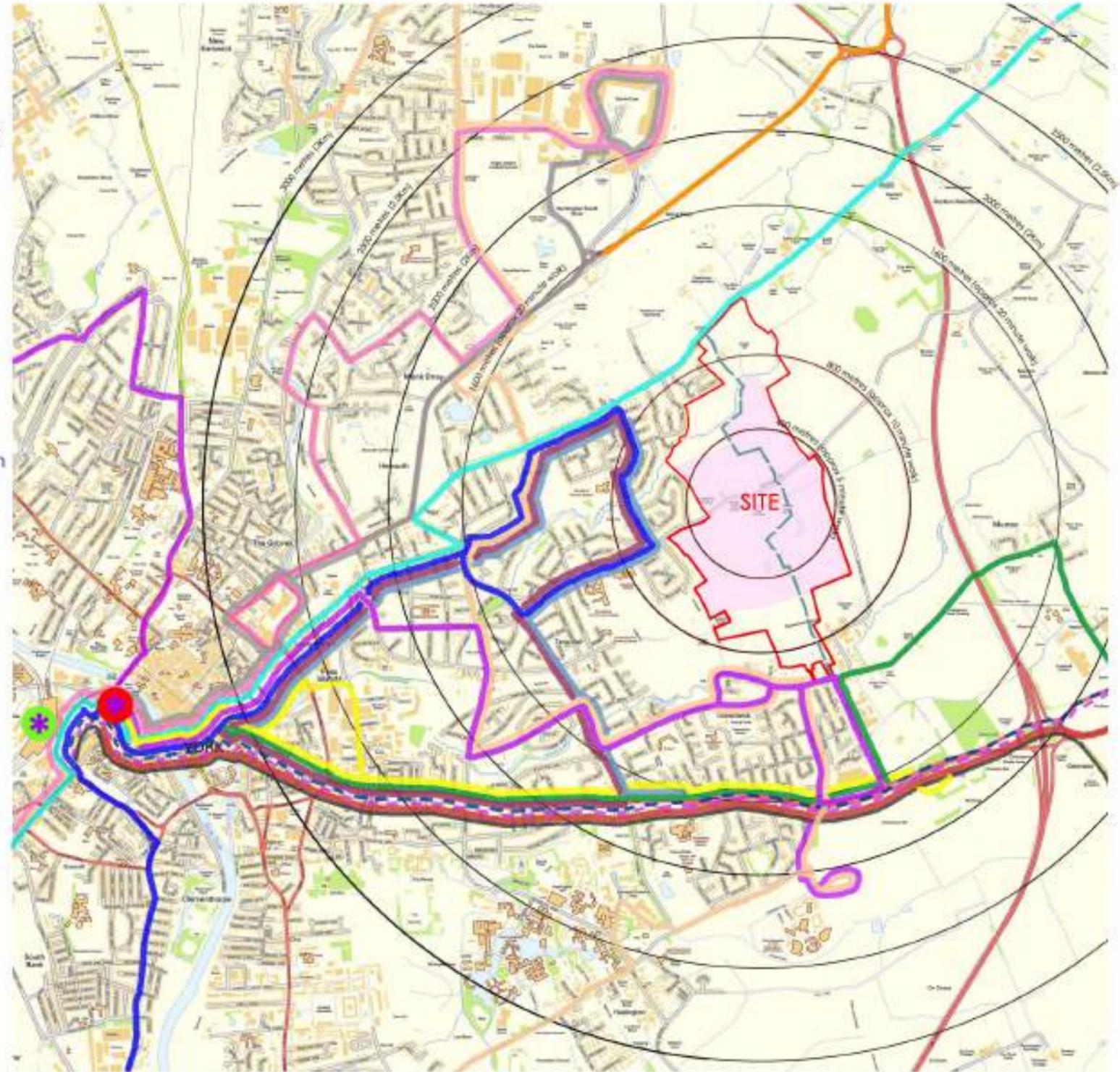
Refer also to Transport Appraisal – 4.2 Bus Connectivity (i-Transport)

- 5.8 The site is approximately a 20 minute cycle ride from York city centre at a leisurely pace according to the cycle map provided by i-transport York. It is well placed to take advantage of the Osbaldwick/Tang Hall cycle route. York city centre has a number of cycle lanes and ample free bicycle parking. There are cycle routes near the site including on Meadlands and Metcalf Lane making cycling an attractive option.
- 5.9 To encourage access by sustainable modes of travel and suitable levels and forms of access for the private motor car the development proposals will be subject to detailed transport assessment and the production of a travel plan, whose content will be subject to discussion and agreement with the City Council. This plan will set out measures by which residents of the development will be encouraged to use sustainable forms of travel, to reduce peak hour vehicle movements, to improve general health and wellbeing and potentially to reduce travel costs. The Travel Plan will include targets for modal change, and on an annual basis monitoring of the levels of traffic generated and of the types of transport used for various types of trip.

Refer also to Transport Appraisal – 4.3 Pedestrian and Cyclist Connectivity (i-Transport)

Public Transport Routes

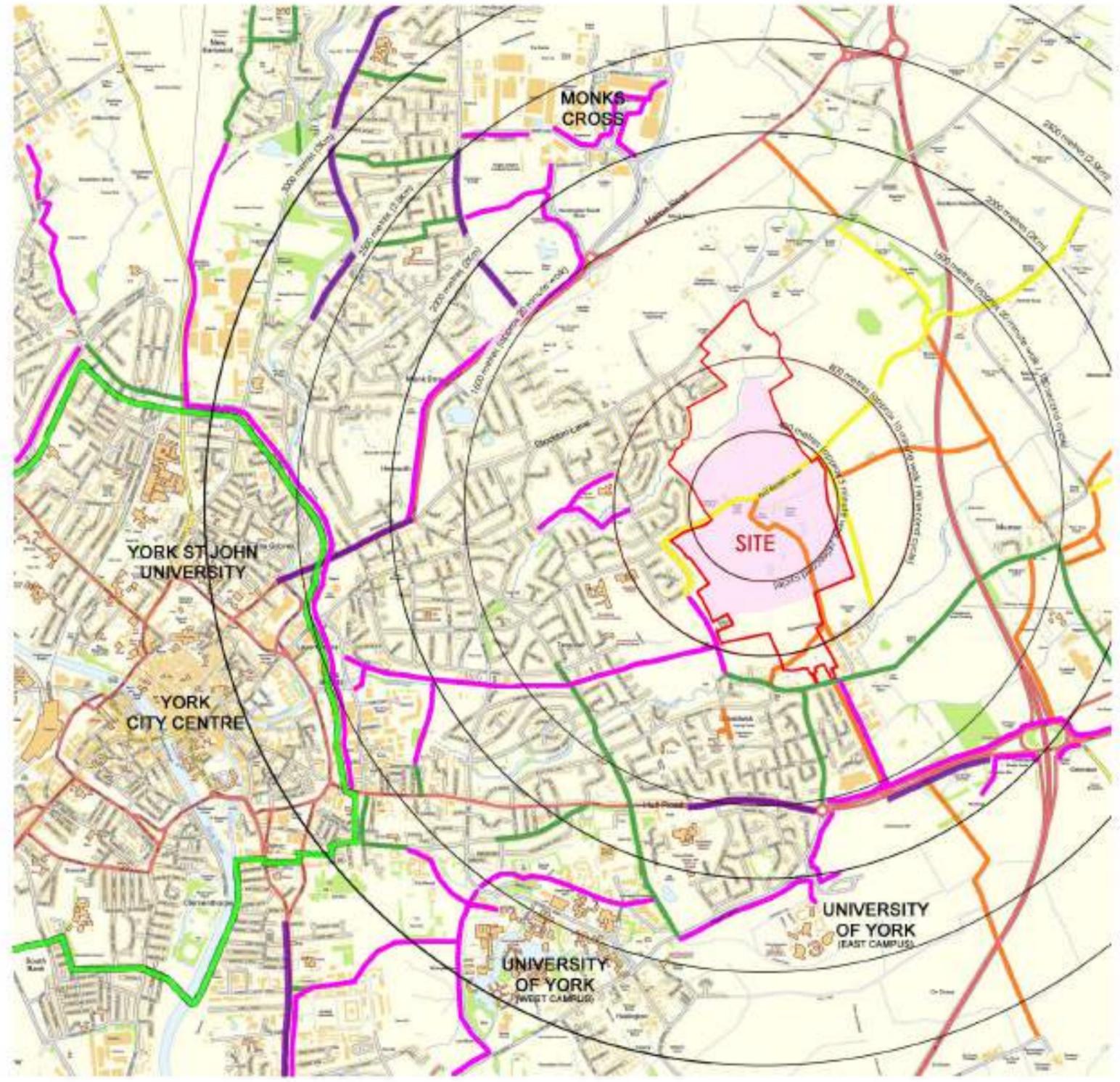
-  First Purple Line Route 6
- Clifton Moor - Osbaldwick
-  First Yellow Line Route 8
- Grimston Bar Park & Ride - York Circular
-  First Silver Line Route 9
- Monks Cross - York
-  First / Transdev York Route 10
- Stamford Bridge - Nether Poppleton
-  First Indigo Line Route 11
- Bishopthorpe - Ashley Park
-  First Pink Line Route 12
- Foxwood - City Centre - Monks Cross
-  East Yorkshire Route 18a
- York - Holme on Spalding Moor
-  National Express Route 20
- University - Monks Cross - Haxby - Clifton Moor - Acomb
-  East Yorkshire Route 45, 46
- Pocklington - York
-  National Express Route 181
- York - Castle Howard
-  East Yorkshire X36, 195, 196
- York - Pocklington
-  Arriva School Bus Route 627
- Fulford - York
-  Arriva School Bus Route 637
- Archbishopgate - York
-  East Yorkshire Route 747
- York - Stamford Bridge - Bishop Wilton - Pocklington
-  Coastliner Route CL (840, 843, 844, 845)
- Leeds - York - East Coast
-  Indicative Bus Route through the Proposed Site
-  Rougier Street - York Bus Terminus
-  York Railway Station



Cycleway / Bridleway /
Public Right of Way



-  Orbital Route - City centre core enclosed by orbital route, with extensive network of cycle routes
-  Advisory Cycle Routes
-  On-road Cycle Lane
-  Off-road Cycle Track
-  Bridleway (accessible to cycles, possible uneven surfaces)
- * Cycle speed 20mph = 8.94ms
400metres = 45seconds
-  Public Footpaths (PROW)

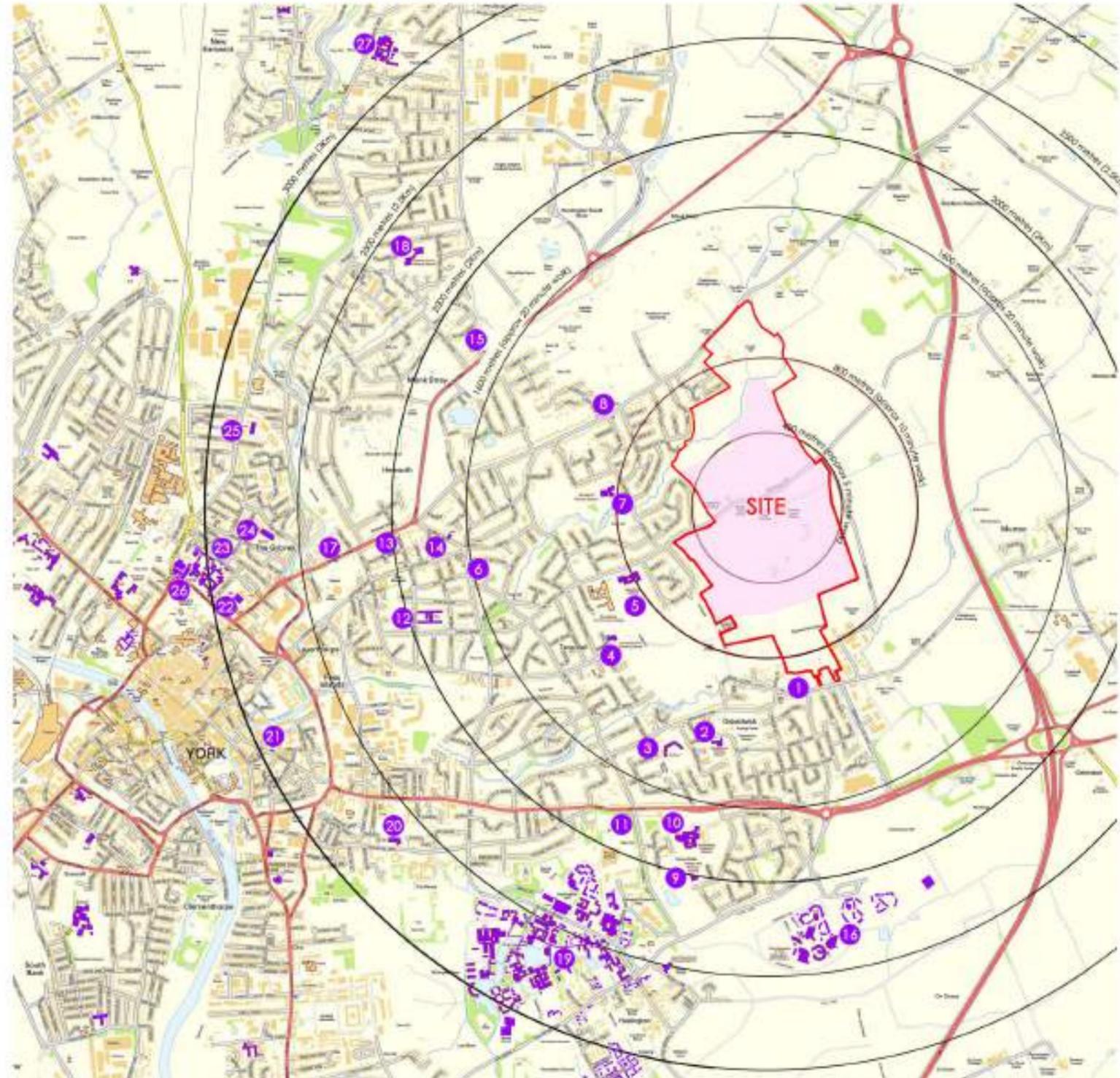


- 5.10 The Education plan on the following page shows the site in relation to existing educational facilities. There are a number of nurseries and playgroups within 1.6km of the site. Within 1.6km of the site there are a number of existing primary schools; Hempland Primary School, St Aelred's RC Primary School, Derwent Infant and Junior School, and Osbaldwick Primary School. Initial discussions regarding the provision of a new primary school on the developed site have been held with Council officers and this could be incorporated into the local centre or a suitable agreed alternative site. Further negotiation with City of York Council is necessary.
- 5.11 Given that Burnholme Community College is set to close in 2014, the nearest secondary school will be Archbishop Holgate's School on Hull Road to the south, and Huntington school on Huntington Road to the north.
- 5.12 The site is also close to both universities in York, enabling access for study and employment. The York University campuses are located to the south, a distance of between 2.2 and 3 km. York St John University is to the west a distance of approximately 3km.
- 5.13 There are a number of existing healthcare facilities within an accessible distance of this site. Doctors surgeries, dentists and pharmacies are shown on the health plan (Page 41) which shows that there are facilities within 1.6km of the site.

Education

Schools and Nurseries

1. Tiddlywinks Private Day Nursery
2. Osbalawick Primary School
3. Derwent Infant & Junior Schools
4. St Aelred's RC Primary School
5. Applefields School
6. Heworth House Day Nursery
7. Hempland Primary School
8. Stockton Lane Playgroup
9. Badger Hill Primary School
10. Archbishop Holgate's CE School
11. Tinies Nursery
12. Tang Hall Primary School
13. Daisy Chain Nursery
14. Heworth CE Primary School
15. Straylands Private Day Nursery
16. York University (East Campus)
17. Heworth Day Nursery
18. Yearsley Grove Primary School
19. York University (West Campus)
20. St Lawrence's CE Primary School
21. Walmgate Day Nursery
22. St Wilfrid's School
23. Kaleidoscope Day Nursery
24. Park Grove Primary School
25. Haxby Road Primary School
26. York St John's University
27. Huntington School



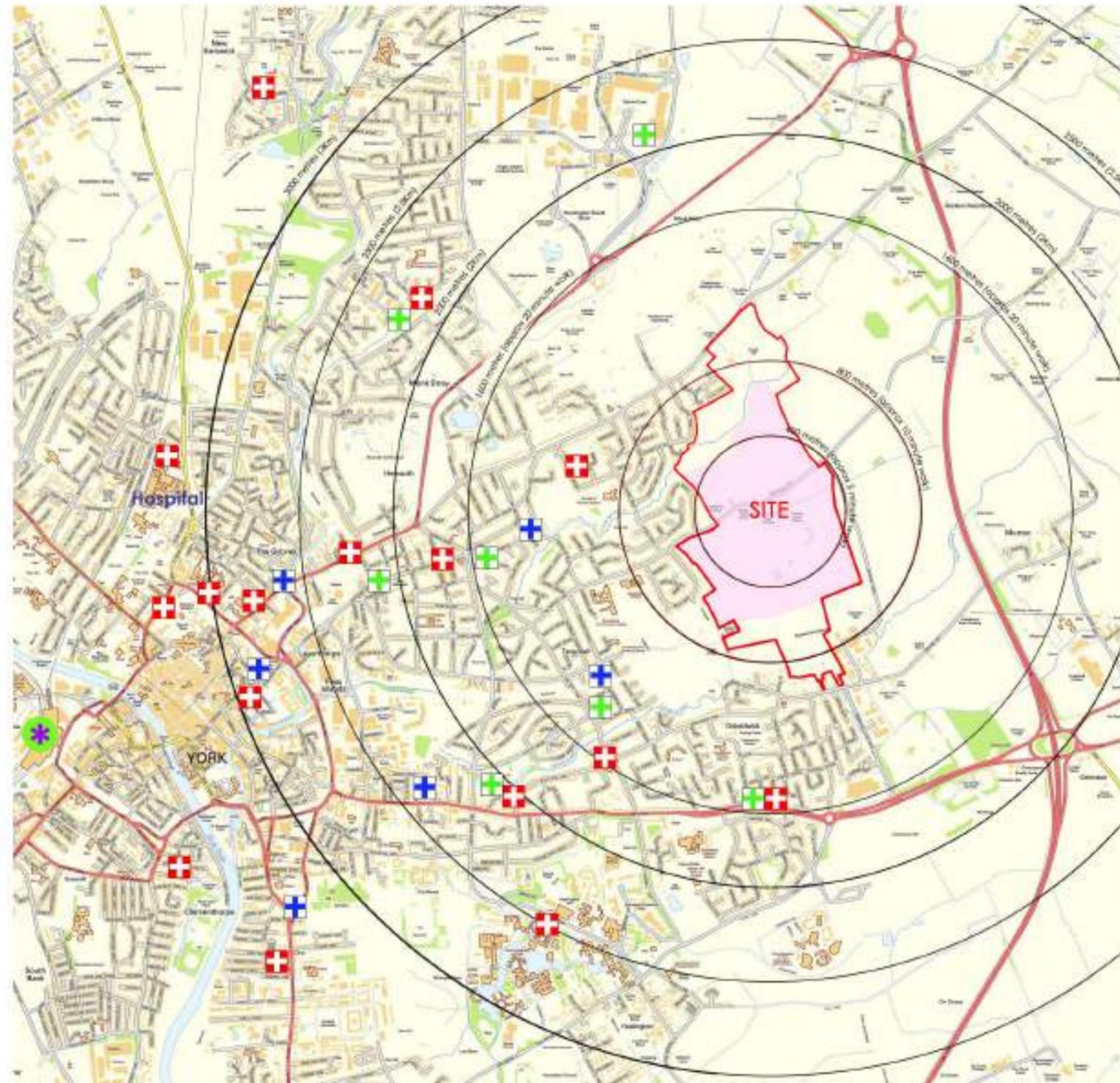
Health

 Doctors Surgeries

 Pharmacy

 Dentists

 York Railway Station



Sustainability Appraisal Outcomes

- 5.14 “The Sustainability Appraisal Outcomes” document was produced by City of York Council and Amec and published alongside the Local Plan preferred options in April 2013. This evidence base document includes an appraisal of how the strategic sites identified in the Local Plan performed in relation to the 15 identified sustainability appraisal objectives. For the strategic site ST7, the following impacts were assessed:

Very Positive Impact To meet the diverse housing needs of the population in a sustainable way (objective 1) and conserve or enhance green infrastructure, bio-diversity, geo-diversity, flora and fauna for accessible high quality and connected natural environment (objective 8).

Positive Impact Improve the health and well-being of York’s population (objective 2), create jobs and deliver growth of a sustainable, low carbon and inclusive economy (objective 4), help deliver equality and access for all (objective 5), reduce the need to travel and deliver a sustainable integrated transport network (objective 6), to minimise greenhouse gases that cause climate change and deliver a managed response to its effects (objective 7), and improve water efficiency and quality (objective 10).

Negative Impact Use land resources efficiently and safeguard their quality (objective 9).

Could have a positive or negative impact depending on how it is implemented Improve the health and well-being of York’s population (objective 2), improve education, skills development and training for an effective workforce (objective 3), help deliver equality and access to all (objective 5), reduce the need to travel and deliver a sustainable integrated transport network (objective 6), to minimise greenhouse gases that cause climate change and deliver a managed response to its effects (objective 7), improve water efficiency and quality (objective 10), reduce waste generation and increase level of reuse and recycling (objective 11), improve air quality (objective 12), minimise flood risk and reduce the impact of flooding to people and property in York (objective 13), conserve or enhance York’s historic environment, cultural heritage, character and setting (objective 14), and protect and enhance York’s natural and built landscape (objective 15).

- 5.15 The sustainability appraisal demonstrates that the development of this site would mostly have very positive or positive impacts on sustainability objectives. The site did not score very negative impact for any of the objectives, and negative impact on only one objective. It was considered that there are a number of objectives where the development could have a positive or negative impact depending on how it is implemented. We have further appraised our more specific framework proposals contained in the master plan against these sustainability objectives in order to arrive at a more detailed assessment of positive and negative impacts. This further appraisal is presented in section 9 as part of the summary.

6.0 Initial Landscape and Visual Assessment

6.1 While the LVIA produced by H2 Landscape Planning Partnership is described here as an initial appraisal it is in fact quite detailed and comprehensive in its coverage and has formed a solid base for advising on the evolution and development of the master plan. It will similarly form a strong base for the most detailed evaluation required as part of the preparation of an Environmental Impact Assessment which will be based on the further development and fixing of a master plan and the production of a parameters plan for the EIA work. Extracts from the initial LVIA have been used to help in describing the baseline conditions present on this site and in the locality (see Plan 1 Study Area identified in the LVIA). Landscape character, landscape effects in relation to 8 separate landscape elements are evaluated in the full LVIA followed by a description of the visual baseline and the visual receptors requiring assessment.

Landscape Strategy Recommendations:-

6.2 Following preliminary LVIA desk and field studies, Landscape Strategy recommendations were fed into the iterative master-planning process and led to changes in the site layout preventing, avoiding or compensating for any potentially adverse landscape and visual effects identified. They and the masterplan were refined throughout the process. The Landscape Strategy Plan at Plan 11 (page 56) based on an earlier iteration of the site layout led directly to the production of the final masterplan block typology by PRA Architects, which is the basis of the current development proposals.

Landscape Strategy Recommendation 1

6.3 Create a primary highway access off Osbaldwick Link Road to the South to run through the development from North to South and feed into the wider transport network. With the exception of necessary highway works to facilitate access to the development, keep changes south of the railway line to a minimum and retain existing landscape features including hedgerows and trees, field pattern and surface. Enhance retained land south of the railway to act as a green corridor buffer to the Conservation Area, the SINC and the existing settlement, and as new publically accessible open space.

Landscape Strategy Recommendation 2

6.4 Create primary entrance gateway off Stockton Lane to the North as the interface between countryside to North and the new urban area. Enhance existing edge of York with a new purpose designed transitional landscaped edge.

Landscape Strategy Recommendation 3

6.5 Create a new Green Belt edge to the site's eastern boundary contiguous with strong existing hedgerows at the western edge of large scale fields west of the A64, and the line of Outgang Lane where it defines the site's eastern boundary.

Landscape Strategy Recommendation 4

6.6 Retain field hedgerows to act as the core of green infrastructure and to create habitat linkages across the site, linking North and South, and East and West.

Landscape Strategy Recommendation 5

6.7 Retain a broad swath of land along the course of Old Foss Beck as open space, to act as an important green corridor in accordance with City of York Local Plan Preferred Options Policy GI 6.

Landscape Strategy Recommendation 6

6.8 Avoid built form in flood risk areas which could usefully be incorporated into the green infrastructure as open space, or planted with a range of habitat types.

Landscape Strategy Recommendation 7

6.9 Create a linear open space network based on existing PROW's and valuable landscape features (Old Foss Beck, field hedgerows, trees and ponds) and focussed on retaining views of York minster where available.

Landscape Strategy Recommendation 8

- 6.10 Create enhanced green edges – particularly to the southern and eastern boundaries with publically accessible open space, planting and lower development density/massing/height to soften the proposed built form when seen in views towards the site, and to create a transition between suburban areas and the countryside.

Landscape Strategy Recommendation 9

- 6.11 Utilise links to existing suburban areas wherever possible. Create linear landscapes routes.

Landscape Strategy Recommendation 10

- 6.12 Create Sustainable Urban Drainage scheme linked to Old Foss Beck. Utilise as habitat creation areas.

Landscape Strategy Recommendation 11

- 6.13 Enhance existing hedgerows by interplanting where required and supplementary tree and shrub planting to define green corridors and provide a sense of place.

Landscape Strategy Recommendation 12

- 6.14 Utilize larger plant stock in key areas to provide more immediate impact.
- 6.15 This recommendation will need to be addressed at the Detailed Design Stage.

Landscape Strategy Recommendation 13

- 6.16 Use native species including a proportion of evergreen plants that are common to the locality and will be able to thrive in the site conditions.
- 6.17 All of the principles and recommendations set out above were at the core of the current Masterplan proposals and have very significantly shaped the overall layout. Some will need to be addressed at the Detailed Design Stage.

LANDSCAPE STRATEGY AND SUMMARY AND CONCLUSION

Landscape Effects

- 6.18 Landscape strategy recommendations were formulated to minimise potential adverse landscape effects and to feed into the iterative masterplan process to allow development that will mitigate the potential impact of new built form.

- 6.19 Of 8 Landscape Receptors listed below, we conclude that if the site is developed in accordance with the Landscape Strategy Recommendations, none will experience a significant negative residual landscape effect as a result of development. The effects are as follows:-

LANDSCAPE RECEPTOR	INITIAL EFFECT	RESIDUAL EFFECT
Drainage	Minor Beneficial	Minor Beneficial
Land Cover and Vegetation	Minor Beneficial	Moderate Beneficial
Settlement Form and Pattern	Minor Beneficial	Minor Beneficial
Access and Public Rights of Way	Mod/High Beneficial	Mod/High Beneficial
Green Corridors	Moderate Beneficial	Moderate Beneficial
Green Belt	Moderate Beneficial	Moderate Beneficial
Conservation Area	Neutral	Minor Beneficial
Landscape Character	Minor Beneficial	Moderate Beneficial

- 6.20 There will be NO Adverse landscape effects
- 6.21 There will be Neutral Effects on Topography, Geology and Soils, Green Belt and Conservation Areas.

6.22 There will be Moderate Beneficial Effects on Land Cover and Vegetation, Access and PROW's, Green Corridors, and Minor/Moderate Beneficial Effects on Drainage, Settlement Form and Pattern and Landscape Character.

6.23 Implementation of the proposals will result in minimal loss of trees or hedgerow, areas of historic field patterns will be retained and the locality and will be enhanced by the proposal for significant new planting of hedgerows and native trees and shrubs. This will result in a Moderate Beneficial residual effect.

Visual Effects

6.24 Because the site is flat, in a flat landscape, and because the predominant field boundary type is mature hedgerow at a height of c6m, there are few long views in the locality. Intermittent views of the minster and church spire at Holy Trinity Church, Heworth are available from the eastern side of the site, and across the site from the A64. Views out to the East are dominated by the A64 transport corridor and the high voltage transmission lines crossing the landscape from North to South in the strip of land to the East between the site and the A64. The vertical scale of the pylons makes them visible as a visual detractor, often over the intervening hedgerows, to both the East and West.

6.25 Most views from the site are internal, and limited to adjacent properties.

6.26 Views into the site are rare. The site is enclosed on its western and southern sides by the rear of residential properties at the current edge of suburban York. Most of the properties are linked and there are few views from the surrounding streets. Views from the North are restricted by layers of intervening hedgerow field boundaries.

6.27 The exceptions are from Stockton Lane, Bad Bargain Lane and the A64(T). Stockton Lane passes by the site's northern boundary (a 280m long frontage). Because of road alignment and screening roadside hedgerows to the East, views are only available over less than 100m of carriageway at the site boundary. The poplar trees that line the access road to Sugar Hill Farm are a local landmark. Bad Bargain Lane is a bridleway passing through the centre of the site. However, views into the site are heavily filtered by strong hedgerows, with only occasional glimpses into the site through gaps in

the hedge or over field gates. In medium distance views from the A64 to the East, the screening hedgerow up the eastern boundary limits views of the northern part of the site, although the southern part is more open.

However, road users on the A64(T) over a short section between Bad Bargain Lane and Osbaldwick Beck have clear views towards York Minster on the skyline, over a flat and apparently well treed landscape, with few buildings intruding. Occasional and intermittent glimpses of the upper parts and roofs of 2 storey residential development at the eastern edge of York are visible but do not detract from the views towards the historic city.

The built form of the development proposals would not be significantly more prominent than existing built form and the Minster would remain "... by far and away the most powerful presence on the skyline in order to safeguard the lone silhouette of the cathedral rising from the landscape as the defining and ancient image of the city."

Over time, the maturing landscape infrastructure to the site's eastern and southern boundaries, which is an integral part of the development proposals, would further screen and soften the limited views of the built form, mitigating any initial perceived adverse effect of the development proposals on views towards the city.

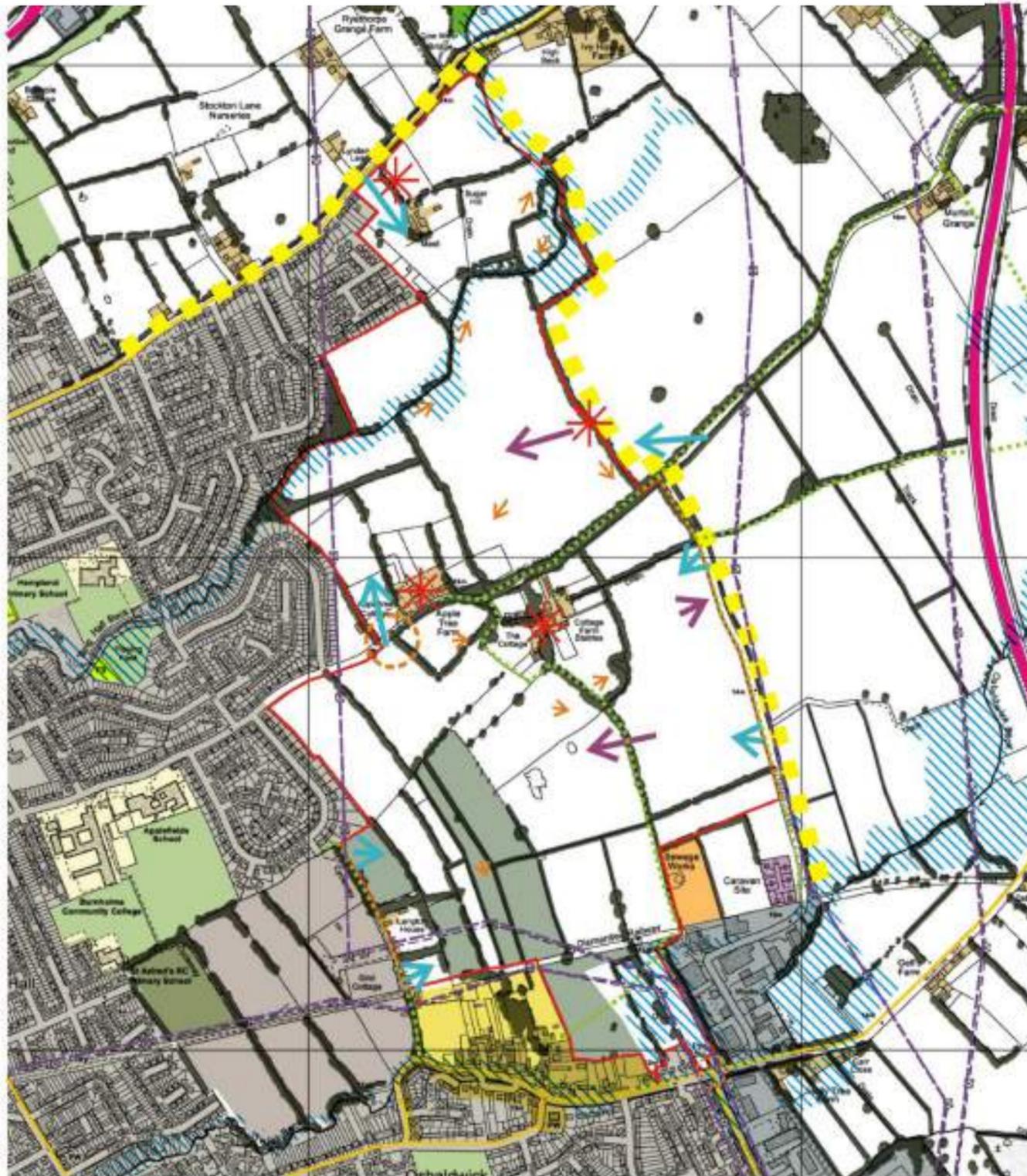
6.28 The A64 York Outer Ring Road passes the site on an embankment to c 5m high, and although the landscape looks relatively flat, views from footpaths to the East of the road are prevented by the embankment.

6.29 Of a total of 152 residential receptors initially identified as having the potential for significant visual effects, detailed field and desk study as outlined in the Methodology at 2.35 – 2.46 reduced the actual number to 53 experiencing Significant (Moderate or higher) Effects. All can be mitigated and there are no residential receptors with significant residual visual effects.

Conclusion

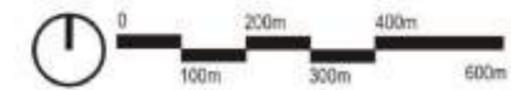
6.30 The landscape led Masterplan proposals prepared by PRA Architects can successfully mitigate Adverse Landscape and Visual effects and deliver a development that will sit very comfortably in the landscape East of Metcalfe Lane, and enhance that landscape for the benefit of all who experience it.

Extract from Landscape & Visual Assessment: Section 6 (H2 Landscape Planning Partnership)



10

- Site Boundary
- Built up Area - Tight grain acts as a strong visual barrier. Untidy settlement edge with a variety of hedge and fence types, garden clutter and waste
- Built up Area - Large scale industrial and commercial buildings act as a visual barrier and visual detractor in some views
- Trees/Hedgerows as a visual barrier and also an important amenity/habitat/landscape resource to form the core of a Green infrastructure for the site.
- Flood Risk areas - valuable open space/habitat/amenity resource
- Isolated farmstead - usually screened by vegetation and outbuildings
- Built up Area - Proposed Derwenthorpe Development
- Sports and Recreation
- Parkland
- School
- Sewage Works
- Allotments
- Travellers Site
- Ridge and Furrow Field Pattern
- Osboldwick Conservation Area
- A64 Major Trunk Road - dual carriageway
- Primary Roads
- Secondary Roads
- Public Footpath/ Brideway
- Transmission Cables - Visual Detractor
- Views Out
- Visual Landmark
- Views In
- Principal potential site access points
- Potential Defensible Green Belt Boundary
- Internal Views



THE SITE AREA
LANDSCAPE ANALYSIS
ST 7 ALLOCATION:
LAND EAST OF
METCALFE LANE, YORK

2

7.0 Transport Considerations

ACCESS STRATEGY

Overall Strategy

- 7.1 The TW and BDWH land will form the majority part of, and an extension to, the proposed ST7 allocation. The site has frontage on to two corridors: Stockton Lane to the north; and Murton Way to the south with an adjacent connection to the Osbaldwick Link Road and onwards to A1079 Hull Road. These provide the ability to access the site at key locations to the north and south and will provide satisfactory access to the site in terms of design and capacity.
- 7.2 The two accesses will therefore provide two entrance gateways to the site from the north and south.
- 7.3 Bad Bargain Lane bisects the centre of the strategic site and affords the opportunity to provide an emergency vehicle access (EVA) or a secondary access connection. Bean's Way, at the northern end of the site, provides an opportunity for an emergency or secondary access.
- 7.4 A large part of the ST7 allocation is located north of Bad Bargain Lane but without a connection to Stockton Lane. The inclusion of the Taylor Wimpey land will provide a direct frontage on to Stockton Lane. Similarly, the BDWH land provides the connection to Murton Way at the southern end of the site. The incorporation of the full BDWH and TW land interests along with other minority land interests will facilitate the required key accesses onto Stockton Lane to the north and Murton Way to the south. This will ensure that the essential north-south vehicular connection through the site can be provided and this will be the strategic access spine. It will however be designed to discourage through traffic.
- 7.5 Both Stockton Lane and Osbaldwick Link Road provide good onward connections to the A64/A1237 outer ring road system for access to the wider strategic road network. A north-south road connection through the ST7 allocation will ensure ease of access for the entire allocation to the strategic road network with minimal impact from development related traffic passing through existing established residential areas.
- 7.6 In summary, and given the frontages available to the local road network, the proposed vehicular access strategy for the site is as follows:
- Stockton Lane to provide a main vehicular access at the northern end of the site.
 - Murton Way/Osbaldwick Link Road to provide a main vehicular access at the southern end of the site.

- Bad Bargain Lane to provide emergency or secondary vehicles access.
- Bean's Way may provide an opportunity for secondary or emergency vehicle access.

- 7.7 As noted above, the two access points will allow a north-south road to be provided connecting Osbaldwick Link Road (and effectively A1079 Hull Road) with Stockton Lane. The new road will focus the traffic generated by the development on main highway corridors.
- 7.8 The delivery of a new road may result in some existing traffic re-assignment. Examination of the flows on Stockton Lane shows that these are modest and therefore any assignment effects are likely to be limited. Furthermore, the alignment planned for the new connection is relatively tortuous, designed to discourage rat-running. Whilst the road will provide a distributor road for the development, it will be designed in accordance with the principles of the Manual for Streets (MfS), with a low speed environment again to discourage inappropriate use.
- 7.9 The evaluation of the impact of a new road connection has been discussed with CYC who agree that if the road is designed as above then traffic impacts of the road should be limited.

Main Access Designs

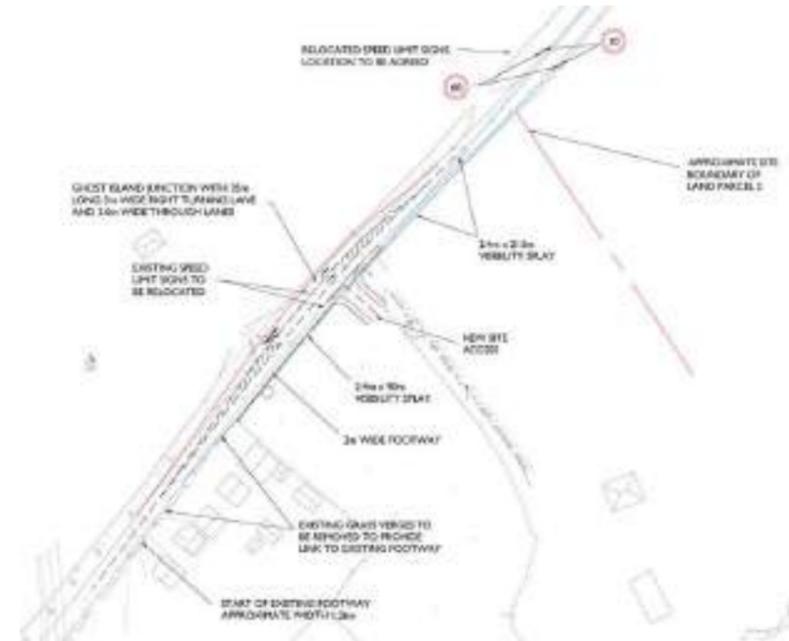
7.10 Preliminary designs of the potential Stockton Lane main vehicular access have been prepared based on a topographical survey, and taking account of the geometric characteristics of the existing highway network, speed limits and design standards. Two options – a priority junction and roundabout – are shown to the right.

7.11 The priority junction option is preferred but the above demonstrates that a range of access options are available. The final form of this access junction will be determined following a comprehensive transport assessment and through discussions with CYC.

Site Access Options - Ref to Appendix No. 2 Transport Appraisal

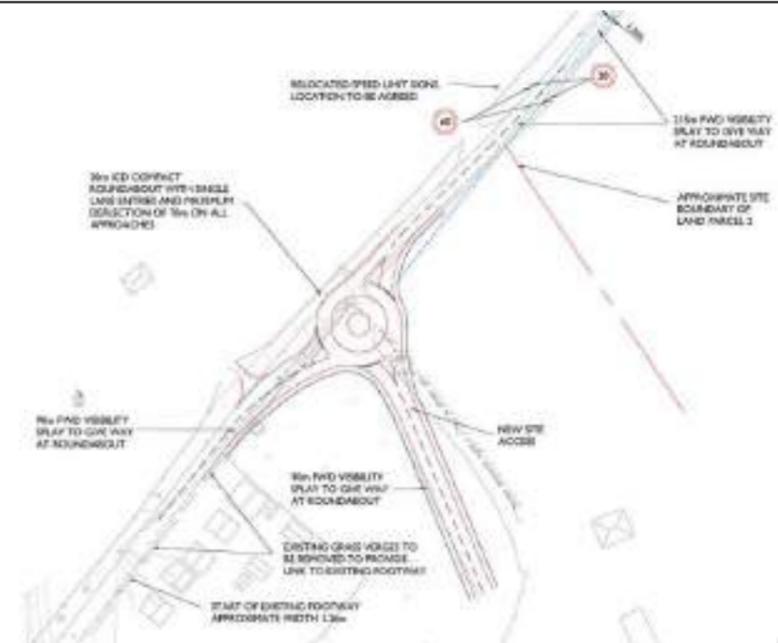
Stockton Lane Priority Junction Option

Extract from Transport Appraisal – Appendix A: Site Access Drawings (I-Transport)



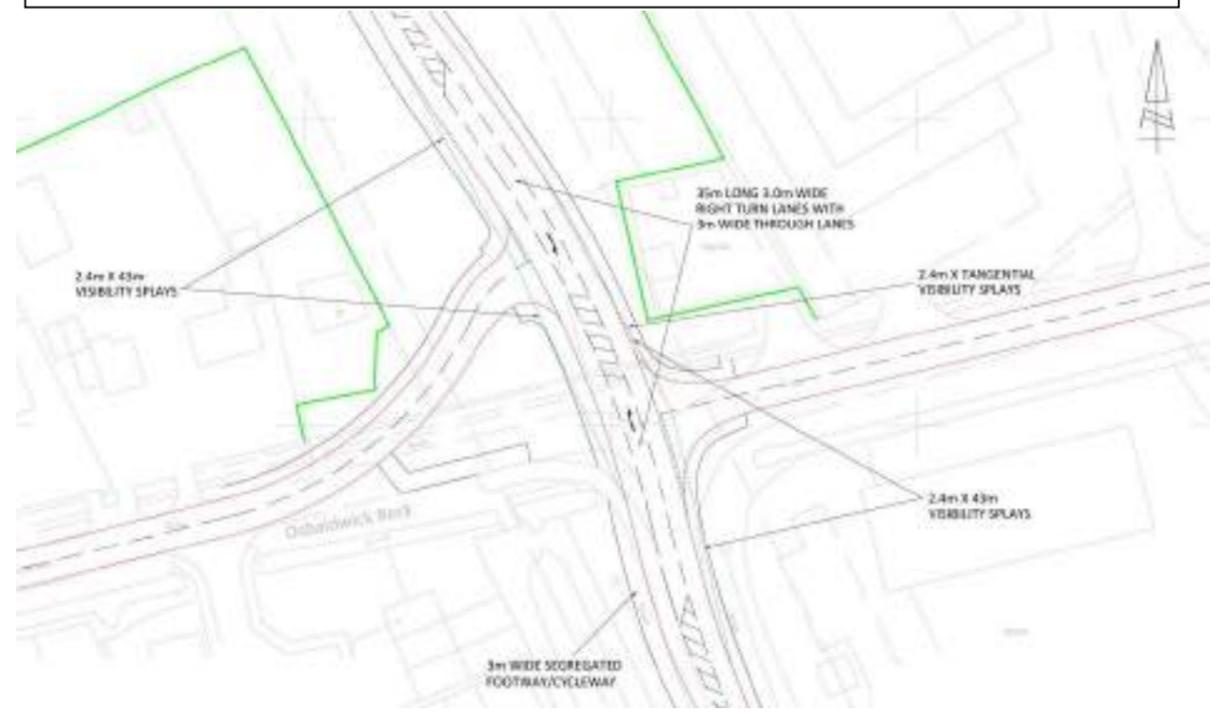
Stockton Lane Roundabout Option

Extract from Transport Appraisal – Appendix A: Site Access Drawings (I-Transport)



- 7.12 Preliminary designs of potential access options to the southern end of the site via Murton Way/Osbaldwick Link Road have been prepared based on OS mapping and taking account of BDWH's land control, the geometric characteristics of the existing highway network, speed limits, traffic flows and design standards. Again, two options – the continuation of the Osbaldwick Link Road into the site and a roundabout junction with Murton Way – are shown to the right.
- 7.13 The final design of the access junction will be agreed with CYC following further traffic analysis and the production of a TA if planning proposals are progressed.

Osbaldwick Link Road Extension Option
 Extract from Transport Appraisal – Appendix A: Site Access Drawings (I-Transport)

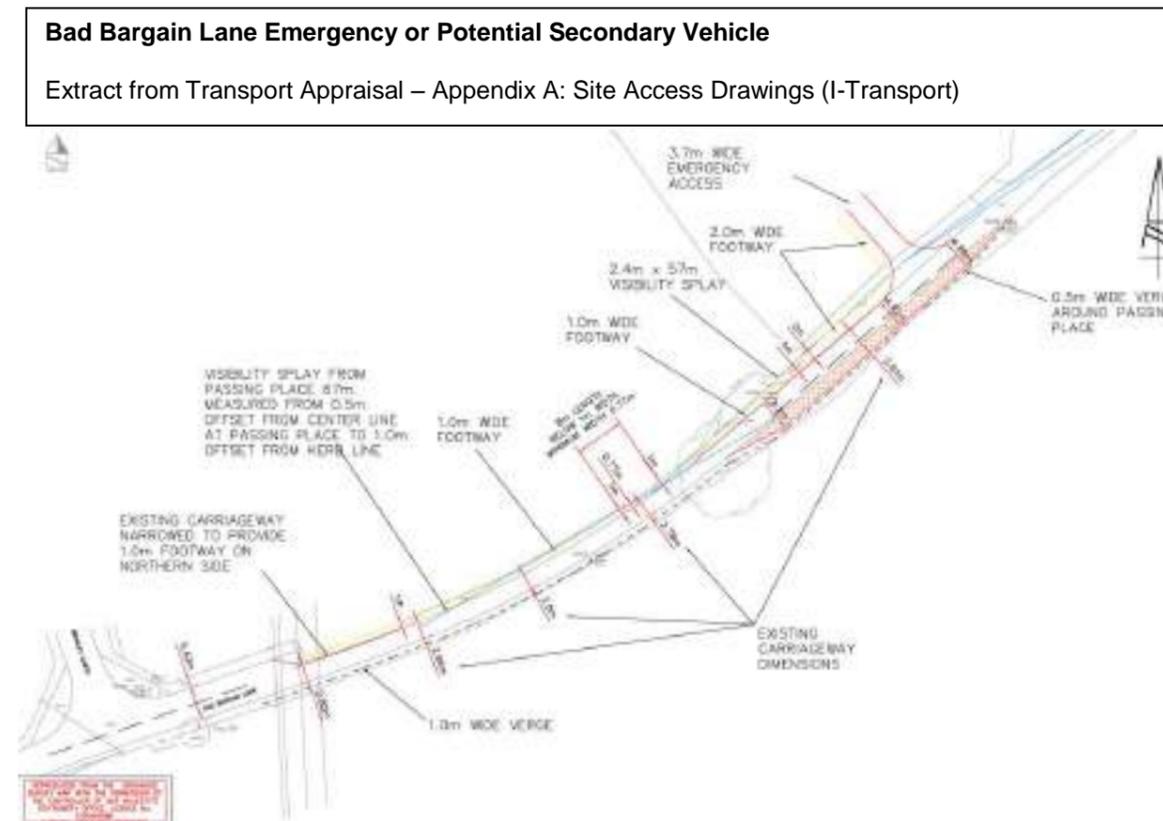


Osbaldwick Link Road Roundabout Option
 Extract from Transport Appraisal – Appendix A: Site Access Drawings (I-Transport)



Secondary and Emergency Vehicle Access

- 7.14 Bad Bargain Lane could be used as an emergency or potential secondary vehicle access. If Bad Bargain Lane is used as a secondary vehicle access the drawing below shows a potential highway improvement scheme enabling the formation of a footpath and carriageway passing bays to permit two vehicles travelling in opposing directions to safely pass each other. Any such improvements would need to be agreed with CYC.



- 7.15 It is intended that any connection to Bad Bargain Lane will be designed so as to discourage its use by a significant number of vehicles.
- 7.16 Bean's Way is a residential estate road which connects to Stockton Lane and terminates in a cul-de-sac which provides a potential connection to the site. Bean's Way could be extended into the site area to provide secondary or emergency vehicular access.

Access Traffic Capacity Assessments

- 7.17 Assessments of the capacity of the potential access arrangements have been undertaken taking account of base traffic flows, traffic growth and the traffic flows generated by the development proposals. Full details are set out in the attached Transport Appraisal report.
- 7.18 Overall, the analysis demonstrates that satisfactory access to the site at the northern and southern ends can be delivered and the potential access junctions will accommodate the development generated traffic flows. The exact form of access will be determined when a TA is conducted and following discussions with CYC.

ACCESSIBILITY AND CONNECTIVITY

Outline Transport Strategy

7.19 The transport strategy for the site will be focussed on the promotion of sustainable travel modes with the aim of reducing traffic movements by car, particularly single occupancy car trips.

7.20 As the development proposals are progressed then the strategy will be worked-up in detail taking account of the development masterplan and the overall travel and traffic movements generated by the proposals. Further liaison will be undertaken with the relevant transport providers including CYC.

7.21 The transport strategy, and an assessment of the potential reductions in trip rates resulting from it, will consider:-

- Bus Connectivity
 - New and extended bus services
 - Bus information
 - Bus stops and infrastructure
 - Linkages to park and ride
- Pedestrian and Cyclist Connectivity
 - New routes through the site
 - Connections to existing routes
- Travel Plan Measures
 - Incentives such as travel passes and/or vouchers
 - High quality accessible information
 - Car sharing scheme
 - Personalised travel planning

7.22 The above will be complemented by the location of the site, with excellent linkages to key land uses, and by the design of the site itself, with supporting land uses (e.g. schools, local centre) and a street hierarchy to encourage walking and cycling. The affordable dwellings on the site will assist in reducing traffic flows as these typically have lower trip rates.

Bus Connectivity

7.23 There are a number of existing bus services in the vicinity of the potential development site. The existing bus routes and the service frequencies are shown in the table below.

Existing Bus Services

Service No.	Route	Service Headway (minutes)					
		Monday-Friday		Saturday		Sunday	
		Day	Eve	Day	Eve	Day	Eve
Accessible from Stockton Lane/Ashley Park Road							
11	Bishopthorpe – Ashley Park	30	30	-	-	-	-
20	Acomb-Clifton Moor-Haxby-Clifton-University	60	60	60	60	-	-
181	York-Castle Howard	120	-	120	-	-	-
Accessible from Stockton Lane							
743, 840, 843, 845	Leeds Tadcaster-York-Malton-Scarborough-Bridlington	60	60	60	60	60	60
Accessible from Osbaldwick Link Road/Murton Way							
6	University of York-Clifton Moor	10-12	30	12	30	30	30
20	Acomb-Clifton Moor-Haxby-Clifton-University	60	60	60	60	-	-
747	York-Stamford Bridge-Bishop Wilton-Pocklington	3 per day	-	3 per day	-	-	-
Accessible from A1079 Hull Road							
8	Grimston Bar Park and Ride-York Circular	10	10	10	10	10	10
10	Nether Poppleton-Stamford Bridge	30	60	30	60	60	60
18A	York-Holme on Spalding Moor	-	-	-	-	4 per day	-
45, 46	York-Pocklington-Market Weighton-Driffeld-Bridlington	60	120	60	120	90	0
X46, X47	York-Pocklington-Beverley-Hull	60	60	60	60	6 per day	-
X36, 195	Pocklington-York	5 per day	-	4 per day	-	-	-
196	Aughton-York	1 per week	-	-	-	-	-
Accessible from Heworth Green							
9	York City Centre-Monks Cross Park and Ride	10	15	10	15	12	12
12	Foxwood-York-Monks Cross	30	60	30	60	30	60

7.24 First Group operate the majority of the high frequency services in the area including, at the northern end of the site, service no. 11 which routes via Ashley Park Road / Stockton Lane west of the site and provides a connection to York city centre; and, at the southern end, service no. 6 which also runs to the city centre. There are also various services that run to the University.

Serving the Site by Bus

7.25 The potential to improve the existing bus services to respond to the potential development of the site has also been discussed with the bus operators. First Group has advised that they would be prepared to divert the existing bus services 6 and/or 11 to penetrate the site. They would also consider increasing the frequency of the service.

7.26 First Group has noted that they are actively planning bus services to respond to CYC's proposed development allocations and are working with CYC on their Bus Strategy. As the development proposals are also progressed then further liaison will be undertaken with the relevant bus companies and CYC to refine the bus strategy for the site.

7.27 The site itself will generate significant bus revenues and any frequency improvements will increase patronage and therefore revenues along the route. Furthermore, the potential development of the complete ST7 allocation on the eastern side of York will allow new bus services to be created, building upon the existing services but with significant additional patronage to ensure their longer term viability.

7.28 Importantly, the connections to Stockton Lane, available via the TW land, and Osbaldwick Link Road via the BDWH land will facilitate a north-south loop connection. The Council recognises that this could reach a large market and ensure that all parts of the ST7 allocation are within 400m of a bus stop / route. The inclusion of the additional TW and BDWH land therefore allows better bus connectivity for the ST7 allocation.

7.29 The Monks Cross and Grimston Bar Park and Ride sites are located to the north and east of the site. Both provide frequent bus connections to the city centre. The park and ride facilities are a short drive from the site and will prove attractive to residents of the development who wish to travel to York city centre and still undertake a portion of their journey by car (for example to work around child care and employment commitments).

7.30 A comprehensive Travel Plan will also be developed for the site that will include measures to encourage residents and visitors to use the bus, and other sustainable travel modes, in preference to the car, particularly for journeys within the city. This will assist in increasing bus patronage and revenues. High quality bus stops and shelters will be located around the site.

7.31 Overall, it is considered that the site and the potential ST7 allocation have the potential to be well served by public transport services and provide a means by which to encourage journeys to be undertaken by bus.

Pedestrian and Cyclist Connectivity

7.32 The ST7 allocation is conveniently located within a circa 10 - 15 minutes cycle ride of York city centre. The strategic site provides a natural extension to the east side of York and will ensure connectivity is maximised to encourage walk and cycle trips and add viability to the existing local services and facilities located there. A range of complementary land uses within the ST7 allocation will reduce travel distances and maximise the use of walk and cycle modes to undertake these shorter journeys.

7.33 It will be important to provide good connectivity between the site and the existing footway and cycleway networks and to encourage journeys to be made on foot and cycle. Potential pedestrian and cycle connections are likely to be:

- A footway connection across the TW frontage to connect the on-site network of footways into the existing footways along the southern side of Stockton Lane.
- The potential to connect the site footway network into the existing footway network at Bean's Way.
- Bad Bargain Lane could also accommodate a footway which will provide a continuous footway connection to the existing footway provision within the residential area to the west of the site. These provide onward connections to the city centre.
- The National Cycle Network Route 66 connects with the site, running along a former railway corridor and providing a high quality cycle and pedestrian route towards the city centre.
- At the southern end of the site there is an off road cycle route running along Osbaldwick Link Road and advisory cycle route running along Murton Way and Tranby Avenue. Both are accessible from the southern access.
- These latter routes provide connections to cycle routes along Hull Road and, importantly, to off road cycle routes to the University of York at Heslington.

7.34 Overall, the connectivity of the site to existing footway and cycle routes is excellent, offering many opportunities to travel by sustainable modes to key destinations including those in the vicinity of the site, the city centre and University.

Accessibility of the Site

7.35 The site benefits from close proximity to a range of existing facilities within a short walk or cycle. The scale of the ST7 allocation site will maximise the potential for shops, schools and services to be provided within the site. Such facilities will allow for local access on foot or by cycle for trips made from within the potential development. The connectivity of the site to various destinations is set out in the table below.

Key Facilities and Services

Journey Purpose	Destination	Distance	Accessible by Walk (W), Cycle (C) and Public Transport (PT)
City Centre	York city centre	3.5km	C, PT
Employment	Osbalwick Industrial Estate	1.3km	W, C, PT
	Links Business Park	1.3km	W, C, PT
	University of York – Heslington East	2.7km	W, C, PT
	City Centre	3.5km	C, PT
	York District Hospital	3.7km	C, PT
	York St John University	3.8km	C, PT
	University of York	3.1km	W, C, PT
	Monks Cross Retail Park	4.1km	C, PT
Education – primary	Nestle	4.3km	PT
	Primary On Site	On Site	W, C, PT
	Hempland Primary School	1.3km	W, C, PT
	St Aelred’s RC Primary School	1.7km	W, C, PT
	Heworth CE Primary School	2.1km	W, C, PT
	Osbalwick Primary School	1.9km	W, C, PT
	Tang Hall Primary School	2.1km	W, C, PT
	Derwent Infant and Junior Schools	2.0km	W, C, PT
Education – Secondary	Badger Hill Primary School	2.9km	W, C, PT
	Applefields School	1.0km	W, C, PT
	Burnholme Community College	1.2km	W, C, PT
	Archbishops Holgate’s CE School	2.4km	W, C, PT
Education – Higher	Park Grove Primary School	3.4km	C, PT
	University of York – Heslington East	2.7km	W, C, PT
	York St John University	3.8km	C, PT
Health - GP	University of York	3.1km	W, C, PT
	Abbey Medical Group, Tang Lane Surgery	2.4km	W, C, PT
	Heworth Surgery	2.3km	W, C, PT
Health – Dentist	Abbey Medical Group, Millfield Lane Surgery	2.8km	C, PT
	Clock House Dental	1.7km	W, C, PT
	Tang Hall, Fifth Avenue	1.9km	W, C, PT
Health – Pharmacy	Lawrence Street Dental Surgery	2.9km	W, C, PT
	Boots Pharmacy, Heworth Village	2.0km	W, C, PT
	Boots Pharmacy, Tang Hall Lane	2.0km	W, C, PT
	Badger Hill Pharmacy	2.8km	W, C, PT
Hospital	Monkton Road Pharmacy	3.4km	C, PT
	York District Hospital	3.9km	C, PT
Retail/Leisure	Nuffield Hospital	3.8km	C, PT
	Osbalwick Lane Shops	1.5km	W, C, PT
	Farndale Avenue Shops – Sainsbury’s Local	1.8km	W, C, PT
	B&Q	1.6km	W, C, PT

	Tang Hall Lane Shops- Co-operative	1.9km	W, C, PT
	East Parade, Heworths Shops	1.9m	W, C, PT
	Co-Operative Hull Road	2.2km	W, C, PT
	Millfield Lane Shops	2.5km	W, C, PT
	Foss Island Retail Park	3.1km	C, PT
	Sainsbury’s, Foss Bank	3.1km	C, PT
	Melrosegate/ Hull Road Shops	3.3km	C, PT
	City Centre	3.5km	C, PT
	Monks Cross Retail Park - ASDA	4.4km	C, PT
	Tang Hall Beck Play Area	1.0km	W, C, PT
	Burnholme Social Club	1.2km	W, C, PT
	Hull Road Park	2.6km	W, C, PT
	St Nicholas Fields Environment Centre	2.4km	W, C, PT
	Yorkshire Museum of Farming	2.9km	W, C, PT
	Heworth Golf Club	2.8km	W, C, PT
	York Shambles	3.5km	C, PT
	York Minister/Dean’s Parks	3.6km	C, PT
	York City Football Club	4.2km	C, PT
	York Castle Museum	4.1km	C, PT
	National Railway Museum	4.8km	C, PT
	York Knights/ Huntington Leisure Park	4.7km	C, PT

7.36 The site affords a real opportunity to create sustainable development with easy access by a range of sustainable travel modes to key facilities and services.

TRANSPORT CONCLUSIONS

7.37 The analysis of transport issues has taken account of CYC’s policies in its Preferred Options Local Plan and the NPPF. This appraisal concludes that:-

- There are significant transport related opportunities, and few constraints, associated with the development of the site for residential uses;
- The site can be satisfactorily accessed and the access designs will accommodate traffic flows generated by the site;
- The location of the site will allow opportunities for sustainable travel within York and for easy access to the main road network for car travel movements to longer distance destinations; and
- A strategy can be developed to connect the site to existing facilities by bus, on foot and bicycle.

7.38 Development of the site presents an opportunity to create modal shift and resultant sustainable travel patterns. Overall it is concluded that the site will therefore be a suitable location for residential development and will be in accordance with policies in CYC’s Local Plan and the NPPF.

8.0 Heritage – An Outline Assessment

8.1 The stage 1 desk based/walkover assessment carried out by URS and referenced in the Constraints and Opportunities section of this report at paragraph 4.6 onwards identifies the key above and below ground heritage issues which have been given only preliminary assessment at this stage and this section summarises our initial views based on the URS assessment, the analysis of the Council's evidence base on heritage matters and the consultation response from English Heritage which places a holding objection on all the proposed allocations in the draft Local Plan until further assessment is carried out on each site. It is intended that this short section will form the basis for discussions with English Heritage and the Council as part of scoping for the Environmental Impact Assessment and a specialist heritage topic paper to be produced as part of an outline planning application pack.

8.2 We recognise the importance of York as an historic city and those key strategic heritage components which are central to its history, character and significance. These are important considerations for the preparation of the Local Plan, site selection and the further progression and macro design of the ST7 Metcalfe Lane site proposals. The following evidence base documents have been taken into account at this stage:-

- City of York LDF – Historic Character and Setting – CYC Jan 2011
- City of York – Heritage Topic Paper Update- June 2013

8.3 The 2013 Topic Paper sets some very important context points for a future assessment of impacts on the significance of the various identified elements insofar as development on the proposed ST7 allocation will have such impacts. The historic city and the historic core are defined by the city walls, the approach roads to the city walls and the ancient strays. The historic environment of the City of York ranges in importance from local to international. However the topic paper recognises the differences in the concepts, analyses and value judgements which different groups and individuals have in relation to the various heritage characteristics of York “making it difficult to clearly define York's special qualities in a way that helps investors, developers and others to determine how they may contribute to better revealing and enhancing them for the present and the future.” The report goes on to stress at paragraph 1.3 that “it is vitally important that Local Plan policy is based on a shared understanding which can provide a view of the special character and significances of this contested domain.” In section 3 the methodology used in preparing the evidence base document is outlined and the incomplete and subjective nature of the evidence base

is fully recognised. This is regarded as a positive aspect of the methodology as it acknowledges the dynamic nature of the historic environment and of the values and significances which are attached to it. “There is no specific point at which the special character can be determined definitively. The key is that there is a continuing process of observation, reflection, interpretation and action within strategic policy development and implementation.”

8.4 The following six principle characteristics are identified in the conclusions to the topic paper as strategically important to the special character and setting of York:-

- A strong urban form
- The compactness of the City
- Its architectural character
- Its archaeological complexity
- The City's landscape and setting

This sets a useful context for current and future evaluation.

8.5 Within this topic paper are plans relating to an appraisal of the future Green Belt criteria and the setting of the City. There is an area to the east of the proposed gross development area and up to the boundary with the A64 which is identified as an area retaining the rural setting of the City. This area has been retained in selecting the eastern boundary of the development.

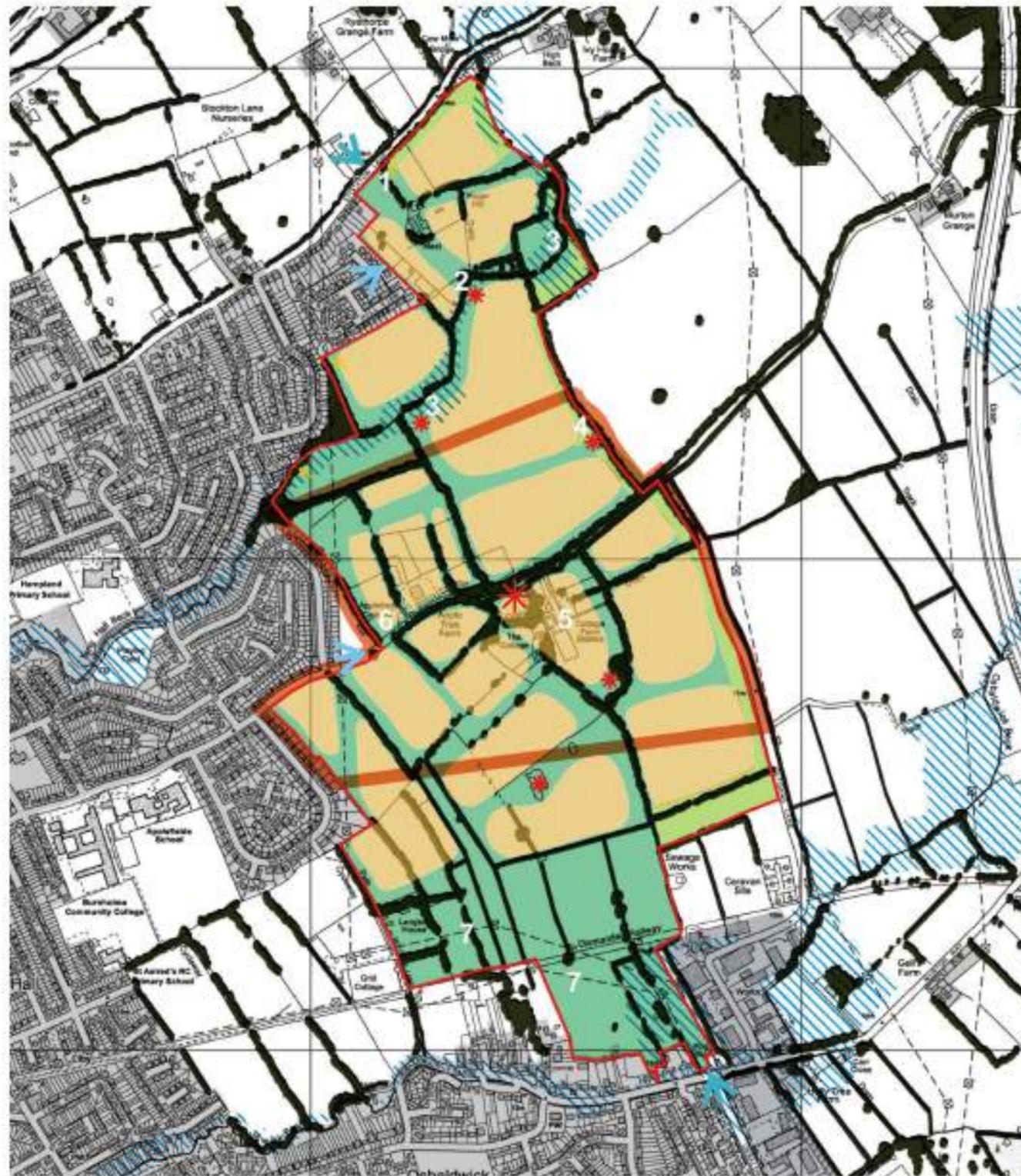
8.6 The proposed gross development area does not impact directly or indirectly on the nearest of the historic strays, Monk Stray which lies well to the north of Stockton Lane. In the Green Belt appraisal map in the heritage topic paper an enlarged green wedge/green corridor based on Monk Stray extends southwards just beyond Stockton Lane. Any historic significance of this southern element, south of Stockton Lane, of the expanded green wedge area is unclear. This is a matter for further evaluation and discussion with Council officers.

8.7 Insofar as the Minster is visible in any of the views looking west across the development site account will be taken of the need to preserve that view. Given the topography of the site and the large areas of intervening twentieth century and earlier development around Tang Hall, Osbaldwick and Heworth we do not envisage that two storey and occasional three storey development on the ST7 site will adversely impact on those views. These will be analysed in detail in the EIA and heritage topic report for the outline application.

- 8.8 Similarly the historic form of the City is not generally revealed or appreciated in views westwards across the proposed development site. This potential impact of significance will be further evaluated.
- 8.9 In preparing the current development masterplan account has been taken of the character and significance of the Osbaldwick Conservation Area and the elements of its setting to the immediate north of the village. The initial plan already proposes a substantial buffer area of open space. The extent of the buffer area required will be reviewed in the subsequent detailed evaluations and discussed with officers. Evidence of ridge and furrow medieval field patterns have been identified across a considerable part of the site. However the majority of this area has been subject to erosion by more modern agricultural practices and the remaining areas which are most strongly identified are to the south west of the site close to and associated with the medieval village of Osbaldwick. It is proposed that the great majority of this former ridge and furrow land is subject to archaeological recording with a limited area close to Osbaldwick retained in situ as an exemplar. This can be defined in association with identifying the extent of the setting of the Conservation Area which merits retention.

9.0 Development Evolution

9.1 Landscape Strategy



- Site Boundary
- Trees/hedgerows - valuable amenity resource. Retain and restore as core of Green Infrastructure to provide habitat linkages and visual barriers to minimise impact of new built form
- Zone 3 Flood Risk - retain as open space to act as green corridor with habitat, green infrastructure and improved accessibility benefits. Potential for new habitat creation. Opportunity for sustainable urban drainage scheme. Opportunity to create significant Green Corridor linking countryside with urban areas and improving public access.
- Linear open space network based on valuable existing landscape resources (Old Foss Beck and Hedgerows), focused on retaining long distance views of York Minster
- Landscape Infrastructure to Eastern and Southern boundaries - supplement existing hedgerows to create a new strongly defensible Green Belt Boundary, with provision for public access and linking to linear open space network.
- Potential Development Cell
- Area for restricted building heights to facilitate long distance views towards York Minster from A64
- Focal Point to take advantage of view or existing landscape feature
- Primary site access off Stockton Lane and Osbaldwick Link Road
- Secondary Access or Emergency Access
- Pedestrian/Cycle link to Footpath network
- 1** Opportunity for Gateway to York and new development - Transition between country and urban environments. Purpose designed edge of York
- 2** Bridging point of Old Foss Beck. Opportunity for focus of development and/or landscape/habitat feature
- 3** Flood Zone area - Visually attractive with strong vegetation, Old Foss Beck and potential for public open space and habitat creation.
- 4** Mature oak trees on eastern boundary with views towards York Minster - opportunity for focal point and vista towards city centre
- 5** Local Centre
- 6** Potential secondary vehicular access to Bad Bargain Lane
- 7** Sensitive/Historic Landscape retained as setting for Conservation Area



LANDSCAPE STRATEGY
**ST 7 ALLOCATION:
 LAND EAST OF
 METCALFE LANE, YORK** **2**

Extract from Landscape & Visual Assessment: Section 7 (H2 Landscape Planning Partnership)

Indicative Green Spaces and Pedestrian/Cycle Links Map



Indicative Vehicle Movement Map



Indicative Bus Route and Potential Shop Location



10.0 Development Masterplan



Indicative Masterplan Block Typology



Indicative Masterplan Key Areas Map



11.0 Summary

- 11.1 The proposed ST7 allocation to the east of Metcalfe Lane and lying between Stockton Lane to the north and Murton Way to the south as currently identified in the draft City of York local Plan does not facilitate the prime accesses required to deliver the site in its entirety. The developers in analysing all the constraints and opportunities and evaluating site potential and in particular transport issues, conclude that it is essential to extend the boundaries to the north and south so that the development site includes frontages to Stockton Lane and Murton Way. These connections and the one to the Osbaldwick Link Road are regarded as most important to the sustainable delivery of homes and their connection with key centres of employment and service provision.
- 11.2 Our analysis to date confirms that the site is capable of delivering the 1,800 dwellings identified for this site in the draft local plan with a good mix of dwellings and of providing the associated green infrastructure, habitat provision and enhancement, footpath and cycleway networks and the connectivity of all of this infrastructure with the wider networks in the locality.
- 11.3 This is a logical extension to the east of the City which fits well with the existing urban framework. Via the macro design approach to date and subsequent detailing of the urban design and housing character areas, using design coding setting clear parameters for evaluation, we are convinced that a new community of considerable character can be created. This approach meets the principles outlined for such urban extensions in the National Planning Policy Framework.
- 11.4 The two leading house builders Taylor Wimpey and Barratt and David Wilson Homes have come together in a collaborative venture to spearhead the delivery of this development. Consequently the development is considered to be suitable, available and deliverable.



11.5 Full account has been taken of all constraints and opportunities in developing these proposals and there are no statutory or other national environmental designations which would preclude development. Only one limited area of local nature conservation interest (SINC) is identified at the south eastern end of the development and this can be retained as part of the open space/green infrastructure network.

11.6 We have assessed the site against the 15 sustainability objectives identified in the Council's Sustainability Appraisal Outcomes (April 2013) and compared our assessment with that produced last year by the Council and their consultants AMEC. The following matrix provides our current assessment of the proposals based on our assessment work to date. It is quite possible as the proposals are progressed and detailed assessments and design carried out that the general rating achieved on some of these assessment criteria will improve further.

11.7 Consequently we are able to conclude at this stage that this development would constitute a sustainable urban extension in an area with very few environmental constraints. This development will contribute around 8% of the City's housing requirements over the plan period to 2028 and we strongly commend the proposals to the Council for full inclusion in the submission draft of the Local Plan which will be forwarded to the Secretary of State following a final round of public consultation.

York Sustainability Matrix

Key used by York in its Appraisal Matrices

++	The option is likely to have a very positive impact
+	The option is likely to have a positive impact
O	No significant effect/no clear link
?	Uncertain or insufficient information on which to determine impact
-	The option is likely to have a negative impact
--	The option is likely to have a very negative impact
I	The option could have a positive or a negative impact depending on how it is implemented

Sustainability Objective	Scoring	Remark
1 - To meet the diverse housing needs of the population in a sustainable way.	++	The size of the development proposals and the proximity of the site to services and employment facilitates a full housing mix
2- Improve the health and well-being of York's population.	++	The incorporation of open space footpath and cycle network and high connectivity plus a full range of housing strongly supports this objective
3 - Improve education, skills development and training for an effective workforce.	O	
4 - Create jobs and deliver growth of a sustainable, low carbon and inclusive economy.	+	While this is not an employment development it will create construction jobs over several years, facilitate ease of access to jobs and make a positive contribution to the delivery of a low carbon and inclusive economy
5 - Help deliver equality and access to all.	+	Provision will be made for lifetime home designs and disabled and other special access needs
6 - Reduce the need to travel and deliver a sustainable integrated transport network.	++	Travel distances to employment nodes & services are very short of national travel times/distances and all non-car modes of travel will be promoted and facilitated.
7 - To minimise greenhouse gases that cause climate change and deliver a managed response to its effects.	+	The level of positive impact will be dependent on further detailed analysis and negotiations and could be very positive
8 - Conserve or enhance green infrastructure, bio-diversity, flora and fauna for accessible high quality and connected natural environment.	++	New and enhanced green infrastructure will be created, new habitat areas will also result and a much more accessible and high quality natural environment will result of farming acting as a deterrent to these improvements. Connectivity improvements will be particularly significant.
9 - Use land resources efficiently and safeguard their quality.	O/+	The residential design will aim to ensure an efficient use of land though this needs to be balanced with other macro design and environmental objectives
10 - Improve water efficiency and quality.	O/+	Water quality impact is essentially neutral; water efficiency is enhanced by intro of SUDS/flood risk mitigation etc.
11 - Reduce waste generation and increase level	+	Latest construction practices on waste minimisation/reduction will be used; domestic re-

of reuse and recycling.		cycling facilitated and potential for inter-site co-operation on recycling- to be discussed further
12 - Improve air quality.	O	The impact is likely to be largely neutral but enhanced modal shift could have a small positive impact
13 - Minimise flood risk and reduce the impact of flooding to people and property in York.	+ / ++	Significant flood detention and mitigation planned which will benefit the wider area.
14 - Conserve or enhance York's historic environment, cultural heritage, character and setting.	O	The development proposals can be designed so that there is no adverse impact on the strategic heritage considerations identified by the Council
15 - Protect and enhance York's natural and built landscape.	O / +	The development proposed has the potential to improve the natural and built environment subject to design and other negotiations

12.0 Appendices

Appendix 1

Table showing Sections of Site Boundary

(H2 Landscape Planning Partnership, Landscape and Visual Assessment)

SITE BOUNDARIES		PHOTOGRAPHS
NORTH 1	North East for 280m frontage to Stockton Lane. Defined by low, dilapidated stone wall as far as the access track to Sugar Hill Farm. No field gate. Single Hawthorn Bush. East of the track defined by high screening field hedgerow to North East Corner.	18-24
NORTH 2	100m along the rear of properties on Stockton Lane, as far as Old Foss Beck – defined by a range of domestic fencing types.	
EAST 1	Sinuus field boundary following the course of Old Foss Beck South for 219m defined by post and wire fence, crossing the beck at the southern end of this section.	S6
EAST 2	Sinuus field boundary following the course of Old Foss Beck South for 257m defined by strong, mature, screening hawthorn field hedgerow.	S6, S8
EAST 3	Field boundary West South West for 147m, defined by strong, mature, screening hawthorn field hedgerow.	S8
EAST 4	Field boundary gently curving South South East for 430m (with a central kink) to Bad Bargain Lane, defined by strong, mature, screening hawthorn field hedgerow.	S10, S13A, 42
EAST 5	Runs 690m South from Bad Bargain Lane along Outgang Lane, defined by strong mature field hedgerow for the first 145m and then by a drainage ditch and post and post and wire fence.	42 - 45
EAST 6	West from Outgang Lane partly undefined and partly defined by a sparse and gappy hedgerow.	S20
EAST 7	South along the western edge of the Sewage Treatment Works to the dismantled railway line defined by 2.5m high metal palisade security fence and mature but gappy field hedgerow to c5m high.	S21-24
EAST 8	South for 240m along the western edge of the Osbaldwick industrial estate, defined by mature field hedgerow to 6m with trees, and along the back and side of a small PPG Station defined by 3m high chain link security fencing with barbed wire, to join Murton Way at its junction with Osbaldwick Lane.	S24
SOUTH 1	Follows the rear of properties fronting on to Murton Way, defined by a variety of boundary treatments including fences and walls, formal and	35-38,S22, S25

	informal hedges. The boundary runs along the back edge of the footpath for 35m on Murton Way in the South East corner, opposite Osbaldwick Lane, defined here by timber post and rail fence and a mature field boundary hedgerow to about 6m high. 80m further West, the site has a single track access between residential properties to Murton Way.	
SOUTH 2	Runs North for 45m along the rear of properties on Galligap Lane defined by field boundary hedgerow, before continuing as timber post and wire fencing for 170m to the dismantled railway line.	S25, S26
SOUTH 3	Follows the line of the railway West for about 267m to Metcalfe Lane.	
WEST 1	Follows the line of Metcalfe Lane northwards for c330m as far as the rear of properties in the Meadlands estate. There are sections of strong and mature hedgerow, but the northernmost section is defined by weak hedgerow with post and wire fencing.	32,33
WEST 2	Turns East for 78m and then North for 320m along the rear of residential properties characterised by strong field boundary hedgerows, as far as Bad Bargain Lane.	
WEST 3	East for 260m along Bad Bargain Lane characterised by strong field boundary hedgerow to c3m high.	30, 31
WEST 4	North North West for 370m to Old Foss Beck (renamed Tang Hall beck at this point) along a field boundary defined by strong, mature, screening hawthorn field hedgerow for 170m, and then for a further 200m along the rear of residential properties on the East side of Bramley Garth, defined by a variety of fencing and hedging types.	S14
WEST 5	North East for 235m defined by the course of Tang Hall Beck and strong, mature, screening hawthorn field hedgerow.	S13B
WEST 6	North North West for 170m defined by strong, mature, screening hawthorn field hedgerow.	
WEST 7	East North East for 240m along the rear of residential properties on Beckwith Hill View, and defined by a variety of garden fences and hedges.	
WEST 8	North West for 190m defined by hawthorn field hedgerow and a range of garden hedges and fence types. Then North East for 60m defined by range of garden hedges and fence types, and North West for 58m garden boundary defined by a range of hedge and fence types	S1- S3

Appendix 2

Table showing Public Rights of Way – Bridleways and Footpaths

(H2 Landscape Planning Partnership, Landscape and Visual Assessment)

BRIDLEWAYS		
Number	From	To
28.9.10 Bad Bargain Lane	Apple Tree Farm	Outgang Lane
28.10.10 Bad Bargain Lane	Outgang Lane	Murton Grange
16.4.10 Bad Bargain Lane	Murton Grange	Moor Lane
28.13.10 Outgang Lane	Osboldwick Industrial Estate	Bad Bargain Lane
16.1.10 Cow Moor Farm	Bad Bargain Lane	Stockton Lane
FOOTPATHS		
30.9.10	Murton	Murton Grange
30.9.20	Murton	Murton Grange
30.10.10	FP 30.9.10	A64
28.12.10	A64	Outgang Lane
16.3.10	Malton Road	Stockton Lane
28.7.10	Osboldwick Industrial Estate	Bad Bargain Lane
28.2.10 Metcalf Lane	Osboldwick Village	Meadlands, Tang Hall
28.5.10	Osboldwick Village	Osboldwick Industrial Estate



DAVID WILSON HOMES

WHERE QUALITY LIVES



Land East of Metcalfe Lane Osboldwick

Strategic Allocation ST7



Residential Land

ST7 Land East of Metcalf Lane, Osbaldwick, York



Historic Character and Setting of the City

The site was identified by CYC because it is not located in an area of "Primary Constraint" and does not compromise York's future Green Belt proposals. The new landscape led urban extension has been masterplanned so that it will have minimum impact on the historic character and setting of the City. The masterplan seeks to take into account the historic setting of York Minster by providing a significant number of green corridors through the site to preserve and enhance public views of the Minster. The masterplan has also taken into account the Osbaldwick Conservation Area and has sought to preserve and enhance this heritage asset through the delivery of a significant area of public open space within the southern section of the site which could act as a new "Osaldwick Stray".

Green Belt

The site does not fulfil any of the five Green Belt purposes:-

- The development of the site would not result in unrestricted urban sprawl due to the masterplan vision of delivering a landscape led scheme that delivers new strong defensible landscape boundaries in addition to the delivery of the proposed Osbaldwick Stray to the south.
- The development of the site would not result in the merging of adjacent settlements as the nearest detached settlements to the site are Murton to the east and Stockton on the Forrest to the north east, and the proposed landscape boundaries and the A64 Ring Road will ensure coalescence is prevented.
- The site does not assist in safeguarding the countryside from encroachment on account of the significant areas of open countryside that exist to the east of the site both within the A64 Ring Road's limits and beyond.
- The proposed development of the site will have no detrimental effect on the setting and special character of historic features as an assessment has been undertaken of the historic setting of York Minster and Osbaldwick Conservation Area and the masterplan has been designed to preserve and where possible enhance the heritage assets within proximity of the site.
- The fifth purpose of Green Belt to assist in urban regeneration, by encouraging the recycling of derelict and other urban land is a general purpose which will not be adversely affected by the site



Map showing York City Centre, the proposed site identified in the red outline and the nearby Derwenthorpe Development identified in blue.



Land East of Metcalfe Lane, Osbaldwick

The site is a strategic allocation for housing in the City of York Council (CYC) Publication Draft Local Plan. The proposal will provide for a new landscape led urban extension to the City of York of 1,800 new homes. The site is located on the eastern boundary of the City adjacent to the Heworth, Tang Hall, Burnholme and Osbaldwick areas of the City.

Availability

The land needed for the whole of the site is available now and importantly the site is being promoted jointly by David Wilson Homes, Taylor Wimpey Homes and TW Fields. Developers with experience of delivering housing projects of this size to a high quality and within identified timescales.

Achievability/Viability

The site has been fully planned to ensure that the first homes will be delivered within 18 months of the adoption of the emerging City of York Local Plan. The site is completely viable and will deliver all of the allocated new homes over the life of the Local Plan.





The site is located in a highly sustainable area adjacent to the great City of York.

The masterplan for the site includes the potential to provide shops and other necessary facilities within the development. Whilst the number of facilities and services of York City Centre will be made available by public transport connections and cycling, there is an abundance of services and facilities located within walking and cycling distance to the site in the settlement areas of Osbaldwick, Burnholme, Heworth and Tang Hall. There are a number of employment opportunities available at Osbaldwick Industrial Estate and Link Road Business Park to the south of the site. The site is located within proximity of the park and ride facilities at Grimston Bar. There are a number of existing primary and secondary schools located within walking and cycling distance of the development. The site is also located within walking and cycling distance of the York University Heslington East Campus.

Education

- 01 Osbaldwick Primary School
- 02 Derwent Infant & Junior School
- 03 St Aelred's RC Primary School
- 04 Applefields School
- 05 Hempland Primary School
- 06 Badger Hill Primary School
- 07 Archbishop Holgate's CE School
- 08 Tang Hall Primary School
- 09 Heworth CE Primary School
- 10 York University (East Campus)
- 11 Yearsley Grove Primary School

Retail

- 01 East Parade, Heworth Shops
- 02 Tang Hall Lane Shops
- 03 Milfield Lane Shops
- 04 Osbaldwick Lane Shops
- 05 Farndale Avenue Shops
- 06 B&Q (possible future Sainsbury's)
- 07 York Auction Centre

Employment

- A Osbaldwick Industrial Estate
- B Link Business Park
- C University of York - Heslington East
- D Monks Cross Retail Park
- Public Transport
- Proposed bus route
- Site



Map showing York, the proposed site identified in the red outline and the nearby services.



Indicative Masterplan

Design

Homes on the site will be designed and delivered within a comprehensive masterplan which will ensure that they respect the character of the surrounding area whilst seeking to incorporate 21st century designs to provide a development of its own unique character within a Green Framework. The proposals will contain design guides which will help to create a new exemplary landscape led extension of York.

Homes

The development will deliver much needed affordable homes together with a full range of housing, from starter homes through to larger family homes. Given the size of the development there is also the potential to provide bungalows and extra care facilities. In this way the site will seek to create a balanced community in terms of age and other demographic factors.

Education

The development has the potential to deliver new education facilities where their need is evidenced, viable and cannot be met through the expansion of existing schools located within proximity of the site. There will also be significant contributions available to support the local secondary school, Archbishop Holgate's School, as well as potential new pupils to ensure its future viability.

Transport

Our analysis of transport matters associated with the development of the site has identified that:-

- There are significant transport related opportunities, and few constraints, associated with the development of the site for residential uses;
- The site can be satisfactorily accessed and the access designs will accommodate traffic flows generated by the site. New access proposals include a re-alignment of Osbaldwick Link Road to form the principle access to the site;
- The location of the site will allow opportunities for sustainable travel within York and for easy access to the main road network for car travel movements to longer distance destinations.
- Using Osbaldwick Link Road as the principle vehicular access to the site will ensure that the majority of new car travel from the development will circumnavigate existing settlement areas of the City. Other access points will also be made available; and
- A strategy can be developed to connect the site to existing facilities by bus, on foot and bicycle. This includes the provision of a new bus route and service through the site.

The development of the site presents an opportunity to create modal shift and resultant sustainable travel patterns. Overall it is concluded that the site will be a suitable location for residential development.

Leisure

The site is of sufficient size and land is available to provide the opportunity for a wealth of leisure and recreational facilities. The masterplan proposals identify the delivery of a large number of areas of public open space, particularly at the southern section of the proposals which will seek to deliver a new "Osbaldwick Stray" area and parkland facilities along Tang Hall Beck located in the northern section of the site. In addition the other available parcels of open space offer the potential for a variety of sport, allotment and amenity areas.

Utilities

All of the necessary utilities are available for the site without compromising any of the provision to existing homes and businesses.

Drainage

Given the land area available and modern SUDS techniques there is clear potential for the site to contribute to reductions in flood risk on and off site. In particular surface water will be stored in new attenuation ponds within the overall site area before being discharged at agricultural run-off rates into existing watercourses. New sewers will be constructed to enable foul water to connect into the existing system and existing facilities will be upgraded where required.

Development Principles Keys

- Primary Site Entrance
- Green Corridors, Green Margins & Public Open Space (POS)
- Housing Development Clusters - Set within Green Framework 'Green Cities'
- Primary vehicular route through the site
- Existing Bridleways / Pedestrian Public Rights of Way (PROW)



- 1 North entrance gateway into site from Stockton Lane to form an expansive green setting to preserve the 'green edge' to the Stockton Lane frontage and the open countryside to the north and west.
- 2 South entrance gateway into site from Osbaldwick Link Road set within green corridor/avenue to establish site setting.
- 3 New tertiary access from Bad Bargain Lane set within green setting as a pedestrian/cycle/emergency link.
- 4 'Primary Road - The Avenue' to run through the heart of the development and provides north-south linkage between Stockton Lane and Osbaldwick in the interests of permeability, connectivity and legibility.
- 5 Tang Hall Beck and existing hedgerows/tree to be retained and enhanced with green corridor.
- 6 Central areas of public open spaces as green amenity setting:
 - To divide the site into cluster of housing development with green setting.
 - A safe and legible opportunity to provide pedestrian and cycle routes separate from the primary vehicular routes.

- 7 East west Green Corridor with a prominent view line to York Minster to provide a strong local identity and a sense of place.
- 8 Retain existing hedgerows (circa > 80/90%) with minimal removal to enable through routes.
- 9 Housing development parcels to comprise of mixed density to site edges to open fields -higher density groupings contained within the central areas of housing clusters, as potential homezones to enable pedestrian priority over the car.
- 10 'Green Edge' to eastern boundary to comprise of enhanced landscapes to provide setting for the adjacent offsite bridleway. The 'Green Edge' to create an ecological green corridor framed by lower density housing frontages to enable gradual transition from open fields - bridleways - hedgerows /green edge - lower density housing - internal development
- 11 Links into existing residential development to the west and north to provide pedestrian and cycle links towards York and Osbaldwick, in the interests of 'non-car uses' permeability and integration.
- 12 Non development zone under existing high level power lines.
- 13 Former rail line to form extension of 'York Cycle Way - Route 66' up to eastern boundary of the site.
- 14 Retaining fields, including 'ridge and furrow' landform, to remain as an existing archaeology feature.
- 15 Open space as potential playing fields and sports with linkages to potential school site.
- 16 Retaining corridor of high quality grassland contained within existing hedgerow boundaries.
- 17 Possible location of local centre: metro store and local shops.

Socio-Economic Benefits to the City of York



Direct Impacts	Indirect Impacts	Wider Socio-Economic Effects
Capital Expenditure of £220.8m	261 Construction Jobs Per Annum of Build Programme	Meeting the housing needs of the City of York through delivering new homes for first time buyers, families and senior members of society.
280 Construction Jobs Per Annum of Build Programme	New Homes Bonus of £15.7m & £2.63m additional Council Tax receipts per annum	Supporting mixed communities by providing circa 500 new affordable homes.
£9.55m GVA of Direct Employment	New Retail and Leisure Expenditure of £33.1m each year and a first occupation retail expenditure of £9m creating 245 new jobs in these sectors.	Delivering substantial financial contributions through S106 Agreement and Community Infrastructure Levy payments to deliver improvements to local facilities and infrastructure, including schools

Progress on East of Metcalfe Lane, Osbaldwick

The comments provided within this document are all informed by the extensive work that has already been carried out on the Land East of Metcalfe Lane, Osbaldwick proposals.

This includes:-

- A full landscape appraisal and analysis of key views. Including a Green Belt impact assessment. Identifying areas of the site where green wedges should be provided to retain important views of the City;
- Archaeological investigation and identification of areas of the site to remain in situ to preserve areas of identified archaeological value.
- Heritage assessment and the identification of the areas of the site to remain open in character in order to preserve views onto York Minster and to preserve the character of Osbaldwick Conservation Area.
- Ecological surveys and analysis of the areas of the site where safeguarding and mitigation are required, but where enhancements can be delivered.
- Arboricultural surveys and the identification of high value trees to be retained.
- Geological and geophysical assessments of the site.
- Analysis of drainage and flood risk matters on-site and potential impacts off-site with the subsequent identification of proactive positive drainage solutions.
- Analysis and assessment of the transport impact of the development with subsequent sustainable transport proposals in respect of vehicular, pedestrian and cycling accessibility.
- Liaison with all of the utility companies and development of future proposals.
- Liaison with the local secondary school and other education providers.
- Production of a comprehensive landscape led masterplan for the whole site taking into account each of these considerations.

Land at Metcalfe Lane, Osbaldwick represents a deliverable residential development site. The site lies in a sustainable and suitable location, it is available for development now and the delivery of new homes can be viably achieved within 18 months of the adoption of the Local Plan. The site will provide a significant opportunity to help meet York's current and future housing needs through an exemplary landscape led development, adjacent to the east of the City.

From: Paul Butler [paul.butler@pbplanning.co.uk]
Sent: 04 April 2018 12:50
To: localplan@york.gov.uk
Cc: Tate, Liam
Subject: CITY OF YORK LOCAL PLAN – LAND NORTH OF RIVERSIDE GARDENS, ELVINGTON – BARRATT HOMES & DAVID WILSON HOMES – SUPPORT FOR SITE PREVIOUS REF. SF10 (Ref.802)

Attachments: City of York Local Plan - Riverside Gardens, Elvington - BDW - September 2016.pdf; 20498g - Elvington - Promotional Report - July 2014.pdf; City of York Local Plan - Consultation Form - Riverside Gardens, Elvington - BDW - April 2018.pdf; City of York Local Plan - Riverside Gardens, Elvington - BDW - April 2018.pdf; City of York Local Plan - Riverside Gardens, Elvington - BDW - October 2017.pdf

Dear Sir or Madam,

We write on behalf of our client Barratt Homes & David Wilson Homes (BDW) to provide City of York Council (CYC) with their representations to CYC's Publication Draft Local Plan (February 2018).

From a review of the latest version of the Local Plan, it is clear that CYC have not taken on board the evidence we previously presented in our representations to earlier versions of the Local Plan, by letters dated 12th September 2016 and 27th October 2017. As a result, we are concerned that the current Publication Draft Local Plan cannot be considered sound in the context of Paragraph 182 of the NPPF.

We **object** to the site being rejected as a potential housing option within CYC's Publication Draft Local Plan. It is our considered opinion that the development proposals are situated in a suitable and highly sustainable location in respect of existing settlement form and that there are no technical or environmental (built and natural) constraints that would preclude the development of the site.

The enclosed representations re-iterate the evidence we have previously submitted to CYC to demonstrate the deliverability of our client's land interest at North of Riverside Gardens, Elvington, which we propose to be considered as a potential housing land allocation within the emerging City of York Local Plan. The site was previously identified as Safeguarded Land allocation SF10 within the withdrawn City of York Publication Draft Local Plan (October 2014).

We believe that additional housing allocations to those currently proposed by CYC will need to be identified in order to meet the City's housing needs over the proposed plan period. Which is why we fully support CYC's Officer's recent recommendation to allocate the site for residential development.

Our proposals have the potential to provide a residential development of up to 110 new homes, public open space and associated infrastructure. The proposals will deliver a development which respects the character of the surrounding area whilst providing a high quality residential development where people will want to live.

Should you require any further details or clarification on the content of this letter please do not hesitate to contact me.

Kind regards,

Paul

Paul Butler
Director



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01904 731365

PO Box 827, York, YO31 6EE

City of York Local Plan Publication Draft 2018 Consultation response form 21 February – 4 April 2018

OFFICE USE ONLY:

ID reference:

This form has three parts: **Part A** Personal Details, **Part B** Your Representation and **Part C** How we will use your Personal Information

To help present your comments in the best way for the inspector to consider them, the Planning Inspectorate has produced this standard comment form for you to complete and return. We ask that you use this form because it structures your response in the way in which the inspector will consider comments at the Public Examination. Using the form to submit your comments also means that you can register your interest in speaking at the Examination.

Please read the guidance notes and Part C carefully before completing the form. Please ensure you sign the form on page 6.

Please fill in a separate part B for each issue/representation you wish to make. Any additional sheets must be clearly referenced. If hand writing, please write clearly in blue or black ink.

Part A - Personal Details

Please complete in full; in order for the Inspector to consider your representations you must provide your name and postal address).

1. Personal Details		2. Agent's Details (if applicable)
Title		Mr
First Name		Paul
Last Name		Butler
Organisation (where relevant)	Barratt Homes & David Wilson Homes	PB Planning Ltd
Representing (if applicable)		Barratt Homes & David Wilson Homes
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E-mail Address		paul.butler@pbplanning.co.uk
Telephone Number		07970 506702

Representations must be received by Wednesday 4 April 2018, up until midnight.
Representations received after this time will not be considered duly made.

Guidance note

Where do I send my completed form?

Please return the completed form **by Wednesday 4 April 2018, up until midnight**

- To: FREEPOST RTEG-TYYU-KLTZ Local Plan, City of York Council, West Offices, Station Rise, York, YO1 6GA
- By email to: localplan@york.gov.uk

Electronic copies of this form are available to download at www.york.gov.uk/localplan or you can complete the form online at www.york.gov.uk/consultations

What can I make comments on?

You can make representations on any part of the publication draft of the Local Plan, Policies Map or Sustainability Appraisal. Comments may also refer to the justification and evidence in the supporting technical papers. The purpose of this consultation is for you to say whether you think the plan is legally compliant and 'sound'. These terms are explained as you go through the response form.

Do I have to use the response form?

Yes please. This is because further changes to the plan will be a matter for a Planning Inspector to consider and providing responses in a consistent format is important. For this reason, all responses should use this consultation response form. Please be as succinct as possible and **use one response form for each representation you wish to make** (topic or issue you wish to comment on). You can attach additional evidence to support your case, but please ensure that it is clearly referenced. It will be a matter for the Inspector to invite additional evidence in advance of, or during the Public Examination.

Additional response forms can be collected from the main council offices and the city's libraries, or you can download it from the council's website at www.york.gov.uk/localplan or use our online consultation form via <http://www.york.gov.uk/consultations>. However you choose to respond, in order for the inspector to consider your comments you must provide your name and address with your response.

Can I submit representations on behalf of a group or neighbourhood?

Yes, you can. Where there are groups who share a common view on how they wish to see the plan modified, it would be very helpful for that group to send a single representation that represents that view, rather than for a large number of individuals to send in separate representations that repeat the same points. In such cases the group should indicate how many people it is representing; a list of their names and addresses, and how the representation has been agreed e.g. via a parish council/action group meeting; signing a petition etc. The representations should still be submitted on this standard form with the information attached. Please indicate in Part A of this form the group you are representing.

Do I need to attend the Public Examination?

You can indicate whether at this stage you consider there is a need to present your representation at a hearing session during the Public Examination. You should note that Inspectors do not give any more weight to issues presented in person than written evidence. The Inspector will use his/her own discretion in regard to who participates at the Public Examination. All examination hearings will be open to the public.

Where can I view the Local Plan Publication Consultation documents?

You can view the Local Plan Publication draft Consultation documents

- Online via our website www.york.gov.uk/localplan.
- City of York Council West Offices
- In all libraries in York.

Part B - Your Representation

(Please use a separate Part B form for **each** issue to you want to raise)



3. To which document does your response relate? (Please tick one)

City of York Local Plan Publication Draft

Policies Map

Sustainability Appraisal/Strategic Environmental Assessment

What does 'legally compliant' mean?

Legally compliant means asking whether or not the plan has been prepared in line with: statutory regulations; the duty to cooperate; and legal procedural requirements such as the Sustainability Appraisal (SA). Details of how the plan has been prepared are set out in the published Consultation Statements and the Duty to Cooperate Statement, which can be found at www.york.gov.uk/localplan

4. (1) Do you consider the document is Legally compliant?

Yes

No

4.(2) Do you consider that the document complies with the Duty to Cooperate?

Yes

No

4.(3) Please justify your answer to question 4.(1) and 4.(2)

Please see enclosed submitted representations.

What does 'Sound' mean?

Soundness may be considered in this context within its ordinary meaning of 'fit for purpose' and 'showing good judgement'. The Inspector will use the Public Examination process to explore and investigate the plan against the National Planning Policy Framework's four 'tests of soundness' listed below. The scope of the Public Examination will be set by the key issues raised by responses received and other matters the Inspector considers to be relevant.

What makes a Local Plan "sound"?

Positively prepared - the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development.

Justified – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence.

Effective – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities

Consistent with national policy – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework

Representations must be received by Wednesday 4 April 2018, up until midnight.
Representations received after this time will not be considered duly made.

5.(1) Do you consider the document is Sound?

Yes No

If yes, go to question 5.(4). If no, go to question 5.(2).

5.(2) Please tell us which tests of soundness the document fails to meet: (tick all that apply)

Positively prepared	<input checked="" type="checkbox"/>	Justified	<input checked="" type="checkbox"/>
Effective	<input checked="" type="checkbox"/>	Consistent with national policy	<input checked="" type="checkbox"/>

5.(3) If you are making comments on whether the document is unsound, to which part of the document do they relate?

(Complete any that apply)

Paragraph
no.

**See enclosed
representations**

Policy
Ref.

**See enclosed
representations**

Site Ref.

Site Ref. SF10

5.(4) Please give reasons for your answers to questions 5.(1) and 5.(2)

You can attach additional information but please make sure it is securely attached and clearly referenced to this question.

Please see enclosed submitted representations

6. (1) Please set out what change(s) you consider necessary to make the City of York Local Plan legally compliant or sound, having regard to the tests you have identified at question 5 where this relates to soundness.



You will need to say why this modification will make the plan legally compliant or sound. It will be helpful if you could put forward your suggested revised wording of any policy or text.

Please note your representation should cover succinctly all the information, evidence and supporting information necessary to support/justify the representation and the suggested modification, as there will not normally be a subsequent opportunity to make further representations based on the original representation at publication stage.

After this stage, further representations will be only at the request of the Inspector, based on the matters and issues he/she identifies for examination.

Please see enclosed submitted representations

7.(1). If your representation is seeking a change at question 6.(1), do you consider it necessary to participate at the hearing sessions of the Public Examination? (tick one box only)

No, I do not wish to participate at the hearing session at the examination. I would like my representation to be dealt with by written representation

Yes, I wish to appear at the examination

If you have selected **No**, your representation(s) will still be considered by the independent Planning Inspector by way of written representations.

7.(2). If you wish to participate at the oral part of the examination, please outline why you consider this to be necessary:

Please see enclosed submitted representations

Please note: the Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate at the hearing session of the examination.

Part C - How we will use your Personal Information

We will only use the personal information you give us on this form in accordance with the Data Protection Act 1998 (and any successor legislation) to inform the Local Plan process.

We only ask for what personal information is necessary for the purposes set out in this privacy notice and we will protect it and make sure nobody has access to it who shouldn't.

City of York Council does not pass personal data to third parties for marketing, sales or any other commercial purposes without your prior explicit consent.

As part of the Local Plan process copies of representations made in response to this consultation including your personal information must be made available for public inspection and published on the Council's website; they cannot be treated as confidential or anonymous and will be available for inspection in full. Copies of all representations must also be provided to the Planning Inspectorate as part of the submission of the City of York Local Plan.¹

Storing your information and contacting you in the future:

The information you provide on this form will be stored on a database used solely in connection with the Local Plan. If you have previously responded as part of the consultation on the York Local Plan (previously Local Development Framework prior to 2012), your details are already held on the database. This information is required to be stored by the Council as it must be submitted to the Planning Inspectorate to comply with the law.¹ The Council must also notify those on the database at certain stages of plan preparation under the Regulations.²

Retention of Information

We will only keep your personal information for as long as is necessary and when we no longer have a need to keep it, we will delete or destroy it securely. The Local Planning Authority is required to retain your information during the plan making process. The information you submit relating to the Local Plan can only cease to be made available 6 weeks after the date of the formal adoption of the Plan.³

Your rights

To find out about your rights under the Data Protection Act 1998 (and any successor legislation), you can go to the Information Commissioners Office (ICO) <https://ico.org.uk/for-the-public/>

If you have any questions about this Privacy Notice, your rights, or if you have a complaint about how your information has been used or how long we have kept it for, please contact the Customer Feedback Team at haveyoursay@york.gov.uk or on [01904 554145](tel:01904554145)

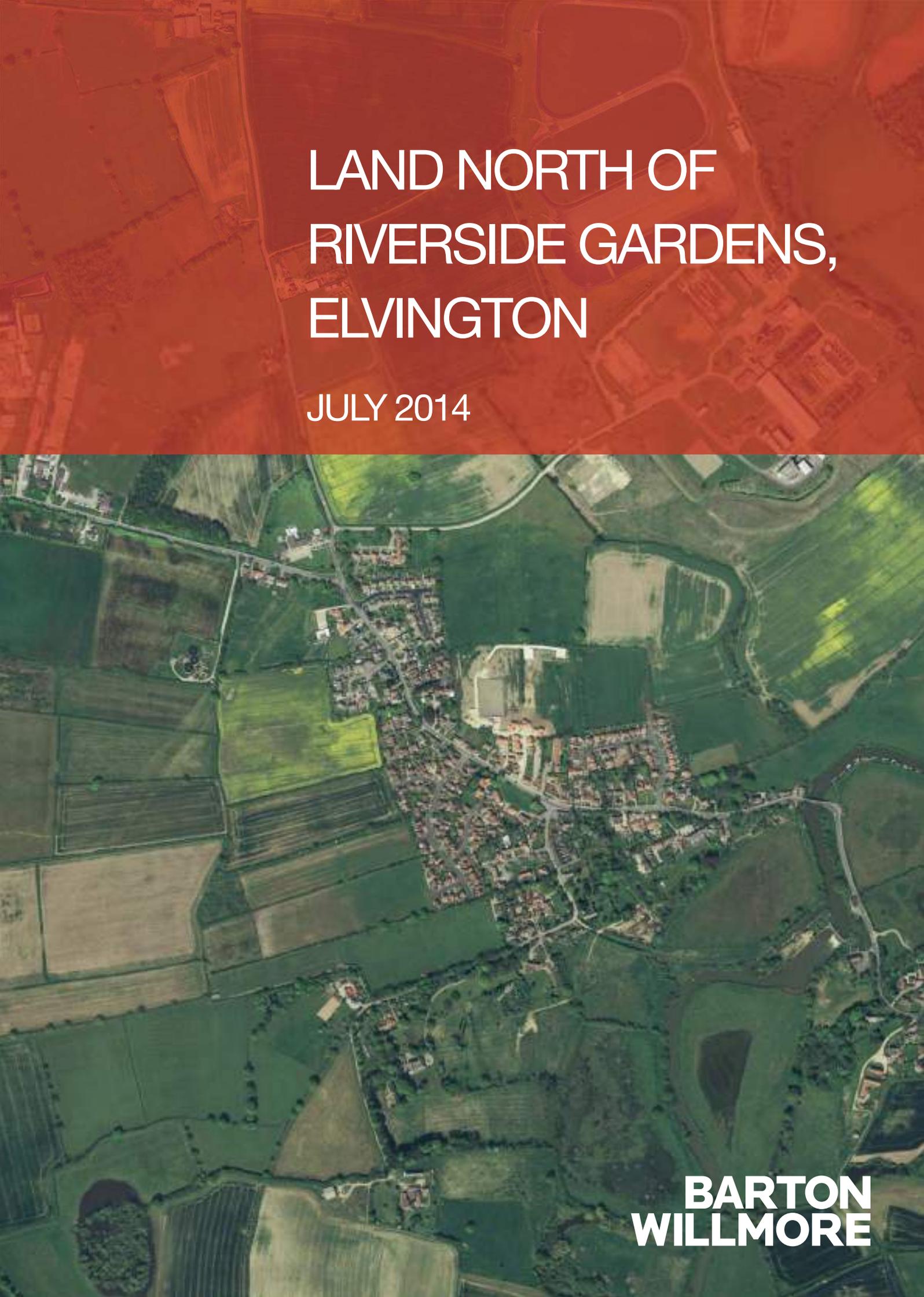
Signature

Date

¹ Section 20(3) Planning & Compulsory Purchase Act 2004 Regulations 17,22, 35 & 36 Town and Country Planning (Local Planning) England) Regulations 2012

² Regulation 19 Town and Country Planning (Local Planning) England) Regulations 2012

³ Regulation 35 Town and Country Planning (Local Planning) England) Regulations 2012



LAND NORTH OF RIVERSIDE GARDENS, ELVINGTON

JULY 2014

**BARTON
WILLMORE**

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Date:	15 July 2014
Prepared by:	MW
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LAND NORTH OF RIVERSIDE GARDENS, ELVINGTON

JULY 2014

**BARTON
WILLMORE**

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YORK

A64

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B1228

Elvington

Figure 1 : Site Location Plan

1. Introduction

This promotional document has been prepared by Barton Willmore on behalf of Barratt and David Wilson Homes to assist City of York Council with the preparation of their emerging Local Plan. It demonstrates the Land North of Riverside Gardens, Elvington represents a sustainable solution which can help meet the future housing growth required in York.

1.1 Purpose of the Report:

1.1.1 The emerging Local Plan acknowledges that a sufficient amount of land is required to meet the number of homes required over the plan period. In order to fulfil this commitment, it accepts that there is a need to provide a range and choice of sites capable of meeting future requirements and in line with the Spatial Strategy for the City of York. In particular, new housing development needs to be focussed in the most sustainable locations across York.

1.1.2 A desk based assessment has been adopted to establish the constraints and opportunities for the site. This has influenced the production of an indicative master plan to show how the site could be laid out and to demonstrate that a high quality housing development can be comfortably integrated within the surrounding area.

1.1.3 It is considered that the site detailed in this report would make an ideal location for residential development and would accord with the Framework on Housing in the following regard:

- **Available** – Barratt and David Wilson Homes have an option to develop the site and are actively seeking to provide the site for residential development.
- **Suitable** – The site is in a sustainable location, is well related to the existing built form and is accessible from the main transport network. Furthermore, the site does not warrant Green Belt status in the emerging Local Plan.
- **Achievable** – the landowner is committed to bringing the site forward as soon as possible so delivery of housing can be achieved within the plan period.

1.1.4 Overall this report demonstrates that the site can be considered to be both deliverable and a viable location for future housing development.



Derwent Close

B1228

Roxby Close

Riverside Gardens

Main Street

Figure 2 : Satellite Image of Site

2. Site and Surroundings

2.1 Site Location

2.1.1 The site is located adjacent to the north eastern edge of Elvington, approximately 10km from the centre of York. It occupies agricultural land sitting between the established residential neighbourhoods of Riverside Gardens to the south and Derwent Close to the North.

2.1.2 The site outlined in red (4.15 hectares) indicates safeguarded land which this document demonstrates as suitable to be allocated for housing. The site outlined in orange (12.75 hectares) indicates land that could be released from the Green Belt and safeguarded for future development.

2.1.3 The B1228 (Main Street) forms the historic spine to the village of Elvington. The village green is located approximately 150m south of the Site's southern boundary, around which a number of local facilities are located.

2.1.4 The B1228 connects to the A64 (approximately 7km from the village) which provides connections to the wider strategic road network and a number of routes into York City Centre.

2.2 Site Description

2.2.1 The site extends to 16.9 hectares in size, of which 4.15 hectares is allocated as safeguarded land while the remainder to the north is currently Green Belt land. The site, as referred to by the red and orange lines in Figure 3, is surrounded:

- to the north by Derwent Close;
- to the east by field boundaries and a watercourse (fields and Elvington Water Treatment Works beyond);
- to the south by the rear of properties accessed from Riverside Gardens and Roxby Close; and
- to the west by an existing residential area, the rear of properties accessed from the B1228, Hillgarth Court, Beech Grove and Derwent Close.

2.2.2 The site is well enclosed by existing residential areas. It is contiguous with established neighbourhoods to the west and south. Its northern edge is well defined by Derwent Close and the access road to the water treatment works.

2.2.3 The site is comprised mainly of grass fields. There are a limited number of hedgerows separating the fields. Part of the site is currently in use as paddocks and an equine facility.

2.2.4 Within the site, a number of areas of mature trees are clustered along field boundaries and the watercourse.



View from Riverside Close Looking North to the Potential New Access



View East from Derwent Close



Village Green Alongside Main Street (B1228)

LEGEND

- Site Boundary (Safeguarded Land)
- Land release from Green Belt

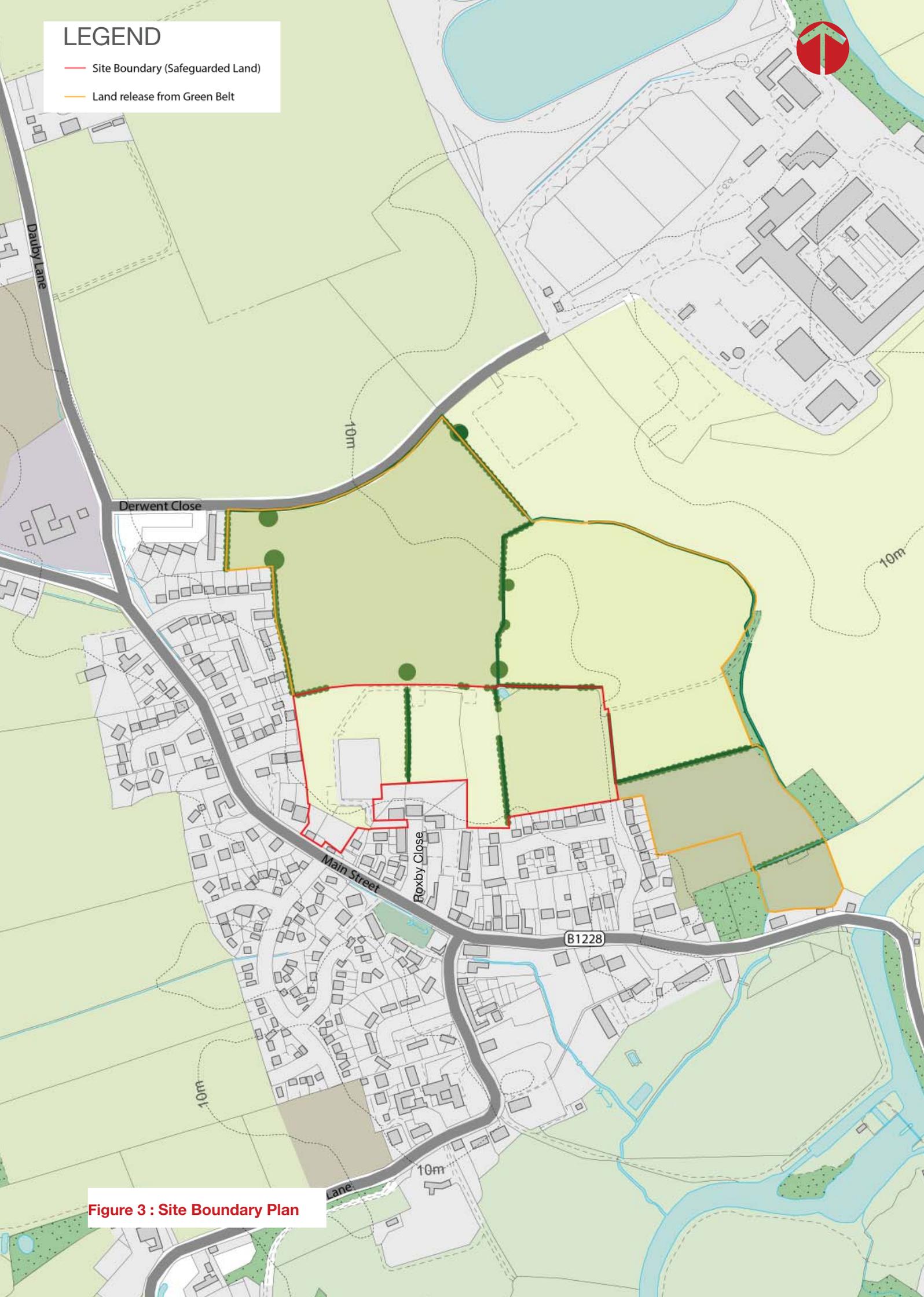


Figure 3 : Site Boundary Plan

3. Planning Policy

The Proposed Development site lies within the administrative boundary of the City of York Council, and therefore this section has considered the appropriate national and local policies relevant to the site.

3.1 National Planning Policy

3.1.1 The National Planning Policy Framework (NPPF) plays an important role in achieving the Government's key objective of increasing the supply of new homes. Paragraph 50 of the Framework seeks to deliver a wide choice of high quality homes, to widen opportunities for home ownership and to create sustainable, inclusive and mixed communities.

3.1.2 The NPPF plays an important role in achieving the Government's key objective of increasing the supply of new homes. Paragraph 50 of the Framework seeks to deliver a wide choice of high quality homes, to widen opportunities for home ownership and to create sustainable, inclusive and mixed communities.

3.1.3 In order to achieve this the NPPF requires local planning authorities to:

- Ensure that the full objectively assessed housing needs are met for market and affordable housing based upon current and future demographic and market trends;
- Identify the housing size, type and tenure that is required to meet those needs and also the sites required to deliver them; and
- To identify a supply of specific developable sites or broad locations for growth over a 15 year period.

3.1.4 The NPPF also advises at paragraph 49 that housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.

3.1.5 In paragraph 17, the NPPF lists 12 core land-use planning principles which should underpin decision-taking. The 3rd, 4th and 11th principles seek to deliver new homes to meet the identified housing needs of an area, to secure high quality design and amenity for residents, to promote sustainable modes of transport and to improve health, social and cultural wellbeing for all.

3.2 Planning Practice Guidance (PPG)

3.2.1 In March 2014, the Government published online Planning Practice Guidance. The PPG contains various guidance of relevance to the registration, processing and consideration of planning applications for proposed development.

3.2.2 The PPG offers further practical advice in the following areas, of relevance to the Proposed Development:

- Good quality design
- Conserving and enhancing the historic environment
- Flood Risk and Coastal Change
- Health and wellbeing
- Housing and economic development needs assessments
- Housing and economic land availability assessment
- Natural Environment
- Noise
- Open space, sports and recreation facilities, public rights of way and local green spaces
- Strategic environmental assessment and sustainability appraisal
- Travel plans, transport assessments and statements in decision-taking
- Viability
- Water supply, waste water and water quality

3.3 Local Planning Policy

City of York Development Control Local Plan (2005)

3.3.1 The current Development Control Local Plan (DCLP) was approved for Development Control purposes only in April 2005 and therefore was never statutorily adopted. Within the DCLP the site has no allocation and is currently within the Green Belt (Policy SP2). The Regional Spatial Strategy for Yorkshire and the Humber was revoked on the 22nd February 2013 although the policies relating to the Green Belt around York were retained.

City of York Local Plan (Emerging)

3.3.2 The Council are in the process of preparing a new Local Plan following the introduction of the NPPF. The City of York Local Plan Preferred Option (LPPO) was published for public consultation in June 2013. The LPPO is proposing to deliver at least 21,936 new dwellings across the City between 2012-2030 and has identified a number of strategic housing allocations and other site specific housing allocations to deliver these dwellings over the plan period.

3.3.3 As a result of additional sites being suggested for development as part of the LPPO consultation, the Council decided to undertake further consultation on those additional sites only. As such this document forms part of our direct response to that consultation. In the Further Sites Consultation document the site at Elvington has been identified as delivering up to 84 dwellings on 4ha of land (site ref: 802), with a recommendation to include the site as safeguarded land within the Local Plan.

3.3.4 We support the Council in removing this site from the Green Belt as it does not fulfil the purposes of including land within the Green Belt as set out in paragraph 80 of the NPPF.

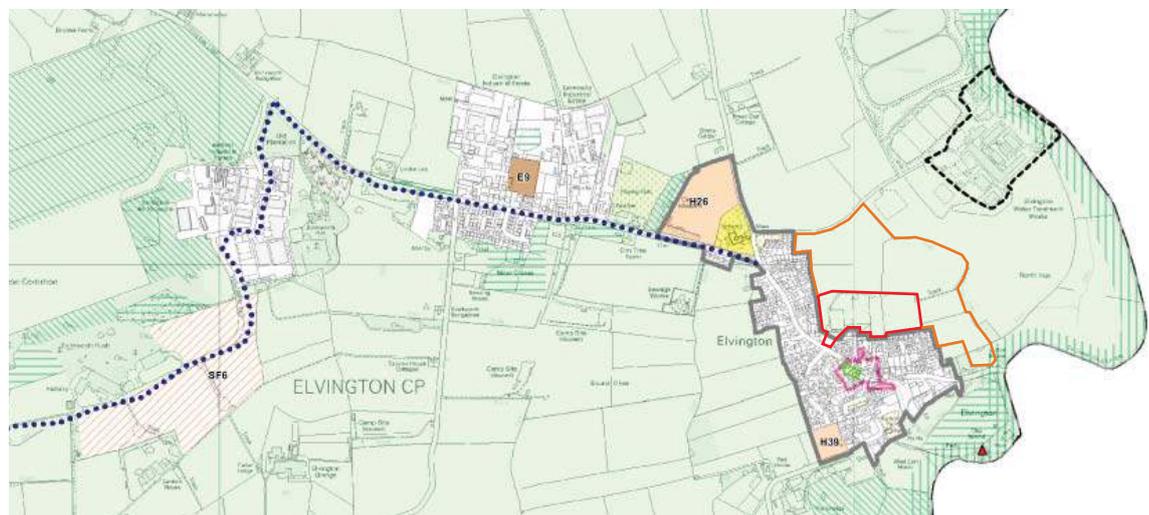


Figure 4 : City of York Council's Draft Proposals Map

4. Material Planning Considerations

4.1 Flood risk

4.1.1 The site is approximately 4.15 Hectares in size and is located within Flood Zone 1. Part of the larger site is partially within Flood Zones 2 and 3 (Based upon the Environment Agency On-line flood maps), in its south east corner. We will seek to design the scheme so as to avoid built development within Flood Zones 2 and 3.

4.1.2 National Planning Policy Framework (NPPF) Technical Guidance document Table 1 confirms Flood Zone 1 is designated as Low Probability, having less than 1 in 1000 annual probability of river or sea flooding.

4.1.3 With the site area being greater than 1 ha, a Flood Risk Assessment is required in line with the Environment Agency Flood Risk Assessment Guidance Note 1 (April 2012).

4.1.4 The FRA will be focused on the management of surface water run-off from the proposed development which is the most important aspect to consider.

4.1.5 For the purpose of analysis in terms of flood risk the site is assumed to be 100% Greenfield for calculation of the existing surface water discharge rate. The City of York SFRA page 59 paragraph 4.1.8 bullet point 2 confirms that run off rates for Greenfield sites, unless otherwise calculated, will be calculated as 1.4 l/s/ha (litres per second per hectare). The most appropriate calculation for Greenfield Run of rate is the IH124 method.

4.1.6 City of York Council's Planning Policy GP15a 'Development and Flood Risk' confirms that any proposed development should not exceed the capacity of existing and proposed receiving sewers and watercourses and long term run off should always be less than the level of pre-development rainfall run off.

4.2 Drainage

4.2.1 An appropriate strategy can be formulated at the required time in respect of connecting to the existing system for foul water and existing system or river Derwent for surface water.

4.3 Ecology

4.3.1 The larger site at Elvington is partially within a statutory nature Conservation Area (NSNCS), albeit this covers a very small area within the south east corner. In close proximity to the site there is a Site of Importance for Nature Conservation (SINC) and Site of Local Interest for Nature Conservation (SLINC).

4.4 Highways

4.4.1 Vehicle access to the site is possible from its southern edge via Riverside Gardens while additional vehicle accesses could be taken either via Roxby Close, by 'punching through' onto the B1228 and from the northern boundary to the larger site.

4.4.2 Linkages for pedestrians and cyclists will also be considered to provide connectivity to Elvington Village and its associated shops, services and facilities.

4.5 Landscape and Landform

4.5.1 The site comprises a series of fields, predominantly pasture, and is currently used as rough grazing. The site lies within the low-lying Vale of York Character Area (Area 28) and is characterised by being generally flat with minimal undulations.

4.5.2 Where there are few features, views are potentially long ranging. Conversely, where there are features in the landscape, trees, hedge lines, buildings etc, views are obscured and are short range only.

4.5.3 The site lies at 10m AOD.

4.5.4 Field boundaries vary in type and condition. Internally, the dividing hedge boundaries, where present, are a mix of variable, overgrown and unmanaged and sparse or absent hedge vegetation.

4.5.5 A public footpath is located beyond the south eastern edge of the site and follows the course of the River Derwent.

LEGEND



- Site Boundary (Safeguarded Land)
- Land release from Green Belt
- 10m Existing Contours
- ▒ Existing Development
- Village Centre *
- General Housing Sites *
- Village Green *
- Existing Open Space *
- ▨ Nationally Significant Nature Conservation Sites *
- ▨ Site of Importance to Nature Conservation *
- ▨ Sites of Local Interest for Nature Conservation *
- Established Woodland
- Existing Trees and Hedgerows
- Existing Watercourse
- Flood Zone
- Village Hall
- Village Store
- Village Pub
- ⊕ Elvington Holy Trinity Church
- ▒ Elvington C of E Primary School
- Main Road
- Bus Stops
- Footpath/Cycleway
- Proposed Improvement to the Cycle Network *
- ▨ Possible Development Area
- Potential Access Point

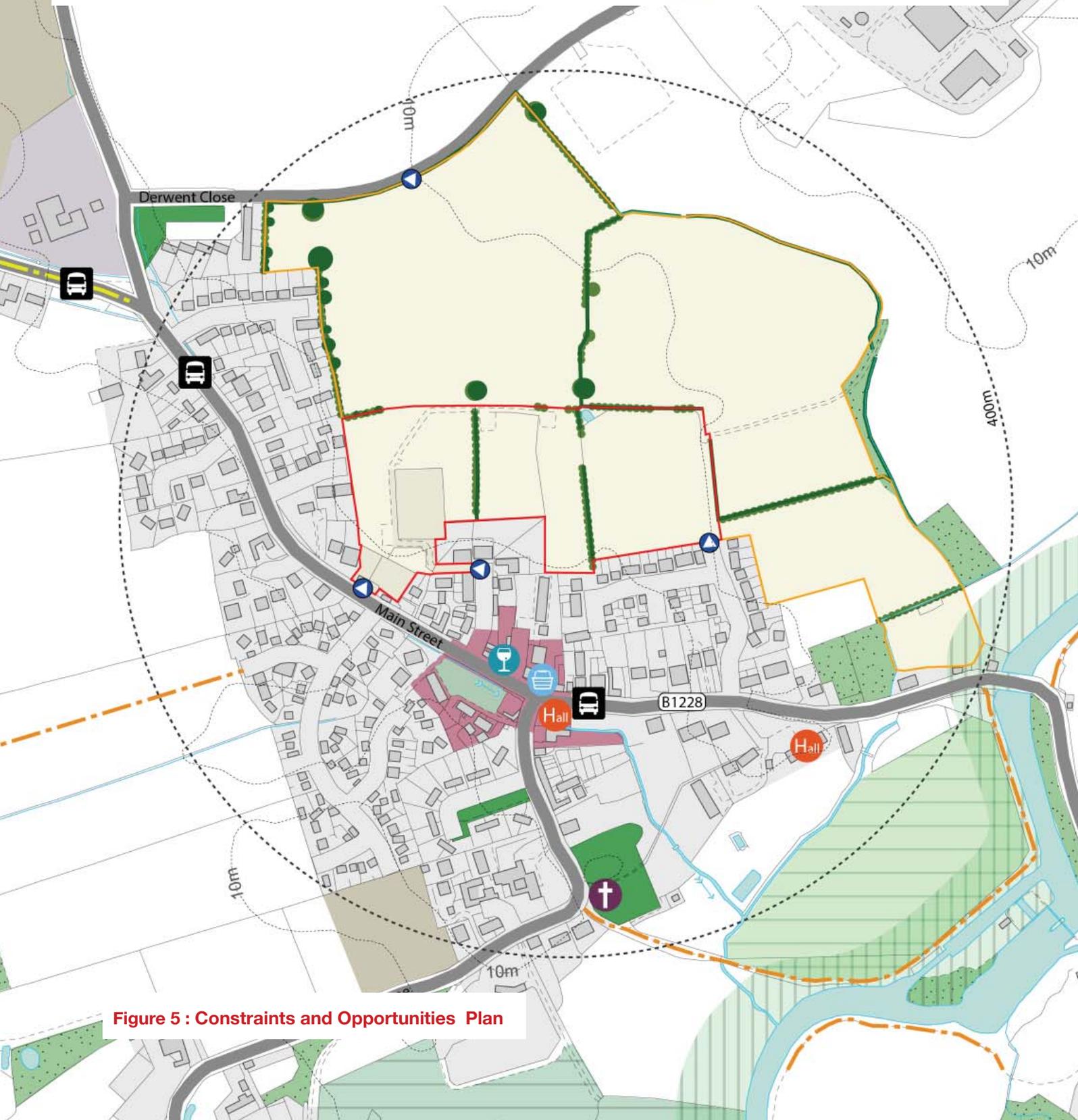


Figure 5 : Constraints and Opportunities Plan

5. Development Appraisal

5.1 Site Appraisal

Trees and Hedgerows

5.1.1 Where feasible, existing trees and hedgerows will be retained and incorporated into the proposed landscape structure.

Access

5.1.2 Primary access to the site from the south will be taken from Riverside Gardens. Two additional southern vehicle accesses are possible via Roxby Close or from the B1228 (this option involves the demolition of an existing dwelling).

5.1.3 A northern access point is envisaged from Derwent Close / access road to water treatment works. This is likely to be required to serve the larger site area.

Existing Buildings

5.1.4 While there are no permanent buildings on the site, there are some temporary structures associated with its use as an equine facility with paddocks..

Planning Designations

5.1.5 The southern part of the site is currently allocated as safeguarded land while the northern part of the site currently lies within the York Green Belt. However, a large amount of land across York currently lying within the Green Belt will be required for future housing.

5.1.6 Encroaching on the south eastern corner of the larger site is flood zone 3.

5.2 A Significant Opportunity for Housing

5.2.1 Across the City Region we believe there could be a shortfall in housing as allocated housing sites could potentially be delivered at lower capacities than predicted. As such, additional sites may be required in sustainable locations that can help to meet this shortfall.

5.2.2 Land north of Riverside Gardens provides a fantastic opportunity to meet the City's housing needs as well as deliver some significant social and economic benefits at the heart of the village. Barratt Homes are committed to the delivery of this Site and see it as an ideal location for housing to support the emerging plan.

LEGEND

- Site Boundary (Safeguarded)
- Land release from Green Belt
- 10m Existing Contours
- Existing Development
- Village Centre *
- General Housing Sites *
- Village Green *
- Existing Open Space *
- Nationally Significant Nature Conservation Sites *
- Site of Importance to Nature Conservation *
- Sites of Local Interest for Nature Conservation *
- Established Woodland
- Existing Trees and Hedgerows
- Existing Watercourse
- Flood Zone

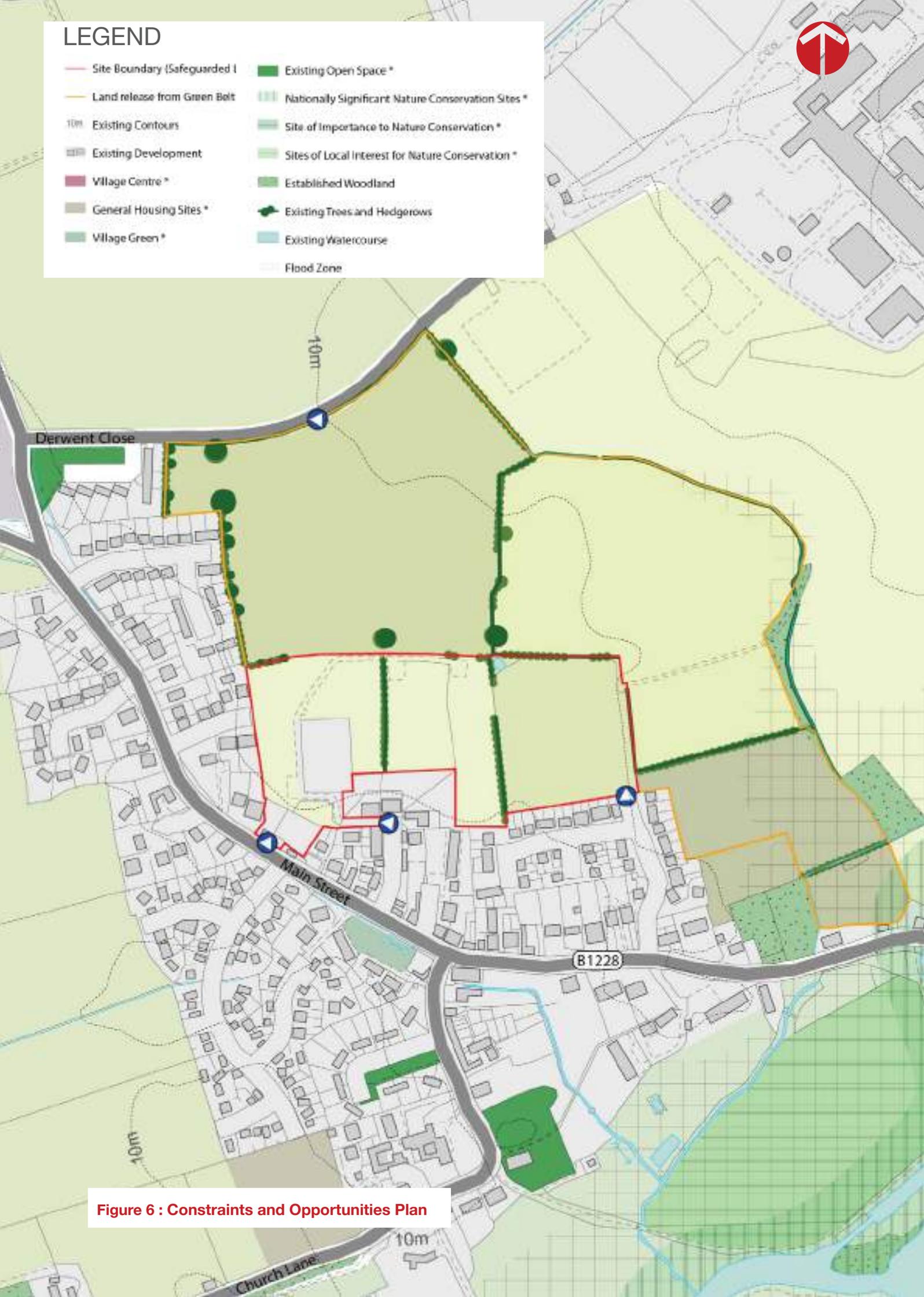


Figure 6 : Constraints and Opportunities Plan

5.3 Development Concept

5.3.1 An indicative masterplan has been prepared for the site currently allocated as safeguarded land, outlined in red within Figure 7. It is envisaged that this site could form the an initial phase of a larger housing release that carefully plans for the expansion of Elvington.

5.3.2 The safeguarded land extends to approximately 4.15 hectares while the additional land which has been identified for a potential further expansion (currently Green Belt land) extends to approximately 12.75 hecatres.

5.3.3 For the purpose of this promotional document, the indicative masterplan for the safeguarded land has been developed to a level of detail capable of demonstrating, at a high level, access and circulation, urban form and open space framework.

5.3.4 In terms of the larger site, indicative and potential points of access have been shown. Further, more detailed design work would need to be carried out to determine more accurate development areas and site capacity.

Access and Circulation

5.3.5 Three potential vehicle access points are shown via Riverside Gardens, Roxby Close and the B1228 (including the demolition of an existing dwelling).

5.3.6 A clear street hierarchy is proposed which includes a primary street connecting the two potential access points at Riverside Gardens and the B1228. Shared surface Secondary Streets and Lanes lead from the primary street to complete the hierarchy.

Urban Form

5.3.7 The majority of the development within the site will take the form of residential development as is shown in Figure &. This will be delivered in the form of closed perimeter blocks. This has the advantage of allowing for a highly permeable and legible urban structure with an inherent flexibility capable of accommodating a variety of types of public spaces. Development blocks will positively address street, spaces and paths.

Open Space Framework

5.3.8 The open space framework focuses on the retention of existing hedgerows and trees and incorporating them, where possible, into larger areas of open space. This will help to create green corridors which provide for safe and attractive pedestrian and cycle routes.

5.3.9 Overall, the framework focuses on improving the quality and accessibility of existing open fields sitting within the greenbelt.

Development Capacities

5.3.10 The table below sets out the indicative development capacity for the site, taking into account open space requirements as set out in Annex A of Policy L1c of the City of York Draft Local Plan.

Calculations	Ha
Open Space	
Informal Amenity Space	0.26
Landscaping	0.30
Sports Pitches	0.41
Potential commuted sum for sports pitches	
Development Area	
Residential	3.59
SUDs	T.B.C.
Site Area	
	4.15
Delivering Housing Numbers	
Approximate Housing Density	25-40 dph
Indicative Site Capacity	90-143

LEGEND

- Site Boundary (Safeguarded Land)
- Land release from Green Belt
- 10m Existing Contours
- Existing Development
- Village Green *
- Established Woodland
- Existing Trees and Hedgerows
- Existing Watercourse
- Flood Zone
- Main Road
- Bus Stops
- Future Safeguarded Land for Housing
- Potential Access Point
- Indicative Development Blocks
- Open Space
- Primary Streets
- Secondary Streets
- Potential Access to new Safeguarded Land



Figure 7 : Indicative Masterplan

5.4 Green Belt Assessment

5.4.1 Based upon the assessment undertaken against the 5 criteria above, the site does not serve the purpose for including land within the Green Belt. As such the site should be removed from the green belt with a further area safeguarded for future development, in order to meet long term housing requirements.

5.4.2 It is evident that York City Council cannot meet their housing needs on brownfield/regeneration sites or within the main built up area, and as a result unless further land is released from the Green Belt or Safeguarded for future development, it will not be possible for the Council to achieve their housing targets.

Purpose	Assessment	Comments	Does it fulfil this purpose?
1. Check the unrestricted sprawl of large built-up areas	Would development of the site lead to/constitute ribbon development?	No	Development of the site would not perform a role in checking the unrestricted sprawl of a large built up area
	Would development result in an isolated development site not connected to existing boundaries?	No, the site is located on the northern boundary of Elvington with clear road and footpath connections available	
	Is the site well connected to the built up area (2+ boundaries with existing built up area)?	Yes, the site is bound to the south and west by residential development with 4 potential access points from existing roads	
	Would development of the site effectively "round off" the settlement pattern?	Yes, it would "round off" the northern and eastern boundary of the settlement acting as a clear natural barrier	
2. Prevent neighbouring towns from merging	Would development of the site lead to physical connection of settlements?	No, the nearest settlement lies to the south east of Elvington which is separated by the River Derwent	Yes
	Do natural/physical features provide a good existing barrier/boundary to contain development?	Yes, the site is bound on all 4 sides with established hedgerows along the eastern boundaries, a road to the north and residential areas to the south and west	
3. Preserve the setting and special character of historic towns	i) Is the site adjacent to a conservation area, listed building or other historical features?	No	The criteria is not applicable to this site
	ii) If 'yes', could development preserve this character?	N/A	
4. Assist in urban regeneration, by encouraging the recycling of derelict and other urban land	N/A - The emerging City of York Local Plan policies will encourage the redevelopment and regeneration of key sites across the authority area. Whilst the Local Plan will focus development on brownfield/ regeneration sites it is clear that not all of the identified housing need can be met on these sites, as only 19% of housing need will be delivered in the main built up area.		
5. Assist in safeguarding the countryside from encroachment	Is there a strong defensible boundary between the site and the existing urban area?	No, the boundaries are not clearly defined	The site does not perform an important role in safeguarding the countryside from encroachment. Measures could be put in place to mitigate against any impact upon local or national conservation designated areas where relevant.
	Does the site provide access to the countryside?	No, there are no existing footpaths or rights of way that pass through the site	
	Does the site include local or national conservation designated areas?	Yes, a very small portion of the south east corner of the site is within a Statutory Nature Conservation Area	
	Does the site include areas of woodlands, trees, hedgerows that are protected, or significant unprotected tree/hedge cover?	No	
	Does the site include 1, 2 or 3a agricultural land?	No	
	Does the site contain buildings?	No	
	If 'yes', are these in agricultural use?	N/A	

6. Conclusions

6.4.1 This report identifies that the site represents a 'deliverable site' for future residential development that would provide between 90 and 143 new high quality homes to form a logical extension to the north of Riverside Gardens.

6.4.2 The site is able to utilise and enhance existing infrastructure in the surrounding area thereby making it very deliverable.

6.4.3 The site occupies a sustainable location that would be further enhanced by residential development on this site assisting York to deliver a flexible and responsive supply of housing land in consideration of its future housing land requirements.

6.4.4 The larger site does not perform a greenbelt function: it is built up on two of its four sides, contained on three and would not contribute to urban sprawl. The development of the site would nevertheless present an opportunity to establish an effective, long-term greenbelt boundary, along its eastern edge. The watercourse and associated planting that forms this boundary would be a robust and defensible edge to the settlement.

6.4.5 As with any site, there are a number of matters which will need to be addressed. However, preliminary assessment work has identified these matters and confirmed that these can be satisfactorily addressed either through proposing additional measures, mitigation or enhancement. Further detailed technical work will be undertaken as the Local Plan progresses in order to provide certainty of delivery.

6.4.6 In respect of national and local planning guidance, this site is considered to be a 'deliverable housing' site as it is available, achievable and suitable for residential development.

6.4.7 Overall the site can contribute significantly to York's supply of deliverable housing land and is a sound justified sustainable solution to meeting future housing needs in York.

**BARTON
WILLMORE**

Local Plan,
City of York Council,
West Offices,
Station Rise,
York,
YO1 6GA

12th September 2016

Dear Sir or Madam,

CITY OF YORK LOCAL PLAN – LAND NORTH OF RIVERSIDE GARDENS, ELVINGTON – BARRATT HOMES & DAVID WILSON HOMES – SUPPORT FOR SITE PREVIOUS REF. SF10 (Ref.802)

We write on behalf of our client Barratt Homes and David Wilson Homes (BDW) to provide City of York Council (CYC) with further information in respect of the deliverability of their land interest at North of Riverside Gardens, Elvington, which we propose to be considered as a potential housing land allocation within the emerging City of York Local Plan. The site was previously identified as Safeguarded Land allocation SF10 within the withdrawn City of York Publication Draft Local Plan (October 2014).

These site specific representations should be read in conjunction with BDW's overarching representations prepared by Barton Willmore, which make comments upon the overall soundness of the emerging CYC Local Plan, including the level of homes proposed in the plan, the use of windfall sites in meeting the Council's housing requirement, the exclusion of safeguarded land and the site selection process.

We **object** to the site being rejected as a potential housing option within CYC's Preferred Sites Consultation document (June 2016). It is our considered opinion that the development proposals are situated in a suitable and highly sustainable location in respect of existing settlement form and that there are no technical or environmental (built and natural) constraints that would preclude the development of the site.

We believe that additional housing allocations to those currently proposed by CYC will need to be identified in order to meet the City's housing needs over the proposed plan period.

Land North of Riverside Gardens, Elvington – Representations Summary

- We object to CYC's rejection of the site as a potential housing allocation.
- Our proposals have the potential to provide for a high quality residential development of up to 110 homes, alongside the delivery of public open space and associated infrastructure.
- The site will provide the opportunity to help meet York's current and future housing needs.
- The proposals will deliver a development which respects the character of the surrounding area whilst seeking to incorporate 21st century designs to provide a high quality residential development where people will want to live.
- Land to the North of Riverside Gardens, Elvington represents a deliverable residential development site.
- The development proposals are situated in a **suitable** and highly sustainable location.
- The site is **available** now as it is under the control of a national house builder who are actively seeking to secure the site's allocation for residential development.
- The site can also be considered **achievable** as new homes can be delivered on the site within the next 5 years and indeed within the first five years of the Local Plan.
- There are no technical or environmental (built and natural) constraints that would preclude the development of the site.

This letter sets out our client's development proposals for the site and demonstrates the site's deliverability for residential development in accordance with national planning guidance. In doing so the letter refers to the promotional report prepared by Barton Willmore, dated July 2014, which has previously been submitted to CYC. The document is enclosed with this letter for ease of review.

PROPOSED DEVELOPMENT

The proposals seek to deliver a residential development of up to 110 new homes (at a density of 30dph), public open space and associated infrastructure. The vision of the proposals is to deliver a development which respects the character of the surrounding area whilst seeking to incorporate 21st century designs to provide a high quality residential development where people will want to live.

The new homes on the site will be designed and delivered within a sensitively master-planned scheme. The development proposals will seek to provide a highly permeable and legible structure capable of accommodating a variety of types of public spaces, including greenspace located on the site's north eastern boundary. The enclosed promotional report includes a masterplan which identifies the concept of fronting onto the site's northern and eastern edges in order to provide a long term defensible boundary which, along with sympathetic landscaping, will create a suitable transition between the open countryside and new development.

The development will deliver much needed affordable homes together with a full range of housing, from starter homes through to larger family homes. The site will seek to create a balanced community in terms of age and other demographic factors.

BDW's development proposal represents a deliverable and viable development opportunity to provide an important proportion of the City's housing needs. We believe it is important that CYC places great weight towards the economic and social benefits that the delivery of up to 110 homes and the associated community infrastructure can provide to the City of York: -

- Creating sustainable communities through meeting market and affordable housing needs, offering existing and potential residents of the City the opportunity to live in the type of house and location they desire.
- Delivering financial contributions towards the improvement of the City's infrastructure through the provision of S106/CIL payments.
- New capital expenditure in the region of £13.2m creating direct and indirect employment opportunities of approximately 67 new jobs of which 70% are usually retained in the local area.
- Sustaining and improving the District's labour market through delivering the right homes in the right locations.
- Increasing retail and leisure expenditure in the local area by between £2.6m per annum, creating a potential 16 jobs in these sectors.
- Provision of funding towards public services from an estimated figure of £1m from the Government's new homes bonus and annual council tax payments of £167k per annum.

The development of up to 110 homes at the site can deliver substantial economic, social and environmental benefits to the local area and wider City.

The National Planning Policy Framework seeks to encourage sustainable growth and identifies in Paragraph 8 that economic growth, such as that which this site can deliver, can secure higher social and environmental standards. The remaining sections of this letter consider the economic, social and environmental impact and benefits of the proposed development option in further detail.

SUSTAINABLE LOCATION

The site lies within 150m of the village centre of Elvington where a variety of local services are available. Local facilities include a local convenience store, a doctor's surgery (Elvington Medical Practice), Grey

Horse Public House, Holy Trinity Church and a Village Hall. Elvington Church of England Primary School lies within approximately 500m walking distance from the site. Existing local bus stops lie within 150m of the site.

The site is also located within 2km of the number of employment facilities available at Elvington Industrial Estate.

There are a number of local bus services which are routed through Elvington providing access to, York, York University, Pocklington and other local areas. The site lies within a 10km cycle distance of York city centre and 7km of York University.

The development proposals can deliver contributions to support local schools, including Elvington Church of England Primary School and local secondary schools, as well as potential new pupils to ensure future viability.

The masterplan proposals identify the delivery of an area of public open space. The proposals can also contribute to the improvement of existing open space and recreational facilities located in Elvington through the delivery of financial contributions.

LANDSCAPE & HISTORIC CHARACTER AND SETTING OF THE CITY

The residential development of this site would not have any long term impact on the wider visual amenity or landscape character of the area. The site is well contained and not visible from surrounding areas. Residential development on this site could be relatively easily assimilated and would not compromise the openness of the wider landscape.

The site comprises a series of fields, predominantly pasture, and is currently used as rough grazing. Where there are few landscape features, views from/onto the site are potentially long ranging. Conversely, where there are features in the landscape, trees, hedge lines, buildings etc, views are obscured and are short range only. Field boundaries vary in type and condition. Internally, the dividing hedge boundaries, where present, are a mix of variable, overgrown and unmanaged and sparse or absent hedge vegetation. Where feasible, existing trees and hedgerows will be retained and incorporated into the proposed development.

The site has strong defensible boundaries on two sides in the form of existing residential development located to the west and south. The site's northern and eastern boundaries are bordered by well-established existing hedgerows. There are no heritage assets located within proximity of the site and the development would not have an adverse impact on views to York Minster.

The site was previously identified as a proposed safeguarded land allocation by CYC because it is not located in an area of "Primary Constraint" and does not compromise York's future Greenbelt proposals. BDW agree with CYC's previous conclusion that the site does not fulfil any of the five Green Belt purposes for the following reasons: -

- ***The development of the site would not result in unrestricted urban sprawl*** due to the site's strong defensible boundaries of existing residential properties to the west and south, and as the site's northern and eastern boundaries are bordered by well-established existing hedgerows which will be retained. The site's development will provide enhanced defensible boundaries to the north and east of through the delivery of new homes and associated landscaping.
- ***The development of the site would not result in the merging of adjacent settlements*** as the nearest detached settlements to the site are Dunnington/Kexby to the north (3km away) and Sutton upon Derwent to the south east (2km away). The site's development will also create new defensible boundaries to the north and east of Elvington though the delivery of new homes and associated landscaping.
- ***The site does not assist in safeguarding the countryside from encroachment*** on account of the significant areas of open countryside that exist to the north and east of the site.

- ***The proposed development of the site will have no detrimental effect on the setting and special character of historic features*** as an assessment has been undertaken of the historic setting of the area and the development of the site has been identified as having no adverse impact in this regard.
- The fifth purpose of Green Belt ***to assist in urban regeneration, by encouraging the recycling of derelict and other urban land*** is a general purpose which will not be adversely affected by the site.

ECOLOGY & ARBORICULTURE

The site comprises a series of fields, predominantly pasture, and is currently used as rough grazing. The development site is of low ecological value. There are no high value semi-natural habitats on site or features that would be likely to act as important faunal habitat. Accordingly, a scheme can be developed that encourages wildlife across the site through effective landscaping of both public open space and private residential gardens. In addition, the hedgerows bounding the site will be retained and wildlife could continue to utilise them.

The development of the site will not have an impact on the site of Importance for Nature Conservation (SINC) or Site of Local Interest for Nature Conservation (SLINC), which are located to the east of the site.

There are no ecological or arboricultural constraints associated with the development of the site.

HIGHWAYS & ACCESSIBILITY

Our analysis of transport matters associated with the development of the site has identified that there are expected to be no significant barriers that would be expected to preclude the deliverability of up to 110 new homes in transport terms.

The site will be accessed by a single connection from Riverside Gardens. Two additional southern vehicle accesses are also possible via Roxby Close or from the B1228 (this option involves the demolition of an existing dwelling).

The site is located within walking and cycling distance to existing facilities, including public transport services. Pedestrian and cycle connectivity to the Village will be provided from the site. The delivery of the site would allow City of York Council to achieve its aim of delivering new housing in a sustainable location.

DRAINAGE & UTILITIES

A Flood Risk assessment has confirmed that the whole of the site lies within Flood Zone 1 and is therefore suitable in principle for residential development. Surface water will be stored in new attenuation features within the site area before being discharged at agricultural run-off rates. New sewers will be constructed to enable foul water to connect into the existing system and existing facilities will be upgraded where required. An appropriate strategy can be formulated at the required time in respect of connecting to the existing system for foul water and existing system or river Derwent for surface water.

All of the necessary utilities are available for the site without compromising any of the provision to existing homes and businesses.

FURTHER TECHNICAL WORK

The conclusions of the technical work that have been undertaken at this point are included within the enclosed promotional document. Initial survey work undertaken by our client in respect of the site's development have not identified any issues that would adversely impact on the site's deliverability.

However, should the site be allocated for residential use in future versions of the Local Plan our client would be willing to undertake further, more detailed, assessments in order to demonstrate that there are no technical constraints that would preclude the development of the site.

MEETING THE CITY OF YORK'S FUTURE HOUSING NEEDS

As identified above, we believe that additional housing allocations to those currently proposed by CYC will need to be identified in order to meet the City's housing needs over the proposed plan period.

Our Client has instructed Barton Willmore to undertake a Technical Review of the Council's SHMA to consider the methodology that has been utilised in formulating the objectively assessed need. There are considered to be issues with the methodology that has been used and incorrect data has been used as the starting point for calculating the housing requirement for the City. Our Client therefore **objects** to the Council's objectively assessed need and consider that a more appropriate figure would range from 920 dwellings per annum to 1,070 dwellings per annum.

The identified increase in the City's housing annual housing requirement would render a need to deliver 79 to 229 more homes each year in the City over the period of 2012 to 2032. A total of **between 1,580 and 4,580** additional homes over this 20-year period. Accordingly, there is a strong planning case for the allocation of additional land for residential development, including our client's proposals at Riverside Gardens, Elvington.

Furthermore, Barton Willmore's representations also identify our client's **objection** to the approach taken by CYC with regard to the delivery of windfall development throughout the plan period, which currently stands at 152 dwellings per annum or approximately 18% of the City's overall housing requirement. The fundamental reason for the historically large figure of windfall site development in the City can be linked back to the lack of an adopted plan, which in turn places a huge reliance on windfall sites, as noted by CYC in paragraph 3.5 of the technical paper. There are therefore concerns that this figure is too high and a greater proportion of homes should be planned for through allocations. Such a reliance on unplanned development is contrary to the legislative provision of a plan-led system and should not form the basis of the CYC Local Plan moving forwards. Such an approach will not direct homes to those areas that have seen limited growth over recent years and have a clear need for new homes in the future.

Finally, Barton Willmore's representations also concur with concerns that PB Planning previously raised in respect of the deliverability of the York Central site. The representations share our conclusion that unless the current identified uncertainties of the site's deliverability are resolved it is our shared view that the quantum of new homes to be delivered at York Central should be considered over and above the identification of housing allocations to meet the City's housing needs. If not, there is a real possibility that the City could fail to demonstrate the delivery of sufficient number of deliverable housing sites to meet the City's housing requirement.

When each of the above points are considered holistically there is a compelling case for the release of additional land as housing allocations within the emerging CYC Local Plan in order to meet the City's full objectively assessed housing needs. Such as our client's development proposals at Riverside Gardens, Elvington which can make a significant contribution to meeting these needs.

DELIVERY TIMESCALES

We envisage that a planning application could be submitted by Spring 2018, following the adoption of the Local Plan.

Taking into account the proposed submission date it is currently envisaged that first dwelling completions on the site will take place in 2019/20 following the submission of a full planning application and initial site infrastructure works.

It is anticipated that the development will deliver a yield of at least 35 homes per annum. The table below provides the site's cumulative dwelling delivery projection per annum that CYC can use within their forthcoming housing trajectory work.

Year	TWF Development Option
2018/2019	0
2019/2020	35
2020/2021	70
2021/2022	110
2022/2023	
2023/2024	
2024/2025	
2025/2026	
2026/2027	
2027/2028	
2028/2029	
2029/2030	
2030/2031	
2031/2032	
2032/2033	

The proposed areas of on-site public open space and financial contributions towards improvements to local community infrastructure will be delivered commensurate with the progression of the development and made available for use as required.

The development proposals can deliver significant benefits to the City of York, alongside making an important contribution to CYC's housing requirements over the course of the plan period.

DELIVERABILITY ASSESSMENT

In accordance with Footnote 11 of Paragraph 47 of the National Planning Policy Framework, we believe that the site can be considered as a ***Deliverable*** residential development site on account of: -

Suitability

The site is located in a suitable location for residential development now. As identified above, the development proposals are situated in a suitable and highly sustainable location in respect of connectivity to existing jobs and services and there are no technical or environmental (built and natural) constraints that would preclude the development of the site.

Availability

The site is available for development now. The site is available for residential development as there are no legal or ownership constraints as all landowners have made the land available for development. BDW have an interest in the site and by virtue of this and previous submissions are expressing an intention to develop the site for residential use.

Achievability

A viable housing development can be delivered on the site within the next five years and indeed within the first 5 years of the adoption of the Local Plan. BDW are seeking to develop the site for residential use. Prior to the progression of development sites, they undertake a thorough marketing and economic viability assessment for each site, including an assessment of any site specific abnormal costs. The site is considered to be achievable for residential development now as there is a realistic prospect that the site can deliver new homes within the next 5 years and indeed within the first 5 years of the adoption of the Local Plan.

Deliverability Conclusion

The site can be considered a deliverable residential development site and its release would provide a number of significant economic, social and environmental benefits as identified above.

CONCLUSIONS

We **object** to the site being rejected as a potential housing option within CYC's Preferred Sites Consultation document (June 2016). We believe that additional housing allocations to those currently proposed by CYC will need to be identified in order to meet the City's housing needs over the proposed plan period.

Our proposals have the potential to provide a residential development of up to 110 new homes, public open space and associated infrastructure. The proposals will deliver a development which respects the character of the surrounding area whilst seeking to incorporate 21st century designs to provide a high quality residential development where people will want to live.

The development proposals are situated in a **suitable** and highly sustainable location and there are no technical or environmental (built and natural) constraints that would preclude the development of the site. The site is **available** now as it is under the control of a national house builder who are actively seeking to secure the site's allocation for residential development. The site can also be considered **achievable** as new homes can be delivered on the site within the next 5 years and indeed within the first five years of the Local Plan.

Should you require any further details or clarification on the content of this letter please do not hesitate to contact me.

Yours sincerely,



PAUL BUTLER

Director

paul.butler@pbplanning.co.uk

Local Plan,
 City of York Council,
 West Offices,
 Station Rise,
 York,
 YO1 6GA

27th October 2017

Dear Sir or Madam,

CITY OF YORK LOCAL PLAN – LAND NORTH OF RIVERSIDE GARDENS, ELVINGTON – BARRATT HOMES & DAVID WILSON HOMES – SUPPORT FOR SITE PREVIOUS REF. SF10 (Ref.802)

We write on behalf of our client Barratt Homes and David Wilson Homes (BDW) to provide City of York Council (CYC) with further information in respect of the deliverability of their land interest at North of Riverside Gardens, Elvington, which we propose to be considered as a potential housing land allocation within the emerging City of York Local Plan. The site was previously identified as Safeguarded Land allocation SF10 within the withdrawn City of York Publication Draft Local Plan (October 2014).

These site-specific representations should be read in conjunction with BDW’s overarching representations prepared by Barton Willmore, which make comments upon the overall soundness of the emerging CYC Local Plan.

We **object** to the site being rejected as a potential housing option within CYC’s Pre-Publication Draft Local Plan consultation document (September 2017). It is our considered opinion that the development proposals are situated in a suitable and highly sustainable location in respect of existing settlement form and that there are no technical or environmental (built and natural) constraints that would preclude the development of the site.

We believe that additional housing allocations to those currently proposed by CYC will need to be identified in order to meet the City’s housing needs over the proposed plan period.

Land North of Riverside Gardens, Elvington – Representations Summary
<ul style="list-style-type: none"> • We object to CYC’s rejection of the site as a potential housing allocation. • Our proposals have the potential to provide for a high quality residential development of up to 110 homes, alongside the delivery of public open space and associated infrastructure. • The site will provide the opportunity to help meet York’s current and future housing needs. • The proposals will deliver a development which respects the character of the surrounding area whilst seeking to incorporate 21st century designs to provide a high quality residential development where people will want to live. • Land to the North of Riverside Gardens, Elvington represents a deliverable residential development site. • The development proposals are situated in a suitable and highly sustainable location. • The site is available now as it is under the control of a national house builder who are actively seeking to secure the site’s allocation for residential development. • The site can also be considered achievable as new homes can be delivered on the site within the next 5 years and indeed within the first five years of the Local Plan. • There are no technical or environmental (built and natural) constraints that would preclude the development of the site.

This letter sets out our client's development proposals for the site and demonstrates the site's deliverability for residential development in accordance with national planning guidance. In doing so the letter refers to the promotional report prepared by Barton Willmore, dated July 2014, which has previously been submitted to CYC. The document is enclosed with this letter for ease of review.

In order to meet an evidenced increase to the City's housing requirements, CYC's Officer's recommended the allocation of the site to CYC's Local Plan Working Group on the 10th July 2017. The reasoning behind the recommendation was as follows: -

“The site was previously included as safeguarded land in the halted Publication Draft Local Plan. At that point the site passed the site selection criteria but further information was requested in order to demonstrate suitable access. Landscaping impacts on the 4ha site were not considered to be a showstopper as the site is well contained, surrounded on two sides by existing residential and on the other two by mature hedgerow. The site is close to the village centre and can be accessed via Riverside Gardens. It is considered that visual impact on the wider landscape and setting of the Village would be relatively limited.

Officers suggest that the site could be included with a total site area of 4.15ha and up to 102 dwellings (70% @ 35dph).”

We fully support the Officer's recommendation that the site be included as a housing allocation within the emerging Local Plan. Though we would suggest that a quantum of 110 homes be applied to the site.

Whilst CYC's Officer's recommendation wasn't approved at the time, we believe there is still a strong case for the allocation of the site for the reasons identified within these representations; the reasoning provided by CYC's Officers; and due to the potential need to deliver additional homes from the site to meet the increased housing needs of the City.

CYC's latest Sustainability Appraisal of the site (September 2017) identifies that the site scores negatively in respect of the following objectives: -

- SAO8 - Conserve or enhance green infrastructure, bio-diversity, geodiversity, flora and fauna for accessible high quality and connected natural environment
- SAO10 - Improve water efficiency and quality
- SAO13 - Minimise flood risk and reduce the impact of flooding to people and property in York
- SAO14 - Conserve or enhance York's historic environment, cultural heritage, character and setting
- SAO15 - Protect and enhance York's natural and built landscape

The site scores positively or neutral against all other objectives. The evidence provided in this letter justifies how the development of the site would not have a negative impact in respect of green infrastructure, water quality, flood risk, landscape and heritage.

PROPOSED DEVELOPMENT

The proposals seek to deliver a residential development of up to 110 new homes (at a density of 30dph), public open space and associated infrastructure. The vision of the proposals is to deliver a development which respects the character of the surrounding area whilst seeking to incorporate 21st century designs to provide a high quality residential development where people will want to live.

The new homes on the site will be designed and delivered within a sensitively master-planned scheme. The development proposals will seek to provide a highly permeable and legible structure capable of accommodating a variety of types of public spaces, including greenspace located on the site's north eastern boundary. The enclosed promotional report includes a masterplan which identifies the concept of fronting onto the site's northern and eastern edges in order to provide a long term defensible

boundary which, along with sympathetic landscaping, will create a suitable transition between the open countryside and new development.

The development will deliver much needed affordable homes together with a full range of housing, from starter homes through to larger family homes. The site will seek to create a balanced community in terms of age and other demographic factors.

BDW's development proposal represents a deliverable and viable development opportunity to provide an important proportion of the City's housing needs. We believe it is important that CYC places great weight towards the economic and social benefits that the delivery of up to 110 homes and the associated community infrastructure can provide to the City of York: -

- Creating sustainable communities through meeting market and affordable housing needs, offering existing and potential residents of the City the opportunity to live in the type of house and location they desire.
- Delivering financial contributions towards the improvement of the City's infrastructure through the provision of S106/CIL payments.
- New capital expenditure in the region of £13.2m creating direct and indirect employment opportunities of approximately 67 new jobs of which 70% are usually retained in the local area.
- Sustaining and improving the District's labour market through delivering the right homes in the right locations.
- Increasing retail and leisure expenditure in the local area by between £2.6m per annum, creating a potential 16 jobs in these sectors.
- Provision of funding towards public services from an estimated figure of £1m from the Government's new homes bonus and annual council tax payments of £167k per annum.

The development of up to 110 homes at the site can deliver substantial economic, social and environmental benefits to the local area and wider City.

The National Planning Policy Framework seeks to encourage sustainable growth and identifies in Paragraph 8 that economic growth, such as that which this site can deliver, can secure higher social and environmental standards. The remaining sections of this letter consider the economic, social and environmental impact and benefits of the proposed development option in further detail.

SUSTAINABLE LOCATION

The site lies within 150m of the village centre of Elvington where a variety of local services are available. Local facilities include a local convenience store, a doctor's surgery (Elvington Medical Practice), Grey Horse Public House, Holy Trinity Church and a Village Hall. Elvington Church of England Primary School lies within approximately 500m walking distance from the site. Existing local bus stops lie within 150m of the site.

The site is also located within 2km of the number of employment facilities available at Elvington Industrial Estate.

There are a number of local bus services which are routed through Elvington providing access to, York, York University, Pocklington and other local areas. The site lies within a 10km cycle distance of York city centre and 7km of York University.

The development proposals can deliver contributions to support local schools, including Elvington Church of England Primary School and local secondary schools, as well as potential new pupils to ensure future viability.

The masterplan proposals identify the delivery of an area of on-site public open space. The proposals can also contribute to the improvement of existing open space and recreational facilities located in Elvington through the delivery of financial contributions.

LANDSCAPE & HISTORIC CHARACTER AND SETTING OF THE CITY

The residential development of this site would not have any long term impact on the wider visual amenity or landscape character of the area. The site is well contained and not visible from surrounding areas. Residential development on this site could be relatively easily assimilated and would not compromise the openness of the wider landscape.

The site comprises a series of fields, predominantly pasture, and is currently used as rough grazing. Where there are few landscape features, views from/onto the site are potentially long ranging. Conversely, where there are features in the landscape, trees, hedge lines, buildings etc, views are obscured and are short range only. Field boundaries vary in type and condition. Internally, the dividing hedge boundaries, where present, are a mix of variable, overgrown and unmanaged and sparse or absent hedge vegetation. Where feasible, existing trees and hedgerows will be retained and incorporated into the proposed development.

The site has strong defensible boundaries on two sides in the form of existing residential development located to the west and south. The site's northern and eastern boundaries are bordered by well-established existing hedgerows. There are no heritage assets located within proximity of the site and the development would not have an adverse impact on views to York Minster.

The site was previously identified as a proposed safeguarded land allocation by CYC because it is not located in an area of "Primary Constraint" and does not compromise York's future Greenbelt proposals. BDW agree with CYC's previous conclusion that the site does not fulfil any of the five Green Belt purposes for the following reasons: -

- ***The development of the site would not result in unrestricted urban sprawl*** due to the site's strong defensible boundaries of existing residential properties to the west and south, and as the site's northern and eastern boundaries are bordered by well-established existing hedgerows which will be retained. The site's development will provide enhanced defensible boundaries to the north and east of through the delivery of new homes and associated landscaping.
- ***The development of the site would not result in the merging of adjacent settlements*** as the nearest detached settlements to the site are Dunnington/Kexby to the north (3km away) and Sutton upon Derwent to the south east (2km away). The site's development will also create new defensible boundaries to the north and east of Elvington though the delivery of new homes and associated landscaping.
- ***The site does not assist in safeguarding the countryside from encroachment*** on account of the significant areas of open countryside that exist to the north and east of the site.
- ***The proposed development of the site will have no detrimental effect on the setting and special character of historic features*** as an assessment has been undertaken of the historic setting of the area and the development of the site has been identified as having no adverse impact in this regard.
- The fifth purpose of Green Belt ***to assist in urban regeneration, by encouraging the recycling of derelict and other urban land*** is a general purpose which will not be adversely affected by the site.

ECOLOGY & ARBORICULTURE

The site comprises a series of fields, predominantly pasture, and is currently used as rough grazing. The development site is of low ecological value. There are no high value semi-natural habitats on site or features that would be likely to act as important faunal habitat. Accordingly, a scheme can be developed that encourages wildlife across the site through effective landscaping of both public open space and private residential gardens. In addition, the hedgerows bounding the site will be retained and wildlife could continue to utilise them.

The development of the site will not have an impact on the site of Importance for Nature Conservation (SINC) or Site of Local Interest for Nature Conservation (SLINC), which are located to the east of the site.

There are no ecological or arboricultural constraints associated with the development of the site.

HIGHWAYS & ACCESSIBILITY

Our analysis of transport matters associated with the development of the site has identified that there are expected to be no significant barriers that would be expected to preclude the deliverability of up to 110 new homes in transport terms.

The site will be accessed by a single connection from Riverside Gardens. Two additional southern vehicle accesses are also possible via Roxby Close or from the B1228 (this option involves the demolition of an existing dwelling).

The site is located within walking and cycling distance to existing facilities, including public transport services. Pedestrian and cycle connectivity to the Village will be provided from the site. The delivery of the site would allow City of York Council to achieve its aim of delivering new housing in a sustainable location.

DRAINAGE & UTILITIES

A Flood Risk assessment has confirmed that the whole of the site lies within Flood Zone 1 and is therefore suitable in principle for residential development. Surface water will be stored in new attenuation features within the site area before being discharged at agricultural run-off rates. New sewers will be constructed to enable foul water to connect into the existing system and existing facilities will be upgraded where required. An appropriate strategy can be formulated at the required time in respect of connecting to the existing system for foul water and existing system or river Derwent for surface water.

All of the necessary utilities are available for the site without compromising any of the provision to existing homes and businesses.

FURTHER TECHNICAL WORK

The conclusions of the technical work that have been undertaken at this point are included within the enclosed promotional document. Initial survey work undertaken by our client in respect of the site's development have not identified any issues that would adversely impact on the site's deliverability.

However, should the site be allocated for residential use in future versions of the Local Plan our client would be willing to undertake further, more detailed, assessments in order to demonstrate that there are no technical constraints that would preclude the development of the site.

MEETING THE CITY OF YORK'S FUTURE HOUSING NEEDS

As identified above, we believe that there is a case for the identification of additional housing allocations to those currently proposed by CYC in order to meet the City's housing needs over the proposed plan period.

BDW have previously instructed Barton Willmore to undertake a Technical Review of the Council's SHMA and the SHMA addendum, which was prepared by GL Hearn in June 2016, to assess the Council's methodology that has been utilised in formulating the objectively assessed need (OAN).

At present the Council have decided to progress with a housing target which is based solely on the baseline figure which is derived from the ONS 2014-based sub-national household projections and does not include the 10% uplift for market signals which is advised within the Council's latest SHMA.

By omitting the 10% uplift, and not progressing with a housing requirement of 953 dwellings per annum, the Council are failing to meet their full OAN, as required by the Framework and the Planning Practice Guidance (PPG). There are considered to be no overarching constraints within the District that justify the Council not delivering their full OAN. This approach fails to meet any of the tests of soundness set out in paragraph 182 of the Framework as the Local Plan is not positively prepared; justified; effective and consistent with national policy.

No evidence has been provided by the Council to justify the removal of the SHMA's proposed 10% uplift for market signals and it is assumed that this has been viewed as a way of reducing the overall housing target. This is unacceptable and is not a sound and robust means of preparing a Local Plan.

The Government's recent consultation document "*Planning for the Right Homes in the Right Places*" (September 2017) identifies a proposed standardised methodology for the calculation of the baseline OAN for each of the Country's Local Authority areas. Importantly, the guidance identifies in Table 1 on Page 22 of the document that in the circumstance when a Local Authority's Local Plan has not progressed to the submission of the Local Plan by the 31st March 2018 then the proposed standardised methodology should be utilised.

The Government's proposed standardised methodology includes for an uplift for market signals over and above the baseline figure and in the specific case of York, would lead to a housing requirement of 1,070 dwellings per annum. Although the methodology is subject to consultation and therefore carries limited weight at this time, it provides an indication as to how the Government considers housing requirements should be calculated, and the consideration of market signals is a key issue.

Barton Willmore's own Technical Review of the Council's SHMA as part of their "*Open House*" OAN model work, concluded that when a Market Signals Uplift is included, the full objectively assessed need is considered to range between 920 dwellings per annum and 1,070 dwellings per annum. The higher end of Barton Willmore's threshold therefore directly aligns with the figure that is generated when utilising the Government's standardised OAN methodology.

The Council are now in a position where their own evidence; Barton Willmore's Open House work; and the Government's proposed standardised methodology, all state that an uplift for market signals should be added to the baseline figure, and all of which indicate that the true full OAN is greater than the 867 dwellings per annum which is being proposed.

Therefore, in order to make the plan sound, the housing figure should be adjusted upwards to consider market signals. This in turn will require additional sites to be allocated for residential development.

Our clients are also concerned with the approach taken by CYC with regard to the delivery of windfall development throughout the plan period, which currently stands at 169 dwellings per annum or approximately 19% of the City's overall annual housing requirement. Such a reliance on unplanned development is contrary to the legislative provision of a plan-led system and should not form the basis of the CYC Local Plan moving forwards. Such an approach will not direct homes to those areas that have seen limited growth over recent years and have a clear need for new homes in the future. It is also highly likely that no affordable housing will be provided on windfall sites located in the Urban Area on account of the 15-dwelling threshold proposed in draft Policy H10.

There are also concerns associated with the deliverability of the York Central and Barrack sites. In respect of York Central this relates to uncertainties over the timescales associated with the site's initial infrastructure works and the final quantum of new homes that can be delivered at the site. With regard to the Barrack sites, the concerns relate to *when* and *if* both of the sites will become available for development within the plan period. Unless these current uncertainties are resolved, it is our view that

the quantum of new homes to be delivered at these sites should be considered over and above the identification of housing allocations to meet the City’s housing needs. If not, there is a real possibility that that the City could fail to demonstrate the delivery of a sufficient number of deliverable housing sites to meet the City’s housing requirement.

Finally, the Pre-Publication Draft Local Plan is relatively silent in respect of the provision of Safeguarded Land and the role this plays in ensuring long term permanence to the Green Belt. Paragraph 85 of the Framework identifies that where necessary LPA’s need to plan for longer term development needs “*stretching well beyond the plan period*” through the designation of Safeguarded Land. There are varying examples within recently approved Development Plan documents of what a timescale of “*well beyond the plan period*” can equate to which differ between an additional 10% of land allocations; an additional 5 years’ worth of land; or in some cases 10 years’ worth of land. It could be argued the greater amount of safeguarded land identified, the greater permanence can be provided to the Green Belt.

When each of the above points are considered holistically there is a compelling case for the release of additional land as housing allocations within the emerging CYC Local Plan in order to meet the City’s full objectively assessed housing needs. Such as our client’s development proposals at Riverside Gardens, Elvington which can make a significant contribution to meeting these needs.

The site’s potential to be allocated to meet an evidenced increase to the City’s housing needs was of course recognised by CYC’s Officers in July of this year. As identified above, we fully support CYC’s Officer’s recommendation for the allocation of the site.

DELIVERY TIMESCALES

We envisage that a planning application could be submitted in 2019, following the adoption of the Local Plan.

Taking into account the proposed submission date it is currently envisaged that first dwelling completions on the site will take place in 2019/20 following the submission of a full planning application and initial site infrastructure works.

It is anticipated that the development will deliver a yield of at least 35 homes per annum. The table below provides the site’s cumulative dwelling delivery projection per annum that CYC can use within their forthcoming housing trajectory work.

Year	TWF Development Option
2018/2019	0
2019/2020	20
2020/2021	55
2021/2022	90
2022/2023	110

The proposed areas of on-site public open space and financial contributions towards improvements to local community infrastructure will be delivered commensurate with the progression of the development and made available for use as required.

The development proposals can deliver significant benefits to the City of York, alongside making an important contribution to CYC’s housing requirements over the course of the plan period.

DELIVERABILITY ASSESSMENT

In accordance with Footnote 11 of Paragraph 47 of the National Planning Policy Framework, we believe that the site can be considered as a **Deliverable** residential development site on account of: -

Suitability

The site is located in a suitable location for residential development now. As identified above, the development proposals are situated in a suitable and highly sustainable location in respect of connectivity to existing jobs and services and there are no technical or environmental (built and natural) constraints that would preclude the development of the site.

Availability

The site is available for development now. The site is available for residential development as there are no legal or ownership constraints as all landowners have made the land available for development. BDW have an interest in the site and by virtue of this and previous submissions are expressing an intention to develop the site for residential use.

Achievability

A viable housing development can be delivered on the site within the next five years and indeed within the first 5 years of the adoption of the Local Plan. BDW are seeking to develop the site for residential use. Prior to the progression of development sites, they undertake a thorough marketing and economic viability assessment for each site, including an assessment of any site specific abnormal costs. The site is considered to be achievable for residential development now as there is a realistic prospect that the site can deliver new homes within the next 5 years and indeed within the first 5 years of the adoption of the Local Plan.

Deliverability Conclusion

The site can be considered a deliverable residential development site and its release would provide a number of significant economic, social and environmental benefits as identified above.

CONCLUSIONS

We **object** to the site being rejected as a potential housing option within CYC's Pre-Publication Draft Local Plan consultation document (September 2017). We believe that additional housing allocations to those currently proposed by CYC will need to be identified in order to meet the City's housing needs over the proposed plan period. Which is why we fully support CYC's Officer's recent recommendation to allocate the site for residential development.

Our proposals have the potential to provide a residential development of up to 110 new homes, public open space and associated infrastructure. The proposals will deliver a development which respects the character of the surrounding area whilst seeking to incorporate 21st century designs to provide a high quality residential development where people will want to live.

The development proposals are situated in a **suitable** and highly sustainable location and there are no technical or environmental (built and natural) constraints that would preclude the development of the site. The site is **available** now as it is under the control of a national house builder who are actively seeking to secure the site's allocation for residential development. The site can also be considered **achievable** as new homes can be delivered on the site within the next 5 years and indeed within the first five years of the Local Plan.

Should you require any further details or clarification on the content of this letter please do not hesitate to contact me.

Yours sincerely,



PAUL BUTLER
Director

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Local Plan,
City of York Council,
West Offices,
Station Rise,
York,
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4th March 2018

Dear Sir or Madam,

CITY OF YORK LOCAL PLAN – LAND NORTH OF RIVERSIDE GARDENS, ELVINGTON – BARRATT HOMES & DAVID WILSON HOMES – SUPPORT FOR SITE PREVIOUS REF. SF10 (Ref.802)

We write on behalf of our client Barratt Homes & David Wilson Homes (BDW) to provide City of York Council (CYC) with their representations to CYC’s Publication Draft Local Plan (February 2018).

From a review of the latest version of the Local Plan, it is clear that CYC have not taken on board the evidence we previously presented in our representations to earlier versions of the Local Plan, by letters dated 12th September 2016 and 27th October 2017. As a result, we are concerned that the current Publication Draft Local Plan cannot be considered sound in the context of Paragraph 182 of the NPPF.

We **object** to the site being rejected as a potential housing option within CYC’s Publication Draft Local Plan. It is our considered opinion that the development proposals are situated in a suitable and highly sustainable location in respect of existing settlement form and that there are no technical or environmental (built and natural) constraints that would preclude the development of the site.

This letter re-iterates the evidence we have previously submitted to CYC to demonstrate the deliverability of our client’s land interest at North of Riverside Gardens, Elvington, which we propose to be considered as a potential housing land allocation within the emerging City of York Local Plan. The site was previously identified as Safeguarded Land allocation SF10 within the withdrawn City of York Publication Draft Local Plan (October 2014).

These site-specific representations should be read in conjunction with BDW’s overarching representations prepared by Barton Willmore, which make comments upon the overall soundness of the emerging CYC Local Plan.

We believe that additional housing allocations to those currently proposed by CYC will need to be identified in order to meet the City’s housing needs over the proposed plan period.

Land North of Riverside Gardens, Elvington – Representations Summary
<ul style="list-style-type: none">• We object to CYC’s rejection of the site as a potential housing allocation.• Our proposals have the potential to provide for a high quality residential development of up to 110 homes, alongside the delivery of public open space and associated infrastructure.• The site will provide the opportunity to help meet York’s current and future housing needs.• The site can deliver 110 new homes within the first 5 years of the Local Plan.• The proposals will deliver a development which respects the character of the surrounding area whilst seeking to incorporate 21st century designs to provide a high quality residential development where people will want to live.• Land to the North of Riverside Gardens, Elvington represents a deliverable residential development site.• The development proposals are situated in a suitable and highly sustainable location.

- The site is **available** now as it is under the control of a national house builder who are actively seeking to secure the site's allocation for residential development.
- The site can also be considered **achievable** as new homes can be delivered on the site within the next 5 years and indeed within the first five years of the Local Plan.
- There are no technical or environmental (built and natural) constraints that would preclude the development of the site.

This letter again sets out our client's development proposals for the site and demonstrates the site's deliverability for residential development in accordance with national planning guidance. In doing so the letter refers to the promotional report prepared by Barton Willmore, dated July 2014, which has previously been submitted to CYC. The document is enclosed with this letter for ease of review.

In order to meet an evidenced increase to the City's housing requirements, CYC's Officer's recommended the allocation of the site to CYC's Local Plan Working Group on the 10th July 2017. The reasoning behind the recommendation was as follows: -

“The site was previously included as safeguarded land in the halted Publication Draft Local Plan. At that point the site passed the site selection criteria but further information was requested in order to demonstrate suitable access. Landscaping impacts on the 4ha site were not considered to be a showstopper as the site is well contained, surrounded on two sides by existing residential and on the other two by mature hedgerow. The site is close to the village centre and can be accessed via Riverside Gardens. It is considered that visual impact on the wider landscape and setting of the Village would be relatively limited.

Officers suggest that the site could be included with a total site area of 4.15ha and up to 102 dwellings (70% @ 35dph).”

This option was also put forward by CYC's Officer's as a potential change to the Local Plan ahead of consultation in respect of the Publication Draft Local Plan at CYC's Local Plan Working Group on the 23rd January 2018.

We fully support the Officer's recommendation that the site be included as a housing allocation within the emerging Local Plan. Though we would suggest that a quantum of 110 homes be applied to the site.

Whilst CYC's Officer's recommendations were not approved on either occasion, we believe there is still a strong case for the allocation of the site for the reasons identified within these representations; the reasoning provided by CYC's Officers; and due to the potential need to deliver additional homes from the site to meet the increased housing needs of the City.

CYC's latest Sustainability Appraisal of the site (September 2017) identifies that the site scores negatively in respect of the following objectives: -

- SAO8 - Conserve or enhance green infrastructure, bio-diversity, geodiversity, flora and fauna for accessible high quality and connected natural environment
- SAO10 - Improve water efficiency and quality
- SAO13 - Minimise flood risk and reduce the impact of flooding to people and property in York
- SAO14 - Conserve or enhance York's historic environment, cultural heritage, character and setting
- SAO15 - Protect and enhance York's natural and built landscape

The site scores positively or neutral against all other objectives. The evidence provided in this letter justifies how the development of the site would not have a negative impact in respect of green infrastructure, water quality, flood risk, landscape and heritage.

PROPOSED DEVELOPMENT

The proposals seek to deliver a residential development of up to 110 new homes (at a density of 30dph), public open space and associated infrastructure. The vision of the proposals is to deliver a development which respects the character of the surrounding area whilst seeking to incorporate 21st century designs to provide a high quality residential development where people will want to live.

The new homes on the site will be designed and delivered within a sensitively master-planned scheme. The development proposals will seek to provide a highly permeable and legible structure capable of accommodating a variety of types of public spaces, including greenspace located on the site's north eastern boundary. The enclosed promotional report includes a masterplan which identifies the concept of fronting onto the site's northern and eastern edges in order to provide a long term defensible boundary which, along with sympathetic landscaping, will create a suitable transition between the open countryside and new development.

The development will deliver much needed affordable homes together with a full range of housing, from starter homes through to larger family homes. The site will seek to create a balanced community in terms of age and other demographic factors.

BDW's development proposal represents a deliverable and viable development opportunity to provide an important proportion of the City's housing needs. We believe it is important that CYC places great weight towards the economic and social benefits that the delivery of up to 110 homes and the associated community infrastructure can provide to the City of York: -

- Creating sustainable communities through meeting market and affordable housing needs, offering existing and potential residents of the City the opportunity to live in the type of house and location they desire.
- Delivering financial contributions towards the improvement of the City's infrastructure through the provision of S106/CIL payments.
- New capital expenditure in the region of £13.2m creating direct and indirect employment opportunities of approximately 67 new jobs of which 70% are usually retained in the local area.
- Sustaining and improving the District's labour market through delivering the right homes in the right locations.
- Increasing retail and leisure expenditure in the local area by between £2.6m per annum, creating a potential 16 jobs in these sectors.
- Provision of funding towards public services from an estimated figure of £1m from the Government's new homes bonus and annual council tax payments of £167k per annum.

The development of up to 110 homes at the site can deliver substantial economic, social and environmental benefits to the local area and wider City.

The National Planning Policy Framework seeks to encourage sustainable growth and identifies in Paragraph 8 that economic growth, such as that which this site can deliver, can secure higher social and environmental standards. The remaining sections of this letter consider the economic, social and environmental impact and benefits of the proposed development option in further detail.

SUSTAINABLE LOCATION

The site lies within 150m of the village centre of Elvington where a variety of local services are available. Local facilities include a local convenience store, a doctor's surgery (Elvington Medical Practice), Grey Horse Public House, Holy Trinity Church and a Village Hall. Elvington Church of England Primary School lies within approximately 500m walking distance from the site. Existing local bus stops lie within 150m of the site.

The site is also located within 2km of the number of employment facilities available at Elvington Industrial Estate.

There are a number of local bus services which are routed through Elvington providing access to, York, York University, Pocklington and other local areas. The site lies within a 10km cycle distance of York city centre and 7km of York University.

The development proposals can deliver contributions to support local schools, including Elvington Church of England Primary School and local secondary schools, as well as potential new pupils to ensure future viability.

The masterplan proposals identify the delivery of an area of on-site public open space. The proposals can also contribute to the improvement of existing open space and recreational facilities located in Elvington through the delivery of financial contributions.

LANDSCAPE & HISTORIC CHARACTER AND SETTING OF THE CITY

The residential development of this site would not have any long term impact on the wider visual amenity or landscape character of the area. The site is well contained and not visible from surrounding areas. Residential development on this site could be relatively easily assimilated and would not compromise the openness of the wider landscape.

The site comprises a series of fields, predominantly pasture, and is currently used as rough grazing. Where there are few landscape features, views from/onto the site are potentially long ranging. Conversely, where there are features in the landscape, trees, hedge lines, buildings etc, views are obscured and are short range only. Field boundaries vary in type and condition. Internally, the dividing hedge boundaries, where present, are a mix of variable, overgrown and unmanaged and sparse or absent hedge vegetation. Where feasible, existing trees and hedgerows will be retained and incorporated into the proposed development.

The site has strong defensible boundaries on two sides in the form of existing residential development located to the west and south. The site's northern and eastern boundaries are bordered by well-established existing hedgerows. There are no heritage assets located within proximity of the site and the development would not have an adverse impact on views to York Minster.

The site was previously identified as a proposed safeguarded land allocation by CYC because it is not located in an area of "Primary Constraint" and does not compromise York's future Greenbelt proposals. BDW agree with CYC's previous conclusion that the site does not fulfil any of the five Green Belt purposes for the following reasons: -

- ***The development of the site would not result in unrestricted urban sprawl*** due to the site's strong defensible boundaries of existing residential properties to the west and south, and as the site's northern and eastern boundaries are bordered by well-established existing hedgerows which will be retained. The site's development will provide enhanced defensible boundaries to the north and east of through the delivery of new homes and associated landscaping.
- ***The development of the site would not result in the merging of adjacent settlements*** as the nearest detached settlements to the site are Dunnington/Kexby to the north (3km away) and Sutton upon Derwent to the south east (2km away). The site's development will also create new defensible boundaries to the north and east of Elvington though the delivery of new homes and associated landscaping.
- ***The site does not assist in safeguarding the countryside from encroachment*** on account of the significant areas of open countryside that exist to the north and east of the site.
- ***The proposed development of the site will have no detrimental effect on the setting and special character of historic features*** as an assessment has been undertaken of the historic setting of the area and the development of the site has been identified as having no adverse impact in this regard.

- The fifth purpose of Green Belt ***to assist in urban regeneration, by encouraging the recycling of derelict and other urban land*** is a general purpose which will not be adversely affected by the site.

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The site comprises a series of fields, predominantly pasture, and is currently used as rough grazing. The development site is of low ecological value. There are no high value semi-natural habitats on site or features that would be likely to act as important faunal habitat. Accordingly, a scheme can be developed that encourages wildlife across the site through effective landscaping of both public open space and private residential gardens. In addition, the hedgerows bounding the site will be retained and wildlife could continue to utilise them.

The development of the site will not have an impact on the site of Importance for Nature Conservation (SINC) or Site of Local Interest for Nature Conservation (SLINC), which are located to the east of the site.

There are no ecological or arboricultural constraints associated with the development of the site.

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The site will be accessed by a single connection from Riverside Gardens. Two additional southern vehicle accesses are also possible via Roxby Close or from the B1228 (this option involves the demolition of an existing dwelling).

The site is located within walking and cycling distance to existing facilities, including public transport services. Pedestrian and cycle connectivity to the Village will be provided from the site. The delivery of the site would allow City of York Council to achieve its aim of delivering new housing in a sustainable location.

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A Flood Risk assessment has confirmed that the whole of the site lies within Flood Zone 1 and is therefore suitable in principle for residential development. Surface water will be stored in new attenuation features within the site area before being discharged at agricultural run-off rates. New sewers will be constructed to enable foul water to connect into the existing system and existing facilities will be upgraded where required. An appropriate strategy can be formulated at the required time in respect of connecting to the existing system for foul water and existing system or river Derwent for surface water.

All of the necessary utilities are available for the site without compromising any of the provision to existing homes and businesses.

FURTHER TECHNICAL WORK

The conclusions of the technical work that have been undertaken at this point are included within the enclosed promotional document. Initial survey work undertaken by our client in respect of the site's development have not identified any issues that would adversely impact on the site's deliverability.

However, should the site be allocated for residential use in future versions of the Local Plan our client would be willing to undertake further, more detailed, assessments in order to demonstrate that there are no technical constraints that would preclude the development of the site.

MEETING THE CITY OF YORK'S FUTURE HOUSING NEEDS

We maintain our view that there is a case for the identification of additional housing allocations to those currently proposed by CYC in order to meet the City's housing needs over the proposed plan period.

BDW have previously instructed Barton Willmore to undertake a Technical Review of the Council's SHMA and the SHMA addendum, which was prepared by GL Hearn in June 2016, to assess the Council's methodology that has been utilised in formulating the objectively assessed need (OAN).

At present the Council have maintained their decision to progress with a housing target which is based solely on the baseline figure which is derived from the ONS 2014-based sub-national household projections and does not include the 10% uplift for market signals which is advised within the Council's latest SHMA.

By omitting the 10% uplift, and not progressing with a housing requirement of 954 dwellings per annum, the Council are failing to meet their full OAN, as required by the Framework and the Planning Practice Guidance (PPG). There are considered to be no overarching constraints within the District that justify the Council not delivering their full OAN. Such an approach therefore fails to meet any of the tests of soundness set out in paragraph 182 of the NPPF as the Local Plan is not positively prepared; justified; effective and consistent with national policy.

No new evidence has been provided by the Council to justify the removal of the SHMA's proposed 10% uplift for market signals and it is assumed that this has been viewed as a way of reducing the overall housing target. This is unacceptable and is not a sound and robust means of preparing a Local Plan.

The Government's consultation document "*Planning for the Right Homes in the Right Places*" (September 2017) identified a proposed standardised methodology for the calculation of the baseline OAN for each of the Country's Local Authority areas. The Government's proposed standardised methodology includes for an uplift for market signals over and above the baseline figure and in the specific case of York, would lead to a housing requirement of 1,070 dwellings per annum.

Since the commencement of CYC's consultation on the Publication Draft Local Plan, the Government have published further consultation documents associated with a Revised National Planning Policy Framework and Draft National Planning Practice Guidance in March 2018.

The Draft National Planning Practice Guidance (Draft NPPG) provides further guidance in respect of the calculation of an LPA's OAN. The document maintains the proposed standardised methodology for the calculation of OAN, using household projections as the baseline and an uplift for market signals. However, it also identifies the following other key considerations: -

- Plan-making authorities should not apply constraints to the overall assessment of need. Limitations including supply of land, capacity of housing markets, viability, infrastructure, Green Belt or environmental designations, are considerations when assessing how to meet need. These types of considerations are not relevant to assessing the scale of that need.
- There may be circumstances where it is justifiable to identify need above the need figure identified by the standard method. The need figure generated by the standard method should be considered as the minimum starting point in establishing a need figure for the purposes of plan production. The method relies on past growth trends and therefore does not include specific uplift to account for factors that could affect those trends in the future. Where it is likely that additional growth (above historic trends identified by household projections) will occur over the plan period, an appropriate uplift may be applied to produce a higher need figure that reflects that anticipated growth. Circumstances where an uplift will be appropriate include but are not limited to; where growth strategies are in place, strategic level infrastructure improvements are planned, funding is in place to promote and facilitate growth (i.e. Housing

Deals, Housing Infrastructure Fund). **We would consider the impact of anticipated growth through an Enterprise Zone (York Central – which is also an identified Housing Zone) to be included as an appropriate circumstance to increase housing growth as well. CYC have also submitted two Housing Infrastructure Fund bids to Government as well. One at York Central and one at the proposed strategic allocation known as Clifton Gate.**

- The total need for affordable housing will need to be converted into annual flows by calculating the total net need (subtract total available stock from total gross need) and converting total net need into an annual flow. The total affordable housing need can then be considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments, given the probable percentage of affordable housing to be delivered by market housing led developments. An increase in the total housing figures included in the strategic plan may need to be considered where it could help deliver the required number of affordable homes. **Given York's affordable housing needs, we consider that compelling evidence is available to justify an uplift in the OAN on in order to meet such housing needs.**

Although the Revised NPPF and Draft NPPG are still subject to consultation, they provide a further indication as to how the Government considers housing requirements should be calculated, and the consideration of market signals, strategic growth (employment & housing) and affordable housing as key issues to be considered. Which align closely with the current provisions of the NPPF. Put simply, the guidance provided in the bullet points above cannot be ignored.

Barton Willmore's own Technical Review of the Council's SHMA as part of their "Open House" OAN model work, concluded that when a Market Signals Uplift is included, the full objectively assessed need is considered to range between 920 dwellings per annum and 1,070 dwellings per annum. The higher end of Barton Willmore's threshold therefore directly aligns with the figure that is generated when utilising the Government's standardised OAN methodology (without the consideration of any uplift for strategic growth or affordable housing).

The Council are now in a position where their own evidence; Barton Willmore's Open House work; and the Government's proposed standardised methodology, all state that an uplift for market signals should be added to the baseline figure, and all of which indicate that the true full OAN is greater than the 867 dwellings per annum which is being proposed.

Therefore, in order to make the plan sound, the housing figure should be adjusted upwards to consider market signals, strategic growth and affordable housing needs. This in turn will require additional sites to be allocated for residential development.

Our clients have also previously identified concerns with the approach taken by CYC with regard to the delivery of windfall development throughout the plan period. Such a reliance on unplanned development is contrary to the legislative provision of a plan-led system and should not form the basis of the CYC Local Plan moving forwards. Such an approach will not direct homes to those areas that have seen limited growth over recent years and have a clear need for new homes in the future. It is also highly likely that no affordable housing will be provided on windfall sites located in the Urban Area on account of the 15-dwelling threshold proposed in draft Policy H10.

Finally, there are also concerns associated with the deliverability of the York Central and Barrack sites.

In respect of York Central this relates to uncertainties over the timescales associated with the site's initial infrastructure works and the final quantum of new homes that can be delivered at the site. We have raised a number of concerns over the ability of the York Central site to deliver the proposed number of homes within the plan period at every stage of consultation on the Local Plan. However, notwithstanding these comments, the number of homes anticipated to be delivered at the site has been increased to between 1,700 and 2,500, with a minimum of 1,500 homes within the plan period. The provision of a range of housing numbers is evidence to justify our case of the uncertainties associated

with the development of the site. Furthermore, there is no justifiable evidence to back up these figures. Further evidence in respect of our client’s concerns associated with the delivery of the York Central site are provided in the overarching representations prepared by Barton Willmore.

With regard to the Barrack sites, the concerns relate to **when** and **if** both of the sites will become available for development within the plan period. At present no concrete evidence has been provided by the Ministry of Defence that these sites are indeed no longer needed.

Unless these current uncertainties are resolved, it is our view that the quantum of new homes to be delivered at these sites should be considered over and above the identification of housing allocations to meet the City’s housing needs. If not, there is a real possibility that that the City could fail to demonstrate the delivery of a sufficient number of deliverable housing sites to meet the City’s housing requirement.

Finally, the Publication Draft Local Plan is again relatively silent in respect of the provision of Safeguarded Land and the role this plays in ensuring long term permanence to the Green Belt. Paragraph 85 of the Framework identifies that where necessary LPA’s need to plan for longer term development needs “*stretching well beyond the plan period*” through the designation of Safeguarded Land. There are varying examples within recently approved Development Plan documents of what a timescale of “*well beyond the plan period*” can equate to which differ between an additional 10% of land allocations; an additional 5 years’ worth of land; or in some cases 10 years’ worth of land. It could be argued the greater amount of safeguarded land identified, the greater permanence can be provided to the Green Belt.

When each of the above points are considered holistically there is a compelling case for the release of additional land as housing allocations within the CYC Local Plan in order to meet the City’s full objectively assessed housing needs. Such as our client’s development proposals at Riverside Gardens, Elvington which can make an important contribution to meeting these needs.

DELIVERY TIMESCALES

We envisage that a planning application could be submitted in 2019, following the adoption of the Local Plan.

Taking into account the proposed submission date it is currently envisaged that first dwelling completions on the site will take place in 2019/20 following the submission of a full planning application and initial site infrastructure works.

It is anticipated that the development will deliver a yield of at least 35 homes per annum. The table below provides the site’s cumulative dwelling delivery projection per annum that CYC can use within their forthcoming housing trajectory work.

Year	BDW Development Option
2018/2019	0
2019/2020	20
2020/2021	55
2021/2022	90
2022/2023	110

The proposed areas of on-site public open space and financial contributions towards improvements to local community infrastructure will be delivered commensurate with the progression of the development and made available for use as required.

The development proposals can deliver significant benefits to the City of York, alongside making an important contribution to CYC’s housing requirements over the course of the plan period.

DELIVERABILITY ASSESSMENT

In accordance with Footnote 11 of Paragraph 47 of the National Planning Policy Framework, we believe that the site can be considered as a **Deliverable** residential development site on account of: -

Suitability

The site is located in a suitable location for residential development now. As identified above, the development proposals are situated in a suitable and highly sustainable location in respect of connectivity to existing jobs and services and there are no technical or environmental (built and natural) constraints that would preclude the development of the site.

Availability

The site is available for development now. The site is available for residential development as there are no legal or ownership constraints as all landowners have made the land available for development. BDW have an interest in the site and by virtue of this and previous submissions are expressing an intention to develop the site for residential use.

Achievability

A viable housing development can be delivered on the site within the next five years and indeed within the first 5 years of the adoption of the Local Plan. BDW are seeking to develop the site for residential use. Prior to the progression of development sites, they undertake a thorough marketing and economic viability assessment for each site, including an assessment of any site specific abnormal costs. The site is considered to be achievable for residential development now as there is a realistic prospect that the site can deliver new homes within the next 5 years and indeed within the first 5 years of the adoption of the Local Plan.

Deliverability Conclusion

The site can be considered a deliverable residential development site and its release would provide a number of significant economic, social and environmental benefits as identified above.

CONCLUSIONS

Whilst we want to work alongside CYC to ensure the delivery of a sound Local Plan for the City, we are concerned that unless substantial changes are made to the Publication Draft Local Plan prior to its submission to the Secretary of State, it will not be in a position where it can be found sound.

In light of the guidance provided in Paragraph 182 of the NPPF, we consider the following: -

- The Local Plan is **not positively prepared** as the plan will not meet the evidenced objectively assessed development and infrastructure requirements of the City.
- The Local Plan is **not justified** as there is compelling evidence available that it does not present the most appropriate strategy for the City, when considered against the reasonable alternatives, based on proportionate evidence;
- The Local Plan is **not effective** as the proposed housing allocations/numbers at York Central and the Barracks sites will not be deliverable over the plan period; &
- The Local Plan is **not consistent with national policy** on account of the combined impact of the above factors when considered together. It will not deliver the sustainable development of the City in the plan period.

When each of the above points are considered holistically there is a compelling case for the release of additional land as housing allocations within the CYC Local Plan in order to meet the City's full objectively assessed housing needs.

On account of the above we **object** to the Riverside Gardens, Elvington site being rejected as a potential housing option within CYC's Publication Draft Local Plan.

We believe that additional housing allocations to those currently proposed by CYC will need to be identified in order to meet the City's housing needs over the proposed plan period. Which is why we fully support CYC's Officer's recent recommendation to allocate the site for residential development.

Our proposals have the potential to provide a residential development of up to 110 new homes, public open space and associated infrastructure. The proposals will deliver a development which respects the character of the surrounding area whilst providing a high quality residential development where people will want to live.

The development proposals are situated in a **suitable** and highly sustainable location and there are no technical or environmental (built and natural) constraints that would preclude the development of the site. The site is **available** now as it is under the control of a national house builder who are actively seeking to secure the site's allocation for residential development. The site can also be considered **achievable** as new homes can be delivered on the site within the next 5 years and indeed within the first five years of the Local Plan.

Should you require any further details or clarification on the content of this letter please do not hesitate to contact me.

Yours sincerely,

A solid black rectangular box used to redact the signature of Paul Butler.

PAUL BUTLER
Director

paul.butler@pbplanning.co.uk

From: Paul Butler [paul.butler@pbplanning.co.uk]
Sent: 04 April 2018 12:42
To: localplan@york.gov.uk
Cc: Tate, Liam
Subject: CITY OF YORK LOCAL PLAN – LAND TO THE NORTH OF MONKS CROSS – BARRATT HOMES & DAVID WILSON HOMES – SUPPORT FOR SITE REFERENCE ST8
Attachments: City of York Local Plan - Consultation Form - Site ST8 - Monks Cross - BDW - April 2018.pdf; City of York Local Plan - Site ST8 - BDW - April 2018.pdf; City of York Local Plan - Site ST8 - BDW - October 2017.pdf; City of York Local Plan - Site ST8 - BDW - September 2016.pdf

Dear Sir or Madam,

We write on behalf of our client Barratt Homes & David Wilson Homes (BDW) to provide City of York Council (CYC) with their representations to CYC's Publication Draft Local Plan (February 2018).

Our client supports the retention of the site Land North of Monks Cross (Site Ref. ST8) as a proposed strategic site allocation within the Publication Draft Local Plan. However, they are concerned that the site may not be brought forward in a comprehensive manner unless collaborative discussions between all parties take place as early as possible.

The enclosed representations do not seek to re-iterate the comments made to CYC in our previously submitted representations dated 12th September 2016 and 26th October 2017. These are enclosed, and we request that they are submitted alongside this letter to the Secretary of State as a holistic comprehensive representation for the strategic site allocation ST8, Land North of Monks Cross.

The representations do however provide our client's comments in respect of the site's updated planning context since the submission of our previous representations.

BDW would like to work alongside CYC and the other developers of the site to finalise the site specific strategic development policy to be included within future versions of the Local Plan. Working together we can ensure that CYC's and the local community's planning parameters for the site are deliverable.

Should you require any further details or clarification on the content of this letter please do not hesitate to contact me.

Kind regards,

Paul

Paul Butler
Director



www.pbplanning.co.uk

paul.butler@pbplanning.co.uk

07970 506702
01904 731365

PO Box 827, York, YO31 6EE

City of York Local Plan Publication Draft 2018 Consultation response form 21 February – 4 April 2018

OFFICE USE ONLY:

ID reference:

This form has three parts: **Part A** Personal Details, **Part B** Your Representation and **Part C** How we will use your Personal Information

To help present your comments in the best way for the inspector to consider them, the Planning Inspectorate has produced this standard comment form for you to complete and return. We ask that you use this form because it structures your response in the way in which the inspector will consider comments at the Public Examination. Using the form to submit your comments also means that you can register your interest in speaking at the Examination.

Please read the guidance notes and Part C carefully before completing the form. Please ensure you sign the form on page 6.

Please fill in a separate part B for each issue/representation you wish to make. Any additional sheets must be clearly referenced. If hand writing, please write clearly in blue or black ink.

Part A - Personal Details

Please complete in full; in order for the Inspector to consider your representations you must provide your name and postal address).

1. Personal Details		2. Agent's Details (if applicable)
Title		Mr
First Name		Paul
Last Name		Butler
Organisation (where relevant)	Barratt Homes ▯ David Wilson Homes	PB Planning Ltd
Representing (if applicable)		Barratt Homes & David Wilson Homes
Address – line 1	c/o Agent	PO Box 827
Address – line 2		York
Address – line 3		
Address – line 4		
Address – line 5		
Postcode		YO31 6EE
E-mail Address		paul.butler@pbplanning.co.uk
Telephone Number		07970 506702

Guidance note

Where do I send my completed form?

Please return the completed form **by Wednesday 4 April 2018, up until midnight**

- To: FREEPOST RTEG-TYYU-KLTZ Local Plan, City of York Council, West Offices, Station Rise, York, YO1 6GA
- By email to: localplan@york.gov.uk

Electronic copies of this form are available to download at www.york.gov.uk/localplan or you can complete the form online at www.york.gov.uk/consultations

What can I make comments on?

You can make representations on any part of the publication draft of the Local Plan, Policies Map or Sustainability Appraisal. Comments may also refer to the justification and evidence in the supporting technical papers. The purpose of this consultation is for you to say whether you think the plan is legally compliant and 'sound'. These terms are explained as you go through the response form.

Do I have to use the response form?

Yes please. This is because further changes to the plan will be a matter for a Planning Inspector to consider and providing responses in a consistent format is important. For this reason, all responses should use this consultation response form. Please be as succinct as possible and **use one response form for each representation you wish to make** (topic or issue you wish to comment on). You can attach additional evidence to support your case, but please ensure that it is clearly referenced. It will be a matter for the Inspector to invite additional evidence in advance of, or during the Public Examination.

Additional response forms can be collected from the main council offices and the city's libraries, or you can download it from the council's website at www.york.gov.uk/localplan or use our online consultation form via <http://www.york.gov.uk/consultations>. However you choose to respond, in order for the inspector to consider your comments you must provide your name and address with your response.

Can I submit representations on behalf of a group or neighbourhood?

Yes, you can. Where there are groups who share a common view on how they wish to see the plan modified, it would be very helpful for that group to send a single representation that represents that view, rather than for a large number of individuals to send in separate representations that repeat the same points. In such cases the group should indicate how many people it is representing; a list of their names and addresses, and how the representation has been agreed e.g. via a parish council/action group meeting; signing a petition etc. The representations should still be submitted on this standard form with the information attached. Please indicate in Part A of this form the group you are representing.

Do I need to attend the Public Examination?

You can indicate whether at this stage you consider there is a need to present your representation at a hearing session during the Public Examination. You should note that Inspectors do not give any more weight to issues presented in person than written evidence. The Inspector will use his/her own discretion in regard to who participates at the Public Examination. All examination hearings will be open to the public.

Where can I view the Local Plan Publication Consultation documents?

You can view the Local Plan Publication draft Consultation documents

- Online via our website www.york.gov.uk/localplan.
- City of York Council West Offices
- In all libraries in York.

Part B - Your Representation

(Please use a separate Part B form for **each** issue to you want to raise)



3. To which document does your response relate? (Please tick one)

City of York Local Plan Publication Draft

Policies Map

Sustainability Appraisal/Strategic Environmental Assessment

What does 'legally compliant' mean?

Legally compliant means asking whether or not the plan has been prepared in line with: statutory regulations; the duty to cooperate; and legal procedural requirements such as the Sustainability Appraisal (SA). Details of how the plan has been prepared are set out in the published Consultation Statements and the Duty to Cooperate Statement, which can be found at www.york.gov.uk/localplan

4. (1) Do you consider the document is Legally compliant?

Yes

No

4.(2) Do you consider that the document complies with the Duty to Cooperate?

Yes

No

4.(3) Please justify your answer to question 4.(1) and 4.(2)

Please see enclosed submitted representations.

What does 'Sound' mean?

Soundness may be considered in this context within its ordinary meaning of 'fit for purpose' and 'showing good judgement'. The Inspector will use the Public Examination process to explore and investigate the plan against the National Planning Policy Framework's four 'tests of soundness' listed below. The scope of the Public Examination will be set by the key issues raised by responses received and other matters the Inspector considers to be relevant.

What makes a Local Plan "sound"?

Positively prepared - the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development.

Justified – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence.

Effective – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities

Consistent with national policy – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework

Representations must be received by Wednesday 4 April 2018, up until midnight.
Representations received after this time will not be considered duly made.

5.(1) Do you consider the document is Sound?

Yes No

If yes, go to question 5.(4). If no, go to question 5.(2).

5.(2) Please tell us which tests of soundness the document fails to meet: (tick all that apply)

Positively prepared **Justified**
Effective **Consistent with national policy**

5.(3) If you are making comments on whether the document is unsound, to which part of the document do they relate?

(Complete any that apply)

Paragraph
no.

Policy
Ref.

Site Ref.

Site Ref. ST8

5.(4) Please give reasons for your answers to questions 5.(1) and 5.(2)

You can attach additional information but please make sure it is securely attached and clearly referenced to this question.

6. (1) Please set out what change(s) you consider necessary to make the City of York Local Plan legally compliant or sound, having regard to the tests you have identified at question 5 where this relates to soundness.



You will need to say why this modification will make the plan legally compliant or sound. It will be helpful if you could put forward your suggested revised wording of any policy or text.

Please note your representation should cover succinctly all the information, evidence and supporting information necessary to support/justify the representation and the suggested modification, as there will not normally be a subsequent opportunity to make further representations based on the original representation at publication stage.

After this stage, further representations will be only at the request of the Inspector, based on the matters and issues he/she identifies for examination.

Please see enclosed submitted representations

7.(1). If your representation is seeking a change at question 6.(1), do you consider it necessary to participate at the hearing sessions of the Public Examination? (tick one box only)

No, I do not wish to participate at the hearing session at the examination. I would like my representation to be dealt with by written representation

Yes, I wish to appear at the examination

If you have selected **No**, your representation(s) will still be considered by the independent Planning Inspector by way of written representations.

7.(2). If you wish to participate at the oral part of the examination, please outline why you consider this to be necessary:

Please see enclosed submitted representations

Please note: the Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate at the hearing session of the examination.

Part C - How we will use your Personal Information

We will only use the personal information you give us on this form in accordance with the Data Protection Act 1998 (and any successor legislation) to inform the Local Plan process.

We only ask for what personal information is necessary for the purposes set out in this privacy notice and we will protect it and make sure nobody has access to it who shouldn't.

City of York Council does not pass personal data to third parties for marketing, sales or any other commercial purposes without your prior explicit consent.

As part of the Local Plan process copies of representations made in response to this consultation including your personal information must be made available for public inspection and published on the Council's website; they cannot be treated as confidential or anonymous and will be available for inspection in full. Copies of all representations must also be provided to the Planning Inspectorate as part of the submission of the City of York Local Plan.¹

Storing your information and contacting you in the future:

The information you provide on this form will be stored on a database used solely in connection with the Local Plan. If you have previously responded as part of the consultation on the York Local Plan (previously Local Development Framework prior to 2012), your details are already held on the database. This information is required to be stored by the Council as it must be submitted to the Planning Inspectorate to comply with the law.¹ The Council must also notify those on the database at certain stages of plan preparation under the Regulations.²

Retention of Information

We will only keep your personal information for as long as is necessary and when we no longer have a need to keep it, we will delete or destroy it securely. The Local Planning Authority is required to retain your information during the plan making process. The information you submit relating to the Local Plan can only cease to be made available 6 weeks after the date of the formal adoption of the Plan.³

Your rights

To find out about your rights under the Data Protection Act 1998 (and any successor legislation), you can go to the Information Commissioners Office (ICO) <https://ico.org.uk/for-the-public/>

If you have any questions about this Privacy Notice, your rights, or if you have a complaint about how your information has been used or how long we have kept it for, please contact the Customer Feedback Team at haveyoursay@york.gov.uk or on [01904 554145](tel:01904554145)

Signature

Date

¹ Section 20(3) Planning & Compulsory Purchase Act 2004 Regulations 17,22, 35 & 36 Town and Country Planning (Local Planning) England) Regulations 2012

² Regulation 19 Town and Country Planning (Local Planning) England) Regulations 2012

³ Regulation 35 Town and Country Planning (Local Planning) England) Regulations 2012

Local Plan,
City of York Council,
West Offices,
Station Rise,
York,
YO1 6GA

12th September 2016

Dear Sir or Madam,

CITY OF YORK LOCAL PLAN – LAND TO THE NORTH OF MONKS CROSS – BARRATT HOMES & DAVID WILSON HOMES – SUPPORT FOR SITE REFERENCE ST8

We write on behalf of our client Barratt Homes & David Wilson Homes (BDW) to provide City of York Council (CYC) with further information in respect of the deliverability of their land interest which lies within the proposed allocation boundary of Land to the North of Monks Cross (Site Ref.ST8). Our client **supports** the proposed allocation of the site by CYC as set out within the Preferred Sites document (July 2016).

These site specific representations should be read in conjunction with BDW's overarching representations prepared by Barton Willmore, which make comments upon the overall soundness of the emerging CYC Local Plan, including the level of homes proposed in the plan, the use of windfall sites in meeting the Council's housing requirement, the exclusion of safeguarded land and the site selection process.

Site ST8 – Representations Summary
<ul style="list-style-type: none">• We support the proposed allocation of the site by CYC.• The development of BDW's land interest will ensure the provision of a deliverable and viable development proposal, which delivers the number of homes prescribed by CYC as a minimum, alongside each of CYC's proposed "Planning Principles".• The site will provide the opportunity to help meet York's current and future housing needs.• The historic and landscape character of this area of the City will be preserved as key views across the site can be maintained and strategically placed open space alongside new landscaping will deliver permanent future boundaries to the site.• Separation distances between the site and surrounding areas will remain substantial through the provision of strategic greenspace in order to ensure that the setting and character of this area of the City is respected.• Pedestrian and Cycle connections will be provided throughout the site, with connectivity to the existing settlement area of Huntington and retail/commercial area of Monks Cross.• There are no technical or environmental (built and natural) constraints that would preclude the development of the site.

This letter demonstrates the deliverability of BDW's site for residential development in accordance with national planning guidance.

PROPOSED DEVELOPMENT

BDW's proposals have the potential to make a significant contribution to the delivery of a new sympathetically masterplanned residential development, which delivers significant community infrastructure, public open space and strategic greenspace. The site is strategically located to the north east of the City, but will importantly maintain separation from the existing urban edge by the provision of new strategic greenspace which will ensure that the historic and landscape character of this area of the City is preserved.

BDW's development proposals are situated in a suitable and sustainable location in respect of connectivity to existing services and facilities located in the surrounding area. Importantly, there are no technical or environmental (built and natural) constraints that would preclude the development of the site.

CYC Development Parameters

CYC's Preferred Sites Consultation document identifies the following parameters associated with the proposed development of the site: -

1. *Site Size/Developable Area – 39.5Ha (13.8ha open space)*
2. *Indicative Site Capacity – 968 dwellings*
3. *Archetype/Density – Village/rural exceptional archetype (70% @ 35dph)*
4. *Proposed Allocation – Allocated for residential development for 968 dwellings 875 in the plan period.*
5. *Planning Principles: -*
 - a. *Deliver a sustainable housing mix in accordance with the Strategic Housing Market Assessment (SHMA).*
 - b. *Create strategic landscape buffering along the existing road network that will retain key views.*
 - c. *Creation of the Strategic greenspace to the west of the site will have an important role in protecting ecological assets, safeguarding the historic character and setting of the city and conserving on-site heritage assets including Ridge and Furrow, archaeology, hedgerows and trees that contribute to the setting of Huntington. The provision of the new green wedge to the west of the site will also create an appropriate setting for the existing village of Huntington and this should be linked into the adjacent new housing scheme currently under construction at Windy Ridge/Brecks Lane.*
 - d. *Maximise the sites function as a sustainable new development by incorporating an appropriate range of community facilities.*
 - e. *Provide enhanced safe and integrated pedestrian and cycle routes to the existing available facilities at Monks Cross to maximise the sites sustainable location.*
 - f. *Deliver a new primary school in an accessible location (to be assessed further based on generated needs) as well as providing appropriate contributions for nursery and secondary education.*
 - g. *Provide new site access from Monks Cross Link Road with no new direct access to the A1237*
 - h. *Deliver high quality, frequent and accessible public transport services through the whole site including facilitation of links to local employment centres and York City Centre. It is envisaged such measures will enable 15% of trips to be undertaken using public transport.*
 - i. *Maximise pedestrian and cycle integration, connection and accessibility in and out of the site and connectivity to the City and surrounding areas creating well-connected internal streets and walkable neighbourhoods.*

CYC Planning Parameters Comparison with BDW Development Options

The table below provides a comparison of the CYC's identified aspirations for the site (outlined above) against the planning principles proposed by BDW's development.

Ref.	CYC	Contribution of BDW's Development Proposals
1. Site Size	39Ha (13.8Ha Open Space)	39Ha (At least 30.25Ha of residential developable area)
2. Site Capacity	968 Homes	968 dwellings
3. Density	Village/Rural Exceptional Archetype – 70% net site area at 32dph	Village/rural exceptional archetype (70% @ 32dph)

4. Allocation	968 homes (875 over plan period)	968 homes over the course of the plan period
CYC Planning Parameters		
5(a)	Sustainable Housing Mix	BDW's site can help to deliver a variety of housing needs including first time buyers, detached family homes and homes for senior citizens.
5(b)	Strategic Landscape Buffering	BDW will work alongside the other landowners/developers of the allocation to ensure that a comprehensive masterplan is provided which seeks to preserve the historic and landscape character of this area of the City by the retention of key views across the site through the provision of strategically placed open space alongside new boundary landscaping to deliver permanent future boundaries to the site.
5(c)	Strategic Greenspace	BDW are committed to working alongside the other landowners/developers of the allocation to deliver a site wide biodiversity, heritage, recreation and access strategy. Separation distances between the site and surrounding areas will remain substantial through the provision of strategic greenspace in order to ensure that the setting and character of this area of the City is respected. A comprehensive development masterplan will be designed to preserve and where possible enhance each of these technical points. The current development scheme at Windy Ridge/Brecks Lane is a Barratt Homes scheme and accordingly BDW would like to lead discussions with CYC in respect of connectivity from this development to the proposed allocation.
5(d)	Community Facilities	BDW will work alongside the landowners/developers of the wider allocation in order to ensure the delivery of the required community infrastructure to meet the needs of future residents.
5(e)	Pedestrian/Cycle Connectivity to Monks Cross	BDW will work alongside the landowners/developers of the allocation to ensure the delivery of pedestrian and cycle integration, connection and accessibility in and out of the site and to Huntington and Monks Cross.
5(f)	Education Facilities	BDW will work alongside the landowners/developers of the allocation in order to ensure the delivery of the required education facilities to meet the needs of future residents.
5(g)	Primary Access from Monks Cross Link Road	Whilst BDW appreciate that the site's primary access point is proposed to be taken from Monks Cross Link Road, they believe that it is important that secondary access points from Monks Cross Drive and North Lane should be delivered as early as possible to ensure that the development of the site isn't constrained in order to meet CYC's dwelling requirements for the site over the plan period.
5(h)	Public Transport	BDW will work alongside the landowners/developers of the allocation to ensure the delivery of high quality, frequent and accessible public transport services through the whole site which provide links to new community facilities, York City Centre, Huntington and Monks Cross.
5(i)	Pedestrian/Cycle Connectivity to the City	BDW will work alongside the landowners/developers of the allocation to ensure the delivery of pedestrian and cycle integration, connection and accessibility in and out of the site and to Huntington and Monks Cross.

The comparison provided in the table above establishes that BDW's land interest will make an integral contribution to the delivery of CYC's key planning parameters for Site ST8 as set out within the Preferred Sites Consultation document.

Though BDW support CYC's proposed allocation of the site, the evidence presented in the table above demonstrates that the net developable area of the site will need to equate to 30.25Ha in order to ensure the delivery of a high quality residential development which is appropriate to the character and setting of this area of the City. This is due to the need to reduce the net density to 32dph. Design experts and architects have identified that in order to deliver the type of new developments desired by CYC a net density of 32dph is considered most appropriate in order to provide appropriate spacing between dwellings, incidental landscaping and to seek to keep cars from the street scene. Such densities will

also deliver an appropriate mix of house types to reflect the local housing market and the identified housing needs of the City.

BDW will work alongside the other landowners/developers of the allocation to ensure that a comprehensive masterplan is provided which seeks to preserve the historic and landscape character of this area of the City by the retention of key views across the site through the provision of strategically placed open space alongside new boundary landscaping to deliver permanent future boundaries to the site. Separation distances between the site and surrounding areas will remain substantial through the provision of strategic greenspaces in order to ensure that the setting and character of this area of the City is respected.

On account of the justification provided above it is clear that BDW's land interest does not fulfil any of the five Green Belt purposes for the following reasons: -

- **The development of the site would not result in unrestricted urban sprawl** due to the delivery of a landscape led development that delivers new strong defensible landscape and strategic greenspace on the site's western, northern and eastern boundaries;
- **The development of the site would not result in the merging of adjacent settlements** as the positioning of strategic greenspace and substantial landscaping on the site's boundaries ensures the delivery of permanent defensible boundaries to the site. North Lane, Monks Cross Link Road and the A1237 provide long term permanent/defensible boundaries beyond the site.
- **The site does not assist in safeguarding the countryside from encroachment** on account of North Lane, Monks Cross Link Road and the A1237 providing long term permanent/defensible boundaries beyond the site.
- **The proposed development of the site will have no detrimental effect on the setting and special character of historic features** as a comprehensive masterplan will be provided which seeks to preserve the historic and landscape character of this area of the City by the retention of key views across the site through the provision of strategically placed open space alongside new boundary landscaping to deliver permanent future boundaries to the site.
- The fifth purpose of Green Belt **to assist in urban regeneration, by encouraging the recycling of derelict and other urban land** is a general purpose which will not be adversely affected by the site.

BDW's development proposal represents a deliverable and viable development site which will make an integral contribution to meeting CYC's planning parameters outlined above in respect of Site ST8.

In doing so BDW's site would help to ensure the delivery of the substantial economic and social benefits that the development of 968 homes and the associated community infrastructure can provide to the City of York as follows: -

- Creating sustainable communities through meeting market and affordable housing needs, offering existing and potential residents of the City the opportunity to live in the type of house and location they desire.
- Delivering significant financial contributions towards the improvement of the City's infrastructure including the provision of S106/CIL payments.
- New capital expenditure in the region of £117m creating substantial direct and indirect employment opportunities of approximately 298 new jobs of which 70% are usually retained in the local area.
- Sustaining and improving the District's labour market through delivering the right homes in the right locations.
- Increasing retail and leisure expenditure in the local area by £22.9m per annum, creating a potential 140 jobs in these sectors.
- Provision of funding towards public services from an estimated figure of £8.9m from the Government's new homes bonuses and annual council tax payments of £1.4m per annum.

The National Planning Policy Framework seeks to encourage sustainable growth and identifies in Paragraph 8 that economic growth, such as that which this site can deliver, can secure higher social

and environmental standards. Furthermore, Paragraph 52 identifies that the supply of new homes can sometimes be best achieved through planning for larger scale development.

Paragraph 52 of the Framework further states that in such circumstances local planning authorities should consider opportunities to provide the best way of achieving sustainable development. It is clear from the evidence provided above that BDW’s land interests provides CYC with an opportunity to ensure the delivery of a sustainable development at site ST8.

DELIVERY TIMESCALES

We envisage that a planning application will be submitted by Spring 2018, following the adoption of the Local Plan.

Taking into account the proposed submission date it is currently envisaged that first dwelling completions on the site will take place in 2019/20 following the submission of an outline planning application, subsequent reserved matters applications and initial site infrastructure works.

The potential size of the site offers the opportunity for three builders to develop the scheme simultaneously. Therefore, it is anticipated that the development will deliver a yield of at up to 120 homes per annum. The table below provides the site’s cumulative dwelling delivery projection per annum that CYC can use within their forthcoming housing trajectory work.

Year	TWF Development Option
2018/2019	0
2019/2020	60
2020/2021	180
2021/2022	300
2022/2023	420
2023/2024	540
2024/2025	660
2025/2026	780
2026/2027	900
2027/2028	968
2028/2029	
2029/2030	
2030/2031	
2031/2032	
2032/2033	

The proposed community infrastructure and areas of public open space will be delivered commensurate with the progression of the development and made available for use as required.

The development proposals can deliver significant benefits to the City of York, alongside making a significant contribution to CYC’s housing requirements over the course of the plan period. In reference to CYC’s Preferred Sites consultation document it is prudent to identify that the site has the potential to deliver 968 homes over the anticipated plan period. Which is a greater contribution to the City’s housing needs to that currently identified by CYC.

DELIVERABILITY ASSESSMENT

In accordance with Footnote 11 of Paragraph 47 of the National Planning Policy Framework, we believe that the site can be considered as a **Deliverable** residential development site on account of: -

Suitability

The site is located in a suitable location for residential development now. As identified above, the development proposals are situated in a suitable and highly sustainable location in respect of

connectivity to existing jobs and services and there are no technical or environmental (built and natural) constraints that would preclude the development of the site.

Availability

The site is available for development now. The site is available for residential development as there are no legal or ownership constraints as all landowners have made the land available for development. BDW have an interest in the site and by virtue of this and previous submissions are expressing an intention to develop the site for residential use.

Achievability

A viable housing development can be delivered on the site within the next five years and indeed within the first 5 years of the adoption of the Local Plan. BDW are seeking to develop the site for residential use. Prior to the progression of development sites, they undertake a thorough marketing and economic viability assessment for each site, including an assessment of any site specific abnormal costs. The site is considered to be achievable for residential development now as there is a realistic prospect that the site can deliver new homes within the next 5 years and indeed within the first 5 years of the adoption of the Local Plan. BDW confirm their willingness to work with the other owners and proposed developers of the allocation to ensure the delivery of the site in the timescales identified.

Deliverability Conclusion

BDW's land interest can be considered a deliverable residential development site and its release would deliver a number of significant economic, social and environmental benefits as identified above.

Furthermore, it is clear that the evidence provided within this letter demonstrates that BDW's development proposals can play a positive role in delivering each of the factors raised within CYC's Interim Sustainability Appraisal (2016): -

- The site will provide 968 homes which will be significantly positive for meeting the City's housing needs.
- Due to the scale of the potential development, commensurate facilities will also be provided within the new development, including education facilities.
- The development proposals will deliver pedestrian and cycle integration, connection and accessibility in and out of the site and to Huntington and Monks Cross. Delivering a highly permeable residential development site.
- The development proposals will deliver a high quality, frequent and accessible public transport services through the whole site which provide links to new community facilities, York City Centre, Huntington and Monks Cross.
- BDW will work alongside the other landowners/developers of the allocation to ensure that a comprehensive masterplan is provided which seeks to preserve the historic and landscape character of this area of the City by the retention of key views across the site through the provision of strategically placed open space alongside new boundary landscaping to deliver permanent future boundaries to the site.
- Separation distances between the site and surrounding areas will remain substantial through the provision of strategic greenspaces in order to ensure that the setting and character of this area of the City is respected.

CONCLUSIONS

On the basis of the information provided within this letter our client supports the principle of the proposed allocation of Site ST8 by CYC.

BDW's proposals have the potential to make a significant contribution to the delivery of a new sympathetically masterplanned residential development, which delivers significant community infrastructure, public open space and strategic greenspace. The site is strategically located to the north east of the City, but will importantly maintain separation from the existing urban edge by the provision of new strategic greenspace which will ensure that the historic and landscape character of this area of the City is preserved.

The development proposals are situated in a **suitable** and sustainable location in respect of connectivity to existing services and facilities and there are no technical or environmental (built and natural) constraints that would preclude the development of the site. The site is **available** now as it is under the control of a national house builder who are actively seeking to secure planning permission for the residential development of the site. The site can also be considered **achievable** as our clients are committed to working alongside the other landowners/developers of the allocation to ensure the delivery of new homes on the site within the next 5 years and indeed within the first five years of the Local Plan.

Finally, we would like to work alongside CYC to formulate a site specific strategic development policy to be included within future versions of the Local Plan. Working together we can ensure that CYC's and the local community's planning parameters for the site are deliverable.

Should you require any further details or clarification on the content of this letter please do not hesitate to contact me.

Yours sincerely,



PAUL BUTLER

Director

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Local Plan,
City of York Council,
West Offices,
Station Rise,
York,
YO1 6GA

27th October 2017

Dear Sir or Madam,

CITY OF YORK LOCAL PLAN – LAND TO THE NORTH OF MONKS CROSS – BARRATT HOMES & DAVID WILSON HOMES – SUPPORT FOR SITE REFERENCE ST8

We write on behalf of our client Barratt Homes & David Wilson Homes (BDW) to provide City of York Council (CYC) with further information in respect of the deliverability of their land interest which lies within the proposed allocation boundary of Land to the North of Monks Cross (Site Ref.ST8). Our client **supports** the proposed allocation of the site by CYC as set out within the Pre-Publication Draft Local Plan (September 2017).

These site-specific representations should be read in conjunction with BDW's overarching representations prepared by Barton Willmore, which make comments upon the overall soundness of the emerging CYC Local Plan.

Site ST8 – Representations Summary

- We support the proposed allocation of the site by CYC.
- The development of BDW's land interest will ensure the provision of a deliverable and viable development proposal, which delivers the number of homes prescribed by CYC as a minimum, alongside each of CYC's proposed "Planning Principles".
- The site will provide the opportunity to help meet York's current and future housing needs.
- The historic and landscape character of this area of the City will be preserved as key views across the site can be maintained and strategically placed open space alongside new landscaping will deliver permanent future boundaries to the site.
- Separation distances between the site and surrounding areas will remain substantial through the provision of strategic greenspace in order to ensure that the setting and character of this area of the City is respected.
- We support the potential use of land to the east of Monks Cross Link Road to deliver additional open space and ecological mitigation. This will enable the developers of the site to ensure that the Council's identified dwelling quantum can be delivered in full, whilst also providing a number of additional social and environmental benefits to the area.
- Pedestrian and Cycle connections will be provided throughout the site, with connectivity to the existing settlement area of Huntington and retail/commercial area of Monks Cross.
- There are no technical or environmental (built and natural) constraints that would preclude the development of the site.

This letter demonstrates the deliverability of BDW's site for residential development in accordance with national planning guidance.

The Council's Strategic Housing Land Availability Assessment (September 2017) and Officer's report to the CYC Local Plan Working Group (July 2017) recommend the retention of the site as a housing allocation in the emerging CYC Local Plan. A position we fully support. The recommendation from Officer's also identified the following: -

“Officers consider that no change should be made to the site allocation boundary or the overall quantum of development (968 dwellings) and that it remains as per PSC (2016). Additional open space and ecological mitigation could be included on land to the east of the Link Road submitted as part of the consultation response from landowners/developers.”

We support the potential use of land to the east of Monks Cross Link Road to deliver additional open space and ecological mitigation. This will enable the developers of the site to ensure that the Council’s identified dwelling quantum can be delivered in full, whilst also providing a number of additional social and environmental benefits to the area. BDW are committed to working with the site’s other developers to ensure the delivery of a high-quality, sensitively designed and sustainable urban extension of the City.

PROPOSED DEVELOPMENT

BDW’s proposals have the potential to make a significant contribution to the delivery of a new sympathetically masterplanned residential development, which delivers substantial community infrastructure, public open space and strategic greenspace. The site is strategically located to the north east of the City, but will importantly maintain separation from the existing urban edge by the provision of new strategic greenspace which will ensure that the historic and landscape character of this area of the City is preserved.

BDW’s development proposals are situated in a suitable and sustainable location in respect of connectivity to existing services and facilities located in the surrounding area. Importantly, there are no technical or environmental (built and natural) constraints that would preclude the development of the site.

CYC Development Parameters

CYC’s Pre-Publication Draft Local Plan consultation document identifies the following parameters associated with the proposed development of the site: -

1. *Site Size/Developable Area – 39.5Ha*
2. *Indicative Site Capacity – 968 dwellings*
3. *Archetype/Density – Village/rural exceptional archetype (70% @ 35dph)*
4. *Planning Principles: -*
 - i. *Deliver a sustainable housing mix in accordance with the Council’s most up to date Strategic Housing Market Assessment.*
 - ii. *Create strategic landscape buffering along the existing road network that borders the site. This will retain key views towards the Minster as well as to the north that should be preserved.*
 - iii. *Include an appropriate landscape treatment adjacent to the link road, with landscaping where appropriate, to protect the setting and character of York.*
 - iv. *Explore the creation of a new green wedge to the west of the site to play an important role in protecting ecological assets, safeguarding the historic character and setting of the city and conserving on-site heritage assets including Ridge and Furrow, archaeology, hedgerows and trees that contribute to the setting of Huntington. It should be linked into the adjacent new housing scheme currently under construction at Windy Ridge/Brecks Lane. The provision of the new green wedge to the west of the site will also create an appropriate setting for the existing village of Huntington, allowing Huntington to maintain its identity and not sprawl outwards, with ST8 forming a new contained neighbourhood within the main urban area.*
 - v. *Increase biodiversity and connectivity with the natural environment. The site intersects with local green infrastructure corridors and contains some trees with protection orders. There are opportunities for this site to interconnect with existing green infrastructure corridors and to integrate a scheme throughout the site which should be exploited.*

- vi. Create new open space on additional land to the east of the Monks Cross Link Road (as shown on the proposals map). This land remains in the Green Belt. Open space provision should still be provided to the required quantum within the main allocation boundary and traffic calming measures should be provided along Monks Cross Link Road alongside the provision of pedestrian footways and safe crossing points. Ecological mitigation is also required on land to the east of the Link Road.
- vii. Maximise the sites function as a sustainable new development by incorporating an appropriate range of community facilities.
- viii. Deliver a new primary school in an accessible location (to be assessed further based on generated need) as well as providing appropriate contributions for nursery and secondary education.
- ix. Provide new site access from Monks Cross Link Road with no new direct access to the A1237.
- x. Demonstrate that all transport issues have been addressed, in consultation with the Council as necessary, to ensure sustainable transport provision at the site is achievable. The site will exacerbate congestion in the area, particularly at peak times given its scale and the capacity of the existing road network. The impacts of the site individually and cumulatively with sites ST7, ST9, ST14 and ST35 should be addressed.
- xi. Deliver high quality, frequent and accessible public transport services through the whole site including facilitation of links to local employment centres and York City Centre. It is envisaged such measures will enable 15% of trips to be undertaken using public transport.
- xii. Provide enhanced safe and integrated pedestrian and cycle routes to the existing available facilities at Monks Cross to maximise the sites sustainable location. The site is bordered by existing road infrastructure to enable access onto the site but further strategic connections for pedestrian and cycle routes would be required.
- xiii. Maximise pedestrian and cycle integration, connection and accessibility in and out of the site and connectivity to the city and surrounding areas creating well-connected internal streets and walkable neighbourhoods.

CYC Planning Parameters Comparison with BDW Development Option

The table below provides a comparison of CYC’s identified aspirations for the site (outlined above) against the planning principles proposed by BDW’s development.

Ref.	CYC	Contribution of BDW’s Development Proposals
1. Site Size	39Ha (13.8Ha Open Space)	39Ha (At least 30.25Ha of residential developable area)
2. Site Capacity	968 Homes	968 dwellings (All within Plan Period)
3. Density	Village/Rural Exceptional Archetype – 70% net site area at 35dph	Village/rural exceptional archetype (70% @ 32dph)
CYC Planning Parameters		
4(i)	Sustainable Housing Mix	BDW’s site can help to deliver a variety of housing needs including first time buyers, detached family homes and homes for senior citizens.
4(ii)	Strategic Landscape Buffering	BDW will work alongside the other landowners/developers of the allocation to ensure that a comprehensive masterplan is provided which seeks to preserve the historic and landscape character of this area of the City by the retention of key views across the site through the provision of strategically placed open space alongside new boundary landscaping to deliver permanent future boundaries to the site.
4(iii)	Link Road Landscaping	BDW will work alongside the other landowners/developers of the allocation to ensure that a comprehensive landscape strategy is provided which seeks to preserve the historic and landscape character of this area of the City

4(iv)	Strategic Greenspace	<p>BDW are committed to working alongside the other landowners/developers of the allocation to deliver a site wide biodiversity, heritage, recreation and access strategy. Separation distances between the site and surrounding areas will remain substantial through the provision of strategic greenspace in order to ensure that the setting and character of this area of the City is respected. A comprehensive development masterplan will be designed to preserve and where possible enhance each of the site's environmental assets.</p> <p>The current development scheme at Windy Ridge/Brecks Lane is a Barratt Homes scheme and accordingly BDW would like to lead discussions with CYC in respect of connectivity from this development to the proposed allocation.</p>
4(iv)	Increase Biodiversity	BDW are committed to working alongside CYC and the other landowners/developers of the allocation to ensure that there is no net loss in biodiversity. Detailed ecological assessments of the site will be undertaken prior to the submission of a planning application. This work will recommend the actions necessary to ensure that there is no net loss in biodiversity as a result of the development of the site. BDW confirm their commitment to ensuring that any identified recommendations will be adhered to.
4(vi)	East of Monks Cross Link Road	BDW support the potential use of land to the east of Monks Cross Link Road to deliver additional open space and ecological mitigation. This will enable the developers of the site to ensure that the Council's identified dwelling quantum can be delivered in full, whilst also providing a number of additional social and environmental benefits to the area.
4(vii)	Community Facilities	BDW will work alongside the landowners/developers of the wider allocation in order to ensure the delivery of the required community infrastructure to meet the needs of future residents.
4(viii)	Education Facilities	BDW will work alongside the landowners/developers of the allocation in order to ensure the delivery of the required education facilities to meet the needs of future residents. Including the provision of a new primary school.
4(ix)	Primary Access from Monks Cross Link Road	Whilst BDW appreciate that the site's primary access point is proposed to be taken from Monks Cross Link Road, in order to meet CYC's dwelling requirements for the site over the plan period, they believe that it is important that secondary access points from Monks Cross Drive and North Lane should be delivered as early as possible to ensure that the development of the site isn't constrained.
4(x)	Individual & Cumulative Transport Impact	BDW will work alongside CYC and other developers in order to ensure that the individual and cumulative highways impact on the City is mitigated.
4(xi)	Public Transport	BDW will work alongside the landowners/developers of the allocation to ensure the delivery of high quality, frequent and accessible public transport services through the whole site which provide links to new community facilities, York City Centre, Huntington and Monks Cross.
4(xii)	Pedestrian/Cycle Connectivity to Monks Cross	BDW will work alongside the landowners/developers of the allocation to ensure the delivery of pedestrian and cycle integration, connection and accessibility in and out of the site and to Huntington and Monks Cross.
4(xiii)	Pedestrian/Cycle Connectivity to the City	BDW will work alongside the landowners/developers of the allocation to ensure the delivery of pedestrian and cycle integration, connection and accessibility to Huntington Monks Cross and the wider City area.

The comparison provided in the table above establishes that BDW's land interest will make an important contribution to the delivery of CYC's key planning parameters for Site ST8 as set out within the Preferred Sites Consultation document.

Though BDW support CYC's proposed allocation of the site, the evidence presented in the table above demonstrates that the net developable area of the site will need to equate to at least 30.25Ha in order to ensure the delivery of a high quality residential development which is appropriate to the character and setting of this area of the City. This is due to the need to reduce the net density to 32dph. Design

experts and architects have identified that in order to deliver the type of new developments desired by CYC a net density of 32dph is considered most appropriate in order to provide appropriate spacing between dwellings, incidental landscaping and to seek to keep cars from the street scene. Such densities will also deliver an appropriate mix of house types to reflect the local housing market and the identified housing needs of the City.

BDW will work alongside the other landowners and developers of the allocation to ensure that a comprehensive masterplan is provided which seeks to preserve the historic and landscape character of this area of the City by the retention of key views across the site through the provision of strategically placed open space alongside new boundary landscaping to deliver permanent future boundaries to the site. Separation distances between the site and surrounding areas will remain substantial through the provision of strategic greenspaces in order to ensure that the setting and character of this area of the City is respected.

On account of the justification provided above it is clear that BDW's land interest does not fulfil any of the five Green Belt purposes for the following reasons: -

- **The development of the site would not result in unrestricted urban sprawl** due to the delivery of a landscape led development that delivers new strong defensible landscape and strategic greenspace on the site's western, northern and eastern boundaries. The existing residential area of Huntington and Monks Cross Retail Park also provide defensible boundaries to the west and south of the site;
- **The development of the site would not result in the merging of adjacent settlements** as the positioning of strategic greenspace and substantial landscaping on the site's boundaries ensures the delivery of permanent defensible boundaries to the site. North Lane, Monks Cross Link Road and the A1237 provide long term permanent/defensible boundaries beyond the site.
- **The site does not assist in safeguarding the countryside from encroachment** on account of North Lane, Monks Cross Link Road and the A1237 providing long term permanent/defensible boundaries beyond the site. The existing residential area of Huntington and Monks Cross Retail Park provide defensible boundaries to the west and south of the site.
- **The proposed development of the site will have no detrimental effect on the setting and special character of historic features** as a comprehensive masterplan will be provided which seeks to preserve the historic and landscape character of this area of the City by the retention of key views across the site through the provision of strategically placed open space alongside new boundary landscaping to deliver permanent future boundaries to the site.
- The fifth purpose of Green Belt **to assist in urban regeneration, by encouraging the recycling of derelict and other urban land** is a general purpose which will not be adversely affected by the site.

BDW's development proposal represents a deliverable and viable development site which will make an important contribution to meeting CYC's planning parameters outlined above in respect of Site ST8.

In doing so BDW's site would help to ensure the delivery of the substantial economic and social benefits that the development of 968 homes and the associated community infrastructure can provide to the City of York as follows: -

- Creating sustainable communities through meeting market and affordable housing needs, offering existing and potential residents of the City the opportunity to live in the type of house and location they desire.
- Delivering significant financial contributions towards the improvement of the City's infrastructure including the provision of S106/CIL payments.
- New capital expenditure in the region of £117m creating substantial direct and indirect employment opportunities of approximately 298 new jobs of which 70% are usually retained in the local area.
- Sustaining and improving the District's labour market through delivering the right homes in the right locations.

- Increasing retail and leisure expenditure in the local area by £22.9m per annum, creating a potential 140 jobs in these sectors.
- Provision of funding towards public services from an estimated figure of £8.9m from the Government’s new homes bonuses and annual council tax payments of £1.4m per annum.

The National Planning Policy Framework seeks to encourage sustainable growth and identifies in Paragraph 8 that economic growth, such as that which this site can deliver, can secure higher social and environmental standards. Furthermore, Paragraph 52 identifies that the supply of new homes can sometimes be best achieved through planning for larger scale development.

Paragraph 52 of the Framework further states that in such circumstances local planning authorities should consider opportunities to provide the best way of achieving sustainable development. It is clear from the evidence provided above that BDW’s land interests provides CYC with an opportunity to ensure the delivery of a sustainable development at site ST8.

DELIVERY TIMESCALES

We envisage that a planning application will be submitted in 2019, following the adoption of the Local Plan.

Taking into account the proposed submission date it is currently envisaged that first dwelling completions on the site will take place in 2019/20 following the submission of a hybrid planning application and initial site infrastructure works.

The potential size of the site offers the opportunity for three builders to develop the scheme simultaneously. Therefore, it is anticipated that the development will deliver a yield of at least 90 homes per annum with the potential to deliver up to 120 homes per annum. Taking into account the potential developers of this site, in this instance it is considered sensible to base the delivery trajectory of the site of three builders delivering at least 90 homes per annum.

The table below provides the site’s cumulative dwelling delivery projection per annum that CYC can use within their forthcoming housing trajectory work.

Year	BDW Development Option
2018/2019	0
2019/2020	45
2020/2021	135
2021/2022	225
2022/2023	315
2023/2024	405
2024/2025	495
2025/2026	585
2026/2027	675
2027/2028	765
2028/2029	855
2029/2030	945
2030/2031	968
2031/2032	
2032/2033	

The proposed community infrastructure and areas of public open space will be delivered commensurate with the progression of the development and made available for use as required.

The development proposals can deliver significant benefits to the City of York, alongside making a significant contribution to CYC’s housing requirements over the course of the plan period. The site has the potential to deliver 968 homes within the anticipated plan period.

DELIVERABILITY ASSESSMENT

In accordance with Footnote 11 of Paragraph 47 of the National Planning Policy Framework, we believe that the site can be considered as a **Deliverable** residential development site on account of: -

Suitability

The site is located in a suitable location for residential development now. As identified above, the development proposals are situated in a suitable and highly sustainable location in respect of connectivity to existing jobs and services and there are no technical or environmental (built and natural) constraints that would preclude the development of the site.

Availability

The site is available for development now. The site is available for residential development as there are no legal or ownership constraints as all landowners have made the land available for development. BDW have an interest in the site and by virtue of this and previous submissions are expressing an intention to develop the site for residential use.

Achievability

A viable housing development can be delivered on the site within the next five years and indeed within the first 5 years of the adoption of the Local Plan. BDW are seeking to develop the site for residential use. Prior to the progression of development sites, they undertake a thorough marketing and economic viability assessment for each site, including an assessment of any site specific abnormal costs. The site is considered to be achievable for residential development now as there is a realistic prospect that the site can deliver new homes within the next 5 years and indeed within the first 5 years of the adoption of the Local Plan. BDW confirm their willingness to work with the other owners and proposed developers of the allocation to ensure the delivery of the site in the timescales identified.

Deliverability Conclusion

BDW's land interest can be considered a deliverable residential development site and its release would deliver a number of significant economic, social and environmental benefits as identified above.

CONCLUSIONS

On the basis of the information provided within this letter our client supports the principle of the proposed allocation of Site ST8 by CYC within the Pre-Publication Draft Local Plan.

BDW's proposals have the potential to make a significant contribution to the delivery of a new sympathetically masterplanned residential development, which delivers community infrastructure, public open space and strategic greenspace. The site is strategically located to the north east of the City, but will importantly maintain separation from the existing urban edge by the provision of new strategic greenspace which will ensure that the historic and landscape character of this area of the City is preserved.

The development proposals are situated in a **suitable** and sustainable location in respect of connectivity to existing services and facilities and there are no technical or environmental (built and natural) constraints that would preclude the development of the site. The site is **available** now as it is under the control of a national house builder who are actively seeking to secure planning permission for the residential development of the site. The site can also be considered **achievable** as our clients are committed to working alongside the other landowners/developers of the allocation to ensure the delivery of new homes on the site within the next 5 years.

Finally, in respect of procedural matters, we would like to work alongside CYC to finalise the site specific strategic development policy to be included within future versions of the Local Plan. Working together we can ensure that CYC's and the local community's planning parameters for the site are deliverable.

Should you require any further details or clarification on the content of this letter please do not hesitate to contact me.

Yours sincerely,



PAUL BUTLER

Director

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Local Plan,
 City of York Council,
 West Offices,
 Station Rise,
 York,
 YO1 6GA

4th April 2018

Dear Sir or Madam,

CITY OF YORK LOCAL PLAN – LAND TO THE NORTH OF MONKS CROSS – BARRATT HOMES & DAVID WILSON HOMES – SUPPORT FOR SITE REFERENCE ST8

We write on behalf of our client Barratt Homes & David Wilson Homes (BDW) to provide City of York Council (CYC) with their representations to CYC’s Publication Draft Local Plan (February 2018).

Our client supports the retention of the site Land North of Monks Cross (Site Ref. ST8) as a proposed strategic site allocation within the Publication Draft Local Plan. However, they are concerned that the site may not be brought forward in a comprehensive manner unless collaborative discussions between all parties take place as early as possible.

This letter does not seek to re-iterate the comments made to CYC in our previously submitted representations dated 12th September 2016 and 26th October 2017. These are enclosed, and we request that they are submitted alongside this letter to the Secretary of State as a holistic comprehensive representation for the strategic site allocation ST8, Land North of Monks Cross.

This letter does however provide our client’s comments in respect of the site’s updated planning context since the submission of our previous representations.

These site-specific representations should be read in conjunction with BDW’s overarching representations prepared by Barton Willmore, which make comments upon the overall soundness of the emerging CYC Local Plan.

A summary of our previous representations is provided in the table below: -

Site ST8 – Representations Summary
<ul style="list-style-type: none"> • We support the proposed allocation of the site by CYC. • The development of BDW’s land interest will ensure the provision of a deliverable and viable development proposal, which delivers the number of homes prescribed by CYC as a minimum, alongside each of CYC’s proposed “Planning Principles”. • BDW, CYC and Redrow Homes need to work together to ensure that the site is developed in a comprehensive manner. • The site will provide the opportunity to help meet York’s current and future housing needs. • The historic and landscape character of this area of the City will be preserved as key views across the site can be maintained and strategically placed open space alongside new landscaping will deliver permanent future boundaries to the site. • Separation distances between the site and surrounding areas will remain substantial through the provision of strategic greenspace in order to ensure that the setting and character of this area of the City is respected. • We support the potential use of land to the east of Monks Cross Link Road to deliver additional open space and ecological mitigation. This will enable the developers of the site to ensure that

the Council's identified dwelling quantum can be delivered in full, whilst also providing a number of additional social and environmental benefits to the area.

- Pedestrian and Cycle connections will be provided throughout the site, with connectivity to the existing settlement area of Huntington and retail/commercial area of Monks Cross.
- There are no technical or environmental (built and natural) constraints that would preclude the development of the site.

Since the submission of our previous representations to CYC on the 27th October 2017, Redrow Homes have submitted an outline planning application (with means of access included) for the development of the proposed strategic site allocation Site Ref. 18/00017/OUTM. However, CYC will be aware that the application does not at this point include BDW's land interest which is located within a central section of the site.

We believe it is important that all parties work together through both the Local Plan and application determination process to ensure the appropriate and comprehensive development of Site Ref. ST8.

With regards to the current outline planning application, we support the potential use of land to the east of Monks Cross Link Road to deliver additional open space and ecological mitigation. This will enable the developers of the site to ensure that the Council's identified dwelling quantum can be delivered in full, whilst also providing a number of additional social and environmental benefits to the area. BDW are committed to working with the site's other developers to ensure the delivery of a high-quality, sensitively designed and sustainable urban extension of the City.

It also creates the potential to maximise residential development to the west of Monks Cross Link Road, adjacent to existing built-up areas. Including BDW's land parcel located within the strategic land allocation.

BDW's land parcel contained within the central area of Site Ref. ST8 means that it has the potential to make a significant contribution to the delivery of a new sympathetically masterplanned residential development, which delivers substantial community infrastructure, public open space and strategic greenspace.

BDW confirm their willingness to work with the other owners and proposed developers of the allocation to ensure the delivery of the site in the timescales envisaged by Policy SS10 of the Publication Draft Local Plan.

As identified above, whilst our client supports the retention of the site as a proposed housing allocation within the Publication Draft Local Plan, they are concerned that the site may not be brought forward in a comprehensive manner unless collaborative discussions between all parties take place as early as possible.

In light of the guidance provided in Paragraph 182 of the NPPF, subject to collaborative discussions taking place as part of the Local Plan process and the application determination process, we consider the following: -

- The Local Plan is **positively prepared** in respect of the delivery of 970 homes at the Land North of Monks Cross site as the delivery of homes from the site will contribute significantly to meeting the evidenced objectively assessed development and infrastructure requirements of the City.
- The Local Plan is **justified** in respect of Land North of Monks Cross site as evidence has been provided in this and previously submitted representations to demonstrate that the site's allocation is an appropriate strategy for delivering a sustainable urban extension of 970 homes in this location of the City.

- The Local Plan is **effective** as the proposed housing numbers at the Land North of Monks Cross site are entirely deliverable within the plan period; &
- The Local Plan is **consistent with national policy** in respect of the Land North of Monks Cross site as evidence has been provided to demonstrate that the proposed development will deliver sustainable development within the plan period.

On the basis of the information provided within this letter our client supports the principle of the proposed allocation of Site ST8 by CYC within the Publication Draft Local Plan.

BDW would like to work alongside CYC and the other developers of the site to finalise the site specific strategic development policy to be included within future versions of the Local Plan. As explained above, working together we can ensure that CYC's and the local community's planning parameters for the site are deliverable.

Should you require any further details or clarification on the content of this letter please do not hesitate to contact me.

Yours sincerely,



PAUL BUTLER

Director

paul.butler@pbplanning.co.uk

From: Paul Butler [paul.butler@pbplanning.co.uk]
Sent: 04 April 2018 13:06
To: localplan@york.gov.uk
Cc: Tate, Liam
Subject: CITY OF YORK LOCAL PLAN – NEW LANE, HUNTINGTON – BARRATT HOMES & DAVID WILSON HOMES – SUPPORT FOR SITE PREVIOUS REF. ST11
Attachments: P16 5027 SK01 - INDICATIVE MASTERPLAN - 08.09.16.pdf; City of York Local Plan - Consultation Form - New Lane, Huntington - BDW - April 2018.pdf; City of York Local Plan - New Lane, Huntington - BDW - April 2018.pdf; City of York Local Plan - New Lane, Huntington - BDW - October 2017.pdf; City of York Local Plan - New Lane, Huntington - BDW - September 2016.pdf; 2285 New Lane, Huntington - Development Brief.pdf; ST11 - New Lane, Huntington - Deliverability & Sustainability Statement.pdf; 20498f - Huntington - Promo Doc - Final - Submission.pdf

Dear Sir or Madam,

We write on behalf of our client Barratt Homes & David Wilson Homes (BDW) to provide City of York Council (CYC) with their representations to CYC's Publication Draft Local Plan (February 2018).

From a review of the latest version of the Local Plan, it is clear that CYC have not taken on board the evidence we previously presented in our representations to earlier versions of the Local Plan, by letters dated 12th September 2016 and 27th October 2017. As a result, we are concerned that the current Publication Draft Local Plan cannot be considered sound in the context of Paragraph 182 of the NPPF.

We wish to maintain our **objection** to the site being rejected as a potential housing option within CYC's Publication Draft Local Plan. It is our considered opinion that the site represents one of the most sustainable locations for new residential development in the City. The site benefits from strong defensible boundaries on three sides in the form of existing residential and commercial development, and there are no technical or environmental (built and natural) constraints that would preclude the development of the site.

The enclosed representations do not seek to re-iterate the comments made to CYC in our previously submitted representations. These are enclosed, and we request that they are submitted alongside this letter to the Secretary of State as a holistic comprehensive representation for our client's New Lane, Huntington site.

The representations will however provide a summary of the comments previously made, before providing updates in our response to CYC's evidence base in association with the deliverability of this site and the objectively assessed housing needs of the City.

We believe that there is a compelling case for the release of additional land as housing allocations within the CYC Local Plan in order to meet the City's full objectively assessed housing needs. Consequently, the New Lane, Huntington proposals have the potential to provide a residential development of up to 250 new homes, public open space, green wedges and associated infrastructure. The site will provide a significant opportunity to help meet York's current and future housing needs through an exemplary development located in one of the most sustainable locations for new residential development in the City

Should you require any further details or clarification on the content of this letter please do not hesitate to contact me.

Kind regards,

Paul

Paul Butler
Director



www.pbplanning.co.uk

paul.butler@pbplanning.co.uk

07970 506702
01904 731365

City of York Local Plan Publication Draft 2018 Consultation response form 21 February – 4 April 2018

OFFICE USE ONLY:

ID reference:

This form has three parts: **Part A** Personal Details, **Part B** Your Representation and **Part C** How we will use your Personal Information

To help present your comments in the best way for the inspector to consider them, the Planning Inspectorate has produced this standard comment form for you to complete and return. We ask that you use this form because it structures your response in the way in which the inspector will consider comments at the Public Examination. Using the form to submit your comments also means that you can register your interest in speaking at the Examination.

Please read the guidance notes and Part C carefully before completing the form. Please ensure you sign the form on page 6.

Please fill in a separate part B for each issue/representation you wish to make. Any additional sheets must be clearly referenced. If hand writing, please write clearly in blue or black ink.

Part A - Personal Details

Please complete in full; in order for the Inspector to consider your representations you must provide your name and postal address).

1. Personal Details		2. Agent's Details (if applicable)
Title		Mr
First Name		Paul
Last Name		Butler
Organisation (where relevant)	Barratt Homes & David Wilson Homes	PB Planning Ltd
Representing (if applicable)		Barratt Homes & David Wilson Homes
Address – line 1	c/o Agent	PO Box 827
Address – line 2		York
Address – line 3		
Address – line 4		
Address – line 5		
Postcode		YO31 6EE
E-mail Address		paul.butler@pbplanning.co.uk
Telephone Number		07970 506702

Guidance note

Where do I send my completed form?

Please return the completed form **by Wednesday 4 April 2018, up until midnight**

- To: FREEPOST RTEG-TYYU-KLTZ Local Plan, City of York Council, West Offices, Station Rise, York, YO1 6GA
- By email to: localplan@york.gov.uk

Electronic copies of this form are available to download at www.york.gov.uk/localplan or you can complete the form online at www.york.gov.uk/consultations

What can I make comments on?

You can make representations on any part of the publication draft of the Local Plan, Policies Map or Sustainability Appraisal. Comments may also refer to the justification and evidence in the supporting technical papers. The purpose of this consultation is for you to say whether you think the plan is legally compliant and 'sound'. These terms are explained as you go through the response form.

Do I have to use the response form?

Yes please. This is because further changes to the plan will be a matter for a Planning Inspector to consider and providing responses in a consistent format is important. For this reason, all responses should use this consultation response form. Please be as succinct as possible and **use one response form for each representation you wish to make** (topic or issue you wish to comment on). You can attach additional evidence to support your case, but please ensure that it is clearly referenced. It will be a matter for the Inspector to invite additional evidence in advance of, or during the Public Examination.

Additional response forms can be collected from the main council offices and the city's libraries, or you can download it from the council's website at www.york.gov.uk/localplan or use our online consultation form via <http://www.york.gov.uk/consultations>. However you choose to respond, in order for the inspector to consider your comments you must provide your name and address with your response.

Can I submit representations on behalf of a group or neighbourhood?

Yes, you can. Where there are groups who share a common view on how they wish to see the plan modified, it would be very helpful for that group to send a single representation that represents that view, rather than for a large number of individuals to send in separate representations that repeat the same points. In such cases the group should indicate how many people it is representing; a list of their names and addresses, and how the representation has been agreed e.g. via a parish council/action group meeting; signing a petition etc. The representations should still be submitted on this standard form with the information attached. Please indicate in Part A of this form the group you are representing.

Do I need to attend the Public Examination?

You can indicate whether at this stage you consider there is a need to present your representation at a hearing session during the Public Examination. You should note that Inspectors do not give any more weight to issues presented in person than written evidence. The Inspector will use his/her own discretion in regard to who participates at the Public Examination. All examination hearings will be open to the public.

Where can I view the Local Plan Publication Consultation documents?

You can view the Local Plan Publication draft Consultation documents

- Online via our website www.york.gov.uk/localplan.
- City of York Council West Offices
- In all libraries in York.

Part B - Your Representation

(Please use a separate Part B form for **each** issue to you want to raise)



3. To which document does your response relate? (Please tick one)

City of York Local Plan Publication Draft

Policies Map

Sustainability Appraisal/Strategic Environmental Assessment

What does 'legally compliant' mean?

Legally compliant means asking whether or not the plan has been prepared in line with: statutory regulations; the duty to cooperate; and legal procedural requirements such as the Sustainability Appraisal (SA). Details of how the plan has been prepared are set out in the published Consultation Statements and the Duty to Cooperate Statement, which can be found at www.york.gov.uk/localplan

4. (1) Do you consider the document is Legally compliant?

Yes

No

4.(2) Do you consider that the document complies with the Duty to Cooperate?

Yes

No

4.(3) Please justify your answer to question 4.(1) and 4.(2)

Please see enclosed submitted representations.

What does 'Sound' mean?

Soundness may be considered in this context within its ordinary meaning of 'fit for purpose' and 'showing good judgement'. The Inspector will use the Public Examination process to explore and investigate the plan against the National Planning Policy Framework's four 'tests of soundness' listed below. The scope of the Public Examination will be set by the key issues raised by responses received and other matters the Inspector considers to be relevant.

What makes a Local Plan "sound"?

Positively prepared - the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development.

Justified – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence.

Effective – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities

Consistent with national policy – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework

Representations must be received by Wednesday 4 April 2018, up until midnight.
Representations received after this time will not be considered duly made.

5.(1) Do you consider the document is Sound?

Yes No

If yes, go to question 5.(4). If no, go to question 5.(2).

5.(2) Please tell us which tests of soundness the document fails to meet: (tick all that apply)

Positively prepared	<input checked="" type="checkbox"/>	Justified	<input checked="" type="checkbox"/>
Effective	<input checked="" type="checkbox"/>	Consistent with national policy	<input checked="" type="checkbox"/>

5.(3) If you are making comments on whether the document is unsound, to which part of the document do they relate?

(Complete any that apply)

Paragraph
no.

See enclosed representations

Policy
Ref.

See enclosed representations

Site Ref.

Site Ref. ST11

5.(4) Please give reasons for your answers to questions 5.(1) and 5.(2)

You can attach additional information but please make sure it is securely attached and clearly referenced to this question.

Please see enclosed submitted representations

6. (1) Please set out what change(s) you consider necessary to make the City of York Local Plan legally compliant or sound, having regard to the tests you have identified at question 5 where this relates to soundness.



You will need to say why this modification will make the plan legally compliant or sound. It will be helpful if you could put forward your suggested revised wording of any policy or text.

Please note your representation should cover succinctly all the information, evidence and supporting information necessary to support/justify the representation and the suggested modification, as there will not normally be a subsequent opportunity to make further representations based on the original representation at publication stage.

After this stage, further representations will be only at the request of the Inspector, based on the matters and issues he/she identifies for examination.

Please see enclosed submitted representations

7.(1). If your representation is seeking a change at question 6.(1), do you consider it necessary to participate at the hearing sessions of the Public Examination? (tick one box only)

No, I do not wish to participate at the hearing session at the examination. I would like my representation to be dealt with by written representation

Yes, I wish to appear at the examination

If you have selected **No**, your representation(s) will still be considered by the independent Planning Inspector by way of written representations.

7.(2). If you wish to participate at the oral part of the examination, please outline why you consider this to be necessary:

Please see enclosed submitted representations

Please note: the Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate at the hearing session of the examination.

Part C - How we will use your Personal Information

We will only use the personal information you give us on this form in accordance with the Data Protection Act 1998 (and any successor legislation) to inform the Local Plan process.

We only ask for what personal information is necessary for the purposes set out in this privacy notice and we will protect it and make sure nobody has access to it who shouldn't.

City of York Council does not pass personal data to third parties for marketing, sales or any other commercial purposes without your prior explicit consent.

As part of the Local Plan process copies of representations made in response to this consultation including your personal information must be made available for public inspection and published on the Council's website; they cannot be treated as confidential or anonymous and will be available for inspection in full. Copies of all representations must also be provided to the Planning Inspectorate as part of the submission of the City of York Local Plan.¹

Storing your information and contacting you in the future:

The information you provide on this form will be stored on a database used solely in connection with the Local Plan. If you have previously responded as part of the consultation on the York Local Plan (previously Local Development Framework prior to 2012), your details are already held on the database. This information is required to be stored by the Council as it must be submitted to the Planning Inspectorate to comply with the law.¹ The Council must also notify those on the database at certain stages of plan preparation under the Regulations.²

Retention of Information

We will only keep your personal information for as long as is necessary and when we no longer have a need to keep it, we will delete or destroy it securely. The Local Planning Authority is required to retain your information during the plan making process. The information you submit relating to the Local Plan can only cease to be made available 6 weeks after the date of the formal adoption of the Plan.³

Your rights

To find out about your rights under the Data Protection Act 1998 (and any successor legislation), you can go to the Information Commissioners Office (ICO) <https://ico.org.uk/for-the-public/>

If you have any questions about this Privacy Notice, your rights, or if you have a complaint about how your information has been used or how long we have kept it for, please contact the Customer Feedback Team at haveyoursay@york.gov.uk or on [01904 554145](tel:01904554145)

Signature

Date

¹ Section 20(3) Planning & Compulsory Purchase Act 2004 Regulations 17,22, 35 & 36 Town and Country Planning (Local Planning) England) Regulations 2012

² Regulation 19 Town and Country Planning (Local Planning) England) Regulations 2012

³ Regulation 35 Town and Country Planning (Local Planning) England) Regulations 2012

Local Plan,
City of York Council,
West Offices,
Station Rise,
York,
YO1 6GA

12th September 2016

Dear Sir or Madam,

CITY OF YORK LOCAL PLAN – NEW LANE, HUNTINGTON – BARRATT HOMES & DAVID WILSON HOMES – SUPPORT FOR SITE PREVIOUS REF. ST11

We write on behalf of our client Barratt Homes & David Wilson Homes (BDW) to provide City of York Council (CYC) with further information in respect of the deliverability of their land interest at New Lane, Huntington which we propose to be considered as a potential housing land allocation within the emerging City of York Local Plan. The site was previously identified as strategic housing site allocation ST11 within the withdrawn City of York Publication Draft Local Plan (October 2014).

These site specific representations should be read in conjunction with BDW's overarching representations prepared by Barton Willmore, which make comments upon the overall soundness of the emerging CYC Local Plan, including the level of homes proposed in the plan, the use of windfall sites in meeting the Council's housing requirement, the exclusion of safeguarded land and the site selection process.

We **object** to the site being rejected as a potential housing option within CYC's Preferred Sites Consultation document (June 2016). It is our considered opinion that the site represents one of the most sustainable locations for new residential development in the City. The site benefits from strong defensible boundaries on three sides in the form of existing residential and commercial development, and there are no technical or environmental (built and natural) constraints that would preclude the development of the site.

The site represents a more deliverable and sustainable residential development site than a number of CYC's current proposed housing allocations and we also believe that additional housing allocations to those currently proposed by CYC will need to be identified in order to meet the City's housing needs over the proposed plan period.

New Lane, Huntington – Representations Summary

- We object to CYC's rejection of the site as a potential housing allocation.
- Our proposals have the potential to provide for a high quality residential development of up to 250 homes (at 32dph), alongside the delivery of green wedges of **45m** to **91m** in width on the site's eastern & western boundaries, public open space and associated infrastructure.
- The site will provide the opportunity to help meet York's current and future housing needs.
- The proposals will deliver a development which respects the character of the surrounding area and provide a high quality residential development where people will want to live.
- Land at New Lane, Huntington represents a deliverable residential development site.
- The development proposals are situated in a **suitable** and highly sustainable location.
- The site is **available** now as it is under the control of a national house builder who is actively seeking to secure the site's allocation for residential development.
- The site can also be considered **achievable** as new homes can be delivered on the site within the next 5 years and indeed within the first five years of the Local Plan.
- There are no technical or environmental (built and natural) constraints that would preclude the development of the site.

This letter sets out our client's development proposals for the site and demonstrates the site's deliverability for residential development in accordance with national planning guidance. In doing so the letter refers to a number of technical documents that were previously submitted alongside our client's promotion of the Site Ref.ST11. This included a Development Brief prepared by Richard Partington Architects (July 2014) and a promotional report prepared by Barton Willmore (June 2013). These documents are enclosed with this letter for ease of review.

On account of CYC's proposed amendments to the Local Plan allocations, BDW have reconsidered the masterplan approach for the site. Accordingly, an updated indicative masterplan for the development proposals is enclosed with this letter.

PROPOSED DEVELOPMENT

The site represents one of the most sustainable locations for new residential development in the City. It is located on the south-eastern boundary of Huntington and lies between residential properties on New Lane to the west and Jockey Lane to the north. The York Community Stadium site; Vangarde Shopping Park; & Monks Cross Park & Ride adjoin the site's eastern boundary.

The proposals seek to deliver a residential development of up to 250 new homes, public open space and associated infrastructure. The development will deliver new homes at a net density of 32dph alongside the provision of 3.67ha of public open space. The development will provide much needed affordable homes together with a full range of housing, from starter homes through to larger family homes. The site will seek to create a balanced community in terms of age and other demographic factors.

The vision of the proposals is to deliver a development which respects the character of the surrounding area whilst seeking to incorporate 21st century designs to provide a development of its own unique character within a green framework. The site will provide a significant opportunity to help meet York's current and future housing needs through an exemplary archaeological, landscape and ecology led development.

CYC's Preferred Sites Consultation Sustainability Appraisal (July 2016) identifies that the site was rejected as a potential housing allocation on account of: -

“Negative effects against heritage are also identified due to a scheduled ancient monument being within/adjacent to the site and the potential for significant further archaeological deposits. Landscape is mixed neutral and negative given that this site provides a green space/rural character to New Lane and therefore contributes to the rural setting of the eastern edge of Huntington, but not considered to contribute to the wider setting of the City”.

CYC's grounds for rejecting the site relate to landscape and heritage matters, which are discussed in further detail below. Though we appreciate that the site is located in Huntington, in landscape character terms the site should be categorised as being located within the main urban area of York. Whilst the site is located adjacent to the settlement area of Huntington, its setting can simply not be considered "rural" on account of the land uses which surround the site on three sides. Which includes one of the City's key employment and retail centres which provides a sub-regional function. This was of course the basis for CYC identifying the site as a potential housing allocation in the withdrawn Core Strategy (2012) and the withdrawn Publication Draft Local Plan (October 2014).

Notwithstanding the above the development proposals have been amended in order to respond positively to CYC's grounds for rejecting the site.

The proposed masterplan takes the geometry of the Ancient Monument which is set at approximately 45 degrees to the boundary and overlays this on the natural geometry of the edges and boundaries. The diagonal geometry sets up the possibility of a strong route from the north-west to the south-east

and this creates a desirable connection between the main site access and the natural connection with the main boulevard running in front of the Monks Cross/Vangarde shopping areas.

The site has well-established boundaries following the regular geometry of the existing road to the east (New Lane) and the former field boundaries to the north, west and south. The masterplan proposes a specific response to each of these distinct conditions.

In order to ensure that the residential amenity of existing properties located to the west of the site is retained the enclosed masterplan seeks to provide a substantial green wedge of 45m to 58m in width on the western boundary of the site, along the site's frontage with New Lane. The green frontage will also preserve the character of New Lane and also enhance the entrance gateway to the site.

At the northern end of the eastern boundary the existing sports stadium and access areas present a low grade edge with poor outlook. The design development of the illustrative masterplan seeks to co-ordinate and beneficially influence the treatment of the edge of the stadium development and a landscape treatment will be delivered to partly or entirely screen the stadium and service areas, provided as part of the stadium proposals.

Further south on the eastern boundary there are hedges separating the development site from the Vangarde Shopping Park and Monks Cross Park and Ride. Here it is proposed that the landscaping is supplemented with a substantial area of native tree and shrub planting to establish a 'green wedge' of 53m to 91m in width between the housing and commercial/parking areas. This landscape wedge should be continuous except where there is an east-west connection to the proposed commercial 'boulevard' with a pedestrian and cycle connection extending from the existing cycle path. This green wedge or corridor will also include the balancing areas for a potential SUDS scheme, which will contribute towards the surface water attenuation requirements. The balancing areas will form naturalistic ponds or linear swales and ponds, some with permanent water and appropriate marginal planting.

When considered holistically it is clear that the development proposals will preserve and enhance the current heritage, ecology and landscape value of the site.

The development proposal represents a deliverable and viable development opportunity to provide an important proportion of the City's housing needs. We believe it is important that CYC places great weight towards the economic and social benefits that the delivery of up to 250 homes and the associated community infrastructure can provide to the City of York: -

- Creating sustainable communities through meeting market and affordable housing needs, offering existing and potential residents of the City the opportunity to live in the type of house and location they desire.
- Delivering financial contributions towards the improvement of the City's infrastructure through the provision of S106/CIL payments.
- New capital expenditure in the region of £30.7m creating direct and indirect employment opportunities of approximately 158 new jobs of which 70% are usually retained in the local area.
- Sustaining and improving the District's labour market through delivering the right homes in the right locations.
- Increasing retail and leisure expenditure in the local area by between £6m per annum, creating a potential 37 jobs in these sectors.
- Provision of funding towards public services from an estimated figure of £2.3m from the Government's new homes bonus and annual council tax payments of £390k per annum.

The development of up to 250 homes at the site can deliver substantial economic, social and environmental benefits to the local area and wider City.

The National Planning Policy Framework seeks to encourage sustainable growth and identifies in Paragraph 8 that economic growth, such as that which this site can deliver, can secure higher social

and environmental standards. The remaining sections of this letter consider the economic, social and environmental impact and benefits of the proposed development option in further detail.

SUSTAINABLE LOCATION

The site represents one of the most sustainable locations for new residential development in the City.

The site is situated in a highly sustainable location within easy walking distance of public transport and other neighbourhood facilities and services. The site is situated in close proximity to a number of community facilities including a doctor’s surgery, a pharmacy, post office, recreational facilities, a bank and dentist. The site is also located within walking distance from the number of employment and shopping facilities located at Monks Cross commercial and shopping park. With regards to community facilities, there are nurseries, five primary schools (Huntington, New Earswick, Yearsley Grove, Hempland and Haxby), an Infant School (Burton Green) and two secondary schools (Huntington School and Joseph Rowntree School) located within approximately 2km from the site.

The development proposals can deliver significant financial contributions to support local schools, particularly Yearsley Grove Primary School, Huntington Primary School and Huntington Secondary School, as well as potential new pupils to ensure future viability.

The site is of sufficient size to deliver public open spaces. The masterplan proposals identify the delivery of a number of areas of public open space, particularly on the eastern boundary of the proposals in association with the Ancient Monument and the delivery of a green wedge/corridor of 53m to 91m in width which will also include landscaping and potential SUDS features contributing towards the delivery of ecological enhancements. In order to ensure that the residential amenity of existing properties located to the west of the site is retained the enclosed masterplan seeks to provide a substantial green wedge of 45m to 58m in width on the western boundary of the site, along the site’s frontage with New Lane. The green frontage will also preserve the character of New Lane and also enhance the entrance gateway to the site.

LANDSCAPE & HISTORIC CHARACTER AND SETTING OF THE CITY

CYC’s Preferred Sites consultation document identifies that the New Lane, Huntington site was rejected on grounds of: -

“Negative effects against heritage are also identified due to a scheduled ancient monument being within/adjacent to the site and the potential for significant further archaeological deposits. Landscape is mixed neutral and negative given that this site provides a green space/rural character to New Lane and therefore contributes to the rural setting of the eastern edge of Huntington, but not considered to contribute to the wider setting of the City”.

It is obvious that the site’s heritage landscape character has not changed in the intervening period between the withdrawal of the York Core Strategy (2012), the withdrawal of the City of York Publication Draft Local Plan (October 2014) and the recent publication of CYC’s Preferred Sites consultation document. The site was previously identified as a housing allocation by CYC because it is not located in an area of “Primary Constraint” and does not compromise York’s future Greenbelt proposals. CYC’s previous landscape and heritage assessment conclusions associated with the site are set out in the table below.

CYC Previous Assessment Conclusions – New Lane, Huntington
The design of the site would need to reflect the principles within the Heritage Topic Paper to ensure that the development reflects the context of the wider city and creates a locally distinctive place with definite character. It would be recommended that alongside the master planning process, a heritage impact assessment is undertaken to understand how the development will impact the city. The impacts of this

development will depend upon its design and layout although it does have the potential to have negative effects.

This is regarded as an important space breaking up the urban landscape in this area. In order to protect this, it will be important to prevent coalescence with Monks Cross and that a distinction is made between the existing retail/leisure development to the east and any new development on this site. A linear development with open space to the east of the site would be preferential to mitigate this.

Local Plan Preferred Options Sustainability Appraisal (June 2013)

Site is no further from the city centre than existing development on New Lane.

A linear development along the line of New Lane with open space behind may be more favourable in an attempt to maintain some degree of separation between areas.

Archaeological investigation ahead of development may shed further light on the historic land use of this area (the city's hinterland). The SAM site should remain as open space with interpretation to draw attention to and better reveal its significance to the public. Evaluation needed to understand how setting of SAM might be affected. Holistic approach needed in terms of mitigation against loss of setting to the SAM – taking into consideration this potential housing site and the nearby stadium development.

CYC Strategic Site Assessment Appraisal – Publication Draft Local Plan (October 2014)

There are no nationally or internationally designated biodiversity sites adjacent to the development. The site is greenfield and has relatively limited ecological value (although it does contain a Site of Local Interest for nature conservation) and the effects on which could be mitigated through master planning which could also lead the opportunity to establish connectivity with the City's wider green infrastructure network. The approach to development around this area will need careful consideration and ecological retention, mitigation, management and enhancements may be required, both for the wildlife interest and in order to maintain a natural green space around Monks Cross with connectivity to the open space and countryside in the wider area.

Development has the potential to have a detrimental impact on any surviving archaeological deposits and existing landscape features. These include potential Roman artefacts, associated with a temporary Roman camp and loss of medieval and post-medieval ridge and furrow and field boundaries. The site is also judged to contribute to the rural setting of the eastern edge of Huntington as well as providing separation from Monks Cross, although the site does not significantly contribute to the wider setting of York. Preliminary master planning undertaken by the site promoters has identified an area of greenspace to retain the setting of this monument. Agreement between City of York Council and English Heritage needs to be agreed as part of any further emerging proposals.

The proposed development site forms part of the remnants of open countryside (including landscape features) in this locality which would be removed by development, although good master planning there is the opportunity to conserve and enhance landscape structure.

The effects of the proposed site on the sustainability objectives are mixed, with positive and significantly positive effects identified in respect of its contribution to the City's housing stock and affordable housing requirements. The site's location with ready access to existing services (the capacity of which will need to be investigated and mitigated as appropriate) and significant employment opportunities associated with the Monks Cross development and the City Centre. As such the site is in a highly sustainable location.

The effects of the development on environmental indicators such as air quality, cultural heritage and landscape exhibit more negative characteristics, reflecting the site's greenfield character and archaeological potential. Mitigation of these effects can to some extent be secured through master planning which could work with the existing landscape structure and provide enhancement and new open space provision, as well as providing sustainable transport opportunities for residents to access services.

Publication Draft Local Plan Sustainability Appraisal (September 2014)

We strongly **object** to CYC's rejection of the site on heritage and landscape grounds. As CYC's previous evidence base document identify, sensitively design master planning work can ensure that all existing areas of potential concern can be mitigated. Indeed, the site provides the opportunity to deliver ecology and landscape enhancement.

Though we appreciate the site is located in Huntington, in landscape character terms the site should be categorised by as being located within the main urban area of York. The site is categorically not located within a rural setting.

The site is largely devoid of natural landscape features and mature trees, as a consequence of former cultivation, and save for the sparse hedgerows, there are no distinguishing visual markers within the site itself. Beyond the site's boundaries there are no visible church spires or towers and York Minster cannot be seen from within the site. Because of the flat, low-lying nature of the site, views are mainly terminated by development at the site's boundaries.

Within the site on the north eastern boundary with the existing stadium there are the archaeological remains of a temporary Roman camp, discovered during an aerial survey undertaken by English Heritage in 2006. The camp area has been designated as an Ancient Monument but there are no physical indications of its existence at ground level. The sports stadium was constructed before the camp's existence became known and may have partially disturbed or displaced the archaeological remains. However, the Ancient Monument must be protected with sufficient landscaped areas to ensure that development does not encroach. As described above this matter was an integral consideration in the preparation of the development masterplan. Finally, there are also opportunities for community engagement and outreach, both through direct involvement with archaeological work and through public lectures/press releases and publication. BDW would welcome further discussion with CYC to explore this potential.

The design development of the illustrative masterplan seeks to co-ordinate and beneficially influence the landscape treatment of the site's edges. It is proposed that existing landscaping is supplemented with a substantial area of native tree and shrub planting to establish a 'green wedge' of 53m to 91m in width between the housing and commercial areas on the site's eastern boundary. This green wedge or corridor will also include the balancing areas for a potential SUDS scheme, which together with the proposed landscape treatments will contribute towards the delivery of ecological enhancements.

In order to ensure that the residential amenity of existing properties located to the west of the site is retained the enclosed masterplan seeks to provide a substantial green wedge of 45m to 58m in width on the western boundary of the site, along the site's frontage with New Lane. The green frontage will also preserve the character of New Lane and also enhance the entrance gateway to the site.

The development proposals have been amended in order to respond positively to CYC's grounds for rejecting the site. Indeed, the enclosed masterplan clearly establishes the delivery of a linear form of development with green wedges proposed on the site's western and eastern boundaries. The development will deliver new homes at a net density of 32dph alongside the provision of 3.67ha of public open space.

When considered holistically it is clear that the development proposals will preserve and enhance the current heritage, ecology and landscape value of the site.

We agree with CYC's previous conclusion that the site does not fulfil any of the five Green Belt purposes for the following reasons: -

- ***The development of the site would not result in unrestricted urban sprawl*** as the site is surrounded to the west, north and east by existing development and thus can be classed as an infill extension of the existing settlement area. Extending the built form southwards would effectively rationalise the urban edge and bring it more in line with the southern extent of the Vangarde Shopping Park and Monks Cross Park & Ride development to the east.

- ***The development of the site would not result in the merging of adjacent settlements*** as the site is surrounded by development on three sides and as the areas of land to the south of the site consist of open fields which lie between the settlement areas of Huntington and Heworth, the retention of these open fields within the Green Belt will ensure that there is no danger of these settlements coalescing. The site will create long term permanence to the Green Belt through the provision of landscaping on the site's southern boundary.
- ***The site does not assist in safeguarding the countryside from encroachment*** on account of the site being surrounded on three sides by existing development and the retention of existing open fields within the Green Belt located to the south of the site. The site will create long term permanence to the Green Belt through the provision of landscaping on the site's southern boundary.
- ***The proposed development of the site will have no detrimental effect on the setting and special character of historic features*** as an assessment has been undertaken of the site's historic features and also the historic setting of York. The proposed masterplan has been designed to preserve and where possible enhance the heritage assets within the site and its surroundings. Particularly in respect of the Ancient Monument.
- The fifth purpose of Green Belt ***to assist in urban regeneration, by encouraging the recycling of derelict and other urban land*** is a general purpose which will not be adversely affected by the site.

ECOLOGY & ARBORICULTURE

An Ecological Appraisal by Brooks Ecological (which is summarised in the enclosed Development Brief) concluded that the habitats on site appear to represent poor examples of their type and are of comparatively low ecological significance. According to the appraisal, the mixed native hedgerows and mature trees are considered to have the greatest ecological value on site. However, they also note that given the quality of the hedgerows on site it is unlikely that any would be considered 'important' under the Hedgerow Regulations (1997), and that no further survey is necessary. It is also thought unlikely from the assemblage of species recorded that the grassland will be found to be of significant value.

Brooks Ecological recommend faunal surveys to fully evaluate the site and assist with future detailed design work. None of the trees marked by Brooks Ecological as having bat roost potential are scheduled for removal, so no further survey searching for roosts is required. It is recommended that any clearance of vegetation be undertaken outside of the breeding bird season in order to prevent development impacting on nesting birds.

In accordance with the recommendations made by Brooks Ecological, the masterplan aims to produce ecologically valuable areas, retaining some existing habitats while also planting trees and creating space for new wildlife.

The arboricultural report (prepared by JCA Limited) recommended the removal of two trees with dead/collapsed stems; noted the existence of fifteen trees that require monitoring due to structural or physiological defects; and four trees that require pruning works for reasons of public safety, to enhance their long-term health, or to enhance features of potential ecological value. The report concluded that development work carried out in close proximity to trees should be done in a manner sympathetic to their needs, and that care should be taken at the design stage to ensure that the retained trees are protected. The masterplan takes these recommendations into account, and protects the existing trees while also proposing the planting of new ones. The masterplan proposes extensive semi-mature formal tree planting and considerable hedgerow and boundary reinforcement.

HIGHWAYS & ACCESSIBILITY

Our analysis of transport matters associated with the development of the site has identified that there are expected to be no significant barriers that would preclude the deliverability of up to 250 new homes in transport terms. Appropriate highway mitigation measures can be provided if required.

There are two proposed vehicular access points from New Lane. Connectivity to the existing footpath and cycle-path network surrounding the site will be provided. Including the existing footpath/cycle path that runs east-west adjacent to the cemetery and links the existing residential areas on New Lane with the Vangarde Shopping Park and Monks Cross Park & Ride. These existing footways will be extended within the site and across the site frontage to provide continuous pedestrian routes between the site and adjacent pedestrian/cycle infrastructure to the north and south.

The site's development will allow City of York Council to achieve its aim of delivering new housing in a sustainable location.

DRAINAGE & UTILITIES

A Flood Risk assessment undertaken by Sanderson Associates has confirmed that the whole of the site lies within Flood Zone 1 and is therefore suitable in principle for residential development. The report further confirms that the site is not at risk of flooding from tidal or estuarine sources. A combination of open water features and attenuation in sealed water SUDS features would be required to accommodate the level of surface water storage required. An area for surface water attenuation and landscaped wetland is shown along the eastern edge of the development. The site can be developed without increasing flood risk to the site itself and other sites in the vicinity and also without unacceptable residual risk of flooding, with the implementation of suitable mitigation measures. New sewers will be constructed to enable foul water to connect into the existing system and existing facilities will be upgraded where required.

All of the necessary utilities are available for the site without compromising any of the provision to existing homes and businesses.

MEETING THE CITY OF YORK'S FUTURE HOUSING NEEDS

As identified above, we believe that additional housing allocations to those currently proposed by CYC will need to be identified in order to meet the City's housing needs over the proposed plan period.

Our Client has instructed Barton Willmore to undertake a Technical Review of the Council's SHMA to consider the methodology that has been utilised in formulating the objectively assessed need. There are considered to be issues with the methodology that has been used and incorrect data has been used as the starting point for calculating the housing requirement for the City. Our Client therefore **objects** to the Council's objectively assessed need and consider that a more appropriate figure would range from 920 dwellings per annum to 1,070 dwellings per annum.

The identified increase in the City's housing annual housing requirement would render a need to deliver 79 to 229 more homes each year in the City over the period of 2012 to 2032. A total of **between 1,580 and 4,580** additional homes over this 20-year period. Accordingly, there is a strong planning case for the allocation of additional land for residential development, including our client's proposals at New Lane, Huntington.

Furthermore, Barton Willmore's representations also identify our client's **objection** to the approach taken by CYC with regard to the delivery of windfall development throughout the plan period, which currently stands at 152 dwellings per annum or approximately 18% of the City's overall housing requirement. The fundamental reason for the historically large figure of windfall site development in the City can be linked back to the lack of an adopted plan, which in turn places a huge reliance on windfall sites, as noted by CYC in paragraph 3.5 of the technical paper. There are therefore concerns that this figure is too high and a greater proportion of homes should be planned for through allocations. Such a reliance on unplanned development is contrary to the legislative provision of a plan-led system and should not form the basis of the CYC Local Plan moving forwards. Such an approach will not direct homes to those areas that have seen limited growth over recent years and have a clear need for new homes in the future.

Finally, Barton Willmore’s representations also concur with concerns that PB Planning previously raised in respect of the deliverability of the York Central site. The representations share our conclusion that unless the current identified uncertainties of the site’s deliverability are resolved it is our shared view that the quantum of new homes to be delivered at York Central should be considered over and above the identification of housing allocations to meet the City’s housing needs. If not, there is a real possibility that that the City could fail to demonstrate the delivery of sufficient number of deliverable housing sites to meet the City’s housing requirement.

When each of the above points are considered holistically there is a compelling case for the release of additional land as housing allocations within the emerging CYC Local Plan in order to meet the City’s full objectively assessed housing needs. Such as our client’s development proposals at New Lane, Huntington which can make a significant contribution to meeting these needs.

DELIVERY TIMESCALES

We envisage that a planning application could be submitted by Spring 2018, following the adoption of the Local Plan.

Taking into account the proposed submission date it is currently envisaged that first dwelling completions on the site will take place in 2019/20 following the submission of a full planning application and initial site infrastructure works.

It is proposed that our client will operate two selling outlets from the site simultaneously, one for Barratt Homes and one for David Wilson Homes. It is anticipated that the development will deliver a yield of at least 60 homes per annum. The table below provides the site’s cumulative dwelling delivery projection per annum that CYC can use within their forthcoming housing trajectory work.

Year	TWF Development Option
2018/2019	0
2019/2020	60
2020/2021	120
2021/2022	180
2022/2023	250
2023/2024	
2024/2025	
2025/2026	
2026/2027	
2027/2028	
2028/2029	
2029/2030	
2030/2031	
2031/2032	
2032/2033	

The proposed areas of on-site public open space and financial contributions towards improvements to local community infrastructure will be delivered commensurate with the progression of the development and made available for use as required.

The development proposals can deliver significant benefits to the City of York, alongside making an important contribution to CYC’s housing requirements over the course of the plan period.

DELIVERABILITY ASSESSMENT

In accordance with Footnote 11 of Paragraph 47 of the National Planning Policy Framework, we believe that the site can be considered as a **Deliverable** residential development site on account of: -

Suitability

The site is located in a suitable location for residential development now. As identified above, the development proposals are situated in a suitable and highly sustainable location in respect of connectivity to existing jobs and services and there are no technical or environmental (built and natural) constraints that would preclude the development of the site.

Availability

The site is available for development now. The site is available for residential development as there are no legal or ownership constraints as the landowners have made the land available for development. BDW have an interest in the site and by virtue of this and previous submissions are expressing an intention to develop the site for residential use.

Achievability

A viable housing development can be delivered on the site within the next five years and indeed within the first 5 years of the adoption of the Local Plan. BDW are seeking to develop the site for residential use. Prior to the progression of development sites, they undertake a thorough marketing and economic viability assessment for each site, including an assessment of any site specific abnormal costs. The site is considered to be achievable for residential development now as there is a realistic prospect that the site can deliver new homes within the next 5 years and indeed within the first 5 years of the adoption of the Local Plan.

Deliverability Conclusion

The site can be considered a deliverable residential development site and its release would provide a number of significant economic, social and environmental benefits as identified above.

CONCLUSIONS

We **object** to the site being rejected as a potential housing option within CYC's Preferred Sites Consultation document (June 2016). It is our considered opinion that the site is one of the most sustainably located sites in the City. The site represents a more deliverable and sustainable residential development site than a number of CYC's current proposed housing allocations. We also believe that additional housing allocations to those currently proposed by CYC will need to be identified in order to meet the City's housing needs over the proposed plan period.

Our proposals have the potential to provide a residential development of up to 250 new homes, public open space and associated infrastructure. The site will provide a significant opportunity to help meet York's current and future housing needs through an exemplary development.

BDW's development proposals have been amended in order to respond positively to CYC's grounds for rejecting the site. The enclosed masterplan clearly establishes the delivery of a linear form of development with green wedges proposed on the site's western and eastern boundaries. When considered holistically it is clear that the development proposals will preserve and enhance the current heritage, ecology and landscape value of the site.

The development proposals are situated in a **suitable** and highly sustainable location and there are no technical or environmental (built and natural) constraints that would preclude the development of the site. The site is **available** now as it is under the control of a national house builder who are actively seeking to secure the site's allocation for residential development. The site can also be considered **achievable** as new homes can be delivered on the site within the next 5 years and indeed within the first five years of the Local Plan.



Should you require any further details or clarification on the content of this letter please do not hesitate to contact me.

Yours sincerely,



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Director

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Local Plan,
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27th October 2017

Dear Sir or Madam,

CITY OF YORK LOCAL PLAN – NEW LANE, HUNTINGTON – BARRATT HOMES & DAVID WILSON HOMES – SUPPORT FOR SITE PREVIOUS REF. ST11

We write on behalf of our client Barratt Homes & David Wilson Homes (BDW) to provide City of York Council (CYC) with further information in respect of the deliverability of their land interest at New Lane, Huntington which we propose to be considered as a potential housing land allocation within the emerging City of York Local Plan. The site was previously identified as strategic housing site allocation ST11 within the withdrawn City of York Publication Draft Local Plan (October 2014).

These site-specific representations should be read in conjunction with BDW's overarching representations prepared by Barton Willmore, which make comments upon the overall soundness of the emerging CYC Local Plan.

We **object** to the site being rejected as a potential housing option within CYC's Pre-Publication Draft Local Plan consultation document (September 2017). It is our considered opinion that the site represents one of the most sustainable locations for new residential development in the City. The site benefits from strong defensible boundaries on three sides in the form of existing residential and commercial development, and there are no technical or environmental (built and natural) constraints that would preclude the development of the site.

The site represents a more deliverable and sustainable residential development site than a number of CYC's current proposed housing allocations and we also believe that additional housing allocations to those currently proposed by CYC will need to be identified in order to meet the City's housing needs over the proposed plan period.

New Lane, Huntington – Representations Summary

- We object to CYC's rejection of the site as a potential housing allocation.
- Our proposals have the potential to provide for a high quality residential development of up to 250 homes (at 32dph), alongside the delivery of green wedges of **45m** to **91m** in width on the site's eastern & western boundaries, public open space and associated infrastructure.
- The site will provide the opportunity to help meet York's current and future housing needs.
- The proposals will deliver a development which respects the character of the surrounding area and provide a high quality residential development where people will want to live.
- Land at New Lane, Huntington represents a deliverable residential development site.
- The development proposals are situated in a **suitable** and highly sustainable location.
- The site is **available** now as it is under the control of a national house builder who is actively seeking to secure the site's allocation for residential development.
- The site can also be considered **achievable** as new homes can be delivered on the site within the next 5 years and indeed within the first five years of the Local Plan.
- There are no technical or environmental (built and natural) constraints that would preclude the development of the site.

This letter sets out our client's development proposals for the site and demonstrates the site's deliverability for residential development in accordance with national planning guidance. In doing so the letter refers to a number of technical documents that were previously submitted alongside our client's promotion of the Site Ref.ST11. This included a Development Brief prepared by Richard Partington Architects (July 2014) and a promotional report prepared by Barton Willmore (June 2013).

On account of CYC's proposed amendments to the Local Plan allocations, BDW have reconsidered the masterplan approach for the site. Accordingly, the updated indicative masterplan for the development proposals is enclosed with this letter.

PROPOSED DEVELOPMENT

The site represents one of the most sustainable locations for new residential development in the City. It is located on the south-eastern boundary of Huntington and lies between residential properties on New Lane to the west and Jockey Lane to the north. The York Community Stadium site; Vangarde Shopping Park; & Monks Cross Park & Ride adjoin the site's eastern boundary.

The proposals seek to deliver a residential development of up to 250 new homes, public open space and associated infrastructure. The development will deliver new homes at a net density of 32dph alongside the provision of 3.67ha of public open space. The development will provide much needed affordable homes together with a full range of housing, from starter homes through to larger family homes. The site will seek to create a balanced community in terms of age and other demographic factors.

The vision of the proposals is to deliver a development which respects the character of the surrounding area whilst seeking to incorporate 21st century designs to provide a development of its own unique character within a green framework. The site will provide a significant opportunity to help meet York's current and future housing needs through an exemplary archaeological, landscape and ecology led development.

The proposed masterplan takes the geometry of the Ancient Monument which is set at approximately 45 degrees to the boundary and overlays this on the natural geometry of the edges and boundaries. The diagonal geometry sets up the possibility of a strong route from the north-west to the south-east and this creates a desirable connection between the main site access and the natural connection with the main boulevard running in front of the Monks Cross/Vangarde shopping areas.

The site has well-established boundaries following the regular geometry of the existing road to the east (New Lane) and the former field boundaries to the north, west and south. The masterplan proposes a specific response to each of these distinct conditions.

In order to ensure that the residential amenity of existing properties located to the west of the site is retained the enclosed masterplan seeks to provide a substantial green wedge of 45m to 58m in width on the western boundary of the site, along the site's frontage with New Lane. The green frontage will also preserve the character of New Lane and also enhance the entrance gateway to the site.

At the northern end of the eastern boundary the existing sports stadium and access areas present a low grade edge with poor outlook. The design development of the illustrative masterplan seeks to coordinate and beneficially influence the treatment of the edge of the stadium development and a landscape treatment will be delivered to partly or entirely screen the stadium and service areas, provided as part of the stadium proposals.

Further south on the eastern boundary there are hedges separating the development site from the Vangarde Shopping Park and Monks Cross Park and Ride. Here it is proposed that the landscaping is supplemented with a substantial area of native tree and shrub planting to establish a 'green wedge' of 53m to 91m in width between the housing and commercial/parking areas. This landscape wedge should be continuous except where there is an east-west connection to the proposed commercial 'boulevard'

with a pedestrian and cycle connection extending from the existing cycle path. This green wedge or corridor will also include the balancing areas for a potential SUDS scheme, which will contribute towards the surface water attenuation requirements. The balancing areas will form naturalistic ponds or linear swales and ponds, some with permanent water and appropriate marginal planting.

When considered holistically it is clear that the development proposals will preserve and enhance the current heritage, ecology and landscape value of the site.

To the south of BDW's land interest is the existing cemetery and beyond that open fields. Should BDW's proposed development be delivered in isolation, then there would be substantial areas of open land located to the south between the Huntington settlement area and Monks Cross retail park to provide a visual and amenity separation for existing residents of the area.

The development proposal represents a deliverable and viable development opportunity to provide an important proportion of the City's housing needs. We believe it is important that CYC places great weight towards the economic and social benefits that the delivery of up to 250 homes and the associated community infrastructure can provide to the City of York: -

- Creating sustainable communities through meeting market and affordable housing needs, offering existing and potential residents of the City the opportunity to live in the type of house and location they desire.
- Delivering financial contributions towards the improvement of the City's infrastructure through the provision of S106/CIL payments.
- New capital expenditure in the region of £30.7m creating direct and indirect employment opportunities of approximately 158 new jobs of which 70% are usually retained in the local area.
- Sustaining and improving the District's labour market through delivering the right homes in the right locations.
- Increasing retail and leisure expenditure in the local area by between £6m per annum, creating a potential 37 jobs in these sectors.
- Provision of funding towards public services from an estimated figure of £2.3m from the Government's new homes bonus and annual council tax payments of £390k per annum.

The development of up to 250 homes at the site can deliver substantial economic, social and environmental benefits to the local area and wider City.

The National Planning Policy Framework seeks to encourage sustainable growth and identifies in Paragraph 8 that economic growth, such as that which this site can deliver, can secure higher social and environmental standards. The remaining sections of this letter consider the economic, social and environmental impact and benefits of the proposed development option in further detail.

SUSTAINABLE LOCATION

The site represents one of the most sustainable locations for new residential development in the City.

The site is situated in a highly sustainable location within easy walking distance of public transport and other neighbourhood facilities and services. The site is situated in close proximity to a number of community facilities including a doctor's surgery, a pharmacy, post office, recreational facilities, a bank and dentist. The site is also located within walking distance from the number of employment and shopping facilities located at Monks Cross commercial and shopping park. With regards to community facilities, there are nurseries, five primary schools (Huntington, New Earswick, Yearsley Grove, Hempland and Haxby), an Infant School (Burton Green) and two secondary schools (Huntington School and Joseph Rowntree School) located within approximately 2km from the site.

The development proposals can deliver significant financial contributions to support local schools, particularly Yearsley Grove Primary School, Huntington Primary School and Huntington Secondary School, as well as potential new pupils to ensure future viability.

The site is of sufficient size to deliver public open spaces. The masterplan proposals identify the delivery of a number of areas of public open space, particularly on the eastern boundary of the proposals in association with the Ancient Monument and the delivery of a green wedge/corridor of **53m to 91m** in width which will also include landscaping and potential SUDS features contributing towards the delivery of ecological enhancements. In order to ensure that the residential amenity of existing properties located to the west of the site is retained the enclosed masterplan seeks to provide a substantial green wedge of **45m to 58m** in width on the western boundary of the site, along the site's frontage with New Lane. The green frontage will also preserve the character of New Lane and also enhance the entrance gateway to the site.

LANDSCAPE & HISTORIC CHARACTER AND SETTING OF THE CITY

The evidence base behind CYC's Pre-Publication Draft Local Plan consultation document identifies that the New Lane, Huntington site was rejected on grounds of: -

“ST11 was previously considered at preferred options stage. Following further consideration of the site it was considered that the site performed a significant role in preserving the character and setting of Huntington, keeping an important gap between the existing residential area of Huntington and the commercial area of Monks Cross. Further, the area has a lack of green space, and the site has local amenity value as well as providing a green wedge into the City. The site also contains a Scheduled Ancient Monument (Roman Camp) which should be preserved along with Huntington Grange and the cemetery which would need room for future expansion. ST11 was therefore deleted at Preferred Sites stage and removed as a potential allocation.”

CYC Heritage Impact Assessment – September 2017

“Officers did not include the site in the PSC (2016) as it is considered that the site has an important role in preserving character and setting of Huntington and provides an important gap between existing residential area of Huntington and the commercial area of Monks Cross. The site also contains SAM – Roman Camp which requires an adequate setting.

Site discussed at the Technical Officer workshop including the revised masterplan submitted for the land to the north of the cemetery (Barratt and David Wilson Homes). It is considered that the site does offer important relief in what is a dense area of Huntington and has important local amenity value. The revised masterplan does not respond adequately to the setting of SAM or the creation of valuable open space.

Officers consider that the site to the south of the cemetery should be retained as part of green wedge into Huntington”

CYC Strategic Housing Land Availability Assessment (September 2017) & Local Plan Working Group Paper – (June 2017)

In addition to the above, CYC's latest Sustainability Appraisal of the site (September 2017) identifies that the site scores negatively in respect of the following objectives: -

- SAO9 - Use land resources efficiently and safeguard their quality
- SAO10 - Improve water efficiency and quality
- SAO13 - Minimise flood risk and reduce the impact of flooding to people and property in York
- SAO14 - Conserve or enhance York's historic environment, cultural heritage, character and setting
- SAO15 - Protect and enhance York's natural and built landscape

The site scores positively or neutral against all other objectives. The evidence provided in this letter justifies how the development of the site would not have a negative impact in respect of water quality, flood risk (see section on Flood Risk & Drainage Below) and the comments in respect of landscape and heritage matters are dealt with in this section.

It is our view that the previously amended masterplan proposals for the site still responds very positively to CYC's grounds for rejecting the site. Particularly in respect of the setting of the SAM; the provision of valuable open space within the proposed development; the provision of substantial green wedges around the site; and the potential to retain all of the open land located to the south of the cemetery to provide a visual and amenity separation for existing residents of the area.

The site is privately owned and there are no Public Rights of Way which cross the site. As such the site does not currently offer any public access or useable amenity space. As a consequence, the substantial areas of public open space proposed within and on the site's western/eastern boundaries will significantly enhance accessible and useable public amenity spaces in the area.

It is important to state here that the submitted masterplan is only indicative at this stage and it was always intended that the finer details associated with the development of the site would be discussed with CYC as part of any future planning application should the site be allocated.

With regards to heritage and landscape matters, it is obvious that the site's heritage and landscape character has not changed in the intervening period between the withdrawal of the York Core Strategy (2012), the withdrawal of the City of York Publication Draft Local Plan (October 2014) and the recent publication of CYC's Preferred Sites consultation document. The site was previously identified as a housing allocation by CYC because it is not located in an area of "Primary Constraint" and does not compromise York's future Green Belt proposals.

CYC's previous landscape and heritage assessment conclusions associated with the site are set out in the table below: -

CYC Previous Assessment Conclusions – New Lane, Huntington
<p>The design of the site would need to reflect the principles within the Heritage Topic Paper to ensure that the development reflects the context of the wider city and creates a locally distinctive place with definite character. It would be recommended that alongside the master planning process, a heritage impact assessment is undertaken to understand how the development will impact the city. The impacts of this development will depend upon its design and layout although it does have the potential to have negative effects.</p> <p>This is regarded as an important space breaking up the urban landscape in this area. In order to protect this, it will be important to prevent coalescence with Monks Cross and that a distinction is made between the existing retail/leisure development to the east and any new development on this site. A linear development with open space to the east of the site would be preferential to mitigate this.</p> <p>Local Plan Preferred Options Sustainability Appraisal (June 2013)</p>
<p>Site is no further from the city centre than existing development on New Lane.</p> <p>A linear development along the line of New Lane with open space behind may be more favourable in an attempt to maintain some degree of separation between areas.</p> <p>Archaeological investigation ahead of development may shed further light on the historic land use of this area (the city's hinterland). The SAM site should remain as open space with interpretation to draw attention to and better reveal its significance to the public. Evaluation needed to understand how setting of SAM might be affected. Holistic approach needed in terms of mitigation against loss of setting to the SAM – taking into consideration this potential housing site and the nearby stadium development.</p> <p>CYC Strategic Site Assessment Appraisal – Publication Draft Local Plan (October 2014)</p>

There are no nationally or internationally designated biodiversity sites adjacent to the development. The site is greenfield and has relatively limited ecological value (although it does contain a Site of Local Interest for nature conservation) and the effects on which could be mitigated through master planning which could also lead the opportunity to establish connectivity with the City's wider green infrastructure network. The approach to development around this area will need careful consideration and ecological retention, mitigation, management and enhancements may be required, both for the wildlife interest and in order to maintain a natural green space around Monks Cross with connectivity to the open space and countryside in the wider area.

Development has the potential to have a detrimental impact on any surviving archaeological deposits and existing landscape features. These include potential Roman artefacts, associated with a temporary Roman camp and loss of medieval and post-medieval ridge and furrow and field boundaries. The site is also judged to contribute to the rural setting of the eastern edge of Huntington as well as providing separation from Monks Cross, although the site does not significantly contribute to the wider setting of York. Preliminary master planning undertaken by the site promoters has identified an area of greenspace to retain the setting of this monument. Agreement between City of York Council and English Heritage needs to be agreed as part of any further emerging proposals.

The proposed development site forms part of the remnants of open countryside (including landscape features) in this locality which would be removed by development, although good master planning there is the opportunity to conserve and enhance landscape structure.

The effects of the proposed site on the sustainability objectives are mixed, with positive and significantly positive effects identified in respect of its contribution to the City's housing stock and affordable housing requirements. The site's location with ready access to existing services (the capacity of which will need to be investigated and mitigated as appropriate) and significant employment opportunities associated with the Monks Cross development and the City Centre. As such the site is in a highly sustainable location.

The effects of the development on environmental indicators such as air quality, cultural heritage and landscape exhibit more negative characteristics, reflecting the site's greenfield character and archaeological potential. Mitigation of these effects can to some extent be secured through master planning which could work with the existing landscape structure and provide enhancement and new open space provision, as well as providing sustainable transport opportunities for residents to access services.

Publication Draft Local Plan Sustainability Appraisal (September 2014)

We therefore, strongly **object** to CYC's rejection of the site on heritage and landscape grounds. As CYC's previous evidence base documents identify, sensitively design master planning work can ensure that all existing areas of potential concern can be mitigated. Indeed, the site provides the opportunity to deliver ecology and landscape enhancement.

The site is largely devoid of natural landscape features and mature trees, as a consequence of former cultivation, and save for the sparse hedgerows, there are no distinguishing visual markers within the site itself. Beyond the site's boundaries there are no visible church spires or towers and York Minster cannot be seen from within the site. Because of the flat, low-lying nature of the site, views are mainly terminated by development at the site's boundaries.

Within the site on the north eastern boundary with the existing stadium there are the archaeological remains of a temporary Roman camp, discovered during an aerial survey undertaken by English Heritage in 2006. The camp area has been designated as an Ancient Monument but there are no physical indications of its existence at ground level. The sports stadium was constructed before the camp's existence became known and may have partially disturbed or displaced the archaeological remains. However, the Ancient Monument must be protected with sufficient landscaped areas to ensure that development does not encroach. As described above this matter was an integral consideration in the preparation of the development masterplan and it is also a matter that can be discussed in further detail with CYC should the site be allocated for development. Finally, there are also opportunities for community engagement and outreach, both through direct involvement with archaeological work and

through public lectures/press releases and publication. BDW would welcome further discussion with CYC to explore this potential.

The design development of the illustrative masterplan seeks to co-ordinate and beneficially influence the landscape treatment of the site's edges. It is proposed that existing landscaping is supplemented with a substantial area of native tree and shrub planting to establish a 'green wedge' of **53m to 91m** in width between the housing and commercial areas on the site's eastern boundary. This green wedge or corridor will also include the balancing areas for a potential SUDS scheme, which together with the proposed landscape treatments will contribute towards the delivery of ecological enhancements.

In order to ensure that the residential amenity of existing properties located to the west of the site is retained the enclosed masterplan seeks to provide a substantial green wedge of **45m to 58m** in width on the western boundary of the site, along the site's frontage with New Lane. The green frontage will also preserve the character of New Lane and also enhance the entrance gateway to the site.

Furthermore, as identified above, the site is privately owned and there are no Public Rights of Way which cross it. As such the site does not currently offer any public access or useable amenity space. Consequently, the substantial areas of public open space proposed within and on the site's western/eastern boundaries will significantly enhance accessible and useable public amenity spaces in the area.

The development proposals have previously been amended in order to respond positively to CYC's grounds for rejecting the site. Indeed, the enclosed masterplan clearly establishes the delivery of a linear form of development with green wedges proposed on the site's western and eastern boundaries. The development will deliver new homes at a net density of 32dph alongside the provision of 3.67ha of public open space.

Furthermore, to the south of BDW's land interest is the existing cemetery and beyond that open fields. Should BDW's proposed development be delivered in isolation, then there would be substantial areas of open land located to the south between the Huntington settlement area and Monks Cross retail park to provide a visual and amenity separation for existing residents of the area.

When considered holistically it is clear that the development proposals will preserve and enhance the current heritage, ecology, amenity and landscape value of the site.

We agree with CYC's previous conclusion that the site does not fulfil any of the five Green Belt purposes for the following reasons: -

- ***The development of the site would not result in unrestricted urban sprawl*** as the site is surrounded to the west, north and east by existing development and thus can be classed as an infill extension of the existing settlement area. Extending the built form southwards would effectively rationalise the urban edge and bring it more in line with the southern extent of the Vangarde Shopping Park and Monks Cross Park & Ride development to the east.
- ***The development of the site would not result in the merging of adjacent settlements*** as the site is surrounded by development on three sides and as the areas of land to the south of the site consist of open fields which lie between the settlement areas of Huntington and Heworth, the retention of these open fields within the Green Belt will ensure that there is no danger of these settlements coalescing. The site will create long term permanence to the Green Belt through the provision of landscaping on the site's southern boundary.
- ***The site does not assist in safeguarding the countryside from encroachment*** on account of the site being surrounded on three sides by existing development and the retention of existing open fields within the Green Belt located to the south of the site. The site will create long term permanence to the Green Belt through the provision of landscaping on the site's southern boundary.
- ***The proposed development of the site will have no detrimental effect on the setting and special character of historic features*** as an assessment has been undertaken of the site's historic features and also the historic setting of York. The proposed masterplan has been designed to

preserve and where possible enhance the heritage assets within the site and its surroundings. Particularly in respect of the Ancient Monument.

- The fifth purpose of Green Belt **to assist in urban regeneration, by encouraging the recycling of derelict and other urban land** is a general purpose which will not be adversely affected by the site.

ECOLOGY & ARBORICULTURE

An Ecological Appraisal by Brooks Ecological (which is summarised in the enclosed Development Brief) concluded that the habitats on site appear to represent poor examples of their type and are of comparatively low ecological significance. According to the appraisal, the mixed native hedgerows and mature trees are considered to have the greatest ecological value on site. However, they also note that given the quality of the hedgerows on site it is unlikely that any would be considered 'important' under the Hedgerow Regulations (1997), and that no further survey is necessary. It is also thought unlikely from the assemblage of species recorded that the grassland will be found to be of significant value.

Brooks Ecological recommend faunal surveys to fully evaluate the site and assist with future detailed design work. None of the trees marked by Brooks Ecological as having bat roost potential are scheduled for removal, so no further survey searching for roosts is required. It is recommended that any clearance of vegetation be undertaken outside of the breeding bird season in order to prevent development impacting on nesting birds.

In accordance with the recommendations made by Brooks Ecological, the masterplan aims to produce ecologically valuable areas, retaining some existing habitats while also planting trees and creating space for new wildlife.

The arboricultural report (prepared by JCA Limited) recommended the removal of two trees with dead/collapsed stems; noted the existence of fifteen trees that require monitoring due to structural or physiological defects; and four trees that require pruning works for reasons of public safety, to enhance their long-term health, or to enhance features of potential ecological value. The report concluded that development work carried out in close proximity to trees should be done in a manner sympathetic to their needs, and that care should be taken at the design stage to ensure that the retained trees are protected. The masterplan takes these recommendations into account, and protects the existing trees while also proposing the planting of new ones. The masterplan proposes extensive semi-mature formal tree planting and considerable hedgerow and boundary reinforcement.

HIGHWAYS & ACCESSIBILITY

Our analysis of transport matters associated with the development of the site has identified that there are expected to be no significant barriers that would preclude the deliverability of up to 250 new homes in transport terms. Appropriate highway mitigation measures can be provided if required.

There are two proposed vehicular access points from New Lane. Connectivity to the existing footpath and cycle-path network surrounding the site will be provided. Including the existing footpath/cycle path that runs east-west adjacent to the cemetery and links the existing residential areas on New Lane with the Vangarde Shopping Park and Monks Cross Park & Ride. These existing footways will be extended within the site and across the site frontage to provide continuous pedestrian routes between the site and adjacent pedestrian/cycle infrastructure to the north and south.

The site's development will allow City of York Council to achieve its aim of delivering new housing in a sustainable location.

DRAINAGE & UTILITIES

A Flood Risk assessment undertaken by Sanderson Associates has confirmed that the whole of the site lies within Flood Zone 1 and is therefore suitable in principle for residential development. The report

further confirms that the site is not at risk of flooding from tidal or estuarine sources. A combination of open water features and attenuation in sealed water SUDS features would be required to accommodate the level of surface water storage required. An area for surface water attenuation and landscaped wetland is shown along the eastern edge of the development. The site can be developed without increasing flood risk to the site itself and other sites in the vicinity and also without unacceptable residual risk of flooding, with the implementation of suitable mitigation measures. New sewers will be constructed to enable foul water to connect into the existing system and existing facilities will be upgraded where required.

All of the necessary utilities are available for the site without compromising any of the provision to existing homes and businesses.

MEETING THE CITY OF YORK'S FUTURE HOUSING NEEDS

As identified above, we believe that there is a case for the identification of additional housing allocations to those currently proposed by CYC in order to meet the City's housing needs over the proposed plan period.

BDW have previously instructed Barton Willmore to undertake a Technical Review of the Council's SHMA and the SHMA addendum, which was prepared by GL Hearn in June 2016, to assess the Council's methodology that has been utilised in formulating the objectively assessed need (OAN).

At present the Council have decided to progress with a housing target which is based solely on the baseline figure which is derived from the ONS 2014-based sub-national household projections and does not include the 10% uplift for market signals which is advised within the Council's latest SHMA.

By omitting the 10% uplift, and not progressing with a housing requirement of 953 dwellings per annum, the Council are failing to meet their full OAN, as required by the Framework and the Planning Practice Guidance (PPG). There are considered to be no overarching constraints within the District that justify the Council not delivering their full OAN. This approach fails to meet any of the tests of soundness set out in paragraph 182 of the Framework as the Local Plan is not positively prepared; justified; effective and consistent with national policy.

No evidence has been provided by the Council to justify the removal of the SHMA's proposed 10% uplift for market signals and it is assumed that this has been viewed as a way of reducing the overall housing target. This is unacceptable and is not a sound and robust means of preparing a Local Plan.

The Government's recent consultation document "*Planning for the Right Homes in the Right Places*" (September 2017) identifies a proposed standardised methodology for the calculation of the baseline OAN for each of the Country's Local Authority areas. Importantly, the guidance identifies in Table 1 on Page 22 of the document that in the circumstance when a Local Authority's Local Plan has not progressed to the submission of the Local Plan by the 31st March 2018 then the proposed standardised methodology should be utilised.

The Government's proposed standardised methodology includes for an uplift for market signals over and above the baseline figure and in the specific case of York, would lead to a housing requirement of 1,070 dwellings per annum. Although the methodology is subject to consultation and therefore carries limited weight at this time, it provides an indication as to how the Government considers housing requirements should be calculated, and the consideration of market signals is a key issue.

Barton Willmore's own Technical Review of the Council's SHMA as part of their "*Open House*" OAN model work, concluded that when a Market Signals Uplift is included, the full objectively assessed need is considered to range between 920 dwellings per annum and 1,070 dwellings per annum. The higher end of Barton Willmore's threshold therefore directly aligns with the figure that is generated when utilising the Government's standardised OAN methodology.

The Council are now in a position where their own evidence; Barton Willmore's Open House work; and the Government's proposed standardised methodology, all state that an uplift for market signals should be added to the baseline figure, and all of which indicate that the true full OAN is greater than the 867 dwellings per annum which is being proposed.

Therefore, in order to make the plan sound, the housing figure should be adjusted upwards to consider market signals. This in turn will require additional sites to be allocated for residential development.

Our clients are also concerned with the approach taken by CYC with regard to the delivery of windfall development throughout the plan period, which currently stands at 169 dwellings per annum or approximately 19% of the City's overall annual housing requirement. Such a reliance on unplanned development is contrary to the legislative provision of a plan-led system and should not form the basis of the CYC Local Plan moving forwards. Such an approach will not direct homes to those areas that have seen limited growth over recent years and have a clear need for new homes in the future. It is also highly likely that no affordable housing will be provided on windfall sites located in the Urban Area on account of the 15-dwelling threshold proposed in draft Policy H10.

There are also concerns associated with the deliverability of the York Central and Barrack sites. In respect of York Central this relates to uncertainties over the timescales associated with the site's initial infrastructure works and the final quantum of new homes that can be delivered at the site. With regard to the Barrack sites, the concerns relate to *when* and *if* both of the sites will become available for development within the plan period. Unless these current uncertainties are resolved, it is our view that the quantum of new homes to be delivered at these sites should be considered over and above the identification of housing allocations to meet the City's housing needs. If not, there is a real possibility that the City could fail to demonstrate the delivery of a sufficient number of deliverable housing sites to meet the City's housing requirement.

Finally, the Pre-Publication Draft Local Plan is relatively silent in respect of the provision of Safeguarded Land and the role this plays in ensuring long term permanence to the Green Belt. Paragraph 85 of the Framework identifies that where necessary LPA's need to plan for longer term development needs "*stretching well beyond the plan period*" through the designation of Safeguarded Land. There are varying examples within recently approved Development Plan documents of what a timescale of "*well beyond the plan period*" can equate to which differ between an additional 10% of land allocations; an additional 5 years' worth of land; or in some cases 10 years' worth of land. It could be argued the greater amount of safeguarded land identified, the greater permanence can be provided to the Green Belt.

When each of the above points are considered holistically there is a compelling case for the release of additional land as housing allocations within the emerging CYC Local Plan in order to meet the City's full objectively assessed housing needs. Such as our client's development proposals at New Lane, Huntington which can make a significant contribution to meeting these needs.

DELIVERY TIMESCALES

We envisage that a planning application could be submitted in 2019, following the adoption of the Local Plan.

Taking into account the proposed submission date it is currently envisaged that first dwelling completions on the site will take place in 2019/20 following the submission of a full planning application and initial site infrastructure works.

It is proposed that our client will operate two selling outlets from the site simultaneously, one for Barratt Homes and one for David Wilson Homes. It is anticipated that the development will deliver a yield of at least 60 homes per annum. The table below provides the site's cumulative dwelling delivery projection per annum that CYC can use within their forthcoming housing trajectory work.

Year	New Lane, Huntington
2018/2019	0
2019/2020	30
2020/2021	90
2021/2022	150
2022/2023	210
2023/2024	250

The proposed areas of on-site public open space, green wedges and financial contributions towards improvements to local community infrastructure will be delivered commensurate with the progression of the development and made available for use as required.

The development proposals can deliver significant benefits to the City of York, alongside making an important contribution to CYC’s housing requirements over the course of the plan period.

DELIVERABILITY ASSESSMENT

In accordance with Footnote 11 of Paragraph 47 of the National Planning Policy Framework, we believe that the site can be considered as a **Deliverable** residential development site on account of: -

Suitability

The site is located in a suitable location for residential development now. As identified above, the development proposals are situated in a suitable and highly sustainable location in respect of connectivity to existing jobs and services and there are no technical or environmental (built and natural) constraints that would preclude the development of the site.

Availability

The site is available for development now. The site is available for residential development as there are no legal or ownership constraints as the landowners have made the land available for development. BDW have an interest in the site and by virtue of this and previous submissions are expressing an intention to develop the site for residential use.

Achievability

A viable housing development can be delivered on the site within the next five years and indeed within the first 5 years of the adoption of the Local Plan. BDW are seeking to develop the site for residential use. Prior to the progression of development sites, they undertake a thorough marketing and economic viability assessment for each site, including an assessment of any site specific abnormal costs. The site is considered to be achievable for residential development now as there is a realistic prospect that the site can deliver new homes within the next 5 years and indeed within the first 5 years of the adoption of the Local Plan.

Deliverability Conclusion

The site can be considered a deliverable residential development site and its release would provide a number of significant economic, social and environmental benefits as identified above.

CONCLUSIONS

We **object** to the site being rejected as a potential housing option within CYC’s Pre-Publication Draft Local Plan consultation document (September 2017). It is our considered opinion that the site is one of the most sustainably located sites in the City. The site represents a more deliverable and sustainable residential development site than a number of CYC’s current proposed housing allocations. We also believe that additional housing allocations to those currently proposed by CYC will need to be identified in order to meet the City’s housing needs over the proposed plan period.

Our proposals have the potential to provide a residential development of up to 250 new homes, public open space, green wedges and associated infrastructure. The site will provide a significant opportunity to help meet York's current and future housing needs through an exemplary development.

BDW's development proposals have previously been amended in order to respond positively to CYC's grounds for rejecting the site. The enclosed masterplan clearly establishes the delivery of a landscape and heritage character led development, with green wedges proposed on the site's western and eastern boundaries. When considered holistically it is clear that the development proposals will preserve and enhance the current heritage, ecology and landscape value of the site. The submitted masterplan is only indicative at this stage and finer details associated with the development of the site could be discussed with CYC as part of any future planning application should the site be allocated.

The development proposals are situated in a **suitable** and highly sustainable location and there are no technical or environmental (built and natural) constraints that would preclude the development of the site. The site is **available** now as it is under the control of a national house builder who are actively seeking to secure the site's allocation for residential development. The site can also be considered **achievable** as new homes can be delivered on the site within the next 5 years and indeed within the first five years of the Local Plan.

Should you require any further details or clarification on the content of this letter please do not hesitate to contact me.

Yours sincerely,



PAUL BUTLER
Director

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Local Plan,
City of York Council,
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4th April 2018

Dear Sir or Madam,

CITY OF YORK LOCAL PLAN – NEW LANE, HUNTINGTON – BARRATT HOMES & DAVID WILSON HOMES – SUPPORT FOR SITE PREVIOUS REF. ST11

We write on behalf of our client Barratt Homes & David Wilson Homes (BDW) to provide City of York Council (CYC) with their representations to CYC's Publication Draft Local Plan (February 2018).

From a review of the latest version of the Local Plan, it is clear that CYC have not taken on board the evidence we previously presented in our representations to earlier versions of the Local Plan, by letters dated 12th September 2016 and 27th October 2017. As a result, we are concerned that the current Publication Draft Local Plan cannot be considered sound in the context of Paragraph 182 of the NPPF.

This letter does not seek to re-iterate the comments made to CYC in our previously submitted representations. These are enclosed, and we request that they are submitted alongside this letter to the Secretary of State as a holistic comprehensive representation for our client's New Lane, Huntington site.

This letter will however provide a summary of the comments previously made, before providing updates in our response to CYC's evidence base in association with the deliverability of this site and the objectively assessed housing needs of the City.

These site-specific representations should be read in conjunction with BDW's overarching representations prepared by Barton Willmore, which make additional comments upon the overall soundness of the emerging CYC Local Plan.

NEW LANE, HUNTINGTON

We wish to maintain our **objection** to the site being rejected as a potential housing option within CYC's Publication Draft Local Plan. It is our considered opinion that the site represents one of the most sustainable locations for new residential development in the City. The site benefits from strong defensible boundaries on three sides in the form of existing residential and commercial development, and there are no technical or environmental (built and natural) constraints that would preclude the development of the site.

The site represents a more deliverable and sustainable residential development site than a number of CYC's current proposed housing allocations and we also believe that additional housing allocations to those currently proposed by CYC will need to be identified in order to meet the City's housing needs over the proposed plan period.

A summary of our previous representations is provided in the table below: -

New Lane, Huntington – Representations Summary
<ul style="list-style-type: none"> • We object to CYC’s rejection of the site as a potential housing allocation. • Our proposals have the potential to provide for a high quality residential development of up to 250 homes (at 32dph), alongside the delivery of green wedges of 45m to 91m in width on the site’s eastern & western boundaries, public open space and associated infrastructure. • The site can deliver 210 homes within the first 5 years of the adoption of the Local Plan. • The site will provide the opportunity to help meet York’s current and future housing needs. • The proposals will deliver a development which respects the character of the surrounding area and provide a high quality residential development where people will want to live. • Land at New Lane, Huntington represents a deliverable residential development site. • The development proposals are situated in a suitable and highly sustainable location. • The site is available now as it is under the control of a national house builder who is actively seeking to secure the site’s allocation for residential development. • The site can also be considered achievable as new homes can be delivered on the site within the next 5 years and indeed within the first five years of the Local Plan. • There are no technical or environmental (built and natural) constraints that would preclude the development of the site.

Within our previous representations we referred to a number of technical documents that were previously submitted alongside our client’s promotion of the Site Ref.ST11. This included a Development Brief prepared by Richard Partington Architects (July 2014). a promotional report prepared by Barton Willmore (June 2013) and a Deliverability Statement prepared by PB Planning (2016). These documents are again enclosed with this letter for ease of review.

CYC’s evidence base identifies that the site was rejected as a housing allocation on account of land use, heritage and water quality and flood risk matters. However, it is obvious that the site’s land use, landscape character and potential heritage impact has not changed in the intervening period between the withdrawal of the City of York Publication Draft Local Plan (October 2014) and the recent publication of CYC’s Publication Draft Local Plan.

It is our view that the previously amended masterplan proposals for the site still responds very positively to CYC’s grounds for rejecting the site. Particularly in respect of the setting of the SAM; the provision of valuable open space within the proposed development; the provision of substantial green wedges around the site; and the potential to retain all of the open land located to the south of the cemetery to provide a visual and amenity separation for existing residents of the area.

It is important to state here that the submitted masterplan is only indicative at this stage and it was always intended that the finer details associated with the development of the site would be discussed with CYC as part of any future planning application should the site be allocated. **For example, if CYC considered it appropriate to provide additional spacing around the SAM then this could be discussed as part of this process.**

The site was previously identified as a housing allocation by CYC because it is not located in an area of “Primary Constraint” and does not compromise York’s future Greenbelt proposals. Accordingly, CYC’s grounds for rejecting the site contradicts their previous landscape and heritage assessment of the site, as set out in the table below: -

CYC Previous Assessment Conclusions – New Lane, Huntington
<p>The design of the site would need to reflect the principles within the Heritage Topic Paper to ensure that the development reflects the context of the wider city and creates a locally distinctive place with definite character. It would be recommended that alongside the master planning process, a heritage impact assessment is undertaken to understand how the development will impact the city. The impacts of this development will depend upon its design and layout although it does have the potential to have negative effects.</p>

This is regarded as an important space breaking up the urban landscape in this area. In order to protect this, it will be important to prevent coalescence with Monks Cross and that a distinction is made between the existing retail/leisure development to the east and any new development on this site. A linear development with open space to the east of the site would be preferential to mitigate this.

Local Plan Preferred Options Sustainability Appraisal (June 2013)

Site is no further from the city centre than existing development on New Lane.

A linear development along the line of New Lane with open space behind may be more favourable in an attempt to maintain some degree of separation between areas.

Archaeological investigation ahead of development may shed further light on the historic land use of this area (the city's hinterland). The SAM site should remain as open space with interpretation to draw attention to and better reveal its significance to the public. Evaluation needed to understand how setting of SAM might be affected. Holistic approach needed in terms of mitigation against loss of setting to the SAM – taking into consideration this potential housing site and the nearby stadium development.

CYC Strategic Site Assessment Appraisal – Publication Draft Local Plan (October 2014)

There are no nationally or internationally designated biodiversity sites adjacent to the development. The site is greenfield and has relatively limited ecological value (although it does contain a Site of Local Interest for nature conservation) and the effects on which could be mitigated through master planning which could also lead the opportunity to establish connectivity with the City's wider green infrastructure network. The approach to development around this area will need careful consideration and ecological retention, mitigation, management and enhancements may be required, both for the wildlife interest and in order to maintain a natural green space around Monks Cross with connectivity to the open space and countryside in the wider area.

Development has the potential to have a detrimental impact on any surviving archaeological deposits and existing landscape features. These include potential Roman artefacts, associated with a temporary Roman camp and loss of medieval and post-medieval ridge and furrow and field boundaries. The site is also judged to contribute to the rural setting of the eastern edge of Huntington as well as providing separation from Monks Cross, although the site does not significantly contribute to the wider setting of York. Preliminary master planning undertaken by the site promoters has identified an area of greenspace to retain the setting of this monument. Agreement between City of York Council and English Heritage needs to be agreed as part of any further emerging proposals.

The proposed development site forms part of the remnants of open countryside (including landscape features) in this locality which would be removed by development, although good master planning there is the opportunity to conserve and enhance landscape structure.

The effects of the proposed site on the sustainability objectives are mixed, with positive and significantly positive effects identified in respect of its contribution to the City's housing stock and affordable housing requirements. The site's location with ready access to existing services (the capacity of which will need to be investigated and mitigated as appropriate) and significant employment opportunities associated with the Monks Cross development and the City Centre. As such the site is in a highly sustainable location.

The effects of the development on environmental indicators such as air quality, cultural heritage and landscape exhibit more negative characteristics, reflecting the site's greenfield character and archaeological potential. Mitigation of these effects can to some extent be secured through master planning which could work with the existing landscape structure and provide enhancement and new

open space provision, as well as providing sustainable transport opportunities for residents to access services.

Publication Draft Local Plan Sustainability Appraisal (September 2014)

We therefore, strongly **object** to CYC's rejection of the site on heritage and landscape grounds. As CYC's previous evidence base documents identify, sensitively design master planning work can ensure that all existing areas of potential concern can be mitigated. Indeed, the site provides the opportunity to deliver ecology and landscape enhancement.

The site is largely devoid of natural landscape features and mature trees, as a consequence of former cultivation, and save for the sparse hedgerows, there are no distinguishing visual markers within the site itself. Beyond the site's boundaries there are no visible church spires or towers and York Minster cannot be seen from within the site. Because of the flat, low-lying nature of the site, views are mainly terminated by development at the site's boundaries.

Within the site on the north eastern boundary with the existing stadium there are the archaeological remains of a temporary Roman camp, discovered during an aerial survey undertaken by English Heritage in 2006. The camp area has been designated as an Ancient Monument but there are no physical indications of its existence at ground level. The sports stadium was constructed before the camp's existence became known and may have partially disturbed or displaced the archaeological remains. However, the Ancient Monument must be protected with sufficient landscaped areas to ensure that development does not encroach. As described above this matter was an integral consideration in the preparation of the development masterplan and it is also a matter that can be discussed in further detail with CYC should the site be allocated for development. Finally, there are also opportunities for community engagement and outreach, both through direct involvement with archaeological work and through public lectures/press releases and publication. BDW would welcome further discussion with CYC to explore this potential.

The design development of the illustrative masterplan seeks to co-ordinate and beneficially influence the landscape treatment of the site's edges. It is proposed that existing landscaping is supplemented with a substantial area of native tree and shrub planting to establish a 'green wedge' of **53m to 91m** in width between the housing and commercial areas on the site's eastern boundary. This green wedge or corridor will also include the balancing areas for a potential SUDS scheme, which together with the proposed landscape treatments will contribute towards the delivery of ecological enhancements.

In order to ensure that the residential amenity of existing properties located to the west of the site is retained the enclosed masterplan seeks to provide a substantial green wedge of **45m to 58m** in width on the western boundary of the site, along the site's frontage with New Lane. The green frontage will also preserve the character of New Lane and also enhance the entrance gateway to the site.

Furthermore, the site is privately owned and there are no Public Rights of Way which cross it. As such the site does not currently offer any public access or useable amenity space. Consequently, the substantial areas of public open space proposed within and on the site's western/eastern boundaries will significantly enhance accessible and useable public amenity spaces in the area.

The development proposals have previously been amended in order to respond positively to CYC's grounds for rejecting the site. Indeed, the enclosed masterplan clearly establishes the delivery of a linear form of development with green wedges proposed on the site's western and eastern boundaries. The development will deliver new homes at a net density of 32dph alongside the provision of 3.67ha of public open space.

Furthermore, to the south of BDW's land interest is the existing cemetery and beyond that open fields. Should BDW's proposed development be delivered in isolation, then there would be substantial areas

of open land located to the south between the Huntington settlement area and Monks Cross retail park to provide a visual and amenity separation for existing residents of the area.

When considered holistically it is clear that the development proposals will preserve and enhance the current heritage, ecology, amenity and landscape value of the site.

With regards to water quality and flood risk, a Flood Risk assessment undertaken by Sanderson Associates has confirmed that the whole of the site lies within Flood Zone 1 and is therefore suitable in principle for residential development. The report further confirms that the site is not at risk of flooding from tidal or estuarine sources. A combination of open water features and attenuation in sealed water SuDS features would be required to accommodate the level of surface water storage required. The Indicative Masterplan includes an area for surface water attenuation and landscaped wetland is shown along the eastern edge of the development. The site can be developed without increasing flood risk to the site itself and other sites in the vicinity and also without unacceptable residual risk of flooding, with the implementation of suitable mitigation measures. New sewers will be constructed to enable foul water to connect into the existing system and existing facilities will be upgraded where required.

With regards to water quality, the proposed SuDS features will provide natural de-contamination interceptors and further mitigation measures can also be easily provided if required.

We maintain that the New Lane, Huntington site represents a deliverable residential development site and that CYC's reasons for its rejection as a potential housing allocation are not substantiated by justifiable evidence.

MEETING THE CITY OF YORK'S FUTURE HOUSING NEEDS

We maintain our view that there is a case for the identification of additional housing allocations to those currently proposed by CYC in order to meet the City's housing needs over the proposed plan period.

BDW have previously instructed Barton Willmore to undertake a Technical Review of the Council's SHMA and the SHMA addendum, which was prepared by GL Hearn in June 2016, to assess the Council's methodology that has been utilised in formulating the objectively assessed need (OAN).

At present the Council have maintained their decision to progress with a housing target which is based solely on the baseline figure which is derived from the ONS 2014-based sub-national household projections and does not include the 10% uplift for market signals which is advised within the Council's latest SHMA.

By omitting the 10% uplift, and not progressing with a housing requirement of 954 dwellings per annum, the Council are failing to meet their full OAN, as required by the Framework and the Planning Practice Guidance (PPG). There are considered to be no overarching constraints within the District that justify the Council not delivering their full OAN. Such an approach therefore fails to meet any of the tests of soundness set out in paragraph 182 of the NPPF as the Local Plan is not positively prepared; justified; effective and consistent with national policy.

No new evidence has been provided by the Council to justify the removal of the SHMA's proposed 10% uplift for market signals and it is assumed that this has been viewed as a way of reducing the overall housing target. This is unacceptable and is not a sound and robust means of preparing a Local Plan.

The Government's consultation document "*Planning for the Right Homes in the Right Places*" (September 2017) identified a proposed standardised methodology for the calculation of the baseline OAN for each of the Country's Local Authority areas. The Government's proposed standardised methodology includes for an uplift for market signals over and above the baseline figure and in the specific case of York, would lead to a housing requirement of 1,070 dwellings per annum.

Since the commencement of CYC's consultation on the Publication Draft Local Plan, the Government have published further consultation documents associated with a Revised National Planning Policy Framework and Draft National Planning Practice Guidance in March 2018.

The Draft National Planning Practice Guidance (Draft NPPG) provides further guidance in respect of the calculation of an LPA's OAN. The document maintains the proposed standardised methodology for the calculation of OAN, using household projections as the baseline and an uplift for market signals. However, it also identifies the following other key considerations: -

- Plan-making authorities should not apply constraints to the overall assessment of need. Limitations including supply of land, capacity of housing markets, viability, infrastructure, Green Belt or environmental designations, are considerations when assessing how to meet need. These types of considerations are not relevant to assessing the scale of that need.
- There may be circumstances where it is justifiable to identify need above the need figure identified by the standard method. The need figure generated by the standard method should be considered as the minimum starting point in establishing a need figure for the purposes of plan production. The method relies on past growth trends and therefore does not include specific uplift to account for factors that could affect those trends in the future. Where it is likely that additional growth (above historic trends identified by household projections) will occur over the plan period, an appropriate uplift may be applied to produce a higher need figure that reflects that anticipated growth. Circumstances where an uplift will be appropriate include but are not limited to; where growth strategies are in place, strategic level infrastructure improvements are planned, funding is in place to promote and facilitate growth (i.e. Housing Deals, Housing Infrastructure Fund). **We would consider the impact of anticipated growth through an Enterprise Zone (York Central – which is also an identified Housing Zone) to be included as an appropriate circumstance to increase housing growth as well. CYC have also submitted two Housing Infrastructure Fund bids to Government as well. One at York Central and one at the proposed strategic allocation known as Clifton Gate.**
- The total need for affordable housing will need to be converted into annual flows by calculating the total net need (subtract total available stock from total gross need) and converting total net need into an annual flow. The total affordable housing need can then be considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments, given the probable percentage of affordable housing to be delivered by market housing led developments. An increase in the total housing figures included in the strategic plan may need to be considered where it could help deliver the required number of affordable homes. **Given York's affordable housing needs, we consider that compelling evidence is available to justify an uplift in the OAN on in order to meet such housing needs.**

Although the Revised NPPF and Draft NPPG are still subject to consultation, they provide a further indication as to how the Government considers housing requirements should be calculated, and the consideration of market signals, strategic growth (employment & housing) and affordable housing as key issues to be considered. Which align closely with the current provisions of the NPPF. Put simply, the guidance provided in the bullet points above cannot be ignored.

Barton Willmore's own Technical Review of the Council's SHMA as part of their "Open House" OAN model work, concluded that when a Market Signals Uplift is included, the full objectively assessed need is considered to range between 920 dwellings per annum and 1,070 dwellings per annum. The higher end of Barton Willmore's threshold therefore directly aligns with the figure that is generated when utilising the Government's standardised OAN methodology (without the consideration of any uplift for strategic growth or affordable housing).

The Council are now in a position where their own evidence; Barton Willmore's Open House work; and the Government's proposed standardised methodology, all state that an uplift for market signals should be added to the baseline figure, and all of which indicate that the true full OAN is greater than the 867 dwellings per annum which is being proposed.

Therefore, in order to make the plan sound, the housing figure should be adjusted upwards to consider market signals, strategic growth and affordable housing needs. This in turn will require additional sites to be allocated for residential development.

Our clients have also previously identified concerns with the approach taken by CYC with regard to the delivery of windfall development throughout the plan period. Such a reliance on unplanned development is contrary to the legislative provision of a plan-led system and should not form the basis of the CYC Local Plan moving forwards. Such an approach will not direct homes to those areas that have seen limited growth over recent years and have a clear need for new homes in the future. It is also highly likely that no affordable housing will be provided on windfall sites located in the Urban Area on account of the 15-dwelling threshold proposed in draft Policy H10.

Finally, there are also concerns associated with the deliverability of the York Central and Barrack sites.

In respect of York Central this relates to uncertainties over the timescales associated with the site's initial infrastructure works and the final quantum of new homes that can be delivered at the site. We have raised a number of concerns over the ability of the York Central site to deliver the proposed number of homes within the plan period at every stage of consultation on the Local Plan. However, notwithstanding these comments, the number of homes anticipated to be delivered at the site has been increased to between 1,700 and 2,500, with a minimum of 1,500 homes within the plan period. The provision of a range of housing numbers is evidence to justify our case of the uncertainties associated with the development of the site. Furthermore, there is no justifiable evidence to back up these figures. Further evidence in respect of our client's concerns associated with the delivery of the York Central site are provided in the overarching representations prepared by Barton Willmore.

With regard to the Barrack sites, the concerns relate to **when** and **if** both of the sites will become available for development within the plan period. At present no concrete evidence has been provided by the Ministry of Defence that these sites are indeed no longer needed.

Unless these current uncertainties are resolved, it is our view that the quantum of new homes to be delivered at these sites should be considered over and above the identification of housing allocations to meet the City's housing needs. If not, there is a real possibility that that the City could fail to demonstrate the delivery of a sufficient number of deliverable housing sites to meet the City's housing requirement.

Finally, the Publication Draft Local Plan is again relatively silent in respect of the provision of Safeguarded Land and the role this plays in ensuring long term permanence to the Green Belt. Paragraph 85 of the Framework identifies that where necessary LPA's need to plan for longer term development needs "*stretching well beyond the plan period*" through the designation of Safeguarded Land. There are varying examples within recently approved Development Plan documents of what a timescale of "*well beyond the plan period*" can equate to which differ between an additional 10% of land allocations; an additional 5 years' worth of land; or in some cases 10 years' worth of land. It could be argued the greater amount of safeguarded land identified, the greater permanence can be provided to the Green Belt.

When each of the above points are considered holistically there is a compelling case for the release of additional land as housing allocations within the CYC Local Plan in order to meet the City's full objectively assessed housing needs. Such as our client's development proposals at New Lane, Huntington which can make a significant contribution to meeting these needs.

CONCLUSIONS

Whilst we want to work alongside CYC to ensure the delivery of a sound Local Plan for the City, we are concerned that unless substantial changes are made to the Publication Draft Local Plan prior to its submission to the Secretary of State, it will not be in a position where it can be found sound.

In light of the guidance provided in Paragraph 182 of the NPPF, we consider the following: -

- The Local Plan is **not positively prepared** as the plan will not meet the evidenced objectively assessed development and infrastructure requirements of the City.
- The Local Plan is **not justified** as there is compelling evidence available that it does not present the most appropriate strategy for the City, when considered against the reasonable alternatives, based on proportionate evidence;
- The Local Plan is **not effective** as the proposed housing allocations/numbers at York Central and the Barracks sites will not be deliverable over the plan period; &
- The Local Plan is **not consistent with national policy** on account of the combined impact of the above factors when considered together. It will not deliver the sustainable development of the City in the plan period.

When each of the above points are considered holistically there is a compelling case for the release of additional land as housing allocations within the CYC Local Plan in order to meet the City's full objectively assessed housing needs.

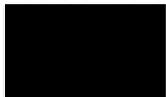
On account of the above we **object** to the New Lane, Huntington site being rejected as a potential housing option within CYC's Publication Draft Local Plan.

The site has the potential to provide a residential development of up to 250 new homes, public open space, green wedges and associated infrastructure. The site will provide a significant opportunity to help meet York's current and future housing needs through an exemplary development.

The development proposals are situated in a **suitable** and highly sustainable location and there are no technical or environmental (built and natural) constraints that would preclude the development of the site. The site is **available** now as it is under the control of a national house builder who are actively seeking to secure the site's allocation for residential development. The site can also be considered **achievable** as new homes can be delivered on the site within the next 5 years and indeed within the first five years of the Local Plan.

Should you require any further details or clarification on the content of this letter please do not hesitate to contact me.

Yours sincerely,

A solid black rectangular box used to redact the signature of Paul Butler.

PAUL BUTLER
Director

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Huntington Masterplan

Development Brief

Richards Partington Architects

for Barratt David Wilson and Persimmon Homes

July 2014

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Introduction

This document has been prepared by Richards Partington Architects to inform the development of site ST11. The document is intended, subject to consultation and agreement with City of York Council, to become the main point of reference for the detailed design and layout of the site.

The purpose of this document is to:

- Outline the characteristics of the site including topography, landscape and biodiversity;
- Outline the relevant planning policy and development constraints that would affect future residential development on the site;
- Consider access to the site and the existing infrastructure and outline any improvements that would be required in order to accommodate new residential development;
- Finally, set out a strategic plan for the site to demonstrate how the site might be developed comprehensively, making effective use of the site area and in response to the conditions and constraints outlined in this Development Brief.

The Development Brief is not intended to be prescriptive in relation to the form and types of housing that should be developed, but seeks to establish the key constraints that will affect the development of the site and to identify opportunities that should be harnessed in the strategic approach towards the development of the site area as a whole.

Section 1.0

The site and its surroundings

1.01 General context

The site is a broadly flat and rectangular piece of land located to the northeast of the city close to the Monks Cross shopping and commercial area. The western boundary is formed by New Lane, which connects with Huntington Road to the north. There is a large tranche of established housing to the east of New Lane laid out in simple rectilinear streets on an east west axis. This housing consists mainly of semi-detached homes and short terraces built after the second world war. To the north a row of detached homes built in the 1980s back onto the site and beyond these are the substantial production areas and service yards of the Portakabin factory.

To the west of the site the Monks Cross development has recently been extended to provide large format retail premises for John Lewis, Next and Marks and Spencer. These buildings are equivalent in height to 3-4 storey houses and have very large footprints with substantial areas of parking. At the northern corner of the eastern boundary is the stadium of the York City Knights Rugby League team and close to this a leisure centre. This area is scheduled for redevelopment and is currently subject to a development competition. To the southern end of the eastern boundary there is the Monks Cross park and ride which may also be altered in layout and configuration as part of the plans for stadium site.

Within the site on the boundary with stadium there are the

archaeological remains of a temporary Roman camp, discovered during an aerial survey undertaken by English Heritage in 2006. The camp area has been designated as an Ancient Monument but there are no physical indications of its existence at ground level. The sports stadium was constructed before the camp's existence became known and may have partially disturbed or displaced the archaeological remains. The Ancient Monument must be protected with sufficient landscaped areas to ensure that development does not encroach.

To the south of the site there are field boundaries and then an area of agricultural land between the southern boundary and Malton Road. To the south of the site the fields are prone to standing water at winter time and minor flooding. However the site itself is entirely within flood zone 1 and is therefore designated as having a low flood risk (see separate Flood Risk Assessment).

There are two areas of non-agricultural uses which intrude into the rectangular parcel of land. Accessed from New Lane the Huntington Grange farm house and group of buildings occupy a rectangular area of approx 3400 sq m (0.84 acres) defined by a brick boundary wall with some mature trees. To the south of here and also accessed directly from New Lane is the New Lane Cemetery which is also rectangular in shape, walled with some landscaping and trees on its boundaries.

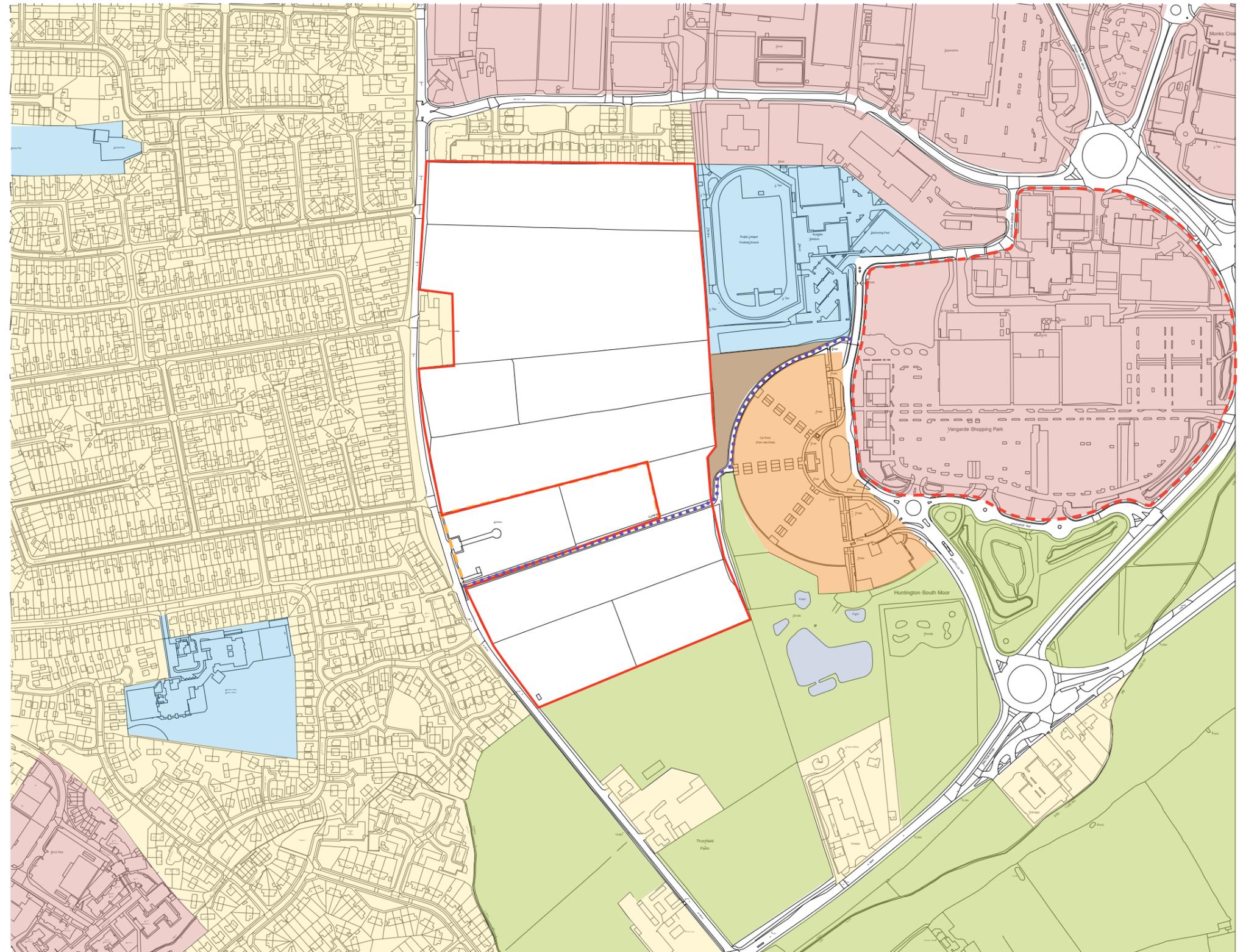
Section 1.0

The site and its surroundings

Figure 1: Site boundary & area

- Area covered by development brief
- Cycle route / public right of way
- - - New retail development
- - - Cemetery
- Residential
- Schools / sport grounds
- Agricultural land
- Non-agricultural land
- Park & Ride
- Commercial / retail

TOTAL AREA: 13.7 hectares



Section 1.0

The site and its surroundings

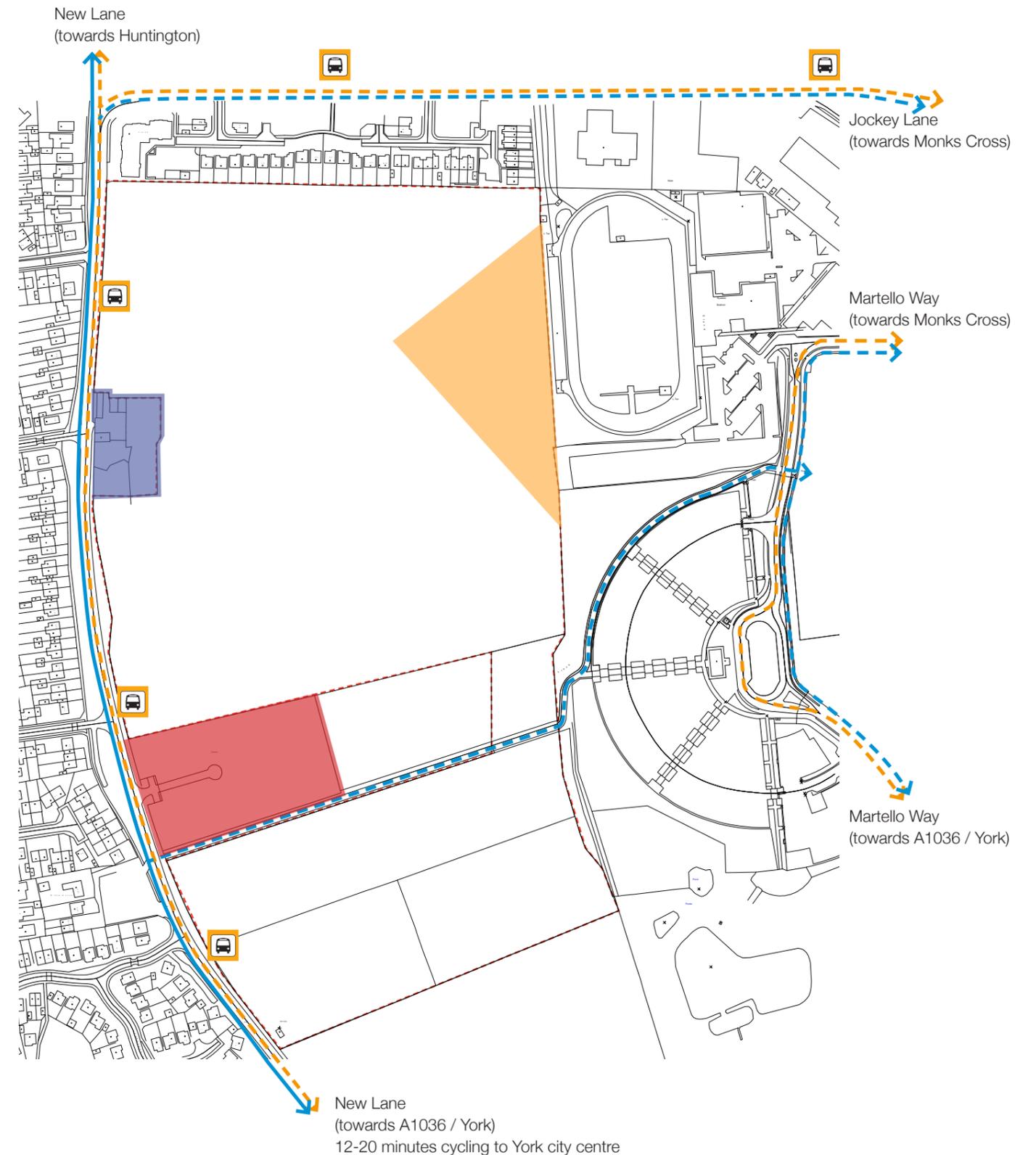
Figure 2: Existing transport connections and site context

- - - Site area for development brief
- - - Existing bus route
- - - Existing off-road cycle route
- Existing on-road cycle route
- Scheduled Ancient Monument (Roman Camp) - approximate position
- Grade II listed building
- Cemetery

Figures 2 and 3 show that the site is well served by public transport, with good access for pedestrians to local amenities and services. However, for a full appraisal of all transport issues please refer to Sanderson Associates' transport assessment (insert ref.).

Bus Routes

- 9 Monks Cross Park & Ride (City centre - Monks Cross) (every 10-15 minutes)
- 12 Foxwood - City Centre - Monks Cross (every 30 minutes)
- 20 Acomb - Monks Cross - University (every 2 hours)
- 181 Castle Howard - Sheriff Hutton - York (every 2 hours)



Section 1.0

The site and its surroundings

Figure 3: Local amenities

- - - Site boundary
- - - Huntington Stadium & Waterworld leisure centre
- - - Walking route to local amenities
- A Huntington Secondary School
0.8 miles (15 mins walk)
- B Brockfield Park Drive shopping parade
0.2 miles (5 mins walk)
- C Yearsley Grove Primary School
0.5 miles (10 mins walk)
- D Monks Cross retail centre
(Clothing and homeware, restaurants, supermarkets, and new extension for M&S, Next, and John Lewis)
0.2 miles (5 mins walk)
- New development



Section 1.0

The site and its surroundings

1.02 Architectural character

There is late twentieth century development of housing and commercial/leisure uses abutting the site to the north and east, the most recent being the housing along the northern edge which fronts on to Jockey Lane. Here a row of two storey dwellings with integral and detached garages backs on to the boundary at close distance. To the western end of Jockey Lane there is also a low-rise apartment building. New development along the entirety of this northern edge should back onto the boundary so that private gardens abut private gardens with the former hedge line forming the boundary. The occasional remnants of this hedge are not of sufficient ecological quality to require public access and the most logical treatment will be to include them within the demised plots of houses. New houses need to be sufficiently separated from existing, which require the provision of longer gardens to keep a desirable separation of greater than 18m.

Housing on the western side of New Lane consists mainly of two storey detached and semi-detached houses set well back from the pavement line. Much of this housing is typical of the interwar and post-war years, and although well-maintained, it is not of any particular architectural merit.



Figure 4: Brockfield Park Drive



Figure 5: Jockey Lane



Figure 6: Malton Road



Figure 7: New Lane

Section 1.0

The site and its surroundings

1.03 Landscape character

The site is largely devoid of natural landscape features and mature trees, as a consequence of former cultivation, and save for the sparse hedgerows and some planting around the cemetery, there are no distinguishing visual markers within the site itself.

Beyond the site boundaries the cranes of the Portakabin works are prominent on the skyline but there are no visible church spires or towers and the Minster cannot be seen from within the site. Because of the flat, low-lying nature of the site, views are mainly terminated by development at the site boundaries.

To the west the frontages of the existing houses are occasionally broken by trees and hedgerows to the east of New Lane. The ridge line of these houses forms the horizon. To the north the Portakabin works are partly visible above the ridge line of the existing houses.

There are some more distant views to the south and south-east of the agricultural landscape and tree lined boundaries of fields in the middle distance.



Figure 8: Aerial photograph showing outline of the site extents

Section 1.0

The site and its surroundings

1.04 Planning context

The site is identified as site ST11 in the City of York Council (CYC) allocations document and has been subject to various submissions summarised in the ST11 allocations paper.

The 2010 report was originally prepared to feed into CYC's strategic assessment of housing land availability (SHLAA – Strategic Housing Land Availability Assessment). At that stage, this site, despite being included in the draft Green Belt, had been identified as a potential 'preferred area of search' in the acknowledgement that some Green Belt sites were being considered for development in order to meet a projected shortfall of available land for residential use. In the 3 years since preparing the original report, sites within the 'areas of search' were subjected to a selection process by CYC which involved them being tested against a robust set of criteria in order to determine their suitability (or otherwise) as potential residential sites. As a result of this CYC are now proposing, in their emerging Local Plan, that the site be removed from the Green Belt and the Green Belt boundaries be redrawn to form a new, robust and defensible boundary south of the site. They are further proposing that this site be allocated as a strategic housing site, reference code ST11.

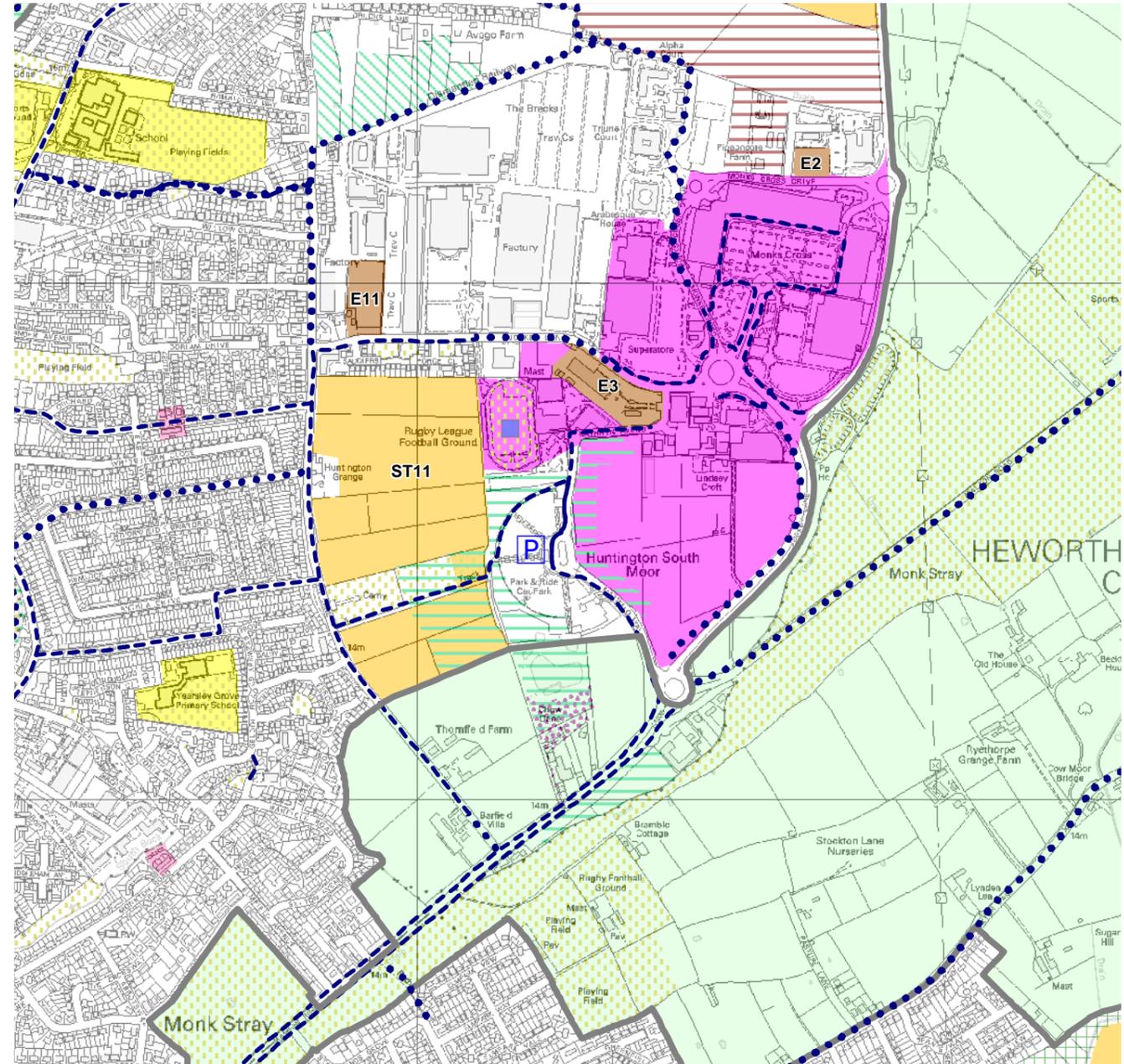


Figure 9: Extract from York Preferred Options Proposals Map showing the site (ST11) in context to the surrounding area

Section 2.0

General principles of the outline masterplan



Figure 10: Sketch site layout

The allocation area is sufficiently large to require the creation of its own centre (or centres) to give a focus and clear reference for movement and orientation. However, the close proximity of other amenities and shops would suggest that this centre will not be able to support commercial uses. The site is relatively 'self-contained' because the edges are clearly prescribed by the existing impermeable boundaries. There is no possibility of a direct connection to or extension of the existing residential streets.

The regular geometry of the boundary edges suggests an orthogonal arrangement of streets and houses mirroring the post-war development to the west. However, although it would seem obvious to lay out all the houses on an orthogonal grid, this is likely to lead to a rather featureless and even road pattern. The masterplan, therefore, takes the geometry of the Roman Camp which is set at approximately 45 degrees to the boundary and overlays this on the natural geometry of the edges and boundaries. This secondary geometry allows the site of the ancient monument to be directly connected with the central focal space of the layout and serves to connect both spaces. The diagonal geometry sets up the possibility of a strong route from the north west to the south east and this creates a desirable connection between the main site access and the natural connection with the main boulevard running in front of the Monks Cross shopping areas.

At the centre of the scheme a residential square is aligned with the public landscape space around the ancient monument and connected to it by a tree-lined avenue. The houses overlooking these spaces are arranged in terraces of three-storeys and at the north east termination of the avenue there is a suggestion of a three or four storey apartment building. The additional height will give a visual focus and sufficient presence against the new stadium building. The street structure of the main site creates good movement patterns and clear routes through the site with obvious destinations and orientation spaces. This is a simple permeable layout avoiding dead ends and culs-de-sac.

A connection to the east to the shopping facilities and the park and ride would be an obvious opportunity to make Monks Cross accessible to the housing development on foot or by bicycle. The layout suggests the most obvious position for this connection but the final layout will need to be co-orientated with the designers of the public spaces around the new stadium complex.

Section 2.0

General principles of the outline masterplan

2.01 Boundaries and landscaped edge treatments: the western edge

The site has well-established boundaries following the regular geometry of the existing road to the east (New Lane) and the former field boundaries to the north, west and south. The masterplan proposes a specific response to each of these distinct conditions.

At the northern end of the eastern boundary the existing sports stadium and access areas present a low grade edge with poor outlook. The existing stadium development is also the nearest built structure to the Scheduled Ancient Monument (SAM). The detail of future plans for the stadium is not known, however, early draft plans suggest that the new stadium will also back onto the site here, possibly with a service road. In all likelihood this will also be an unacceptable edge to the proposed landscaped space surrounding the SAM. The design development of the illustrative masterplan should seek to co-ordinate and beneficially influence the treatment of the edge of the stadium development and it is likely that a landscape treatment will be appropriate to partly or entirely screen the stadium and service areas, provided as part of the stadium proposals.

Further south on this boundary there are hedges separating the development site from the Monks Cross Park and Ride. Here it is proposed that the landscaping is supplemented with a substantial area of native tree and shrub planting

to establish a 'green wedge' between the housing and commercial/parking areas. This landscape wedge should be continuous except where there is an east-west connection to the proposed commercial 'boulevard' with a pedestrian and cyclists connection extending from the existing cycle path (see illustration Fig. 10 opposite). This green wedge or corridor will also include the balancing areas for a potential SUDS scheme, which will contribute towards the surface water attenuation requirements. The balancing areas will form naturalistic ponds or linear swales and ponds, some with permanent water and appropriate marginal planting. The design of the water bodies will have shallow banking and discretely designed discharge/outfall structures to ensure that the balancing areas provide some visual amenity as well as fulfilling the technical function of attenuation.

The potential requirement for substantial surface water balancing on the eastern edge of the site suggests that the landscape treatment to this edge should be more natural than the urban tree planting of the avenue streets and the residential squares in the main housing areas. The eastern landscape should supplement the existing hedgerows with native planting and marginal and wetland planting around the water balancing ponds. Part of this area of the site will remain open to enable a connection to any new proposals for the stadium should a new plaza/community area be sought on the western boundary of the stadium.

To the northern end of the eastern boundary the landscape should co-ordinate with the proposals for the stadium which are likely to enclose a service road at the boundary edge. Screening and dense planting may be necessary if this service area and the back of the stadium create an unsatisfactory outlook for the housing across the ancient monument space. The masterplan proposes lower densities around the north and south of the cemetery with a substantial landscaped or tree planted buffer. The whole of the area to the east of the cemetery is allocated for landscape. The landscaping to the edges of the existing cycle path will need special consideration to maintain safe forward visibility and adequate artificial lighting.

Section 2.0

General principles of the outline masterplan

Figure 11: Design study of portion of site adjacent to scheduled ancient monument



Section 2.0

General principles of the outline masterplan

2.02 Boundaries and landscaped edge treatments: the northern, southern, and eastern edges

On the southern boundary the scheme will abut working farmland and the existing hedgerow and tree line forms a natural boundary. However, the design of rear garden fences and any ancillary structures such as sheds or garages should take account of the visibility of this edge, albeit at some distance, from Malton Road (A1036).

Facing onto New Lane there are two distinct edge characters which should be respected and possibly enhanced. The development areas on the two small fields south of the cemetery are less visible from New Lane where there are substantial Hawthorn hedges and occasional trees screen the development areas for the road way. Here there is also a mown grass verge. The footpath and the street lighting are on the other side of the road and the character is that of a rural highway, even though the speed reduction from 40 mph to 30 mph is signalled some 50 m to the south. Traffic speeds are high and the road is narrow and if the hedgerows are to be maintained in full then some consideration should be given to appropriate devices to help reduce speeds and signal that this is a residential area.

To the north of the cemetery the character of New Lane changes and there are much lower trimmed hedges forming the road edge, again with a verge put including tapered beds of ornamental shrub planting. This is more discernibly a residential

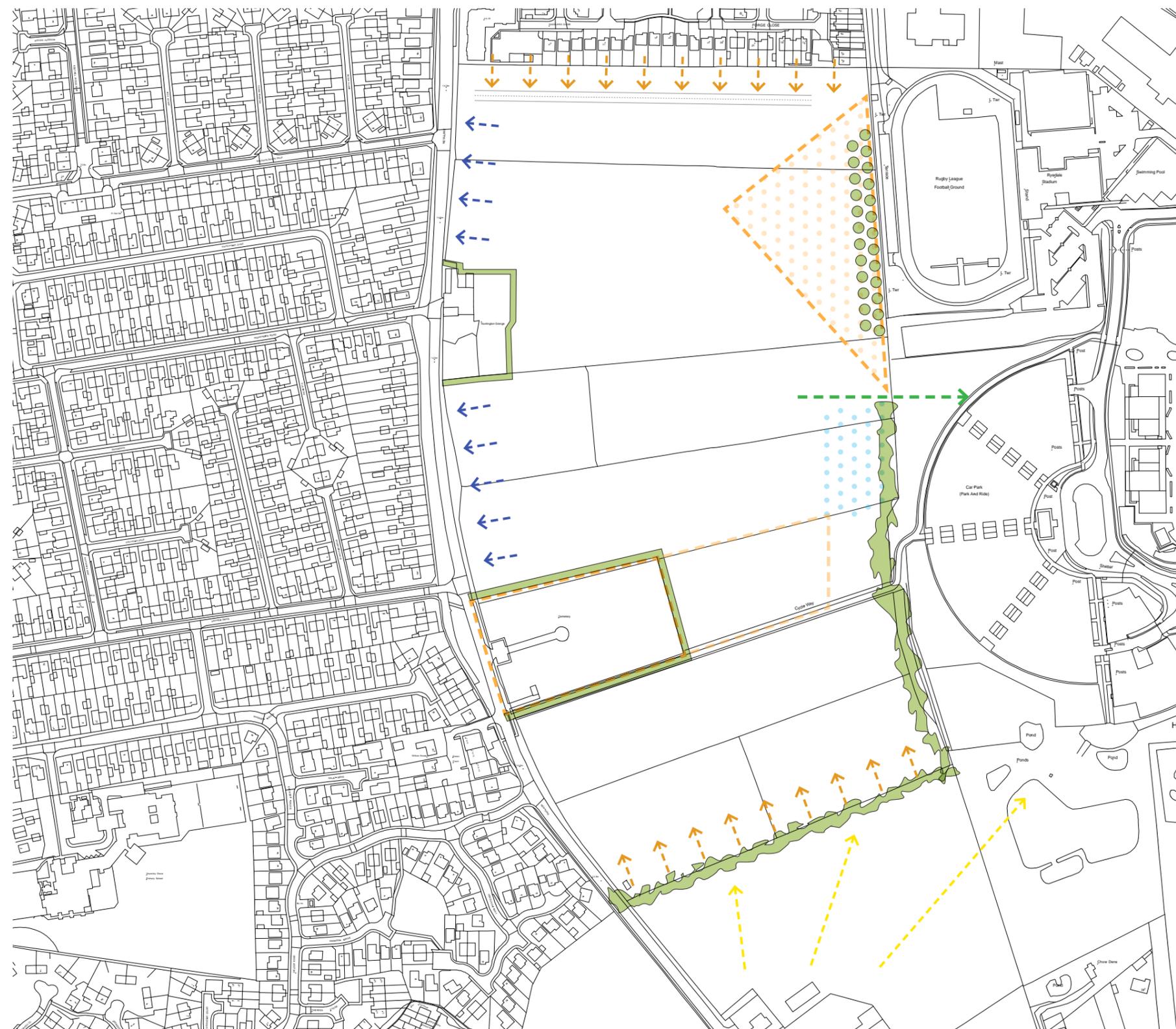
environment and new development should face outwards with frontages to the road to increase activity and natural surveillance. Even if direct access cannot be provided, though this would be desirable to further reduce vehicle speeds, houses should face the public thoroughfare. Highways improvements (discussed at) include the provision of a footway on both sides and carriageway widening to allow for a more secure/improved cycleway on the east side and new cyclists provisions on the west/southbound side.

Section 2.0

General principles of the outline masterplan

Figure 12: Site boundary treatment

- ←--- Frontages to road desirable
(direct access to road not possible)
- ←--- Backs to boundary
- ←--- Views from south approach / Malton Road
- ←--- Connection to proposed commercial 'boulevard'
-  SUDS / water storage area
-  Scheduled Ancient Monument
-  Cemetery boundary / future expansion
-  Formal landscaping / trees
(views outward compromised by stadium)
-  Existing hedges around buildings within the site
-  Sensitive landscape edge - hedgerows & ecology



Section 2.0

General principles of the outline masterplan

2.03 Massing and scale

Densities of the surrounding housing are comparable to development that follows the traditional 'by-law' separation distances and the use of semi-detached and detached houses in long, straight roads. An analysis of two typical areas to the east shows the density of development in the surrounding neighbourhoods.

Area	Density per hectare (gross)	Density per hectare (net)
(1) Fox Covert / Gorse Paddock / Beech Glade	33 dwellings	37 dwellings
(2) New Lane / Anthea Drive / Maythorn Road / Highthorn Road	38 dwellings	41 dwellings



Figure 13: Map showing extents of areas measured for density of dwellings

Section 2.0

General principles of the outline masterplan

Figure 14: Proposed height treatment

- Two storey dwellings
- Three storey dwellings
- Taller apartment building

The housing will be a mixture of two, two and a half and three storey homes. A single taller building to the north-west is proposed as a 'foil' to the stadium development. Parking will mainly be in-curtilage with very limited shared parking areas between groups of two and three homes. The shared parking will be in secure mews spaces directly overlooked by living rooms and will allow the creation of continuous frontages where important public spaces need to have a clear defining line of enclosure. Visitor parking will largely be on-street.

The proposed heights for houses is shown on the parameter plan opposite which shows the higher connected terraces defining public spaces and main routes through the site and lower, larger footprint dwellings to the perimeter and adjacent the informal landscape wedge/corridor to the east. It is envisaged that all of the housing on the southern portion of the site will be two storey (not illustrated in Figure 14).

Continuous frontages are proposed along the tree lined axis running to the focal building in the north-west corner.



Section 3.0

Schedule of areas

Figure 15: Delivery timescales

Action	Key Date
Submission of Development Brief	July 2014
Agree Further Technical Submissions	August 2014
Complete Development Brief and Pre-Application Process	September 2014
Submission of Separate Full Planning	September 2014
Determination of Planning Application	December 2014
Discharge of Conditions	February 2015
Start of Construction on Site	March 2015
Completion of Site	2020

Figure 16: Indicative schedule of areas

Site	Net area		Proposed density / ha	Unit numbers
	sq m	hectares		
1	5772	0.5772	27	16
2	11428	1.1428	43	49
3	8504	0.8504	40	34
4	4353	0.4353	40	17
5	3588	0.3588	45	16
6	3303	0.3303	45	15
7	3415	0.3415	38	13
8	2668	0.2668	43	11
9	6651	0.6651	43	29
10	8161	0.8161	27	22
11	4260	0.4260	34	14
12	10720	1.0720	40	43
13	7269	0.7269	38	28
14	1591	0.1591	0	0
15	4403	0.4403	34	15
16	7733	0.7733	34	26
17	6391	0.6391	38	24
18	5570	0.5570	38	21
TOTAL	105781	10.5781		393



Section 4.0

Arboriculture and existing landscape

An arboricultural report was submitted by JCA Limited. They recommend for removal two trees with dead/collapsed stems, and note the existence of fifteen trees that require monitoring due to structural or physiological defects, and four trees that require pruning works for reasons of public safety, to enhance their long-term health, or to enhance features of potential ecological value. They conclude that development work carried out in close proximity to trees should be done in a manner sympathetic to their needs, and that care should be taken at the design stage to ensure that the retained trees are protected. The masterplan takes these recommendations into account, and protects the existing trees while also proposing the planting of new ones.

JCA Limited note that the proposed development should be accompanied by an Arboricultural Method Statement detailing the specific protection measures necessary for each tree. Upon instruction JCA Limited are able to provide a comprehensive Arboricultural Method Statement in order to ensure the continued health of trees throughout the proposed development.

The masterplan retains all of the trees that are designated B-condition (worthy of retention), apart from one tree (T36), a mature oak, which is in poor physiological condition. The plan proposes extensive semi-mature formal tree planting and considerable hedgerow and boundary reinforcement.

Section 5.0

Ecology

An Ecological Appraisal undertaken by Brooks Ecological concludes that overall, the habitats on site appear to represent poor examples of their type and are of comparatively low ecological significance. According to the appraisal, the mixed native hedgerows and mature trees are considered to have the greatest ecological value on site; hedgerows are listed as a priority habitat under the UKBAP. However, they also note that given the quality of the hedgerows on site it is unlikely that any would be considered 'important' under the Hedgerow Regulations (1997), and that no further survey is necessary. It is thought unlikely from the assemblage of species recorded that the grassland will be found to be of significant value, though Brooks Ecological consider a precautionary vegetation survey to be prudent; the status of the grassland especially should be confirmed, as neutral grassland is listed on the York BAP.

Brooks Ecological recommend faunal surveys to fully evaluate the site and assist with masterplanning. Great crested newts are known to be present in the surrounding landscape and due to the presence of suitable breeding and terrestrial habitat there is potential for this species to be present on site. Thus, it is recommended that amphibian surveys should be carried out on all the site's ponds. None of the trees marked by Brooks Ecological as having bat roost potential are scheduled for removal, so no further survey searching for roosts is required. However, surveys involving walked transects of the site and remote monitoring of key locations are recommended in order to determine the level and nature of use of the entire site by

bats. Surveillance of mammal holes is also recommended, to determine whether or not badgers are present on site. It is recommended that any clearance of vegetation be undertaken outside of the breeding bird season in order to prevent development impacting on nesting birds.

In accordance with the recommendations made by Brooks Ecological, the masterplan aims to produce ecologically valuable areas, retaining some existing habitats while also planting trees and creating space for new wildlife.

Section 6.0

Archaeology

A Desk Based Assessment was carried out by the York Archaeological Trust (YAT), which notes the possibility of prehistoric archaeological remains within the site. Such remains have been found in close proximity to the current site during past work. There is also the possibility of the site containing remains belonging to the Roman period in addition to the known Roman camp in the northeastern corner. The masterplan has taken the existence of the camp into consideration, and leaves the space occupied by the camp untouched. It proposes a generous landscape area separating development from the Roman camp.

Overall, the YAT have concluded that the archaeological potential of the site is moderate. They recommend a programme of geophysical survey and trial trench evaluation to further assess the archaeological potential of the site.

Section 7.0

Flood risk

The impact of the proposed development on the flood mechanisms of the site and the impact on the surrounding area have been assessed by Sanderson Associates in accordance with NPPF. They suggest that from the current available information, a combination of open water features and attenuation in sealed water features would be required to accommodate the level of storage required. An area for surface water attenuation and landscaped wetland is shown along the western edge of the development.

The report concludes that the site can be developed without increasing flood risk to the site itself and other sites in the vicinity and also without unacceptable residual risk of flooding, with the implementation of suitable mitigation measure.

Section 8.0

Ground conditions

Lithos Consulting Limited have carried out a Preliminary Geoenvironmental Investigation, which provides an assessment of geoenvironmental issues and implications for the current and proposed use of the site. They conclude that there are no mining or quarrying issues at the site, that there are no sources of hazardous gas on or close to the site, and that contamination is highly unlikely. They do however recommend investigation of the potential impact of sewage sludge used as fertiliser and of the backfill of two small ponds on the site. It will be necessary for an appropriate ground investigation to be undertaken before firm foundation recommendations can be given, though Lithos Consulting Limited note that the published geological data suggests that the site is underlain by Warp and Lacustrine deposits at shallow depth - deposits that are likely suitable for shallow foundations. They also note that site soakaways may be suitable and that it is unlikely that significant earthworks or retaining structures will be required.

Lithos Consulting Limited recommend that trial pitting and associated geotechnical soils analysis be carried out, as well as chemical testing on the soil, in order to confirm the findings and hypotheses of their investigation.

Section 9.0

Other relevant documents

- ‘Land At New Land, Huntington, York - Desk Based Assessment Report’ (January 2014, *York Archaeological Trust*)
 - ‘Ecological Appraisal - Land off New Lane, Huntington’ (February 2014, *Brooks Ecological*)
 - ‘New Lane, Huntington - Landscape and Visual Appraisal (amd)’ (February 2014, *FDA Design Limited*)
 - ‘Arboricultural Report at New Lane, Huntington’ (February 2014, *JCA Limited*)
 - ‘Preliminary Geoenvironmental Investigation of land at New Lane, Huntington’ (February 2014, *Lithos Consulting*)
 - ‘Land off New Lane, Huntington, York, North Yorkshire - Flood Risk Assessment’ (February 2014, *Sanderson Associates*)

 - Transport assessment (pending)
-



SITE REF: ST11

LAND AT
NEW LANE,
HUNTINGTON

JULY 2013

**BARTON
WILLMORE**

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Prepared by:	MW
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SITE REF: ST11

LAND AT
NEW LANE,
HUNTINGTON

JULY 2013

**BARTON
WILLMORE**

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Figure 1 : Site Location Plan

1. Introduction

This promotional document has been prepared by Barton Willmore on behalf of Barratt and David Wilson Homes to assist City of York Council with the preparation of their emerging Local Plan. It demonstrates the Land at New Lane, Huntington represents a sustainable solution which can help meet the future housing growth required in York.

1.1 Purpose of the Report:

1.1.1 The emerging Local Plan acknowledges that a sufficient amount of land is required to meet the number of homes required over the plan period. In order to fulfil this commitment, it accepts that there is a need to provide a range and choice of sites capable of meeting future requirements and in line with the Spatial Strategy for the City of York. In particular, new housing development needs to be focussed in the most sustainable locations across York.

1.1.2 A desk based assessment has been adopted to establish the constraints and opportunities for the site. This has influenced the production of an indicative master plan to show how the site could be laid out and to demonstrate that a high quality housing development can be comfortably integrated within the surrounding area.

1.1.3 It is considered that the site detailed in this report would make an ideal location for residential development and would accord with the Framework on Housing in the following regard:

- **Available** – Barratt and David Wilson Homes have an option to develop the site and are actively seeking to provide the site for residential development.;
- **Suitable** – The site is in a sustainable location, is well related to the existing built form and is accessible from the main transport network. Furthermore, the site does not warrant Green Belt status in the emerging Local Plan.
- **Achievable** – the landowner is committed to bringing the site forward as soon as possible so delivery of housing can be achieved within the plan period.

1.1.4 Overall this report demonstrates that the site can be considered to be both deliverable and a viable location for future housing development.

2. Site And Surroundings

2.1 Site Location

2.1.1 The site is located in Huntington, directly adjacent to the main settlement area. It lies within the City of York's main urban area (as identified within the Council's Core Strategy Preferred Options paper) and 2.4 km to the northeast of York City Centre.

2.2 Site Description

2.2.1 The site extends to approximately 11.5 ha, and comprises of a number of vacant agricultural fields. The site is generally level, with maintained grass. The site is split into a series of fields separated by hedgerows and fences. There are a number of mature trees situated on the site.

2.2.2 The primary vehicular access for the site is proposed to be taken from New Lane, Huntington. The site is accessible by foot from Forge Close to the north of the site and New Lane. There are existing bus routes servicing New Lane, providing sustainable modes of transport in and out of the site.



Highthorn Road

Jockey Lane

Martello Way

New Lane

A1036

Figure 2 : Site Location Plan

2.3 Site Context

2.3.1 The site is bounded by two storey dwellings along the northern boundary. This development comprises of a mix of newly built houses and apartments. Beyond New Lane to the west there are more residential dwellings dating from the late 20th century. These dwellings are beyond the road and are buffered by large front gardens and a grass verge with young specimen tree planting within the verge.

2.3.2 The southwest corner of the site is bounded by Huntington Cemetery, which is operational. The remainder of the southern boundary (to the south east corner) is an open hedge along a field boundary.

2.3.3 The rear of the secondary stand of the Ryedale Stadium dominates the northern end of the eastern boundary. The southern end of the eastern boundary is an open field boundary with an area of new planting, designed to ultimately screen Monks Cross Park and Ride car park.

2.3.4 The site is in close proximity to a number of community facilities including a doctor's surgery, post office, recreational facilities, a bank and dentist. The site is also located within walking distance from the number of employment and shopping facilities located at Monks Cross commercial and retail park.

2.3.5 There is one Scheduled Ancient Monument (SM 34718 a Roman Camp) located in the northeastern part of the site, and a Grade II Listed Building (Huntington Grange) located to the west of the site.

2.3.6 The northern section of the site is relatively level and comprises several terraced areas, whilst towards the south, the site steadily ascends further. At the site's southern and eastern boundaries ground level rises steeply.



Vehicular Access to Site 1 from New Lane



View from New Lane Looking South East Across Site 1



View from New Lane Looking North East Across Site 1



Vehicular Access to Site 2 from New Lane



Figure 3 : Site Boundary Plan

3. Planning Policy

3.1 National Planning Policy

National Planning Policy Framework (the Framework) was published in March 2012 and sets out the Government's planning policies for England. It is a key part of the Government's reforms to make the planning system less complex and more accessible to protect the environment and promote sustainable growth.

Achieving Sustainable Development

3.1.1 The Framework stipulates that there are three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles as follows:

- An economic role
- A social role
- An environmental role

3.1.2 The Framework specifically states that the above roles should not be undertaken in isolation, because they are mutually dependant.

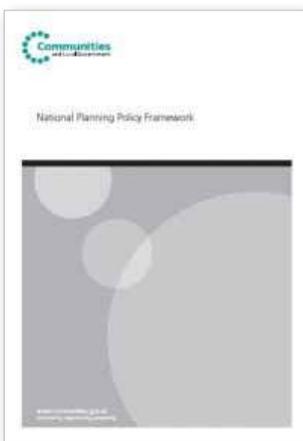
3.1.3 Paragraph 14 sets out that a presumption in favour of sustainable development is at the heart of the Framework and should be seen as a golden thread running through both plan-making and decision taking.

3.1.4 In paragraph 47 it places great emphasis on local planning authorities to significantly boost their housing supply to ensure that a wide choice of high quality homes are delivered.

3.1.5 One of the fundamental requirements of the Framework is to ensure that local planning authorities deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities by planning for a mix of housing based on current and future demographic trends, market trends and the needs of different people.

3.1.6 Paragraph 85 of the Framework provides guidance for local planning authorities when seeking to set out Green Belt boundaries. They are advised to:

- Ensure consistency with Local Plan strategy for meeting identified requirements for sustainable development;
- Not include land which it is unnecessary to be kept permanently open;
- Where necessary, identify in their plans areas of 'safeguarded land' between the urban area and the Green Belt, in order to meet longer-term development needs stretching well beyond the plan period;
- Make clear that the safeguarded land is not allocated for development at the present time. Planning permission for the permanent development of safeguarded land should only be granted following a Local Plan review which proposes the development;
- Satisfy themselves that Green Belt boundaries will not need to be altered at the end of the development plan period; and
- Define boundaries clearly, using physical features that are readily recognisable and likely to be permanent.



3.2 Local Planning Policy

York Unitary Development Plan Review (2006)

3.2.1 The current York Development Control Local Plan was approved for Development Control purposes only in April 2005 and therefore was never statutorily adopted. The Regional Spatial Strategy for Yorkshire and the Humber was revoked on the 22nd February 2013 apart from the policies relating to the Green Belt around York.

York Emerging Local Plan

3.2.2 The Emerging York Local Plan covers both strategic policies and allocations (previously the Core Strategy and Allocations Development Plan Document) alongside development management policies. It acknowledges that York need to take a more ambitious approach to housing growth than the previous more cautious approach set out in the previous draft Core Strategy. Thus, it is currently making provision for at least circa 22,000 new dwellings up until March 2030.

3.2.3 Policy H1 (The Scale of Housing Growth) identifies the site as a 'Strategic Site' (Reference ST11 – Land at New Lane, Huntington) with a capacity to deliver 411 dwellings.

City of York Council's Draft Proposals Map

3.2.4 It is noted that all sites put forward for consideration as housing allocations have been evaluated and scored by City of York Council according to how sustainable they are in terms of a number of social, environmental and economic factors. Given that the majority of land outside the built up area of York has been designated as draft Green Belt since the 1950s, it is apparent that this has not been in accordance with the most recent national planning guidance and a significant amount of land outside of the built up areas will be required for future housing allocations over the plan period. Barratt and David Wilson Homes support City of York Council putting this site forward as a housing allocation and do not consider that it warrants Green Belt status as it does not fulfil the purposes of including land within the Green Belt as set out in paragraph 80 of the NPPF.

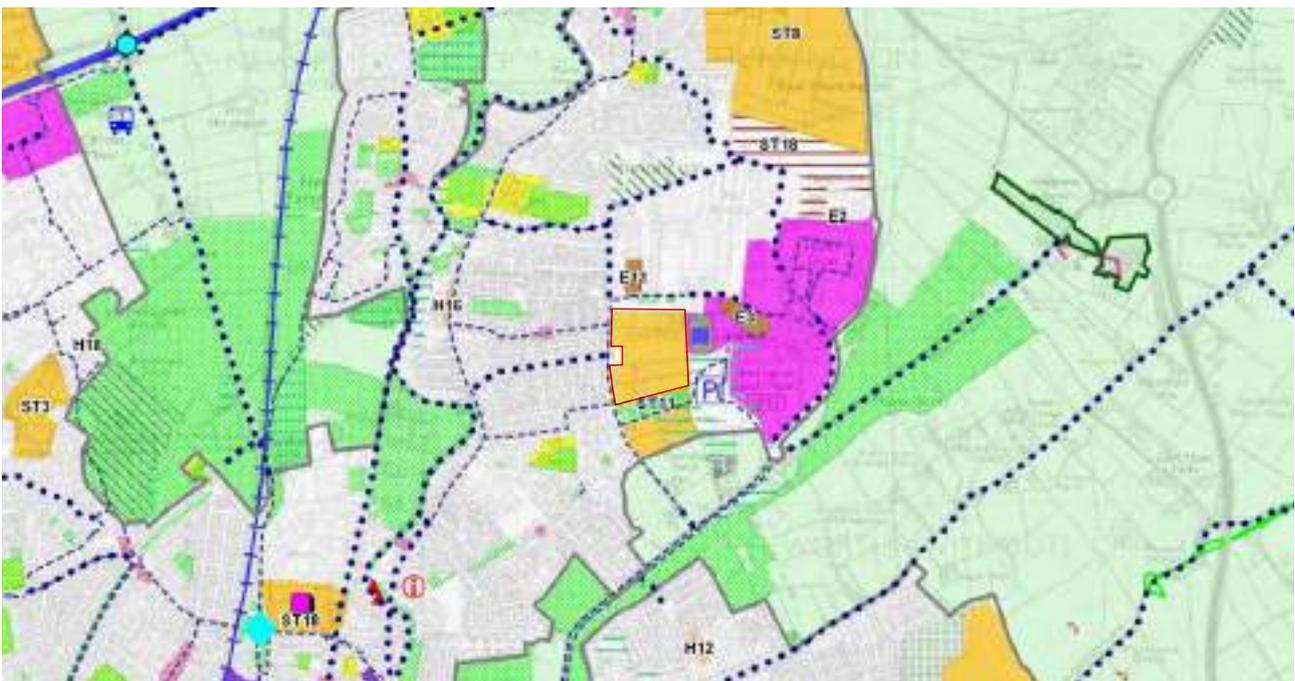


Figure 4 : City of York Council's Draft Proposals Map

3.3 Green Belt Assessment

3.3.1 This site has been assessed in terms of its suitability as a part of the greenbelt against criteria set out in Para 80 of the NPPF.

3.3.2 The table below sets out the reasons why it is not considered to contribute toward the greenbelt and is therefore a candidate for removal.

Green Belt Assessment	
Purpose	Assessment
To check the unrestricted sprawl of large built-up areas	<p>The site does not contribute to urban sprawl.</p> <p>Site is significantly built up on three of its four sides and in part to the fourth boundary to the south.</p> <p>It has a clear southern boundary, Huntington Cemetery.</p>
To prevent neighbouring towns merging into one another	<p>Development of this site would not result in the merging of settlements.</p>
To assist in safeguarding the countryside from encroachment	<p>The site surrounded by built development on three of its four edges and is contained on all four sides.</p> <p>The site is urban fringe in nature.</p> <p>There is high degree of containment.</p> <p>The site does not perform an important role as open countryside.</p>
To Preserve the setting and special character of historic towns	<p>The setting of nearby historic towns will not be affected.</p>
To assist in urban regeneration, by encouraging the recycling of derelict and other urban land	<p>There is insufficient capacity from urban regeneration to meet future development growth in York. The emerging York Local Plan acknowledges this and that a significant amount of land currently designated as Green Belt in the current plan will be required for future housing.</p>

Figure 5 : Green Belt Assessment Table



4. Sustainability Appraisal

4.1 Sustainable Location for Residential Development

4.1.1 The development of the site for residential use complies with national, regional and local planning guidance which promotes the development of land for residential use that is situated in sustainable locations, offering a range of community facilities with good access to jobs, key services and infrastructure.

4.1.2 The site is situated in a sustainable location within easy walking distance of public transport and other neighbourhood facilities and services.

4.1.3 The site is situated in close proximity to a number of community facilities including a doctor's surgery, post office, recreational facilities, a bank and dentist. The site is also located within walking distance from the number of employment and shopping facilities located at Monks Cross commercial and retail park.

4.1.4 A footpath and cycle-path used by members of the public lies outside the site boundary. This runs east-west to the south of the cemetery and links the existing residential developments on New Lane with the Park & Ride car park as well as the leisure and shopping facilities at Monks Cross. These existing footways will be extended across the site frontage to provide continuous pedestrian routes between the site and adjacent pedestrian infrastructure to the north and south.

4.1.5 With regards to community facilities, there are two nurseries, five primary schools (Huntington Primary School, New Earswick Primary School, Yearsley Grove Primary School, Hempland Primary School and Haxby Primary School), an Infant School (Burton Green Infant School) and two secondary schools (Huntington School and Joseph Rowntree School) located within approximately 2km from the site at New Lane.

5. Material Planning Considerations

5.1 Highways and Accessibility

5.1.1 The site will take an access to New Lane by way of a priority junction. The site will have two priority junctions to New Lane with an internal link road between the two. Consideration will be given once precise numbers of dwellings are known to the possibility that a right turn lane may be required at the access points to the site. Examination of the operation of the key existing side road junctions of Brockfield Park Drive and Highborn Road with New Lane will be carried out, both of which provide linkages to Huntington Road to ensure that their use is not adversely affected by the new access points into the development site.

5.1.2 The site is particularly well placed for easy access on foot to the Huntington Park and Ride facility and as such traffic generations from the proposed development will be adjusted to reflect the expected high use of the park and ride facility.

5.1.3 Whilst a high grade pedestrian route into the Huntington Park and Ride exists on the east of New Lane, south of the development site, it may be possible to provide a direct link from the major development site into the Park and Ride by agreement with the City Council.

5.1.4 Accepted walking distances to local facilities range between 800m and 2km and in this respect the site is very well located to take advantage of local facilities on foot.

5.1.5 Bus stops are currently available on the site frontage to New Lane and also on Jockey Lane. In addition as mentioned previously the adjacent Huntington Park and Ride provides regular and convenient access to and from the city.

5.1.6 The nearest bus stops to the site are located on New Lane along the site frontage approximately 250m from the centroid of the site. Further stops are located on Jockey Way approximately 500m from the centroid of the site. Bus services available are, 12 and 20 providing access to Wigginton, York, York University,

Osbaldwick, Woodthorpe, Askam Bar, Dringhouse, Heworth, New Earswick, Haxby, Clifton Moor and other local areas. Service 12 provides a 30 minute service Monday to Friday daytime. Service 20 provides an hourly service Monday to Saturday daytime only.

5.1.7 The site lies within a 5km cycle distance of York centre whereby access on cycle to the city is a viable option for commuter travel. The City Council has sought to provide facilities for cyclists on major routes into the city. As an example, Malton Road, which is the most direct route inwards from the site has on road cycle lanes and off road cycle tracks.

5.2 Landscaping

5.2.1 City of York Council have already indicated that they consider the site to be suitable for potential residential development at a strategic level and they are proposing that the Green Belt boundary be redrawn to exclude the site from the Green Belt.

5.2.2 A review into the landscape and visual impact of a proposed housing development of the site conclude that there would be no unduly significant, detrimental, long term effects on the landscape character or visual qualities of the site or surrounding area. Mitigation measures to offset the impact on sensitive features such as the Scheduled Ancient Monument and protected species have already been taken into account.

5.2.3 Furthermore, additional measures have been suggested which can be incorporated into the design process as it evolves to ensure the layout is environmentally sustainable and respects the surrounding landscape. The provision of the areas of Public Open Space proposed as part of the development will not only contribute to the wider Green Infrastructure Network but also help in improving the local environment and the health and well-being of the residents.



New Lane showing existing housing and verge opposite development site

5.3 Flood Risk

5.3.1 The site is approximately 11.5ha in area and is located wholly within Flood Zone 1 (Based upon the Environment Agency On-line flood maps).

5.3.2 With the site area being greater than 1 ha, a Flood Risk Assessment is required in line with the SFRA and Environment Agency Flood Risk Assessment Guidance Note 1 (April 2012).

5.3.3 From the analysis undertaken it is concluded that there will be no specific requirements or constraints relating to finished floor levels of dwellings or material for construction in terms of flood risk mitigation and no access or egress issues relating to Flood Risk.

5.3.4 The site can be adequately developed without detrimental effects to the proposed development or adjacent land in terms of flood risk in line with the Requirements of the NPPF and the York SFRA.

5.4 Drainage

5.4.1 There are adopted surface water sewers adjacent to the site in New Lane.

5.4.2 In terms of surface water drainage from the site, the site is not within a groundwater source protection zone so the principle of soakaways and infiltration drainage in principle is acceptable subject to site specific testing of the soil strata.

5.4.3 There is a potential location for surface water outfall into an existing drain some 600m south of the site which would require a length of sewer to connect.

5.4.4 Whichever surface water drainage solution is used attenuation would be provided on site. After review of the topography of the land it is likely that the surface water system would be required to be pumped.

5.4.5 In summary, the preliminary flood risk analysis and drainage analysis show that the site should be able to be adequately drained in terms of surface water and foul discharges without detrimental effect to adjacent land. Constraints are on the drainage aspects with regard to Surface Water outfall and potential sewer and WWTW upgrades for Foul discharge from the site. However the constraints identified are fully solvable in terms of drainage engineering and planning.



View south across site from north east corner

5.5 Ecology

5.5.1 An ecological assessment has been undertaken by Brooks Ecological Ltd, based upon an Extended Phase 1 Habitat Survey of the East of New Lane, Huntington site and a nearby habitat and a desk top study encompassing the wider area.

5.5.2 The purpose of the assessment was to identify potential for the site to contain important habitats or species, to consider if development would have a significant impact upon local biodiversity, or whether such species or habitats would act as a significant constraint to development.

5.5.3 The assessment identifies that the site represents a large parcel of previously undeveloped land which will have been farmed at least since medieval times. Ancient grasslands can represent some of the most valuable and scarce habitats in the UK, though in this case, and in common with most of the UK's permanent pasture, these have been seriously degraded through agricultural intensification. Hence in terms of the plant species present it appears that the site is of very low value.

5.5.4 The hedgerow network is very much degraded, being gappy to defunct in places, cut low and narrow and heavily under grazed or affected by herbicide drift. They are currently low value and their loss is unlikely to be significant additionally there will be much scope to improve retained hedges within the development site.

5.5.5 The presence of seasonal pooling on site, proximity of off-site permanent ponds and the fact that the site is in a great crested newt 'hotspot' make it essential that a great crested newt assessment is made in spring. It is likely that a proportion of the site would be classed as great crested newt terrestrial habitat (see fig 1) and part of the site would need to be retained as greenspace, which would be enhanced for great crested newt.

5.5.6 The site does not represent valuable bird nesting habitat in its current state. It is permanently grazed and lacks areas of vegetative cover. None-the-less the hedges on site will support small number of common nesting species. Therefore, should the site be developed generic precautions will be required in terms of nesting birds; vegetation on the site should be cleared between October and February (inclusive) to avoid nesting season. If this is not possible clearance should be preceded by a nesting bird survey carried out by a suitably experienced ecologist.

5.5.7 The invertebrate BAP species which could be found on site would be associated with localised areas (ponds and wet grassland surrounding these) however there will be scope to put in place mitigation for these species should any be found on site and their presence should not have a significant bearing on the scope to develop the site.

5.5.8 Should the site come to development there will be a requirement for biodiversity gains to be designed into the sites in response to PPS9. We would expect that greenspace provision would accommodate these enhancements that would need to be drawn up once all survey and assessment information has been gathered.

5.5.9 Overall the assessment concludes that it is likely that the site can be developed without impacting significantly upon any important species or groups on site, though further studies are recommended to determine the presence or likely absence of these species and inform an ecological mitigation and enhancement plan.

(Provided by FDA Landscape)

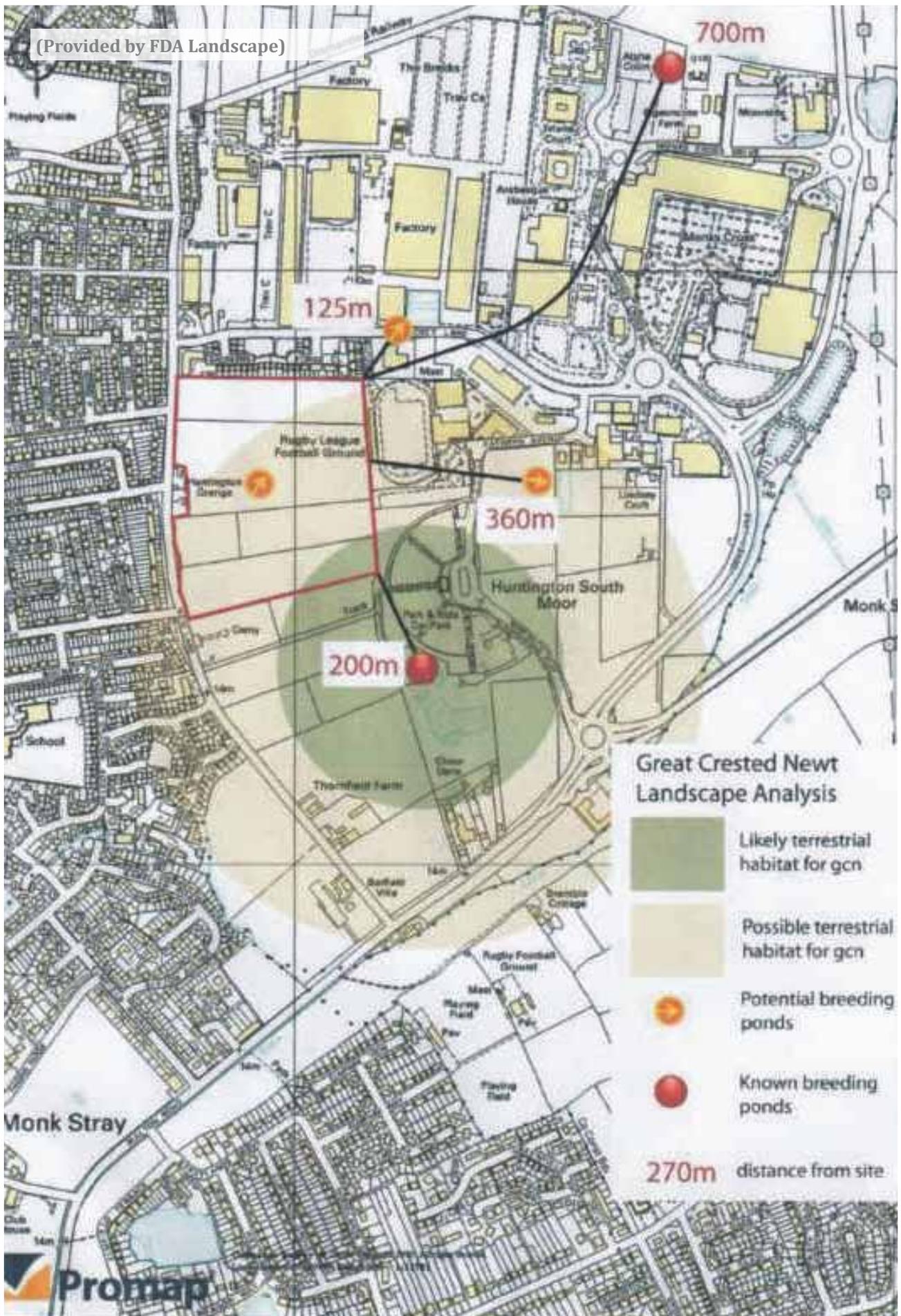


Figure 7 : Great Crested Newt Landscape Analysis

5.6 Archaeology

5.6.1 An Archaeological Assessment (AA) has been undertaken by MAP Archaeological Consultancy Ltd, which assesses the Historical and Archaeological background and the impact of the proposed inclusion of land at East of New Lane, Huntington for future residential development.

5.6.2 The AA identifies that the proposed development area lies within the Parish of Huntington, and is currently Pasture farmland with New Lane to the west, residential properties on Jockey Lane to the north, Ryedale Stadium and the Monks Cross Park and Ride to the east, and fields to the south.

5.6.3 Archaeological, Historical and Architectural remains are protected by means of Statutory Instruments (including Scheduled Ancient Monument Legislation and Planning Policy Guidance Nos. 15 and 16), and by the City of York Local Plan (April 2005: Chapter 4: Policies HE3, HE4, HE9, HE10 & HE12).

5.6.4 The AA identifies that the site has also been appraised in line with the Sustainability Appraisal Objective Environmental EN2 “to maintain and improve a quality built environment and the Cultural Heritage of York and to preserve the character and setting of the Historic City of York” (City of York LDF Allocations DPD Initial Sustainability Statement March 2008).

5.6.5 The AA identifies that the following potential impacts based upon the archaeological resource, have been considered in the assessment:

- Listed Buildings
- Designated Conservation Areas
- Scheduled Ancient Monuments
- Registered Battlefields
- Registered Park and Gardens
- City of York Historic Environment Register Sites
- National Monument Register Sites

5.6.6 There is a Scheduled Ancient Monument within the Proposed Development Area (SM 34718), located in the north-eastern part of the Site. There are no Registered Parks, Gardens, or Battlefields, Designated Conservation Areas or Listed Buildings within the proposed development area.

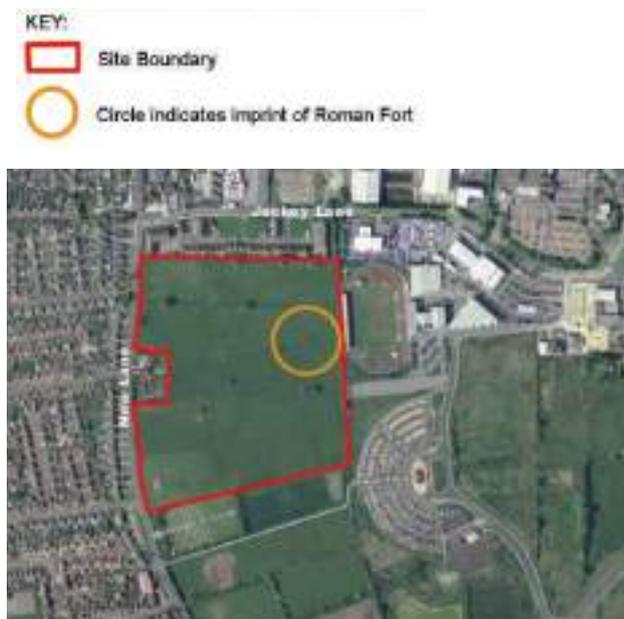


Figure 9 : Location of Roman Fort

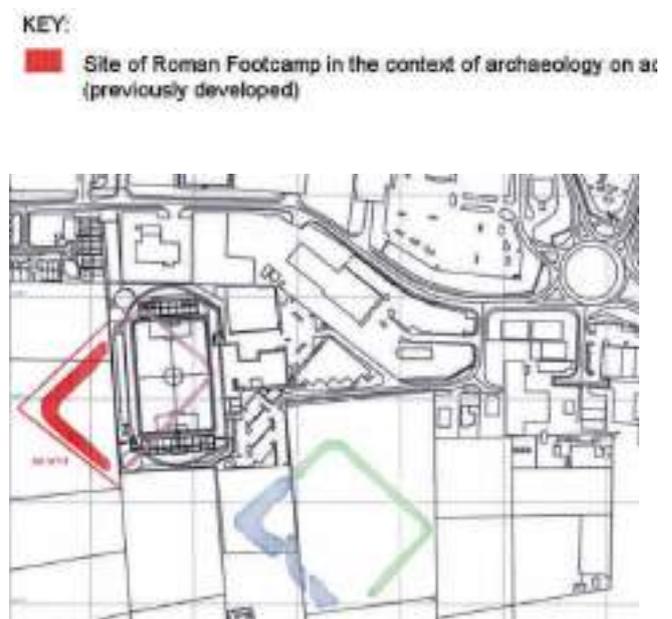


Figure 8 : Archeological Considerations

5.6.7 Outside of the proposed development area, there is a Grade II Listed Building (0 - 50m of the site). There are no designated Conservation Areas within 500m of the site. There are also no Registered Battlefields, Registered Park and Gardens within 500m of the site.

5.6.8 There is a City of York HER site located 500m north-west of the site.

5.6.9 Two archaeological excavations have been undertaken within 50m of the site. The site does have an effect on objective EN2 but the effect will be minimised by High quality design that will protect the historic environment.

5.6.10 The presence of the scheduled monument on the site should not preclude its allocation for residential development. The monument could form part of the open space for the site, which would improve the presentation of the monument. English Heritage would also be in agreement to such an approach especially as the design and layout of the proposed development would respect and enhance the historic environment. This would also be in accordance with PPG 16 "presumption in favour of physical preservation".

5.6.11 The Archaeological Assessment of the site therefore concludes that the residential development of the East of New Lane, Huntington site can be achieved without harm to any area of archaeological or historic interest and therefore there are no reasons why the site should not be allocated in the LDF for residential development.

5.7 Geoenvironmental Investigation

5.7.1 A Geoenvironmental Investigation has been undertaken by Lithos Consulting, which assesses the geoenvironmental issues and implications with regard to the development of land at East of New Lane, Huntington for future residential development.

5.7.2 The site has remained in agricultural use throughout its history and thus it is considered highly unlikely to have given rise to any significant ground and groundwater contamination.

5.7.3 The report identifies that there is no source of hazardous gas on or close to the site. There are also no mining or quarrying issues at the site.

5.7.4 In respect of foundations, the published geological data suggests that the site is underlain by Warp and Lacustrine deposits at shallow depth. These deposits in the York area comprise a variable mixture of clay, silt and sand deposits that are likely suitable for shallow foundations.

5.7.5 In terms of drainage and external works issues, the report identifies that given the likely ground conditions at the site soakaways are unlikely to be unsuitable. In respect of external works, the site is relatively flat and it is unlikely that significant earthworks or retaining structures will be required.

6. Development Appraisal

6.1 Site appraisal

Constraints and Opportunities

6.1.1 The site offers some interesting opportunities to create new linkages between the existing housing areas to the west, with the various facilities to the east. In particular there are clear pedestrian and cyclist desire lines diagonally across the site in both directions. The SW to NE route has potential to link existing housing areas to the Monks Cross Shopping Park, and to Ryedale Stadium. The NW to SE route will link to the important transport hub at the Park and Ride site, offering realistic and attractive public transport possibilities into York. These routes will apply to both new and existing residents.

6.1.2 For vehicles there are potentially two access points directly onto New Lane, with the opportunity to loop through, and distribute traffic movements through the site. The routes for vehicles can be combined with the pedestrian desire lines to form a logical movement network for the design.

6.1.3 This movement network forms a natural focal point at the centre of the site, and this is fundamental to the design.

6.1.4 The site contains a Scheduled Ancient Monument (SM 34718 a Roman Camp). The area around this will be set aside as open space, to protect what remains of the monument site. This creates an opportunity for an open space in that part of the site which will in turn provide the potential to improve the presentation of the monument. This space can also be used for habitat creation, and as part of the wider ecology strategy for the site.

6.1.5 The Cemetery adjacent to the SW corner is active. A buffer zone will be allocated to separate this from the proposed housing, creating a green space in this corner of the site.

6.1.6 The southern edge of the site is most visible to the open countryside and this can be dealt with by softening that edge with planting, and hedge retention.

6.1.7 An opportunity exists to create an informal green link between these green spaces, from the Cemetery around the southern edge to the open space containing the monument. This will help to create a rural edge feel on the most visible part of the scheme.

6.1.8 Huntington Grange, and the houses on the northern boundary essentially back onto the site. At these boundaries the new housing will also back on to form perimeter blocks, protecting the security and privacy of the existing residents.

6.1.9 The creation of the open space at the monument site will expose, to some extent, the back of the stadium, and it will be necessary to add new tree and hedge planting to help screen the back of the grandstand from the new houses. This can be achieved through appropriate landscaping.

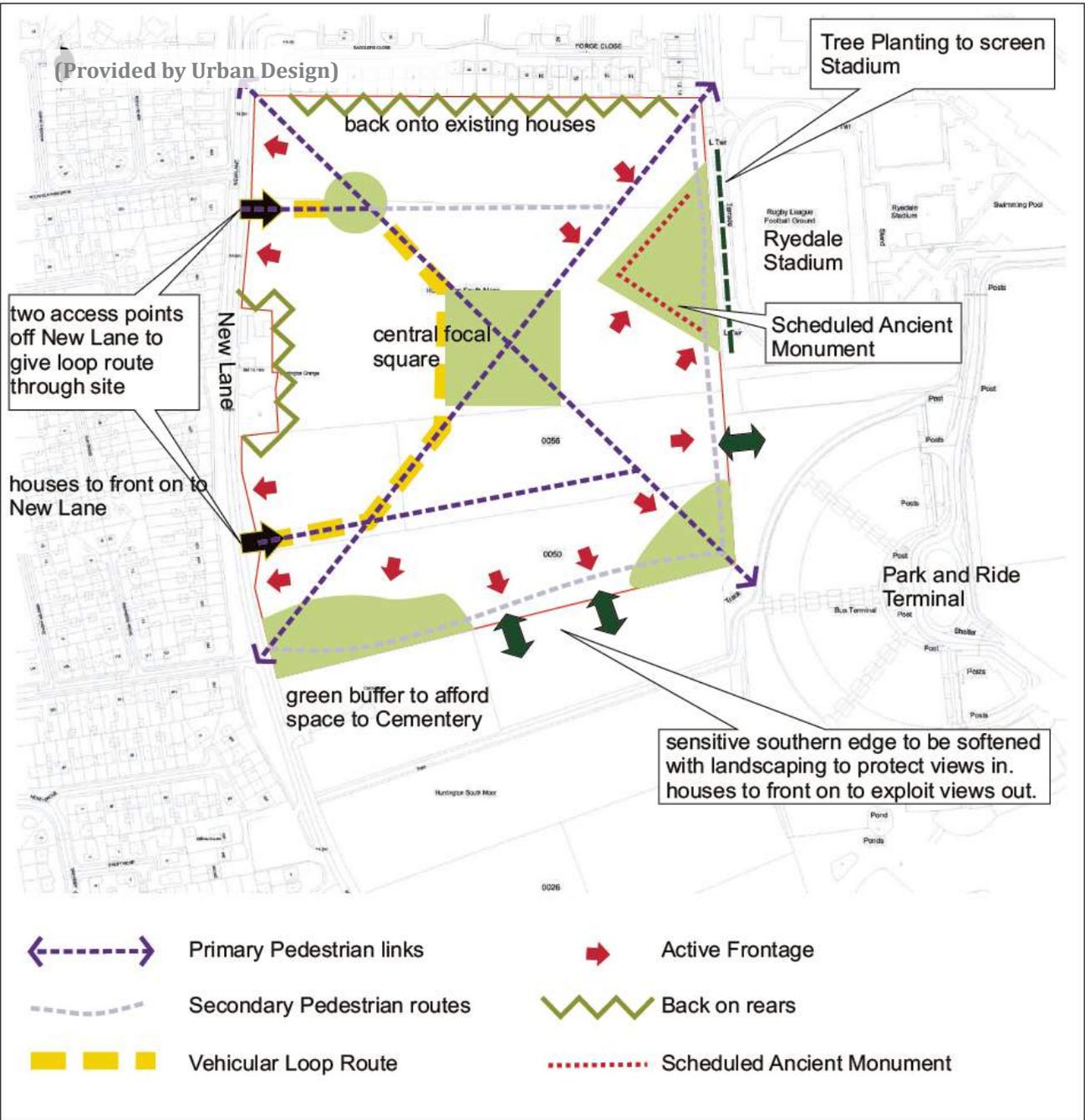


Figure 12 : Constraints and Opportunities Analysis

(Provided by Urban Design)



Figure 13 : Indicative Masterplan

6.2 Design Concept

Design Principles

6.2.1 The design follows principles developed from the constraints and opportunities analysis.

6.2.2 The site is estimated to have a net developable area of approximately 9 ha. Developed at a net density of 30 dph, it is estimated that the site can deliver approximately 270 units. If developed to a higher net density of 40 dph it would be capable of achieving approximately 450 units.

6.2.3 The movement network is dictated by the desire lines for pedestrians crossing the site, combined with the creation of a vehicular loop system connecting to two access points on New Lane. A central feature square is the focal point of the scheme, with a design which emphasises the diagonal connections through the site.

6.2.4 An open space is created around the Ancient Monument to protect it, and to provide an appropriate setting for it, bringing into the public domain. Other open spaces are created at the Cemetery, and at the SE pedestrian entrance adjacent to the Park and Ride. These spaces are linked by an informal green route which forms a rural edge to the southern boundary of the development.

6.2.5 Smaller supplementary spaces are created throughout the design to create a network of linear streets interspersed with a variety of large and small squares designed to create a sense of place and forming recognisable elements within the overall scheme. All the spaces, whether large formal spaces or smaller squares, will have key buildings to help create a legible structure of connected streets and spaces. The spaces are also designed to accommodate the existing good quality trees that inhabit the site.

6.2.6 The most important cross site routes will be reinforced with more formal avenue planting, while the smaller squares and lesser streets will be designed in a less formal style. The southern edge will have larger houses supplemented by landscaping to create a more rural edge to the scheme.

6.2.7 Play spaces will be distributed throughout the scheme, using both the larger spaces and the smaller squares. Provision for more formal play will be accommodated within the larger open space adjacent to the stadium.

7. Conclusions

7.2.1 This report identifies that the site represents a 'deliverable site' for future residential development that would provide between 270 and 450 new high quality homes to form a logical extension to Huntington.

7.2.2 The site is able to utilise and enhance existing infrastructure in the surrounding area thereby making the site very deliverable.

7.2.3 The site occupies a sustainable location that would be further enhanced by residential development on this site assisting York to deliver a flexible and responsive supply of housing land in consideration of its future housing land requirements.

7.2.4 As with any site, there are a number of matters which will need to be addressed. However, preliminary assessment work has identified these matters and confirmed that these can be satisfactorily addressed either through proposing additional measures, mitigation or enhancement. A summary of the assessment work has been provided within this document.

7.2.5 The site area shown within this document varies from that shown in the latest version of the emerging Local Plan. The site boundary has been extended to the south to accommodate a significant amount of landscaping and an additional vehicular access. This demonstrates that the site can be comfortably accommodated within the context of the surrounding area.

7.2.6 In respect of national and local planning guidance, this site is considered to be a 'deliverable site' for housing as it is available, achievable and suitable for residential development.

7.2.7 Overall the site can contribute significantly to York's supply of deliverable housing land and is a sound justified sustainable solution to meeting future housing needs in York.

Prepared by Barton Willmore

Transport input by Sanderson Associates

Geoenvironmental by Lithos Consulting

Landscape input by FDA Landscape



**BARTON
WILLMORE**



New Lane, Huntington

Strategic Allocation ST11



Residential Land

Strategic Allocation ST11 – New Lane, Huntington



Land at New Lane, Huntington

The site is a strategic allocation for housing in the Council's Publication Draft Local Plan. The proposal will provide for a new archaeological and ecology led development of up to 400 new homes. The site is located on the south-eastern boundary of Huntington and lies between residential properties on New Lane to the west and Jockey Lane to the north. The York Community Stadium site, Vangarde Shopping Park and Monks Cross Park & Ride adjoin the site's eastern boundary.

Availability

The land needed for the whole of the site is available now and importantly the site is being promoted by Barratt Homes. A national housebuilder with experience of delivering housing projects of this size to a high quality and within identified timescales.

Achievability/Viability

The site has been fully planned to ensure that the first homes will be delivered within 18 months of the adoption of the Local Plan. The site is completely viable and will deliver all of the allocated new homes over the life of the Local Plan.

Historic Character and Setting of the City

The site was identified by the Council because it is not located in an area of "Primary Constraint" and does not compromise York's future Green Belt proposals. The site is largely devoid of natural landscape features and mature trees, as a consequence of former cultivation, and save for the sparse hedgerows, there are no distinguishing visual markers within the site itself. Beyond the site's boundaries there are no visible church spires or towers and York Minster cannot be seen from within the site. Because of the flat, low-lying nature of the site, views are mainly terminated by development at the site's boundaries.

Within the site on the north eastern boundary with the existing stadium there are the archaeological remains of a temporary Roman camp, discovered during an aerial survey undertaken by English Heritage in 2006. The camp area has been designated as an Ancient Monument but there are no physical indications of its existence at ground level. The sports stadium was constructed before the camp's existence became known and may have partially disturbed or displaced the archaeological remains. However, the Ancient Monument must be protected with sufficient landscaped areas to ensure that development does not encroach. This matter was an integral consideration in the preparation of the development masterplan.

The design development of the illustrative masterplan seeks to co-ordinate and beneficially influence the landscape treatment of the site's edges. It is proposed that existing landscaping is supplemented with a substantial area of native tree and shrub planting to establish a 'green wedge' between the housing and commercial areas on the site's eastern boundary. This green wedge or corridor will also include the balancing areas for a potential SUDS scheme, which together with the proposed landscape treatments will contribute towards the delivery of ecological enhancements.

Green Belt

The site does not fulfil any of the five Green Belt purposes:

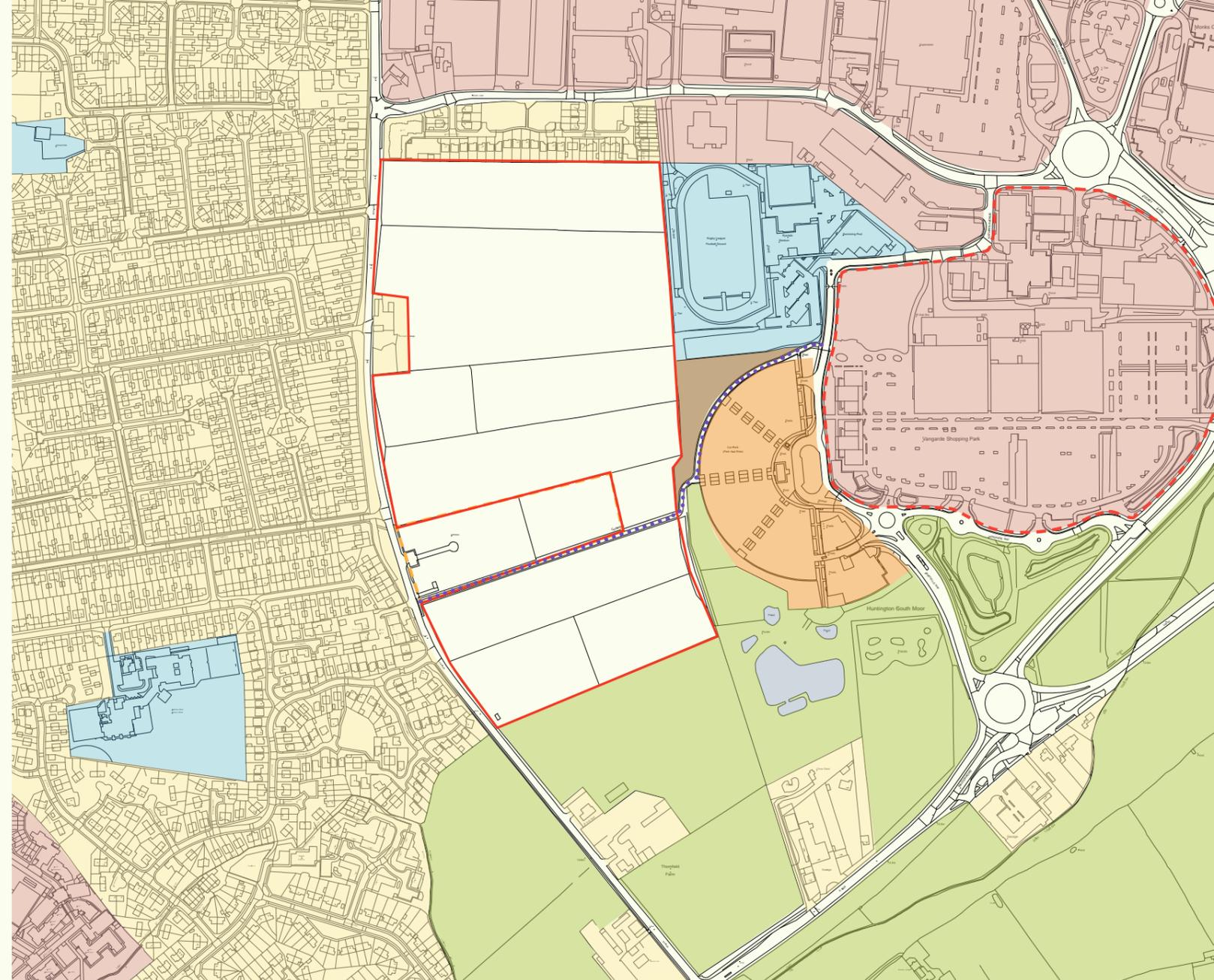
- **The development of the site would not result in unrestricted urban sprawl** as the site is surrounded to the west, north and east by existing development and thus can be classed as an infill extension of the existing settlement area. Extending the built form southwards would effectively rationalise the urban edge and bring it more in line with the southern extent of the development to the east.
- **The development of the site would not result in the merging of adjacent settlements** as the site is surrounded by development on three sides and as the areas of land to the south of the site consist of open fields which lie between the settlement areas of Huntington and Heworth, the retention of these open fields within the Green Belt will ensure that there is no danger of these settlements coalescing.
- **The site does not assist in safeguarding the countryside from encroachment** on account of the site being surrounded on three sides by existing development and the retention of existing open fields within the Green Belt located to the south of the site.
- **The proposed development of the site will have no detrimental effect on the setting and special character of historic features** as an assessment has been undertaken of the site's historic features and also the historic setting of York. The proposed masterplan has been designed to preserve and where possible enhance the heritage assets within the site and its surroundings.
- The fifth purpose of Green Belt **to assist in urban regeneration, by encouraging the recycling of derelict and other urban land** is a general purpose which will not be adversely affected by the site.



Aerial view of the site area

Sustainable Location

The site is situated in a highly sustainable location within easy walking distance of public transport and other neighbourhood facilities and services. The site is situated in close proximity to a number of community facilities including a doctor's surgery, a pharmacy, post office, recreational facilities, a bank and dentist. The site is also located within walking distance from the number of employment and shopping facilities located at Monks Cross commercial and shopping park. With regards to community facilities, there are nurseries, five primary schools (Huntington, New Earswick, Yearsley Grove, Hempland and Haxby), an Infant School (Burton Green) and two secondary schools (Huntington School and Joseph Rowntree School) located within approximately 2km of the site.



Transport

Our analysis of transport matters associated with the development of the site has identified that there are expected to be no significant barriers that would preclude the deliverability of 400 new homes in transport terms. There are two proposed vehicular access points from New Lane. A public footpath and cycle-path lies within the allocation boundary. This runs east-west to the south of the cemetery and links the existing residential areas on New Lane with the Park & Ride car park as well as the leisure

and shopping facilities at Monks Cross. These existing footways will be extended within the site and across the site frontage to provide continuous pedestrian routes between the site and adjacent pedestrian/cycle infrastructure to the north and south. The site's development will result in a positive contribution to local sustainable transport provision in Huntington and at the same time allow City of York Council to achieve its aim of delivering new housing in a sustainable location.

Leisure

The site is of sufficient size to deliver public open spaces, including a residential square at the centre of the site. The masterplan proposals identify the delivery of a number of areas of public open space, particularly on the eastern boundary of the proposals in association with the Ancient Monument and the delivery of a green wedge/corridor which will also include landscaping and potential SUDS features contributing towards the delivery of ecological enhancements.

Utilities

All of the necessary utilities are available for the site without compromising any of the provision to existing homes and businesses.

Existing Services & Facilities

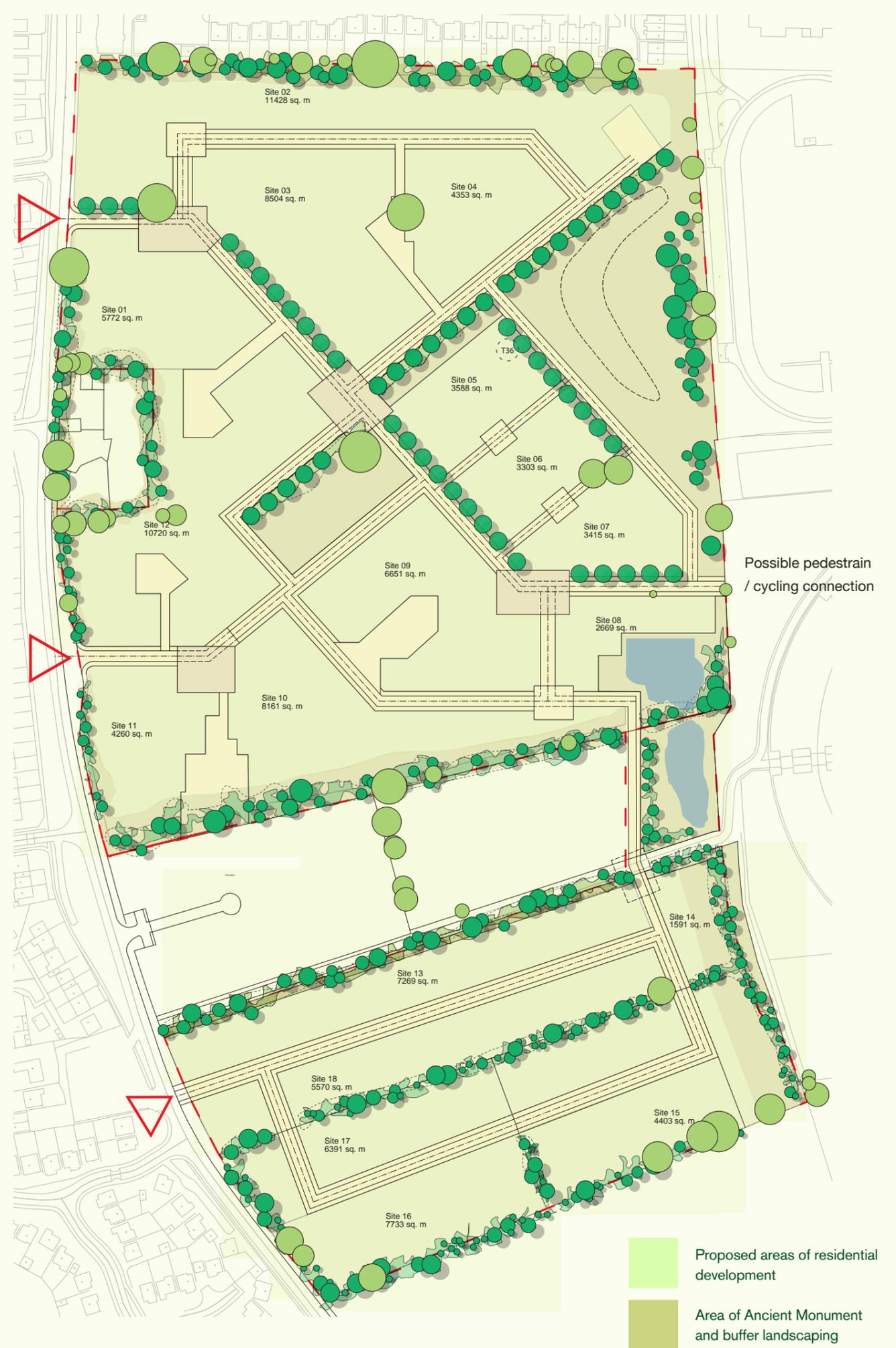
- Area covered by the whole of the proposed allocation ST11
- ⋯ Cycle route / public right of way
- - - New retail development
- - - Cemetery
- Residential
- Schools / sport grounds
- Agricultural land
- Non-agricultural land
- Park & Ride
- Commercial / retail

Indicative Masterplan



LANDSCAPE

- Focal building (tall?)
- Formal tree avenue
- Scheduled ancient monument
- Filtered views through pleached trees or hedgerow
- 'New Square': ordered landscape and lawn with children's play space
- SUDS / Water storage
- Landscaped buffer against cemetery



Design

Homes on the site will be designed and delivered within a comprehensive masterplan which will ensure that they respect the character of the surrounding area whilst seeking to incorporate 21st century designs to provide a development of its own character. The proposed masterplan takes the geometry of the Ancient Monument which is set at approximately 45 degrees to the boundary and overlays this on the natural geometry of the edges and boundaries. This allows the site of the Ancient Monument to be directly connected with a proposed central focal open space and serves to connect both spaces. The diagonal geometry sets up the possibility of a strong route from the north-west to the south-east and this creates a desirable connection between the main site access and the natural connection with the main boulevard running in front of the Monks Cross shopping areas.

Homes

The development will deliver much needed affordable homes together with a full range of housing, from starter homes through to larger family homes. The site will seek to create a balanced community in terms of age and other demographic factors.

Education

The development proposals can deliver significant financial contributions to support local schools, particularly Yearsley Grove Primary School, Huntington Primary School and Huntington Secondary School, as well as potential new pupils to ensure future viability.

Drainage

A Flood Risk Assessment has confirmed that the whole of the site lies within Flood Zone 1 and is therefore suitable in principle for residential development. A combination of open water features and attenuation in sealed water SUDS features is needed to accommodate the level of surface water storage required. An area for surface water attenuation and landscaped wetland is shown along the eastern edge of the development. The site can be developed without increasing flood risk to the site itself and other sites in the vicinity. New sewers will be constructed to enable foul water to connect into the existing system and existing facilities will be upgraded where required.

Socio-Economic Benefits to the City of York



Direct Impacts	Indirect Impacts	Wider Socio-Economic Effects
Capital Expenditure of £48.8m	124 Construction Jobs Per Annum of Build Programme	Meeting the housing needs of the City of York through delivering new homes for first time buyers, families and senior members of society.
89 Construction Jobs Per Annum of Build Programme	New Homes Bonus of £3.48m & £580k additional Council Tax receipts per annum	Supporting mixed communities by providing circa 120 new affordable homes.
£4.5m GVA of Direct Employment	New Retail and Leisure Expenditure of £7.3m each year and a first occupation retail expenditure of £1.9m creating 54 new jobs in these sectors.	Delivering substantial financial contributions through S106 Agreement and Community Infrastructure Levy payments to deliver improvements to local facilities and infrastructure, including schools

Progress on New Lane, Huntington

The above comments are all informed by the extensive work that has already been carried out on the proposals.

This includes:-

- A full landscape appraisal and analysis of key views. Including a Green Belt impact assessment. Identifying areas of the site where green wedges should be provided;
- Ecological surveys and analysis of the areas of the site where safeguarding and mitigation are required, but importantly where enhancements can be delivered.
- Analysis and assessment of the transport impact of the development with subsequent sustainable transport proposals in respect of vehicular, pedestrian and cycling accessibility.
- Archaeological investigation to identify whether there are any physical indications at ground level of the existence of the Ancient Monument present on the site, and to identify the sufficient area of stand-off required from the monument to ensure its value is preserved.
- Arboricultural surveys and the identification of high value trees and hedgerows to be retained.
- Liaison with all of the utility companies and development of future proposals.
- Heritage assessment and the identification that no visible church spires, towers, other historical assets and York Minster cannot be seen from within the site.
- Geological and geophysical assessments of the site.
- Production of a comprehensive archaeological and ecology led masterplan for the whole site taking into account each of these considerations.
- Analysis of drainage and flood risk matters on-site and potential impacts off-site with the subsequent identification of proactive positive drainage solutions.

Land at New Lane, Huntington represents a deliverable residential development site. The site lies in a sustainable and suitable location, it is available for development now and the delivery of new homes can be viably achieved within 18 months of the adoption of the Local Plan. The site will provide a significant opportunity to help meet York's current and future housing needs through an exemplary development, adjacent to the south east of Huntington.



SK01 / INDICATIVE MASTERPLAN

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CLIENT: BARRATT HOMES	DRAWING NUMBER: P16 5027 SK01
PROJECT: NEW LANE, HUNTINGTON	SCALE @ A2: 1:1250
DRAWING: INDICATIVE MASTERPLAN	DRAWN: LB
	DATE: 07.09.16
	CHECKED: VS
	DATE: 07.09.16

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From: Paul Butler [paul.butler@pbplanning.co.uk]
Sent: 04 April 2018 13:14
To: localplan@york.gov.uk
Cc: Tate, Liam
Subject: CITY OF YORK LOCAL PLAN – LAND AT MOOR LANE, COPMANTHORPE – BARRATT HOMES – SUPPORT FOR SITE REFERENCE H29
Attachments: City of York Local Plan - Consultation Form - Moor Lane, Copmanthorpe - BH - April 2018.pdf; City of York Local Plan - Site H29 - Moor Lane, Copmanthorpe - BDW - October 2017.pdf; City of York Local Plan - Site H29 - Moor Lane, Copmanthorpe - BH - April 2018.pdf; Copmanthorpe - YE-12-01 Feasibility Sketch 271114.pdf; H29 - Moor Lane, Copmanthorpe - Deliverability & Sustainability Statement.pdf; Moor Lane, Copmanthorpe - Pre-App Validation Letter.pdf

Dear Sir or Madam,

We write on behalf of our client Barratt Homes (BH) to provide City of York Council (CYC) with their representations to CYC's Publication Draft Local Plan (February 2018).

Our client fully **supports** the retention of the site as a proposed housing allocation within the Publication Draft Local Plan. The proposals have the potential to provide a residential development of 88 new homes, public open space and associated infrastructure. The proposals will deliver a development which respects the character of the surrounding area whilst providing a high quality residential development where people will want to live.

The enclosed representations re-iterate the evidence we have previously submitted to CYC to demonstrate the deliverability of our client's land interest at Moor Lane, Copmanthorpe.

Since the submission of our previous representations to CYC on the 27th October 2017, BH have submitted a pre-application request to CYC in order to commence detailed discussions in association with the site's potential development. The pre-application request was validated on the 20th December 2017 with a reference 17/02990/PREAPP. It is our client's intention to submit a full planning application to CYC in relation to the development of the site within the next 6 months.

Our client looks forward to progressing pre-application discussions with CYC ahead of the submission of the Local Plan to the Secretary of State. Should you require any further details or clarification on the content of this letter please do not hesitate to contact me.

Kind regards,

Paul

Paul Butler
Director



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paul.butler@pbplanning.co.uk

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01904 731365

PO Box 827, York, YO31 6EE



CITY OF
YORK
COUNCIL

Economy and Place
Directorate

West Offices
Station Rise
York
YO1 6GA

Tel: 01904 551553

Ext: 01904 551347
Email: victoria.bell@york.gov.uk
Our Ref: 17/02990/PREAPP
Your Ref:
Date: 20 December 2017

Dear Sir/Madam

Application at: Land To The South East Of 51 Moor Lane
Copmanthorpe York
For: Residential development, open space, landscaping
and associated infrastructure (scheme based on 88
dwellings)
By: Liam Tate
Type of Pre-Application
Application:

Thank you for your letter which was received on 12 December 2017.

I will be dealing with your enquiry and would be grateful if you would quote the reference number 17/02990/PREAPP in any correspondence.

Payment received : £4857.6
Receipt number : 38715
VAT Registration Number: 647365022
Please accept this as receipt of your payment.

Yours faithfully

Victoria Bell

Liam Tate
Barratt Homes
6 Alpha Court
Monks Cross
York
YO32 9WN

Development Management Officer

Liam Tate
Barratt Homes
6 Alpha Court
Monks Cross
York
YO32 9WN

City of York Local Plan Publication Draft 2018 Consultation response form 21 February – 4 April 2018

OFFICE USE ONLY:

ID reference:

This form has three parts: **Part A** Personal Details, **Part B** Your Representation and **Part C** How we will use your Personal Information

To help present your comments in the best way for the inspector to consider them, the Planning Inspectorate has produced this standard comment form for you to complete and return. We ask that you use this form because it structures your response in the way in which the inspector will consider comments at the Public Examination. Using the form to submit your comments also means that you can register your interest in speaking at the Examination.

Please read the guidance notes and Part C carefully before completing the form. Please ensure you sign the form on page 6.

Please fill in a separate part B for each issue/representation you wish to make. Any additional sheets must be clearly referenced. If hand writing, please write clearly in blue or black ink.

Part A - Personal Details

Please complete in full; in order for the Inspector to consider your representations you must provide your name and postal address).

1. Personal Details		2. Agent's Details (if applicable)
Title		Mr
First Name		Paul
Last Name		Butler
Organisation (where relevant)	Barratt Homes	PB Planning Ltd
Representing (if applicable)		Barratt Homes
Address – line 1	c/o Agent	PO Box 827
Address – line 2		York
Address – line 3		
Address – line 4		
Address – line 5		
Postcode		YO31 6EE
E-mail Address		paul.butler@pbplanning.co.uk
Telephone Number		07970 506702

Representations must be received by Wednesday 4 April 2018, up until midnight.
Representations received after this time will not be considered duly made.

Guidance note

Where do I send my completed form?

Please return the completed form **by Wednesday 4 April 2018, up until midnight**

- To: FREEPOST RTEG-TYYU-KLTZ Local Plan, City of York Council, West Offices, Station Rise, York, YO1 6GA
- By email to: localplan@york.gov.uk

Electronic copies of this form are available to download at www.york.gov.uk/localplan or you can complete the form online at www.york.gov.uk/consultations

What can I make comments on?

You can make representations on any part of the publication draft of the Local Plan, Policies Map or Sustainability Appraisal. Comments may also refer to the justification and evidence in the supporting technical papers. The purpose of this consultation is for you to say whether you think the plan is legally compliant and 'sound'. These terms are explained as you go through the response form.

Do I have to use the response form?

Yes please. This is because further changes to the plan will be a matter for a Planning Inspector to consider and providing responses in a consistent format is important. For this reason, all responses should use this consultation response form. Please be as succinct as possible and **use one response form for each representation you wish to make** (topic or issue you wish to comment on). You can attach additional evidence to support your case, but please ensure that it is clearly referenced. It will be a matter for the Inspector to invite additional evidence in advance of, or during the Public Examination.

Additional response forms can be collected from the main council offices and the city's libraries, or you can download it from the council's website at www.york.gov.uk/localplan or use our online consultation form via <http://www.york.gov.uk/consultations>. However you choose to respond, in order for the inspector to consider your comments you must provide your name and address with your response.

Can I submit representations on behalf of a group or neighbourhood?

Yes, you can. Where there are groups who share a common view on how they wish to see the plan modified, it would be very helpful for that group to send a single representation that represents that view, rather than for a large number of individuals to send in separate representations that repeat the same points. In such cases the group should indicate how many people it is representing; a list of their names and addresses, and how the representation has been agreed e.g. via a parish council/action group meeting; signing a petition etc. The representations should still be submitted on this standard form with the information attached. Please indicate in Part A of this form the group you are representing.

Do I need to attend the Public Examination?

You can indicate whether at this stage you consider there is a need to present your representation at a hearing session during the Public Examination. You should note that Inspectors do not give any more weight to issues presented in person than written evidence. The Inspector will use his/her own discretion in regard to who participates at the Public Examination. All examination hearings will be open to the public.

Where can I view the Local Plan Publication Consultation documents?

You can view the Local Plan Publication draft Consultation documents

- Online via our website www.york.gov.uk/localplan.
- City of York Council West Offices
- In all libraries in York.

Part B - Your Representation

(Please use a separate Part B form for **each** issue to you want to raise)



3. To which document does your response relate? (Please tick one)

City of York Local Plan Publication Draft

Policies Map

Sustainability Appraisal/Strategic Environmental Assessment

What does 'legally compliant' mean?

Legally compliant means asking whether or not the plan has been prepared in line with: statutory regulations; the duty to cooperate; and legal procedural requirements such as the Sustainability Appraisal (SA). Details of how the plan has been prepared are set out in the published Consultation Statements and the Duty to Cooperate Statement, which can be found at www.york.gov.uk/localplan

4. (1) Do you consider the document is Legally compliant?

Yes

No

4.(2) Do you consider that the document complies with the Duty to Cooperate?

Yes

No

4.(3) Please justify your answer to question 4.(1) and 4.(2)

Please see enclosed submitted representations.

What does 'Sound' mean?

Soundness may be considered in this context within its ordinary meaning of 'fit for purpose' and 'showing good judgement'. The Inspector will use the Public Examination process to explore and investigate the plan against the National Planning Policy Framework's four 'tests of soundness' listed below. The scope of the Public Examination will be set by the key issues raised by responses received and other matters the Inspector considers to be relevant.

What makes a Local Plan "sound"?

Positively prepared - the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development.

Justified – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence.

Effective – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities

Consistent with national policy – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework

Representations must be received by Wednesday 4 April 2018, up until midnight.
Representations received after this time will not be considered duly made.

5.(1) Do you consider the document is Sound?

Yes No

If yes, go to question 5.(4). If no, go to question 5.(2).

5.(2) Please tell us which tests of soundness the document fails to meet: (tick all that apply)

Positively prepared **Justified**
Effective **Consistent with national policy**

5.(3) If you are making comments on whether the document is unsound, to which part of the document do they relate?

(Complete any that apply)

Paragraph
no.

Policy
Ref.

Site Ref.

Site Ref. H29

5.(4) Please give reasons for your answers to questions 5.(1) and 5.(2)

You can attach additional information but please make sure it is securely attached and clearly referenced to this question.

Please see enclosed submitted representations

6. (1) Please set out what change(s) you consider necessary to make the City of York Local Plan legally compliant or sound, having regard to the tests you have identified at question 5 where this relates to soundness.



You will need to say why this modification will make the plan legally compliant or sound. It will be helpful if you could put forward your suggested revised wording of any policy or text.

Please note your representation should cover succinctly all the information, evidence and supporting information necessary to support/justify the representation and the suggested modification, as there will not normally be a subsequent opportunity to make further representations based on the original representation at publication stage.

After this stage, further representations will be only at the request of the Inspector, based on the matters and issues he/she identifies for examination.

Please see enclosed submitted representations

7.(1). If your representation is seeking a change at question 6.(1), do you consider it necessary to participate at the hearing sessions of the Public Examination? (tick one box only)

No, I do not wish to participate at the hearing session at the examination. I would like my representation to be dealt with by written representation

Yes, I wish to appear at the examination

If you have selected **No**, your representation(s) will still be considered by the independent Planning Inspector by way of written representations.

7.(2). If you wish to participate at the oral part of the examination, please outline why you consider this to be necessary:

Please see enclosed submitted representations

Please note: the Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate at the hearing session of the examination.

Part C - How we will use your Personal Information

We will only use the personal information you give us on this form in accordance with the Data Protection Act 1998 (and any successor legislation) to inform the Local Plan process.

We only ask for what personal information is necessary for the purposes set out in this privacy notice and we will protect it and make sure nobody has access to it who shouldn't.

City of York Council does not pass personal data to third parties for marketing, sales or any other commercial purposes without your prior explicit consent.

As part of the Local Plan process copies of representations made in response to this consultation including your personal information must be made available for public inspection and published on the Council's website; they cannot be treated as confidential or anonymous and will be available for inspection in full. Copies of all representations must also be provided to the Planning Inspectorate as part of the submission of the City of York Local Plan.¹

Storing your information and contacting you in the future:

The information you provide on this form will be stored on a database used solely in connection with the Local Plan. If you have previously responded as part of the consultation on the York Local Plan (previously Local Development Framework prior to 2012), your details are already held on the database. This information is required to be stored by the Council as it must be submitted to the Planning Inspectorate to comply with the law.¹ The Council must also notify those on the database at certain stages of plan preparation under the Regulations.²

Retention of Information

We will only keep your personal information for as long as is necessary and when we no longer have a need to keep it, we will delete or destroy it securely. The Local Planning Authority is required to retain your information during the plan making process. The information you submit relating to the Local Plan can only cease to be made available 6 weeks after the date of the formal adoption of the Plan.³

Your rights

To find out about your rights under the Data Protection Act 1998 (and any successor legislation), you can go to the Information Commissioners Office (ICO) <https://ico.org.uk/for-the-public/>

If you have any questions about this Privacy Notice, your rights, or if you have a complaint about how your information has been used or how long we have kept it for, please contact the Customer Feedback Team at haveyoursay@york.gov.uk or on [01904 554145](tel:01904554145)

Signature

Date

04.04.18

¹ Section 20(3) Planning & Compulsory Purchase Act 2004 Regulations 17,22, 35 & 36 Town and Country Planning (Local Planning) England) Regulations 2012

² Regulation 19 Town and Country Planning (Local Planning) England) Regulations 2012

³ Regulation 35 Town and Country Planning (Local Planning) England) Regulations 2012

Local Plan,
City of York Council,
West Offices,
Station Rise,
York,
YO1 6GA

27th October 2017

Dear Sir or Madam,

CITY OF YORK LOCAL PLAN – LAND AT MOOR LANE, COPMANTHORPE – BARRATT HOMES – SUPPORT FOR SITE REFERENCE H29

We write on behalf of our client Barratt Homes (BH) to provide City of York Council (CYC) with further information in respect of the deliverability of their land interest at Moor Lane, Copmanthorpe which is currently proposed by CYC as a new residential development site within the emerging City of York Local Plan. Our client fully **supports** the proposed allocation of the site by CYC as set out within the Pre-Publication Draft Local Plan (September 2017).

These site-specific representations should be read in conjunction with BH's overarching representations prepared by Barton Willmore, which make comments upon the overall soundness of the emerging CYC Local Plan.

Site H29 – Representations Summary
<ul style="list-style-type: none">• We fully support the proposed allocation of the site by CYC• Our proposals have the potential to provide for a high quality residential development of 88 homes, alongside the delivery of public open space and associated infrastructure.• The site will provide the opportunity to help meet York's current and future housing needs.• The proposals will deliver a development which respects the character of the surrounding area whilst seeking to incorporate 21st century designs to provide a high quality residential development where people will want to live.• Land at Moor Lane, Copmanthorpe represents a deliverable residential development site.• The development proposals are situated in a suitable and highly sustainable location.• The site is available now as it is under the control of a national house builder who are actively seeking to secure the site's allocation for residential development.• The site can also be considered achievable as new homes can be delivered on the site within the next 5 years and indeed within the first five years of the Local Plan.• There are no technical or environmental (built and natural) constraints that would preclude the development of the site.

This letter sets out our client's development proposals for the site and demonstrates the site's deliverability for residential development in accordance with national planning guidance. In doing so the letter refers to the Deliverability & Sustainability Statement prepared by PB Planning Ltd in April 2016.

The document referenced above provide a synopsis of the comprehensive technical reports which were previously submitted to CYC in the promotion of the site. The parameters established within the comprehensive technical reports were utilised in the preparation of the indicative masterplan for the site. The technical reports previously submitted to CYC can again be provided on request.

The Council's Strategic Housing Land Availability Assessment (September 2017) and Officer's report to the CYC Local Plan Working Group (June 2017) recommend the retention of the site as a housing allocation in the emerging CYC Local Plan. A position we fully support.

CYC's latest Sustainability Appraisal of the site (September 2017) identifies that the site scores negatively in respect of the following objective: -

- SAO9 – Use land resources efficiently and safeguard their quality
- SAO15 - Protect and enhance York's natural and built landscape

The site scores positively or neutral against all other objectives. The evidence provided in this letter justifies how the development of the site would not have a negative impact in respect of land use resource and the natural/built landscape of the City.

PROPOSED DEVELOPMENT

The proposed development has been formulated following the undertaking of ecology, landscape, Green Belt, flood risk, archaeology, noise and highways assessments. The proposals seek to deliver a residential development of 88 new homes, public open space and associated infrastructure. The vision of the proposals is to deliver a development which respects the character of the surrounding area whilst seeking to incorporate 21st century designs to provide a high quality residential development where people will want to live.

The new homes on the site will be designed and delivered within a sensitively master-planned scheme. The development proposals will seek to provide a green frontage to the proposals along with greenspace to ensure a high quality residential environment. Noise mitigation measures will also be delivered in respect of the existing railway line located on the site's south eastern boundary.

The development will deliver much needed affordable homes together with a full range of housing, from starter homes through to larger family homes. The site will seek to create a balanced community in terms of age and other demographic factors.

BH's development proposal represents a deliverable and viable development opportunity to provide an important proportion of the City's housing needs. We believe it is important that CYC places great weight towards the economic and social benefits that the delivery of 88 homes and the associated community infrastructure can provide to the City of York: -

- Creating sustainable communities through meeting market and affordable housing needs, offering existing and potential residents of the City the opportunity to live in the type of house and location they desire.
- Delivering financial contributions towards the improvement of the City's infrastructure through the provision of S106/CIL payments.
- New capital expenditure in the region of £10.7m creating direct and indirect employment opportunities of approximately 55 new jobs of which 70% are usually retained in the local area.
- Sustaining and improving the District's labour market through delivering the right homes in the right locations.
- Increasing retail and leisure expenditure in the local area by between £2.1m per annum, creating a potential 13 jobs in these sectors.
- Provision of funding towards public services from an estimated figure of £812k from the Government's new homes bonus and annual council tax payments of £135k per annum.

The development of 88 homes at the site can deliver substantial economic, social and environmental benefits to the local area and wider City.

The National Planning Policy Framework seeks to encourage sustainable growth and identifies in Paragraph 8 that economic growth, such as that which this site can deliver, can secure higher social and environmental standards. The remaining sections of this letter consider the economic, social and environmental impact and benefits of the proposed development option in further detail.

SUSTAINABLE LOCATION

The site is well connected to Copmanthorpe and lies close to a range of services and facilities which are all accessible by foot, including a small supermarket, post office, GP surgery and primary school. The nearest secondary schools are in York, approximately 4 miles from the site. The nearest large supermarket is located approximately 2 miles from the site at Askham Bar, along with the new Park & Ride facilities and York College. All of which are accessible by designated cycle paths, which also provide connections to York City Centre and Tadcaster. There are a number of existing bus routes serving Copmanthorpe which provide connections to York, Leeds, Malton, Acomb and Haxby. The closest bus stops to the site are located within walking distance. A new footpath connection is proposed from the site's proposed entrance to existing footpath connections located to the north of the site.

The development proposals can deliver contributions to support local schools, including Copmanthorpe Primary School, local secondary schools and Askham Bryan College, as well as potential new pupils to ensure future viability.

The masterplan proposals identify the delivery of an area of public open space. The proposals can also contribute to the improvement of existing open space and recreational facilities located in Copmanthorpe through the delivery of financial contributions.

LANDSCAPE & HISTORIC CHARACTER AND SETTING OF THE CITY

The residential development of this site would not have any long term impact on the wider visual amenity or landscape character of the area. The site is well contained and not visible from surrounding areas, a residential development on this site could be relatively easily assimilated and would not compromise the openness of the wider landscape.

The site has been identified by the council because it is not located in an area of "Primary Constraint" and does not compromise York's future Greenbelt proposals. The site is triangular in shape and is largely devoid of natural landscape features and mature trees as a consequence of cultivation. Existing hedgerows are present on Moor Lane.

The site has strong defensible boundaries on each side with Moor Lane to the west, the existing settlement area of Copmanthorpe to the north and the East Coast Mainline railway line running parallel to the site's south eastern boundary. There are no heritage assets located within proximity of the site and there are no direct views to York Minster.

The proposed development masterplan seeks to deliver enhanced landscape features along the site's frontage with Moor Lane and within the site.

BH agree with CYC's conclusion that the site does not fulfil any of the five Green Belt purposes for the following reasons: -

- **The development of the site would not result in unrestricted urban sprawl** due to the site's strong defensible boundaries of Moor Lane to the west, the existing settlement area of Copmanthorpe to the north and the railway line located on the site's south eastern boundary.
- **The development of the site would not result in the merging of adjacent settlements** as the nearest detached settlements to the site are Colton to the west and Acaster Malbis to the east, the proposed defensible landscape boundaries will ensure coalescence is prevented.
- **The site does not assist in safeguarding the countryside from encroachment** on account of the significant areas of open countryside that exist to the west, south and east of the site beyond the railway line located on the site's boundary.
- **The proposed development of the site will have no detrimental effect on the setting and special character of historic features** as an assessment has been undertaken of the historic setting of the area and the development of the site has been identified as having no adverse impact in this regard.

- The fifth purpose of Green Belt ***to assist in urban regeneration, by encouraging the recycling of derelict and other urban land*** is a general purpose which will not be adversely affected by the site.

The Council's latest Heritage Impact Assessment (September 2017) identifies that the site's development could potentially have a minor harm in relation to architectural character, archaeological complexity and landscape/setting. However, the assessment also identifies that CYC's latest proposed policy framework would provide suitable mitigation. Whilst we do not necessarily agree that the site's development would harm any of the City's heritage assets, we do agree that the proposed sensitive design of the scheme would ensure that any identified impact would be mitigated.

ECOLOGY & ARBORICULTURE

The development site is of low ecological value. There are no high value semi-natural habitats on site or features that would be likely to act as important faunal habitat. Accordingly, a scheme can be developed that encourages wildlife across the site through effective landscaping of both public open space and private residential gardens. In addition, the trees/hedgerows bounding the site will be retained and wildlife could continue to utilise them.

Trees are located around the site boundary, predominantly within the existing field hedgerows or adjacent gardens. The hedgerows are generally in good condition and make a landscape and wildlife contribution. Existing arboricultural features will be retained where appropriate within any future detailed development schemes.

There are no ecological or arboricultural constraints associated with the development of the site.

HIGHWAYS & ACCESSIBILITY

Our analysis of transport matters associated with the development of the site has identified that there are expected to be no significant barriers that would be expected to preclude the deliverability of 88 new homes in transport terms.

There is one proposed access point from Moor Lane. Moor Lane will be widened to meet acceptable highways standards and there is sufficient highway verge space on Moor Lane leading up to the site without encroaching onto fronting properties.

The site is also located within walking and cycling distance to existing facilities, including public transport services. A new footpath connection is proposed from the site's proposed entrance to existing footpath connections located to the north of the site. The delivery of the site would allow City of York Council to achieve its aim of delivering new housing in a sustainable location.

DRAINAGE & UTILITIES

A Flood Risk assessment has confirmed that the whole of the site lies within Flood Zone 1 and is therefore suitable in principle for residential development. There is potential for the site to contribute to reductions in flood risk on and off site. In particular surface water will be stored in new attenuation features within the site area before being discharged at agricultural run-off rates. New sewers will be constructed to enable foul water to connect into the existing system and existing facilities will be upgraded where required.

All of the necessary utilities are available for the site without compromising any of the provision to existing homes and businesses.

TECHNICAL WORK CONCLUSIONS

As stated above, extensive technical work has already been carried out on the development site. The conclusions of this work are as follows: -

- A full landscape appraisal and analysis of key views. Including a Green Belt impact assessment. Identifying the potential to deliver enhanced landscape features along the site’s frontage with Moor Lane and within the site.
- Archaeological investigations have identified no visible evidence of ridge and furrow (which appears on aerial photographs) or other earthworks or structures of an archaeological origin.
- A heritage assessment has identified that there are no heritage assets located within proximity of the site and there are no direct views to York Minster.
- Ecological surveys and analysis of the site have identified where safeguarding and mitigation are required.
- Arboricultural surveys have identified the hedgerows of value to be retained.
- Geological and geophysical assessments of the site have identified no issues which would preclude the development of the site.
- Analysis of drainage and flood risk matters on-site and potential impacts off-site have been identified and proactive positive drainage solutions have been designed.
- The analysis and assessment of the transport impact of the development has informed sustainable transport proposals in respect of vehicular, pedestrian and cycling accessibility.
- Liaison with utility companies have identified that all necessary infrastructure is available.

DELIVERY TIMESCALES

We envisage that a planning application will be submitted in 2019, following the adoption of the Local Plan.

Taking into account the proposed submission date it is currently envisaged that first dwelling completions on the site will take place in 2019/20 following the submission of a full planning application and initial site infrastructure works.

It is anticipated that the development will deliver a yield of at least 35 homes per annum. The table below provides the site’s cumulative dwelling delivery projection per annum that CYC can use within their forthcoming housing trajectory work.

Year	TWF Development Option
2018/2019	0
2019/2020	20
2020/2021	55
2021/2022	88

The proposed areas of on-site public open space and financial contributions towards improvements to local community infrastructure will be delivered commensurate with the progression of the development and made available for use as required.

The development proposals can deliver significant benefits to the City of York, alongside making an important contribution to CYC’s housing requirements over the course of the plan period.

DELIVERABILITY ASSESSMENT

In accordance with Footnote 11 of Paragraph 47 of the National Planning Policy Framework, we believe that the site can be considered as a ***Deliverable*** residential development site on account of: -

Suitability

The site is located in a suitable location for residential development now. As identified above, the development proposals are situated in a suitable and highly sustainable location in respect of connectivity to existing jobs and services and there are no technical or environmental (built and natural) constraints that would preclude the development of the site.

Availability

The site is available for development now. The site is available for residential development as there are no legal or ownership constraints as all landowners have made the land available for development. BH have an interest in the site and by virtue of this and previous submissions are expressing an intention to develop the site for residential use.

Achievability

A viable housing development can be delivered on the site within the next five years and indeed within the first 5 years of the adoption of the Local Plan. BH are seeking to develop the site for residential use. Prior to the progression of development sites, they undertake a thorough marketing and economic viability assessment for each site, including an assessment of any site specific abnormal costs. The site is considered to be achievable for residential development now as there is a realistic prospect that the site can deliver new homes within the next 5 years and indeed within the first 5 years of the adoption of the Local Plan.

Deliverability Conclusion

The site can be considered a deliverable residential development site and its release would provide a number of significant economic, social and environmental benefits as identified above.

CONCLUSIONS

On the basis of the information provided within this letter, and the enclosed documentation, we wish to place on record our **support** for the proposed allocation of land at Moor Lane, Copmanthorpe which is currently proposed by CYC as a new residential development site within the emerging City of York Local Plan.

Our proposals have the potential to provide a residential development of 88 new homes, public open space and associated infrastructure. The proposals will deliver a development which respects the character of the surrounding area whilst seeking to incorporate 21st century designs to provide a high quality residential development where people will want to live.

The development proposals are situated in a **suitable** and highly sustainable location and there are no technical or environmental (built and natural) constraints that would preclude the development of the site. The site is **available** now as it is under the control of a national house builder who are actively seeking to secure the site's allocation for residential development. The site can also be considered **achievable** as new homes can be delivered on the site within the next 5 years.

Should you require any further details or clarification on the content of this letter please do not hesitate to contact me.

Yours sincerely,

A black rectangular box redacting the signature of Paul Butler.

PAUL BUTLER
Director

Local Plan,
City of York Council,
West Offices,
Station Rise,
York,
YO1 6GA

4th April 2018

Dear Sir or Madam,

CITY OF YORK LOCAL PLAN – LAND AT MOOR LANE, COPMANTHORPE – BARRATT HOMES – SUPPORT FOR SITE REFERENCE H29

We write on behalf of our client Barratt Homes (BH) to provide City of York Council (CYC) with their representations to CYC’s Publication Draft Local Plan (February 2018).

Our client fully **supports** the retention of the site as a proposed housing allocation within the Publication Draft Local Plan.

This letter re-iterates the evidence we have previously submitted to CYC to demonstrate the deliverability of our client’s land interest at Moor Lane, Copmanthorpe.

Since the submission of our previous representations to CYC on the 27th October 2017, BH have submitted a pre-application request to CYC in order to commence detailed discussions in association with the site’s potential development. The pre-application request was validated on the 20th December 2017 with a reference 17/02990/PREAPP. It is our client’s intention to submit a full planning application to CYC in relation to the development of the site within the next 6 months.

These site-specific representations should be read in conjunction with BH’s overarching representations prepared by Barton Willmore, which make comments upon the overall soundness of the emerging CYC Local Plan.

Site H29 – Representations Summary
<ul style="list-style-type: none">• We fully support the proposed allocation of the site by CYC• Our proposals have the potential to provide for a high quality residential development of 88 homes, alongside the delivery of public open space and associated infrastructure.• The site will provide the opportunity to help meet York’s current and future housing needs.• The site can deliver 88 new homes within the first 5 years of the Local Plan.• The proposals will deliver a development which respects the character of the surrounding area whilst seeking to incorporate 21st century designs to provide a high quality residential development where people will want to live.• Land at Moor Lane, Copmanthorpe represents a deliverable residential development site.• The development proposals are situated in a suitable and highly sustainable location.• The site is available now as it is under the control of a national house builder who are actively seeking to secure the site’s allocation for residential development.• The site can also be considered achievable as new homes can be delivered on the site within the next 5 years and indeed within the first five years of the Local Plan.• There are no technical or environmental (built and natural) constraints that would preclude the development of the site.

This letter sets out our client's development proposals for the site and demonstrates the site's deliverability for residential development in accordance with national planning guidance. In doing so the letter refers to the Deliverability & Sustainability Statement prepared by PB Planning Ltd in April 2016.

The document referenced above provides a synopsis of the comprehensive technical reports which were previously submitted to CYC in the promotion of the site. The parameters established within the comprehensive technical reports were utilised in the preparation of the indicative masterplan for the site. The technical reports previously submitted to CYC can again be provided on request.

PROPOSED DEVELOPMENT

The proposed development has been formulated following the undertaking of ecology, landscape, Green Belt, flood risk, archaeology, noise and highways assessments. The proposals seek to deliver a residential development of 88 new homes, public open space and associated infrastructure. The vision of the proposals is to deliver a development which respects the character of the surrounding area whilst seeking to incorporate 21st century designs to provide a high quality residential development where people will want to live.

The new homes on the site will be designed and delivered within a sensitively master-planned scheme. The development proposals will seek to provide a green frontage to the proposals along with greenspace to ensure a high quality residential environment. Noise mitigation measures will also be delivered in respect of the existing railway line located on the site's south eastern boundary.

The development will deliver much needed affordable homes together with a full range of housing, from starter homes through to larger family homes. The site will seek to create a balanced community in terms of age and other demographic factors.

BH's development proposal represents a deliverable and viable development opportunity to provide an important proportion of the City's housing needs. We believe it is important that CYC places great weight towards the economic and social benefits that the delivery of 88 homes and the associated community infrastructure can provide to the City of York: -

- Creating sustainable communities through meeting market and affordable housing needs, offering existing and potential residents of the City the opportunity to live in the type of house and location they desire.
- Delivering financial contributions towards the improvement of the City's infrastructure through the provision of S106/CIL payments.
- New capital expenditure in the region of £10.7m creating direct and indirect employment opportunities of approximately 55 new jobs of which 70% are usually retained in the local area.
- Sustaining and improving the District's labour market through delivering the right homes in the right locations.
- Increasing retail and leisure expenditure in the local area by between £2.1m per annum, creating a potential 13 jobs in these sectors.
- Provision of funding towards public services from an estimated figure of £812k from the Government's new homes bonus and annual council tax payments of £135k per annum.

The development of 88 homes at the site can deliver substantial economic, social and environmental benefits to the local area and wider City.

The National Planning Policy Framework seeks to encourage sustainable growth and identifies in Paragraph 8 that economic growth, such as that which this site can deliver, can secure higher social and environmental standards. The remaining sections of this letter consider the economic, social and environmental impact and benefits of the proposed development option in further detail.

SUSTAINABLE LOCATION

The site is well connected to Copmanthorpe and lies close to a range of services and facilities which are all accessible by foot, including a small supermarket, post office, GP surgery and primary school. The nearest secondary schools are in York, approximately 4 miles from the site. The nearest large supermarket is located approximately 2 miles from the site at Askham Bar, along with the new Park & Ride facilities and York College. All of which are accessible by designated cycle paths, which also provide connections to York City Centre and Tadcaster. There are a number of existing bus routes serving Copmanthorpe which provide connections to York, Leeds, Malton, Acomb and Haxby. The closest bus stops to the site are located within walking distance. A new footpath connection is proposed from the site's proposed entrance to existing footpath connections located to the north of the site.

The development proposals can deliver contributions to support local schools, including Copmanthorpe Primary School, local secondary schools and Askham Bryan College, as well as potential new pupils to ensure future viability.

The masterplan proposals identify the delivery of an area of public open space. The proposals can also contribute to the improvement of existing open space and recreational facilities located in Copmanthorpe through the delivery of financial contributions.

LANDSCAPE & HISTORIC CHARACTER AND SETTING OF THE CITY

The residential development of this site would not have any long-term impact on the wider visual amenity or landscape character of the area. The site is well contained and not visible from surrounding areas, a residential development on this site could be relatively easily assimilated and would not compromise the openness of the wider landscape.

The site has been identified by the council because it is not located in an area of "Primary Constraint" and does not compromise York's future Greenbelt proposals. The site is triangular in shape and is largely devoid of natural landscape features and mature trees as a consequence of cultivation. Existing hedgerows are present on Moor Lane.

The site has strong defensible boundaries on each side with Moor Lane to the west, the existing settlement area of Copmanthorpe to the north and the East Coast Mainline railway line running parallel to the site's south eastern boundary. There are no heritage assets located within proximity of the site and there are no direct views to York Minster.

The proposed development masterplan seeks to deliver enhanced landscape features along the site's frontage with Moor Lane and within the site.

BH agree with CYC's conclusion that the site does not fulfil any of the five Green Belt purposes for the following reasons: -

- ***The development of the site would not result in unrestricted urban sprawl*** due to the site's strong defensible boundaries of Moor Lane to the west, the existing settlement area of Copmanthorpe to the north and the railway line located on the site's south eastern boundary.
- ***The development of the site would not result in the merging of adjacent settlements*** as the nearest detached settlements to the site are Colton to the west and Acaster Malbis to the east, the proposed defensible landscape boundaries will ensure coalescence is prevented.
- ***The site does not assist in safeguarding the countryside from encroachment*** on account of the significant areas of open countryside that exist to the west, south and east of the site beyond the railway line located on the site's boundary.
- ***The proposed development of the site will have no detrimental effect on the setting and special character of historic features*** as an assessment has been undertaken of the historic

setting of the area and the development of the site has been identified as having no adverse impact in this regard.

- The fifth purpose of Green Belt **to assist in urban regeneration, by encouraging the recycling of derelict and other urban land** is a general purpose which will not be adversely affected by the site.

The Council's latest Heritage Impact Assessment (September 2017) identifies that the site's development could potentially have a minor harm in relation to architectural character, archaeological complexity and landscape/setting. However, the assessment also identifies that CYC's latest proposed policy framework would provide suitable mitigation. Whilst we do not agree that the site's development would harm any of the City's heritage assets, we do agree that the proposed sensitive design of the scheme would ensure that any identified impact would be mitigated.

ECOLOGY & ARBORICULTURE

The development site is of low ecological value. There are no high value semi-natural habitats on site or features that would be likely to act as important faunal habitat. Accordingly, a scheme can be developed that encourages wildlife across the site through effective landscaping of both public open space and private residential gardens. In addition, the trees/hedgerows bounding the site will be retained and wildlife could continue to utilise them.

Trees are located around the site boundary, predominantly within the existing field hedgerows or adjacent gardens. The hedgerows are generally in good condition and make a landscape and wildlife contribution. Existing arboricultural features will be retained where appropriate within any future detailed development schemes.

There are no ecological or arboricultural constraints associated with the development of the site.

HIGHWAYS & ACCESSIBILITY

Our analysis of transport matters associated with the development of the site has identified that there are expected to be no significant barriers that would be expected to preclude the deliverability of 88 new homes in transport terms.

There is one proposed access point from Moor Lane. Moor Lane will be widened to meet acceptable highways standards and there is sufficient highway verge space on Moor Lane leading up to the site without encroaching onto fronting properties.

The site is also located within walking and cycling distance to existing facilities, including public transport services. A new footpath connection is proposed from the site's proposed entrance to existing footpath connections located to the north of the site. The delivery of the site would allow City of York Council to achieve its aim of delivering new housing in a sustainable location.

DRAINAGE & UTILITIES

A Flood Risk assessment has confirmed that the whole of the site lies within Flood Zone 1 and is therefore suitable in principle for residential development. There is potential for the site to contribute to reductions in flood risk on and off site. In particular surface water will be stored in new attenuation features within the site area before being discharged at agricultural run-off rates. New sewers will be constructed to enable foul water to connect into the existing system and existing facilities will be upgraded where required.

All of the necessary utilities are available for the site without compromising any of the provision to existing homes and businesses.

TECHNICAL WORK CONCLUSIONS

As stated above, extensive technical work has already been carried out on the development site. The conclusions of this work are as follows: -

- A full landscape appraisal and analysis of key views. Including a Green Belt impact assessment. Identifying the potential to deliver enhanced landscape features along the site’s frontage with Moor Lane and within the site.
- Archaeological investigations have identified no visible evidence of ridge and furrow (which appears on aerial photographs) or other earthworks or structures of an archaeological origin.
- A heritage assessment has identified that there are no heritage assets located within proximity of the site and there are no direct views to York Minster.
- Ecological surveys and analysis of the site have identified where safeguarding and mitigation are required.
- Arboricultural surveys have identified the hedgerows of value to be retained.
- Geological and geophysical assessments of the site have identified no issues which would preclude the development of the site.
- Analysis of drainage and flood risk matters on-site and potential impacts off-site have been identified and proactive positive drainage solutions have been designed.
- The analysis and assessment of the transport impact of the development has informed sustainable transport proposals in respect of vehicular, pedestrian and cycling accessibility.
- Liaison with utility companies have identified that all necessary infrastructure is available.

DELIVERY TIMESCALES

As identified above, pre-application discussions with CYC have already commenced and it is our client’s intention to submit a full planning application to CYC in relation to the development of the site within the next 6 months.

Taking into account the proposed submission date it is currently envisaged that first dwelling completions on the site will take place in 2019/20 following the adoption of the Local Plan, the subsequent determination of the planning application and initial site infrastructure works.

It is anticipated that the development will deliver a yield of at least 35 homes per annum. The table below provides the site’s cumulative dwelling delivery projection per annum that CYC can use within their forthcoming housing trajectory work.

Year	BH Development Option
2018/2019	0
2019/2020	20
2020/2021	55
2021/2022	88

The proposed areas of on-site public open space and financial contributions towards improvements to local community infrastructure will be delivered commensurate with the progression of the development and made available for use as required.

The development proposals can deliver significant benefits to the City of York, alongside making an important contribution to CYC’s housing requirements over the course of the plan period.

DELIVERABILITY ASSESSMENT

In accordance with Footnote 11 of Paragraph 47 of the National Planning Policy Framework, we believe that the site can be considered as a **Deliverable** residential development site on account of: -

Suitability

The site is located in a suitable location for residential development now. As identified above, the development proposals are situated in a suitable and highly sustainable location in respect of connectivity to existing jobs and services and there are no technical or environmental (built and natural) constraints that would preclude the development of the site.

Availability

The site is available for development now. The site is available for residential development as there are no legal or ownership constraints as all landowners have made the land available for development. BH have an interest in the site and by virtue of this and previous submissions are expressing an intention to develop the site for residential use.

Achievability

A viable housing development can be delivered on the site within the next five years and indeed within the first 5 years of the adoption of the Local Plan. BH are seeking to develop the site for residential use. Prior to the progression of development sites, they undertake a thorough marketing and economic viability assessment for each site, including an assessment of any site specific abnormal costs. The site is considered to be achievable for residential development now as there is a realistic prospect that the site can deliver new homes within the next 5 years and indeed within the first 5 years of the adoption of the Local Plan.

Deliverability Conclusion

The site can be considered a deliverable residential development site and its release would provide a number of significant economic, social and environmental benefits as identified above.

CONCLUSIONS

On the basis of the information provided within this letter, and the enclosed documentation, we wish to place on record our **support** for the proposed allocation of land at Moor Lane, Copmanthorpe which is currently proposed by CYC as a new residential development site within the emerging City of York Local Plan.

Our proposals have the potential to provide a residential development of 88 new homes, public open space and associated infrastructure. The proposals will deliver a development which respects the character of the surrounding area whilst providing a high quality residential development where people will want to live.

The development proposals are situated in a **suitable** and highly sustainable location and there are no technical or environmental (built and natural) constraints that would preclude the development of the site. The site is **available** now as it is under the control of a national house builder who are actively seeking to secure the site's allocation for residential development. The site can also be considered **achievable** as new homes can be delivered on the site within the next 5 years.

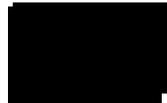
In light of the guidance provided in Paragraph 182 of the NPPF, we consider the following: -

- The Local Plan is **positively prepared** in respect of the delivery of 88 homes at the Moor Lane, Copmanthorpe site as the delivery of homes from the site will contribute to meeting the evidenced objectively assessed development and infrastructure requirements of the City.

- The Local Plan is **justified** in respect of the Moor Lane, Copmanthorpe site as compelling evidence has been provided in this and previously submitted representations to demonstrate that the site's allocation an appropriate strategy for delivering new homes in this location of the City, when considered against the reasonable alternatives, based on proportionate evidence;
- The Local Plan is **effective** as the proposed housing numbers at the Moor Lane, Copmanthorpe site are entirely deliverable within the plan period; &
- The Local Plan is **consistent with national policy** in respect of the Moor Lane, Copmanthorpe site as compelling evidence has been provided to demonstrate that the proposed development will deliver sustainable development within the plan period.

Our client looks forward to progressing pre-application discussions with CYC ahead of the submission of the Local Plan to the Secretary of State. Should you require any further details or clarification on the content of this letter please do not hesitate to contact me.

Yours sincerely,



PAUL BUTLER
Director



Moor Lane, Copmanthorpe

Housing Allocation H29





Residential Land

Housing Allocation H29 – Moor Lane, Copmanthorpe

Land at Moor Lane, Copmanthorpe

The site is an allocation for housing in the Council's Publication Draft Local Plan and also the Draft Copmanthorpe Neighbourhood Plan. The proposal will provide for a new development of up to 80 new homes. The site is located on the southern boundary of Copmanthorpe.

Availability

The land needed for the whole of the site is available now and importantly the site is being promoted by Barratt Homes. A national housebuilder with experience of delivering housing projects of this size to a high quality and within identified timescales.

Achievability/Viability

The site has been fully planned to ensure that the first homes will be delivered within 18 months of the adoption of the Local Plan. The site is completely viable and will deliver all of the allocated new homes over the life of the Local Plan.

Historic Character and Setting of the City

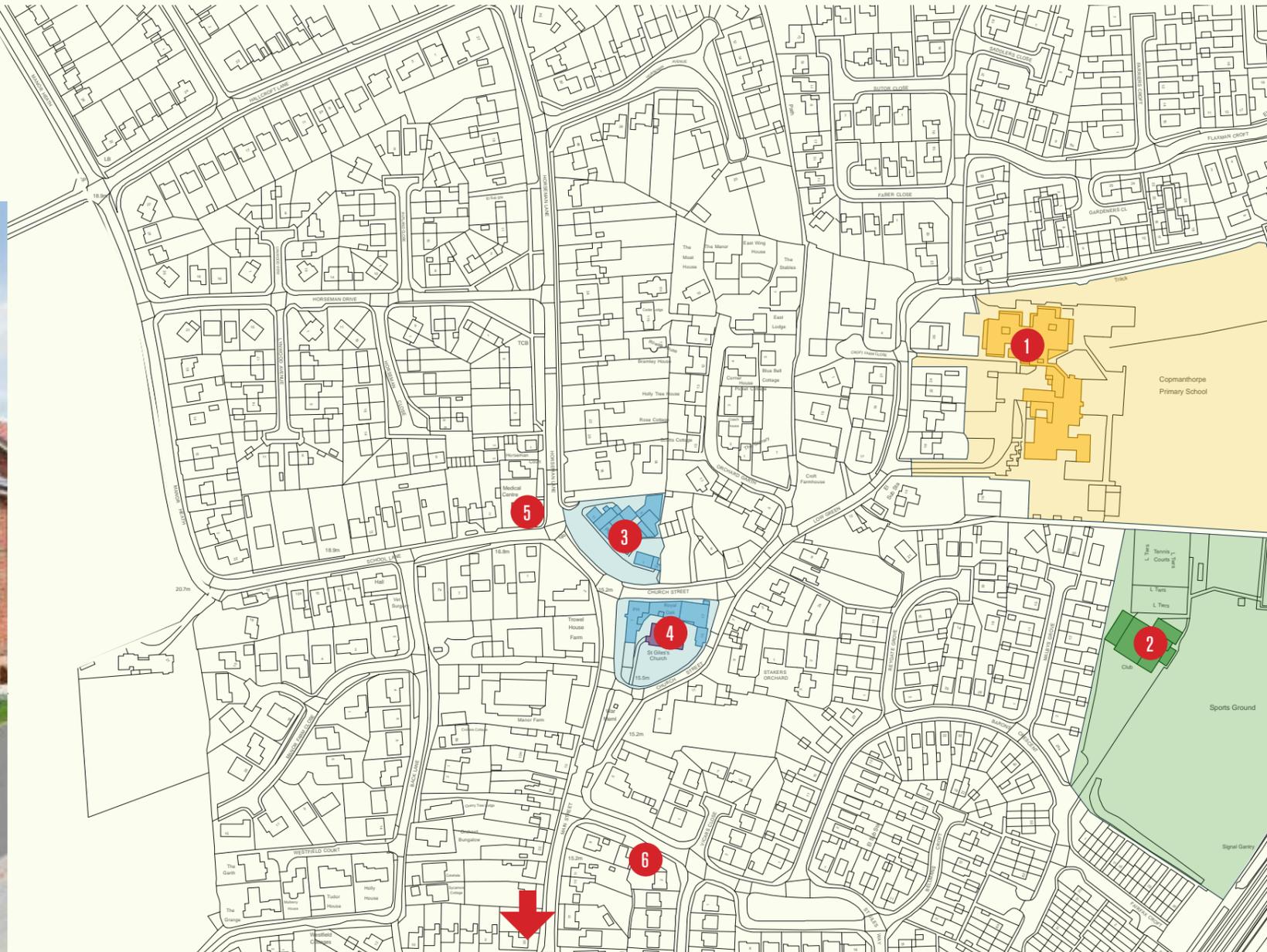
The site was identified by the Council because it is not located in an area of "Primary Constraint" and does not compromise York's future Green Belt proposals. The site is triangular in shape and is largely devoid of natural landscape features and mature trees as a consequence of cultivation. Existing hedgerows are present on Moor Lane. The site has strong defensible boundaries on each side with Moor Lane to the west, the existing settlement area of Copmanthorpe to the north and the East Coast Mainline railway line running parallel to the site's south eastern boundary. There are no heritage assets located within proximity of the site and there are no direct views to York Minster. The proposed development masterplan seeks to deliver enhanced landscape features along the site's frontage with Moor Lane and within the site.

Green Belt

The site does not fulfil any of the five Green Belt purposes:-

- **The development of the site would not result in unrestricted urban sprawl** due to the site's strong defensible boundaries of Moor Lane to the west, the existing settlement area of Copmanthorpe to the north and the railway line located on the site's south eastern boundary.
- **The development of the site would not result in the merging of adjacent settlements** as the nearest detached settlements to the site are Colton to the west and Acaster Malbis to the east, the proposed landscape frontage to the west and existing railway line to the east will ensure coalescence is prevented.
- **The site does not assist in safeguarding the countryside from encroachment** on account of the significant areas of open countryside that exist to the west, south and east of the site beyond the railway line located on the site's boundary.
- **The proposed development of the site will have no detrimental effect on the setting and special character of historic features** as an assessment has been undertaken of the historic setting of the area and the development of the site has been identified as having no adverse impact in this regard.
- The fifth purpose of Green Belt **to assist in urban regeneration, by encouraging the recycling of derelict and other urban land** is a general purpose which will not be adversely affected by the site.





The site is well connected to Copmanthorpe and lies close to a range of services and facilities which are all accessible by foot, including a small supermarket, post office, GP surgery and primary school.

The nearest secondary schools are in York, approximately 4 miles from the site. The nearest large supermarket is located approximately 2 miles from the site at Askham Bar, along with the new Park & Ride facilities and York College. All of which are accessible by designated cycle paths, which also provide connections to York City Centre and Tadcaster.

There are a number of existing bus routes serving Copmanthorpe which provide connections to York, Leeds, Malton, Acomb and Haxby. The closest bus stops to the site are located within walking distance.

Transport

Our analysis of transport matters associated with the development of the site has identified that there are expected to be no significant barriers that would preclude the deliverability of 80 new homes in transport terms. There is one proposed access point from Moor Lane. The site is also located within walking and cycling distance to existing facilities, including public transport services. The delivery of the site would allow City of York Council to achieve its aim of delivering new housing in a sustainable location.

Utilities

All of the necessary utilities are available for the site without compromising any of the provision to existing homes and businesses.

Leisure

The masterplan proposals identify the delivery of an area of public open space. The proposals can also contribute to the improvement of existing open space and recreational facilities located in Copmanthorpe through the delivery of financial contributions.

- 1 Copmanthorpe Primary School
- 2 Copmanthorpe Sports Ground
- 3 Amenities in Copmanthorpe including: Co-op Supermarket, Post Office, Pub & Restaurants, Library
- 4 St Giles Church
- 5 GP Surgery
- 6 Dental Surgery
- ➔ Site located 800m to the south of the Village centre

Indicative Masterplan

Design

Homes on the site will be designed and delivered within a sensitively masterplanned scheme which will ensure that they respect the character of the surrounding area whilst seeking to incorporate 21st century designs to provide a high quality residential development where people will want to live. The development proposals will seek to provide a green frontage to the proposals along with internal greenspace to ensure a high quality residential environment. Noise mitigation measures will also be delivered in respect of the existing railway line located on the site's south eastern boundary.

Homes

The development will deliver much needed affordable homes together with a full range of housing, from starter homes through to larger family homes. The site will seek to create a balanced community in terms of age and other demographic factors.

Education

The development proposals can deliver significant contributions to support local schools, including Copmanthorpe Primary School and local secondary schools, as well as potential new pupils to ensure future viability.

Dainage

A Flood Risk Assessment has confirmed that the whole of the site lies within Flood Zone 1 and is therefore suitable in principle for residential development. There is potential for the site to contribute to reductions in flood risk on and off site. In particular surface water will be stored in new attenuation features within the site area before being discharged at agricultural run-off rates. New sewers will be constructed to enable foul water to connect into the existing system and existing facilities will be upgraded where required.



Socio-Economic Benefits to the City of York



Direct Impacts	Indirect Impacts	Wider Socio-Economic Effects
Capital Expenditure of £10.2m	26 Construction Jobs Per Annum of Build Programme	Meeting the housing needs of the City of York through delivering new homes for first time buyers, families and senior members of society.
18 Construction Jobs Per Annum of Build Programme	New Homes Bonus of £734k & £122k additional Council Tax receipts per annum	Supporting mixed communities by providing circa 24 new affordable homes.
£950k GVA of Direct Employment	New Retail and Leisure Expenditure of £1.5m each year and a first occupation retail expenditure of £420k creating 11 new jobs in these sectors.	Delivering substantial financial contributions through S106 Agreement and Community Infrastructure Levy payments to deliver improvements to local facilities and infrastructure, including schools

Progress on Moor Lane, Copmanthorpe

The above comments are all informed by the extensive work that has already been carried out on the proposals.

This includes:-

- A full landscape appraisal and analysis of key views. Including a Green Belt impact assessment. Identifying the potential to deliver enhanced landscape features along the site's frontage with Moor Lane and within the site.
- Archaeological investigation which has identified no visible evidence of ridge and furrow or other earthworks or structures of an archaeological origin.
- Heritage assessment and the identification that there are no heritage assets located within proximity of the site and there are no direct views to York Minster.
- Ecological surveys and analysis of the areas of the site where safeguarding and mitigation are required.
- Arboricultural surveys and the identification of hedgerows to be retained.
- Geological and geophysical assessments of the site.
- Analysis of drainage and flood risk matters on-site and potential impacts off-site with the subsequent identification of proactive positive drainage solutions.
- Analysis and assessment of the transport impact of the development with subsequent sustainable transport proposals in respect of vehicular, pedestrian and cycling accessibility.
- Liaison with utility companies.

Land at Moor Lane, Copmanthorpe represents a deliverable residential development site. The site lies in a sustainable and suitable location, it is available for development now and the delivery of new homes can be viably achieved within 18 months of the adoption of the Local Plan. The site will provide a significant opportunity to help meet York's current and future housing needs through the delivery of a high quality residential development, adjacent to the south of Copmanthorpe.

MOOR LANE - COPMANTHORPE
26th Nov 2014

House Type	No.	Sq. Ft.	Total
HOUSE MIX			
Barratt Homes			
Private	Accommodation		
Kendal	2 Bed Terrace	645	5160
Aylsham	1 Bed Flat over garage	692	2076
Dewsbury	3 Bed terrace	795	7155
Morpeth	4 Bed detached	956	7648
Faringdon	3 Bed terrace	1092	9828
Somerton	4 Bed detached (Integral garage)	1170	3510
Thornbury	4 Bed detached	1203	4812
Kennington	4 Bed detached	1269	2538
Lincoln	4 Bed detached	1243	4972
Cambridge	4 Bed detached	1424	5696
Total	54		
Affordable			
T21	2 Bed terrace	842	4210
T22	3 Bed terrace	926	13890
T24	4 Bed terrace	1104	4416
T35	3 Bed end terrace	1052	5260
Total	29		
Total No.	83		81,171
TOTAL NO. OF UNITS			
TOTAL AFFORDABLE (35%)			29 dwellings
GROSS SITE AREA (t.b.c.)			6.5 acres
POS AREA (t.b.c.)			0.73 acres
NETT DEVELOPABLE AREA (t.b.c.)			5.77 acres
SCHEME COVERAGE			~ 14,068 sq.ft / acre
SCHEME DENSITY			~ 14.4 dwellings / acre

LEGEND

-  Private Housing
-  Affordable Housing
-  Indicative Landscaping
-  Existing trees / hedgrows
-  Site Boundary (exact location t.b.d)



Existing road to be widened.
(exact extent of how, to be determined)

Consider points of connection
onto ex. road / footpath

Images and site layout are intended for illustrative purposes only and should be treated as general guidance only.
Site layout including parking arrangements, (social) affordable housing, community buildings, play areas and public open spaces may change to reflect changes in the planning permission for the development. Please speak to your solicitor for more full details of any planning consents including layout plans will be available.
Site layouts and landscaping are not intended to form part of any contract or warranty unless specifically incorporated in writing into the contract.
This site name specified is a marketing name only and may not be the designated postal address, which may be determined by The Post Office.

Amendments



Barratt Developments plc
Forest Business Park,
Cartwright Way
Bardon Hill
Leicestershire
LE87 1UB
telephone 01530 276276

Project
Moor Lane
Land off Moor Lane
Copmanthorpe

Drawing Title
Feasibility Sketch

Scale *
1:500 @ A1

Date
27th Nov 2014

Drawn
SW

Drawing Ref
YE-12-01



* When printing to scale, please ensure that your printer settings are set to Page Scaling = None. Do not allow any fit to page settings as this will alter the scale of the drawing. You can use the scale bar or grid to check the printed drawing.

From: Paul Butler [paul.butler@pbplanning.co.uk]
Sent: 04 April 2018 16:20
To: localplan@york.gov.uk
Cc: koonh.chan@btinternet.com
Subject: CITY OF YORK LOCAL PLAN – LAND NORTH OF FLAXTON ROAD, STRENSALL – SUPPORT FOR SITE PREVIOUSLY PART OF SITE REF. SF1 (REF.825)
Attachments: City of York Local Plan - Land North of Flaxton Road, Strensall - April 2018.pdf; City of York Local Plan - Consultation Form - Land North of Flaxton Road, Strensall - April 2018.pdf

Dear Sir or Madam,

We write on behalf of our client Mr K Chan, to provide City of York Council (CYC) with information in respect of the deliverability of their land interest at Land North of Flaxton Road, Strensall, which we propose to be considered as a potential housing land allocation within the emerging City of York Local Plan. Within the enclosed letter we provide our response to CYC's Publication Draft Local Plan (February 2018).

When each of the above points raised in our enclosed letter are considered holistically, we believe there is a compelling case for the release of additional land as housing allocations within the CYC Local Plan in order to meet the City's full objectively assessed housing needs. We therefore **object** to our client's site being rejected as a potential housing option within CYC's Publication Draft Local Plan.

Should you require any further details or clarification on the content of this letter please do not hesitate to contact me.

Kind regards,

Paul

Paul Butler

Director



www.pbplanning.co.uk

paul.butler@pbplanning.co.uk

07970 506702
01904 731365

PO Box 827, York, YO31 6EE

City of York Local Plan Publication Draft 2018 Consultation response form 21 February – 4 April 2018

OFFICE USE ONLY:

ID reference:

This form has three parts: **Part A** Personal Details, **Part B** Your Representation and **Part C** How we will use your Personal Information

To help present your comments in the best way for the inspector to consider them, the Planning Inspectorate has produced this standard comment form for you to complete and return. We ask that you use this form because it structures your response in the way in which the inspector will consider comments at the Public Examination. Using the form to submit your comments also means that you can register your interest in speaking at the Examination.

Please read the guidance notes and Part C carefully before completing the form. Please ensure you sign the form on page 6.

Please fill in a separate part B for each issue/representation you wish to make. Any additional sheets must be clearly referenced. If hand writing, please write clearly in blue or black ink.

Part A - Personal Details

Please complete in full; in order for the Inspector to consider your representations you must provide your name and postal address).

1. Personal Details		2. Agent's Details (if applicable)
Title		Mr
First Name		Paul
Last Name		Butler
Organisation (where relevant)	Mr K Chan	PB Planning Ltd
Representing (if applicable)		Mr K Chan
Address – line 1	c/o Agent	PO Box 827
Address – line 2		York
Address – line 3		
Address – line 4		
Address – line 5		
Postcode		YO31 6EE
E-mail Address		paul.butler@pbplanning.co.uk
Telephone Number		07970 506702

Representations must be received by Wednesday 4 April 2018, up until midnight.
Representations received after this time will not be considered duly made.

Guidance note

Where do I send my completed form?

Please return the completed form **by Wednesday 4 April 2018, up until midnight**

- To: FREEPOST RTEG-TYYU-KLTZ Local Plan, City of York Council, West Offices, Station Rise, York, YO1 6GA
- By email to: localplan@york.gov.uk

Electronic copies of this form are available to download at www.york.gov.uk/localplan or you can complete the form online at www.york.gov.uk/consultations

What can I make comments on?

You can make representations on any part of the publication draft of the Local Plan, Policies Map or Sustainability Appraisal. Comments may also refer to the justification and evidence in the supporting technical papers. The purpose of this consultation is for you to say whether you think the plan is legally compliant and 'sound'. These terms are explained as you go through the response form.

Do I have to use the response form?

Yes please. This is because further changes to the plan will be a matter for a Planning Inspector to consider and providing responses in a consistent format is important. For this reason, all responses should use this consultation response form. Please be as succinct as possible and **use one response form for each representation you wish to make** (topic or issue you wish to comment on). You can attach additional evidence to support your case, but please ensure that it is clearly referenced. It will be a matter for the Inspector to invite additional evidence in advance of, or during the Public Examination.

Additional response forms can be collected from the main council offices and the city's libraries, or you can download it from the council's website at www.york.gov.uk/localplan or use our online consultation form via <http://www.york.gov.uk/consultations>. However you choose to respond, in order for the inspector to consider your comments you must provide your name and address with your response.

Can I submit representations on behalf of a group or neighbourhood?

Yes, you can. Where there are groups who share a common view on how they wish to see the plan modified, it would be very helpful for that group to send a single representation that represents that view, rather than for a large number of individuals to send in separate representations that repeat the same points. In such cases the group should indicate how many people it is representing; a list of their names and addresses, and how the representation has been agreed e.g. via a parish council/action group meeting; signing a petition etc. The representations should still be submitted on this standard form with the information attached. Please indicate in Part A of this form the group you are representing.

Do I need to attend the Public Examination?

You can indicate whether at this stage you consider there is a need to present your representation at a hearing session during the Public Examination. You should note that Inspectors do not give any more weight to issues presented in person than written evidence. The Inspector will use his/her own discretion in regard to who participates at the Public Examination. All examination hearings will be open to the public.

Where can I view the Local Plan Publication Consultation documents?

You can view the Local Plan Publication draft Consultation documents

- Online via our website www.york.gov.uk/localplan.
- City of York Council West Offices
- In all libraries in York.

Part B - Your Representation

(Please use a separate Part B form for **each** issue to you want to raise)



3. To which document does your response relate? (Please tick one)

City of York Local Plan Publication Draft

Policies Map

Sustainability Appraisal/Strategic Environmental Assessment

What does 'legally compliant' mean?

Legally compliant means asking whether or not the plan has been prepared in line with: statutory regulations; the duty to cooperate; and legal procedural requirements such as the Sustainability Appraisal (SA). Details of how the plan has been prepared are set out in the published Consultation Statements and the Duty to Cooperate Statement, which can be found at www.york.gov.uk/localplan

4. (1) Do you consider the document is Legally compliant?

Yes

No

4.(2) Do you consider that the document complies with the Duty to Cooperate?

Yes

No

4.(3) Please justify your answer to question 4.(1) and 4.(2)

Please see enclosed submitted representations.

What does 'Sound' mean?

Soundness may be considered in this context within its ordinary meaning of 'fit for purpose' and 'showing good judgement'. The Inspector will use the Public Examination process to explore and investigate the plan against the National Planning Policy Framework's four 'tests of soundness' listed below. The scope of the Public Examination will be set by the key issues raised by responses received and other matters the Inspector considers to be relevant.

What makes a Local Plan "sound"?

Positively prepared - the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development.

Justified – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence.

Effective – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities

Consistent with national policy – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework

Representations must be received by Wednesday 4 April 2018, up until midnight.
Representations received after this time will not be considered duly made.

5.(1) Do you consider the document is Sound?

Yes No

If yes, go to question 5.(4). If no, go to question 5.(2).

5.(2) Please tell us which tests of soundness the document fails to meet: (tick all that apply)

Positively prepared	<input checked="" type="checkbox"/>	Justified	<input checked="" type="checkbox"/>
Effective	<input checked="" type="checkbox"/>	Consistent with national policy	<input checked="" type="checkbox"/>

5.(3) If you are making comments on whether the document is unsound, to which part of the document do they relate?

(Complete any that apply)

Paragraph
no.

**See enclosed
representations**

Policy
Ref.

**See enclosed
representations**

Site Ref.

Site Ref. SF1

5.(4) Please give reasons for your answers to questions 5.(1) and 5.(2)

You can attach additional information but please make sure it is securely attached and clearly referenced to this question.

Please see enclosed submitted representations

6. (1) Please set out what change(s) you consider necessary to make the City of York Local Plan legally compliant or sound, having regard to the tests you have identified at question 5 where this relates to soundness.



You will need to say why this modification will make the plan legally compliant or sound. It will be helpful if you could put forward your suggested revised wording of any policy or text.

Please note your representation should cover succinctly all the information, evidence and supporting information necessary to support/justify the representation and the suggested modification, as there will not normally be a subsequent opportunity to make further representations based on the original representation at publication stage.

After this stage, further representations will be only at the request of the Inspector, based on the matters and issues he/she identifies for examination.

Please see enclosed submitted representations

7.(1). If your representation is seeking a change at question 6.(1), do you consider it necessary to participate at the hearing sessions of the Public Examination? (tick one box only)

No, I do not wish to participate at the hearing session at the examination. I would like my representation to be dealt with by written representation

Yes, I wish to appear at the examination

If you have selected **No**, your representation(s) will still be considered by the independent Planning Inspector by way of written representations.

7.(2). If you wish to participate at the oral part of the examination, please outline why you consider this to be necessary:

Please see enclosed submitted representations

Please note: the Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate at the hearing session of the examination.

Part C - How we will use your Personal Information

We will only use the personal information you give us on this form in accordance with the Data Protection Act 1998 (and any successor legislation) to inform the Local Plan process.

We only ask for what personal information is necessary for the purposes set out in this privacy notice and we will protect it and make sure nobody has access to it who shouldn't.

City of York Council does not pass personal data to third parties for marketing, sales or any other commercial purposes without your prior explicit consent.

As part of the Local Plan process copies of representations made in response to this consultation including your personal information must be made available for public inspection and published on the Council's website; they cannot be treated as confidential or anonymous and will be available for inspection in full. Copies of all representations must also be provided to the Planning Inspectorate as part of the submission of the City of York Local Plan.¹

Storing your information and contacting you in the future:

The information you provide on this form will be stored on a database used solely in connection with the Local Plan. If you have previously responded as part of the consultation on the York Local Plan (previously Local Development Framework prior to 2012), your details are already held on the database. This information is required to be stored by the Council as it must be submitted to the Planning Inspectorate to comply with the law.¹ The Council must also notify those on the database at certain stages of plan preparation under the Regulations.²

Retention of Information

We will only keep your personal information for as long as is necessary and when we no longer have a need to keep it, we will delete or destroy it securely. The Local Planning Authority is required to retain your information during the plan making process. The information you submit relating to the Local Plan can only cease to be made available 6 weeks after the date of the formal adoption of the Plan.³

Your rights

To find out about your rights under the Data Protection Act 1998 (and any successor legislation), you can go to the Information Commissioners Office (ICO) <https://ico.org.uk/for-the-public/>

If you have any questions about this Privacy Notice, your rights, or if you have a complaint about how your information has been used or how long we have kept it for, please contact the Customer Feedback Team at haveyoursay@york.gov.uk or on [01904 554145](tel:01904554145)

Signature

Date

¹ Section 20(3) Planning & Compulsory Purchase Act 2004 Regulations 17,22, 35 & 36 Town and Country Planning (Local Planning) England) Regulations 2012

² Regulation 19 Town and Country Planning (Local Planning) England) Regulations 2012

³ Regulation 35 Town and Country Planning (Local Planning) England) Regulations 2012

Local Plan,
City of York Council,
West Offices,
Station Rise,
York,
YO1 6GA

4th April 2018

Dear Sir or Madam,

CITY OF YORK LOCAL PLAN – LAND NORTH OF FLAXTON ROAD, STRENSALL – SUPPORT FOR SITE PREVIOUSLY PART OF SITE REF. SF1 (REF.825)

We write on behalf of our client Mr K Chan, to provide City of York Council (CYC) with information in respect of the deliverability of their land interest at Land North of Flaxton Road, Strensall, which we propose to be considered as a potential housing land allocation within the emerging City of York Local Plan.

Within this letter we provide our response to CYC's Publication Draft Local Plan (February 2018).

The site was previously identified as part of Safeguarded Land allocation SF1 within the withdrawn City of York Publication Draft Local Plan (October 2014).

From a review of the latest version of the Local Plan, it is clear that CYC have not taken on board the evidence we previously presented in our representations to the previous version of the Local Plan, by letter dated 30th October 2018. As a result, we are concerned that the current Publication Draft Local Plan cannot be considered sound in the context of Paragraph 182 of the NPPF.

In addition to the provision of evidence confirming the site's deliverability, we believe that additional housing allocations to those currently proposed by CYC will need to be identified in order to meet the City's housing needs over the proposed plan period.

Land North of Flaxton Road, Strensall – Representations Summary

- We object to CYC's rejection of the site as a potential housing allocation.
- Our proposals have the potential to provide for a high quality residential development of up to 30 homes, alongside the delivery of public open space and associated infrastructure.
- The site will provide the opportunity to help meet York's current and future housing needs.
- The proposals will deliver a development which respects the character of the surrounding area whilst seeking to incorporate 21st century designs to provide a high quality residential development where people will want to live.
- The site benefits from existing strong defensible landscape boundaries, all of which will be retained as part of any future development proposals.
- Land to the North of Flaxton Road, Strensall represents a deliverable residential development site.
- The development proposals are situated in a **suitable** and highly sustainable location.
- The site is **available** now as the landowner is seeking to secure the site's allocation for residential development.
- The site can also be considered **achievable** as new homes can be delivered on the site within the next 5 years and indeed within the first five years of the Local Plan.
- There are no technical or environmental (built and natural) constraints that would preclude the development of the site.

This letter sets out our client's development proposals for the site and demonstrates the site's deliverability for residential development in accordance with national planning guidance.

The Council's Strategic Housing Land Availability Assessment (September 2017) and Officer's report to the CYC Local Plan Working Group (July 2017) reassessed the potential to restore the allocation of an area that included the majority of Site Ref. SF1. However, Officer's rejected the potential allocation of the site on account of the following:

“Site fails criteria 4 (access to facilities and transport) of the Site Selection Paper methodology and is therefore not considered suitable as a residential site.”

It is important to make clear from the outset that our client's site is the only area of the previously proposed allocation that was not re-assessed by CYC's Officers in July 2017. The enclosed site location plan and aerial photograph confirm this. Our client's site relates to the south-western corner of previous site Ref. SF1, which is located within walking and cycling distance from a number of services and facilities of the Village.

PROPOSED DEVELOPMENT

The proposals seek to deliver a residential development of up to 30 new homes (at a density of 30dph), public open space and associated infrastructure. The vision of the proposals is to deliver a development which respects the character of the surrounding area whilst seeking to incorporate 21st century designs to provide a high quality residential development where people will want to live.

The new homes on the site will be designed and delivered within a sensitively master-planned scheme, which will be led by the site's existing areas of aboriginal value. Which include significant boundary landscaping and a copse of trees located in the northern extent of the site.

The development will deliver much needed affordable homes together with a full range of housing, from starter homes through to larger family homes. The site will seek to create a balanced community in terms of age and other demographic factors.

Our client's development proposal represents a deliverable and viable development opportunity to provide an important contribution to the City's housing needs. We believe it is important that CYC places great weight towards the economic and social benefits that the delivery of up to 30 homes and the associated community infrastructure can provide to the City of York: -

- Creating sustainable communities through meeting market and affordable housing needs, offering existing and potential residents of the City the opportunity to live in the type of house and location they desire.
- Delivering financial contributions towards the improvement of the City's infrastructure through the provision of S106/CIL payments.
- New capital expenditure in the region of £3.4m creating direct and indirect employment opportunities of approximately 43 new jobs of which 70% are usually retained in the local area.
- Sustaining and improving the District's labour market through delivering the right homes in the right locations.
- Increasing retail and leisure expenditure in the local area by between £640k per annum, creating a potential 4 jobs in these sectors.
- Provision of funding towards public services from an estimated figure of £244k from the Government's new homes bonus and annual council tax payments of £41k per annum.

The development of up to 30 homes at the site can deliver substantial economic, social and environmental benefits to the local area and wider City.

The National Planning Policy Framework seeks to encourage sustainable growth and identifies in Paragraph 8 that economic growth, such as that which this site can deliver, can secure higher social

and environmental standards. The remaining sections of this letter consider the economic, social and environmental impact and benefits of the proposed development option in further detail.

SUSTAINABLE LOCATION

The site lies within 800m of the village centre of Strensall where a variety of local services are available. Local facilities available within the Village include a number of local convenience stores, a doctor's surgery, a dental surgery, a number of public houses, two churches, a Village Hall and recreation facilities at Durlston Drive. Robert Wilkinson Primary Academy School lies within approximately 2km walking/cycling distance from the site. Existing local bus stops lie within 800m of the site.

With regards to access to services, Manual for Streets published in 2007 highlights that walking offers the greatest potential to replace short car trips, particularly those under 2km. Thus, all of the services and facilities identified above are located within walking and cycling distance from the site.

The development proposals can deliver contributions to support local schools, including Robert Wilkinson Primary Academy School and local secondary schools, as well as potential new pupils to ensure future viability.

The development proposals offer the potential to deliver an area of on-site public open space. The proposals can also contribute to the improvement of existing open space and recreational facilities located in Strensall through the delivery of financial contributions.

LANDSCAPE & HISTORIC CHARACTER AND SETTING OF THE CITY

The residential development of this site would not have any long term impact on the wider visual amenity or landscape character of the area. The site is well contained and not visible from surrounding areas. Residential development on this site could be relatively easily assimilated and would not compromise the openness of the wider landscape.

The site comprises a private grassed field and is currently used as private amenity space associated with the existing property located adjacent to the site's southern boundary.

The new homes on the site will be designed and delivered within a sensitively master-planned scheme, which will be led by the site's existing areas of aboriginal value. Which include significant boundary landscaping and a copse of trees located in the northern extent of the site.

The site has strong defensible boundaries on all sides in the form of existing residential development located to the west and south. Existing landscape hedgerows and trees also separate the site from the existing residential properties to the west. The site's northern and eastern boundaries are bordered by well-established existing hedgerows and trees. There are no heritage assets located within proximity of the site and the development would not have an adverse impact on views to York Minster.

The site was previously identified as a proposed safeguarded land allocation by CYC because it is not located in an area of "Primary Constraint" and does not compromise York's future Greenbelt proposals. BDW agree with CYC's previous conclusion that the site does not fulfil any of the five Green Belt purposes for the following reasons: -

- ***The development of the site would not result in unrestricted urban sprawl*** due to the site's strong defensible boundaries of existing residential properties to the west and south, and as the site's northern and eastern boundaries are bordered by well-established existing hedgerows and trees which will be retained.
- ***The development of the site would not result in the merging of adjacent settlements*** as the nearest detached settlements to the site is Flaxton (over 5km away). The site's development will also create new defensible boundaries to the north and east of this area of Strensall through the delivery of new homes and associated landscaping.

- ***The site does not assist in safeguarding the countryside from encroachment*** on account of the significant areas of open countryside that will still exist to the north and east beyond the site.
- ***The proposed development of the site will have no detrimental effect on the setting and special character of historic features*** as an assessment has been undertaken of the historic setting of the area and the development of the site has been identified as having no adverse impact in this regard.
- The fifth purpose of Green Belt ***to assist in urban regeneration, by encouraging the recycling of derelict and other urban land*** is a general purpose which will not be adversely affected by the site.

The development of the site for residential use would not have an impact on the landscape character or heritage character of Strensall or the wider City of York. The site is not included within the recently reassessed parcel of land that was previously identified as Site Ref. SF1. The wider, majority, of the remaining area of Site Ref. SF1 would remain undeveloped should the site come forward. Due to the site's existing landscape boundary features, we believe that the site could appropriately come forward in isolation.

ECOLOGY & ARBORICULTURE

The site comprises a private grassed field and is currently used as private amenity space associated with the existing property located adjacent to the site's southern boundary. As identified above, the new homes on the site will be designed and delivered within a sensitively master-planned scheme, which will be led by the site's existing areas of arboricultural value. Which include significant boundary landscaping and a copse of trees located in the northern extent of the site.

A scheme can be developed at the site that encourages wildlife across the site through effective landscaping of both public open space and private residential gardens. In addition, the hedgerows bounding the site will be retained and wildlife could continue to utilise them.

The existing greenspace located adjacent to the site's southern boundary, where the site's existing access/egress is located, is identified as a site of Importance for Nature Conservation (SINC) within the Pre-Publication Draft Local Plan document. The site's development would not harm the SINC as the existing access to the site would simply be utilised and upgraded.

There are no ecological or arboricultural constraints associated with the development of the site.

HIGHWAYS & ACCESSIBILITY

Our analysis of transport matters associated with the development of the site has identified that there are expected to be no significant barriers that would be expected to preclude the deliverability of up to 30 new homes in transport terms.

The site will be accessed by the existing access point from Flaxton Road, which would be upgraded appropriately.

As identified above, the site is located within walking and cycling distance to existing facilities, including public transport services. Pedestrian and cycle connectivity to the Village will be provided from the site. The delivery of the site would allow City of York Council to achieve its aim of delivering new housing in a sustainable location.

DRAINAGE & UTILITIES

The whole of the site lies within Flood Zone 1 and is therefore suitable in principle for residential development.

Surface water will be stored in new attenuation features within the site area before being discharged at agricultural run-off rates. New sewers will be constructed to enable foul water to connect into the existing system and existing facilities will be upgraded where required. An appropriate drainage strategy can be formulated and agreed with CYC and statutory consultees at the required time.

All of the necessary utilities are available for the site without compromising any of the provision to existing homes and businesses.

FURTHER TECHNICAL WORK

Initial survey work in respect of the site's development have not identified any issues that would adversely impact on the site's deliverability.

However, should the site be allocated for residential use in future versions of the Local Plan our client would be willing to undertake further, more detailed, assessments in order to demonstrate that there are no technical constraints that would preclude the development of the site.

MEETING THE CITY OF YORK'S FUTURE HOUSING NEEDS

With regards to future housing needs of the City, at present the Council have maintained their decision to progress with a housing target which is based solely on the baseline figure which is derived from the ONS 2014-based sub-national household projections and does not include the 10% uplift for market signals which is advised within the Council's latest SHMA.

By omitting the 10% uplift, and not progressing with a housing requirement of 954 dwellings per annum, the Council are failing to meet their full OAN, as required by the Framework and the Planning Practice Guidance (PPG). There are considered to be no overarching constraints within the District that justify the Council not delivering their full OAN. Such an approach therefore fails to meet any of the tests of soundness set out in paragraph 182 of the NPPF as the Local Plan is not positively prepared; justified; effective and consistent with national policy.

No new evidence has been provided by the Council to justify the removal of the SHMA's proposed 10% uplift for market signals and it is assumed that this has been viewed as a way of reducing the overall housing target. This is unacceptable and is not a sound and robust means of preparing a Local Plan.

The Government's consultation document "*Planning for the Right Homes in the Right Places*" (September 2017) identified a proposed standardised methodology for the calculation of the baseline OAN for each of the Country's Local Authority areas. The Government's proposed standardised methodology includes for an uplift for market signals over and above the baseline figure and in the specific case of York, would lead to a housing requirement of 1,070 dwellings per annum.

Since the commencement of CYC's consultation on the Publication Draft Local Plan, the Government have published further consultation documents associated with a Revised National Planning Policy Framework and Draft National Planning Practice Guidance in March 2018.

The Draft National Planning Practice Guidance (Draft NPPG) provides further guidance in respect of the calculation of an LPA's OAN. The document maintains the proposed standardised methodology for the calculation of OAN, using household projections as the baseline and an uplift for market signals. However, it also identifies that Local Planning Authorities should not apply constraints to the overall assessment of need (including limitations associated with the Green Belt); where it is likely that additional growth (above historic trends identified by household projections) will occur over the plan period, an appropriate uplift may be applied to produce a higher need figure that reflects that anticipated growth (i.e. Housing Deals, Housing Infrastructure Fund); and that an increase in the total housing figures included in the strategic plan may need to be considered where it could help deliver the required number of affordable homes.

Although the Revised NPPF and Draft NPPG are still subject to consultation, they provide a further indication as to how the Government considers housing requirements should be calculated, and the consideration of market signals, strategic growth (employment & housing) and affordable housing as key issues to be considered.

The Council are now in a position where their own evidence and the Government's proposed standardised methodology, all state that an uplift for market signals should be added to the baseline figure, and all of which indicate that the true full OAN is greater than the 867 dwellings per annum which is being proposed.

Therefore, in order to make the plan sound, the housing figure should be adjusted upwards to consider market signals, strategic growth and affordable housing needs. This in turn will require additional sites to be allocated for residential development.

DELIVERY TIMESCALES

We envisage that a planning application could be submitted in 2019, following the adoption of the Local Plan.

Taking into account the proposed submission date it is currently envisaged that first dwelling completions on the site will take place in 2019/20 following the submission of a full planning application and initial site infrastructure works.

It is anticipated that the proposals will be delivered within a year of commencement of development on site. The table below provides the site's cumulative dwelling delivery projection that CYC can use within their forthcoming housing trajectory work.

Year	Cumulative No. Homes
2018/2019	0
2019/2020	20
2020/2021	30

The proposed areas of on-site public open space and financial contributions towards improvements to local community infrastructure will be delivered commensurate with the progression of the development and made available for use as required.

The development proposals can deliver a number of benefits to the City of York, alongside making an important contribution to CYC's housing requirements within the early years of the plan period.

DELIVERABILITY ASSESSMENT

In accordance with Footnote 11 of Paragraph 47 of the National Planning Policy Framework, we believe that the site can be considered as a ***Deliverable*** residential development site on account of: -

Suitability

The site is located in a suitable location for residential development now. As identified above, the development proposals are situated in a suitable and highly sustainable location in respect of connectivity to existing jobs and services and there are no technical or environmental (built and natural) constraints that would preclude the development of the site.

Availability

The site is available for development now. The site is available for residential development as there are no legal or ownership constraints as the landowner has made the land available for development and by virtue of this submission is expressing an intention to develop the site for residential use.

Achievability

The site is considered to be achievable for residential development now as it is located in an excellent market location and as there is a realistic prospect that a viable housing development can be delivered at the site within the next 5 years and indeed within the first 5 years of the adoption of the Local Plan.

Deliverability Conclusion

The site can be considered a deliverable residential development site and its release would provide a number of significant economic, social and environmental benefits as identified above.

CONCLUSIONS

Whilst we want to work alongside CYC to ensure the delivery of a sound Local Plan for the City, we are concerned that unless substantial changes are made to the Publication Draft Local Plan prior to its submission to the Secretary of State, it will not be in a position where it can be found sound.

In light of the guidance provided in Paragraph 182 of the NPPF, we consider the following: -

- The Local Plan is **not positively prepared** as the plan will not meet the evidenced objectively assessed development and infrastructure requirements of the City.
- The Local Plan is **not justified** as there is compelling evidence available that it does not present the most appropriate strategy for the City, when considered against the reasonable alternatives, based on proportionate evidence;
- The Local Plan is **not effective** as the proposed housing allocations/numbers at York Central and the Barracks sites will not be deliverable over the plan period; &
- The Local Plan is **not consistent with national policy** on account of the combined impact of the above factors when considered together. It will not deliver the sustainable development of the City in the plan period.

When each of the above points are considered holistically there is a compelling case for the release of additional land as housing allocations within the CYC Local Plan in order to meet the City's full objectively assessed housing needs.

On account of the above, we **object** to the site being rejected as a potential housing option within CYC's Publication Draft Local Plan.

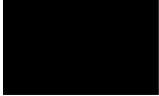
Our proposals have the potential to provide a residential development of up to 30 new homes, public open space and associated infrastructure. The new homes on the site will be designed and delivered within a sensitively master-planned scheme, which will be led by the site's existing areas of aboriginal value. Which include significant boundary landscaping and a copse of trees located in the northern extent of the site.

The development of the site for residential use would not have an impact on the landscape character or heritage character of Strensall or the wider City of York. The site is not included within the recently reassessed parcel of land that was previously identified as Site Ref. SF1. The wider, majority, of the remaining area of Site Ref. SF1 would remain undeveloped should the site come forward. Due to the site's existing landscape boundary features, we believe that the site could appropriately come forward in isolation.

The development proposals are situated in a **suitable** and highly sustainable location and there are no technical or environmental (built and natural) constraints that would preclude the development of the site. The site is **available** now as the landowner is actively seeking to secure the site's allocation for residential development. The site can also be considered **achievable** as new homes can be delivered on the site within the next 5 years and indeed within the first five years of the Local Plan.

Should you require any further details or clarification on the content of this letter please do not hesitate to contact me.

Yours sincerely,



PAUL BUTLER

Director

paul.butler@pbplanning.co.uk

From: Claire Linley [Claire.Linley@dppukltd.com]
Sent: 04 April 2018 12:24
To: localplan@york.gov.uk
Cc: Jennifer Winyard (Linden Homes); Mark Lane
Subject: York Local Plan Reps - H38 and the Extension to H38
Attachments: H38 Form.pdf; H38 Report and Appendices.pdf; H38 Extension Forms.pdf; H38 Extension Report and Appendices.pdf

Good afternoon,

Please find attached our representations on behalf of Linden Homes Strategic Land in relation to the City of York Local Plan Publication Draft Regulation 19 Consultation. This submission relates to the site known as land to the rear of Rufforth Primary School, Rufforth. Two separate representations have been prepared. The first relates to the proposed H38 allocation and the second relates to the proposed extension to the H38 allocation.

Please can you confirm receipt.

Kind regards,

Claire Linley BA (hons) DIPTP MRTPI
Principal Planner

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City of York Local Plan Publication Draft 2018 Consultation response form 21 February – 4 April 2018

OFFICE USE ONLY:

ID reference:

This form has three parts: **Part A** Personal Details, **Part B** Your Representation and **Part C** How we will use your Personal Information

To help present your comments in the best way for the inspector to consider them, the Planning Inspectorate has produced this standard comment form for you to complete and return. We ask that you use this form because it structures your response in the way in which the inspector will consider comments at the Public Examination. Using the form to submit your comments also means that you can register your interest in speaking at the Examination.

Please read the guidance notes and Part C carefully before completing the form. Please ensure you sign the form on page 6.

Please fill in a separate part B for each issue/representation you wish to make. Any additional sheets must be clearly referenced. If hand writing, please write clearly in blue or black ink.

Part A - Personal Details

Please complete in full; in order for the Inspector to consider your representations you must provide your name and postal address).

1. Personal Details		2. Agent's Details (if applicable)
Title		Mrs
First Name		Claire
Last Name		Linley
Organisation (where relevant)		DPP
Representing (if applicable)		Linden Homes Strategic Land
Address – line 1		Second Floor
Address – line 2		1 City Square
Address – line 3		Leeds
Postcode		LS1 2ES
E-mail Address		Claire.linley@dppukltd.com
Telephone Number		01133509865

Guidance note

Where do I send my completed form?

Please return the completed form **by Wednesday 4 April 2018, up until midnight**

- To: FREEPOST RTEG-TYYU-KLTZ Local Plan, City of York Council, West Offices, Station Rise, York, YO1 6GA
- By email to: localplan@york.gov.uk

Electronic copies of this form are available to download at www.york.gov.uk/localplan or you can complete the form online at www.york.gov.uk/consultations

What can I make comments on?

You can make representations on any part of the publication draft of the Local Plan, Policies Map or Sustainability Appraisal. Comments may also refer to the justification and evidence in the supporting technical papers. The purpose of this consultation is for you to say whether you think the plan is legally compliant and 'sound'. These terms are explained as you go through the response form.

Do I have to use the response form?

Yes please. This is because further changes to the plan will be a matter for a Planning Inspector to consider and providing responses in a consistent format is important. For this reason, all responses should use this consultation response form. Please be as succinct as possible and **use one response form for each representation you wish to make** (topic or issue you wish to comment on). You can attach additional evidence to support your case, but please ensure that it is clearly referenced. It will be a matter for the Inspector to invite additional evidence in advance of, or during the Public Examination.

Additional response forms can be collected from the main council offices and the city's libraries, or you can download it from the council's website at www.york.gov.uk/localplan or use our online consultation form via <http://www.york.gov.uk/consultations>. However you choose to respond, in order for the inspector to consider your comments you must provide your name and address with your response.

Can I submit representations on behalf of a group or neighbourhood?

Yes, you can. Where there are groups who share a common view on how they wish to see the plan modified, it would be very helpful for that group to send a single representation that represents that view, rather than for a large number of individuals to send in separate representations that repeat the same points. In such cases the group should indicate how many people it is representing; a list of their names and addresses, and how the representation has been agreed e.g. via a parish council/action group meeting; signing a petition etc. The representations should still be submitted on this standard form with the information attached. Please indicate in Part A of this form the group you are representing.

Do I need to attend the Public Examination?

You can indicate whether at this stage you consider there is a need to present your representation at a hearing session during the Public Examination. You should note that Inspectors do not give any more weight to issues presented in person than written evidence. The Inspector will use his/her own discretion in regard to who participates at the Public Examination. All examination hearings will be open to the public.

Where can I view the Local Plan Publication Consultation documents?

You can view the Local Plan Publication draft Consultation documents

- Online via our website www.york.gov.uk/localplan.
- City of York Council West Offices
- In all libraries in York.

Part B - Your Representation

(Please use a separate Part B form for **each** issue to you want to raise)



3. To which document does your response relate? (Please tick one)

City of York Local Plan Publication Draft

Policies Map

Sustainability Appraisal/Strategic Environmental Assessment

What does 'legally compliant' mean?

Legally compliant means asking whether or not the plan has been prepared in line with: statutory regulations; the duty to cooperate; and legal procedural requirements such as the Sustainability Appraisal (SA). Details of how the plan has been prepared are set out in the published Consultation Statements and the Duty to Cooperate Statement, which can be found at www.york.gov.uk/localplan

4. (1) Do you consider the document is Legally compliant?

Yes

No

4.(2) Do you consider that the document complies with the Duty to Cooperate?

Yes

No

4.(3) Please justify your answer to question 4.(1) and 4.(2)

See attached report for full comments.

What does 'Sound' mean?

Soundness may be considered in this context within its ordinary meaning of 'fit for purpose' and 'showing good judgement'. The Inspector will use the Public Examination process to explore and investigate the plan against the National Planning Policy Framework's four 'tests of soundness' listed below. The scope of the Public Examination will be set by the key issues raised by responses received and other matters the Inspector considers to be relevant.

What makes a Local Plan "sound"?

Positively prepared - the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development.

Justified – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence.

Effective – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities

Consistent with national policy – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework

5.(1) Do you consider the document is Sound?

Yes No

If yes, go to question 5.(4). If no, go to question 5.(2).

5.(2) Please tell us which tests of soundness the document fails to meet: (tick all that apply)

Positively prepared Justified
 Effective Consistent with national policy

5.(3) If you are making comments on whether the document is unsound, to which part of the document do they relate?

(Complete any that apply)

Paragraph no.

Policy Ref.

Site Ref.

H38

5.(4) Please give reasons for your answers to questions 5.(1) and 5.(2)

You can attach additional information but please make sure it is securely attached and clearly referenced to this question.

The Council accept that H38 is available, suitable and that development is achievable and therefore the allocation is sound, it has been justified and will be effective and it is in accordance national guidance.

Please see attached report for full comments.

6. (1) Please set out what change(s) you consider necessary to make the City of York Local Plan legally compliant or sound, having regard to the tests you have identified at question 5 where this relates to soundness.



You will need to say why this modification will make the plan legally compliant or sound. It will be helpful if you could put forward your suggested revised wording of any policy or text.

Please note your representation should cover succinctly all the information, evidence and supporting information necessary to support/justify the representation and the suggested modification, as there will not normally be a subsequent opportunity to make further representations based on the original representation at publication stage.

After this stage, further representations will be only at the request of the Inspector, based on the matters and issues he/she identifies for examination.

No modification proposed.

See attached report for full comments.

7.(1). If your representation is seeking a change at question 6.(1), do you consider it necessary to participate at the hearing sessions of the Public Examination? (tick one box only)

No, I do not wish to participate at the hearing session at the examination. I would like my representation to be dealt with by written representation

Yes, I wish to appear at the examination

If you have selected **No**, your representation(s) will still be considered by the independent Planning Inspector by way of written representations.

7.(2). If you wish to participate at the oral part of the examination, please outline why you consider this to be necessary:

Please note: the Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate at the hearing session of the examination.

Part C - How we will use your Personal Information

We will only use the personal information you give us on this form in accordance with the Data Protection Act 1998 (and any successor legislation) to inform the Local Plan process.

We only ask for what personal information is necessary for the purposes set out in this privacy notice and we will protect it and make sure nobody has access to it who shouldn't.

City of York Council does not pass personal data to third parties for marketing, sales or any other commercial purposes without your prior explicit consent.

As part of the Local Plan process copies of representations made in response to this consultation including your personal information must be made available for public inspection and published on the Council's website; they cannot be treated as confidential or anonymous and will be available for inspection in full. Copies of all representations must also be provided to the Planning Inspectorate as part of the submission of the City of York Local Plan.¹

Storing your information and contacting you in the future:

The information you provide on this form will be stored on a database used solely in connection with the Local Plan. If you have previously responded as part of the consultation on the York Local Plan (previously Local Development Framework prior to 2012), your details are already held on the database. This information is required to be stored by the Council as it must be submitted to the Planning Inspectorate to comply with the law.¹ The Council must also notify those on the database at certain stages of plan preparation under the Regulations.²

Retention of Information

We will only keep your personal information for as long as is necessary and when we no longer have a need to keep it, we will delete or destroy it securely. The Local Planning Authority is required to retain your information during the plan making process. The information you submit relating to the Local Plan can only cease to be made available 6 weeks after the date of the formal adoption of the Plan.³

Your rights

To find out about your rights under the Data Protection Act 1998 (and any successor legislation), you can go to the Information Commissioners Office (ICO) <https://ico.org.uk/for-the-public/>

If you have any questions about this Privacy Notice, your rights, or if you have a complaint about how your information has been used or how long we have kept it for, please contact the Customer Feedback Team at haveyoursay@york.gov.uk or on [01904 554145](tel:01904554145)

Signature



Date

04.04.18

¹ Section 20(3) Planning & Compulsory Purchase Act 2004 Regulations 17,22, 35 & 36 Town and Country Planning (Local Planning) England) Regulations 2012

² Regulation 19 Town and Country Planning (Local Planning) England) Regulations 2012

³ Regulation 35 Town and Country Planning (Local Planning) England) Regulations 2012



RESPONSE TO YORK LOCAL PLAN PUBLICATION DRAFT

LINDEN HOMES STRATEGIC LAND

**H38 - LAND TO THE REAR OF RUFFORTH
PRIMARY SCHOOL**

RESPONSE TO YORK LOCAL PLAN PUBLICATION DRAFT

On behalf of: Linden Homes Strategic Land

In respect of: H38 - Land to the rear of Rufforth Primary School

Date: April 2018

Reference: CL/ML/2408le/R003cl

Author: Claire Linley

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Executive Summary

The Site was assessed as part of the Council's rigorous site selection methodology and as a result of passing this site selection process, the Site was proposed as a housing allocation in the Preferred Options and the Publication Draft versions of the plan as well as the Preferred Sites Consultation and the current version of the Local Plan.

The suitability and appropriateness of the Site for housing development is therefore not in question.

Furthermore, it has been established in this report and by the Council that residential development on the Site would be achievable and that the Site is available for development.

Therefore the principle of allocating the Site for housing within the local plan has been established.

Consequently we **support** the proposed allocation of H38 within the Local Plan.

1.0 Introduction

- 1.1 We are submitting this representation on behalf of our client, Linden Homes Strategic Land and (“the Developer”), in respect of various issues contained in the City of York Local Plan Publication Draft Regulation 19 Consultation (“the Local Plan”) and in particular their interests at land to the rear of Rufforth Primary School, Rufforth.
- 1.2 Linden Homes have an interest in the land to the rear of Rufforth Primary School (“H38”). The land that is in the control of the Developer is shown on the plan attached at **Appendix 1**.
- 1.3 The Council have accepted that H38 is available and that the Site is suitable for residential development and that development can be achieved and as such the Council are proposing to the allocation of H38 for residential development. The Developer wholly **supports** this and the allocation of H38. The Developer also **supports** the estimated development capacity of the Site and confirm that this can be delivered in the plan period.

2.0 The Test of Soundness

2.1 Paragraph 182 of the NPPF indicates that a Local Plan will be examined by an independent inspector whose role is to assess whether the plan has been prepared in accordance with the Duty to Cooperate, legal and procedural requirements, and whether it is sound. A local planning authority should submit a plan for examination which it considers is “**sound**” namely that it is:

- **Positively prepared** – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;
- **Justified** – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
- **Effective** – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and
- **Consistent with national policy** – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework.

3.0 The Site

- 3.1 Rufforth is located approximately 7.5km to the west of York City Centre. Rufforth is linear in shape and follows Wetherby Road (B1224).
- 3.2 The Site would be accessed off Middlewood Close which joins Wetherby Road (B1224), the main road running through the centre of the settlement.
- 3.3 The Site is approximately 0.99 ha in size and is located to the east of Rufforth. It is bounded to the west by a combination of the grounds of Rufforth County Primary School and the residential curtilages of properties on Middlewood Close. To the south the Site is bounded by a hedgerow beyond which there is agricultural land. The northern boundary is formed by a hedgerow beyond which lies the curtilage of a large dwelling. The eastern boundary is formed by a combination of hedgerows and trees with agricultural fields beyond.

4.0 Development Analysis

Introduction

- 4.1 The NPPF indicates that to be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years and in particular that development of the site is viable.
- 4.2 To be considered developable, sites should be in a suitable location for housing development and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged.
- 4.3 Given the above H38 is assessed against these considerations below.

Availability

- 4.4 In relation to availability, Linden Homes Strategic Land currently have an option on the land, and are keen to develop the Site. Linden Homes Strategic Land have confirmed that that H38 is available for immediate development and will be brought forward at the earliest opportunity. H38 is therefore available for development.

Suitability

- 4.5 There is plainly a need to identify land for housing which is suitable to meet the housing requirements within the District.
- 4.6 The National Planning Policy Framework sets out a presumption in favour of sustainable development and encourages the fullest possible use of public transport, walking and cycling and instructs local planning authorities to focus new development in locations which are or can be made sustainable.
- 4.7 H38 is located on the eastern edge of Rufforth directly adjacent to the existing settlement. H38 is therefore both physically and visually very well related to the urban area.
- 4.8 Rufforth offers a range of shops and services including; a public house, village store, tea room, primary school and church. It is therefore considered to be a sustainable settlement.
- 4.9 There are bus stops located in close proximity to the H38 on Wetherby Road (B1224), which is the main road through Rufforth. Consequently, H38 is well connected to nearby facilities as well as those further afield.
- 4.10 It is therefore clear that H38 is well related to the existing settlement and has good access to a range of shops, services, recreational facilities and public transport links thereby providing wider access to services. As such H38 is located in a sustainable location and the allocation of this area of land for residential development accords with the NPPF.

- 4.11 H38 is plainly suitable for housing development. The Council have recognised in all stages of the local plan process that H38 is suitable for housing as they have allocated the land for development continuously.

Achievability

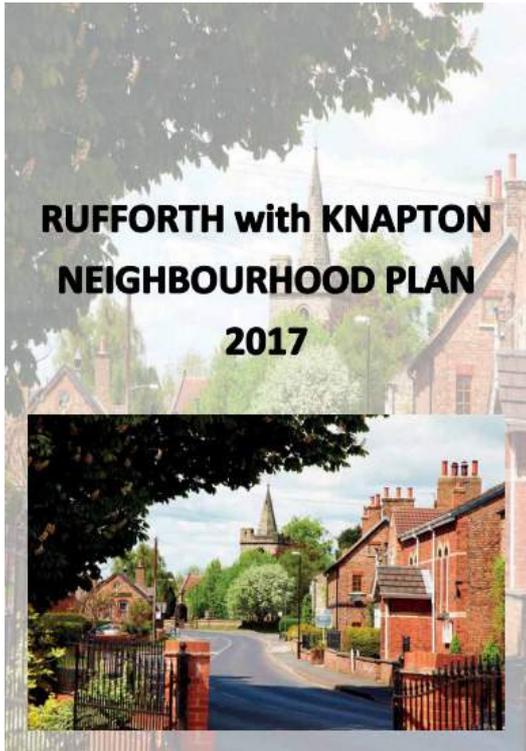
- 4.12 H38 constitutes a flat greenfield parcel of land that is currently in agricultural use.
- 4.13 Access would be taken from Middlewood Close. Middlewood Close forms a simple 'T' with Wetherby Road (B1224) which is the main road running through the centre of the settlement. There are no capacity issues on either Middlewood Close or Wetherby Road. Middlewood Close has a carriageway width of 5 metres with footpaths on either side. Middlewood Close would simply be extended into H38. It is considered that this access adequately serves the proposed development of H38.
- 4.14 H38 is currently in agricultural use with hedgerows to the periphery. Given the nature of agricultural operations H38 is unlikely to have any material nature conservation value. The proposals will provide the opportunity to enhance biodiversity through the inclusion of a new habitats to encourage new species.
- 4.15 H38 lies entirely within Flood Zone 1 and therefore is not recognised to be at risk from flooding.
- 4.16 The foul water will be directed to the public sewers. Further works will be carried out to ascertain how to dispose of surface water.
- 4.17 The development of H38 is considered to be achievable, a matter that the Council agree with.

Conclusion

- 4.18 Overall, it has been demonstrated that H38 is available, that the land is suitable for development and that development of housing on H38 is achievable.

5.0 Neighbourhood Plan

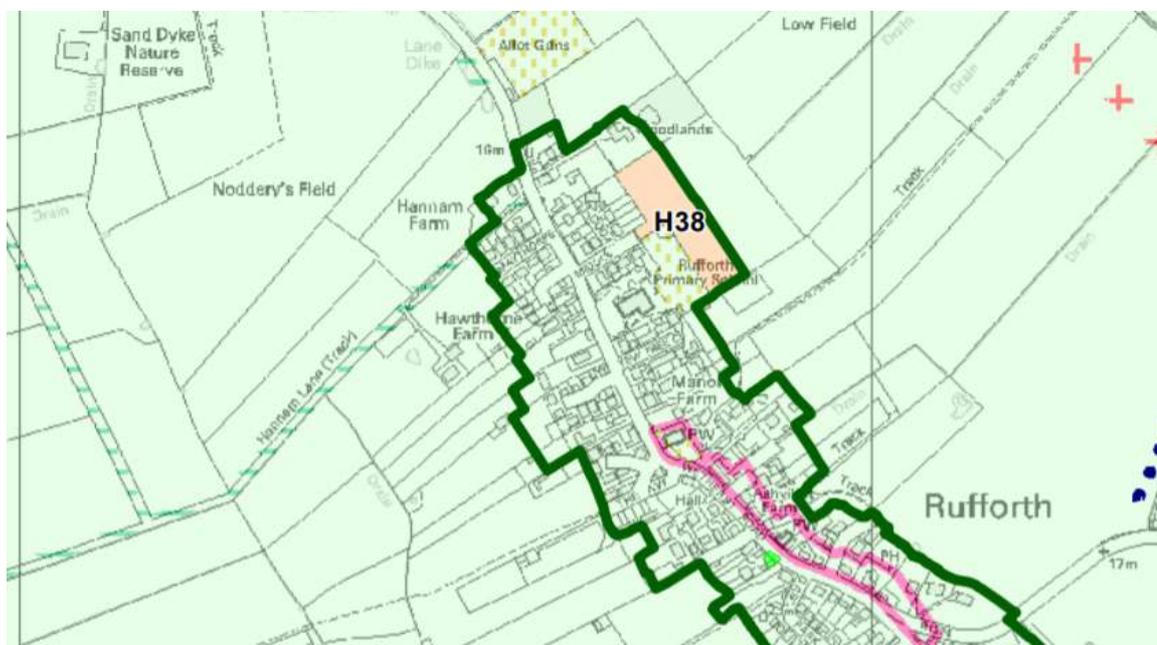
- 5.1 The land identified in the Local Plan as H38 is shown to be allocated for housing development in the Rufforth with Knapton Neighbourhood Plan. The Rufforth with Knapton Neighbourhood Plan has not as yet been examined but the inclusion of H38 in the plan demonstrates local support for the development of the Site.



6.0 Support for H38

Preferred Options (June 2013)

- 6.1 The Council consulted on the Preferred Options draft and its supporting evidence base in summer 2013. The Preferred Options draft set out the spatial strategy for the City which included identifying land for housing and employment growth. H38 was allocated for housing development within the Preferred Options draft.
- 6.2 H38 is identified as being 0.99ha in size and having a capacity of 24 dwellings. It was anticipated that the Site could be developed in the short to medium term (years 1-10). The proposed allocation is shown below.

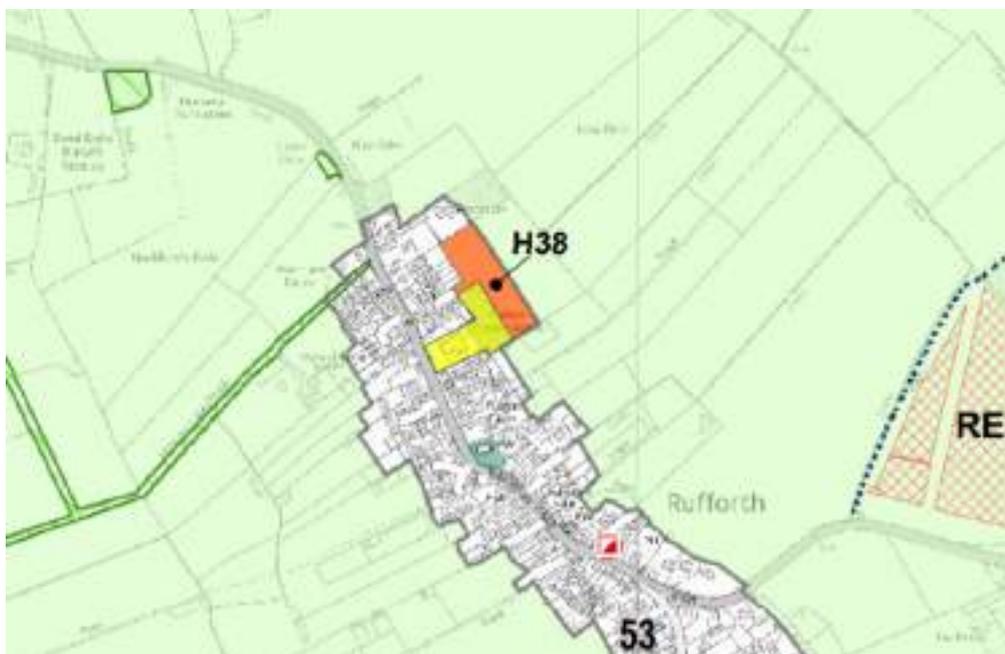


Further Sites Consultation (June 2014).

- 6.3 Following consultation on the Preferred Options draft the Council held a Further Sites Consultation (June 2014). This contained the results of the testing of the suggested modifications and new sites received as part of the previous Preferred Options draft consultation against the Council's rigorous site selection methodology.
- 6.4 The Preferred Options draft and Further Sites Consultation helped to develop and fine tune a portfolio of sites to meet the identified housing and employment needs of the City for the Publication Draft version of the plan.

Publication Draft (September 2014)

- 6.5 The Publication Draft version of the Local Plan was taken to a Local Plan Working Group on the Monday 22nd September which was followed by a Cabinet meeting on Thursday 25th September and the Publication Draft was presented to Scrutiny Panel on Wednesday 8th October 2014. At all of the above stages the Publication Draft was approved by members of the Council. However, following a Full Council meeting on 9th October progress on this plan was halted.
- 6.6 At the time that work on the Publication Draft plan was halted the Council had reaffirmed the allocation of H38 as a housing allocation. In the Publication Draft H38 is shown to be the same area at 0.99ha, however the capacity has increased to 28 dwellings. The Publication Draft plan indicates that H38 is available for development slightly faster than predicted in the Preferred Options plan with it now being anticipated to come forward in the short term (1-5 years).
- 6.7 The proposed allocation contained within the Publication Draft version of the plan is shown below.



The Preferred Sites Consultation (July 2016)

- 6.8 Since 2014, the Council has been updating its evidence base in line with the agreed motion. This has included taking further papers to Members of the Local Plan Working Group in September 2015 in relation to the overall housing and employment requirements for York.
- 6.9 York then released a Preferred Site in July 2016 and supporting evidence as approved by the Executive Members. This was consulted on between 18th July and 12th September 2016. Within this document H38 was again identified by the Council as a housing allocation. H38 was identified as being the same size as in the previous iterations of the plan but again the capacity had been increased to 33 dwellings.

- 6.10 DPP made a representation to this document supporting the existing allocation known as H38 and suggesting that the Site could be extended to follow the existing field boundaries to the rear of the school.

Pre-Publication Draft Regulation 18 (September 2017)

- 6.11 The Council then published the Pre-Publication Draft of the local plan along with its evidence base in September 2017. Pre-Publication Draft plan again showed H38 to be a housing allocation.

Publication Draft Regulation 19 Consultation (February 2018)

- 6.12 The latest version of the Local Plan shows H38 to be allocated for housing development.

Conclusion

- 6.13 The Council have supported the allocation of H38 throughout the local plan process and Linden Homes Strategic Land support the Council's decision to allocate the site known as H38 for housing development.

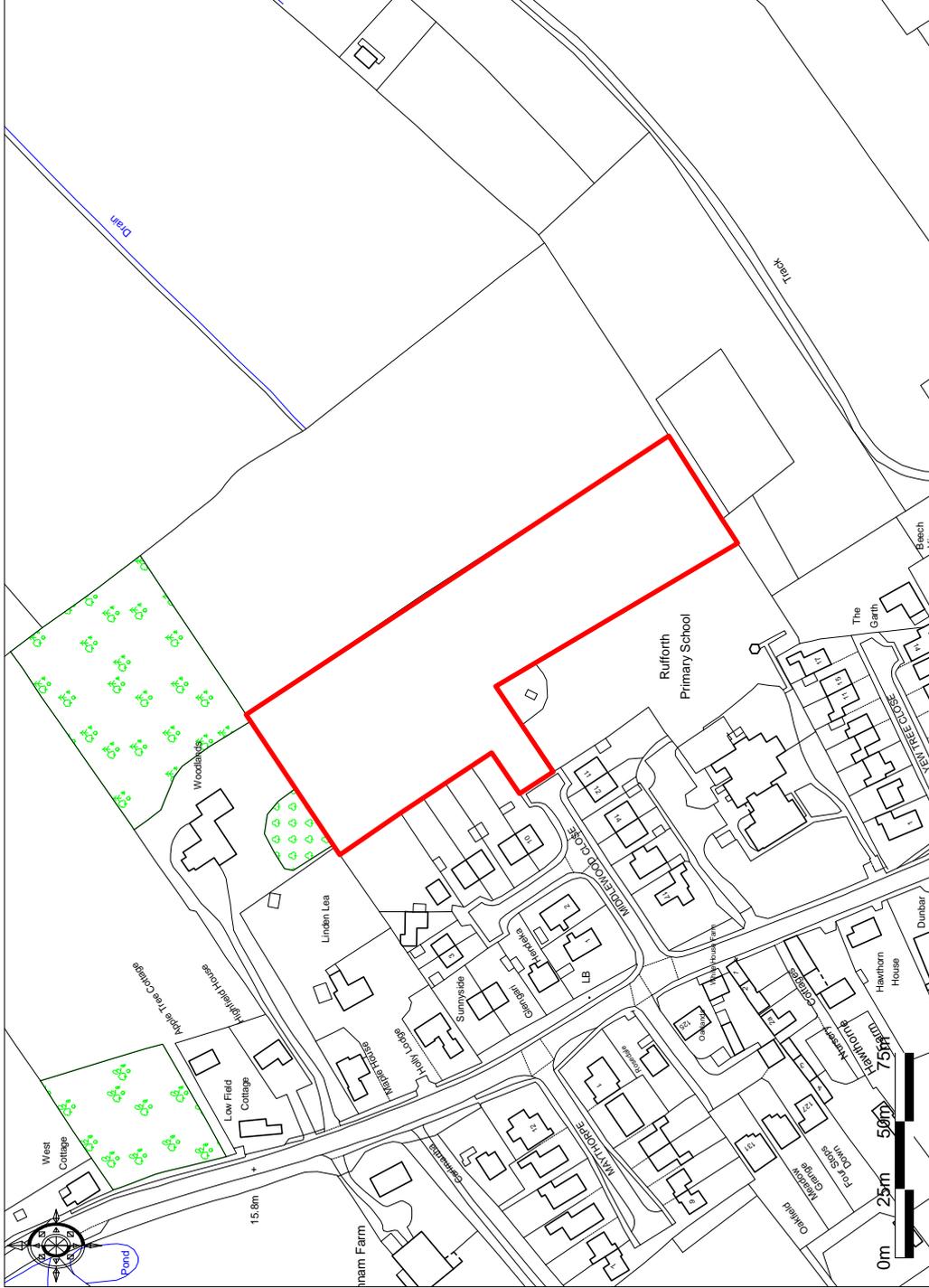
Soundness

- 6.14 The Council accept that H38 is available, suitable and that development is achievable and therefore the allocation is sound, it has been justified and will be effective and it is in accordance national guidance.

Modification

- 6.15 No modification proposed.

Appendix 1 – Site Location Plan



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Appendix 2 – Lichfields' Technical Report on Housing Issues

City of York Local Plan Publication Draft

Technical Report on Housing Issues

Linden Homes, Taylor Wimpey UK Ltd, Persimmon Homes, Strata Homes Ltd and Bellway Homes

March 2018

LICHFIELDS

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1.0 Introduction

- 1.1 Lichfields has been commissioned by Linden Homes, Taylor Wimpey UK Ltd, Persimmon Homes, Strata Homes Ltd & Bellway Homes [the Companies] to undertake a review of City of York Council's housing requirement and housing supply that has formed a key part of the evidence base to inform the City of York Local Plan Publication [LPP] Draft Consultation (March 2018).
- 1.2 Specifically, this report updates our September 2017 Technical Report on Housing Issues and provides a critique of the Objective Assessment of Housing Needs [OAHN] set out in the City of York Strategic Housing Market Assessment [SHMA] Assessment Update (September 2017, prepared by GL Hearn) following previous representations on behalf of the Companies on the 2016 SHMA and 2016 SHMA Addendum.
- 1.3 It also provides high level comments on the Council's housing land supply based on the evidence set out in the following documents:
- 1 The City of York Strategic Housing Land Availability Assessment [SHLAA] (September 2017);
 - 2 The City of York Local Plan Publication Draft (March 2018);
 - 3 Half Year Housing Monitoring Update for Monitoring Year 2017/18 (1st April 2017 to 30th September 2017); and,
 - 4 The City of York Windfall Allowance Technical Paper 2017 (SHLAA Annex 5).
- 1.4 Lichfields considers that on the basis of the contents of this report, the City of York Council is not providing sufficient land to meet the housing needs of the City and further sites should be allocated for housing development as part of the emerging Local Plan.
- 1.5 The remainder of this report is set out as follows:
- 1 **Section 2.0** - This section considers the approach which needs to be taken to calculating Objectively Assessed Housing Need [OAHN] and sets out the requirements of the Framework, the Practice Guidance and relevant High Court judgments in this context;
 - 2 **Section 3.0** – This section provides an overview of the findings of the 2016 SHMA and 2016 SHMA addendum, a summary of Lichfields response to these documents, and an overview of the findings of the September 2017 SHMA Assessment Update;
 - 3 **Section 4.0** - Provides a critique of the September 2017 SHMA Assessment Update. This Section sets out the extent to which the document fulfils the necessary requirements previously discussed and whether it represents the full, objectively assessed housing need for the City of York. **Appendix 1** sets out Lichfields' assessment of Market Signals in the City of York;
 - 4 **Section 5.0** - Considers the approach which needs to be taken to assessing housing land supply and sets out the requirements of the Framework, the Practice Guidance and relevant High Court judgments in this context;
 - 5 **Section 6.0** – Provides an overview of the Council's housing supply evidence;
 - 6 **Section 7.0** – Identifies the relevant housing requirement figures to be used for both the 5-year assessment and the plan period assessment;
 - 7 **Section 8.0** - Assesses the adequacy of the deliverable and developable supply of housing sites to meet the requirement for the plan period and 5-year period. It draws on the information supplied by the Council in the LPP and associated evidence base;
 - 8 **Section 9.0** - Assesses the housing supply against the OAHNs for York identified by the Council and by Lichfields; and,

- 9 **Section 10.0** Summarises the key issues within the Councils evidence base and sets out why it is not compliant with the requirements for an OAHN calculation and housing land supply.

2.0 Approach to Identifying OAHN

Introduction

- 2.1 This section sets out the requirements of the Framework and the Practice Guidance in objectively assessing housing needs. This will provide the benchmark against which the SHMA Assessment Update will be reviewed, to ensure the necessary requirements are met. In addition, relevant High Court judgments have been referenced to set out the requirements of an OAHN calculation in a legal context.

Policy Context

National Planning Policy Framework

- 2.2 The Framework outlines a two-step approach to setting housing requirements in Local Plans. Firstly, to define the full objectively assessed need for development and then secondly, to set this against any adverse impacts or constraints which would mean that need might not be met. This is enshrined in the approach defined in the Framework which sets out the presumption in favour of sustainable development:

“For plan-making this means that:

- *LPAs should positively seek opportunities to meet the development needs of their area;*
- *Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless:*
 - *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or*
 - *specific policies in this Framework indicate development should be restricted.”¹*

- 2.3 The Framework goes on to set out that in order to 'boost significantly' the supply of housing, LPAs should:

“use their evidence base to ensure that their Local Plan meets the full objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in the framework...”²

- 2.4 The Framework sets out the approach to defining such evidence which is required to underpin a local housing requirement. It sets out that in evidencing housing needs:

“LPAs should have a clear understanding of housing needs in their area. They should:

- *prepare a SHMA to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries. The SHMA should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period which:*
 - *meets household and population projections, taking account of migration and demographic change;*

¹ Framework - §14

² Framework - §47

- *addresses the need for all types of housing, including affordable housing and the needs of different groups in the community...; and*
- *caters for housing demand and the scale of housing supply necessary to meet this demand... ”³*

2.5 Furthermore, the core planning principles set out in the Framework⁴ indicate that a planned level of housing to meet objectively assessed needs must respond positively to wider opportunities for growth and should take account of market signals, including housing affordability.

Draft National Planning Policy Framework

2.6 The Framework draft text for consultation was published in March 2018. It has an unequivocal emphasis on housing, with the introduction to the consultation proposals clarifying that the country needs radical, lasting reform that will allow more homes to be built, with the intention of reaching 300,000 net additional homes a year. The draft states that to support the Government’s objective of ‘significantly boosting the supply of homes’, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay [§60].

2.7 In particular:

“In determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment, conducted using the standard method in national planning guidance – unless there are exceptional circumstances that justify an alternative approach which also reflects current and future demographic trends and market signals. In establishing this figure, any needs that cannot be met within neighbouring areas should also be taken into account”. [§61]

2.8 The draft also makes it clear that when identifying the housing need, policies should also break the need down by size, type and tenure of homes required for different groups in the community (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes) [§62].

2.9 Paragraphs 68 - 78 also set out how Councils should identify and maintain a five years’ worth of housing against their housing requirement.

2.10 In terms of the weight that can be attached to this draft document, it is accepted that only limited weight can be attached to the document at present as it is still out for consultation. In this regard, paragraph 209 to Annex 1 of the draft Framework states that the policies in the previous Framework will apply for the purposes of examining plans, where those plans are submitted on or before the date which is 6 months after the final Framework’s publication. *“in these cases the examination will take no account of the new Framework”*.

2.11 However the draft Framework remains a useful indicator of the direction of travel, not least with the approach to be taken to defining housing need, which has already been the subject of an earlier consultation (*‘Planning for the right homes in the right places’*, September 2017), to which MHCLG published a summary of consultation responses and its view on the way forward in March 2018.

³ Framework - §159

⁴ Framework - §17

National Planning Practice Guidance

- 2.12 The Framework is supplemented by the Practice Guidance which provides an overarching framework for considering housing needs, but also acknowledges that:

“There is no one methodological approach or use of a particular dataset(s) that will provide a definitive assessment of development need”⁵.

- 2.13 The Guidance states that household projections published by CLG should provide the starting point estimate of overall housing need⁶.

- 2.14 Although the Practice Guidance notes that demographic trends should be applied as a starting point when assessing the OAHN, it goes on to state that consideration should also be given to the likely change in job numbers. This supports the importance that the Framework⁷ places on the economy and the requirement to *“ensure that their assessment of and strategies for housing, employment and other uses are integrated, and that they take full account of relevant market and economic signals”*. A failure to take account of economic considerations in the determination of the OAHN would be inconsistent with this policy emphasis.

- 2.15 The Inspector at the Fairford Inquiry⁸ recognised the role of economic factors in the assessment of the OAHN for Cotswold District:

“The Council has not provided a figure for OAN which takes account of employment trends. The Council argues that the advice in the PPG does not require local planning authorities to increase their figure for OAN to reflect employment considerations, but only to consider how the location of new housing or infrastructure development could help address the problems arising from such considerations. I disagree. In my view, the PPG requires employment trends to be reflected in the OAN, as they are likely to affect the need for housing. They are not “policy on” considerations but part of the elements that go towards reaching a “policy off” OAN, before the application of policy considerations. There is no evidence that the Council’s figures reflect employment considerations” [IR. §19].

- 2.16 This view reflects the position expressed by the Inspector (and confirmed by the Secretary of State) in the Pulley Lane Inquiries in Droitwich Spa⁹. The Inspector’s report (which was accepted by the SoS) states that:

“The Council’s case that “unvarnished” means arriving at a figure which doesn’t take into account migration or economic considerations is neither consistent with the (Gallagher) judgment, nor is it consistent with planning practice for deriving a figure for objectively assessed need to which constraint policies are then applied. Plainly the Council’s approach is incorrect. Clearly, where the judgement refers to ‘unvarnished’ figures (paragraph 29) it means environmental or other policy constraints. There is nothing in the judgement which suggests that it is not perfectly proper to take into account migration, economic considerations, second homes and vacancies”. [IR. §8.45]

- 2.17 Housing need, as suggested by household projections, should be adjusted to reflect appropriate market signals, as well as other market indicators of the balance between the demand for and supply of dwellings. Relevant signals may include land prices, house prices, rents, affordability (the ratio between lower quartile house prices and the lower quartile income or earnings can be

⁵ Practice Guidance – ID:2a-005-20140306

⁶ Practice Guidance – ID:2a-015-20140306

⁷ Framework - §158

⁸ Land South of Cirencester Road, Fairford (PINS Ref No: APP/F1610/A/14/2213318) (22 September 2014).

⁹ Land at Pulley Lane, Newland Road and Primsland Way, Droitwich Spa (APP/H1840/A/13/2199085) and Land north of Pulley Lane, Newland Road and Primsland Way, Droitwich Spa (PINS Ref No: APP/H1840/A/13/2199426) (2 July 2014).

used to assess the relative affordability of housing), rate of development and, overcrowding¹⁰:

“Appropriate comparisons of indicators should be made. This includes comparison with longer term trends (both in absolute levels and rates of change) in the: housing market area; similar demographic and economic areas; and nationally. A worsening trend in any of these indicators will require upward adjustment to planned housing numbers compared to ones based solely on household projections.”¹¹

- 2.18 In areas where an upward adjustment is required, plan makers should set this adjustment at a level that is reasonable. The more significant the affordability constraints (as reflected in rising prices and rents, and worsening affordability ratio) and the stronger other indicators of high demand (e.g. the differential between land prices), the larger the improvement in affordability needed and, therefore, the larger the additional supply response should be¹².
- 2.19 The Guidance recognises that market signals are affected by a number of economic factors, and plan makers should not attempt to estimate the precise impact of an increase in housing supply. Rather they should increase planned supply by an amount that, on reasonable assumptions and consistent with principles of sustainable development, could be expected to improve affordability, and monitor the response of the market over the plan period¹³.
- 2.20 The Practice Guidance concludes by suggesting that the total need for affordable housing should be identified and converted into annual flows by calculating the total net need (subtracting total available stock from total gross need) and converting total net need into an annual flow.
- 2.21 The total affordable housing need should then be considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments, given the probable percentage of affordable housing to be delivered by market housing led developments:

“An increase in the total housing figures included in the local plan should be considered where it could help deliver the required number of affordable homes.”¹⁴

Draft Planning Practice Guidance

- 2.22 Following on from the draft Framework, on 9th March 2018 MHCLG published its draft Planning Practice Guidance for consultation. This provides further detail on 6 main topic areas: viability; housing delivery; local housing need assessments; Neighbourhood Plans; Plan-making and Build-to-rent.
- 2.23 Regarding housing delivery, the draft Practice Guidance sets out how local authorities should identify and maintain a 5-year supply of specific deliverable sites, bringing the Guidance into line with recent Ministerial statements and High Court Judgements. In particular, it clarifies that along with older peoples’ housing, all student accommodation can be included towards the housing requirement, based on the amount of accommodation it releases in the housing market.
- 2.24 Furthermore, LPAs should deal with deficits or shortfalls against planned requirements within the first 5 years of the plan period (i.e. the ‘Sedgefield’ approach to backlog).
- 2.25 In terms of the Local Housing Need Assessment, this takes forward the approach set out in CLG’s September 2017 consultation on *“Planning for the right homes in the Right Places”*. The proposed approach to a standard method for calculating local housing need, including transitional arrangements, is set out and as before, consists of three components. The starting point would continue to be a demographic baseline using the latest CLG household projections

¹⁰ Practice Guidance – ID:2a-019-20140306

¹¹ Practice Guidance – ID:2a-020-20140306

¹² Practice Guidance – ID:2a-020-20140306

¹³ *ibid*

¹⁴ Practice Guidance – ID: 2a-029-20140306

(over a 10-year time horizon), which is then modified to account for market signals (the median price of homes set against median workplace earnings). The modelling proposes that each 1% increase in the ratio of house prices to earnings above 4 results in a ¼% increase in need above projected household growth.

2.26 The uplift is then capped to limit any increase an authority may face when they review their plan:

- a *“for those authorities that have reviewed their plan (including a review of local housing need) or adopted their plan in the last five years, a cap may be applied to their new annual local housing need figure at 40 per cent above the average annual requirement figure currently set out in their plan; or*
- b *for those authorities that have not reviewed their plan (including a review of local housing need) or adopted their plan in the last five years, a cap may be applied to their new annual local housing need figure at 40% above whichever is higher of the projected household growth for their area over the 10 years (using Office for National Statistics’ household projections), or the annual housing requirement figure set out in their most recent plan if one exists.” [page 25]*

2.27 The various stages are set out in Figure 2.1.

Figure 2.1 Proposed methodology for determination of OAHN



Source: Lichfields

2.28 In terms of the ability of LPAs to deviate from this proposed new methodology, this is discouraged unless there are compelling circumstances not to adopt the approach. For example:

“There may be circumstances where it is justifiable to identify need above the need figure identified by the standard method. The need figure generated by the standard method should be considered as the minimum starting point in establishing a need figure for the purposes of plan production. The method relies on past growth trends and therefore does not include specific uplift to account for factors that could affect those trends in the future. Where it is likely that additional growth (above historic trends identified by household

projections) will occur over the plan period, an appropriate uplift may be applied to produce a higher need figure that reflects that anticipated growth. Circumstances where an uplift will be appropriate include, but are not limited to; where growth strategies are in place, strategic level infrastructure improvements are planned, funding is in place to promote and facilitate growth (i.e. Housing Deals, Housing Infrastructure Fund). In these circumstances, the local housing need figure can be reflected as a range, with the lower end of the range being as a minimum the figure calculated using the standard method. Where an alternative approach identifies a need above the local housing need assessment method, the approach will be considered sound, unless there are compelling reasons to indicate otherwise.” [page 26]

2.29 As to whether LPAs can identify a lower level of need, as York City Council is suggesting:

“Plan-making authorities should use the standard method for assessing local housing need unless there are exceptional circumstances to justify an alternative approach. Any deviation which results in a lower housing need figure than the standard approach will be subject to the tests of soundness and will be tested thoroughly by the Planning Inspectorate at examination. The plan-making authority will need to make sure that the evidence base is robust and based on realistic assumptions, and that they have clearly set out how they have demonstrated joint working with other plan-making authorities. In such circumstances, the Planning Inspector will take the number from the standard method as a reference point in considering the alternative method.” page 26]

2.30 Lichfields notes the following with regard to the weight to be can be attached to MHCLG’s proposed new method:

- 1 **Status of the document:** MHCLG’s document is currently out for consultation, has yet to be finalised and may be subject to significant numbers of objections from interested parties;
- 2 **Proposed Transitional Arrangements:** As noted in the draft Framework above, the policies in the previous Framework will apply for the purposes of examining plans, where those plans are submitted on or before the date which is 6 months after the final Framework’s publication.

Recent Legal Judgements

2.31 There have been several key recent legal judgments of relevance to the identification of OAHN, and which provide clarity on interpreting the Framework:

- 1 ‘St Albans City and District Council v (1) Hunston Properties Limited and (2) Secretary of State for Communities and Local Government [2013] EWCA Civ 1610’ referred to as “Hunston”;
- 2 ‘(1) Gallagher Homes Limited and (2) Lioncourt Homes Limited v Solihull Metropolitan Borough Council [2014] EWHC 1283’ referred to as “Solihull”;
- 3 ‘Satnam Millennium Limited and Warrington Borough Council [2015] EWHC 370’ referred to as “Satnam”; and,
- 4 ‘Kings Lynn and West Norfolk Borough Council v (i) Secretary of State for Communities and Local Government and (ii) Elm Park Holdings [2015] EWHC 1958’ referred to as “Kings Lynn”.

Hunston

- 2.32 “Hunston” [EWCA Civ 1610] goes to the heart of the interpretation of the Framework¹⁵. It relates to an appeal decision in respect of a scheme predominantly comprising housing on a Green Belt site. Its relevance is that it deals with the question of what forms the relevant benchmark for the housing requirement, when policies on the housing requirement are absent, silent or out of date as referred to in the Framework¹⁶.
- 2.33 Hunston establishes that §47 applies to decision-taking as well as plan-making and that where policies for the supply of housing are out of date, objectively assessed needs become the relevant benchmark.
- 2.34 Sir David Keene in his judgment at §25 stated:
- “... I am not persuaded that the inspector was entitled to use a housing requirement figure derived from a revoked plan, even as a proxy for what the local plan process may produce eventually. The words in paragraph 47(1), “as far as is consistent with the policies set out in this Framework” remind one that the Framework is to be read as a whole, but their specific role in that sub-paragraph seems to me to be related to the approach to be adopted in producing the Local Plan. If one looks at what is said in that sub-paragraph, it is advising local planning authorities:*
- “...to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework.”*
- “That qualification contained in the last clause quoted is not qualifying housing needs. It is qualifying the extent to which the Local Plan should go to meet those needs. The needs assessment, objectively arrived at, is not affected in advance of the production of the Local Plan, which will then set the requirement figure.”*
- 2.35 Crucially Hunston determined that it is clear that constraints should not be applied in arriving at an objective assessment of need. Sir David Keene in Hunston goes on to set out that [§§26-27]:
- “... it is not for an inspector on a Section 78 appeal to seek to carry out some sort of local plan process as part of determining the appeal, so as to arrive at a constrained housing requirement figure. An inspector in that situation is not in a position to carry out such an exercise in a proper fashion, since it is impossible for any rounded assessment similar to the local plan process to be done... It seems to me to have been mistaken to use a figure for housing requirements below the full objectively assessed needs figure until such time as the Local Plan process came up with a constrained figure.”*
- “It follows from this that I agree with the judge below that the inspector erred by adopting such a constrained figure for housing need. It led her to find that there was no shortfall in housing land supply in the district. She should have concluded, using the correct policy approach, that there was such a shortfall. The supply fell below the objectively assessed five year requirement.”*

Solihull

- 2.36 “Solihull” [EWHC 1283] is concerned with the adoption of the Solihull Local Plan and the extent to which it was supported by a figure for objectively assessed housing need. Although related to

¹⁵ Framework - §47

¹⁶ Framework - §14

plan-making, it again deals with the Framework¹⁷ and draws upon, and reiterates, the earlier Hunston judgment.

2.37 The judgment of Hickinbottom J in Solihull sets out a very useful summary of the staged approach to arriving at a housing requirement, providing some useful definitions of the concepts applied in respect of housing needs and requirements [§37]:

*“i) **Household projections:** These are demographic, trend-based projections indicating the likely number and type of future households if the underlying trends and demographic assumptions are realised. They provide useful long-term trajectories, in terms of growth averages throughout the projection period. However, they are not reliable as household growth estimates for particular years: they are subject to the uncertainties inherent in demographic behaviour, and sensitive to factors (such as changing economic and social circumstances) that may affect that behaviour...”*

*“ii) **Full Objective Assessment of Need for Housing:** This is the objectively assessed need for housing in an area, leaving aside policy considerations. It is therefore closely linked to the relevant household projection; but is not necessarily the same. An objective assessment of housing need may result in a different figure from that based on purely demographics if, e.g., the assessor considers that the household projection fails properly to take into account the effects of a major downturn (or upturn) in the economy that will affect future housing needs in an area. Nevertheless, where there are no such factors, objective assessment of need may be – and sometimes is – taken as being the same as the relevant household projection.”*

*“iii) **Housing Requirement:** This is the figure which reflects, not only the assessed need for housing, but also any policy considerations that might require that figure to be manipulated to determine the actual housing target for an area. For example, built development in an area might be constrained by the extent of land which is the subject of policy protection, such as Green Belt or Areas of Outstanding Natural Beauty. Or it might be decided, as a matter of policy, to encourage or discourage particular migration reflected in demographic trends. Once these policy considerations have been applied to the figure for full objectively assessed need for housing in an area, the result is a “policy on” figure for housing requirement. Subject to it being determined by a proper process, the housing requirement figure will be the target against which housing supply will normally be measured.”*

2.38 Whilst this is clear that a housing requirement is a “policy on” figure and that it may be different from the full objectively assessed need, Solihull does reiterate the principles set out in Hunston, namely that where a Local Plan is out of date in respect of a housing requirement (in that there is no Framework-compliant policy for housing provision within the Development Plan) then the housing requirement for decision taking will be an objective assessment of need [§88]:

“I respectfully agree with Sir David Keene (at [4] of Hunston): the drafting of paragraph 47 is less than clear to me, and the interpretative task is therefore far from easy. However, a number of points are now, following Hunston, clear. Two relate to development control decision-taking.

i) “Although the first bullet point of paragraph 47 directly concerns plan-making, it is implicit that a local planning authority must ensure that it meets the full, objectively assessed needs for market and affordable housing in the housing market, as far as consistent with the policies set out in the NPPF, even when considering development

¹⁷ Framework - §14 & §47

control decisions.”

- ii) *“Where there is no Local Plan, then the housing requirement for a local authority for the purposes of paragraph 47 is the full, objectively assessed need.”*

2.39 Solihull also reaffirms the judgment in Hunston that full objectively assessed needs should be arrived at, and utilised, without the application of any constraining factors. At §91 of the judgment the judge sets out:

“... in the context of the first bullet point in paragraph 47, policy matters and other constraining factors qualify, not the full objectively assessed housing needs, but rather the extent to which the authority should meet those needs on the basis of other NPPF policies that may, significantly and demonstrably outweigh the benefits of such housing provision.”

Satnam

2.40 “Satnam” [EWHC 370] highlights the importance of considering affordable housing needs in concluding on full OAHN. The decision found that the adopted OAHN figure within Warrington’s Local Plan was not in compliance with policy in respect of affordable housing because (as set out in §43) the assessed need for affordable housing need was never expressed or included as part of OAHN.

2.41 The decision found that the “*proper exercise*” had not been undertaken, namely:

- “(a) having identified the OAN for affordable housing, that should then be considered in the context of its likely delivery as a proportion of mixed market/affordable housing development; an increase in the total housing figures included in the local plan should be considered where it could help deliver the required number of affordable homes;”*
- “(b) the Local Plan should then meet the OAN for affordable housing, subject only to the constraints referred to in NPPF, paragraphs 14 and 47.”*

2.42 In summary, this judgment establishes that full OAHN has to include an assessment of full affordable housing needs.

Kings Lynn

2.43 Whilst “Satnam” establishes the fact that full OAHN must include affordable housing needs, “Kings Lynn” [EWHC 1958] establishes how full affordable housing needs should be addressed as part of a full OAHN calculation. The judgment identifies that it is the function of a SHMA to address the needs for all types of housing including affordable, but not necessarily to meet these needs in full. The justification of this statement is set out below in §35 to §36 of the judgment.

“At the second stage described by the second sub-bullet point in paragraph 159, the needs for types and tenures of housing should be addressed. That includes the assessment of the need for affordable housing as well as different forms of housing required to meet the needs of all parts of the community. Again, the PPG provides guidance as to how this stage of the assessment should be conducted, including in some detail how the gross unmet need for affordable housing should be calculated. The Framework makes clear these needs should be addressed in determining the FOAN, but neither the Framework nor the PPG suggest that they have to be met in full when determining that FOAN. This is no doubt because in practice very often the calculation of unmet affordable housing need will produce a figure which the planning authority has little or no prospect of delivering in practice. That is because the vast majority of delivery will occur as a proportion of open-market schemes and is therefore dependent for its delivery upon market housing being

developed. It is no doubt for this reason that the PPG observes at paragraph ID 2a-208-20140306 as follows:

"i The total affordable housing need should then be considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments, given the probable percentage of affordable housing to be delivered by market housing led developments. An increase in total housing figures included in the local plan should be considered where it could help deliver the required number of affordable homes."

"This consideration of an increase to help deliver the required number of affordable homes, rather than an instruction that the requirement be met in total, is consistent with the policy in paragraph 159 of the Framework requiring that the SHMA "addresses" these needs in determining the FOAN. They should have an important influence increasing the derived FOAN since they are significant factors in providing for housing needs within an area."

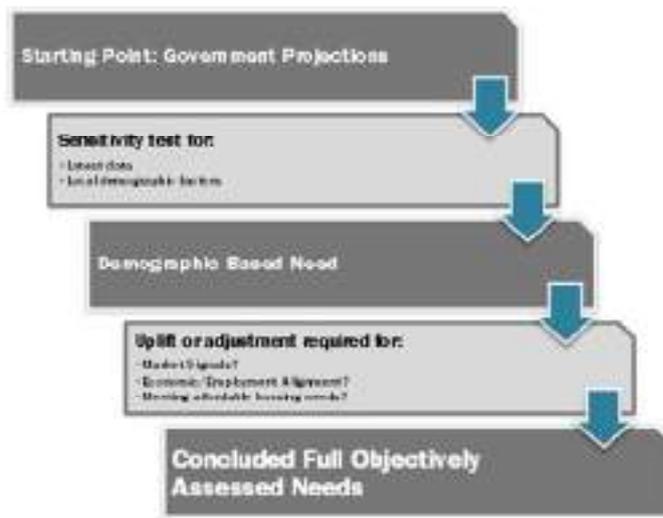
- 2.44 The judgment is clear that the correct method for considering the amount of housing required to meet full affordable housing needs is to consider the quantum of market housing needed to deliver full affordable housing needs (at a given percentage). However, as the judgment sets out, this can lead to a full OAHN figure which is so large that a LPA would have *"little or no prospect of delivering [it] in practice"*. Therefore, it is clear from this judgment that although it may not be reasonable and therefore should not be expected that the OAHN will include affordable housing needs in full, an uplift or similar consideration of how affordable needs can be 'addressed' is necessary as part of the full OAHN calculation. This reflects the Framework¹⁸.

Conclusion

- 2.45 It is against this policy context that the housing need for the City of York must be considered. In practice, applying the Framework and Practice Guidance to arrive at a robust and evidenced OAHN is a staged and logical process. An OAHN must be a level of housing delivery which meets the needs associated with population, employment and household growth, addresses the need for all types of housing including affordable and caters for housing demand.
- 2.46 Furthermore, a planned level of housing to meet OAHN must respond positively to wider opportunities for growth and should take account of market signals, including affordability. This approach has been supported by the recent Legal Judgements summarised above. This approach is summarised in Figure 2.2.

¹⁸ Framework - §158

Figure 2.2 The Framework and Practice Guidance Approach to Objectively Assessing Housing Needs



Source: Lichfields based upon the Framework / Practice Guidance

3.0 City of York Council's OAHN Evidence

Introduction

- 3.1 Before setting out a critique of CYC's housing OAHN evidence base, it is important to recognise that the Council has never had an adopted Local Plan for the City (under the 1971 Act, the 1990 Act or the 2004 Act) and progress on the current draft Local Plan has been, it is not unfair to say, glacial.
- 3.2 The development plan for York comprises two policies¹⁹ and the Key Diagram of the partially revoked Yorkshire and Humber Regional Strategy (2008) [YHRS]. There is no adopted Local Plan for York that forms part of the development plan. Instead, there is a long history of failed attempts to produce an adopted Local Plan.
- 3.3 The Council published the '*York Local Plan - Preferred Options*' document for consultation in summer 2013, followed by a 'Further Sites' consultation for six weeks in summer 2014 which included potential new sites and changes to the boundaries of some of the sites originally identified. Following these consultations, a '*Publication Draft Local Plan and Proposals Map*' was considered by the Local Plan Working Group [LPWG] and by Cabinet in September 2014²⁰. With the intention of progressing a Framework compliant Local Plan, the Cabinet resolved to carry through the LPWG's recommendations and approve the Local Plan Publication Draft for public consultation, subject to amendments circulated at the Cabinet meeting and to instruct officers to report back following the consultation with a recommendation on whether it would be appropriate to submit the Publication Draft for public examination.
- 3.4 However, at the Full Council on 9 October 2014²¹ a resolution was made to halt the public consultation on the Local Plan Publication Draft in order to reassess and accurately reflect objectively assessed housing requirements. The resolution also instructed officers to produce a report on the housing trajectory to be brought back to the next meeting of the LPWG in November 2014 along with the relevant background reports. The intention was for the report to allow the LPWG to agree an accurate analysis of the housing trajectory that is objective, evidence based and deliverable. The analysis was to be used to "*inform housing allocations and a new proposed Local Plan to be brought back to the next LPWG for discussion and recommendation to Cabinet in November.*"
- 3.5 The Council published the following 'further work' on the Local Plan relating to housing needs since the Full Council resolution to halt the Publication Draft Local Plan in 2014:
- 1 In December 2014, the LPWG considered a report on '*Housing Requirements in York*' which was based on two background documents produced by Arup²². The report set out four different housing requirement figures that were considered sound against the evidence base and three options for progressing the work on housing requirements. The LPWG members agreed a housing requirement figure of 926dpa²³;
 - 2 In September 2015 the LPWG considered an update on the '*Objective Assessment of Housing Need*' [OAHN] report produced by Arup²⁴ and a report on '*Economic Growth*'²⁵. The Arup report concluded that the housing 'requirement' should be in the range of 817

¹⁹ Both relating to Green Belt, requiring its inner boundaries to be defined in a plan and confirming that the general extent is about 6 miles out from the City centre

²⁰ Cabinet Meeting Thursday 25 September, 2014 - Minutes

²¹ Resolutions and proceedings of the Meeting of the City of York Council held in Guildhall, York on Thursday, 9th October, 2014

²² Assessment of the Evidence on Housing Requirements in York (Arup, May 2013) & Housing Requirements in York: Evidence on Housing Requirements in York: 2014 Update (Arup, September 2014)

²³ Local Plan Working Group 17 December 2014 - Minutes

²⁴ Evidence on Housing Requirements in York: 2015 Update – Arup (August 2015)

²⁵ York Economic Forecasts – Oxford Economics (May 2015)

dwellings per annum [dpa] to 854dpa between 2012 and 2031. The LPWG's recommendations were that the Executive Committee note the Arup OAHN report and endorse further work, including an evaluation of any spatial and delivery implications, on two scenarios for economic growth that would be reported back to the LPWG in due course;

- 3 In Autumn 2015 the Council commissioned GL Hearn jointly with Ryedale, Hambleton and the North York Moors National Park Authority to undertake a Strategic Housing Market assessment [SHMA]²⁶. This study aimed to provide a clear understanding of housing needs in the City of York area. The SHMA was published as part of a suite of documents for the LPWG meeting on 27th June 2016. It concluded that the OAHN for the City of York was in the order of 841dpa.
- 4 On the 25th May 2016 ONS published a new set of (2014-based) sub national population projections [SNPP]. These projections were published too late in the SHMA process to be incorporated into the main document. However in June 2016 GL Hearn produced an Addendum²⁷ to the main SHMA report which briefly reviewed key aspects of the projections and concluded that the latest (higher) SNPP suggested a need for some 898dpa between 2012 and 2032. However due to concerns over the historic growth within the student population, the Addendum settled on a wider OAHN range of 706dpa - 898dpa, and therefore the Council considered that it did not need to move away from the previous 841dpa figure.
- 5 DCLG published updated 2014-based sub-national household projections [SNHP] in July 2016. GL Hearn was asked by City of York Council to update the SHMA to take account of these new figures and to assess the representations received through the Preferred Sites Consultation [PSC] relating to OAN. The GL Hearn SHMA Addendum Update (May 2017) subsequently updated the demographic starting point for York based on these latest household projections. The 2014-based SNHP increases the demographic starting point from 783dpa (in the 2016 SHMA) to 867dpa. In their Update, GL Hearn then applied a 10% uplift to the 867dpa starting point to account for market signals and affordable housing need and identifies a resultant housing need of 953dpa. However, a cover sheet to GL Hearn's Update, entitled 'Introduction and Context to objective Assessment of Housing Need' was inserted at the front of this document by the Council. This states that 867dpa is the relevant baseline demographic figure for the 15 year period of the plan (2032/33). The Council rejected the 953dpa figure on the basis that GL Hearn's conclusions stating:

"...Hearn's conclusions were speculative and arbitrary, rely too heavily on recent short-term unrepresentative trends and attach little or no weight to the special character and setting of York and other environmental considerations."

- 3.6 As a result of this approach, the February 2018 City of York Publication Draft now states in Policy SS1: Delivering Sustainable Growth for York, the intention to:

"Deliver a minimum annual provision of 867 new dwellings over the plan period to 2032/33 and post plan period to 2037/38."

- 3.7 The supporting text to this policy makes no mention of the 953 dpa OAHN figure, but instead claims that 867 dpa is "*an objectively assessed housing need*" [§3.3].

- 3.8 The remainder of this section provides an overview of the findings of the 2016 SHMA and 2016 SHMA addendum, a summary of Lichfields response to these documents, and an overview of the findings of the September 2017 SHMA Assessment Update.

²⁶GL Hearn (June 2016): City of York Council Strategic Housing Market Assessment

²⁷GL Hearn (June 2016): City of York Council Strategic Housing Market Assessment - Addendum

Overview of the City of York SHMA

- 3.9 The emerging City of York Local Plan is currently underpinned by three key housing need documents:
- 1 City of York Strategic Housing Market Assessment [SHMA], prepared on behalf of CYC by GL Hearn in June 2016;
 - 2 City of York SHMA Addendum, prepared on behalf of CYC by GL Hearn in June 2016; and,
 - 3 City of York September 2017 SHMA Assessment Update prepared on behalf of CYC by GL Hearn.
- 3.10 These documents follow on from previous reports prepared to inform the emerging Local Plan including the *'City of York Council Housing Requirements in York Evidence on Housing Requirements in York: 2015 Update'* (August 2015) prepared by Arup and the *'North Yorkshire Strategic Housing Market Assessment'* (November 2011) prepared by GVA.
- 3.11 A review of these documents and Lichfields' previous submissions on the City of York SHMA (June 2016) and the SHMA Addendum (June 2016) has been provided below in order to provide the context to the issues raised in this Technical Report.

City of York SHMA (June 2016)

- 3.12 GL Hearn states that the SHMA was prepared *'essentially to sensitivity check'* the Arup August 2015 Housing Requirements in York report. However, it departs significantly from the Arup approach and undertakes an entirely new set of modelling using the 2012-based SNPP and 2012-based SNHP for the period 2012-2032. The subsequent Addendum was prepared to understand the implications on the earlier SHMA analysis of the publication of the 2014-based Sub-National Population Projections [SNPP] on 25th May 2016.
- 3.13 The SHMA concludes (Section 2.0) that the HMA which covers the City of York also extends to include Selby. However:
- "While we propose a HMA which links to Selby and York we are not considering housing need across the HMA. Selby has recently produced its own SHMA and this assessment does not seek to replicate it"* [§2.106]
- 3.14 GL Hearn undertook a number of demographic modelling scenarios including the 2012-based SNPP; long term migration trends and 2012-based SNPP adjusted to take into account the (higher) 2014 MYE. GL Hearn concluded that the SNPP *"is a sound demographic projection from a technical perspective"* [page 83], although they attached greater weight to a higher figure of 833 dpa based on a projection which takes into account the 2013 and 2014 Mid-Year Population Estimates [MYE] and rolls forward the SNPP.
- 3.15 The SHMA concluded that one of the most noteworthy findings from the analysis was the relatively small increase in the population aged 15-29 (which includes the vast majority of students):
- "Whilst over the 2001-2014 period this age group increased by 12,600, there is only projected to be a 2,500 increase over the 20-years to 2032. Such a finding is consistent with this age group not being expected to see any notable changes at a national level in the future...At the time of writing York University was not expecting significant increases in the student population, whilst St Johns was only expecting a modest increase. With this knowledge, and the age specific outputs from the SNPP we can have reasonable confidence that the SNPP is a realistic projection."* [§§4.31-4.32]
- 3.16 The projections are set out in Table 3.1.

Table 3.1 Summary of the City of York SHMA (June 2016) Range of Scenarios (2012-2032)

	Change in Households	Dwellings per annum (2012-2032)	Job growth per annum (2012-2032)
2012-based SNPP	15,093	783 dpa	(not provided)
2014-based	18,458	958 dpa	
UPC adjusted	12,676	658 dpa	
10-year migration	13,660	709 dpa	
2012-based SNPP (as updated)	16,056	833 dpa	
OE Baseline	15,019	780 dpa	609
OE Re-profiling			635
OE – higher migration	15,685	814 dpa	868
YHREM	15,356	797 dpa	789

Source: City of York SHMA (June 2016)

- 3.17 The analysis also considered future economic growth performance by accessing forecasts from Oxford Economics [OE] and Experian (via the Yorkshire and the Humber Regional Economic Modelling [YHREM]). The forecasts range from 609 jobs per annum (OE baseline) to 868 (OE higher migration).
- 3.18 The GL Hearn modelling concluded that this would support a level of population growth broadly in line with the 2012-based SNPP generating between 780-814dpa, which it considered to be below the level of need identified from the most recent MYE data:
- “On balance there is no justification for an uplift to housing numbers in the City to support expected growth in employment” [page 87].*
- 3.19 The SHMA proceeds to identify a relatively high level of affordable housing need, of 573dpa, above the 486dpa need identified by GVA in the 2011 SHMA. It states:
- “The analysis undertaken arguably provides some evidence to justify considering an adjustment to the assessed housing need to address the needs of concealed households, and support improvements [sic] household formation for younger households; although any adjustment will also need to take account of any future changes already within the household projections (e.g. in terms of improving household formation). The issue of a need for any uplift is considered alongside the analysis of market signals which follows.” [§6.112]*
- 3.20 However, the SHMA concludes that whilst the affordable housing need represents 69% of the need identified in the demographic-led projections, it is not appropriate to directly compare the need as they are calculated in different ways:
- “The analysis does not suggest that there is any strong evidence of a need to consider housing delivery higher than that suggested by demographic projections to help deliver more affordable homes to meet the affordable housing need.”*
- “However, in combination with the market signals evidence some additional housing might be considered appropriate to help improve access to housing for younger people. A modest uplift would not be expected to generate any significant population growth (over and above that shown by demographic projections) but would contribute to reducing*

concealed households and increasing new household formation. The additional uplift would also provide some additional affordable housing.” [page 115]

- 3.21 GL Hearn’s market signals analysis in the SHMA indicates that there are affordability pressures in the City of York:
- 1 Lower quartile to median income ratio is around 7.89 (compared to 6.45 nationally);
 - 2 House prices are also very high and tripled in the pre-recession decade. Private rental levels in York, at £675pcm, which are higher than comparator areas and nationally (£600pcm in England);
 - 3 Over-occupied dwellings increased by 52% between 2001 and 2011: “which is high relative to that seen at a regional or national level” [§8.34].
 - 4 Housing delivery in York:
“...has missed the target each year since 2007” [§8.38].
- 3.22 In this regard, GL Hearn concludes that:
- “It would therefore be appropriate to consider a modest upward adjustment to the demographic assessment of housing need to improve affordability over time.” [§8.99]*
- 3.23 To consider what level of uplift might be appropriate, GL Hearn sought to assess the degree to which household formation levels had been constrained for younger age groups, and what scale of adjustment to housing provision would be necessary for these to improve. This was derived on the assumption that household formation rates of the 25-34 age group would return to 2001 levels by 2025 (from 2015). This resulted in an increase in the annual housing provision of 8 homes per annum across the City for each of the aforementioned scenarios.
- 3.24 The SHMA confirms that this sensitivity analysis represents “*the market signals adjustment*” [§8.111], although in the light of GL Hearn’s conclusions concerning affordable housing needs (see above), this 8dpa uplift would also appear to be geared towards improving access to housing for younger people in the City.
- 3.25 The SHMA therefore concludes that applying an 8dpa uplift to the 833dpa preferred demographic scenario results in an overall housing OAHN of 841dpa over the 2012-2032 period.

SHMA Addendum (June 2016)

- 3.26 The Addendum revisits parts of the earlier City of York SHMA analysis following the publication of the 2014-based SNPP by ONS on 25th May 2016. The report found that the latest projections suggest a higher level of population growth, at levels around 28% higher than in the 2012-based SNPP.
- 3.27 GL Hearn’s analysis states that the difference between the 2014-based SNPP and the 2012-based SNPP “*is around 4,000 people, with around the same number being an additional increase in the 15-29 age group (4,200 of the difference)*” [§1.10].
- 3.28 GL Hearn considers that the growth in the younger age group is likely to reflect the strong growth in the student population in the City between 2008 and 2014 as a result of a new campus opening (the University of York expanded by 3,500 students over the period). The Update quotes an ONS response to CYC during the consultation to the latest projections, which suggests that some locally specific issues (such as the recorded outflow of male students from the city of York) may be under-estimated and should be treated with care.
- 3.29 This is in contrast to GL Hearn’s previous conclusions on the 2012-based SNPP (as set out in the earlier 2016 SHMA), where they considered that the 2012-based SNPP was a realistic projection because it forecast limited growth in the 15-29 age group going forward.

- 3.30 GL Hearn revisited the modelling using a revised long term migration trend and the 2014-based SNPP (Table 3.2).

Table 3.2 Summary of the city of York SHMA Addendum (June 2016) Range of Scenarios (2012-2032)

	2012-based SNHP Headship Rates		+ uplift to the 25-34 age group headship rates
	Change in Households	Dwellings per Annum	
2012-based SNPP	15,093	783	792
2012-based SNPP (updated)	16,056	833	841
2014-based SNPP	17,134	889	898
10-year Migration Trend	13,457	698	706

Source: City of York SHMA Addendum (June 2016)

- 3.31 Using the latest available data and including a “*market signals adjustment*” [§1.32] of 8dpa as contained in the SHMA “*and recognising concerns around the impact of historic student growth, this addendum identifies an overall housing need of up to 898dpa*”. [§1.20].
- 3.32 An update to the affordable housing need model increases the ‘*bottom line estimate of affordable housing need*’ from 573dpa to 627dpa.
- 3.33 The Addendum draws the following conclusions on OAHN:

“There are concerns relating to historic growth within the student population and how this translates into the SNPP projections. This looks to be a particular concern in relation to the 2014-based SNPP where there is a relatively strong growth in some student age groups when compared with the 2012-based version (which looks to be sound for those particular age groups). Some consideration could be given to longer term dynamics although this does need to recognise that the evidence suggests some shift in migration patterns over the more recent years – a 10 year migration trend using the latest available evidence calculates a need for 706dpa, although as noted this will not fully reflect some of the more recent trends. This projection is therefore not considered to be an appropriate starting point for which to assess housing need although it can be used to help identify the bottom end of a reasonable range.

“Given that the full SHMA document identifies an OAN for 841dpa which sits comfortably within this range set out in this addendum (706dpa – 898dpa) it is suggested that the Council do not need to move away from this number on the basis of the newly available evidence – particularly given the potential concerns about the impact of student growth in the 2014-based SNPP and also longer term trends not reflecting the most recent trends.” [§§1.33-1.34].

Lichfields Previous SHMA Representations

- 3.34 A review of the June 2016 Strategic Housing Market Assessment [SHMA], and the subsequent SHMA Addendum (June 2016) was submitted by Lichfields (then branded as Nathaniel Lichfield & Partners) on behalf of the Companies in September 2016 in response to the City of York Local Plan – Preferred Sites Consultation.
- 3.35 This review provided objective evidence on the local need and demand for housing in the City of York and its Housing Market Area [HMA]. It established the scale of need for housing in the

City of York based upon a range of housing, economic and demographic factors, trends and forecasts, based on the application of Lichfields' HEaDROOM framework.

3.36 More specifically it:

- 1 Considered the approach which needs to be taken to calculating OAHN and sets out the requirements of the Framework, the Practice Guidance and relevant High Court judgments in this context;
- 2 Provided a critique of the 841 dwellings per annum [dpa] identified as the City of York's OAHN in the June 2016 Strategic Housing Market Assessment [SHMA] for the City, and the subsequent SHMA Addendum which recommended a broader OAHN range of 706dpa to 898dpa and considered whether they represent the full, objectively assessed housing need for the City of York;
- 3 Set out the approach taken by Lichfields to define a new OAHN for the City of York, using the latest demographic evidence and economic forecasts and affordable housing needs;
- 4 Provided an analysis of market signals in the City;
- 5 Identified a revised OAHN for the City of York, based on Lichfields' PopGroup modelling; and,
- 6 Summarised the key issues within the SHMA and subsequent Addendum and sets out why it is not compliant with the requirements for an OAHN calculation.

3.37 The review concluded that the SHMA documents make a number of assumptions and judgements which Lichfields considered to be flawed, or which do not properly respond to the requirements of policy and guidance. As a result, the recommended OAHN was not robust and was inadequate to meet need and demand within the HMA.

3.38 The review noted that there were a number of significant deficiencies in the City of York SHMA and Addendum which means that the 841dpa OAHN figure currently being pursued by CYC is not soundly based. In particular:

- 1 The demographic modelling downplayed the robustness of the 2014-based SNPP which were not supported by the evidence in other aspects of the document;
- 2 As a result, the Council's 841dpa OAHN figure was actually below the demographic starting point in the latest 2014-based SNHP of 853hpa even before any adjustments were made;
- 3 Adjustments to headship rates had been conflated with the uplift for market signals. The SHMA did not apply a separate uplift for market signals, but instead made an adjustment to the demographic modelling based on changes to headship rates which should be part of a normal adjustment to the demographic starting point before market signals are considered. As a result, there was no adjustment for market signals at all despite the significant and severe market signal indicators apparent across the City of York;
- 4 A 'black-box' approach had been taken to the economic-led modelling, with key evidence relating to how the job projections had been factored into any PopGroup model being unpublished; and,
- 5 No explicit consideration or uplift applied in respect of delivering more homes to meet the needs of households in affordable housing need. This was despite the SHMA and Addendum indicating a level of affordable housing need (of 573dpa and 627dpa respectively) which would only be met well in excess of the concluded OAHN.

3.39 In combination, the judgements and assumptions applied within the SHMA sought to dampen the level of OAHN across the City of York. Fundamentally, it was considered that the OAHN(s) identified in the SHMA and Addendum failed to properly address market signals, economic or affordable housing needs, as envisaged by the Framework and Practice Guidance as clarified by High Court and Court of Appeal judgements.

- 3.40 Lichfields undertook its own analysis of housing need for the City of York. Based on the latest demographic data, and through the use of the industry standard PopGroup demographic modelling tool, it was Lichfields' view that the OAHN for York was at least 1,125dpa, although there was a very strong case to meet affordable housing needs in full, in which case the OAHN would equate to 1,255dpa (rounded).
- 3.41 If long term migration trends were to continue into the future, this would justify a higher OAHN of 1,420dpa, although due to uncertainties regarding the level of international net migration into York it was considered that less weight should be attached to this figure.
- 3.42 This allowed for the improvement of negatively performing market signals through the provision of additional supply, as well as helping to meet affordable housing needs and supporting economic growth. Using this range would ensure compliance with the Framework²⁸ by significantly boosting the supply of housing. It would also reflect the Framework²⁹, which seeks to ensure the planning system does everything it can to support sustainable development.

September 2017 SHMA Assessment Update

- 3.43 The stated purpose of GL Hearn's Assessment Update is to review the housing need in York taking into account of the latest demographic information. In particular, it reviews the impact of the 2014-based SNHP and the 2015 Mid-Year Estimates (both published June 2016).
- 3.44 The Assessment Update also reviews the latest evidence on market signals within the City. The report states that this is not a full trend-based analysis but rather a snapshot of the latest evidence to be read in conjunction with the full SHMA document. As such, the report does not revisit the affordable housing need for the City, nor does it update analysis on the mix of housing required or the needs for specific groups.
- 3.45 The report [§2.2] finds that over the 2012-32 period, the 2014-based SNPP projects an increase in population of around 31,400 people (15.7%) in York. This is somewhat higher than the 2012-based SNPP (12.2%) and also higher than the main 2016 SHMA projection (which factored in population growth of 13.7%).
- 3.46 The report [§2.11] states that the official population projections (once they are rebased to include the latest 2015 MYE) indicate a level of population growth which is higher than any recent historic period or any trend based forecast of growth. It should therefore be seen as a positive step to consider these as the preferred population growth starting point.
- 3.47 The analysis [§2.17] finds that by applying the headship rates within the 2014-based SNHP the level of housing need would be for 867dpa – this is c.4% higher than the figure (833dpa) derived in the 2016 SHMA for the main demographic based projection.

Table 3.3 Projected Household Growth 2012-32 - Range of demographic based scenarios

	Change in households	Dwellings (per annum)
2014-based SNPP	17,120	867
2014-based SNPP (+MYE)	17,096	866

Source: SHMA Assessment Update (September 2017)

- 3.48 The report [§2.19] notes that within the SHMA, analysis was also undertaken (as part of the

²⁸ Framework - §47

²⁹ Framework - §19

market signals analysis) to recognise a modest level of suppressed household formation – this essentially took the form of returning the household formation/headship rates of the 25-34 age group back to the levels seen in 2001 (which is when they started to drop). With an uplift to the household formation rates of the 25-34 age group, the housing need (when linked to 2014-based projections when updated) increases to 873dpa. When the mid-year estimates are factored in, the housing need decreases slightly to 871dpa.

Table 3.4 Projected Household Growth 2012-32 - Range of demographic based scenarios (with uplift to headship rates for 25-34 age group)

	Change in households	Dwellings (per annum)
2014-based SNPP	17,232	873
2014-based SNPP (+MYE)	17,209	871

Source: SHMA Assessment Update (September 2017)

3.49 The SHMA Assessment Update [§5.3-5.4] states:

“Furthermore there is also the clear desire of the Government to boost housing delivery, and therefore setting an OAN that is below the most recent official projections while justifiable might be difficult to support.”

“There is however an apparent continued suppression of household formation rates within younger age groups within the official projections. In order to respond to this we have increased the household formation rates in this age group to the levels seen in 2001. The housing need (when linked to 2014-based projections) increases to 873 dwellings per annum. When the mid-year estimates are included the housing need decreases to 871dpa. This should be seen as the demographic conclusions of this report”.

3.50 GL Hearn therefore clearly accepts that an increase in household formation rates is necessary to respond to continued suppression of household formation rates within younger age groups within the official projections. However this ‘demographic conclusion’ of 871dpa does not appear to have been carried forward by GL Hearn through to the next steps of calculating the resultant housing need, as summarised below.

3.51 With regard to market signals and affordable housing the Assessment Update [§3.19] notes that:

“On balance, the market signals are quite strong and there is a notable affordable housing need. Combined these would merit some response within the derived OAN. This is a departure from the previous SHMA and the Addendum which did not make any market signals or affordable housing adjustment.”

3.52 The report considers a single adjustment to address both of these issues on the basis that they are intrinsically linked. The Assessment Update [§3.28] states:

“Given the balance of judgement it would appear that a 10% adjustment could be justified in York on the basis of the previously established affordable housing need the updated market signals evidence.”

3.53 With regard to this matter the Assessment Update [§5.6-5.7] draws the following conclusions:

“In response to both market signals and affordable housing need we have advocated a 10% uplift to the OAN. In line with the PPG this was set against the official starting point of 867dpa. The resultant housing need would therefore be 953dpa for the 2012-32

period.”

“The level of housing need identified is someway higher than the previous SHMA reflecting the increased starting point but also the inclusion of a market signals uplift. This OAN would meet the demographic growth in the City as well as meet the needs of the local economy”.

- 3.54 Lichfields agrees with making an adjustment for demographic and household formation rates to get to 871dpa. However, it is illogical to then revert back to the unadjusted projections of 867dpa and then apply the adjustment for market signals and affordable housing to this lower, discredited figure.
- 3.55 Moving on, GL Hearn models a series of economic growth forecasts. In this regard, they conclude that the level of housing associated with the economic growth projections are lower than the 867/871dpa demographic need, the Assessment Update considers that there is no justification for an uplift to housing numbers in the City to support the expected growth in employment.
- 3.56 As such, the report concludes that by applying a 10% uplift to the demographic starting point of 867dpa results in an OAHN of 953dpa for York City for the 2012-2032 period. However, as noted above, the Council has inserted an ‘Introduction and Context to Objective Assessment of Housing Need’ to the front of the Assessment Update which contests the need for any adjustment to the 2014-based SNHP figure.
- 3.57 It notes that Members of the Council’s Executive at the meeting on 13th July 2017 resolved that on the basis of the housing analysis set out in paragraphs 82 - 92 of the Executive Report, the increased figure of 867dpa.

4.0 Critique of the SHMA Update

Introduction

- 4.1 The Companies have serious concerns and wish to raise strong objections to the way in which the Council has chosen to identify an OAHN of 867dpa and the subsequent identification of this need as the housing requirement in Policy SS1 of the LPP. As noted above, the ‘Introduction and Context to Objective Assessment of Housing Need’ (inserted by the Council at the front of the SHMA Update Assessment) states [page 2]:

“Members of the Council’s Executive at the meeting on 13th July 2017 resolved that on the basis of the housing analysis set out in paragraphs 82 - 92 of the Executive Report, the increased figure of 867 dwellings per annum, based on the latest revised sub national population and household projections published by the Office for National Statistics and the Department of Communities and Local Government, be accepted.”

“Executive also resolved that the recommendation prepared by GL Hearn in the draft Strategic Housing Market Assessment, to apply a further 10% to the above figure for market signals (to 953 dwellings per annum), is not accepted on the basis that Hearn’s conclusions were speculative and arbitrary, rely too heavily on recent short-term unrepresentative trends and attach little or no weight to the special character and setting of York and other environmental considerations.”

- 4.2 This is effectively a ‘policy-on’ intervention by the Council which should not be applied to the OAHN. It has been confirmed in the Courts that OAHN is ‘policy off’ and does not take into account supply pressures. The judgment of Hickinbottom J in Solihull sets out the definition of OAHN [§37]:

“Full Objective Assessment of Need for Housing: This is the objectively assessed need for housing in an area, leaving aside policy considerations (Lichfields emphasis). It is therefore closely linked to the relevant household projection; but is not necessarily the same. An objective assessment of housing need may result in a different figure from that based on purely demographics if, e.g., the assessor considers that the household projection fails properly to take into account the effects of a major downturn (or upturn) in the economy that will affect future housing needs in an area. Nevertheless, where there are no such factors, objective assessment of need may be – and sometimes is – taken as being the same as the relevant household projection.”

- 4.3 With regard to this matter, the SHMA Assessment Update [§§5.8-5.9] clearly states:

“The official projections should be seen a starting point only and housing delivery at this level (867dpa) would only meet the demographic growth of the City. It would not however address the City’s affordability issues.”

“Without the 10% uplift for market signals/affordable housing need the City’s younger population would fail to form properly. This would result in greater numbers residing with parents or friends or in share accommodations such as HMOs.”

- 4.4 GL Hearn is therefore clear that the 867dpa figure is not an appropriate OAHN. On one level, it is the incorrect demographic starting point in any case, which according to GL Hearn’s work is 871dpa following suitable adjustments to the 2014-based SNHP to incorporate the 2015 MYE and accelerated household formation rates. On the second level, there is an array of evidence, which we examine in further detail below, that York City is one of the least affordable local authority areas in Northern England. A market signals uplift of 10% is the very least that would

be appropriate, and indeed we provide evidence that suggests that an even higher uplift, of 20% should actually be applied.

- 4.5 It is therefore not acceptable for the Council to ignore its own housing expert's advice. The Council's approach to identifying an OAHN of 867dpa, as set out in the front section of the SHMA Assessment Update, is policy-on driven and is therefore contrary to the guidance provided by the Courts. The calculation of OAHN should be based on the normal 'policy-off' methodology.
- 4.6 Notwithstanding these points, the remainder of this section provides a detailed critique of GL Hearn's SHMA Assessment Update.

Starting Point and Demographic-led Needs

Population Change

- 4.7 The Practice Guidance³⁰ sets out that in assessing demographic-led housing needs, the CLG Household Projections form the overall starting point for the estimate of housing need, but these may require adjustments to reflect future changes and local demographic factors which are not captured within the projections, given projections are trend based. In addition, it states that account should also be taken of ONS' latest Mid-Year Estimates [MYEs]³¹.
- 4.8 The SHMA Assessment Update applies the 2014-based SNPP which projects an increase in population of around 31,400 people (15.7%) in York. This is higher than the 2012-based SNPP (12.2%) and also higher than the main SHMA projection (which had population growth of 13.7%). It also considers longer term migration trend using the latest available evidence from the 2014-SNPP and the 2015 Mid-Year Estimate.
- 4.9 The SHMA Assessment Update considers housing need based on the (then) latest CLG 2014-based household projections over the period 2012 to 2032.
- 4.10 The Companies agree with the overall principle of taking the 2014-based SNPP as the demographic starting point and rebasing population growth off the latest Mid-Year Population Estimates.
- 4.11 However, it is important to note that the household projections upon which York's OAHN is based relate to C3 uses only, and not C2. Specifically, and of particular relevance to the City of York, CLG's household projections do not include an allowance for students who might be expected to reside in Halls of Residence (termed, along with people living in nursing homes, military barracks and prisons, as the 'Institutional population').
- 4.12 As summarised by CLG in its 2014-based household projections Methodological Report (July 2016), the household projections are based on the projected household population rather than the total population. The difference between the two is the population in communal establishments, also termed the 'institutional' population. This population comprises all people not living in private households and specifically excludes students living in halls of residence:
- "The institutional population is subtracted from the total resident population projections by age, sex and marital status to leave the private household population, split by sex, age and marital status in the years required for household projections."* [page 12]
- 4.13 This is important for the City of York, because it means that if the household projections are used as the basis for calculating the OAHN (which GL Hearn's methodology does), it specifically excludes a substantial proportion of specialised student accommodation needs.

³⁰ Practice Guidance - ID 2a-015-20140306

³¹ Practice Guidance - ID 2a-017-20140306

Household Formation Rates

4.14 The Practice Guidance³² indicates that in respect of household projections:

“The household projections are trend based, i.e. they provide the household levels and structures that would result if the assumptions based on previous demographic trends in the population and rates of household formation were to be realised in practice...”

“...The household projection-based estimate of housing need may require adjustment to reflect factors affecting local demographic and household formation which are not captured in past trends...rates may have been suppressed historically by under-supply and worsening affordability of housing...”

4.15 The SHMA Assessment Update notes that there is no material difference 2014-based SNHP headship rates and the household formation rates from the 2012-based version.

4.16 The SHMA [§2.19] accepts that there has been a level of suppressed household formation arising from the 25-34 age group and in relation to this matter states [§§5.3-5.4]:

“Furthermore there is also the clear desire of the Government to boost housing delivery, and therefore setting an OAN that is below the most recent official projections while justifiable might be difficult to support.”

“There is however an apparent continued suppression of household formation rates within younger age groups within the official projections. In order to respond to this we have increased the household formation rates in this age group to the levels seen in 2001. The housing need (when linked to 2014-based projections) increases to 873 dwellings per annum. When the mid-year estimates are included the housing need decreases to 871 dpa. This should be seen as the demographic conclusions of this report.”

4.17 GL Hearn clearly accepts that an increase in household formation rates is necessary to respond to continued suppression of household formation rates within younger age groups within the official projections. We agree with this. However this adjusted demographic figure of 871dpa does not appear to have been carried forward by GL Hearn in calculating the resultant housing need, as noted below.

4.18 Lichfields agrees with making an adjustment for demographic and household formation rates. However, it is illogical to revert back to unadjusted projections of 867 dpa and then take this to apply the adjustment for market signals and affordable housing, when an adjusted demographic need of 871dpa has been identified.

Market Signals

4.19 The Framework sets out the central land-use planning principles that should underpin both plan-making and decision-taking. It outlines twelve core principles of planning that should be taken account of, including the role of market signals in effectively informing planning decisions:

“Plans should take account of market signals, such as land prices and housing affordability, and set out a clear strategy for allocating sufficient land which is suitable for development in their area, taking account of the needs of the residential and business communities.” [S17]

4.20 The Practice Guidance³³ requires that the housing need figure as derived by the household

³² Practice Guidance - ID 2a-015-20140306

³³ Practice Guidance - ID 2a-019-20140306

projections be adjusted to take into account market signals. It indicates that comparisons should be made against the national average, the housing market area and other similar areas, in terms of both absolute levels and rates of change. Worsening trends in any market signal would justify an uplift on the demographic-led needs. In addition, the Practice Guidance³⁴ highlights the need to look at longer terms trends and the potentially volatility in some indicators.

4.21 The Practice Guidance also sets out that:

“...plan-makers should not attempt to estimate the precise impact of an increase...rather they should increase planning supply by an amount that, on reasonable assumptions...could be expected to improve affordability...”³⁵.

4.22 This clearly distinguishes between the demographic-led need for housing (generated by population and household growth) and the market signals uplift which is primarily a supply response over and above the level of demographic need to help address negatively performing market signals, such as worsening affordability.

4.23 The SHMA Assessment Update (Section 3) examines a range of market signals as set out in the Practice Guidance, comparing the City of York to Ryedale, Hambleton, Yorkshire and the Humber region and England. It states that the update is a targeted update to the market signals section looking using recently published data, not a full update, as many of the datasets used have not been updated since publication of the SHMA. Attached at Appendix 1 is Lichfields’ own assessment of market signals in City of York which has been used for comparison purposes.

4.24 The findings of the SHMA Assessment Update can be summarised (with Lichfields’ commentary included) as follows:

- 1 **Land Prices** – No analysis has been presented, as was the position on the 2016 SHMA. As noted in our market signals assessment in Appendix 1, CLG land value estimates suggest a figure of £2,469,000 per hectare, well above the equivalent figure for England (excluding London) of £1,958,000.
- 2 **House Prices** – The 2016 SHMA outlined significant house price growth in the HMA between 2011 and 2007. By Q4 2014 house prices in York had reached £195,000 and by Q2 2016 this had increased to £225,000. The Assessment Update notes that, based on 2016 data, the average (median) house price in York was £215,000, compared to £148,000 across the Yorkshire and Humber region. Our market signals analysis in Appendix 1 suggests that the average (median) house price in York in 2016 was £220,000 compared to £199,995 for the North Yorkshire region. It is particularly important to note that over the previous 17 years (1999-2016), median house prices have increased by 244% (or £156,000) in York, compared to 204% nationally and 199% across North Yorkshire as a whole.

As set out in the Practice Guidance, higher house prices and long term, sustained increases can indicate an imbalance between the demand for housing and its supply. The fact that York’s median house prices have effectively tripled in 17 years, from £64,000 in 1999 to £220,000 in 2016, and have risen at a much faster rate than comparable national and sub-regional figures, suggests that the local market is experiencing considerable levels of stress.

- 3 **Rents** – The Assessment Update [§3.8] notes that the most recent data shows that England has grown to £650 (+8%), while York has seen median rental prices increase to £700 (+4%). In contrast rents in the region only grew by 1% to £500 per month. The Assessment Update [§3.9] finds that the most recent data shows a strong upward trend in the number of rental transactions in York although they have been falling over the last six months. In York rental transactions are currently 73% higher than in September 2011, showing a

³⁴ Practice Guidance - ID 2a-020-20140306

³⁵ *ibid*

continued return to the longer term trend than seen in the previous SHMA. By comparison, in Yorkshire and the Humber rental volumes are still slightly above (6%) past figures. Nationally, over this period there has been a slight downward trend.

Our market signals analysis in Appendix 1 shows that Median rents in York are £725 per month, with median rents ranging from £595 per month for a 1 bed flat, to £1,500 per month for a 4+ bed house. All of these figures are significantly higher than the national average, with overall average rents comprising £675 across England, and £585 for North Yorkshire. Rental levels are therefore 7.4% higher than comparable national figures. High and increasing private sector rents in an area can be a further signal of stress in the housing market.

- 4 **Affordability** – The Assessment Update [§3.10] acknowledges the affordability issues faced within the HMA with the Median Ratio being 8.3 times earnings in 2015 (compared to 7.6 nationally), whilst the Lower Quartile [LQ] ratio is 8.9 times earnings (compared to 7.0 nationally). However, it does not discuss this stark indicator of supply/demand imbalance, preferring to note instead that much of the growth in (un)affordability took place prior to 2005, with limited changes to affordability in the past decade[§3.11].

Lichfields' market signals analysis in Appendix 1 shows that although the ratio fell substantially from a peak of 8.14 in 2008 following the financial crash and subsequent economic downturn, it has steadily increased since 2009 at a much faster rate than North Yorkshire as a whole. This suggests that levels of affordability are declining in York at a pace which is not the case for the rest of the sub-region (and indeed, for the country as a whole). In 2016, the median house price in York City was approximately 9.0-times the LQ workplace-based income, compared to 7.8 for North Yorkshire and 7.2 nationally.

Our analysis shows the over the past 19 years, the ratio of lower quartile house prices to lower quartile earnings in York has been consistently above the national average, with the gap widening over time. Indeed, the rate of increase is worrying – between 2002 and 2016, the affordability ratio increased by 39%, significantly above the comparable growth rate for North Yorkshire (+27%) and England (+37%).

The affordability ratio highlights a constraint on people being able to access housing in York, with house price increases and rental costs outstripping increases in earnings at a rate well above the national level.

- 5 **Rates of Development** – the Practice Guidance is clear that historic rates of development should be benchmarked against the planned level of supply over a meaningful period. The Assessment Update [§3.13] examines housing completions data for York dating back to 2004/05 and sets these against the annual housing target from 2004/05 to 2015/16. With the exception of the last year, housing delivery in York has missed the target each year since 2007. Overall delivery targets for these years was missed by 20% which equals 2,051 units below the target level. GL Hearn notes [§3.14] that under-delivery may have led to household formation (particularly of younger households) being constrained and states that this point is picked up in the report which uses a demographic projection based analysis to establish the level of housing need moving forward.

The Assessment Update [§3.15] considers that this past under-delivery is not a discrete part of the analysis but is one of the various market signals which indicate a need to increase provision from that determined in a baseline demographic projection. It notes that that this market signal will require upward adjustment through consideration of migration and household formation rates rather than just a blanket increase based on the level of 'shortfall'.

It is clear from the Council's own evidence that the City has consistently under-delivered housing, with a failure to deliver anything more than 525 dwellings in any single year between 2007 and 2015. The policy benchmarks suggest that the level of past under-

delivery is 1,793 dwellings over the past 12 years. Furthermore, the Council's already low housing delivery figures have been artificially boosted by the inclusion of student accommodation in the completions figures. For example, CYC's 2012/13 Annual Monitoring Report states that 482 (net) dwellings were completed in 2012/13, but this figure includes 124 student cluster flats. The 6 months completions data set out in CYC's Housing Monitoring Update (Table 3, October 2017) suggested that the Council was continuing to rely on student housing completions to boost its housing numbers, with 637 of the total 1,036 net completions during the first half of the 2017/18 monitoring year comprising privately managed off-campus student accommodation.

- 6 **Overcrowding** - No analysis has been presented. Our market signals analysis in Appendix 1 shows overcrowding against the occupancy rating in York is not severe, with 7.10% of households living in a dwelling that is too small for their household size and composition. This compares to 8.7% nationally. However, it represents a significant increase of 2 percentage points on the 5.1% recorded in York in 2001, which is above the national trend (which had increased by 1.6 percentage points from 7.1% in 2011). From our analysis we also note that when compared against neighbouring Yorkshire districts, York is the worst performing district regarding the rate of change in overcrowded households.

4.25 In response to both market signals and affordable housing need, the Assessment Update advocates a 10% uplift to the OAN [§3.31].

4.26 Lichfields agrees that based on the market signals analysis there are clear housing market pressures, particularly regarding affordability within the HMA. The Practice Guidance³⁶ is clear that any market signals uplift should be added to the demographic-led *needs* as an additional *supply* response which could help improve affordability, and further goes on to clarify that:

"...plan makers should not attempt to estimate the precise impact of an increase in housing supply. Rather they should increase planned supply by an amount that, on reasonable assumptions...could be expected to improve affordability..." (Lichfields emphasis)

4.27 The Practice Guidance³⁷ is also clear that:

"...the more significant the affordability constraints...and the stronger the other indicators of high demand... the larger the improvement in affordability needed and, therefore the larger the additional supply response should be."

4.28 Whilst it is not clear cut from the Practice Guidance how an upwards adjustment should be calculated, some recent Local Plan Inspector's findings have provided an indication as to what might be an appropriate uplift. The Inspector's Report into the Eastleigh Borough Local Plan (11th February 2015)³⁸ provide interpretation of the Practice Guidance in terms of a reasonable uplift on demographic-led needs in light of market signals:

"It is very difficult to judge the appropriate scale of such an uplift. I consider a cautious approach is reasonable bearing in mind that any practical benefit is likely to be very limited because Eastleigh is only a part of a much larger HMA. Exploration of an uplift of, say, 10% would be compatible with the "modest" pressure of market signals recognised in the SHMA itself." [§§40-41].

4.29 The Eastleigh Inspector ultimately concluded that a modest uplift of 10% is a reasonable proxy for quantifying an increase from purely demographic based needs to take account of 'modest' negatively performing market signals. Furthermore, Inspectors have used figures of up to 20% for 'more than modest' market signal indicators, notably in the case of Canterbury, where the

³⁶ Practice Guidance - ID:2a-020-20140306

³⁷ Practice Guidance - ID:2a-020-20140306

³⁸ http://www.eastleigh.gov.uk/pdf/ppi_Inspectorsreport12Feb15.pdf

Inspector concluded that:

“Taking these factors in the round it seems to me that 803dpa would achieve an uplift that took reasonable account of market signals, economic factors, a return to higher rates of household formation and affordable housing needs.”³⁹

4.30 From the indicators set out by Lichfields in Appendix 1, as shown in Table 4.1, and from the commentary and analysis undertaken by GL Hearn, we consider that the current levels of market stress should be considered more severe than the ‘modest’ uplift the SHMA suggests. An application of other approaches (discussed above) would suggest an uplift of 20% could be appropriate for the City of York.

4.31 Drawing together the individual market signals above begins to build a picture of the current housing market in and around York; the extent to which demand for housing is not being met; and, the adverse outcomes that are occurring because of this. The performance of York against County and national comparators for each market signal is summarised in Table 4.1. When quantified, York has performed worse in market signals relating to both absolute levels and rates of change against North Yorkshire and England in 13 out of 28 measures.

Table 4.1 Summary of York Market Signals against North Yorkshire and England

Market Signal	North Yorkshire		England	
	Absolute Figure	Rate of Change	Absolute Figure	Rate of Change
House Prices	Worse	Worse	Better	Worse
Affordability Ratios	Worse	Worse	Worse	Worse
Private Rents	Worse	Worse	Worse	Better
Past Development	~	~	~	~
Homelessness (Households in Temporary Accommodation)	Better	Better	Better	Better
Homelessness (Households in Priority Need)	Better	Better	Better	Better
Overcrowding (Overcrowded Households)	Worse	Worse	Better	Worse
Overcrowding (Concealed Families)	Same	Same	Better	Better

Source: Lichfields Analysis

Footnote: Worse = performing worse against the average
 Better = performing the same or better against the average
 ~ = data not available

4.32 It is clear that the City is currently facing very significant challenges in terms of house prices and private rental values and under delivery, causing affordability difficulties. The GL Hearn analysis is an improvement from the 2016 SHMA and clearly is an improvement from the Council’s approach to identifying an OAHN of 867dpa, but even so, is inadequate to address the current housing crisis. For the aforementioned reasons a 20% uplift is preferable.

4.33 Whilst it can only be applied limited weight at the current time, Lichfields also note that the CLG methodology, based on the median workplace based affordability ratio, would suggest an uplift of 27% for market signals.

4.34 GL Hearn also conflates market signals and affordable housing in the 10% uplift, which is a fundamental misreading of the Practice Guidance, and should be addressed separately (see below for affordable housing commentary).

³⁹Canterbury District Council Local Plan Examination August 2015, Inspector’s Letter and Note on main outcomes of Stage 1 Hearings, paragraph 26.

Economic Growth

- 4.35 With regards to considering the need to uplift a housing figure to take account of the economic potential of the local authority, the Framework sets out the following:

“The Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth. Planning should operate to encourage and not act as an impediment to sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the planning system.” [S19]

- 4.36 The SHMA Assessment Update presents no alternative to the work in the June 2016 SHMA. It states [S4.3] that the housing need required to meet the economic growth is lower than the demographic need. Furthermore evidence of more recent forecasts suggests that the economic growth will be even lower than anticipated. Therefore GL Hearn considers that on balance, there is unlikely to be any justification for an uplift to housing numbers in the City to support expected growth in employment. The Update states that the uplift for market signals would see the likelihood for an economic uplift reduce.

- 4.37 Lichfields considers that this approach fails to address the concerns raised in our previous submissions on behalf of the Companies to the Preferred Sites Consultation. Included in those submissions was ‘Technical Report 1’ which noted that June 2016 SHMA presents a suppressed picture of likely economic growth, drawing upon economic forecasts produced in 2014, which are outdated. The submission noted that we could only provide a limited analysis on the robustness of GL Hearn’s assessment of the implications of the job forecasts as they had not set out their assumptions in detail, and we reserved the right to review these assumptions if/when they were provided by GL Hearn.

- 4.38 Given that the SHMA Assessment Update provides no further information on this matter it has not been possible for Lichfields to make any further analysis at this stage. On this basis, the concerns raised on behalf of the Companies in Technical Report 1 still stand, particularly as the LPP Policy SS1 identifies a specific target to provide sufficient land to accommodate an annual provision of around 650 new jobs to support sustainable economic growth.

Affordable Housing Needs

- 4.39 In line with the Framework⁴⁰, LPAs should:

“...use their evidence based to ensure their Local Plan meets the full, objectively assessed needs for market and affordable housing...”

“...prepare a SHMA which...addresses the need for all types of housing, including affordable.”

- 4.40 The Practice Guidance⁴¹ sets out a staged approach to identifying affordable housing needs, and states that affordable housing need should be:

“...considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments...an increase in the total housing figures included in the plan should be considered where it could help deliver the required number of affordable homes.”

- 4.41 As set out in Section 2.0, two High Court Judgements go to the heart of addressing affordable housing within the identification of OAHN. ‘Satnam’ establishes that affordable housing needs are a component part of OAHN, indicating that the ‘proper exercise’ is to identify the full

⁴⁰ Framework - Paragraphs 47 and 159

⁴¹ Practice Guidance - ID: 2a-022-20140306 to 2a-029-20140306

affordable housing needs and then ensure that this is considered in the context of its likely delivery as a proportion of mixed market/affordable housing development. ‘Kings Lynn’ builds on ‘Satnam’, identifying that affordable housing needs “*should have an important influence increasing the derived OAHN since they are significant factors in providing for housing needs within an area.*” [§36] This is clear that affordable housing needs are a substantive and highly material driver of any conclusion on full OAHN.

4.42 The SHMA Assessment Update states that it does not review affordable housing need but the situation is unlikely to have changed significantly from the 2016 SHMA. The 2016 SHMA identified a net affordable housing need of 573 homes per annum or 12,033 dwellings over the 2012-2033 period. This suggests a worsening situation when compared with the previous figure of 486 affordable homes per annum needed in the previous 2011 SHMA, produced by GVA.

4.43 The SHMA Assessment Update [§3.3] suggests that large parts of this need are either existing households (who do not generate need for additional dwellings overall) or newly forming households (who are already included within the demographic modelling).

4.44 It further states [§§3.17-3.18] that:

“The City of York Council currently have an affordable housing policy of up to 30%. The SHMA identified a net affordable housing need of 573 dwellings. Based on this level of need and the current policy the City would require to deliver 1,910 dwellings per annum. To put this in context the City has only delivered more than 1000 homes once since 2004-5. Using a lower policy target would result in an even higher need.”

“While there is clearly an affordable housing issue in the City many of the households in need are already in housing (just housing that is not suitable for some reason such as overcrowding) and therefore do not generate a need for additional dwellings”.

4.45 The provision of the net affordable housing need identified is likely to be unrealistic given past dwelling completions in City of York. With regard to this matter the SHMA Assessment Update states [§3.28]:

“Given the balance of judgement it would appear that a 10% adjustment could be justified in York on the basis of the previously established affordable housing need the updated market signals evidence.”

4.46 In taking this approach, GL Hearn is effectively conflating the uplift resulting from affordable housing need with uplift resulting from market signals analysis. These are two separate steps in the Practice Guidance and should not be combined in this manner.

4.47 Lichfields has not analysed in detail the figures forming the assessment of affordable housing needs, due in part to limitations on access to the underlying data; instead, Lichfields has focused on how this need has informed the OAHN conclusion.

Addressing Affordable Housing Needs

4.48 Having identified the affordable housing needs, the Practice Guidance requires an assessment of its likely delivery to consider whether there is a need to uplift or adjust the OAHN and planned housing supply in order to address affordable housing needs. This is what the ‘Satnam’ judgment calls the ‘proper exercise’ and is undertaken by the 2016 SHMA within Figure 30. This concludes that to meet affordable housing need in full the City of York would need to deliver 573dpa. At a delivery rate of 30% of overall housing, this means that the City would need to deliver 1,910dpa to address affordable housing needs in full.

4.49 Taking into account affordable need within the calculation of OAHN does not necessarily involve a mechanistic uplift, or an indication that such identified needs must be met in full. It

has to be a scenario which, on a reasonable basis, could be expected to occur. This is set out in the Kings Lynn judgment which concluded:

"...This is no doubt because in practice very often the calculation of unmet affordable housing need will produce a figure which the planning authority has little or no prospect of delivering in practice. That is because the vast majority of delivery will occur as a proportion of open-market schemes and is therefore dependent for its delivery upon market housing being developed." [§35]

This is also consistent with the Practice Guidance⁴² which sets out the assessment of need "does not require local councils to consider purely hypothetical future scenarios, only future scenarios that could be reasonably expected to occur."

- 4.50 However, in line with the High Court Judgments, this still needs to be an uplift of consequence, insofar as it can reasonably be expected to occur. This will inevitably need to involve judgement, based on relevant evidence, as to the extent to which any scale of uplift could be reasonably expected to occur.
- 4.51 The SHMA ultimately does not use the identified acute affordable housing needs in a way in which it has "an important influence in increasing the derived F[ull] OAN" as per the Kings Lynn judgment.
- 4.52 The Local Plan Expert Group [LPEG], in its Report to the Secretary of State for Communities and Local Government in March 2016, recommended various changes to the Practice Guidance with the remit of considering how local plan-making could be made more efficient and effective. Although very limited weight can be given to the LPEG approach given that it is not policy or endorsed by Government, it is at least helpful in seeking to understand the general 'direction of travel' of defining OAHN and what an appropriate response might be to define the influence of market signals and affordable housing needs. LPEG recommended changes to the preparation of SHMAs and determination of OAHN.
- 4.53 With regard to affordable housing need in the preparation of SHMAs and determination of OAHN it proposed that where the total number of homes that would be necessary to meet affordable housing need is greater than the adjusted demographic-led OAHN, then this figure (953dpa) should be uplifted by a further 10%. The 10% uplift was intended to provide a streamline approach that removes judgement and debate from the process of setting OAHN (as opposed to what might be the most accurate under current Practice Guidance).
- 4.54 Given the significant affordable housing need identified in City of York Lichfields considers that this 10% uplift would be appropriate in this instance and should be applied to the OAHN.

MHCLG Standardised Approach to OAHN

- 4.55 As noted in Section 2, MHCLG has recently published for consultation the draft Planning Practice Guidance, which sets out the standard method for calculating local housing need, including transitional arrangements first set out in "Planning for the right homes in the Right Places" ..
- 4.56 Whilst relatively limited weight can be attached to this document at present given its consultation status, for the City of York, if adopted as MHCLG proposes, the approach would mean that the OAHN over the period 2016-2026 is 1,070 dpa.
- 4.57 This is based on an annual average level of household growth of 844 dpa between 2016 and 2026, uplifted by a very substantial 27% to address the fact that the latest median workplace-based affordability ratio is 8.3.

⁴² Practice Guidance - ID:2a-003-20140306

Conclusions on the City of York's Housing Need

- 4.58 The Council's approach to identifying an assessed need of 867 dpa in the introductory section of the SHMA Assessment Update is fundamentally flawed. This is a 'policy-on' intervention by the Council which should not be applied to the OAHN. It has been confirmed in the Courts that FOAN is 'policy off' and does not take into account supply pressures. The Council's approach to identifying the FOAN, as set out in the SHMA Assessment Update, would therefore be susceptible to legal challenge. The calculation of OAHN should therefore be based on the normal 'policy-off' methodology.
- 4.59 There are a number of significant deficiencies in the SHMA Assessment Update which means that even the higher 953 dpa OAHN figure identified in the Assessment Update is not soundly based. In particular:
- 1 GL Hearn clearly accepts that an increase in household formation rates is necessary to respond to continued suppression of household formation rates within younger age groups within the official projections. However this demographic conclusion of 871 dpa does not appear to have been carried forward by GL Hearn in calculating the resultant housing need, as noted below. Lichfields agree with making an adjustment for demographic and household formation rates. However, it is illogical to revert back to unadjusted projections of 867 dpa and then take this to apply the adjustment for market signals and affordable housing, when a demographic need of 871 dpa has been identified.
 - 2 The Assessment Update fails to distinguish between the affordable housing needs of the City of York and the supply increase needed to address market signals to help address demand. Instead the SHMA blends the two elements within the same figure resulting in a conflated figure which is lower than the level of uplift deemed reasonable by the Eastleigh and Canterbury Inspectors, despite the fact that market signals pressures in York indicate signs of considerable stress and unaffordability. The Practice Guidance is clear that the worse affordability issues, the larger the additional supply response should be to help address these.
 - 3 Given the significant affordable housing need identified in City of York Lichfields consider that a 20% uplift would be appropriate in this instance and should be applied to the OAHN.
- 4.60 The scale of objectively assessed need is a judgement and the different scenarios and outcomes set out within this report provide alternative levels of housing growth for the City of York. Lichfields considers these to be as follows:
- 1 **Demographic Baseline:** The 2014-based household projections indicate a net household growth of 867dpa between 2014 and 2024 (including a suitable allowance for vacant/second homes. Once a suitable adjustment has been made to rebase the projections to the (slightly lower) 2015 MYE, and through the application of accelerated headship rates amongst younger age cohorts takes the demographic starting point to 871 dpa.
 - 2 **Market Signals Adjustment:** GL Hearn's uplift is 10%. However, for the reasons set out above, Lichfields considers that a greater uplift of 20% would be more appropriate in this instance. When applied to the 871 dpa re-based demographic starting point, this would indicate a need for 1,045 dpa.
- The demographic-based projections would support a reasonable level of employment growth at levels above that forecast by Experian, past trends or the Blended job growth approach. As such, no upward adjustment is required to the demographic-based housing need figures to ensure that the needs of the local economy can be met;
- The scale of affordable housing needs, when considered as a proportion of market housing delivery, implies higher levels of need over and above the 1,045 dpa set out above. It is considered that to meet affordable housing needs in full (573 dpa), the OAHN range should be adjusted to 1,910 dpa @30% of overall delivery. It is, however, recognised that this level

of delivery is likely to be unachievable for York. Given the significant affordable housing need identified in City of York Lichfields consider that a further 10% uplift would be appropriate in this instance and should be applied to the OAHN, resulting in a final figure of **1,150 dpa**.

This is **7.5% higher** than the MHCLG proposed standardised methodology figure of 1,070 dpa.

- 4.61 This allows for the improvement of negatively performing market signals through the provision of additional supply, as well as helping to meet affordable housing needs and supporting economic growth. Using this range would ensure compliance with the Framework by significantly boosting the supply of housing. It would also reflect the Framework, which seeks to ensure the planning system does everything it can to support sustainable development.
- 4.62 It is emphasised again that CLG's household projections explicitly exclude the housing needs of students living in halls of residence. GL Hearn has used the latest CLG 2014-based household projections to underpin its housing OAN for York. The market signals adjustment it makes does not address the separate specialised housing needs of students, which would be additional to the target identified.

5.0 **Approach to Assessing Housing Land Supply**

Introduction

- 5.1 This section sets out the requirements of the Framework and the Practice Guidance in establishing the supply of housing land to meet the housing needs of an area. This will provide the benchmark against which the SHLAA and emerging Local Plan will be assessed, to ensure the necessary requirements are met. In addition, relevant High Court judgments have been referenced to set out the requirements of a housing supply calculation in a legal context.

Policy Context

National Planning Policy Framework

- 5.2 The Framework outlines a two-step approach to setting housing requirements in Local Plans. Firstly, to define the full objectively assessed need for development and then secondly, to set this against any adverse impacts or constraints which would mean that need might not be met. This is enshrined in the approach defined in the Framework⁴³ which sets out the presumption in favour of sustainable development.

- 5.3 The Framework⁴⁴ stresses the intention of the Government to significantly boost the supply of housing. As a consequence, the focus of national policy is to ensure the delivery of housing and, in that context, the Framework requires LPAs to:

"identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land;

identify a supply of specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15..."⁴⁵

- 5.4 There is therefore a need for the Council to identify both a 5-year supply and a longer-term supply as part of the preparation of the Local Plan.

- 5.5 For the purpose of the supply assessment, the Framework advises that only deliverable sites should be included within the first 5-years. To be considered deliverable:

"...sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing

⁴³ Framework - §14

⁴⁴ Framework - §47

⁴⁵ Framework - §47

plans.”⁴⁶

- 5.6 The Framework states that for the period 5-15 years developable sites may be included, which are sites that are:

“...in a suitable location for housing development and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged.”⁴⁷

- 5.7 The Framework sets out the approach to defining such evidence which is required to underpin a local housing supply. It sets out that in evidencing housing supply:

“LPAs should have a clear understanding of housing needs in their area. They should:

...

“...prepare a Strategic Housing Land Availability Assessment to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period.”⁴⁸

National Planning Practice Guidance

- 5.8 The Practice Guidance⁴⁹ provides further guidance on how an assessment of the housing supply is to be undertaken. It urges LPAs to assess the suitability, availability and achievability of sites, including whether the site is economically viable, to determine whether a site can be considered deliverable over the plan period.

- 5.9 In this context the Practice Guidance makes it clear that a site will be considered available when:

“...there is confidence that there are no legal or ownership problems, such as unresolved multiple ownerships, ransom strips tenancies or operational requirements of landowners. This will often mean that the land is controlled by a developer or landowner who has expressed an intention to develop, or the landowner has expressed an intention to sell. Because persons do not need to have an interest in the land to make planning applications, the existence of a planning permission does not necessarily mean that the site is available. Where potential problems have been identified, then an assessment will need to be made as to how and when they can realistically be overcome. Consideration should also be given to the delivery record of the developers or landowners putting forward sites, and whether the planning background of a site shows a history of unimplemented permissions.”⁵⁰

- 5.10 The Practice Guidance indicates that a site is considered achievable for development where:

“...there is a reasonable prospect that the particular type of development will be developed on the site at a particular point in time. This is essentially a judgement about the economic viability of a site, and the capacity of the developer to complete and let or sell the development over a certain period.”⁵¹

- 5.11 The LPA, when preparing a Local Plan, is urged to use the information on suitability, availability, achievability and constraints to assess the timescale within which each site is capable of development. The Practice Guidance suggests that this may include indicative lead-in times and build-out rates for the development of different scales of sites. On the largest sites

⁴⁶ Framework – Footnote 11

⁴⁷ Framework – Footnote 12

⁴⁸ Framework - §159

⁴⁹ Practice Guidance – ID:3-018-20140306

⁵⁰ Practice Guidance – ID:3-020-20140306

⁵¹ Practice Guidance – ID:3-021-20140306

allowance should be made for several developers to be involved. The Practice Guidance⁵² makes it clear that the advice of developers and local agents will be important in assessing lead-in times and build-out rates by year.

- 5.12 The Practice Guidance⁵³ accepts that a windfall allowance may be justified if a local planning authority has compelling evidence as set out in the Framework. In addition, it states that:

*“Local planning authorities have the ability to identify broad locations in years 6-15, which could include a windfall allowance based on a geographical area (using the same criteria as set out in paragraph 48 of the National Planning Policy Framework).”*⁵⁴

- 5.13 The Practice Guidance requires LPAs to collate this above information and present it in an indicative trajectory which:

*“...should set out how much housing and the amount of economic development that can be provided, and at what point in the future. An overall risk assessment should be made as to whether sites will come forward as anticipated.”*⁵⁵

- 5.14 In relation to the assessment of whether sites are deliverable within the first 5-years the Practice Guidance⁵⁶ indicates that deliverable sites for housing could include those that are allocated for housing in the development plan and sites with planning permission (outline or full that have not been implemented) unless there is clear evidence that schemes will not be implemented within 5-years. It goes on to state:

*“...planning permission or allocation in a development plan is not a prerequisite for a site being deliverable in terms of the five-year supply. Local planning authorities will need to provide robust, up to date evidence to support the deliverability of sites, ensuring that their judgements on deliverability are clearly and transparently set out. If there are no significant constraints (e.g. infrastructure) to overcome such as infrastructure sites not allocated within a development plan or without planning permission can be considered capable of being delivered within a five-year timeframe.”*⁵⁷

Recent Legal Judgments

- 5.15 The High Court decision in the case of Exeter City Council and Secretary of State⁵⁸ is relevant to York as it considers the appropriateness of including student accommodation in the calculation of the housing supply in accordance with the Framework. Exeter is a University City similar to York and included student accommodation within their housing land supply.

- 5.16 The Inspector who determined the appeal⁵⁹ considered the inclusion of student accommodation in the 5-year supply based on the Practice Guidance which states:

*“All student accommodation, whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campus, can be included towards the housing requirement, based on the amount of accommodation it releases in the housing market. Notwithstanding, local authorities should take steps to avoid double counting.”*⁶⁰

⁵² Practice Guidance – ID:3-023-20140306

⁵³ Framework - §48

⁵⁴ Practice Guidance – ID:3-024-20140306

⁵⁵ Practice Guidance – ID:3-025-20140306

⁵⁶ Practice Guidance – ID:3-031-20140306

⁵⁷ Practice Guidance – ID:3-031-20140306

⁵⁸ Exeter City Council v Secretary of State for Communities and Local Government [2015] EWHC 1663 (Admin)

⁵⁹ Land at Home Farm, Church Hill, Pinhoe – Insp. Decision 29.10.14 [Ref: APP/Y1110/A/14/2215771]

⁶⁰ Practice Guidance – ID:3-036-20140306

5.17 The Inspector, in her decision letter, stated:

“The Council submit that the provision of student accommodation releases housing that would otherwise be occupied by students and thereby indirectly releases accommodation within the housing market. For this reason it believes that all student accommodation should be included within the housing delivery and housing land supply figures. This view is not consistent with the PPG because it is not based on any assessment of the extent to which the provision of student accommodation has released general market housing.”

5.18 She went on:

“Where student population is relatively stable, and the number of general market dwellings occupied by students declines as a consequence of the provision of student accommodation, I consider the inclusion of such accommodation as part of the housing supply would be consistent with the guidance within the PPG. However, within Exeter, due to the considerable increase in the number of students relative to the provision of purpose-built student accommodation, there has not been a reduction in the number of general market dwellings occupied by students. On the contrary, there has been a significant increase...”⁶¹

5.19 The High Court agreed that the Council did not set out any specific evidence to justify that the development of student accommodation would release housing to the market elsewhere. It stated that:

“...it simply relied upon paragraph 3.38 of the PPG in support of its proposition that, irrespective of the extent (if any) that student accommodation was included in the housing requirement figure adopted.”⁶²

5.20 As a consequence, the High Court stated that the Appeal Inspector:

“... was correct not to accede to the Council’s submission that all student accommodation supplied should or could be set off against the housing requirement. She was correct not to be persuaded by the Developers’ contention that she could not under any circumstances take into account student accommodation. She was correct to look at the facts of this case and determine whether, on the evidence before her, there was any basis for taking any of the new student accommodation into account ... she properly accepted (in paragraph 47) that, although there was currently no evidence to show that the provision of student accommodation has released housing into the general market in Exeter, the situation may in the future change if (e.g.) the delivery of student accommodation significantly exceeded the increase in student population.”⁶³

Conclusion

5.21 It is against this policy context that the proposed housing supply should be considered. In practice, applying the Framework and Practice Guidance to achieve a robust supply that will meet the needs of the community is an evidence based process which should use transparent and justifiable assumptions on lead-in times, delivery rates and density. In addition, it should be clear that the sites are available and achievable over the plan period.

5.22 In the case of York, there are inherent dangers in including student housing in the supply if there is no evidence that there has been a reduction in the number of general market dwellings

⁶¹ Land at Home Farm, Church Hill, Pinhoe – Insp. Decision 29.10.14 [Ref: APP/Y1110/A/14/2215771] - §44 & §47

⁶² Exeter City Council v Secretary of State for Communities and Local Government [2015] EWHC 1663 (Admin) - §37

⁶³ Ibid - §44

occupied by students as a direct result of the provision of purpose-built student accommodation.

6.0 Council's Housing Supply Evidence

Introduction

6.1 Detailed representations on the Council's housing land supply evidence were submitted on behalf of the Companies to the City of York Local Plan - Preferred Sites Consultation (in 'Technical Report 2: Housing Supply'). These representations concluded the following:

- 1 The Council had not produced a trajectory or a detailed assessment of the 5-year supply position as required by the Framework. No evidence had therefore been produced to demonstrate the Council's housing supply position.
- 2 The assessment of the balance between the housing requirement and supply demonstrated that there was a significant shortfall for both the plan period and 5-year period. In these circumstances, the emerging plan was not 'sound' as required by the Framework, as the Council has not demonstrated an adequate short and longer-term supply as required by national guidance.
- 3 The Council should allocate additional land to meet the housing needs of the community and these sites should be able to deliver early in the plan period. This is the only approach that would deliver a 'sound' plan and enable the much needed investment in new housing to meet the community's needs.

These concerns have not been addressed and reference is accordingly made below in Lichfields' assessment of the Council's latest evidence.

6.2 Before considering the adequacy of the Council's supply, it is important to consider the nature and extent of the Council's evidence base in relation to the supply. Evidence on the Council's supply is contained in a number of different places:

- 1 The City of York Strategic Housing Land Availability Assessment [SHLAA] (September 2017);
- 2 The City of York Local Plan Publication Draft (March 2018);
- 3 Half Year Housing Monitoring Update for Monitoring Year 2017/18 (1st April 2017 and 30th September 2017); and,
- 4 The City of York Windfall Allowance Technical Paper 2017 (SHLAA Annex 5).

Housing Completions

6.3 The Council has provided detailed site by site delivery figures for the past five monitoring years (2012/13 to 2016/17). In addition, the Council's annual completion figures since 2007/08 are contained in the September 2017 Half Year Housing Monitoring Update.

6.4 The Council has included student specific accommodation within their completions figures and their forward supply figures. Based on recent High Court decisions it is clear that robust evidence must be provided to justify the inclusion of student accommodation in the housing supply, specifically that the accommodation will release housing into the general market.

6.5 York Council has not provided any evidence to demonstrate that the provision of additional student accommodation would result in the release of housing into the market as required by national policy. Furthermore, the Council's June 2016 SHMA outlines that the York St John University is, over the next five years, seeking to "*grow our student numbers from 6,400 to 7,300*"⁶⁴. This reflects an aim to achieve growth in student numbers of 14.1% by 2020.

⁶⁴ City of York, June 2016 Strategic Housing Market Assessment, §10.71

- 6.6 Based on national policy, the recent High Court decision coupled with the expected growth in student numbers in York, it is considered that it is inappropriate to include student accommodation within the Council's supply. This is because there is no justification regarding how it will result in the release of current housing into the general housing market.
- 6.7 In this context, the Council has included the delivery of 124 units in monitoring year 2012/13 from the site at 6-18 Hull Road. However, a total of 97 of the units are not self-contained and share communal/living areas. As such, these bedspaces cannot contribute towards the Council's housing completion figures as there is no evidence that they have released housing to the general market. That said, we have included the delivery of 27 units from this site as they are self-contained studio apartments which could be sold on the open market at some stage in the future.
- 6.8 The Council has also included the delivery of 91 units in the monitoring year 2016/17 for the site at Hallfield Road. The majority of the units on this scheme are not self-contained and share communal/living areas. As such, these bedspaces cannot also contribute towards the Council's housing completion figures as there is no evidence that they have released housing to the general market. However approximately 9% of these units are studio apartments which could be sold on the open market at some stage in the future, so we have included 8 units from this scheme on this basis.
- 6.9 Table 6.1 sets out the Council's past completion figure and provides a cumulative running total since 2012/13. It also sets out Lichfields' assumed completions figures and provides a running total.

Table 6.1 Housing Completions

Year	Council Position		Lichfields' Position	
	Comp.	Cum +/-	Comp.	Cum +/-
2012/13	482	482	385	385
2013/14	345	827	345	730
2014/15	507	1,334	507	1,237
2015/16	1,121	2,455	1,121	2,358
2016/17	977	3,432	894	3,252
Totals	3,432		3,252	

Source: City of York Council

2017 SHLAA

- 6.10 The Framework⁶⁵ sets out that local planning authorities should prepare a SHLAA to establish assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period. Furthermore, the Practice Guidance⁶⁶ outlines that the assessment of land availability is an important step in the preparation of Local Plans. The provision of an up to date SHLAA approach ensures that all land is assessed together as part of plan preparation to identify which sites or broad locations are the most suitable and deliverable for a particular use.
- 6.11 The Council has published its City of York Strategic Housing Land Availability Assessment

⁶⁵ Framework - §159⁶⁶ Practice Guidance - ID: 12-018-20140306

September 2017. This document supersedes previous versions of the SHLAA to present the sites assessed for their development potential to form part of the evidence base for York's Local Plan. The 2017 SHLAA accompanied the Local Plan Pre Publication [LPPP] Draft, setting out the methodology for site selection in the plan, and detail of which sites have been allocated.

Site Selection

- 6.12 The 2017 SHLAA outlines the previous consultation undertaken by City of York Council in relation to site identification and consultation/engagement. It states [§2.3.1] that a two stage suitability process was undertaken in order to sieve out the potential sites most suitable for development:
- 1 Stage 1: Sustainable Location Assessment which uses the shapers set out in the emerging Spatial Strategy to assess potential site suitability. The SHLAA states that the methodology was also informed by work on the Sustainability Appraisal.
 - 2 Stage 2: Technical Officer Group which considers more site specific suitability of sites which successfully passed Stage 1 and determined whether they should progress as development sites. The SHLAA states that any sites which were wholly or partly removed from the site selection process following the Stage 1 analysis will be given the opportunity to respond to the assessment with supporting evidence.
- 6.13 Further details on the scoring process and methodology used are provided in Annex 3 of the SHLAA. As the site selection and criteria assessment process was developed in 2013, the SHLAA indicates that subsequent guidance on Impact Risk Zones for SSSIs, Flood Risk and Agricultural Land Value has been taken into consideration. It also explains the basis on which the availability and deliverability of sites has been determined.
- 6.14 The SHLAA [§§2.5.1-2.5.2] outlines how the availability of sites has been determined. It states:
- “The majority of sites assessed were received through the Call for Sites process or subsequent Local Plan consultations. Through this process we asked that landowner details were provided to us to ensure that we could confirm availability and that the site had a willing landowner. We also asked for details of whether the site had been promoted commercially or by an agent as well as when the site would be become available for development. Since 2012, the availability of sites has been reconfirmed through consultation.”*
- “For the allocated sites set out in the Section 3.3, availability of the site has been confirmed and the timescales reflect our understanding of when the site will be brought forward in the plan period”.*
- 6.15 The SHLAA [Section 2.6] sets out a series of archetypes which have been used to determine the scale of potential development on sites less than 5ha (non-strategic sites). It notes that for Strategic Sites (over 5 ha) a bespoke approach is taken to reflect the site characteristics and detailed work undertaken.

Housing Supply

- 6.16 A summary of housing completions and permissions for the period April 2016 to March 2017 is provided.
- 6.17 The SHLAA identifies a windfall allowance of 169 dwellings per annum and states that windfalls will be included from year 4 of the trajectory. Included at Annex 5 of the SHLAA is City of York Local Plan Windfall Allowance Technical Paper (2017) which explains how the windfall figure has been derived.
- 6.18 The SHLAA does not provide any detailed calculation to demonstrate how a 5-year housing land

supply is achieved. This is wholly unacceptable and does not demonstrate the deliverable 5 year housing land supply as required by national guidance.

City of York Local Plan Publication Draft [LPP]

- 6.19 The Council published its LPP in February 2018 for public consultation. Policy H1 identifies the sites which have been allocated to meet the housing requirement set out in Policy SS1 over the plan period 2017/18 to 2032/33 (867dpa).
- 6.20 Table 5.1 in the LPP identifies the sites which have been allocated in the LPP and provides the estimated dwelling yield and estimated phasing for these sites (i.e. Short Term: Years 1-5, Medium Term: Years 1 -10 etc.). For those sites where the phasing extends beyond years 1-5, the anticipated delivery of the sites in each 5 year phase is not confirmed.
- 6.21 The LPP (Figure 5.1 and Table 5.2) provides housing trajectories for the period April 2017 to March 2033 (16 years) against the identified housing target of 867dpa. The LPP [5.6] states that the trajectory shows there is an adequate supply to meet the objectively assessed need throughout the plan period. However, there is a lack of detailed evidence on the supply to demonstrate this position.
- 6.22 Lichfields notes that the period March 2017 to April 2018 has been identified as Year '0', rather than Year '1', which would be the usual approach. Years 0 to 4 (rather than Years 1 to 5) is therefore the period against which the Framework requirement of achieving a 5-year supply would be assessed.
- 6.23 The information provided in the trajectories is high level. They do not provide an annual housing delivery trajectory for each site over the plan period. The Council simply provides an assumed total completion figure for all sites each year without detailed reasoning on the methodology for deriving this figure. In addition, there is a lack of evidence in the SHLAA on lead-in times and delivery rate assumptions for the Council's unimplemented permissions and draft allocations.
- 6.24 With regard to providing a rolling 5 year supply of deliverable sites the LPP [5.9] states:

“The Council accepts that there has been persistent under delivery of housing as defined in the NPPF and consequently has included enough land in the early years of the trajectory to ensure there is a 20% buffer in the 5 year supply. This land has been brought forward from later in the plan period. Progress on meeting delivery targets will be assessed through the authority monitoring report and the 20% buffer will be rolled forward within the 5 year supply until such time as the under delivery has been satisfactorily addressed. This does not mean that overall more land has been allocated in the plan, what it does mean is that the development trajectory (see Figure 5.1) ensures that in the early years of the plan additional land is available to address previous under delivery”.

However, as with the SHLAA, the LPP does not provide any detailed calculation to demonstrate how the 5-year housing land supply is achieved.

- 6.25 With regard to site yield and delivery, the LPP [5.12] notes that the yield for each of the strategic sites has been established through working with site promoters to produce an individual assessment of the yield for each site. For non-strategic sites the LPP refers to the yield archetypes identified in the SHLAA [2.6.2].
- 6.26 With regard to the delivery and phasing of allocated sites the LPP [5.13-5.14] states:

“Each allocated site has been assessed for its likelihood of being delivered to ensure that we are satisfied that each site is likely to come forward for development during the plan period, although ultimately this can be dependent upon external factors such as finance”.

availability for house builders, mortgage availability for purchasers and the aspirations of landowners. In all cases there have been discussions with the land owner about their current plans. We have at this stage placed each allocated site within a timescale of short (1-5 years), medium (6-10 years), long term (11-15 years) or life time of the plan (1-21 years). The timescale of each site is an indication of when we think the site is likely to come forward and reflects the timescale put forward by the landowner or developer in the discussions referred to above, the requirement to develop the most sustainable sites within a settlement first and viability”.

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

- 6.27 As with the SHLAA, there is a lack of evidence in the LPP on lead-in times and delivery rate assumptions for the Council’s unimplemented permissions and draft allocations. This is a flawed approach which does not meet the requirements of national guidance.

Conclusion

- 6.28 The Council has compiled and recently published housing completions figures for the past ten monitoring years as well as published detailed site by site completion figures for the past 5 years. However, the Council’s housing land supply figures do not provide an annual housing delivery trajectory for each site over the plan period. The Council simply provides an assumed total delivery figure for each site without detailed reasoning on the methodology for deriving this figure.
- 6.29 Insufficient information has also been provided on the assumptions used to derive the Council’s proposed delivery in the LPP and associated evidence base documents. There is a distinct lack of evidence on lead-in times and delivery rate assumptions for the Council’s unimplemented permissions and draft allocations.
- 6.30 Furthermore, the Council includes several student sites in its future supply, which is inappropriate, as there is no justification regarding how these developments will result in the release of housing into the general housing market as required by the Practice Guidance. In particular, no robust evidence has been provided to clearly demonstrate that there has been a reduction in the number of general market dwellings occupied by students as a direct result of the provision of purpose-built student accommodation. As a result, the Council’s land supply figures risk being severely distorted.

7.0 Housing Requirement

Introduction

- 7.1 The Framework⁶⁷ and Practice Guidance require LPAs to demonstrate a developable 5-year supply and a deliverable supply for the period 5-15 years. This requires an understanding of the relevant housing requirements for each of these time periods.
- 7.2 This Technical Report sets out a critique of the Council's OAHN and the need to increase the target to meet the needs of the local community. This section briefly sets out the relevant figures to be used for both the 5-year assessment and the plan period assessment.

Plan Period Housing Requirement

- 7.3 The Council's SHMA Assessment Update seeks to provide the evidence to justify the housing requirement for the City of York Local Plan. It sets the Plan period as 2012-2032.
- 7.4 This Technical Report sets out the flaws in the SHMA Assessment Update and the Council's approach in rejecting the 953 dpa figure recommended in the SHMA Assessment Update. It requests that the OAHN is recalculated using an appropriate methodology. Lichfields considers that the Council's SHMA makes a number of flawed assumptions and judgements and does not properly respond to the requirements of policy and guidance. As a result, the proposed OAHN set out in the SHMA is not robust and is inadequate in meeting the need and demand for housing.
- 7.5 Even so, the Council has resolved to reject the OAHN of 953 dpa set out in the SHMA update and adopt a figure of 867 dpa, based on the latest revised SNHP published by ONS and MHCLG with no adjustment for market signals or affordable housing. By way of contrast, MHCLG's standard methodology produces an OAHN figure of 1,070 dpa, significantly higher than adopted by the Council which again demonstrates the inappropriateness of the Council's approach.
- 7.6 As noted in Section 4, Lichfields considers that the OAHN for York is **at least 1,150 dpa**. To be robust however, for the purposes of this report, we have also used GL Hearn's 953 dpa OAHN figure to calculate the City's 5YHLS.

5-Year Housing Requirement

Annual Requirement

- 7.7 When calculating the 5-Year Housing Requirement the annual average requirement should be used. As there is disagreement over the appropriate OAHN with the Council preferring a housing requirement of 867 dpa rather than their own housing evidence which suggests a need for 953 dpa figure in the SHMA Update, with Lichfields recommending a yet higher figure (1,150 dpa). All three are used in this assessment.
- 7.8 We would note that whichever figure is used, it does not include the specific needs of students living in halls of residence, which would be additional as these are explicitly excluded from the CLG's household projections.

⁶⁷ Framework - §47

Under Supply

- 7.9 The Practice Guidance⁶⁸ indicates that LPAs should aim to deal with any under supply within the first 5-years of the plan period where possible. Table 7.1 sets out the net completions recorded by the Council since 1st April 2007 compared to the now withdrawn RS for Yorkshire and the Humber requirement which the Council has been using in the absence of an adopted Local Plan. Table 7.1 shows the failure of York to deliver housing to meet the needs of the community.

Table 7.1 Housing Completions 2007/08 - 2016/17

Year	Target	Comp.	+/-	Cum +/-
2007/08	650	523	-127	-127
2008/09	850	451	-399	-526
2009/10	850	507	-343	-869
2010/11	850	514	-336	-1,205
2011/12	850	321	-529	-1,734
2012/13	850	482	-368	-2,102
2013/14	850	345	-505	-2,607
2014/15	850	507	-343	-2,950
2015/16	850	1,121	+271	-2,679
2016/17	850	977	+127	-2,552
Totals	8,300	5,748	-2,552	

Source: York Housing Monitor Update for Monitoring Year 2016/17

- 7.10 The Council has produced a Half-Year Monitoring Update for 2017/18 (1st April 2017 to 30th September 2017). This indicates that net completions over this period have totalled 1,036 dwellings.
- 7.11 However, as details of the full monitoring year 2017/18 are not yet available it is not possible to include this latest dataset in the analysis.
- 7.12 Table 7.2 sets out the net completions recorded by the Council since 1st April 2012 compared to the Council's requirement and the Lichfield's target. In this context it should be noted that the Lichfield completions exclude the student accommodation (180 units) previously included in the Council's delivery figures for the reasons set out in Section 6.0. The table shows the failure of York to deliver sufficient housing to meet the emerging OAHN.

⁶⁸ Practice Guidance - ID:3-035-20140306

Table 7.2 Housing Completions

Year	Council Position				SHMA OAHN				Lichfield Position			
	Target	Comp.	+/-	Cum +/-	Target	Comp.	+/-	Cum +/-	Target	Comp.	+/-	Cum +/-
2012/13	867	482	-385	-385	953	482	-471	-471	1,150	385	-765	-765
2013/14	867	345	-522	-907	953	345	-608	-1,079	1,150	345	-805	-1,570
2014/15	867	507	-360	-1,267	953	507	-446	-1,525	1,150	507	-643	-2,213
2015/16	867	1,121	+254	-1,013	953	1,121	168	-1,357	1,150	1,121	-29	-2,242
2016/17	867	977	+110	-903	953	977	24	-1,333	1,150	894	-256	-2,498
Totals	4,335	3,432	-903		4,765	3,432	-1,333		5,750	3,252	-2,498	

Source: York Housing Monitoring Update for the Year 2016/17 / Lichfields analysis

Application of the Buffer

- 7.13 Judgements on the appropriate Framework buffer (i.e. 5% or 20%) to apply turns on whether there is a record of “*persistent under delivery*”.
- 7.14 In this case, the Council has under-delivered in 8 of the past ten years when compared to the previous housing target and the emerging Local Plan (see Tables 7.1 & 7.2). A ten year period is considered to represent an entire economic cycle and an appropriate period for considering past delivery. This results in a substantial shortfall which needs to be quickly rectified. It is therefore appropriate to apply a 20% buffer to help address the significant delivery failings. This approach aligns with the Framework⁶⁹ objective to “*boost significantly*” the supply of housing and ensure that objectively assessed housing needs are met.
- 7.15 In respect of applying the buffer, it should be applied to both the forward requirement and the under supply. This approach accords with the Framework, which suggests that the buffer should be added to the total requirement which would, inevitably, include any under delivery from earlier years. In this regard, the purpose of the buffer is to increase the supply of land; it does not change the number of houses required to be built within that period. Put simply, the buffer is not, and it does not become, part of the requirement; it is purely a given excess of land over the land supply necessary to permit the identified need for housing to be delivered.
- 7.16 There have been a number of appeal decisions supporting this approach. In particular, the appeal in Droitwich Spa⁷⁰ where the Inspector indicated that the buffer should be applied to the forward requirement and under supply. He stated:
- “It is also clear that the 20% buffer should be applied to the entire 5-year requirement (including the historic shortfall). The Council could not point to any provision in policy or previous decisions which supports the contention that the 20% should not apply to the historic shortfall...”* [§8.46]
- The Secretary of State supported this approach in his decision letter.⁷¹
- 7.17 Table 7.3 sets out respective positions in relation to the 5-year requirement.

⁶⁹ Framework - §47

⁷⁰ Land at Newland Road and Primsland Way, Droitwich Spa (SoS Decision 02.07.14 – Ref: APP/H1840/A/13/2199085)

⁷¹ *ibid* – DL §14

Table 7.3 5-Year Housing Requirement

	Council		SHMA OAHN		Lichfields	
	Calc.	Total	Calc.	Total	Calc.	Total
Policy Requirement (2017-2022)	867 dpa x 5	4,335	953 dpa x 5	4,765	1,150 dpa x 5	5,750
Under Supply (2012-2017)	4,335 – 3,432	903	4,765 – 3,432	1,333	5,750 – 3,252	2,498
Buffer at 20%	$(4,335 + 903) \times 0.2$	1,048	$(4,765 + 1,333) \times 0.2$	1,220	$(5,750 + 2,498) \times 0.2$	1,650
Total Requirement		6,286		7,318		9,898
Annual Requirement	6,286 / 5	1,257	7,318 / 5	1,464	9,898 / 5	1,980

Source: Lichfields

7.18 On this basis, the 5-year requirement ranges from **6,286** to **9,898** dwellings.

Conclusion

- 7.19 The SHMA Update sets out an OAHN for York of 953 dpa; however, the Council has ignored this figure and adopted 867dpa for the plan period. Lichfields considers that an OAHN of 1,150 dpa is more appropriate. Even this figure explicitly excludes the needs of students living in purpose-built halls of residence.
- 7.20 The appropriate plan period is for this assessment is 2012-2032. We have set out the Council's past completion data and consider that a 20% buffer is required due to the persistent under delivery of housing in the City over the past 10 years.
- 7.21 When using the Council's OAHN and factoring in backlog and an appropriate buffer it is concluded that the annual housing requirement over the next 5-years is 6,286 (1,257 dpa), rising to 7,318 (1,464 dpa) using the SHMA's OAHN. Using Lichfields' OAHN figure would result in an annual requirement of 9,898 (1,980 dpa) over the next 5-years.

8.0 Housing Land Supply

Introduction

8.1 This section assesses the adequacy of the deliverable and developable supply of housing sites to meet the requirement for the plan period and 5-year period. It draws on the information supplied by the Council in the LPP and associated evidence base.

8.2 Before considering the individual components of the supply some initial points on the assumptions made by the Council on deliverability, particularly in relation to lead-in times and delivery rates. In this context it is important to be cautious in relation to the likelihood of sites delivering and the scale of that delivery. This is because the purpose of the assessment is to provide a realistic view of whether there is sufficient land available to meet the community's need for housing. If those needs are to be met a cautious approach must be taken.

Delivery Assumptions

Lead in Times

8.3 From the information released to date by York City Council it is impossible to decipher the Council's assumed lead in times for the proposed housing allocations outlined in the LPP.

8.4 Whilst housebuilders aim to proceed with development on site as quickly as possible, lead-in times should not underestimate inherent delays in the planning process (e.g. the approval of reserved matter and discharge of planning conditions) as well as the time taken to implement development (e.g. complete land purchase, prepare detailed design for infrastructure, mobilise the statutory utilities and commence development).

8.5 Another fundamental element in calculating appropriate lead-in times is the size and scale of the site. As a generality, smaller sites can commence the delivery of units before larger sites. Larger sites often have more complex issues that need to be addressed and require significantly greater infrastructure development which must be delivered in advance of the completion of units.

8.6 Table 8.1 sets out our general methodology in terms of lead-in times. We have split the methodology by site size and stage in the planning process.

Table 8.1 Lead-in Times

Stage of Planning	0-250 units	250-500 units	500+ units
Full Planning Permission	1 Year	1.5 Years	2 Years
Outline Planning Permission	1.5 Years	2 Years	2.5 Years
Application Pending Determination	2.5 Years	3 Years	3.5 Years
No Planning Application	3 Years	3.5 Years	4 Years

Source: Lichfields

8.7 We provide a detailed breakdown in Table 8.2 to Table 8.5 of the lead-in times and the factors that have been taken into account. The tables, breakdown the lead in times for a typical site of up to 250 units. Obviously, the larger site categories would take long to come forward as given the additional complexities in relation to negotiate S.106 contributions, discharge conditions

and put in place the necessary on-site infrastructure.

- 8.8 We have incorporated a period between the grant of outline planning permission and the formulation of the scheme to allow for market assessments and board approvals. Finally, if the outline permission has been secured by a land promoter or a landowner the site would need to be marketed during this period. This period has not been included but would add between 6 months to 9 months to the delivery.
- 8.9 On the sites with no current planning application, the timetable assumes there is a willing developer/landowner who wishes to commence the preparation of an application immediately. However, this is not always the case and a draft allocation in a Local Plan does not necessarily mean the process of securing planning permission is commenced immediately.

Table 8.2 Full Planning Permission - Lead-in Times (Site up to 250 units)

Key Stages	Prep of App.	Consider App.	S.106	Site Prep.	First Comp.	Total
Full Permission						
Discharge of Pre-Commencement Conditions	3	2				5
Site Commencement				3	6	9
Overall Time to 1st Completion						14*

Source: Lichfields

Notes: * rounded down to 12 months for the purposes of calculating a delivery trajectory.

Not included time within the timetable for market assessment and board approval as it is assumed this has been completed

Table 8.3 Outline Planning Permission - lead-in Times (Site up to 250 units)

Key Stages	Prep of App.	Consider App.	S.106	Site Prep.	First Comp.	Total
Outline Permission						
Reserved Matters and Discharge of Pre-Commencement Conditions	6	4				10
Site Commencement				3	6	9
Overall Time to 1st Completion						19*

Source: Lichfields

Notes: * rounded down to 12 months for the purposes of calculating a delivery trajectory.

Not included time within the timetable for market assessment and board approval as it is assumed this has been completed

Table 8.4 Application Pending Outline Permission - Lead-in Times (Site up to 250 units)

Key Stages	Prep. of App.	Consider App.	S.106	Site Prep.	First Comp.	Total
Outline Application		4	3			7
Market Assessment						3
& Board Approval	6	4				10
Reserved Matters and/or Discharge of Pre-Commencement Conditions				3	6	9
Overall Time to 1st Completion						29*

Source: Lichfields

Notes: * rounded to 30 months for the purposes of calculating a delivery trajectory.

Table 8.5 No Planning Application - Lead-in Times (site up to 250 units)

Key Stages	Prep of App.	Consider App.	S.106	Site Prep.	First Comp.	Total
Application	6	4	3			13
Market Assessment						
& Board Approval						3
Reserved Matters and/or Discharge of Pre-Commencement Conditions	6	4				10
Site Commencement				3	6	9
Overall Time to 1st Completion						35*

Source: Lichfields

Notes: * rounded to 36 months for the purposes of calculating a delivery trajectory.

- 8.10 The lead-in times set out in these tables are likely to be an underestimate based on the recent report by Barratt Homes and Chamberlin Walker.⁷² The report notes that:

“New data for 2017 presented in this report, from Barbour ABI, indicates that ‘post-planning permission’ development timescales (C+D) have increased markedly: on sites of 20 homes or more it now takes at least 4.0 years on average from the grant of detailed planning permission to site completion, compared to the earlier LGA estimates of 1.7 to 3.2 years.”

In these circumstances the Council must set out clearly the lead-in times that are assumed and demonstrate that they are sound and robust. This is clearly not the case with the current evidence base.

Delivery Rates

- 8.11 Whilst housebuilders aim to deliver development on site as quickly as possible, in a similar fashion to the lead-in times outlined above, the annual delivery rate on sites will depend on a number of factors including overall site capacity. In our experience, sites with a capacity of less than 250 units are built out by one housebuilder using one outlet. As such, a reasonable average

⁷² The Role of Land Pipelines in the UK Housebuilding Process (September 2017) Barratt Homes & Chamberlin Walker

annual delivery rate in York is 40 dpa for sites with a capacity of less than 250 units. However, on sites of less than 100 units we have assumed a lower delivery rate of 25 dpa as these sites will generally be delivered by smaller housebuilders.

- 8.12 Generally, in York on sites with a capacity of between 250 units and 500 units there is often a second developer (or national housebuilders use a second outlet) delivering units simultaneously. As such, annual delivery rates increase but not exponentially to the number of housebuilders or delivery outlets. In our experience in the current market, sites with 2 outlets deliver approximately 65 dpa.
- 8.13 Finally, on large-scale sites with a capacity of more than 500 units, there are often up to three housebuilders or outlets operating simultaneously. As before, this does not increase delivery exponentially but it can be expected that three outlets operating simultaneously on a large scale would deliver approximately 90 dpa.

Table 8.6 Annual Delivery Rates

	0-100 units	100-250 units	250-500 units	500+ units
Annual Delivery	25 dpa	40 dpa	65 dpa	90 dpa

Source: Lichfields

- 8.14 Lichfields considers that it would be appropriate to apply the delivery rates identified above. The quantum of delivery of units on a site can be affected by a significant number of factors including local market conditions, general economic conditions, proximity to competing site, housing market area, type and quality of unit and the size of the development. There will be a number of sites in York that will experience higher annual delivery rather than the averages outlined above but there will also be a number of who deliver below the average also. It is therefore important not to adopt an average delivery rate which may only be achieved by a small minority of the strategic sites.

Density Assumptions

- 8.15 The 2017 SHLAA (page 20) sets out the density assumptions for each residential archetype.
- 8.16 It is considered that, the proposed densities are overly ambitious and will not be achieved on average on sites throughout York. For example, from our experience, it is not anticipated an average density of 50dph on sites of 1ha+ with a gross to net ratio of 95% can be achieved. Meeting open space requirements alone will preclude this ratio. There will be a very limited number of examples where this density has been achieved but a more appropriate and conservative figure should be pursued in the absence of firm details from a developer. The gross to net ratio at most should be 85%, although this can reduce to less than 60% for larger developments with significant infrastructure requirements.
- 8.17 Secondly, it is considered that a density of 40dph on suburban sites is highly aspirational and is unlikely to be achieved across a significant number of sites. This density is characterised by housing for the smaller households and thus not suitable for family accommodation. Our housebuilder clients and local intelligence has reaffirmed our concerns with the proposed average densities. Unless there is specific evidence to the contrary the default density on suburban sites should be 35 dph.
- 8.18 The Council has not provided sufficient information to back up their assumptions and we consider that these development densities should be revised downwards to ensure that the capacity of sites is not artificially inflated. Assumptions on development densities in the

absence of specific developer information should air on the side of caution and we consider that the details in the 2017 SHLAA are at variance with this principle.

Components of the Housing Supply

- 8.19 The components of the Council's supply are set out in the LPP. The LPP does not set out a delivery trajectory for each site and only sets out the expected delivery from each site over the plan period.
- 8.20 The information provided in the trajectory in the LPP is high level. It does not provide an annual housing delivery trajectory for each site over the plan period. The Council simply provides an assumed total completion figure for all sites each year without detailed reasoning on the methodology for deriving this figure.
- 8.21 As set out above, the Council includes several student sites in its future supply which is inappropriate as no robust evidence has been provided to demonstrate that there has been a reduction in the number of general market dwellings occupied by students as a direct result of the provision of purpose-built student accommodation. As a result, including student accommodation in the supply is flawed and risks severely distorting the figures.

Sites with Planning Permission

- 8.22 It is now a standard approach that sites with planning permission should be included in the supply (unless there is a good reason to exclude them) whereas sites without planning permission should be excluded (unless there is a good reason to include them). This interpretation is entirely logical as the absence of a planning permission is a clear impediment to development, which is contrary to the test that land should be available now.
- 8.23 The LPP [5.3] indicates that, as at 11th April 2017, there were extant planning permissions for 3,578 homes which will contribute towards meeting the overall housing requirement in the Plan. However, the Council has not identified these sites nor has it provided a delivery trajectory for each site to demonstrate how each of these sites contributes to delivery over the Plan period or to the 5-Year housing land supply. In the absence of this information it is not possible to ascertain whether these sites should be included in the supply. Lichfields therefore reserves the right to provide further comment on this matter as and when more detailed information is made available.

Allocations

- 8.24 Table 5.1 of the LPP identifies the housing and strategic sites which are proposed for allocation. It provides an estimated dwelling yield and estimated phasing for these sites (i.e. Short Term: Years 1-5, Medium Term: Years 1-10 etc.). For those sites where the phasing extends beyond years 1-5, the anticipated delivery of the sites in each 5 year phase is not confirmed.
- 8.25 The Council has not provided a detailed delivery trajectory for each of the Potential Strategic Housing Allocations and Potential General Housing Allocations. The Council has simply provided a figure for the total dwellings to be provided for the plan period without any justification or clarification on the assumptions used to derive the delivery figure. Lichfields therefore reserves the right to provide further comment on this matter as and when more detailed information is made available.
- 8.26 The estimated phasing in LPP Table 5.1 indicates that a number of large strategic sites are to commence delivery in Year 1. With regard to this matter, Lichfields would like to express a degree of caution in relation to resourcing issues at the Council. The Council are assuming that a significant number of large planning applications will be submitted and determined concurrently in a relatively short space of time. It is not clear if the Council has fully considered

the resourcing issues associated with dealing with all these application at the same time. In our experience, the Council's Department may not have sufficient capacity to deal with a number of major applications at the same time.

- 8.27 Based on the information provided, Lichfields also consider there are a number of sites where the delivery of development has been substantially overestimated by the Council, including the examples below.

Sites ST14 Land to West of Wigginton Road & ST15 Land to West of Elvington Lane

- 8.28 The estimated phasing in LPP Table 5.1 indicates that sites ST14 (Land to West of Wigginton Road) and ST15 (Land to West of Elvington Lane) will begin to deliver in Year 1 (2018/19). Lichfields consider this anticipated early delivery to be unrealistic for a number of reasons:
- 1 The sites are located within the Green Belt and no application is likely to be permitted until the Local Plan is adopted.
 - 2 A clear strategy is needed to deliver the sites during the plan period. Both are in multiple ownerships and the siting of each allocation without access to a public highway introduces an added level of complexity in negotiation and agreement between the parties involved.
 - 3 In view of their size and complexity much work will be needed to develop masterplans and establish viability of the developments to be progressed through the planning system.
 - 4 Detailed masterplans will be required to secure an appropriate form of development and ensure a phased delivery of the on-site services and facilities.
 - 5 Given the scale and location of the developments the schemes will need to be subject to full environmental assessment, especially to consider the likely impact on landscape, ecology and transportation and historic character of the City.
 - 6 The sites are isolated and there is no existing infrastructure capable of accommodating the proposed level of development. Both sites do not have frontage to a public highway with capacity that would allow even the smallest amount of development to commence. Their development will require major off-site highway improvements and new highway access roads and junctions. Other utilities will need to be procured and delivered in advance of any construction works on the site. This will inhibit the early delivery of the developments.
 - 7 The proposed sites are not obviously sustainable in that they are not easily accessible to existing social and community facilities or located close to existing public transport routes. Considerable effort will need to be made to ensure the allocations do not become satellite, dormitory communities wholly reliant on private transport for every journey away from the home.
- 8.29 The proposed delivery of units in Year 1 (2018/19) is ambitious and unrealistic given the extensive infrastructure requirements which will need to be put in place in advance of any development taking place. In addition, in view of the application of restrictive Green Belt policy it is inevitable that once the Local Plan is adopted the City of York Council will receive many planning applications for both large and smaller developments. Processing these applications will inevitably cause added delay, especially to the major, complex, housing allocations.
- 8.30 We consider that the identification of a portfolio of small site allocations (e.g. up to 250 dwellings) would assist in meeting any shortfall created by the delay in large sites delivering dwellings early in the plan period.

Windfalls

- 8.31 The Council claims that 169dpa will be delivered on windfall sites from Year 3 of the trajectory (2020/21) and provides justification for their windfall allowance in its Windfall Allowance Technical Paper (2017).

- 8.32 The Framework⁷³ sets out the local planning authorities may make allowance for windfall sites in the 5-year supply if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply. Furthermore, any allowance should be realistic having regard to the SHLAA, historic windfall delivery rates and expected future trends.
- 8.33 Lichfields accept that windfalls should be included in the overall housing delivery trajectory but only consider that they are appropriate outwith the first 5-year period. The inclusion of a significant windfall figure in earlier years increases the likelihood of artificially inflating the housing delivery figures in year 3 and double counting sites with permission. It does not account for any potential delays to the build out sites with extant consent. As such, the windfall allowance should be amended to only make an allowance from Year 5 (2022/23) onwards.
- 8.34 The Council consider that an annual windfall of 169dpa is appropriate to take account of potential delivery on sites of <0.2ha and completions on change of use and conversion sites.
- 8.35 However, the figure of 169 dwellings has only been achieved four times over the past 10 years and only twice since the base date of the new plan period (2012). This is during a period when the application of a very tight inner Green Belt boundary has precluded urban edge development at a time of ever increasing housing demand. In such circumstances it would have been an ideal period for windfall development to increase; but it did not. There is therefore no justification for such a high allowance.
- 8.36 In relation to the delivery on sites of <0.2ha, Lichfields consider that the proposed windfall allowance is too high because tightly defined settlement boundaries in York and surrounding settlements means there is a finite supply of sites which can come forward. This supply has been curtailed by the change in definition of previously developed land (June 2010) to remove garden sites. In addition, the Council started to request small sites to make contributions towards affordable housing provision and required rural sites with a capacity of more than 15 units to provide on-site affordable housing. This has made the provision of units on small sites less attractive to the market. Since the policy change and the introduction of affordable housing contributions the quantum of completions on windfall sites in York has plummeted. As a consequence, the future supply from this source should only consider the average completion rate since 2009/10 of 33dpa.
- 8.37 In relation to the delivery from conversions, the average completion figure in the past three years is largely dependent on recent changes to permitted development rights. As a consequence, it is considered that after an initial surge the conversion rate will revert back to the long term average. It is likely that the optimum conversion sites will be completed in the short term and the less sustainable and attractive office developments in York will not be converted. As such the average conversion rate from 2007/08 to 2013/14 of 64dpa should be used.
- 8.38 Based on the above assessment it is considered that the proposed windfall allowance should be reduced from 169dpa to 100dpa (rounded up from 97) which represents a far more realistic windfall allowance over the plan period. The incorporation of this figure would ensure that the Council's trajectory is not artificially inflated, can be realistically achieved and would only be incorporated into the delivery trajectory at Year 5 (2022/23) to ensure no double counting.
- 8.39 It is considered that the Council's information does not adequately justify a windfall allowance of 169dpa and does not provide sufficient certainty that this figure will be achieved over the plan period. We reserve the right to revise our position on windfalls if the Council prepares and releases further justification.

⁷³ The Framework, §48

Conclusion

- 8.40 Lichfields has undertaken an analysis of the Council's evidence base documents and consider that the evidence provided by the Council is not sufficient to demonstrate that the dwelling requirement over the plan period and a 5-Year supply will be achieved. It is also considered that some of the proposed delivery rates on sites are unfounded and unrealistic.

9.0 **Balance of the Requirement and Supply**

Introduction

9.1 The Council has not produced a trajectory or a detailed assessment of the 5-year supply position, as required by the Framework. In these circumstances, it can only be assumed that the Council considers that it can demonstrate an adequate housing supply in the initial 5-year period and over the plan period. However, no evidence has been produced to demonstrate this position.

9.2 As a consequence, this section sets out an assessment of the housing supply against the three OAHNs for York (set out in Section 4).

5-Year Supply

Adequacy of Supply

9.3 The five year supply has been assessed against the Council's LPP housing target of 867 dpa; the SHMA Update's OAHN of 953 dpa; and Lichfields OAHN (1,150 dpa). The requirement is then compared to the Council's supply figures. The assessments in both cases make provision for the backlog and 20% buffer for persistent under delivery as calculated in Section 7. The calculation of Lichfields' position excludes any windfall allowance for the reasons we have set out in this Technical Report. As the Council has not provided adequate evidence to show how committed, allocated sites, student housing etc. factor into the housing supply, it has not been possible to fully assess the supply position and make further amendments. However, on the basis of our comments above, it is likely that this would reduce the housing supply considerably. Table 9.1 sets out the relative positions.

Table 9.1 5-Year Housing Land Supply Position using the Council's and Lichfields' OAHNs

Housing Requirement (2017-2022)		York Assumed Position		SHMA OAHN		Lichfields' Position	
Local Plan OAHN (dpa)			867		953		1,150
5 Year Requirement	2017-2022		4,335		4,765		5,750
Backlog	2012-2017	903		1,333		2,498	
Framework Buffer	20%	1,048		1,220		1,650	
Sub Total		1,951	1,951	2,553	2,553	4,148	4,148
5-year Requirement	2017-2022		6,286		7,318		9,898
Annual 5-year requirement			1,257		1,464		1,980
Housing Supply (2017-2022)							
Projected Housing Completions including Windfall Allowance from Year 3 (windfall allowance excluded from Lichfields' Position)			5,902		5,902		5,769
Total Supply	2017-22		5,902		5,902		5,769
Difference (Undersupply expressed as a minus)			-384		-1,416		-4,129
5-Year Supply Expressed as Years of Residual Annual Requirement			4.70		4.03		2.91

Source: Lichfields Analysis

- 9.4 The table demonstrates that even when comparing the likely delivery within the 5-year period to the Council's OAHN, there is not an adequate supply of housing land. Based on the Council's approach, there is only a supply of 4.70 years (with an undersupply of 384 dwellings), falling to 4.03 years if the higher SHMA OAHN is applied. If the Lichfields OAHN is used there is a supply of 2.91 years and a shortfall of 4,129 dwellings.
- 9.5 In addition, for the reasons we have raised in the previous section, the Council's 5-year supply figure of 5,902 dwellings is considered to be optimistic and all of this supply is unlikely to come forward over the 5-year period, which would further exacerbate the supply shortfall. Furthermore, including student accommodation in the supply without clearly evidencing how this would release housing onto the market elsewhere is not in accordance with the Practice Guidance or recent High Court judgements, and risks severely distorting the Council's land supply figures as a consequence.

Implications of the 5-Year Supply Position

- 9.6 The Council has a significant shortage of housing land in the first 5-years. This is a significant issue for the Council which means the plan is not 'sound' in its current form. It is therefore imperative that additional sites are allocated for housing to tackle this issue. These should be sites without any immediate constraints that can be delivered quickly once the plan is adopted.

The Plan Period Supply

- 9.7 There is also a significant shortfall of housing over the Plan period, when assessed against the Lichfields OAHN of 1,150 dpa and the 2,498 dwelling shortfall in delivery for the period 2012 to 2017 identified in Table 7.2 (a total figure of 20,898 dwellings over the Plan period 2012 to 2033). LPP Table 5.2 indicates a supply of 18,839 dwellings which is equivalent to a shortfall of 2,059 dwellings over this period.

Conclusion

- 9.8 The Council has not produced a trajectory or a detailed assessment of the 5-year supply position as required by the Framework. No evidence has therefore been produced to demonstrate the Council's housing supply position.
- 9.9 The assessment of the balance between the housing requirement and supply demonstrates that there is a significant shortfall for 5-year period. For the plan period, there is also a significant shortfall when assessed against the Lichfields assessment of the OAHN.
- 9.10 In these circumstances, the emerging plan is not 'sound' as required by the Framework, as the Council has not demonstrated an adequate short and longer-term supply as required by national guidance.
- 9.11 The Council should allocate additional land to meet the housing needs of the community and these sites should be able to deliver early in the plan period. This is the only approach that will deliver a 'sound' plan and enable the much needed investment in new housing to meet the community's needs.
- 9.12 It should be noted that the above assessment is reliant upon the information provided in the LPP and associated evidence base documents. Lichfields therefore reserves the right to update the above evidence as and when further information becomes available, particularly regarding student housing needs.

10.0 Summary

Context

- 10.1 The Framework sets out that LPAs should use their evidence base to ensure they meet the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in the Framework.
- 10.2 The SHMA Assessment Update makes a number of assumptions and judgements which Lichfields considers to be flawed, or which do not properly respond to the requirements of policy and guidance. As a result, the concluded OAHN is not robust and is inadequate to meet need and demand within the HMA.

Conclusions on the City of York's Housing Need

- 10.3 The Council's approach to identifying an assessed need of 867 dpa in the introductory section of the SHMA Assessment Update is considered to be fundamentally flawed. This is effectively a 'policy-on' intervention by the Council which should not be applied to the OAHN. It has been confirmed in the Courts that FOAN is 'policy off' and does not take into account supply pressures. The Council's approach to identifying the OAHN, as set out in the SHMA Assessment Update, would therefore be susceptible to legal challenge. The calculation of OAHN should therefore be based on the normal 'policy-off' methodology.
- 10.4 There are a number of significant deficiencies in the SHMA Assessment Update which means that the 953 dpa OAHN figure identified in the Assessment Update is not soundly based. In particular:
- 1 GL Hearn clearly accepts that an increase in household formation rates is necessary to respond to continued suppression of household formation rates within younger age groups within the official projections. However this demographic-led figure of 871 dpa does not appear to have been carried forward by GL Hearn in calculating the resultant housing need, as noted below. Lichfields agree with making an adjustment for demographic and household formation rates. However, it would be illogical to revert back to unadjusted projections of 867 dpa and then take this to apply the adjustment for market signals and affordable housing, when a demographic need of 871 dpa has been identified.
 - 2 Overall, the Assessment Update fails to distinguish between the affordable housing needs of the City of York and the supply increase needed to address market signals to help address demand. Instead the SHMA blends the two elements within the same figure resulting in a conflated figure which is lower than the level of uplift deemed reasonable by the Eastleigh and Canterbury Inspectors, despite the fact that market signals pressures in York indicate signs of considerable stress and unaffordability. The Practice Guidance is clear that the worse affordability issues, the larger the additional supply response should be to help address these.
 - 3 Given the significantly worsening market signals identified in City of York, Lichfields consider that a 20% uplift would be appropriate in this instance and should be applied to the OAHN, plus a further 10% uplift to help address affordable housing needs.
- 10.5 The scale of objectively assessed need is a judgement and the different scenarios and outcomes set out within this report provide alternative levels of housing growth for the City of York. Lichfields considers these to be as follows:
- 1 **Demographic Baseline:** The 2014-based household projections indicate a net household growth of 867dpa between 2014 and 2024 (including a suitable allowance for vacant/second homes. Once a suitable adjustment has been made to rebase the projections to the (slightly lower) 2015 MYE, and through the application of accelerated headship rates

amongst younger age cohorts takes the demographic starting point to 871dpa.

- 2 **Market Signals Adjustment:** GL Hearn's uplift is 10%. However, for the reasons set out above, Lichfields considers that a greater uplift of 20% would be more appropriate in this instance. When applied to the 871dpa re-based demographic starting point, this would indicate a need for 1,045dpa.

The demographic-based projections would support a reasonable level of employment growth at levels above that forecast by Experian, past trends or the Blended job growth approach. As such, no upward adjustment is required to the demographic-based housing need figures to ensure that the needs of the local economy can be met;

- 3 The scale of **affordable housing needs**, when considered as a proportion of market housing delivery, implies higher levels of need over and above the 1,045dpa set out above. It is considered that to meet affordable housing needs in full (573dpa), the OAHN range should be adjusted to 1,910dpa @30% of overall delivery. It is, however, recognised that this level of delivery is likely to be unachievable for York. Given the significant affordable housing need identified in City of York Lichfields consider that a further 10% uplift would be appropriate in this instance and should be applied to the OAHN, resulting in a final figure of **1,150 dpa**.

This is 7.5% higher than the MHCLG proposed standardised methodology figure of 1,070 dpa.

- 10.6 This allows for the improvement of negatively performing market signals through the provision of additional supply, as well as helping to meet affordable housing needs and supporting economic growth. Using this range would ensure compliance with the Framework [§47] by significantly boosting the supply of housing. It would also reflect the Framework [§19], which seeks to ensure the planning system does everything it can to support sustainable development. We would note that these figures do not include the need for specialised student accommodation, which would be additional.

Conclusions on Housing Land Supply

- 10.7 The Council has not produced a trajectory or a detailed assessment of the 5-year supply position as required by the Framework. No evidence has therefore been produced to demonstrate the Council's housing supply position.
- 10.8 Furthermore, including student accommodation in the supply without clearly evidencing how this would release housing onto the market elsewhere does not accord with the Practice Guidance or recent High Court judgements, and risks severely distorting the Council's land supply figures as a consequence
- 10.9 The assessment of the balance between the housing requirement and supply demonstrates that there is a significant shortfall for the 5-year period. For the plan period, there is also a significant shortfall when assessed against the Lichfields assessment of the OAHN. Based on the Council's approach, there is only a supply of 4.70 years (with an undersupply of 384 dwellings), falling to 4.03 years if the higher SHMA OAHN is applied. If the Lichfields OAHN is used there is a supply of 2.91 years and a shortfall of 4,129 dwellings.
- 10.10 In these circumstances, the emerging plan is not 'sound' as required by the Framework, as the Council has not demonstrated an adequate short and longer-term supply as required by national guidance.
- 10.11 The Council should allocate additional land to meet the housing needs of the community and these sites should be able to deliver early in the plan period. This is the only approach that will deliver a 'sound' plan and enable the much needed investment in new housing to meet the community's needs.

- 10.12 **It should be noted that the above assessment is reliant upon the information provided in the LPP and associated evidence base documents. Lichfields therefore reserves that right to update the above evidence as and when further information becomes available.**

Appendix 1: Lichfields Market Signals Assessment

Appendix 1

Our ref 50642/03/MW/CR

Date 19th March 2018

Subject **Lichfields Market Signals Assessment**

1.0 Market Signals

Introduction

- 1.1 The Framework sets out the central land-use planning principles that should underpin both plan-making and decision-taking. It outlines twelve core principles of planning that should be taken account of, including the role of market signals in effectively informing planning decisions:

“Plans should take account of market signals, such as land prices and housing affordability, and set out a clear strategy for allocating sufficient land which is suitable for development in their area, taking account of the needs of the residential and business communities.” [§17]

- 1.2 The Practice Guidance requires market signals to be assessed against comparator locations . The analysis in the following sections focuses on comparing the City of York and other Local Authorities and England to benchmark their performance against trends both across the wider region and nationally.

- 1.3 The Guidance sets out six key market signals¹:

- 1 land prices;
- 2 house prices;
- 3 rents;
- 4 affordability;
- 5 rate of development; and,
- 6 overcrowding.

- 1.4 It goes on to indicate that appropriate comparison of these should be made with upward adjustment made where such market signals indicate an imbalance in supply and demand, and the need to increase housing supply to meet demand and tackle affordability issues:

“This includes comparison with longer term trends (both in absolute levels and rates of change) in the housing market area; similar demographic and economic areas; and nationally. Divergence under any of these circumstances will require upwards adjustment to planned housing numbers compared to ones based solely on household projections”.

“In areas where an upward adjustment is required, plan makers should set this adjustment at a level that is reasonable. The more significant the affordability constraints (as reflected in rising prices and rents, and worsening affordability ratio) and the stronger other indicators of high demand (e.g. the differential between land prices), the larger the improvement in

¹ 2a-019-20140306

affordability needed and, therefore, the larger the additional supply response should be.”²

- 1.5 The Practice Guidance sets out a clear and logical ‘test’ for the circumstances in which objectively assessed needs (including meeting housing demand) will be in excess of demographic-led projections. In the context of the Framework and the Practice Guidance, the housing market signals have been reviewed to assess the extent to which they indicate a supply and demand imbalance in the City of York and other comparable local authorities and therefore indicate that an upwards adjustment should be made over the demographic-led baseline already identified.

Housing Market Indicators

- 1.6 In the context of The Framework and the Practice Guidance, each of the housing market signals have been reviewed to assess the extent to which they indicate an imbalance between supply and demand in the City of York.

Land Prices

- 1.7 CLG has published a document entitled ‘*Land value estimates for policy appraisal*’ (February 2015) which contains post permission residential land value estimates, per hectare for each Local Authority. For York this figure is £2,469,000 per hectare, well above the equivalent figure for England (excluding London) of £1,958,000.

House Prices

- 1.8 The Practice Guidance³ identifies that longer term changes in house prices may indicate an imbalance between the demand for and supply of housing. Although it suggests using mix-adjusted prices and/or House Price Indices, these are not available at local authority level on a consistent basis, and therefore for considering market signals in York, price paid data is the most reasonable indicator.
- 1.9 Land Registry price paid data displays the median prices in York, alongside North Yorkshire and England as of 2016 (Table 1.1). These median prices illustrate lower prices in York compared to national rates, but higher prices than in the surrounding sub-region.

Table 1.1 Median Dwelling price, York (2016)

	Median Dwelling Price 2016
York	£220,000
North Yorkshire	£199,995
England	£224,995

Source: ONS Price Paid Data

- 1.10 CLG publishes series data on median house prices based on the same Land Registry price paid data series. This currently runs from 1996 to 2016. This longitudinal analysis is illustrated in Figure 1.1, which indicates that the City of York has seen virtually identical levels of house price growth to the national average since 1999. The figure remains slightly below the England

² 2a-020-20140306

³ 2a-019-20140306

average at present, but is above the North Yorkshire median.

Figure 1.1 Median House Prices



Source: ONS Price Paid Data

- 1.11 In 2016 median house prices in York were just 2% lower than the national average, whilst the City ranked as being the 166th most expensive place to live in England (out of 326 districts).
- 1.12 It is particularly important to note that over the previous 17 years (1999-2016), median house prices have increased by 244% (or £156,000) in York, compared to 204% nationally and 199% across North Yorkshire as a whole.
- 1.13 As set out in the Practice Guidance, higher house prices and long term, sustained increases can indicate an imbalance between the demand for housing and its supply. The fact that York's median house prices have effectively tripled in 17 years, from £64,000 in 1999 to £220,000 in 2016, and have risen at a much faster rate than comparable national and sub-regional figures, suggests that the local market is experiencing considerable levels of stress.

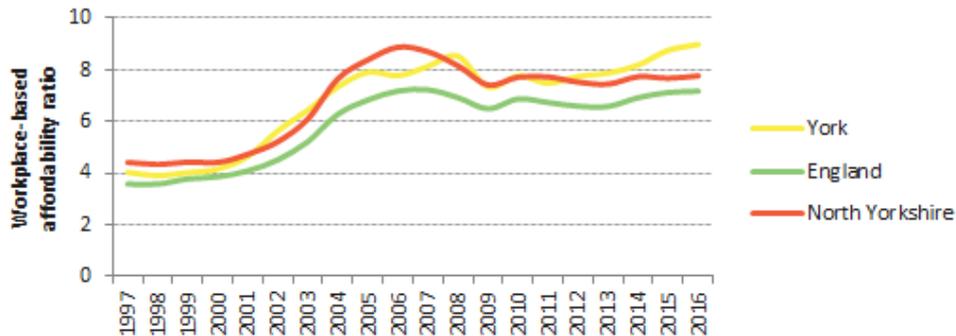
Affordability

- 1.14 The CLG's former SHMA Practice Guidance defines affordability as a '*measure of whether housing may be afforded by certain groups of households*'⁴. A household can be considered able to afford to buy a home if it costs 3.5 times the gross household income for a single earner household or 2.9 times the gross household income for dual-income households. Where possible, allowance should be made for access to capital that could be used towards the cost of home ownership [page 42].
- 1.15 The Practice Guidance concludes that assessing affordability involves comparing costs against a household's ability to pay, with the relevant indicator being the ratio between lower quartile house prices and lower quartile [LQ] earnings.
- 1.16 Using CLG affordability ratios, Figure 1.2 illustrates that although the ratio fell substantially from a peak of 8.14 in 2008 following the financial crash and subsequent economic downturn, it has steadily increased since 2009 at a much faster rate than North Yorkshire as a whole. This suggests that levels of affordability are declining in York at a pace which is not the case for the rest of the sub-region (and indeed, for the country as a whole). In 2016, the median house price

⁴ Annex G

in York City was approximately 9.0-times the LQ (workplace-based) income, compared to 7.8 for North Yorkshire and 7.2 nationally.

Figure 1.2 Ratio of house price to lower quartile earnings



Source: ONS Affordability Data

- 1.17 It can be seen in Figure 1.2 that over the past 19 years, the ratio of lower quartile house prices to lower quartile earnings in York has been consistently above the national average, with the gap widening over time. Indeed, the rate of increase is worrying – between 2002 and 2016, the affordability ratio increased by 39%, significantly above the comparable growth rate for North Yorkshire (+27%) and England (+37%). Indeed, across the whole of northern England, only Manchester City has experienced a higher rate of increase in its affordability ratio than York.
- 1.18 The affordability ratio highlights a constraint on people being able to access housing in York, with house price increases and rental costs outstripping increases in earnings at a rate well above the national level.

Rents

- 1.19 On a similar basis, high and increasing private sector rents in an area can be a further signal of stress in the housing market. Median rents in York are £725 per month, with median rents ranging from £595 per month for a 1 bed flat, to £1,500 per month for a 4+ bed house. All of these figures are significantly higher than the national average, with overall average rents comprising £675 across England, and £585 for North Yorkshire. Rental levels are therefore 7.4% higher than comparable national figures (Figure 1.3).

Figure 1.3 Median Monthly Rents



Source: VOA Private Rental Market Statistics

Rate of Development / Under delivery

1.20 The rate of development is intended to be a supply-side indicator of previous delivery. The Practice Guidance states that:

“...if the historic rate of development shows that actual supply falls below planned supply, future supply should be increased to reflect the likelihood of under-delivery of a plan”⁵

1.21 York has never had an adopted Local Plan, hence the only relevant previous ‘planned supply’ figure is the target within the former Yorkshire and the Humber RS up to 2012. Thereafter, we have compared delivery against the household projections and its preferred OAHN range, as set out in Table 1.2.

Table 1.2 Rate of net housing delivery in York against possible policy benchmarks, 2004/05-2015/16

Year	Net Housing Completions	Council's OAHN (867 dpa)	
		'Need'*	+/-
2004/05	1,160	640	+520
2005/06	906	640	+266
2006/07	798	640	+158
2007/08	523	640	-117
2008/09	451	850	-399
2009/10	507	850	-343
2010/11	514	850	-336
2011/12	321	850	-529
2012/13	482	867	-385
2013/14	345	867	-522
2014/15	507	867	-360
2015/16	1,121	867	+254
2016/17	977	867	110
Total	8,612	10,295	-1,683

Source: ARUP (August 2015): Evidence on housing Requirements in York: 2015 Update, Table 4 and City of York Half Year Housing Monitoring Update for Monitoring Year 2017/181

*RSS assumed average 640 dpa 2005/05-2007/08; 850 dpa 2008/09 -2011/12

⁵Section 2a-019-20140306

- 1.22 It is clear from the Council's own evidence that the City has consistently under-delivered housing, with a failure to deliver anything more than 525 dwellings in any single year between 2007 and 2015. The policy benchmarks suggest that the level of past under-delivery is 1,683 dwellings over the past 13 years.
- 1.23 Furthermore, the Council's already low housing delivery figures have been artificially boosted by the inclusion of student accommodation in the completions figures. For example, CYC's 2012/13 Annual Monitoring Report states that 482 (net) dwellings were completed in 2012/13, but this figure includes 124 student cluster flats. The 6 months completions data set out in CYC's Housing Monitoring Update (Table 3, October 2017) suggested that the Council was continuing to rely on student housing completions to boost its housing numbers, with 637 of the total 1,036 net completions during the first half of the 2017/18 monitoring year comprising privately managed off-campus student accommodation.

Overcrowding and Homelessness

- 1.24 Indicators on overcrowding, sharing households and homelessness demonstrate un-met need for housing within an area. The Practice Guidance suggests that long-term increases in the number of such households may be a signal that planned housing requirements need to be increased.
- 1.25 The Guidance states that indicators on:
- "...overcrowding, concealed and sharing households, homelessness and the number in temporary accommodation demonstrate unmet need for housing. Longer term increases in the number of such households may be a signal to consider increasing planned housing numbers..."*⁶
- 1.26 The Census measures overcrowding based on a standard formula, which measures the relationships between members of a households (as well as the number of people in that household) to determine the number of rooms they require. A rating of -1 or less indicates a household has one fewer room than required, +1 or more indicates a household has one or more rooms than needed. At the national level, affordability issues in recent years, as well as a shortfall in housing supply, have meant that people are either willing to accept sub-optimal living conditions (e.g. living in a smaller home to manage costs) or are forced into accepting such housing outcomes (e.g. are priced out of the market and have to share with friends/family).
- 1.27 Table 1.3 illustrates that overcrowding against the occupancy rating in York is not severe, with 7.10% of households living in a dwelling that is too small for their household size and composition. This compares to 8.7% nationally. However, it represents a significant increase of 2 percentage points on the 5.1% recorded in York in 2001, which is above the national trend (which had increased by 1.6 percentage points from 7.1% in 2011).

⁶ Section 2a-019-20140306

Table 1.3 Overcrowding: Household Room Occupancy Rating

	2001			2011		
	Total Households	-1 room occupancy or less	-1 room occupancy or less (%)	Total Households	-1 room occupancy or less	-1 room occupancy or less (%)
York	76,926	3,887	5.1%	83,552	5,930	7.1%
England	20,451,427	1,457,512	7.1%	22,063,368	1,928,596	8.7%

Source: Census 2001 / Census 2011

Note: The definition of the Census 'bedroom standard' is slightly different from the 'occupancy rating' that informs the Government's Under-Occupancy Charges, i.e. the Census states that 'two persons of the same sex aged between 10 and 20' can occupy one bedroom, whilst the Under Occupancy Charge changes this to 'any two children of the same sex aged under 16'. It is possible that if the Government's policy continues into the long term, then changes will be made to the categorisation of the Census's Occupancy Rating to bring the two datasets into line.

1.28 The Census also recorded the number of concealed families (i.e. where there is more than one family present in a household). Nationally, this rose significantly between 2001 and 2011, at least in part due to the impact of the recession on younger households' ability to afford their own home. This meant that many younger people, including families, remained in the family home for longer than might have been expected in the past, either through choice (to save money) or through necessity.

1.29 At the time of the 2011 Census, 1.9% of all families in England were concealed; this represented 275,954 families. This is a rise compared to 2001 when 1.2% of families were concealed. In York, a lower percentage of families were concealed (1.1%) than nationally (1.9%). However, this represents a higher proportional rise, of almost two thirds, from the 2001 figure. This is presented in Table 1.4.

Table 1.4 Concealed Families in York, Yorkshire and Humber and England 2001-2011

	Concealed Families		Change (percentage points)	Change in %
	2001	2011		
York	330 (0.7%)	586 (1.1%)	+0.43	+65.7%
Yorkshire and the Humber	15,890 (1.1%)	25,410 (1.7%)	+0.57	+51.1%
England	161,254 (1.2%)	275,954 (1.9%)	+0.69	+59.2%

Source: Census 2011/2011

1.30 The levels of overcrowding and concealed households in York are moderate when compared with the national and regional averages but have increased at a higher rate (albeit from a lower base). While the level of overcrowding and number of concealed households is not so significant as to conclude that there is severe market pressure, it nevertheless highlights inadequacy reducing flexibility in the housing market.

1.31 The levels of overcrowding are likely to be a symptom associated with restricted incomes in York, with people either willing to accept sub-optimal living conditions (e.g. living in smaller houses to manage costs) or forced into accepting such housing outcomes (e.g. are priced out and have to share with friends/family). In such circumstances, overcrowding and concealed households may be indicative of insufficient supply to meet demand.

- 1.32 Table 1.5 indicates that York has a comparatively low number of homeless people in priority need, of just 97 (or 1.1 per 1,000 households), which is less than half the national rate. The fall in homelessness levels in the City has also been much more pronounced than elsewhere in England over the past ten years, although broadly comparable to Yorkshire and the Humber as a whole.

Table 1.5 Number accepted as being homeless and in priority need 2006/07-2016/17

	Homeless and in Priority Need		% Change	Absolute Change
	2006/07	2016/17		
York	213 (2.70 / 1,000 H'holds)	97 (1.1 / 1,000 H'holds)	-54%	-1.60 / 1,000 H'holds
Yorkshire and the Humber	8,220 (3.87 / 1,000 H'holds)	3,670 (1.60 / 1,000 H'holds)	-55%	-2.27 / 1,000 H'holds
England	73,360 (3.48 / 1,000 H'holds)	59,110 (2.54 / 1,000 H'holds)	-19%	-0.94 / 1,000 H'holds

Source: CLG Live Table 784: Local authorities' action under the homelessness provisions of the Housing Acts (P1e returns)

Synthesis of Market Signals

- 1.33 Drawing together the individual market signals above begins to build a picture of the current housing market in and around York; the extent to which demand for housing is not being met; and the adverse outcomes that are occurring because of this.
- 1.34 The performance of York against County and national comparators for each market signal is summarised in Table 1.6. When quantified, York has performed worse in market signals relating to both absolute levels and rates of change against North Yorkshire and England in 13 out of 28 measures.
- 1.35 It is clear that the City is currently facing very significant challenges in terms of house prices and private rental values causing affordability difficulties.

Table 1.6 Summary of York Market Signals against North Yorkshire and England

Market Signal	North Yorkshire		England	
	Absolute Figure	Rate of Change	Absolute Figure	Rate of Change
House Prices	Worse	Worse	Better	Worse
Affordability Ratios	Worse	Worse	Worse	Worse
Private Rents	Worse	Worse	Worse	Better
Past Development	~	~	~	~
Homelessness (Households in Temporary Accommodation)	Better	Better	Better	Better
Homelessness (Households in Priority Need)	Better	Better	Better	Better
Overcrowding (Overcrowded Households)	Worse	Worse	Better	Worse
Overcrowding (Concealed Families)	Same	Same	Better	Better

Source: Lichfields Analysis

Footnote: Worse = performing worse against the average
 Better = performing the same or better against the average
 ~ = data not available

- 1.36 To draw meaningful conclusions on the extent to which these market indicators show housing market stress within the City of York and a level of supply that is not meeting demand, the Practice Guidance suggests that comparisons of absolute levels and rates of change in such indicators should be made with comparator areas and nationally. For this reason, York has been compared and ranked against other local authority areas, and England as a whole.
- 1.37 These comparator areas have been chosen on the following basis:
- 1 Other nearby areas within the wider Yorkshire and the Humber Region:
 - a East Riding
 - b Hambleton
 - c Harrogate
 - d Hull
 - e Leeds
 - f Ryedale
 - g Selby
 - h Wakefield
 - 2 The Practice Guidance also states that market signals must be compared with authorities which are not necessarily close geographically, but which share characteristics in terms of economic and demographic factors. These authorities have been chosen by examining the ‘OAC Supergroup Area Classification Map’, produced by the ONS in 2015, which groups each local authority into various socio-economic classifications. York, as a ‘Coast and Heritage’ authority, has been compared with other communities similarly classified within this ranking and which share similar socio-economic characteristics:
 - a Bath and North East Somerset
 - b Canterbury
 - c Cheltenham
 - d Colchester
 - e Lancaster
 - f Scarborough
 - g Taunton Deane
 - h Worcester
- 1.38 England has been used as the final comparator for both sets of tables. A comparison across the range of housing market signals within the authorities identified above is presented in Table 1.7 and Table 1.8. A higher ranking in these tables suggests a worse, or comparatively poorer-performing, housing market for that indicator.

Table 1.7 York Market Signals Comparator Table [Neighbouring Authorities]

Rank	House Prices (to year ending December)			Resident-based Affordability			Workplace-based Affordability			Rents		
	2016	Change (£) 1999-2016	Change (%) 1999-2016	2016	Change (absolute) 2002-2016	Change (%) 2002-2016	2016	Change (absolute) 2002-2016	Change (%)	Sep 2017	Change (absolute) June 2011-Sep 2017	Change (%) June 2011-Sep 2017
1	Harrogate	Harrogate	York	Ryedale	Ryedale	gston upon Hull, Cit	Ryedale	Ryedale	gston upon Hull, Cit	York	England	England
2	England	York	Harrogate	Harrogate	Harrogate	ast Riding of Yorkshi	Harrogate	York	Ryedale	Harrogate	Leeds	Leeds
3	Hambleton	England	Ryedale	York	York	Wakefield	York	gston upon Hull, Cit	York	England	Harrogate	gston upon Hull, City of
4	York	Hambleton	Selby	Hambleton	ast Riding of Yorkshi	England	Hambleton	England	ast Riding of Yorkshi	Leeds	gston upon Hull, Cit	Harrogate
5	Ryedale	Ryedale	England	England	England	Ryedale	Selby	ast Riding of Yorkshi	England	Hambleton	York	Ryedale
6	Selby	Selby	Hambleton	Selby	gston upon Hull, Cit	York	England	Harrogate	Wakefield	Ryedale	Ryedale	Selby
7	Leeds	ast Riding of Yorkshi	gston upon Hull, Cit	ast Riding of Yorkshi	Selby	Harrogate	Selby	ast Riding of Yorkshi	Selby	Selby	Selby	York
8	ast Riding of Yorkshi	Leeds	ast Riding of Yorkshi	Leeds	Wakefield	Leeds	Leeds	Hambleton	Leeds	Wakefield	ast Riding of Yorkshi	ast Riding of Yorkshire
9	Wakefield	Wakefield	Leeds	Wakefield	Leeds	Selby	Wakefield	Wakefield	Harrogate	ast Riding of Yorkshi	Hambleton	Hambleton
10	gston upon Hull, Cit	gston upon Hull, Cit	Wakefield	gston upon Hull, Cit	Hambleton	Hambleton	gston upon Hull, Cit	Leeds	Hambleton	gston upon Hull, Cit	Wakefield	Wakefield
11												
12												
13												
14												
	ONS Price Paid Data			ONS Affordability Data			ONS Affordability Data			VOA Private Rental Market Statistics		

Rank	Overcrowded households			Concealed families			~			~		
	2011	Change (% points)	Change (number)	2011	Change (% points)	Change (number)						
1	Leeds	York	England	England	gston upon Hull, Cit	England						
2	England	England	Leeds	Leeds	England	Leeds						
3	gston upon Hull, Cit	gston upon Hull, Cit	gston upon Hull, Cit	gston upon Hull, Cit	Selby	gston upon Hull, City of						
4	York	Leeds	York	Wakefield	Leeds	Wakefield						
5	Wakefield	Harrogate	ast Riding of Yorkshi	Selby	Wakefield	ast Riding of Yorkshire						
6	Harrogate	Selby	Wakefield	York	York	York						
7	Selby	ast Riding of Yorkshi	Harrogate	Hambleton	Hambleton	Selby						
8	ast Riding of Yorkshi	Wakefield	Selby	ast Riding of Yorkshi	ast Riding of Yorkshi	Harrogate						
9	Ryedale	Hambleton	Hambleton	Harrogate	Harrogate	Hambleton						
10	Hambleton	Ryedale	Ryedale	Ryedale	Ryedale	Ryedale						
11												
12												
13												
14												
	Census			Census								

Table 1.8 York Market Signals Comparator Table ['Coast and Heritage' Authority Comparisons]

Rank	House Prices (to year ending December)			Resident-based Affordability			Workplace-based Affordability			Rents		
	2016	Change (£) 1999-2016	Change (%) 1999-2016	2016	Change (absolute) 2002-2016	Change (%) 2002-2016	2016	Change (absolute) 2002-2016	Change (%)	Sep 2017	Change (absolute) June 2011-Sep 2017	Change (%) June 2011-Sep 2017
1	and North East Som	and North East Som	Canterbury	and North East Som	and North East Som	Lancaster	Canterbury	Canterbury	York	and North East Som	Lancaster	Lancaster
2	Canterbury	Canterbury	York	Canterbury	Canterbury	and North East Som	and North East Som	York	England	Canterbury	and North East Som	and North East Somerset
3	Cheltenham	Colchester	Colchester	York	York	England	York	and North East Som	Lancaster	York	England	England
4	Colchester	Cheltenham	and North East Som	Colchester	Colchester	Canterbury	Cheltenham	England	Canterbury	Colchester	Colchester	Colchester
5	England	York	England	Taunton Deane	England	York	Cheltenham	Cheltenham	Cheltenham	Cheltenham	Worcester	Worcester
6	York	England	Lancaster	Worcester	Lancaster	Colchester	Taunton Deane	Lancaster	and North East Som	England	Cheltenham	Scarborough
7	Taunton Deane	Taunton Deane	Cheltenham	Cheltenham	Scarborough	Scarborough	Worcester	Worcester	Worcester	Taunton Deane	Scarborough	Cheltenham
8	Worcester	Worcester	Taunton Deane	England	Worcester	Worcester	England	Colchester	Scarborough	Worcester	Canterbury	Taunton Deane
9	Lancaster	Lancaster	Scarborough	Scarborough	Taunton Deane	Taunton Deane	Scarborough	Scarborough	Colchester	Lancaster	York	Canterbury
10	Scarborough	Scarborough	Worcester	Lancaster	Cheltenham	Cheltenham	Lancaster	Taunton Deane	Taunton Deane	Scarborough	Taunton Deane	York
11												
12												
13												
14												
	ONS Price Paid Data			ONS Affordability Data			ONS Affordability Data			VOA Private Rental Market Statistics		

Rank	Overcrowded households			Concealed families			~			~		
	2011	Change (% points)	Change (number)	2011	Change (% points)	Change (number)						
1	England	York	England	England	England	England						
2	Cheltenham	Colchester	York	Worcester	Canterbury	York						
3	Canterbury	Cheltenham	Colchester	Canterbury	York	Canterbury						
4	Colchester	England	and North East Som	Scarborough	Taunton Deane	Colchester						
5	York	Worcester	Canterbury	Lancaster	Scarborough	and North East Somerset						
6	and North East Som	and North East Som	Cheltenham	Taunton Deane	Worcester	Taunton Deane						
7	Worcester	Taunton Deane	Worcester	York	Colchester	Scarborough						
8	Scarborough	Canterbury	Taunton Deane	and North East Som	Lancaster	Lancaster						
9	Taunton Deane	Scarborough	Scarborough	Cheltenham	and North East Som	Worcester						
10	Lancaster	Lancaster	Lancaster	Colchester	Cheltenham	Cheltenham						
11												
12												
13												
14												
	Census			Census								

- 1.39 It is clear from this analysis that the housing market in the City of York is increasingly dysfunctional, with a very steep level of house price growth in recent years leading to significant affordability challenges generating adverse outcomes for residents who need to access the housing market. The comparative analysis suggests that when compared against neighbouring Yorkshire districts, York has experienced the highest rate of house price growth over the period 1999 to 2016, at levels significantly above the national average at a rate higher than the national level of growth. Only Harrogate and Hambleton have higher house prices, whilst only Harrogate and Ryedale have higher affordability ratios.
- 1.40 Median rental levels are also the highest of all the comparator Yorkshire authorities and the City has the highest rate of change of overcrowded households.
- 1.41 The performance of York's housing market relative to comparable authorities further afield (Table 1.8) which share similar socio-economic characteristics also suggests that the local housing market is under stress, with York amongst the very worst performing districts regarding rates of change in house prices, absolute and relative changes in affordability, median rents, and the rate of change in overcrowded households and concealed families.
- 1.42 The Practice Guidance, as well as providing general economic principles, points towards such factors as indicating that additional supply, over and above that solely needed by demographic change, may need to be delivered in order to address affordability and to reverse adverse housing market trends within the HMA.

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0131 285 0670
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London
020 7837 4477
london@lichfields.uk

Manchester
0161 837 6130
manchester@lichfields.uk

Newcastle
0191 261 5685
newcastle@lichfields.uk

Thames Valley
0118 334 1920
thamesvalley@lichfields.uk

City of York Local Plan Publication Draft 2018 Consultation response form 21 February – 4 April 2018

OFFICE USE ONLY:

ID reference:

This form has three parts: **Part A** Personal Details, **Part B** Your Representation and **Part C** How we will use your Personal Information

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Please fill in a separate part B for each issue/representation you wish to make. Any additional sheets must be clearly referenced. If hand writing, please write clearly in blue or black ink.

Part A - Personal Details

Please complete in full; in order for the Inspector to consider your representations you must provide your name and postal address).

1. Personal Details		2. Agent's Details (if applicable)
Title		Mrs
First Name		Claire
Last Name		Linley
Organisation (where relevant)		DPP
Representing (if applicable)		Linden Homes Strategic Land
Address – line 1		Second Floor
Address – line 2		1 City Square
Address – line 3		Leeds
Postcode		LS1 2ES
E-mail Address		Claire.linley@dppukltd.com
Telephone Number		01133509865

Guidance note

Where do I send my completed form?

Please return the completed form **by Wednesday 4 April 2018, up until midnight**

- To: FREEPOST RTEG-TYYU-KLTZ Local Plan, City of York Council, West Offices, Station Rise, York, YO1 6GA
- By email to: localplan@york.gov.uk

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Do I have to use the response form?

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Can I submit representations on behalf of a group or neighbourhood?

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Do I need to attend the Public Examination?

You can indicate whether at this stage you consider there is a need to present your representation at a hearing session during the Public Examination. You should note that Inspectors do not give any more weight to issues presented in person than written evidence. The Inspector will use his/her own discretion in regard to who participates at the Public Examination. All examination hearings will be open to the public.

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Part B - Your Representation

(Please use a separate Part B form for **each** issue to you want to raise)



3. To which document does your response relate? (Please tick one)

City of York Local Plan Publication Draft

Policies Map

Sustainability Appraisal/Strategic Environmental Assessment

What does 'legally compliant' mean?

Legally compliant means asking whether or not the plan has been prepared in line with: statutory regulations; the duty to cooperate; and legal procedural requirements such as the Sustainability Appraisal (SA). Details of how the plan has been prepared are set out in the published Consultation Statements and the Duty to Cooperate Statement, which can be found at www.york.gov.uk/localplan

4. (1) Do you consider the document is Legally compliant?

Yes

No

4.(2) Do you consider that the document complies with the Duty to Cooperate?

Yes

No

4.(3) Please justify your answer to question 4.(1) and 4.(2)

See attached report for full comments.

What does 'Sound' mean?

Soundness may be considered in this context within its ordinary meaning of 'fit for purpose' and 'showing good judgement'. The Inspector will use the Public Examination process to explore and investigate the plan against the National Planning Policy Framework's four 'tests of soundness' listed below. The scope of the Public Examination will be set by the key issues raised by responses received and other matters the Inspector considers to be relevant.

What makes a Local Plan "sound"?

Positively prepared - the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development.

Justified – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence.

Effective – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities

Consistent with national policy – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework

5.(1) Do you consider the document is Sound?

Yes No

If yes, go to question 5.(4). If no, go to question 5.(2).

5.(2) Please tell us which tests of soundness the document fails to meet: (tick all that apply)

Positively prepared Justified
 Effective Consistent with national policy

5.(3) If you are making comments on whether the document is unsound, to which part of the document do they relate?

(Complete any that apply)

Paragraph no.

Policy Ref.

Site Ref.

H38 Extension

5.(4) Please give reasons for your answers to questions 5.(1) and 5.(2)

You can attach additional information but please make sure it is securely attached and clearly referenced to this question.

The H38 Extension does not perform any Green Belt purpose or function nor does the land need to be kept permanently open. Therefore, the H38 Extension along with H38 itself should be excluded from the Green Belt and allocated for housing purposes. On the basis of the above we consider that the Local Plan is unsound, that the inclusion of the H38 Extension in the Green Belt is unjustified and that the plan will be not be effective and conflicts with national policy.

Please see attached report for full comments.

6. (1) Please set out what change(s) you consider necessary to make the City of York Local Plan legally compliant or sound, having regard to the tests you have identified at question 5 where this relates to soundness.



You will need to say why this modification will make the plan legally compliant or sound. It will be helpful if you could put forward your suggested revised wording of any policy or text.

Please note your representation should cover succinctly all the information, evidence and supporting information necessary to support/justify the representation and the suggested modification, as there will not normally be a subsequent opportunity to make further representations based on the original representation at publication stage.

After this stage, further representations will be only at the request of the Inspector, based on the matters and issues he/she identifies for examination.

To address the above the H38 Extension should be allocated for housing development.

See attached report for full comments.

7.(1). If your representation is seeking a change at question 6.(1), do you consider it necessary to participate at the hearing sessions of the Public Examination? (tick one box only)

No, I do not wish to participate at the hearing session at the examination. I would like my representation to be dealt with by written representation

Yes, I wish to appear at the examination

If you have selected **No**, your representation(s) will still be considered by the independent Planning Inspector by way of written representations.

7.(2). If you wish to participate at the oral part of the examination, please outline why you consider this to be necessary:

To elaborate on our written representations.

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Part C - How we will use your Personal Information

We will only use the personal information you give us on this form in accordance with the Data Protection Act 1998 (and any successor legislation) to inform the Local Plan process.

We only ask for what personal information is necessary for the purposes set out in this privacy notice and we will protect it and make sure nobody has access to it who shouldn't.

City of York Council does not pass personal data to third parties for marketing, sales or any other commercial purposes without your prior explicit consent.

As part of the Local Plan process copies of representations made in response to this consultation including your personal information must be made available for public inspection and published on the Council's website; they cannot be treated as confidential or anonymous and will be available for inspection in full. Copies of all representations must also be provided to the Planning Inspectorate as part of the submission of the City of York Local Plan.¹

Storing your information and contacting you in the future:

The information you provide on this form will be stored on a database used solely in connection with the Local Plan. If you have previously responded as part of the consultation on the York Local Plan (previously Local Development Framework prior to 2012), your details are already held on the database. This information is required to be stored by the Council as it must be submitted to the Planning Inspectorate to comply with the law.¹ The Council must also notify those on the database at certain stages of plan preparation under the Regulations.²

Retention of Information

We will only keep your personal information for as long as is necessary and when we no longer have a need to keep it, we will delete or destroy it securely. The Local Planning Authority is required to retain your information during the plan making process. The information you submit relating to the Local Plan can only cease to be made available 6 weeks after the date of the formal adoption of the Plan.³

Your rights

To find out about your rights under the Data Protection Act 1998 (and any successor legislation), you can go to the Information Commissioners Office (ICO) <https://ico.org.uk/for-the-public/>

If you have any questions about this Privacy Notice, your rights, or if you have a complaint about how your information has been used or how long we have kept it for, please contact the Customer Feedback Team at haveyoursay@york.gov.uk or on [01904 554145](tel:01904554145)

Signature

Date

04.04.18

¹ Section 20(3) Planning & Compulsory Purchase Act 2004 Regulations 17,22, 35 & 36 Town and Country Planning (Local Planning) England) Regulations 2012

² Regulation 19 Town and Country Planning (Local Planning) England) Regulations 2012

³ Regulation 35 Town and Country Planning (Local Planning) England) Regulations 2012

City of York Local Plan Publication Draft 2018 Consultation response form 21 February – 4 April 2018

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1. Personal Details		2. Agent's Details (if applicable)
Title		Mrs
First Name		Claire
Last Name		Linley
Organisation (where relevant)		DPP
Representing (if applicable)		Linden Homes Strategic Land
Address – line 1		Second Floor
Address – line 2		1 City Square
Address – line 3		Leeds
Postcode		LS1 2ES
E-mail Address		Claire.linley@dppukltd.com
Telephone Number		01133509865

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Part B - Your Representation

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3. To which document does your response relate? (Please tick one)

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4. (1) Do you consider the document is Legally compliant?

Yes

No

4.(2) Do you consider that the document complies with the Duty to Cooperate?

Yes

No

4.(3) Please justify your answer to question 4.(1) and 4.(2)

See attached report for full comments.

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Consistent with national policy – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework

5.(1) Do you consider the document is Sound?

Yes No

If yes, go to question 5.(4). If no, go to question 5.(2).

5.(2) Please tell us which tests of soundness the document fails to meet: (tick all that apply)

Positively prepared Justified
 Effective Consistent with national policy

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(Complete any that apply)

Paragraph no.

Policy Ref.

Site Ref.

5.(4) Please give reasons for your answers to questions 5.(1) and 5.(2)

You can attach additional information but please make sure it is securely attached and clearly referenced to this question.

The Local Plan does not provide a robust range and choice of housing land to meet the housing requirement and to diversify the house building sector and encourage more competition. On the basis of the above we consider that Policy H1 of the Local Plan is unsound and will not be effective and therefore not deliver sustainable development in accordance with national policy.

Please see attached report for full comments.

6. (1) Please set out what change(s) you consider necessary to make the City of York Local Plan legally compliant or sound, having regard to the tests you have identified at question 5 where this relates to soundness.



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After this stage, further representations will be only at the request of the Inspector, based on the matters and issues he/she identifies for examination.

To address the above the H38 Extension should be reintroduced into the plan and reallocated for housing development under Policy H1.

See attached report for full comments.

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No, I do not wish to participate at the hearing session at the examination. I would like my representation to be dealt with by written representation

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Signature

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04.04.18

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City of York Local Plan Publication Draft 2018 Consultation response form 21 February – 4 April 2018

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Please fill in a separate part B for each issue/representation you wish to make. Any additional sheets must be clearly referenced. If hand writing, please write clearly in blue or black ink.

Part A - Personal Details

Please complete in full; in order for the Inspector to consider your representations you must provide your name and postal address).

1. Personal Details		2. Agent's Details (if applicable)
Title		Mrs
First Name		Claire
Last Name		Linley
Organisation (where relevant)		DPP
Representing (if applicable)		Linden Homes Strategic Land
Address – line 1		Second Floor
Address – line 2		1 City Square
Address – line 3		Leeds
Postcode		LS1 2ES
E-mail Address		Claire.linley@dppukltd.com
Telephone Number		01133509865

Guidance note

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Do I need to attend the Public Examination?

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Part B - Your Representation

(Please use a separate Part B form for **each** issue to you want to raise)



3. To which document does your response relate? (Please tick one)

City of York Local Plan Publication Draft

Policies Map

Sustainability Appraisal/Strategic Environmental Assessment

What does 'legally compliant' mean?

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4. (1) Do you consider the document is Legally compliant?

Yes

No

4.(2) Do you consider that the document complies with the Duty to Cooperate?

Yes

No

4.(3) Please justify your answer to question 4.(1) and 4.(2)

See attached report for full comments.

What does 'Sound' mean?

Soundness may be considered in this context within its ordinary meaning of 'fit for purpose' and 'showing good judgement'. The Inspector will use the Public Examination process to explore and investigate the plan against the National Planning Policy Framework's four 'tests of soundness' listed below. The scope of the Public Examination will be set by the key issues raised by responses received and other matters the Inspector considers to be relevant.

What makes a Local Plan "sound"?

Positively prepared - the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development.

Justified – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence.

Effective – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities

Consistent with national policy – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework

5.(1) Do you consider the document is Sound?

Yes No

If yes, go to question 5.(4). If no, go to question 5.(2).

5.(2) Please tell us which tests of soundness the document fails to meet: (tick all that apply)

Positively prepared Justified
 Effective Consistent with national policy

5.(3) If you are making comments on whether the document is unsound, to which part of the document do they relate?

(Complete any that apply)

Paragraph no.

Policy Ref.

Site Ref.

5.(4) Please give reasons for your answers to questions 5.(1) and 5.(2)

You can attach additional information but please make sure it is securely attached and clearly referenced to this question.

We consider that Policy H2 and the associated assumed yields applied to various allocations are unsound and not justified and will not ensure effective delivery of the housing requirement and is therefore inconsistent with national policy.

Please see attached report for full comments.

6. (1) Please set out what change(s) you consider necessary to make the City of York Local Plan legally compliant or sound, having regard to the tests you have identified at question 5 where this relates to soundness.



You will need to say why this modification will make the plan legally compliant or sound. It will be helpful if you could put forward your suggested revised wording of any policy or text.

Please note your representation should cover succinctly all the information, evidence and supporting information necessary to support/justify the representation and the suggested modification, as there will not normally be a subsequent opportunity to make further representations based on the original representation at publication stage.

After this stage, further representations will be only at the request of the Inspector, based on the matters and issues he/she identifies for examination.

We suggest that that net development density is reduced and that greater flexibility is included in the policy to allow for balanced developments to be created.

See attached report for full comments.

7.(1). If your representation is seeking a change at question 6.(1), do you consider it necessary to participate at the hearing sessions of the Public Examination? (tick one box only)

No, I do not wish to participate at the hearing session at the examination. I would like my representation to be dealt with by written representation

Yes, I wish to appear at the examination

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First Name		Claire
Last Name		Linley
Organisation (where relevant)		DPP
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Part B - Your Representation

(Please use a separate Part B form for **each** issue to you want to raise)



3. To which document does your response relate? (Please tick one)

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Yes

No

4.(2) Do you consider that the document complies with the Duty to Cooperate?

Yes

No

4.(3) Please justify your answer to question 4.(1) and 4.(2)

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What does 'Sound' mean?

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Positively prepared

Justified

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Consistent with national policy

5.(3) If you are making comments on whether the document is unsound, to which part of the document do they relate?

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Paragraph no.

Policy Ref.

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We consider that Policy H3 is unsound as it will not be effective, it is not justified, and is not consistent with national policy.

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We suggest the policy should be modified to provide greater flexibility to allow for balanced developments to be created. In this regard we would suggest amending the policy to read *“Proposals for residential development should assist in balancing the housing market, unless material considerations indicate otherwise, by including a mix of types of housing that respond to and reflects the diverse mix of need across the city and the character of the locality.”*

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Yes No

If yes, go to question 5.(4). If no, go to question 5.(2).

5.(2) Please tell us which tests of soundness the document fails to meet: (tick all that apply)

Positively prepared Justified
 Effective Consistent with national policy

5.(3) If you are making comments on whether the document is unsound, to which part of the document do they relate?

(Complete any that apply)

Paragraph no.

Policy Ref.

Site Ref.

Lack of Safeguarded Land Allocation

5.(4) Please give reasons for your answers to questions 5.(1) and 5.(2)

You can attach additional information but please make sure it is securely attached and clearly referenced to this question.

We consider that the lack of a safeguarded land policy and the lack of identified safeguarded land sites to be unsound and unjustified and as such the Local Plan will not be effective. We consider that the lack of a safeguarded land policy and safeguarded sites is contrary to national policy.

See attached report for full comments.

6. (1) Please set out what change(s) you consider necessary to make the City of York Local Plan legally compliant or sound, having regard to the tests you have identified at question 5 where this relates to soundness.



You will need to say why this modification will make the plan legally compliant or sound. It will be helpful if you could put forward your suggested revised wording of any policy or text.

Please note your representation should cover succinctly all the information, evidence and supporting information necessary to support/justify the representation and the suggested modification, as there will not normally be a subsequent opportunity to make further representations based on the original representation at publication stage.

After this stage, further representations will be only at the request of the Inspector, based on the matters and issues he/she identifies for examination.

The inclusion of H38 as a safeguarded land site as an alternative to a housing allocation.

See attached report for full comments.

7.(1). If your representation is seeking a change at question 6.(1), do you consider it necessary to participate at the hearing sessions of the Public Examination? (tick one box only)

No, I do not wish to participate at the hearing session at the examination. I would like my representation to be dealt with by written representation

Yes, I wish to appear at the examination

If you have selected **No**, your representation(s) will still be considered by the independent Planning Inspector by way of written representations.

7.(2). If you wish to participate at the oral part of the examination, please outline why you consider this to be necessary:

To elaborate on our written representations.

Please note: the Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate at the hearing session of the examination.

Part C - How we will use your Personal Information

We will only use the personal information you give us on this form in accordance with the Data Protection Act 1998 (and any successor legislation) to inform the Local Plan process.

We only ask for what personal information is necessary for the purposes set out in this privacy notice and we will protect it and make sure nobody has access to it who shouldn't.

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City of York Local Plan Publication Draft 2018 Consultation response form 21 February – 4 April 2018

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Please fill in a separate part B for each issue/representation you wish to make. Any additional sheets must be clearly referenced. If hand writing, please write clearly in blue or black ink.

Part A - Personal Details

Please complete in full; in order for the Inspector to consider your representations you must provide your name and postal address).

1. Personal Details		2. Agent's Details (if applicable)
Title		Mrs
First Name		Claire
Last Name		Linley
Organisation (where relevant)		DPP
Representing (if applicable)		Linden Homes Strategic Land
Address – line 1		Second Floor
Address – line 2		1 City Square
Address – line 3		Leeds
Postcode		LS1 2ES
E-mail Address		Claire.linley@dppukltd.com
Telephone Number		01133509865

Guidance note

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Part B - Your Representation

(Please use a separate Part B form for **each** issue to you want to raise)



3. To which document does your response relate? (Please tick one)

City of York Local Plan Publication Draft

Policies Map

Sustainability Appraisal/Strategic Environmental Assessment

What does 'legally compliant' mean?

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4. (1) Do you consider the document is Legally compliant?

Yes

No

4.(2) Do you consider that the document complies with the Duty to Cooperate?

Yes

No

4.(3) Please justify your answer to question 4.(1) and 4.(2)

See attached report for full comments.

What does 'Sound' mean?

Soundness may be considered in this context within its ordinary meaning of 'fit for purpose' and 'showing good judgement'. The Inspector will use the Public Examination process to explore and investigate the plan against the National Planning Policy Framework's four 'tests of soundness' listed below. The scope of the Public Examination will be set by the key issues raised by responses received and other matters the Inspector considers to be relevant.

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Justified – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence.

Effective – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities

Consistent with national policy – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework

5.(1) Do you consider the document is Sound?

Yes No

If yes, go to question 5.(4). If no, go to question 5.(2).

5.(2) Please tell us which tests of soundness the document fails to meet: (tick all that apply)

Positively prepared Justified
 Effective Consistent with national policy

5.(3) If you are making comments on whether the document is unsound, to which part of the document do they relate?

(Complete any that apply)

Paragraph no.

Policy Ref.

Site Ref.

5.(4) Please give reasons for your answers to questions 5.(1) and 5.(2)

You can attach additional information but please make sure it is securely attached and clearly referenced to this question.

We consider that the lack of a safeguarded land policy and the lack of identified safeguarded land sites to be unsound and unjustified and as such the Local Plan will not be effective. We consider that the lack of a safeguarded land policy and safeguarded site to contrary to national policy.

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The inclusion of a safeguarded land policy and an appropriate quantum of safeguarded land sites.

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First Name		Claire
Last Name		Linley
Organisation (where relevant)		DPP
Representing (if applicable)		Linden Homes Strategic Land
Address – line 1		Second Floor
Address – line 2		1 City Square
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Part B - Your Representation

(Please use a separate Part B form for **each** issue to you want to raise)



3. To which document does your response relate? (Please tick one)

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What does 'legally compliant' mean?

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4. (1) Do you consider the document is Legally compliant?

Yes

No

4.(2) Do you consider that the document complies with the Duty to Cooperate?

Yes

No

4.(3) Please justify your answer to question 4.(1) and 4.(2)

See attached report for full comments.

What does 'Sound' mean?

Soundness may be considered in this context within its ordinary meaning of 'fit for purpose' and 'showing good judgement'. The Inspector will use the Public Examination process to explore and investigate the plan against the National Planning Policy Framework's four 'tests of soundness' listed below. The scope of the Public Examination will be set by the key issues raised by responses received and other matters the Inspector considers to be relevant.

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Yes No

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Paragraph no.

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In these circumstances, the Local Plan is not 'sound' as required by the Framework, as the Council have not properly assessed the OAHN or set out a justified and effective housing requirement nor have the Council demonstrated an adequate supply of land as required by national guidance.

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The Council should allocate additional land to meet the housing needs of the community and these sites should be able to deliver early in the plan period. This is the only approach that will deliver a 'sound' plan and enable the much-needed investment in new housing to meet the community's needs.

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First Name		Claire
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Representing (if applicable)		Linden Homes Strategic Land
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Yes

No

4.(2) Do you consider that the document complies with the Duty to Cooperate?

Yes

No

4.(3) Please justify your answer to question 4.(1) and 4.(2)

See attached report for full comments.

What does 'Sound' mean?

Soundness may be considered in this context within its ordinary meaning of 'fit for purpose' and 'showing good judgement'. The Inspector will use the Public Examination process to explore and investigate the plan against the National Planning Policy Framework's four 'tests of soundness' listed below. The scope of the Public Examination will be set by the key issues raised by responses received and other matters the Inspector considers to be relevant.

What makes a Local Plan "sound"?

Positively prepared - the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development.

Justified – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence.

Effective – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities

Consistent with national policy – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework

5.(1) Do you consider the document is Sound?

Yes No

If yes, go to question 5.(4). If no, go to question 5.(2).

5.(2) Please tell us which tests of soundness the document fails to meet: (tick all that apply)

Positively prepared Justified
 Effective Consistent with national policy

5.(3) If you are making comments on whether the document is unsound, to which part of the document do they relate?

(Complete any that apply)

Paragraph no.

Policy Ref.

Site Ref.

5.(4) Please give reasons for your answers to questions 5.(1) and 5.(2)

You can attach additional information but please make sure it is securely attached and clearly referenced to this question.

The Local Plan does not provide sufficient housing land to meet needs of the housing market area and those sites allocated will not deliver the units identified and as the H38 Extension does not perform a Green Belt purpose it should not be included in the Green Belt. On the basis of the above we consider that the Local Plan is unsound, it is not justified and will not be effective and therefore does not deliver sustainable development in accordance with national policy.

Please see attached report for full comments.

6. (1) Please set out what change(s) you consider necessary to make the City of York Local Plan legally compliant or sound, having regard to the tests you have identified at question 5 where this relates to soundness.



You will need to say why this modification will make the plan legally compliant or sound. It will be helpful if you could put forward your suggested revised wording of any policy or text.

Please note your representation should cover succinctly all the information, evidence and supporting information necessary to support/justify the representation and the suggested modification, as there will not normally be a subsequent opportunity to make further representations based on the original representation at publication stage.

After this stage, further representations will be only at the request of the Inspector, based on the matters and issues he/she identifies for examination.

The H38 Extension should be removed from the Green Belt and allocated for housing development or safeguarded land.

See attached report for full comments.

7.(1). If your representation is seeking a change at question 6.(1), do you consider it necessary to participate at the hearing sessions of the Public Examination? (tick one box only)

No, I do not wish to participate at the hearing session at the examination. I would like my representation to be dealt with by written representation

Yes, I wish to appear at the examination

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City of York Local Plan Publication Draft 2018 Consultation response form 21 February – 4 April 2018

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Please complete in full; in order for the Inspector to consider your representations you must provide your name and postal address).

1. Personal Details		2. Agent's Details (if applicable)
Title		Mrs
First Name		Claire
Last Name		Linley
Organisation (where relevant)		DPP
Representing (if applicable)		Linden Homes Strategic Land
Address – line 1		Second Floor
Address – line 2		1 City Square
Address – line 3		Leeds
Postcode		LS1 2ES
E-mail Address		Claire.linley@dppukltd.com
Telephone Number		01133509865

Guidance note

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Do I need to attend the Public Examination?

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Part B - Your Representation

(Please use a separate Part B form for **each** issue to you want to raise)



3. To which document does your response relate? (Please tick one)

City of York Local Plan Publication Draft

Policies Map

Sustainability Appraisal/Strategic Environmental Assessment

What does 'legally compliant' mean?

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4. (1) Do you consider the document is Legally compliant?

Yes

No

4.(2) Do you consider that the document complies with the Duty to Cooperate?

Yes

No

4.(3) Please justify your answer to question 4.(1) and 4.(2)

See attached report for full comments.

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5.(3) If you are making comments on whether the document is unsound, to which part of the document do they relate?

(Complete any that apply)

Paragraph no.

Policy Ref.

Site Ref.

ST14

5.(4) Please give reasons for your answers to questions 5.(1) and 5.(2)

You can attach additional information but please make sure it is securely attached and clearly referenced to this question.

We do not object to the principle of the allocation but we do consider the estimated yield from ST14 to be overly ambitious so as to call into question the ability of the Local Plan to deliver houses to meet the housing requirement. As such we consider the yield assumed for ST14 to be unsound in that ST14 will not deliver the housing units identified in the plan period. The housing delivery is not justified and it is therefore inconsistent with national policy.

See attached report for full comments.

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We do not suggest that the allocation known as ST14 should be deleted but rather that an aspirational but achievable level of development should be established within the Local Plan. We would suggest that the level of housing delivery in the plan period for ST14 should be reduced to 900 units. We consider that this number of units is more realistic and achievable.

See attached report for full comments.

7.(1). If your representation is seeking a change at question 6.(1), do you consider it necessary to participate at the hearing sessions of the Public Examination? (tick one box only)

No, I do not wish to participate at the hearing session at the examination. I would like my representation to be dealt with by written representation

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Title		Mrs
First Name		Claire
Last Name		Linley
Organisation (where relevant)		DPP
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Address – line 1		Second Floor
Address – line 2		1 City Square
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Paragraph no.

Policy Ref.

Site Ref.

ST15

5.(4) Please give reasons for your answers to questions 5.(1) and 5.(2)

You can attach additional information but please make sure it is securely attached and clearly referenced to this question.

We do not object to the principle of the allocation but we do consider the estimated yield from ST15 to be unrealistic and to call into question the ability of the Local Plan to deliver houses to meet the housing requirement. As such we consider the yield assumed for ST15 to be unsound in that ST15 will not deliver the housing units identified in the plan period. The housing delivery is not justified and it is therefore inconsistent with national policy.

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We do not suggest that allocation known as ST15 should be deleted but rather that an aspirational but achievable level of development should be established within the Local Plan. We would suggest that the level of housing delivery in the plan period for ST15 should be reduced to 900 units. We consider that this number of units is more realistic and achievable.

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RESPONSE TO YORK LOCAL PLAN PUBLICATION DRAFT

LINDEN HOMES STRATEGIC LAND

**SITE 908 (H38 AND ADDITIONAL LAND) -
LAND TO THE REAR OF RUFFORTH
PRIMARY SCHOOL**

RESPONSE TO YORK LOCAL PLAN PUBLICATION DRAFT

On behalf of: Linden Homes Strategic Land

In respect of: Site 908 (H38 and Additional Land) - Land to the rear
of Rufforth Primary School

Date: April 2018

Reference: CL/ML/2408le/R004cl

Author: Claire Linley

DPP Planning
Second Floor
1 City Square
Leeds
LS1 2ES

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E-mail info@dppukltd.com

www.dppukltd.com

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Appendix 1	-	Site location plan
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Appendix 3	-	Housing Density Table

Executive Summary

The extended H38 Site was assessed as part of the Council's rigorous site selection methodology and the additional land has been discounted as a housing allocation.

It has been established in this report that residential development on the Site would be achievable and that the Site is available for development.

Therefore the principle of allocating the Site for housing within the local plan has been demonstrated.

Consequently the Developer **objects** to the non-allocation of the proposed extension to H38. The proposed extension to H38 was deemed acceptable by the Local Plan Working Group but was not endorsed by the Executive because they did not agree with the recommendations of the Council's own independent consultants to increase the housing requirement.

As an alternative, the extension to H38, if not allocated for housing, should be allocated as safeguarded land under a new safeguarded land policy.

1.0 Introduction

- 1.1 We are submitting this representation on behalf of our client, Linden Homes Strategic Land and (“the Developer”), in respect of various issues contained in the City of York Local Plan Publication Draft Regulation 19 Consultation (“the Local Plan”) and in particular their interests at land to the rear of Rufforth Primary School, Rufforth.
- 1.2 The land over which Linden Homes have options is in two parts; the first part relates to circa 0.99ha of land to the rear of Rufforth Primary School (“H38”) and the second part relates to land to the east of H38 (“H38 Extension”). The land that is in the control of the Developer is shown on the plan attached at **Appendix 1**.
- 1.3 The Developer **objects** to the non-allocation of the H38 Extension. The H38 Extension was deemed acceptable by the Local Plan Working Group but was not endorsed by the Executive because they did not agree with the recommendations by the Council’s own independent consultants to increase the housing requirement.
- 1.4 As an alternative, the extension to H38, if not allocated for housing, should be allocated as safeguarded land.

2.0 The Test of Soundness

2.1 Paragraph 182 of the NPPF indicates that a Local Plan will be examined by an independent inspector whose role is to assess whether the plan has been prepared in accordance with the Duty to Cooperate, legal and procedural requirements, and whether it is sound. A local planning authority should submit a plan for examination which it considers is “**sound**” namely that it is:

- **Positively prepared** – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;
- **Justified** – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
- **Effective** – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and
- **Consistent with national policy** – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework.

3.0 The Site

- 3.1 Rufforth is located approximately 7.5km to the west of York City Centre. Rufforth is linear in shape and follows Wetherby Road (B1224).
- 3.2 The Site would be accessed off Middlewood Close which joins Wetherby Road (B1224), the main road running through the centre of the settlement.

H38

- 3.3 The Site is approximately 0.99 ha in size and is located to the east of Rufforth. It is bounded to the west by a combination of the grounds of Rufforth County Primary School and the residential curtilages of properties on Middlewood Close. To the south the Site is bounded by a hedgerow beyond which there is agricultural land. The northern boundary is formed by a hedgerow beyond which lies the curtilage of a large dwelling. The eastern boundary is formed by a combination of hedgerows and trees with agricultural fields beyond.

H38 Extension



- 3.4 The H38 Extension is shown hatched red on the plan above. It comprises a large agricultural field to the east of the H38 allocation. To the south the Site is bounded by a hedgerow beyond which there is agricultural land. The northern boundary is formed by a hedgerow beyond which lies the curtilage of a large dwelling. The eastern boundary is formed by a combination of hedgerows and trees with agricultural fields beyond. The western boundary lies adjacent to the H38 allocation.

4.0 Development Analysis

Introduction

- 4.1 The NPPF indicates that to be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years and in particular that development of the site is viable.
- 4.2 To be considered developable, sites should be in a suitable location for housing development and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged.
- 4.3 Given the above the H38 Extension is assessed against these considerations below.

Availability

- 4.4 In relation to availability, Linden Homes Strategic Land currently have an option on the land, and are keen to develop the Site. Linden Homes Strategic Land have confirmed that that H38 Extension is available for immediate development and could be brought forward at the earliest opportunity. The H38 Extension is therefore available for development.

Suitability

- 4.5 There is plainly a need to identify land for housing which is suitable to meet the housing requirements within the District.
- 4.6 The National Planning Policy Framework sets out a presumption in favour of sustainable development and encourages the fullest possible use of public transport, walking and cycling and instructs local planning authorities to focus new development in locations which are or can be made sustainable.
- 4.7 The H38 Extension is located adjacent to the H38 allocation on the eastern edge of Rufforth directly adjacent to the existing settlement. The H38 Extension is therefore both physically and visually very well related to the urban area.
- 4.8 Rufforth offers a range of shops and services including; a public house, village store, tea room, primary school and church. It is therefore considered to be a sustainable settlement.
- 4.9 There are bus stops located in close proximity to the H38 and the H38 Extension on Wetherby Road (B1224), which is the main road through Rufforth. Consequently, the H38 Extension is well connected to nearby facilities as well as those further afield.
- 4.10 It is therefore clear that the H38 Extension is well related to the existing settlement and has good access to a range of shops, services, recreational facilities and public transport links thereby

providing wider access to services. As such the H38 Extension is located in a sustainable location and the allocation of this area of land for residential development would accord with the NPPF.

- 4.11 H38 and the H38 Extension are plainly suitable for housing development. The Council have recognised in all stages of the local plan process that H38 is suitable for housing as they have allocated the land for development continuously and officers have more recently recommended that the H38 Extension should also be allocated for housing development.

Achievability

- 4.12 H38 and the H38 Extension together constitute a flat greenfield parcel of land that is currently in agricultural use.
- 4.13 Access would be taken from Middlewood Close. Middlewood Close forms a simple 'T' with Wetherby Road (B1224) which is the main road running through the centre of the settlement. There are no capacity issues on either Middlewood Close or Wetherby Road. Middlewood Close has a carriageway width of 5 metres with footpaths on either side. Middlewood Close would simply be extended into H38 and the H38 Extension. It is considered that this access adequately serves the proposed development of the H38 Extension.
- 4.14 The H38 Extension is currently in agricultural use with hedgerows to the periphery. Given the nature of agricultural operations the extension to H38 is unlikely to have any material nature conservation value. The proposals will provide the opportunity to enhance biodiversity through the inclusion of a new habitats to encourage new species.
- 4.15 The H38 Extension lie entirely within Flood Zone 1 and therefore is not recognised to be at risk from flooding.
- 4.16 The foul water will be directed to the public sewers. Further works will be carried out to ascertain how to dispose of surface water.
- 4.17 The development of the H38 Extension is considered to be achievable, a matter that the Council agree with.

Conclusion

- 4.18 Overall, it has been demonstrated that the H38 Extension is available, that the land is suitable for development and that development of housing on the H38 Extension is achievable.

5.0 Objection to the Non-Allocation of the H38 Extension

The Preferred Sites Consultation (July 2016)

- 5.1 Since 2014, the Council has been updating its evidence base in line with the agreed motion. This has included taking further papers to Members of the Local Plan Working Group in September 2015 in relation to the overall housing and employment requirements for York.
- 5.2 York then released a Preferred Sites in July 2016 and supporting evidence as approved by the Executive Members. This was consulted on between 18th July and 12th September 2016. Within this document H38 was identified by the Council as a housing allocation.
- 5.3 DPP made a representation to this document supporting the existing allocation known as H38 and suggesting that the site could be enlarged by incorporating the H38 Extension.

Local Plan Working Group to update Members on work on the Ministry of Defence (MOD) sites and seek Members' views on progressing the Local Plan (10th July 2017)

- 5.4 The purpose of this report to the Local Plan Working Group was to provide an update to Members on the work undertaken on the MOD sites and to seek the views of Members on the methodology and studies carried out to inform the housing and employment land requirements that the City is tasked with accommodating and the most appropriate way of accommodating this future growth. Officers also sought approval of Members for officers to undertake the necessary work to produce a draft plan based on the recommendations of the Executive for the purposes of consultation along with associated technical papers.
- 5.5 Officers assessed the information submitted by DPP to the Preferred Sites Consultation. Officers noted that in the Preferred Sites Consultation H38 is 0.99ha in size and the estimated yield from the Site was given as 33 dwellings. Officers go on to note that the H38 Extension would increase H38 by a further 1.42ha (+47 dwellings). The officers also note that the extended site follows the existing field boundary to the rear of the school and that the site is well contained with clearly defined boundaries including existing residential properties and tall/extensive hedgerows. Officers suggest that the Site could be extended to a total site area of 2.41ha providing up to 80 dwellings.
- 5.6 Officers recommended that the H38 Extension should be incorporated into the existing allocation to provide a site, amounting to 2.41ha in size.

Executive Meeting (July 2017)

- 5.7 The report notes that if Members accept the recommendation of the GL Hearn Report then the additional sites and boundary revisions highlighted in Annex 3 would need to be incorporated within the local plan (including the MOD sites). Officers indicate that if Members do not agree with

the GL Hearn Report, in relation to the sites included in Annexes 3, 4 and 5 they will need to particularise concerns and consider whether they wish further work to be commissioned.

- 5.8 It was resolved that the recommendation prepared by GL Hearn in the draft Strategic Housing Market Assessment, to apply a further 10% to the above figure for market signals (to 953 dwellings per annum), was not accepted on the basis that Hearn's conclusions were speculative and arbitrary, rely too heavily on recent short-term unrepresentative trends and attach little or no weight to the special character and setting of York and other environmental considerations.
- 5.9 It was further resolved that the increased figure of 867 dwellings per annum be met by the changes to sites within Table 4 and by the following changes to sites from Table 5, the inclusion of Queen Elizabeth Barracks, Imphal Barracks, Nestle South, Grove House and the former Clifton Without Primary School, the deletion of Heworth Green North (H25) and Whiteland Field, Haxby (H54) and the change from a housing site to an employment site of Poppleton Garden Centre. It was resolved that the rest of the changes included in Table 5 should not be included. The H38 Extension was proposed in Table 5.
- 5.10 The members resolved that the H38 Extension should not be identified in the local plan.
- 5.11 Members therefore resolved not to follow the recommendation of officers. The decision of members to not include the H38 Extension in the local plan is plainly based on one factor only, that being the decision not to increase the housing requirement as recommended by the Council's own independent consultants.

Pre-Publication Draft Regulation 18 (September 2017)

- 5.12 The Pre-Publication Draft was released for consultation in September 2017. Whilst this version of the local plan showed H38 to be allocated for housing development the H38 Extension was shown to be within the Green Belt.

The Publication Draft Regulation 19 Consultation (February 2018)

- 5.13 The current version of the Local Plan continues to show H38 to be allocated for housing development. However, it continues to show the H38 Extension to be within the Green Belt.

Conclusion

- 5.14 The Council are not alleging that the H38 Extension performs any Green Belt purpose or function nor that the land needs to be kept permanently open. The Council are also not alleging that the H38 Extension is not available, suitable or that development is not achievable. The Council are not alleging that the allocation of the H38 Extension would cause harm to any other policy considerations or is part of a valued landscape. The reason that the exclusion of the H38 Extension relates solely to the housing requirement and the view of Members that the extension of H38 Extension is not needed to meet the requirement as assessed by the Council.

- 5.15 Paragraph 85 of the Framework states that local planning authorities, when defining Green Belt boundaries (as we are here), should not include land which it is unnecessary to be kept permanently open.
- 5.16 It is therefore plain that the H38 Extension should not be included within the Green Belt. The H38 Extension should be included within the settlement limits of Rufforth and either allocated for housing development or identified as safeguarded land.
- 5.17 Given the Council's thorough and robust examination of the H38 Extension and the conclusions that the Local Plan Working Group reached regarding the H38 Extension there can be no reason to include the H38 Extension within the Green Belt.

Soundness

- 5.18 The H38 Extension does not perform any Green Belt purpose or function nor does the land need to be kept permanently open. Therefore, the H38 Extension along with H38 itself should be excluded from the Green Belt and allocated for housing purposes. On the basis of the above we consider that the Local Plan is unsound, that the inclusion of the H38 Extension in the Green Belt is unjustified and that the plan will be not be effective and conflicts with national policy.

Modification

- 5.19 To address the above the H38 Extension should be allocated for housing development.

6.0 Objection to Policy SS1

Introduction

6.1 Lichfields has been commissioned by Linden Homes, Taylor Wimpey UK Ltd, Persimmon Homes, Strata Homes Ltd & Bellway Homes [the Companies] to undertake a review of City of York Council's housing requirement and housing supply that has formed a key part of the evidence base to inform the Local Plan.

The City of York Strategic Housing Market Assessment

6.2 The Framework sets out that local planning authorities should use their evidence base to ensure they meet the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in the Framework. To provide an objective assessment of housing need ("OAHN") the Council commissioned GL Hearn to produce the following reports and updates: -

- The City of York Strategic Housing Market Assessment (June 2016) ("SHMA")
- The Strategic Housing Market Assessment Addendum (June 2016) ("the Addendum"); and
- The Strategic Housing Market Assessment Update (September 2017) ("the Update")

Background

6.3 In Autumn 2015 the Council commissioned GL Hearn jointly with Ryedale, Hambleton and the North York Moors National Park Authority to prepare the SHMA. This study aimed to provide a clear understanding of housing needs in the City of York area. The SHMA was published as part of a suite of documents for the LPWG meeting on 27th June 2016. It concluded that the OAHN for the City of York was in the order of 841dpa.

6.4 On the 25th May 2016 ONS published a new set of (2014-based) sub national population projections [SNPP]. These projections were published too late in the SHMA process to be incorporated into the main document. However, in June 2016 GL Hearn produced an Addendum to the main SHMA report which briefly reviewed key aspects of the projections and concluded that the latest (higher) SNPP suggested a need for some 898dpa between 2012 and 2032. However due to concerns over the historic growth within the student population, the Addendum settled on a wider OAHN range of 706dpa - 898dpa, and therefore the Council considered that it did not need to move away from the previous 841dpa figure.

6.5 DCLG published updated 2014-based sub-national household projections [SNHP] in July 2016. GL Hearn was asked by the Council to update the SHMA to take account of these new figures and to assess the representations received through the Preferred Sites Consultation relating to OAN. The GL Hearn SHMA Update (September 2017) subsequently updated the demographic starting point for York based on these latest household projections. The 2014-based SNHP increases the demographic starting point from 783dpa (in the 2016 SHMA) to 867dpa. In their Update, GL Hearn

then applied a 10% uplift to the 867dpa starting point to account for market signals and affordable housing need and identifies a resultant housing need of 953dpa. However, a cover sheet to GL Hearn's Update, entitled '*Introduction and Context to objective Assessment of Housing Need*' was inserted at the front of this document by the Council. This states that 867dpa is the relevant baseline demographic figure for the 15-year period of the plan (2032/33). The Council rejected the 953dpa figure on the basis that GL Hearn's conclusions stating:

"...Hearn's conclusions were speculative and arbitrary, rely too heavily on recent short-term unrepresentative trends and attach little or no weight to the special character and setting of York and other environmental considerations."

- 6.6 As a result of this approach, the Publication Draft now states in Policy SS1: Delivering Sustainable Growth for York, the intention to:

"Deliver a minimum annual provision of 867 new dwellings over the plan period to 2032/33 and post plan period to 2037/38."

- 6.7 The supporting text to this policy makes no mention of the 953 dpa OAHN figure, but instead claims that 867 dpa is *"an objectively assessed housing need"*

- 6.8 The Council therefore commissioned GL Hearn, an expert in the field, to produce a Strategic Housing Market Assessment in order to provide an OAHN and having done so the Council elected to ignore the findings of the Strategic Housing Market Assessment considering it to speculative and arbitrary. The Council provided no evidence as to substantiate its claim that the Strategic Housing Market Assessment was speculative and arbitrary. The decision to ignore the advice of the Council's independent experts is flawed and unsound.

- 6.9 We will go onto explain why the Council decision to ignore the advice of the Council's independent experts is flawed and unsound.

Housing Requirement

- 6.10 There are a number of deficiencies in the Strategic Housing Market Assessment Update highlighted by Lichfields and these are summarised below.

- The Council's approach to identifying an assessed need of 867 dpa in the introductory section of the SHMA Assessment Update is considered to be fundamentally flawed. This is effectively a 'policy-on' intervention by the Council which should not be applied to the OAHN. It has been confirmed in the Courts that FOAN is 'policy off' and does not take into account supply pressures. The Council's approach to identifying the OAHN, as set out in the SHMA Assessment Update, would therefore be susceptible to legal challenge. The calculation of OAHN should therefore be based on the normal 'policy-off' methodology.
- There are a number of significant deficiencies in the SHMA Assessment Update which means that the 953 dpa OAHN figure identified in the Assessment Update is not soundly based. In particular:

- GL Hearn clearly accepts that an increase in household formation rates is necessary to respond to continued suppression of household formation rates within younger age groups within the official projections. However, this demographic-led figure of 871 dpa does not appear to have been carried forward by GL Hearn in calculating the resultant housing need. Lichfields agree with making an adjustment for demographic and household formation rates. However, it would be illogical to revert back to unadjusted projections of 867 dpa and then take this to apply the adjustment for market signals and affordable housing, when a demographic need of 871 dpa has been identified.
 - Overall, the Assessment Update fails to distinguish between the affordable housing needs of the City of York and the supply increase needed to address market signals to help address demand. Instead the SHMA blends the two elements within the same figure resulting in a conflated figure which is lower than the level of uplift deemed reasonable by the Eastleigh and Canterbury Inspectors, despite the fact that market signals pressures in York indicate signs of considerable stress and unaffordability. The Practice Guidance is clear that the worse affordability issues, the larger the additional supply response should be to help address these.
 - Given the significantly worsening market signals identified in City of York, Lichfields consider that a 20% uplift would be appropriate in this instance and should be applied to the OAHN, plus a further 10% uplift to help address affordable housing needs.
- 6.11 The scale of objectively assessed need is a judgement and the different scenarios and outcomes set out within the Lichfields report provides alternative levels of housing growth for the City of York. Lichfields considers these to be as follows:
- 6.12 **Demographic Baseline:** The 2014-based household projections indicate a net household growth of 867dpa between 2014 and 2024 (including a suitable allowance for vacant/second homes. Once a suitable adjustment has been made to rebase the projections to the (slightly lower) 2015 MYE, and through the application of accelerated headship rates amongst younger age cohorts takes the demographic starting point to **871dpa**.
- 6.13 **Market Signals Adjustment:** GL Hearn's uplift is 10%. However, Lichfields considers that a greater **uplift of 20%** would be more appropriate in this instance. When applied to the **871dpa** re-based demographic starting point, this would indicate a need for **1,045dpa**. The demographic-based projections would support a reasonable level of employment growth at levels above that forecast by Experian, past trends or the blended job growth approach. As such, no upward adjustment is required to the demographic-based housing need figures to ensure that the needs of the local economy can be met;
- 6.14 The scale of **affordable housing needs**, when considered as a proportion of market housing delivery, implies higher levels of need over and above the 1,045dpa set out above. It is considered that to meet affordable housing needs in full (573dpa), the OAHN range should be adjusted to 1,910dpa @30% of overall delivery. It is, however, recognised that this level of delivery is likely to be unachievable for York. Given the significant affordable housing need identified in City of York

Lichfields consider that a **further 10% uplift** would be appropriate in this instance and should be applied to the OAHN, resulting in a final figure of **1,150 dpa**.

- 6.15 Whilst it is accepted that limited weight can be attached to the MHCLG proposed standardised methodology figure this figure nevertheless reflects the direction of travel of Government policy. The MHCLG proposed standardised methodology figure is 1,070 dpa similar to the Lichfield figure which has been uplifted to address market signals but not be uplifted to address affordable housing need.
- 6.16 The Lichfields housing requirement allows for the improvement of negatively performing market signals through the provision of additional supply, as well as helping to meet affordable housing needs and supporting economic growth. Lichfields consider that using this figure would ensure compliance with paragraph 47 of the Framework by significantly boosting the supply of housing. It would also reflect paragraph 19 of the Framework, which seeks to ensure the planning system does everything it can to support sustainable development.

Housing Land Supply

- 6.17 Lichfields have also assessed the Council's housing supply position. Lichfields raise issues and concerns about the following matters; -
- Lead in times;
 - Delivery rates;
 - Density assumptions;
 - The components of supply;
 - ST14 and ST15; and
 - Windfall.
- 6.18 Lichfields has undertaken an analysis of the Council's evidence base and question some of the assumptions in relation to the components of supply and conclude that some of the proposed delivery rates on sites are unfounded and unrealistic.
- 6.19 The assessment of the balance between the housing requirement and supply demonstrates that there is a significant shortfall when assessed against the Lichfields assessment of the OAHN.
- 6.20 The Lichfield Report is attached at **Appendix 2**.

Soundness

- 6.21 In these circumstances, the Local Plan is not 'sound' as required by the Framework, as the Council have not properly assessed the OAHN or set out a justified and effective housing requirement nor have the Council demonstrated an adequate supply of land as required by national guidance.

Modification

- 6.22 The Council should allocate additional land to meet the housing needs of the community and these sites should be able to deliver early in the plan period. This is the only approach that will deliver a 'sound' plan and enable the much-needed investment in new housing to meet the community's needs.

7.0 Objection to Policy SS2 - Green Belt Designation

7.1 Policy SS2: The Role of York's Green Belt states:

"The primary purpose of the Green Belt is to safeguard the setting and the special character of York and delivering the Local Plan Spatial Strategy. New building in the Green Belt is inappropriate unless it is for one of the exceptions set out in policy GB1.

The general extent of the Green Belt is shown on the Key Diagram. Detailed boundaries shown on the proposals map follow readily recognisable physical features that are likely to endure such as streams, hedgerows and highways.

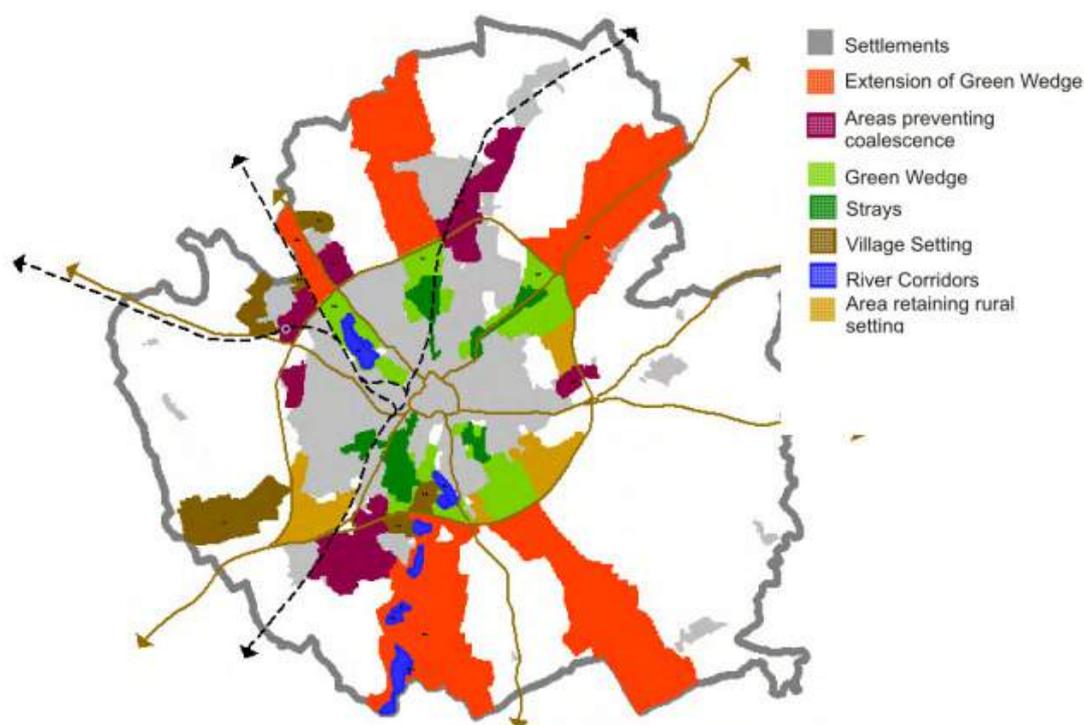
To ensure that there is a degree of permanence beyond the plan period sufficient land is allocated for development to meet the needs identified in the plan and for a further minimum period of five years to 2038."

7.2 Within the current version of the Local Plan the extension to H38 is shown to lie within the Green Belt.

7.3 Paragraph 80 of the NPPF states that the 5 purposes of including land within the Green Belt are as follows:

- to check the unrestricted sprawl of large built-up areas
- to prevent neighbouring towns merging into one another
- to assist in safeguarding the countryside from encroachment
- to preserve the setting and special character of historic towns
- to assist in urban regeneration, by encouraging the recycling of derelict and other urban land

7.4 An exercise was carried out by the Council in the preparation of the local plan which aimed to establish Green Belt Character Areas and highlighted the role and importance of the Green Belt surrounding Rufforth.



- 7.5 The figure (shown above) was prepared following the production of a technical paper which looks at potential amendments to the Green Belt. The figure shows that the land around Rufforth is not identified as having a particular Green Belt role. This clearly demonstrates that the Council considers that the land around the H38 Extension does not form any locally important Green Belt purpose.
- 7.6 Additionally, the H38 Extension was proposed for housing development by the Local Plan Working Group (10th July 2017) it is plain that the Council do not consider that the H38 Extension performed any significant Green Belt purpose and that it is not important to keep the Site permanently open.
- 7.7 Paragraph 85 of the Framework states that local planning authorities, when defining Green Belt boundaries (as we are here), should not include land which it is unnecessary to keep permanently open.
- 7.8 It is therefore considered that the H38 Extension should not be included within the Green Belt. The H38 Extension should be included within the settlement limits of Rufforth and either allocated for housing development or identified as safeguarded land.
- 7.9 Given the Council's thorough and robust examination of the Site and the conclusions that the Local Plan Working Group have reached regarding the H38 Extension there can be no reason to include the Site within the Green Belt.
- 7.10 Linden Homes Strategic Land therefore object to the inclusion of the H38 Extension within the Green Belt.

Soundness

- 7.11 The Local Plan does not provide sufficient housing land to meet needs of the housing market area and those sites allocated will not deliver the units identified and as the H38 Extension does not perform a Green Belt purpose it should not be included in the Green Belt. On the basis of the above we consider that the Local Plan is unsound, it is not justified and will not be effective and therefore does not deliver sustainable development in accordance with national policy.

Modifications

- 7.12 The H38 Extension should be removed from the Green Belt and allocated for housing development or safeguarded land.

8.0 Objection to Policy H1 - Housing Allocations

8.1 Linden Homes Strategic Land notes that the Local Plan is highly reliant on delivery from a number of very large sites. These are sites of 1000 dwellings or more and include: -

Site	Site Name	Plan period capacity	Overall Capacity
ST5	York Central	1500	1700-2500
ST14	Land West of Wigginton Road	1200	1348
ST15	Land West of Elvington Lane	2200	3339
Total			6387-7187

8.2 If these sites are delayed or do not come forward as anticipated it will adversely affect the ability of the Council to deliver housing in a timely manner.

8.3 Further, the reliance on these large sites inhibits housing delivery in general as only the very large volume house builders can develop these sites thereby limiting the number of outlets and house builders operating in an area. This depresses housing delivery rather than boosting delivery.

8.4 This is recognised in the Government's white paper entitled 'Fixing our broken housing market' (2017). In this document, the Government encourages local planning authorities to make more land available for homes in the right places, by maximising the contribution from brownfield and surplus public land, regenerating estates, **releasing more small and medium-sized sites**, allowing rural communities to grow and making it easier to build new settlements.

8.5 The white paper goes onto recognise that promoting a good mix of sites and increase the supply of land available to small and medium-sized housebuilders will help to diversify the housebuilding sector and encourage more competition.

8.6 To boost significantly the supply of housing, as required by the Framework, it is clear that the Local Plan needs to identify a range and choice of sites. It is considered that the Local Plan is overly reliant on a number of very large proposed housing allocations. As such it is considered that the H38 Extension, which is a relatively small parcel of land associated with a sustainable community, should be allocated for development particularly as it does not perform a Green Belt purpose and it is accepted by the Council that the site can be developed.

Soundness

8.7 The Local Plan does not provide a robust range and choice of housing land to meet the housing requirement and to diversify the house building sector and encourage more competition. On the

basis of the above we consider that Policy H1 of the Local Plan is unsound and will not be effective and therefore not deliver sustainable development in accordance with national policy.

Modification

- 8.8 To address the above the H38 Extension should be reintroduced into the plan and reallocated for housing development under Policy H1.

9.0 Objection to Policy H2 - Density of Development

- 9.1 In addition to Lichfields' comments relating to the OAHN and the proposed housing land supply we also have concerns about the density of development that the Council believe can be delivered from the various allocated sites.
- 9.2 We welcome the clarification that this policy should be used as a general guide and that the density of any development will need to respond to its context.
- 9.3 We however have concerns about the density of development that the Council believe can be delivered from the various allocated sites.
- 9.4 We note that as a general trend the density of development on allocated sites increased in the Preferred Sites Consultation (2016) when compared to the Publication Draft (2014). These densities increased again when comparing the Preferred Sites Consultation (2016) to the Pre-Publication Draft. See the table attached at **Appendix 3**.
- 9.5 It would appear that the Council have changed their approach to calculating development densities between the various draft iterations of the local plan. For example, in the Preferred Options (2013) it was assumed that in the villages and rural areas development would occur at 30 dwellings per hectare. In the Publication Draft (2014) it is assumed that development in the villages and rural areas would occur at 35 dwellings per hectare. We feel that for villages and rural areas a development density of 30 dwellings per hectare would be more appropriate.
- 9.6 The development density for suburban areas, which includes Haxby and Wigginton, is identified as 40 dwellings per hectare. Given the character and form of some suburban areas it is considered that such a density of development could be harmful particularly if a balanced development is to be provided. A development density of 40 dwellings per hectare is more characteristic of high density urban living rather than an extension to sustainable suburban areas and villages. It implies a high proportion of small tight knit dwellings which would be uncharacteristic of locations adjoining urban areas and villages which have typically been developed at about 25 dwellings per hectare. It would be reasonable to expect a development density above 30 dwellings per hectare but 40 dwellings per hectare is too high.
- 9.7 As to the proposed development densities of 50 dwellings per hectare for urban areas and 100 dwellings per hectare within the city centre, these densities of development are considered ambitious particularly where there is a need to incorporate open space. Development at this density may limit the marketability of the product and if this is the case it would not boost housing delivery.
- 9.8 The proposed densities and the increases in the yields from individual sites needs to be fully explained and justified.

- 9.9 The Council need to justify the density of development in the various areas and the increases in the yields from various sites in order to ensure that they are robust and are not going to lead to a shortfall in housing delivery.
- 9.10 On the basis of the above we object to the proposed development densities being applied in policy H2 and on individual sites.

Soundness

- 9.11 We consider that Policy H2 and the associated assumed yields applied to various allocations are unsound and not justified and will not ensure effective delivery of the housing requirement and is therefore inconsistent with national policy.

Modification

- 9.12 We suggest that that net development density is reduced and that greater flexibility is included in the policy to allow for balanced developments to be created.

10.0 Objection to Policy H3 – Housing Market

- 10.1 This policy is related to balancing the housing market. We do not object to the principle of this policy and indeed we welcome the acknowledgement in the Local Plan that the Council will *“seek to balance the housing market across the plan period”*. In this regard we welcome the use of the word *“seek”*. However, the policy then says that the applicants *“will be required to balance the housing market by including a mix of types of housing which reflects the diverse mix of need across the city”*. The use of the word *“required”* is onerous and is not reflective of the tone of the policy when read as a whole. For example, the policy goes on to state that *“the final mix of dwelling types and sizes will be subject to negotiation with the applicant”*.
- 10.2 Further, we also feel that it is unreasonable for an applicant to provide sufficient evidence to support their proposals particularly where a developer is providing a housing mix which is broadly in accordance with the identified need. This should be deleted.

Soundness

- 10.3 We consider that Policy H3 is unsound as it will not be effective, it is not justified, and is not consistent with national policy.

Modification

- 10.4 We suggest the policy should be modified to provide greater flexibility to allow for balanced developments to be created. In this regard we would suggest amending the policy to read *“Proposals for residential development should assist in balancing the housing market, unless material considerations indicate otherwise, by including a mix of types of housing that respond to and reflects the diverse mix of need across the city and the character of the locality.”*

11.0 Objection to the Allocation of ST14

Introduction

- 11.1 This allocation constitutes a new standalone settlement, or 'garden village' to the east of Skelton. The site has an indicative capacity of 1,348 dwellings, of which 1,200 dwellings are to be constructed over the plan period (to 2032).
- 11.2 This site was previously included within the Publication Draft (2014) as a strategic site with a total site area of 157 hectares and a total site capacity of 2,800 dwellings. This site was revised due to concerns relating to the Green Belt, historic character and setting.
- 11.3 The site is isolated from existing settlements and located within the agreed general extent of the York Green Belt. It is unclear why this site is considered appropriate to be removed from the Green Belt, and not smaller more sustainable sites which sit at the edge of existing settlements and which could deliver housing promptly and sustainably and thereby boosting housing supply in accordance with national policy.
- 11.4 We are not sure how the change in the size of the allocation has overcome these technical and policy concerns

Our Concerns

- 11.5 Our principle concern however relates to the delivery of the site and in particular the estimate yield within the plan period.
- 11.6 The Council have indicated in their letter to the Secretary of State in January 2018 and the Local Development Scheme (2017) that the Local Plan will be submitted to the Secretary of State at the end of May and that the plan will be examined between June and August 2018 with the Inspector's report being available towards the end of 2018. The Council have indicated that they hope to adopt the Local Plan in February 2019.
- 11.7 Lichfields, who have produced a well-considered and robust publication on the delivery of large scale housing schemes¹ estimate lead in times for developments. Lead in times relate to matters such as: -
- Securing outline planning permission;
 - Negotiations on S106;
 - The approval of reserved matters;
 - The discharge of conditions;
 - Completion of land purchases
 - Mobilisation; and

¹ Start to Finish – How Quickly do Large-Scale Housing Site Deliver? November 2016

- Infrastructure works.

11.8 Lead in times vary in relation to the stage that a proposal has reached and by the size of the site. The larger the site the more difficult the negotiations and matters that need to be resolved. The following table sets out a general and robust methodology for calculating lead in times.

Stage of Planning	0-250 units	250-500 units	500+ units
Full Planning Permission	1 Year	1.5 Years	2 Years
Outline Planning Permission	1.5 Years	2 Years	2.5 Years
Application Pending Determination	2.5 Years	3 Years	3.5 Years
No Planning Application	3 Years	3.5 Years	4 Years

11.9 To date no planning application has been submitted and the development of this site will require significant infrastructure works, particularly to obtain access, and extensive community facilities in order to deliver the proposed development and to make it sustainable.

11.10 ST14 is a large proposal which will generate a significant increase in traffic on the A1237. Capacity enhancements will need to be made to roads and junctions within the vicinity of the site in order to accommodate this development and these works will need to be undertaken in advance of the completion of any units. Providing sufficient access to and mitigating the impacts of the development will require substantial infrastructure to be put in place and this will take time to deliver.

11.11 If you apply the standard methodology adopted by Lichfields it is possible that a start of development works will occur 4 years from the point of assessment or 3.5 years after the submission of the outline application which is likely to be sometime in the future. For the purpose of this exercise we have assumed 4 years from April 2018. Therefore, a start of works can be assumed as April 2022.

11.12 In a similar fashion Lichfields' estimated delivery rates based on the size of the site. Lichfields indicate that small sites, less than 100 units, tend to be built by local or regional builders. On sites of less than 250 units only one volume house builder is normally active but on sites up to 500 units there may a second volume house builder and on sites over 500 units there may be a third volume house builder. See the table below.

	0-100 units	100-250 units`	250-500 units	500+ units
Annual Delivery	25 dpa	40 dpa	65 dpa	90 dpa

11.13 We assume that there will be 3 different house builders on ST14. We have therefore assumed a delivery rate of 90 dwellings per annum.

- 11.14 If the lead in time is 4 years the residual Local Plan period will be 10 years. Building at 90 dwellings per annum and assuming a remaining 10 year plan period ST14 would deliver 900 dwellings. A shortfall of 300 dwellings in comparisons to the Local Plan's estimated yield.
- 11.15 There is a need to allocate a wide range and choice of housing sites throughout the District and the allocation of several extremely large sites, notably ST14 and ST15, does little to ensure a robust and longer-term level of housing delivery. In fact, the allocation of these two sites limits the number of outlets and the geographical distribution of sites and as a consequence it hinders housing land supply and delivery rather than boosting it.
- 11.16 As a consequence, it is considered that the Council should allocate the H38 Extension as the Council have already concluded that the H38 Extension is available, that the land is suitable for development and that development is achievable.

Soundness

- 11.17 We do not object to the principle of the allocation but we do consider that the estimated yield from ST14 to be overly ambitious so as to call into question the ability of the Local Plan to deliver houses to meet the housing requirement. As such we consider that the yield assumed for ST14 to be unsound in that ST14 will not deliver the housing units identified in the plan period. The housing delivery is not justified and it is therefore inconsistent with national policy.

Modification

- 11.18 We do not suggest that allocation known as ST14 should be deleted but rather that an aspirational but achievable level of development should be established within the Local Plan. We would suggest that the level of housing delivery in the plan period for ST14 should be reduced to 900 units. We consider that this number of units is more realistic and achievable.

12.0 Objection to the Allocation of ST15

Introduction

- 12.1 This allocation is, to all intents and purposes, an entirely new settlement located within the open countryside to the west of Elvington. The site has an indicative site capacity of 3,339 dwellings, of which 2,200 dwellings will be constructed over the plan period (to 2032/33).
- 12.2 The site is currently located within the agreed general extent of Green Belt around the City of York. It is unclear why the Local Plan considers it to be appropriate to remove this large site from the Green Belt and not allocate other smaller more sustainable sites which are situated on the edge of existing settlements and which could deliver housing promptly and sustainably and thereby boosting housing supply in accordance with national policy.

Our Concerns

- 12.3 Our principle concern however relates to the delivery of the site and in particular the estimated yield within the plan period.
- 12.4 The Council have indicated in their letter to the Secretary of State in January 2018 and the Local Development Scheme (2017) that the Local Plan will be submitted to the Secretary of State at the end of May and that the plan will be examined between June and August 2018 with the Inspector's report being available towards the end of 2018. The Council have indicated that they hope to adopt the Local Plan in February 2019.
- 12.5 Lichfields, who have produced a well-considered and robust publication on the delivery of large scale housing schemes² estimate lead in times for developments. Lead in times relate to matters such as: -
- i) Securing outline planning permission;
 - ii) Negotiations on S106;
 - iii) The approval of reserved matters;
 - iv) The discharge of conditions;
 - v) Completion of land purchases
 - vi) Mobilisation; and
 - vii) Infrastructure works.
- 12.6 Lead in times vary in relation to the stage that a proposal has reached and by the size of the site. The larger the site the more difficult the negotiations and matters that need to be resolved. The following table sets out a general and robust methodology for calculating lead in times.

² Start to Finish – How Quickly do Large-Scale Housing Site Deliver? November 2016

Stage of Planning	0-250 units	250-500 units	500+ units
Full Planning Permission	1 Year	1.5 Years	2 Years
Outline Planning Permission	1.5 Years	2 Years	2.5 Years
Application Pending Determination	2.5 Years	3 Years	3.5 Years
No Planning Application	3 Years	3.5 Years	4 Years

- 12.7 ST15 is a large-scale proposal located in an isolated position within the open countryside and the Green Belt. No planning application has been submitted and the development of this site will require significant infrastructure works, particularly to obtain access, and extensive community facilities in order to deliver the proposed development and to make it sustainable.
- 12.8 If you apply the standard methodology adopted by Lichfields it is possible that a start of development works will occur 4 years from the point of assessment or 3.5 years after the submission of the outline application which is likely to be sometime in the future. For the purpose of this exercise we have assumed 4 years from April 2018. Therefore, a start of works can be assumed as April 2022.
- 12.9 In a similar fashion Lichfields' estimated delivery rates based on the size of the site. Lichfields indicate that small sites, less than 100 units, tend to be built by local or regional builders. On sites of less than 250 units only one volume house builder is normally active but on sites up to 500 units there may be a second volume house builder and on sites over 500 units there may be a third volume house builder. See the table below.

	0-100 units	100-250 units`	250-500 units	500+ units
Annual Delivery	25 dpa	40 dpa	65 dpa	90 dpa

- 12.10 We assume that there will be 3 different house builders on the site. We have therefore assumed a delivery rate of 90 dwellings per annum.
- 12.11 If the lead in time is 4 years the residual Local Plan period will be 10 years. Building at 90 dwellings per annum and assuming a remaining 10 year plan period then ST15 would deliver 900 dwellings. A shortfall of 1300 dwellings in comparison to the Local Plans estimated yield.
- 12.12 There is a need to allocate a wide range and choice of housing sites throughout the District and the allocation of several extremely large sites, notably ST14 and ST15, does little to ensure a robust and longer-term level of housing delivery. In fact, the allocation of these two sites limits the number of outlets and the geographical distribution of sites and as a consequence it hinders housing land supply and delivery rather than boosting it.

- 12.13 As a consequence, it is considered that the Council should allocate the H38 Extension as the Council have already concluded that the H38 Extension is available, that the land is suitable for development and that development is achievable.

Soundness

- 12.14 We do not object to the principle of the allocation but we do consider the estimated yield from ST15 to be unrealistic and to call into question the ability of the Local Plan to deliver houses to meet the housing requirement. As such we consider that the yield assumed for ST15 to be unsound in that ST15 will not deliver the housing units identified in the plan period. The housing delivery is not justified and it is therefore inconsistent with national policy.

Modification

- 12.15 We do not suggest that allocation known as ST15 should be deleted but rather that an aspirational but achievable level of development should be established within the Local Plan. We would suggest that the level of housing delivery in the plan period for ST15 should be reduced to 900 units. We consider that this number of units is more realistic and achievable.

13.0 Objection to Lack of Safeguarded Land Policy

- 13.1 The NPPF states in paragraph 79 that the *'fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open, the essential characteristics of Green Belts are their openness and their permanence'*. It is clear from the above that a Green Belt should be permanent.
- 13.2 The NPPF does not define the term permanence or how long a Green Belt should remain unaltered. However, it is at least 5 years beyond the end of the plan period and can be as much as 10 years.
- 13.3 Paragraph 83 of the NPPF indicates that authorities should consider Green Belt boundaries having regard to their intended permanence in the long term so that they can be capable of enduring beyond the plan period. Whilst the term permanence is not defined it is clear that a Green Belt should endure for a period longer than the plan period which, in this case, ends in 2032.
- 13.4 By the time that the plan is adopted it will be at least 2019 leaving a residual plan period of only 13 or 14 years.
- 13.5 In accordance with paragraph 84 of the NPPF, when drawing up or reviewing Green Belt boundaries local authorities are required to take account of the need to promote sustainable patterns of development.
- 13.6 In order to do this paragraph 85 of the NPPF indicates that local planning authorities should:
- *"Ensure consistency with the Local Plan strategy for meeting identified requirements for sustainable development;*
 - *Not include land which it is unnecessary to keep permanently open;*
 - *Where necessary, identify in their plans areas of 'safeguarded land' between the urban area and the Green Belt, in order to meet longer-term development needs stretching well beyond the plan period;*
 - *Make clear that the safeguarded land is not allocated for development at the present time. Planning permission for the permanent development of safeguarded land should only be granted following a Local Plan review which proposes the development;*
 - *Satisfy themselves that Green Belt boundaries will not need to be altered at the end of the development plan period; and*
 - *Define boundaries clearly, using physical features that are readily recognisable and likely to be permanent."*
- 13.7 The above means that: -
- To achieve sustainable development a local authority needs to take account of the objectively assessed need for development and provide sufficient land to accommodate this need.
 - The guidance advises that local planning authorities should not include land that does not need to be kept permanently open.
 - It is also apparent from paragraph 85 that when defining a Green Belt, a local authority needs to consider the development needs of the district which are to be met during the plan period

as well as the longer-term development needs of the district. The term “*stretching well beyond the plan period*” is significant. Well beyond implies a period greater than a few years.

- The ‘*where necessary*’ term in paragraph 85 of the NPPF applies, in our view, to situations where there is a need to allow for longer term development. So that this need can be met in due course, land should be safeguarded for the purposes of development and by identifying such land ‘*the Green Belt can be protected from encroachment thus ensuring its boundaries remain permanent.*’

13.8 What is clear from the NPPF is that when defining a Green Belt, the Green Belt should be permanent and endure well beyond the plan period and that a local authority should meet its identified development needs both during the plan period and beyond without needing to undertake an early review of the plan.

13.9 Within the Local Plan no Safeguarded Land is proposed. The reason given for this is that there are a few Strategic Sites identified within the document that have an anticipated build out time beyond the plan period. However, the number of the strategic sites available to provide for the longer-term development needs of the City is severely limited. Some of the identified sites are small and as allocations there is nothing stopping them being built out during the plan period.

13.10 The table below provides details of the strategic sites that the Council have identified to provide the additional housing capacity after the plan period has finished:

Site	Site Name	Plan period capacity	Overall Capacity	Additional capacity following plan period
ST5	York Central	1500	1700-2500	200- 1000
ST14	Land West of Wigginton Road	1200	1348	148
ST15	Land West of Elvington Lane	2200	3339	1139
ST36	Imphal Barracks, Fulford Road	0	769	769
Total				2306 - 3056

13.11 Only four strategic sites are identified by the Council as delivering residential development at the end of the plan period.

13.12 The City of York Council identify ST5 and ST15 as the two sites which will provide the majority of the additional housing with ST14 contributing a smaller but significant quantity.

13.13 Site ST36 is not proposed to come forward until after the plan period as The Defence Infrastructure Organisation are not intending to dispose of the Site until 2031. There are several potential issues with the delivery of this site relating to historic interest and archaeology which will need to be

investigated in detail to allow the site to come forward and may result in delays to development and/or a reduction in developable area.

- 13.14 This raises some serious concerns. The NPPF requires local planning authorities to maintain a 5-year housing land supply. It is clear from the above that even if the 4 sites identified by the Council were to deliver housing in the period 2032 to 2037/38 these 4 sites would not be sufficient to enable the Council to demonstrate a 5-year housing land supply as there is only so many units that can be delivered from any one site. There are simply not enough potential outlets in the supply to achieve a 5-year housing land supply. Further as two thirds of the total supply is in two sites and as we anticipate that these sites will deliver about 90 dwellings per annum it is clear that they will be delivering completions well beyond 2037/38. This further reduces the 5-year housing land supply. Effectively it would mean that before the end date of the plan period the Council would need to undertake a review of the plan to identify additional sites to ensure that the Council could maintain a 5 year housing land supply. If there is no 5-year housing land supply there will be significant pressure to amend the Green Belt in 2032 or before resulting in the Green Belt not enduring for a minimum of 20 years.
- 13.15 Consequently, the life of the Green Belt around York, from adoption to modification, will be no more than 12 to 13 years and probably less. This short period of time cannot be regarded as comprising a permanent Green Belt around York. Consequently, the approach in the Local Plan of not providing a wide range and choice of safeguarded land sites is contrary to the NPPF.

Soundness

- 13.16 We consider that the lack of a safeguarded land policy and the lack of identified safeguarded land sites to be unsound and unjustified and as such the Local Plan will not be effective. We consider that the lack of a safeguarded land policy and safeguarded sites to be contrary to national policy.

Modification

- 13.17 The inclusion of a safeguarded land policy and an appropriate quantum of safeguarded land sites.

14.0 Objection to Lack of Safeguarded Land Allocation

- 14.1 In previous iterations of the Local Plan, the Council have accepted that the sites allocated for development performed little or no Green Belt purposes. Paragraph 85 of the NPPF indicates that land should not be kept within the Green Belt which is unnecessary to be kept permanently open. The Council have therefore already accepted that the sites previously allocated for housing development do not need to be kept permanently open.
- 14.2 At the very least, and in the alternative to a housing allocation in the Local Plan, it is clear that the sites that were previously identified as housing allocations should now be allocated as safeguarded land.

Soundness

- 14.3 We consider that the lack of a safeguarded land policy and the lack of identified safeguarded land sites to be unsound and unjustified and as such the Local Plan will not be effective. We consider that the lack of a safeguarded land policy and safeguarded sites is contrary to national policy.

Modification

- 14.4 The inclusion of the H38 Extension as a safeguarded land site as an alternative to a housing allocation.

Appendix 1 – Site Location Plan



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Appendix 2 – Lichfields' Technical Report on Housing Issues

City of York Local Plan Publication Draft

Technical Report on Housing Issues

Linden Homes, Taylor Wimpey UK Ltd, Persimmon Homes, Strata Homes Ltd and Bellway Homes

March 2018

LICHFIELDS

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1.0 Introduction

- 1.1 Lichfields has been commissioned by Linden Homes, Taylor Wimpey UK Ltd, Persimmon Homes, Strata Homes Ltd & Bellway Homes [the Companies] to undertake a review of City of York Council's housing requirement and housing supply that has formed a key part of the evidence base to inform the City of York Local Plan Publication [LPP] Draft Consultation (March 2018).
- 1.2 Specifically, this report updates our September 2017 Technical Report on Housing Issues and provides a critique of the Objective Assessment of Housing Needs [OAHN] set out in the City of York Strategic Housing Market Assessment [SHMA] Assessment Update (September 2017, prepared by GL Hearn) following previous representations on behalf of the Companies on the 2016 SHMA and 2016 SHMA Addendum.
- 1.3 It also provides high level comments on the Council's housing land supply based on the evidence set out in the following documents:
- 1 The City of York Strategic Housing Land Availability Assessment [SHLAA] (September 2017);
 - 2 The City of York Local Plan Publication Draft (March 2018);
 - 3 Half Year Housing Monitoring Update for Monitoring Year 2017/18 (1st April 2017 to 30th September 2017); and,
 - 4 The City of York Windfall Allowance Technical Paper 2017 (SHLAA Annex 5).
- 1.4 Lichfields considers that on the basis of the contents of this report, the City of York Council is not providing sufficient land to meet the housing needs of the City and further sites should be allocated for housing development as part of the emerging Local Plan.
- 1.5 The remainder of this report is set out as follows:
- 1 **Section 2.0** - This section considers the approach which needs to be taken to calculating Objectively Assessed Housing Need [OAHN] and sets out the requirements of the Framework, the Practice Guidance and relevant High Court judgments in this context;
 - 2 **Section 3.0** – This section provides an overview of the findings of the 2016 SHMA and 2016 SHMA addendum, a summary of Lichfields response to these documents, and an overview of the findings of the September 2017 SHMA Assessment Update;
 - 3 **Section 4.0** - Provides a critique of the September 2017 SHMA Assessment Update. This Section sets out the extent to which the document fulfils the necessary requirements previously discussed and whether it represents the full, objectively assessed housing need for the City of York. **Appendix 1** sets out Lichfields' assessment of Market Signals in the City of York;
 - 4 **Section 5.0** - Considers the approach which needs to be taken to assessing housing land supply and sets out the requirements of the Framework, the Practice Guidance and relevant High Court judgments in this context;
 - 5 **Section 6.0** – Provides an overview of the Council's housing supply evidence;
 - 6 **Section 7.0** – Identifies the relevant housing requirement figures to be used for both the 5-year assessment and the plan period assessment;
 - 7 **Section 8.0** - Assesses the adequacy of the deliverable and developable supply of housing sites to meet the requirement for the plan period and 5-year period. It draws on the information supplied by the Council in the LPP and associated evidence base;
 - 8 **Section 9.0** - Assesses the housing supply against the OAHNs for York identified by the Council and by Lichfields; and,

- 9 **Section 10.0** Summarises the key issues within the Councils evidence base and sets out why it is not compliant with the requirements for an OAHN calculation and housing land supply.

2.0 Approach to Identifying OAHN

Introduction

- 2.1 This section sets out the requirements of the Framework and the Practice Guidance in objectively assessing housing needs. This will provide the benchmark against which the SHMA Assessment Update will be reviewed, to ensure the necessary requirements are met. In addition, relevant High Court judgments have been referenced to set out the requirements of an OAHN calculation in a legal context.

Policy Context

National Planning Policy Framework

- 2.2 The Framework outlines a two-step approach to setting housing requirements in Local Plans. Firstly, to define the full objectively assessed need for development and then secondly, to set this against any adverse impacts or constraints which would mean that need might not be met. This is enshrined in the approach defined in the Framework which sets out the presumption in favour of sustainable development:

“For plan-making this means that:

- *LPAs should positively seek opportunities to meet the development needs of their area;*
- *Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless:*
 - *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or*
 - *specific policies in this Framework indicate development should be restricted.”¹*

- 2.3 The Framework goes on to set out that in order to 'boost significantly' the supply of housing, LPAs should:

“use their evidence base to ensure that their Local Plan meets the full objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in the framework...”²

- 2.4 The Framework sets out the approach to defining such evidence which is required to underpin a local housing requirement. It sets out that in evidencing housing needs:

“LPAs should have a clear understanding of housing needs in their area. They should:

- *prepare a SHMA to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries. The SHMA should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period which:*
 - *meets household and population projections, taking account of migration and demographic change;*

¹ Framework - §14

² Framework - §47

- *addresses the need for all types of housing, including affordable housing and the needs of different groups in the community...; and*
- *caters for housing demand and the scale of housing supply necessary to meet this demand... ”³*

2.5 Furthermore, the core planning principles set out in the Framework⁴ indicate that a planned level of housing to meet objectively assessed needs must respond positively to wider opportunities for growth and should take account of market signals, including housing affordability.

Draft National Planning Policy Framework

2.6 The Framework draft text for consultation was published in March 2018. It has an unequivocal emphasis on housing, with the introduction to the consultation proposals clarifying that the country needs radical, lasting reform that will allow more homes to be built, with the intention of reaching 300,000 net additional homes a year. The draft states that to support the Government’s objective of ‘significantly boosting the supply of homes’, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay [§60].

2.7 In particular:

“In determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment, conducted using the standard method in national planning guidance – unless there are exceptional circumstances that justify an alternative approach which also reflects current and future demographic trends and market signals. In establishing this figure, any needs that cannot be met within neighbouring areas should also be taken into account”. [§61]

2.8 The draft also makes it clear that when identifying the housing need, policies should also break the need down by size, type and tenure of homes required for different groups in the community (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes) [§62].

2.9 Paragraphs 68 - 78 also set out how Councils should identify and maintain a five years’ worth of housing against their housing requirement.

2.10 In terms of the weight that can be attached to this draft document, it is accepted that only limited weight can be attached to the document at present as it is still out for consultation. In this regard, paragraph 209 to Annex 1 of the draft Framework states that the policies in the previous Framework will apply for the purposes of examining plans, where those plans are submitted on or before the date which is 6 months after the final Framework’s publication. *“in these cases the examination will take no account of the new Framework”*.

2.11 However the draft Framework remains a useful indicator of the direction of travel, not least with the approach to be taken to defining housing need, which has already been the subject of an earlier consultation (*‘Planning for the right homes in the right places’*, September 2017), to which MHCLG published a summary of consultation responses and its view on the way forward in March 2018.

³ Framework - §159

⁴ Framework - §17

National Planning Practice Guidance

- 2.12 The Framework is supplemented by the Practice Guidance which provides an overarching framework for considering housing needs, but also acknowledges that:

“There is no one methodological approach or use of a particular dataset(s) that will provide a definitive assessment of development need”⁵.

- 2.13 The Guidance states that household projections published by CLG should provide the starting point estimate of overall housing need⁶.

- 2.14 Although the Practice Guidance notes that demographic trends should be applied as a starting point when assessing the OAHN, it goes on to state that consideration should also be given to the likely change in job numbers. This supports the importance that the Framework⁷ places on the economy and the requirement to *“ensure that their assessment of and strategies for housing, employment and other uses are integrated, and that they take full account of relevant market and economic signals”*. A failure to take account of economic considerations in the determination of the OAHN would be inconsistent with this policy emphasis.

- 2.15 The Inspector at the Fairford Inquiry⁸ recognised the role of economic factors in the assessment of the OAHN for Cotswold District:

“The Council has not provided a figure for OAN which takes account of employment trends. The Council argues that the advice in the PPG does not require local planning authorities to increase their figure for OAN to reflect employment considerations, but only to consider how the location of new housing or infrastructure development could help address the problems arising from such considerations. I disagree. In my view, the PPG requires employment trends to be reflected in the OAN, as they are likely to affect the need for housing. They are not “policy on” considerations but part of the elements that go towards reaching a “policy off” OAN, before the application of policy considerations. There is no evidence that the Council’s figures reflect employment considerations” [IR. §19].

- 2.16 This view reflects the position expressed by the Inspector (and confirmed by the Secretary of State) in the Pulley Lane Inquiries in Droitwich Spa⁹. The Inspector’s report (which was accepted by the SoS) states that:

“The Council’s case that “unvarnished” means arriving at a figure which doesn’t take into account migration or economic considerations is neither consistent with the (Gallagher) judgment, nor is it consistent with planning practice for deriving a figure for objectively assessed need to which constraint policies are then applied. Plainly the Council’s approach is incorrect. Clearly, where the judgement refers to ‘unvarnished’ figures (paragraph 29) it means environmental or other policy constraints. There is nothing in the judgement which suggests that it is not perfectly proper to take into account migration, economic considerations, second homes and vacancies”. [IR. §8.45]

- 2.17 Housing need, as suggested by household projections, should be adjusted to reflect appropriate market signals, as well as other market indicators of the balance between the demand for and supply of dwellings. Relevant signals may include land prices, house prices, rents, affordability (the ratio between lower quartile house prices and the lower quartile income or earnings can be

⁵ Practice Guidance – ID:2a-005-20140306

⁶ Practice Guidance – ID:2a-015-20140306

⁷ Framework - §158

⁸ Land South of Cirencester Road, Fairford (PINS Ref No: APP/F1610/A/14/2213318) (22 September 2014).

⁹ Land at Pulley Lane, Newland Road and Primsland Way, Droitwich Spa (APP/H1840/A/13/2199085) and Land north of Pulley Lane, Newland Road and Primsland Way, Droitwich Spa (PINS Ref No: APP/H1840/A/13/2199426) (2 July 2014).

used to assess the relative affordability of housing), rate of development and, overcrowding¹⁰:

“Appropriate comparisons of indicators should be made. This includes comparison with longer term trends (both in absolute levels and rates of change) in the: housing market area; similar demographic and economic areas; and nationally. A worsening trend in any of these indicators will require upward adjustment to planned housing numbers compared to ones based solely on household projections.”¹¹

- 2.18 In areas where an upward adjustment is required, plan makers should set this adjustment at a level that is reasonable. The more significant the affordability constraints (as reflected in rising prices and rents, and worsening affordability ratio) and the stronger other indicators of high demand (e.g. the differential between land prices), the larger the improvement in affordability needed and, therefore, the larger the additional supply response should be¹².
- 2.19 The Guidance recognises that market signals are affected by a number of economic factors, and plan makers should not attempt to estimate the precise impact of an increase in housing supply. Rather they should increase planned supply by an amount that, on reasonable assumptions and consistent with principles of sustainable development, could be expected to improve affordability, and monitor the response of the market over the plan period¹³.
- 2.20 The Practice Guidance concludes by suggesting that the total need for affordable housing should be identified and converted into annual flows by calculating the total net need (subtracting total available stock from total gross need) and converting total net need into an annual flow.
- 2.21 The total affordable housing need should then be considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments, given the probable percentage of affordable housing to be delivered by market housing led developments:

“An increase in the total housing figures included in the local plan should be considered where it could help deliver the required number of affordable homes.”¹⁴

Draft Planning Practice Guidance

- 2.22 Following on from the draft Framework, on 9th March 2018 MHCLG published its draft Planning Practice Guidance for consultation. This provides further detail on 6 main topic areas: viability; housing delivery; local housing need assessments; Neighbourhood Plans; Plan-making and Build-to-rent.
- 2.23 Regarding housing delivery, the draft Practice Guidance sets out how local authorities should identify and maintain a 5-year supply of specific deliverable sites, bringing the Guidance into line with recent Ministerial statements and High Court Judgements. In particular, it clarifies that along with older peoples’ housing, all student accommodation can be included towards the housing requirement, based on the amount of accommodation it releases in the housing market.
- 2.24 Furthermore, LPAs should deal with deficits or shortfalls against planned requirements within the first 5 years of the plan period (i.e. the ‘Sedgefield’ approach to backlog).
- 2.25 In terms of the Local Housing Need Assessment, this takes forward the approach set out in CLG’s September 2017 consultation on *“Planning for the right homes in the Right Places”*. The proposed approach to a standard method for calculating local housing need, including transitional arrangements, is set out and as before, consists of three components. The starting point would continue to be a demographic baseline using the latest CLG household projections

¹⁰ Practice Guidance – ID:2a-019-20140306

¹¹ Practice Guidance – ID:2a-020-20140306

¹² Practice Guidance – ID:2a-020-20140306

¹³ *ibid*

¹⁴ Practice Guidance – ID: 2a-029-20140306

(over a 10-year time horizon), which is then modified to account for market signals (the median price of homes set against median workplace earnings). The modelling proposes that each 1% increase in the ratio of house prices to earnings above 4 results in a ¼% increase in need above projected household growth.

2.26 The uplift is then capped to limit any increase an authority may face when they review their plan:

- a *“for those authorities that have reviewed their plan (including a review of local housing need) or adopted their plan in the last five years, a cap may be applied to their new annual local housing need figure at 40 per cent above the average annual requirement figure currently set out in their plan; or*
- b *for those authorities that have not reviewed their plan (including a review of local housing need) or adopted their plan in the last five years, a cap may be applied to their new annual local housing need figure at 40% above whichever is higher of the projected household growth for their area over the 10 years (using Office for National Statistics’ household projections), or the annual housing requirement figure set out in their most recent plan if one exists.” [page 25]*

2.27 The various stages are set out in Figure 2.1.

Figure 2.1 Proposed methodology for determination of OAHN



Source: Lichfields

2.28 In terms of the ability of LPAs to deviate from this proposed new methodology, this is discouraged unless there are compelling circumstances not to adopt the approach. For example:

“There may be circumstances where it is justifiable to identify need above the need figure identified by the standard method. The need figure generated by the standard method should be considered as the minimum starting point in establishing a need figure for the purposes of plan production. The method relies on past growth trends and therefore does not include specific uplift to account for factors that could affect those trends in the future. Where it is likely that additional growth (above historic trends identified by household

projections) will occur over the plan period, an appropriate uplift may be applied to produce a higher need figure that reflects that anticipated growth. Circumstances where an uplift will be appropriate include, but are not limited to; where growth strategies are in place, strategic level infrastructure improvements are planned, funding is in place to promote and facilitate growth (i.e. Housing Deals, Housing Infrastructure Fund). In these circumstances, the local housing need figure can be reflected as a range, with the lower end of the range being as a minimum the figure calculated using the standard method. Where an alternative approach identifies a need above the local housing need assessment method, the approach will be considered sound, unless there are compelling reasons to indicate otherwise.” [page 26]

2.29 As to whether LPAs can identify a lower level of need, as York City Council is suggesting:

“Plan-making authorities should use the standard method for assessing local housing need unless there are exceptional circumstances to justify an alternative approach. Any deviation which results in a lower housing need figure than the standard approach will be subject to the tests of soundness and will be tested thoroughly by the Planning Inspectorate at examination. The plan-making authority will need to make sure that the evidence base is robust and based on realistic assumptions, and that they have clearly set out how they have demonstrated joint working with other plan-making authorities. In such circumstances, the Planning Inspector will take the number from the standard method as a reference point in considering the alternative method.” page 26]

2.30 Lichfields notes the following with regard to the weight to be can be attached to MHCLG’s proposed new method:

- 1 **Status of the document:** MHCLG’s document is currently out for consultation, has yet to be finalised and may be subject to significant numbers of objections from interested parties;
- 2 **Proposed Transitional Arrangements:** As noted in the draft Framework above, the policies in the previous Framework will apply for the purposes of examining plans, where those plans are submitted on or before the date which is 6 months after the final Framework’s publication.

Recent Legal Judgements

2.31 There have been several key recent legal judgments of relevance to the identification of OAHN, and which provide clarity on interpreting the Framework:

- 1 ‘St Albans City and District Council v (1) Hunston Properties Limited and (2) Secretary of State for Communities and Local Government [2013] EWCA Civ 1610’ referred to as “Hunston”;
- 2 ‘(1) Gallagher Homes Limited and (2) Lioncourt Homes Limited v Solihull Metropolitan Borough Council [2014] EWHC 1283’ referred to as “Solihull”;
- 3 ‘Satnam Millennium Limited and Warrington Borough Council [2015] EWHC 370’ referred to as “Satnam”; and,
- 4 ‘Kings Lynn and West Norfolk Borough Council v (i) Secretary of State for Communities and Local Government and (ii) Elm Park Holdings [2015] EWHC 1958’ referred to as “Kings Lynn”.

Hunston

- 2.32 “Hunston” [EWCA Civ 1610] goes to the heart of the interpretation of the Framework¹⁵. It relates to an appeal decision in respect of a scheme predominantly comprising housing on a Green Belt site. Its relevance is that it deals with the question of what forms the relevant benchmark for the housing requirement, when policies on the housing requirement are absent, silent or out of date as referred to in the Framework¹⁶.
- 2.33 Hunston establishes that §47 applies to decision-taking as well as plan-making and that where policies for the supply of housing are out of date, objectively assessed needs become the relevant benchmark.
- 2.34 Sir David Keene in his judgment at §25 stated:
- “... I am not persuaded that the inspector was entitled to use a housing requirement figure derived from a revoked plan, even as a proxy for what the local plan process may produce eventually. The words in paragraph 47(1), “as far as is consistent with the policies set out in this Framework” remind one that the Framework is to be read as a whole, but their specific role in that sub-paragraph seems to me to be related to the approach to be adopted in producing the Local Plan. If one looks at what is said in that sub-paragraph, it is advising local planning authorities:*
- “...to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework.”*
- “That qualification contained in the last clause quoted is not qualifying housing needs. It is qualifying the extent to which the Local Plan should go to meet those needs. The needs assessment, objectively arrived at, is not affected in advance of the production of the Local Plan, which will then set the requirement figure.”*
- 2.35 Crucially Hunston determined that it is clear that constraints should not be applied in arriving at an objective assessment of need. Sir David Keene in Hunston goes on to set out that [§§26-27]:
- “... it is not for an inspector on a Section 78 appeal to seek to carry out some sort of local plan process as part of determining the appeal, so as to arrive at a constrained housing requirement figure. An inspector in that situation is not in a position to carry out such an exercise in a proper fashion, since it is impossible for any rounded assessment similar to the local plan process to be done... It seems to me to have been mistaken to use a figure for housing requirements below the full objectively assessed needs figure until such time as the Local Plan process came up with a constrained figure.”*
- “It follows from this that I agree with the judge below that the inspector erred by adopting such a constrained figure for housing need. It led her to find that there was no shortfall in housing land supply in the district. She should have concluded, using the correct policy approach, that there was such a shortfall. The supply fell below the objectively assessed five year requirement.”*

Solihull

- 2.36 “Solihull” [EWHC 1283] is concerned with the adoption of the Solihull Local Plan and the extent to which it was supported by a figure for objectively assessed housing need. Although related to

¹⁵ Framework - §47

¹⁶ Framework - §14

plan-making, it again deals with the Framework¹⁷ and draws upon, and reiterates, the earlier Hunston judgment.

2.37 The judgment of Hickinbottom J in Solihull sets out a very useful summary of the staged approach to arriving at a housing requirement, providing some useful definitions of the concepts applied in respect of housing needs and requirements [§37]:

*“i) **Household projections:** These are demographic, trend-based projections indicating the likely number and type of future households if the underlying trends and demographic assumptions are realised. They provide useful long-term trajectories, in terms of growth averages throughout the projection period. However, they are not reliable as household growth estimates for particular years: they are subject to the uncertainties inherent in demographic behaviour, and sensitive to factors (such as changing economic and social circumstances) that may affect that behaviour...”*

*“ii) **Full Objective Assessment of Need for Housing:** This is the objectively assessed need for housing in an area, leaving aside policy considerations. It is therefore closely linked to the relevant household projection; but is not necessarily the same. An objective assessment of housing need may result in a different figure from that based on purely demographics if, e.g., the assessor considers that the household projection fails properly to take into account the effects of a major downturn (or upturn) in the economy that will affect future housing needs in an area. Nevertheless, where there are no such factors, objective assessment of need may be – and sometimes is – taken as being the same as the relevant household projection.”*

*“iii) **Housing Requirement:** This is the figure which reflects, not only the assessed need for housing, but also any policy considerations that might require that figure to be manipulated to determine the actual housing target for an area. For example, built development in an area might be constrained by the extent of land which is the subject of policy protection, such as Green Belt or Areas of Outstanding Natural Beauty. Or it might be decided, as a matter of policy, to encourage or discourage particular migration reflected in demographic trends. Once these policy considerations have been applied to the figure for full objectively assessed need for housing in an area, the result is a “policy on” figure for housing requirement. Subject to it being determined by a proper process, the housing requirement figure will be the target against which housing supply will normally be measured.”*

2.38 Whilst this is clear that a housing requirement is a “policy on” figure and that it may be different from the full objectively assessed need, Solihull does reiterate the principles set out in Hunston, namely that where a Local Plan is out of date in respect of a housing requirement (in that there is no Framework-compliant policy for housing provision within the Development Plan) then the housing requirement for decision taking will be an objective assessment of need [§88]:

“I respectfully agree with Sir David Keene (at [4] of Hunston): the drafting of paragraph 47 is less than clear to me, and the interpretative task is therefore far from easy. However, a number of points are now, following Hunston, clear. Two relate to development control decision-taking.

i) “Although the first bullet point of paragraph 47 directly concerns plan-making, it is implicit that a local planning authority must ensure that it meets the full, objectively assessed needs for market and affordable housing in the housing market, as far as consistent with the policies set out in the NPPF, even when considering development

¹⁷ Framework - §14 & §47

control decisions.”

- ii) *“Where there is no Local Plan, then the housing requirement for a local authority for the purposes of paragraph 47 is the full, objectively assessed need.”*

2.39 Solihull also reaffirms the judgment in Hunston that full objectively assessed needs should be arrived at, and utilised, without the application of any constraining factors. At §91 of the judgment the judge sets out:

“... in the context of the first bullet point in paragraph 47, policy matters and other constraining factors qualify, not the full objectively assessed housing needs, but rather the extent to which the authority should meet those needs on the basis of other NPPF policies that may, significantly and demonstrably outweigh the benefits of such housing provision.”

Satnam

2.40 “Satnam” [EWHC 370] highlights the importance of considering affordable housing needs in concluding on full OAHN. The decision found that the adopted OAHN figure within Warrington’s Local Plan was not in compliance with policy in respect of affordable housing because (as set out in §43) the assessed need for affordable housing need was never expressed or included as part of OAHN.

2.41 The decision found that the “*proper exercise*” had not been undertaken, namely:

- “(a) having identified the OAN for affordable housing, that should then be considered in the context of its likely delivery as a proportion of mixed market/affordable housing development; an increase in the total housing figures included in the local plan should be considered where it could help deliver the required number of affordable homes;”*
- (b) the Local Plan should then meet the OAN for affordable housing, subject only to the constraints referred to in NPPF, paragraphs 14 and 47.”*

2.42 In summary, this judgment establishes that full OAHN has to include an assessment of full affordable housing needs.

Kings Lynn

2.43 Whilst “Satnam” establishes the fact that full OAHN must include affordable housing needs, “Kings Lynn” [EWHC 1958] establishes how full affordable housing needs should be addressed as part of a full OAHN calculation. The judgment identifies that it is the function of a SHMA to address the needs for all types of housing including affordable, but not necessarily to meet these needs in full. The justification of this statement is set out below in §35 to §36 of the judgment.

“At the second stage described by the second sub-bullet point in paragraph 159, the needs for types and tenures of housing should be addressed. That includes the assessment of the need for affordable housing as well as different forms of housing required to meet the needs of all parts of the community. Again, the PPG provides guidance as to how this stage of the assessment should be conducted, including in some detail how the gross unmet need for affordable housing should be calculated. The Framework makes clear these needs should be addressed in determining the FOAN, but neither the Framework nor the PPG suggest that they have to be met in full when determining that FOAN. This is no doubt because in practice very often the calculation of unmet affordable housing need will produce a figure which the planning authority has little or no prospect of delivering in practice. That is because the vast majority of delivery will occur as a proportion of open-market schemes and is therefore dependent for its delivery upon market housing being

developed. It is no doubt for this reason that the PPG observes at paragraph ID 2a-208-20140306 as follows:

"i The total affordable housing need should then be considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments, given the probable percentage of affordable housing to be delivered by market housing led developments. An increase in total housing figures included in the local plan should be considered where it could help deliver the required number of affordable homes."

"This consideration of an increase to help deliver the required number of affordable homes, rather than an instruction that the requirement be met in total, is consistent with the policy in paragraph 159 of the Framework requiring that the SHMA "addresses" these needs in determining the FOAN. They should have an important influence increasing the derived FOAN since they are significant factors in providing for housing needs within an area."

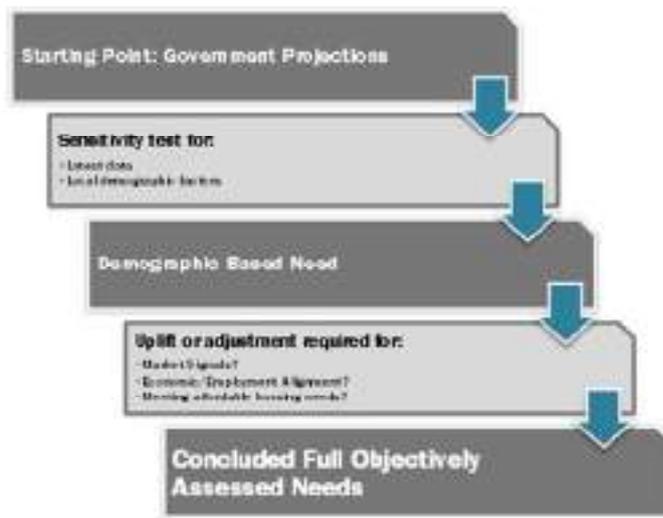
- 2.44 The judgment is clear that the correct method for considering the amount of housing required to meet full affordable housing needs is to consider the quantum of market housing needed to deliver full affordable housing needs (at a given percentage). However, as the judgment sets out, this can lead to a full OAHN figure which is so large that a LPA would have *"little or no prospect of delivering [it] in practice"*. Therefore, it is clear from this judgment that although it may not be reasonable and therefore should not be expected that the OAHN will include affordable housing needs in full, an uplift or similar consideration of how affordable needs can be 'addressed' is necessary as part of the full OAHN calculation. This reflects the Framework¹⁸.

Conclusion

- 2.45 It is against this policy context that the housing need for the City of York must be considered. In practice, applying the Framework and Practice Guidance to arrive at a robust and evidenced OAHN is a staged and logical process. An OAHN must be a level of housing delivery which meets the needs associated with population, employment and household growth, addresses the need for all types of housing including affordable and caters for housing demand.
- 2.46 Furthermore, a planned level of housing to meet OAHN must respond positively to wider opportunities for growth and should take account of market signals, including affordability. This approach has been supported by the recent Legal Judgements summarised above. This approach is summarised in Figure 2.2.

¹⁸ Framework - §158

Figure 2.2 The Framework and Practice Guidance Approach to Objectively Assessing Housing Needs



Source: Lichfields based upon the Framework / Practice Guidance

3.0 City of York Council's OAHN Evidence

Introduction

- 3.1 Before setting out a critique of CYC's housing OAHN evidence base, it is important to recognise that the Council has never had an adopted Local Plan for the City (under the 1971 Act, the 1990 Act or the 2004 Act) and progress on the current draft Local Plan has been, it is not unfair to say, glacial.
- 3.2 The development plan for York comprises two policies¹⁹ and the Key Diagram of the partially revoked Yorkshire and Humber Regional Strategy (2008) [YHRS]. There is no adopted Local Plan for York that forms part of the development plan. Instead, there is a long history of failed attempts to produce an adopted Local Plan.
- 3.3 The Council published the '*York Local Plan - Preferred Options*' document for consultation in summer 2013, followed by a 'Further Sites' consultation for six weeks in summer 2014 which included potential new sites and changes to the boundaries of some of the sites originally identified. Following these consultations, a '*Publication Draft Local Plan and Proposals Map*' was considered by the Local Plan Working Group [LPWG] and by Cabinet in September 2014²⁰. With the intention of progressing a Framework compliant Local Plan, the Cabinet resolved to carry through the LPWG's recommendations and approve the Local Plan Publication Draft for public consultation, subject to amendments circulated at the Cabinet meeting and to instruct officers to report back following the consultation with a recommendation on whether it would be appropriate to submit the Publication Draft for public examination.
- 3.4 However, at the Full Council on 9 October 2014²¹ a resolution was made to halt the public consultation on the Local Plan Publication Draft in order to reassess and accurately reflect objectively assessed housing requirements. The resolution also instructed officers to produce a report on the housing trajectory to be brought back to the next meeting of the LPWG in November 2014 along with the relevant background reports. The intention was for the report to allow the LPWG to agree an accurate analysis of the housing trajectory that is objective, evidence based and deliverable. The analysis was to be used to "*inform housing allocations and a new proposed Local Plan to be brought back to the next LPWG for discussion and recommendation to Cabinet in November.*"
- 3.5 The Council published the following 'further work' on the Local Plan relating to housing needs since the Full Council resolution to halt the Publication Draft Local Plan in 2014:
- 1 In December 2014, the LPWG considered a report on '*Housing Requirements in York*' which was based on two background documents produced by Arup²². The report set out four different housing requirement figures that were considered sound against the evidence base and three options for progressing the work on housing requirements. The LPWG members agreed a housing requirement figure of 926dpa²³;
 - 2 In September 2015 the LPWG considered an update on the '*Objective Assessment of Housing Need*' [OAHN] report produced by Arup²⁴ and a report on '*Economic Growth*'²⁵. The Arup report concluded that the housing 'requirement' should be in the range of 817

¹⁹ Both relating to Green Belt, requiring its inner boundaries to be defined in a plan and confirming that the general extent is about 6 miles out from the City centre

²⁰ Cabinet Meeting Thursday 25 September, 2014 - Minutes

²¹ Resolutions and proceedings of the Meeting of the City of York Council held in Guildhall, York on Thursday, 9th October, 2014

²² Assessment of the Evidence on Housing Requirements in York (Arup, May 2013) & Housing Requirements in York: Evidence on Housing Requirements in York: 2014 Update (Arup, September 2014)

²³ Local Plan Working Group 17 December 2014 - Minutes

²⁴ Evidence on Housing Requirements in York: 2015 Update – Arup (August 2015)

²⁵ York Economic Forecasts – Oxford Economics (May 2015)

dwellings per annum [dpa] to 854dpa between 2012 and 2031. The LPWG's recommendations were that the Executive Committee note the Arup OAHN report and endorse further work, including an evaluation of any spatial and delivery implications, on two scenarios for economic growth that would be reported back to the LPWG in due course;

- 3 In Autumn 2015 the Council commissioned GL Hearn jointly with Ryedale, Hambleton and the North York Moors National Park Authority to undertake a Strategic Housing Market assessment [SHMA]²⁶. This study aimed to provide a clear understanding of housing needs in the City of York area. The SHMA was published as part of a suite of documents for the LPWG meeting on 27th June 2016. It concluded that the OAHN for the City of York was in the order of 841dpa.
- 4 On the 25th May 2016 ONS published a new set of (2014-based) sub national population projections [SNPP]. These projections were published too late in the SHMA process to be incorporated into the main document. However in June 2016 GL Hearn produced an Addendum²⁷ to the main SHMA report which briefly reviewed key aspects of the projections and concluded that the latest (higher) SNPP suggested a need for some 898dpa between 2012 and 2032. However due to concerns over the historic growth within the student population, the Addendum settled on a wider OAHN range of 706dpa - 898dpa, and therefore the Council considered that it did not need to move away from the previous 841dpa figure.
- 5 DCLG published updated 2014-based sub-national household projections [SNHP] in July 2016. GL Hearn was asked by City of York Council to update the SHMA to take account of these new figures and to assess the representations received through the Preferred Sites Consultation [PSC] relating to OAN. The GL Hearn SHMA Addendum Update (May 2017) subsequently updated the demographic starting point for York based on these latest household projections. The 2014-based SNHP increases the demographic starting point from 783dpa (in the 2016 SHMA) to 867dpa. In their Update, GL Hearn then applied a 10% uplift to the 867dpa starting point to account for market signals and affordable housing need and identifies a resultant housing need of 953dpa. However, a cover sheet to GL Hearn's Update, entitled 'Introduction and Context to objective Assessment of Housing Need' was inserted at the front of this document by the Council. This states that 867dpa is the relevant baseline demographic figure for the 15 year period of the plan (2032/33). The Council rejected the 953dpa figure on the basis that GL Hearn's conclusions stating:

"...Hearn's conclusions were speculative and arbitrary, rely too heavily on recent short-term unrepresentative trends and attach little or no weight to the special character and setting of York and other environmental considerations."

- 3.6 As a result of this approach, the February 2018 City of York Publication Draft now states in Policy SS1: Delivering Sustainable Growth for York, the intention to:

"Deliver a minimum annual provision of 867 new dwellings over the plan period to 2032/33 and post plan period to 2037/38."

- 3.7 The supporting text to this policy makes no mention of the 953 dpa OAHN figure, but instead claims that 867 dpa is "*an objectively assessed housing need*" [§3.3].

- 3.8 The remainder of this section provides an overview of the findings of the 2016 SHMA and 2016 SHMA addendum, a summary of Lichfields response to these documents, and an overview of the findings of the September 2017 SHMA Assessment Update.

²⁶GL Hearn (June 2016): City of York Council Strategic Housing Market Assessment

²⁷GL Hearn (June 2016): City of York Council Strategic Housing Market Assessment - Addendum

Overview of the City of York SHMA

- 3.9 The emerging City of York Local Plan is currently underpinned by three key housing need documents:
- 1 City of York Strategic Housing Market Assessment [SHMA], prepared on behalf of CYC by GL Hearn in June 2016;
 - 2 City of York SHMA Addendum, prepared on behalf of CYC by GL Hearn in June 2016; and,
 - 3 City of York September 2017 SHMA Assessment Update prepared on behalf of CYC by GL Hearn.
- 3.10 These documents follow on from previous reports prepared to inform the emerging Local Plan including the *'City of York Council Housing Requirements in York Evidence on Housing Requirements in York: 2015 Update'* (August 2015) prepared by Arup and the *'North Yorkshire Strategic Housing Market Assessment'* (November 2011) prepared by GVA.
- 3.11 A review of these documents and Lichfields' previous submissions on the City of York SHMA (June 2016) and the SHMA Addendum (June 2016) has been provided below in order to provide the context to the issues raised in this Technical Report.

City of York SHMA (June 2016)

- 3.12 GL Hearn states that the SHMA was prepared *'essentially to sensitivity check'* the Arup August 2015 Housing Requirements in York report. However, it departs significantly from the Arup approach and undertakes an entirely new set of modelling using the 2012-based SNPP and 2012-based SNHP for the period 2012-2032. The subsequent Addendum was prepared to understand the implications on the earlier SHMA analysis of the publication of the 2014-based Sub-National Population Projections [SNPP] on 25th May 2016.
- 3.13 The SHMA concludes (Section 2.0) that the HMA which covers the City of York also extends to include Selby. However:
- "While we propose a HMA which links to Selby and York we are not considering housing need across the HMA. Selby has recently produced its own SHMA and this assessment does not seek to replicate it"* [§2.106]
- 3.14 GL Hearn undertook a number of demographic modelling scenarios including the 2012-based SNPP; long term migration trends and 2012-based SNPP adjusted to take into account the (higher) 2014 MYE. GL Hearn concluded that the SNPP *"is a sound demographic projection from a technical perspective"* [page 83], although they attached greater weight to a higher figure of 833 dpa based on a projection which takes into account the 2013 and 2014 Mid-Year Population Estimates [MYE] and rolls forward the SNPP.
- 3.15 The SHMA concluded that one of the most noteworthy findings from the analysis was the relatively small increase in the population aged 15-29 (which includes the vast majority of students):
- "Whilst over the 2001-2014 period this age group increased by 12,600, there is only projected to be a 2,500 increase over the 20-years to 2032. Such a finding is consistent with this age group not being expected to see any notable changes at a national level in the future...At the time of writing York University was not expecting significant increases in the student population, whilst St Johns was only expecting a modest increase. With this knowledge, and the age specific outputs from the SNPP we can have reasonable confidence that the SNPP is a realistic projection."* [§§4.31-4.32]
- 3.16 The projections are set out in Table 3.1.

Table 3.1 Summary of the City of York SHMA (June 2016) Range of Scenarios (2012-2032)

	Change in Households	Dwellings per annum (2012-2032)	Job growth per annum (2012-2032)
2012-based SNPP	15,093	783 dpa	(not provided)
2014-based	18,458	958 dpa	
UPC adjusted	12,676	658 dpa	
10-year migration	13,660	709 dpa	
2012-based SNPP (as updated)	16,056	833 dpa	
OE Baseline	15,019	780 dpa	609
OE Re-profiling			635
OE – higher migration	15,685	814 dpa	868
YHREM	15,356	797 dpa	789

Source: City of York SHMA (June 2016)

- 3.17 The analysis also considered future economic growth performance by accessing forecasts from Oxford Economics [OE] and Experian (via the Yorkshire and the Humber Regional Economic Modelling [YHREM]). The forecasts range from 609 jobs per annum (OE baseline) to 868 (OE higher migration).
- 3.18 The GL Hearn modelling concluded that this would support a level of population growth broadly in line with the 2012-based SNPP generating between 780-814dpa, which it considered to be below the level of need identified from the most recent MYE data:
- “On balance there is no justification for an uplift to housing numbers in the City to support expected growth in employment” [page 87].*
- 3.19 The SHMA proceeds to identify a relatively high level of affordable housing need, of 573dpa, above the 486dpa need identified by GVA in the 2011 SHMA. It states:
- “The analysis undertaken arguably provides some evidence to justify considering an adjustment to the assessed housing need to address the needs of concealed households, and support improvements [sic] household formation for younger households; although any adjustment will also need to take account of any future changes already within the household projections (e.g. in terms of improving household formation). The issue of a need for any uplift is considered alongside the analysis of market signals which follows.” [§6.112]*
- 3.20 However, the SHMA concludes that whilst the affordable housing need represents 69% of the need identified in the demographic-led projections, it is not appropriate to directly compare the need as they are calculated in different ways:
- “The analysis does not suggest that there is any strong evidence of a need to consider housing delivery higher than that suggested by demographic projections to help deliver more affordable homes to meet the affordable housing need.”*
- “However, in combination with the market signals evidence some additional housing might be considered appropriate to help improve access to housing for younger people. A modest uplift would not be expected to generate any significant population growth (over and above that shown by demographic projections) but would contribute to reducing*

concealed households and increasing new household formation. The additional uplift would also provide some additional affordable housing.” [page 115]

3.21 GL Hearn’s market signals analysis in the SHMA indicates that there are affordability pressures in the City of York:

- 1 Lower quartile to median income ratio is around 7.89 (compared to 6.45 nationally);
- 2 House prices are also very high and tripled in the pre-recession decade. Private rental levels in York, at £675pcm, which are higher than comparator areas and nationally (£600pcm in England);
- 3 Over-occupied dwellings increased by 52% between 2001 and 2011: “which is high relative to that seen at a regional or national level” [§8.34].

4 Housing delivery in York:

“...has missed the target each year since 2007” [§8.38].

3.22 In this regard, GL Hearn concludes that:

“It would therefore be appropriate to consider a modest upward adjustment to the demographic assessment of housing need to improve affordability over time.” [§8.99]

3.23 To consider what level of uplift might be appropriate, GL Hearn sought to assess the degree to which household formation levels had been constrained for younger age groups, and what scale of adjustment to housing provision would be necessary for these to improve. This was derived on the assumption that household formation rates of the 25-34 age group would return to 2001 levels by 2025 (from 2015). This resulted in an increase in the annual housing provision of 8 homes per annum across the City for each of the aforementioned scenarios.

3.24 The SHMA confirms that this sensitivity analysis represents “*the market signals adjustment*” [§8.111], although in the light of GL Hearn’s conclusions concerning affordable housing needs (see above), this 8dpa uplift would also appear to be geared towards improving access to housing for younger people in the City.

3.25 The SHMA therefore concludes that applying an 8dpa uplift to the 833dpa preferred demographic scenario results in an overall housing OAHN of 841dpa over the 2012-2032 period.

SHMA Addendum (June 2016)

3.26 The Addendum revisits parts of the earlier City of York SHMA analysis following the publication of the 2014-based SNPP by ONS on 25th May 2016. The report found that the latest projections suggest a higher level of population growth, at levels around 28% higher than in the 2012-based SNPP.

3.27 GL Hearn’s analysis states that the difference between the 2014-based SNPP and the 2012-based SNPP “*is around 4,000 people, with around the same number being an additional increase in the 15-29 age group (4,200 of the difference)*” [§1.10].

3.28 GL Hearn considers that the growth in the younger age group is likely to reflect the strong growth in the student population in the City between 2008 and 2014 as a result of a new campus opening (the University of York expanded by 3,500 students over the period). The Update quotes an ONS response to CYC during the consultation to the latest projections, which suggests that some locally specific issues (such as the recorded outflow of male students from the city of York) may be under-estimated and should be treated with care.

3.29 This is in contrast to GL Hearn’s previous conclusions on the 2012-based SNPP (as set out in the earlier 2016 SHMA), where they considered that the 2012-based SNPP was a realistic projection because it forecast limited growth in the 15-29 age group going forward.

- 3.30 GL Hearn revisited the modelling using a revised long term migration trend and the 2014-based SNPP (Table 3.2).

Table 3.2 Summary of the city of York SHMA Addendum (June 2016) Range of Scenarios (2012-2032)

	2012-based SNHP Headship Rates		+ uplift to the 25-34 age group headship rates
	Change in Households	Dwellings per Annum	
2012-based SNPP	15,093	783	792
2012-based SNPP (updated)	16,056	833	841
2014-based SNPP	17,134	889	898
10-year Migration Trend	13,457	698	706

Source: City of York SHMA Addendum (June 2016)

- 3.31 Using the latest available data and including a “*market signals adjustment*” [§1.32] of 8dpa as contained in the SHMA “*and recognising concerns around the impact of historic student growth, this addendum identifies an overall housing need of up to 898dpa*”. [§1.20].
- 3.32 An update to the affordable housing need model increases the ‘*bottom line estimate of affordable housing need*’ from 573dpa to 627dpa.
- 3.33 The Addendum draws the following conclusions on OAHN:

“There are concerns relating to historic growth within the student population and how this translates into the SNPP projections. This looks to be a particular concern in relation to the 2014-based SNPP where there is a relatively strong growth in some student age groups when compared with the 2012-based version (which looks to be sound for those particular age groups). Some consideration could be given to longer term dynamics although this does need to recognise that the evidence suggests some shift in migration patterns over the more recent years – a 10 year migration trend using the latest available evidence calculates a need for 706dpa, although as noted this will not fully reflect some of the more recent trends. This projection is therefore not considered to be an appropriate starting point for which to assess housing need although it can be used to help identify the bottom end of a reasonable range.

“Given that the full SHMA document identifies an OAN for 841dpa which sits comfortably within this range set out in this addendum (706dpa – 898dpa) it is suggested that the Council do not need to move away from this number on the basis of the newly available evidence – particularly given the potential concerns about the impact of student growth in the 2014-based SNPP and also longer term trends not reflecting the most recent trends.” [§§1.33-1.34].

Lichfields Previous SHMA Representations

- 3.34 A review of the June 2016 Strategic Housing Market Assessment [SHMA], and the subsequent SHMA Addendum (June 2016) was submitted by Lichfields (then branded as Nathaniel Lichfield & Partners) on behalf of the Companies in September 2016 in response to the City of York Local Plan – Preferred Sites Consultation.
- 3.35 This review provided objective evidence on the local need and demand for housing in the City of York and its Housing Market Area [HMA]. It established the scale of need for housing in the

City of York based upon a range of housing, economic and demographic factors, trends and forecasts, based on the application of Lichfields' HEaDROOM framework.

3.36 More specifically it:

- 1 Considered the approach which needs to be taken to calculating OAHN and sets out the requirements of the Framework, the Practice Guidance and relevant High Court judgments in this context;
- 2 Provided a critique of the 841 dwellings per annum [dpa] identified as the City of York's OAHN in the June 2016 Strategic Housing Market Assessment [SHMA] for the City, and the subsequent SHMA Addendum which recommended a broader OAHN range of 706dpa to 898dpa and considered whether they represent the full, objectively assessed housing need for the City of York;
- 3 Set out the approach taken by Lichfields to define a new OAHN for the City of York, using the latest demographic evidence and economic forecasts and affordable housing needs;
- 4 Provided an analysis of market signals in the City;
- 5 Identified a revised OAHN for the City of York, based on Lichfields' PopGroup modelling; and,
- 6 Summarised the key issues within the SHMA and subsequent Addendum and sets out why it is not compliant with the requirements for an OAHN calculation.

3.37 The review concluded that the SHMA documents make a number of assumptions and judgements which Lichfields considered to be flawed, or which do not properly respond to the requirements of policy and guidance. As a result, the recommended OAHN was not robust and was inadequate to meet need and demand within the HMA.

3.38 The review noted that there were a number of significant deficiencies in the City of York SHMA and Addendum which means that the 841dpa OAHN figure currently being pursued by CYC is not soundly based. In particular:

- 1 The demographic modelling downplayed the robustness of the 2014-based SNPP which were not supported by the evidence in other aspects of the document;
- 2 As a result, the Council's 841dpa OAHN figure was actually below the demographic starting point in the latest 2014-based SNHP of 853hpa even before any adjustments were made;
- 3 Adjustments to headship rates had been conflated with the uplift for market signals. The SHMA did not apply a separate uplift for market signals, but instead made an adjustment to the demographic modelling based on changes to headship rates which should be part of a normal adjustment to the demographic starting point before market signals are considered. As a result, there was no adjustment for market signals at all despite the significant and severe market signal indicators apparent across the City of York;
- 4 A 'black-box' approach had been taken to the economic-led modelling, with key evidence relating to how the job projections had been factored into any PopGroup model being unpublished; and,
- 5 No explicit consideration or uplift applied in respect of delivering more homes to meet the needs of households in affordable housing need. This was despite the SHMA and Addendum indicating a level of affordable housing need (of 573dpa and 627dpa respectively) which would only be met well in excess of the concluded OAHN.

3.39 In combination, the judgements and assumptions applied within the SHMA sought to dampen the level of OAHN across the City of York. Fundamentally, it was considered that the OAHN(s) identified in the SHMA and Addendum failed to properly address market signals, economic or affordable housing needs, as envisaged by the Framework and Practice Guidance as clarified by High Court and Court of Appeal judgements.

- 3.40 Lichfields undertook its own analysis of housing need for the City of York. Based on the latest demographic data, and through the use of the industry standard PopGroup demographic modelling tool, it was Lichfields' view that the OAHN for York was at least 1,125dpa, although there was a very strong case to meet affordable housing needs in full, in which case the OAHN would equate to 1,255dpa (rounded).
- 3.41 If long term migration trends were to continue into the future, this would justify a higher OAHN of 1,420dpa, although due to uncertainties regarding the level of international net migration into York it was considered that less weight should be attached to this figure.
- 3.42 This allowed for the improvement of negatively performing market signals through the provision of additional supply, as well as helping to meet affordable housing needs and supporting economic growth. Using this range would ensure compliance with the Framework²⁸ by significantly boosting the supply of housing. It would also reflect the Framework²⁹, which seeks to ensure the planning system does everything it can to support sustainable development.

September 2017 SHMA Assessment Update

- 3.43 The stated purpose of GL Hearn's Assessment Update is to review the housing need in York taking into account of the latest demographic information. In particular, it reviews the impact of the 2014-based SNHP and the 2015 Mid-Year Estimates (both published June 2016).
- 3.44 The Assessment Update also reviews the latest evidence on market signals within the City. The report states that this is not a full trend-based analysis but rather a snapshot of the latest evidence to be read in conjunction with the full SHMA document. As such, the report does not revisit the affordable housing need for the City, nor does it update analysis on the mix of housing required or the needs for specific groups.
- 3.45 The report [§2.2] finds that over the 2012-32 period, the 2014-based SNPP projects an increase in population of around 31,400 people (15.7%) in York. This is somewhat higher than the 2012-based SNPP (12.2%) and also higher than the main 2016 SHMA projection (which factored in population growth of 13.7%).
- 3.46 The report [§2.11] states that the official population projections (once they are rebased to include the latest 2015 MYE) indicate a level of population growth which is higher than any recent historic period or any trend based forecast of growth. It should therefore be seen as a positive step to consider these as the preferred population growth starting point.
- 3.47 The analysis [§2.17] finds that by applying the headship rates within the 2014-based SNHP the level of housing need would be for 867dpa – this is c.4% higher than the figure (833dpa) derived in the 2016 SHMA for the main demographic based projection.

Table 3.3 Projected Household Growth 2012-32 - Range of demographic based scenarios

	Change in households	Dwellings (per annum)
2014-based SNPP	17,120	867
2014-based SNPP (+MYE)	17,096	866

Source: SHMA Assessment Update (September 2017)

- 3.48 The report [§2.19] notes that within the SHMA, analysis was also undertaken (as part of the

²⁸ Framework - §47

²⁹ Framework - §19

market signals analysis) to recognise a modest level of suppressed household formation – this essentially took the form of returning the household formation/headship rates of the 25-34 age group back to the levels seen in 2001 (which is when they started to drop). With an uplift to the household formation rates of the 25-34 age group, the housing need (when linked to 2014-based projections when updated) increases to 873dpa. When the mid-year estimates are factored in, the housing need decreases slightly to 871dpa.

Table 3.4 Projected Household Growth 2012-32 - Range of demographic based scenarios (with uplift to headship rates for 25-34 age group)

	Change in households	Dwellings (per annum)
2014-based SNPP	17,232	873
2014-based SNPP (+MYE)	17,209	871

Source: SHMA Assessment Update (September 2017)

3.49 The SHMA Assessment Update [§5.3-5.4] states:

“Furthermore there is also the clear desire of the Government to boost housing delivery, and therefore setting an OAN that is below the most recent official projections while justifiable might be difficult to support.”

“There is however an apparent continued suppression of household formation rates within younger age groups within the official projections. In order to respond to this we have increased the household formation rates in this age group to the levels seen in 2001. The housing need (when linked to 2014-based projections) increases to 873 dwellings per annum. When the mid-year estimates are included the housing need decreases to 871dpa. This should be seen as the demographic conclusions of this report”.

3.50 GL Hearn therefore clearly accepts that an increase in household formation rates is necessary to respond to continued suppression of household formation rates within younger age groups within the official projections. However this ‘demographic conclusion’ of 871dpa does not appear to have been carried forward by GL Hearn through to the next steps of calculating the resultant housing need, as summarised below.

3.51 With regard to market signals and affordable housing the Assessment Update [§3.19] notes that:

“On balance, the market signals are quite strong and there is a notable affordable housing need. Combined these would merit some response within the derived OAN. This is a departure from the previous SHMA and the Addendum which did not make any market signals or affordable housing adjustment.”

3.52 The report considers a single adjustment to address both of these issues on the basis that they are intrinsically linked. The Assessment Update [§3.28] states:

“Given the balance of judgement it would appear that a 10% adjustment could be justified in York on the basis of the previously established affordable housing need the updated market signals evidence.”

3.53 With regard to this matter the Assessment Update [§5.6-5.7] draws the following conclusions:

“In response to both market signals and affordable housing need we have advocated a 10% uplift to the OAN. In line with the PPG this was set against the official starting point of 867dpa. The resultant housing need would therefore be 953dpa for the 2012-32

period.”

“The level of housing need identified is someway higher than the previous SHMA reflecting the increased starting point but also the inclusion of a market signals uplift. This OAN would meet the demographic growth in the City as well as meet the needs of the local economy”.

- 3.54 Lichfields agrees with making an adjustment for demographic and household formation rates to get to 871dpa. However, it is illogical to then revert back to the unadjusted projections of 867dpa and then apply the adjustment for market signals and affordable housing to this lower, discredited figure.
- 3.55 Moving on, GL Hearn models a series of economic growth forecasts. In this regard, they conclude that the level of housing associated with the economic growth projections are lower than the 867/871dpa demographic need, the Assessment Update considers that there is no justification for an uplift to housing numbers in the City to support the expected growth in employment.
- 3.56 As such, the report concludes that by applying a 10% uplift to the demographic starting point of 867dpa results in an OAHN of 953dpa for York City for the 2012-2032 period. However, as noted above, the Council has inserted an ‘Introduction and Context to Objective Assessment of Housing Need’ to the front of the Assessment Update which contests the need for any adjustment to the 2014-based SNHP figure.
- 3.57 It notes that Members of the Council’s Executive at the meeting on 13th July 2017 resolved that on the basis of the housing analysis set out in paragraphs 82 - 92 of the Executive Report, the increased figure of 867dpa.

4.0 Critique of the SHMA Update

Introduction

- 4.1 The Companies have serious concerns and wish to raise strong objections to the way in which the Council has chosen to identify an OAHN of 867dpa and the subsequent identification of this need as the housing requirement in Policy SS1 of the LPP. As noted above, the ‘Introduction and Context to Objective Assessment of Housing Need’ (inserted by the Council at the front of the SHMA Update Assessment) states [page 2]:

“Members of the Council’s Executive at the meeting on 13th July 2017 resolved that on the basis of the housing analysis set out in paragraphs 82 - 92 of the Executive Report, the increased figure of 867 dwellings per annum, based on the latest revised sub national population and household projections published by the Office for National Statistics and the Department of Communities and Local Government, be accepted.”

“Executive also resolved that the recommendation prepared by GL Hearn in the draft Strategic Housing Market Assessment, to apply a further 10% to the above figure for market signals (to 953 dwellings per annum), is not accepted on the basis that Hearn’s conclusions were speculative and arbitrary, rely too heavily on recent short-term unrepresentative trends and attach little or no weight to the special character and setting of York and other environmental considerations.”

- 4.2 This is effectively a ‘policy-on’ intervention by the Council which should not be applied to the OAHN. It has been confirmed in the Courts that OAHN is ‘policy off’ and does not take into account supply pressures. The judgment of Hickinbottom J in Solihull sets out the definition of OAHN [§37]:

“Full Objective Assessment of Need for Housing: This is the objectively assessed need for housing in an area, leaving aside policy considerations (Lichfields emphasis). It is therefore closely linked to the relevant household projection; but is not necessarily the same. An objective assessment of housing need may result in a different figure from that based on purely demographics if, e.g., the assessor considers that the household projection fails properly to take into account the effects of a major downturn (or upturn) in the economy that will affect future housing needs in an area. Nevertheless, where there are no such factors, objective assessment of need may be – and sometimes is – taken as being the same as the relevant household projection.”

- 4.3 With regard to this matter, the SHMA Assessment Update [§§5.8-5.9] clearly states:

“The official projections should be seen a starting point only and housing delivery at this level (867dpa) would only meet the demographic growth of the City. It would not however address the City’s affordability issues.”

“Without the 10% uplift for market signals/affordable housing need the City’s younger population would fail to form properly. This would result in greater numbers residing with parents or friends or in share accommodations such as HMOs.”

- 4.4 GL Hearn is therefore clear that the 867dpa figure is not an appropriate OAHN. On one level, it is the incorrect demographic starting point in any case, which according to GL Hearn’s work is 871dpa following suitable adjustments to the 2014-based SNHP to incorporate the 2015 MYE and accelerated household formation rates. On the second level, there is an array of evidence, which we examine in further detail below, that York City is one of the least affordable local authority areas in Northern England. A market signals uplift of 10% is the very least that would

be appropriate, and indeed we provide evidence that suggests that an even higher uplift, of 20% should actually be applied.

- 4.5 It is therefore not acceptable for the Council to ignore its own housing expert's advice. The Council's approach to identifying an OAHN of 867dpa, as set out in the front section of the SHMA Assessment Update, is policy-on driven and is therefore contrary to the guidance provided by the Courts. The calculation of OAHN should be based on the normal 'policy-off' methodology.
- 4.6 Notwithstanding these points, the remainder of this section provides a detailed critique of GL Hearn's SHMA Assessment Update.

Starting Point and Demographic-led Needs

Population Change

- 4.7 The Practice Guidance³⁰ sets out that in assessing demographic-led housing needs, the CLG Household Projections form the overall starting point for the estimate of housing need, but these may require adjustments to reflect future changes and local demographic factors which are not captured within the projections, given projections are trend based. In addition, it states that account should also be taken of ONS' latest Mid-Year Estimates [MYEs]³¹.
- 4.8 The SHMA Assessment Update applies the 2014-based SNPP which projects an increase in population of around 31,400 people (15.7%) in York. This is higher than the 2012-based SNPP (12.2%) and also higher than the main SHMA projection (which had population growth of 13.7%). It also considers longer term migration trend using the latest available evidence from the 2014-SNPP and the 2015 Mid-Year Estimate.
- 4.9 The SHMA Assessment Update considers housing need based on the (then) latest CLG 2014-based household projections over the period 2012 to 2032.
- 4.10 The Companies agree with the overall principle of taking the 2014-based SNPP as the demographic starting point and rebasing population growth off the latest Mid-Year Population Estimates.
- 4.11 However, it is important to note that the household projections upon which York's OAHN is based relate to C3 uses only, and not C2. Specifically, and of particular relevance to the City of York, CLG's household projections do not include an allowance for students who might be expected to reside in Halls of Residence (termed, along with people living in nursing homes, military barracks and prisons, as the 'Institutional population').
- 4.12 As summarised by CLG in its 2014-based household projections Methodological Report (July 2016), the household projections are based on the projected household population rather than the total population. The difference between the two is the population in communal establishments, also termed the 'institutional' population. This population comprises all people not living in private households and specifically excludes students living in halls of residence:
- "The institutional population is subtracted from the total resident population projections by age, sex and marital status to leave the private household population, split by sex, age and marital status in the years required for household projections."* [page 12]
- 4.13 This is important for the City of York, because it means that if the household projections are used as the basis for calculating the OAHN (which GL Hearn's methodology does), it specifically excludes a substantial proportion of specialised student accommodation needs.

³⁰ Practice Guidance - ID 2a-015-20140306

³¹ Practice Guidance - ID 2a-017-20140306

Household Formation Rates

4.14 The Practice Guidance³² indicates that in respect of household projections:

“The household projections are trend based, i.e. they provide the household levels and structures that would result if the assumptions based on previous demographic trends in the population and rates of household formation were to be realised in practice...”

“...The household projection-based estimate of housing need may require adjustment to reflect factors affecting local demographic and household formation which are not captured in past trends...rates may have been suppressed historically by under-supply and worsening affordability of housing...”

4.15 The SHMA Assessment Update notes that there is no material difference 2014-based SNHP headship rates and the household formation rates from the 2012-based version.

4.16 The SHMA [§2.19] accepts that there has been a level of suppressed household formation arising from the 25-34 age group and in relation to this matter states [§§5.3-5.4]:

“Furthermore there is also the clear desire of the Government to boost housing delivery, and therefore setting an OAN that is below the most recent official projections while justifiable might be difficult to support.”

“There is however an apparent continued suppression of household formation rates within younger age groups within the official projections. In order to respond to this we have increased the household formation rates in this age group to the levels seen in 2001. The housing need (when linked to 2014-based projections) increases to 873 dwellings per annum. When the mid-year estimates are included the housing need decreases to 871 dpa. This should be seen as the demographic conclusions of this report.”

4.17 GL Hearn clearly accepts that an increase in household formation rates is necessary to respond to continued suppression of household formation rates within younger age groups within the official projections. We agree with this. However this adjusted demographic figure of 871dpa does not appear to have been carried forward by GL Hearn in calculating the resultant housing need, as noted below.

4.18 Lichfields agrees with making an adjustment for demographic and household formation rates. However, it is illogical to revert back to unadjusted projections of 867 dpa and then take this to apply the adjustment for market signals and affordable housing, when an adjusted demographic need of 871dpa has been identified.

Market Signals

4.19 The Framework sets out the central land-use planning principles that should underpin both plan-making and decision-taking. It outlines twelve core principles of planning that should be taken account of, including the role of market signals in effectively informing planning decisions:

“Plans should take account of market signals, such as land prices and housing affordability, and set out a clear strategy for allocating sufficient land which is suitable for development in their area, taking account of the needs of the residential and business communities.” [S17]

4.20 The Practice Guidance³³ requires that the housing need figure as derived by the household

³² Practice Guidance - ID 2a-015-20140306

³³ Practice Guidance - ID 2a-019-20140306

projections be adjusted to take into account market signals. It indicates that comparisons should be made against the national average, the housing market area and other similar areas, in terms of both absolute levels and rates of change. Worsening trends in any market signal would justify an uplift on the demographic-led needs. In addition, the Practice Guidance³⁴ highlights the need to look at longer terms trends and the potentially volatility in some indicators.

4.21 The Practice Guidance also sets out that:

“...plan-makers should not attempt to estimate the precise impact of an increase...rather they should increase planning supply by an amount that, on reasonable assumptions...could be expected to improve affordability...”³⁵.

4.22 This clearly distinguishes between the demographic-led need for housing (generated by population and household growth) and the market signals uplift which is primarily a supply response over and above the level of demographic need to help address negatively performing market signals, such as worsening affordability.

4.23 The SHMA Assessment Update (Section 3) examines a range of market signals as set out in the Practice Guidance, comparing the City of York to Ryedale, Hambleton, Yorkshire and the Humber region and England. It states that the update is a targeted update to the market signals section looking using recently published data, not a full update, as many of the datasets used have not been updated since publication of the SHMA. Attached at Appendix 1 is Lichfields’ own assessment of market signals in City of York which has been used for comparison purposes.

4.24 The findings of the SHMA Assessment Update can be summarised (with Lichfields’ commentary included) as follows:

- 1 **Land Prices** – No analysis has been presented, as was the position on the 2016 SHMA. As noted in our market signals assessment in Appendix 1, CLG land value estimates suggest a figure of £2,469,000 per hectare, well above the equivalent figure for England (excluding London) of £1,958,000.
- 2 **House Prices** – The 2016 SHMA outlined significant house price growth in the HMA between 2011 and 2007. By Q4 2014 house prices in York had reached £195,000 and by Q2 2016 this had increased to £225,000. The Assessment Update notes that, based on 2016 data, the average (median) house price in York was £215,000, compared to £148,000 across the Yorkshire and Humber region. Our market signals analysis in Appendix 1 suggests that the average (median) house price in York in 2016 was £220,000 compared to £199,995 for the North Yorkshire region. It is particularly important to note that over the previous 17 years (1999-2016), median house prices have increased by 244% (or £156,000) in York, compared to 204% nationally and 199% across North Yorkshire as a whole.

As set out in the Practice Guidance, higher house prices and long term, sustained increases can indicate an imbalance between the demand for housing and its supply. The fact that York’s median house prices have effectively tripled in 17 years, from £64,000 in 1999 to £220,000 in 2016, and have risen at a much faster rate than comparable national and sub-regional figures, suggests that the local market is experiencing considerable levels of stress.

- 3 **Rents** – The Assessment Update [§3.8] notes that the most recent data shows that England has grown to £650 (+8%), while York has seen median rental prices increase to £700 (+4%). In contrast rents in the region only grew by 1% to £500 per month. The Assessment Update [§3.9] finds that the most recent data shows a strong upward trend in the number of rental transactions in York although they have been falling over the last six months. In York rental transactions are currently 73% higher than in September 2011, showing a

³⁴ Practice Guidance - ID 2a-020-20140306

³⁵ *ibid*

continued return to the longer term trend than seen in the previous SHMA. By comparison, in Yorkshire and the Humber rental volumes are still slightly above (6%) past figures. Nationally, over this period there has been a slight downward trend.

Our market signals analysis in Appendix 1 shows that Median rents in York are £725 per month, with median rents ranging from £595 per month for a 1 bed flat, to £1,500 per month for a 4+ bed house. All of these figures are significantly higher than the national average, with overall average rents comprising £675 across England, and £585 for North Yorkshire. Rental levels are therefore 7.4% higher than comparable national figures. High and increasing private sector rents in an area can be a further signal of stress in the housing market.

- 4 **Affordability** – The Assessment Update [§3.10] acknowledges the affordability issues faced within the HMA with the Median Ratio being 8.3 times earnings in 2015 (compared to 7.6 nationally), whilst the Lower Quartile [LQ] ratio is 8.9 times earnings (compared to 7.0 nationally). However, it does not discuss this stark indicator of supply/demand imbalance, preferring to note instead that much of the growth in (un)affordability took place prior to 2005, with limited changes to affordability in the past decade[§3.11].

Lichfields' market signals analysis in Appendix 1 shows that although the ratio fell substantially from a peak of 8.14 in 2008 following the financial crash and subsequent economic downturn, it has steadily increased since 2009 at a much faster rate than North Yorkshire as a whole. This suggests that levels of affordability are declining in York at a pace which is not the case for the rest of the sub-region (and indeed, for the country as a whole). In 2016, the median house price in York City was approximately 9.0-times the LQ workplace-based income, compared to 7.8 for North Yorkshire and 7.2 nationally.

Our analysis shows the over the past 19 years, the ratio of lower quartile house prices to lower quartile earnings in York has been consistently above the national average, with the gap widening over time. Indeed, the rate of increase is worrying – between 2002 and 2016, the affordability ratio increased by 39%, significantly above the comparable growth rate for North Yorkshire (+27%) and England (+37%).

The affordability ratio highlights a constraint on people being able to access housing in York, with house price increases and rental costs outstripping increases in earnings at a rate well above the national level.

- 5 **Rates of Development** – the Practice Guidance is clear that historic rates of development should be benchmarked against the planned level of supply over a meaningful period. The Assessment Update [§3.13] examines housing completions data for York dating back to 2004/05 and sets these against the annual housing target from 2004/05 to 2015/16. With the exception of the last year, housing delivery in York has missed the target each year since 2007. Overall delivery targets for these years was missed by 20% which equals 2,051 units below the target level. GL Hearn notes [§3.14] that under-delivery may have led to household formation (particularly of younger households) being constrained and states that this point is picked up in the report which uses a demographic projection based analysis to establish the level of housing need moving forward.

The Assessment Update [§3.15] considers that this past under-delivery is not a discrete part of the analysis but is one of the various market signals which indicate a need to increase provision from that determined in a baseline demographic projection. It notes that that this market signal will require upward adjustment through consideration of migration and household formation rates rather than just a blanket increase based on the level of 'shortfall'.

It is clear from the Council's own evidence that the City has consistently under-delivered housing, with a failure to deliver anything more than 525 dwellings in any single year between 2007 and 2015. The policy benchmarks suggest that the level of past under-

delivery is 1,793 dwellings over the past 12 years. Furthermore, the Council's already low housing delivery figures have been artificially boosted by the inclusion of student accommodation in the completions figures. For example, CYC's 2012/13 Annual Monitoring Report states that 482 (net) dwellings were completed in 2012/13, but this figure includes 124 student cluster flats. The 6 months completions data set out in CYC's Housing Monitoring Update (Table 3, October 2017) suggested that the Council was continuing to rely on student housing completions to boost its housing numbers, with 637 of the total 1,036 net completions during the first half of the 2017/18 monitoring year comprising privately managed off-campus student accommodation.

- 6 **Overcrowding** - No analysis has been presented. Our market signals analysis in Appendix 1 shows overcrowding against the occupancy rating in York is not severe, with 7.10% of households living in a dwelling that is too small for their household size and composition. This compares to 8.7% nationally. However, it represents a significant increase of 2 percentage points on the 5.1% recorded in York in 2001, which is above the national trend (which had increased by 1.6 percentage points from 7.1% in 2011). From our analysis we also note that when compared against neighbouring Yorkshire districts, York is the worst performing district regarding the rate of change in overcrowded households.

4.25 In response to both market signals and affordable housing need, the Assessment Update advocates a 10% uplift to the OAN [§3.31].

4.26 Lichfields agrees that based on the market signals analysis there are clear housing market pressures, particularly regarding affordability within the HMA. The Practice Guidance³⁶ is clear that any market signals uplift should be added to the demographic-led *needs* as an additional *supply* response which could help improve affordability, and further goes on to clarify that:

"...plan makers should not attempt to estimate the precise impact of an increase in housing supply. Rather they should increase planned supply by an amount that, on reasonable assumptions...could be expected to improve affordability..." (Lichfields emphasis)

4.27 The Practice Guidance³⁷ is also clear that:

"...the more significant the affordability constraints...and the stronger the other indicators of high demand... the larger the improvement in affordability needed and, therefore the larger the additional supply response should be."

4.28 Whilst it is not clear cut from the Practice Guidance how an upwards adjustment should be calculated, some recent Local Plan Inspector's findings have provided an indication as to what might be an appropriate uplift. The Inspector's Report into the Eastleigh Borough Local Plan (11th February 2015)³⁸ provide interpretation of the Practice Guidance in terms of a reasonable uplift on demographic-led needs in light of market signals:

"It is very difficult to judge the appropriate scale of such an uplift. I consider a cautious approach is reasonable bearing in mind that any practical benefit is likely to be very limited because Eastleigh is only a part of a much larger HMA. Exploration of an uplift of, say, 10% would be compatible with the "modest" pressure of market signals recognised in the SHMA itself." [§§40-41].

4.29 The Eastleigh Inspector ultimately concluded that a modest uplift of 10% is a reasonable proxy for quantifying an increase from purely demographic based needs to take account of 'modest' negatively performing market signals. Furthermore, Inspectors have used figures of up to 20% for 'more than modest' market signal indicators, notably in the case of Canterbury, where the

³⁶ Practice Guidance - ID:2a-020-20140306

³⁷ Practice Guidance - ID:2a-020-20140306

³⁸ http://www.eastleigh.gov.uk/pdf/ppi_Inspectorsreport12Feb15.pdf

Inspector concluded that:

“Taking these factors in the round it seems to me that 803dpa would achieve an uplift that took reasonable account of market signals, economic factors, a return to higher rates of household formation and affordable housing needs.”³⁹

4.30 From the indicators set out by Lichfields in Appendix 1, as shown in Table 4.1, and from the commentary and analysis undertaken by GL Hearn, we consider that the current levels of market stress should be considered more severe than the ‘modest’ uplift the SHMA suggests. An application of other approaches (discussed above) would suggest an uplift of 20% could be appropriate for the City of York.

4.31 Drawing together the individual market signals above begins to build a picture of the current housing market in and around York; the extent to which demand for housing is not being met; and, the adverse outcomes that are occurring because of this. The performance of York against County and national comparators for each market signal is summarised in Table 4.1. When quantified, York has performed worse in market signals relating to both absolute levels and rates of change against North Yorkshire and England in 13 out of 28 measures.

Table 4.1 Summary of York Market Signals against North Yorkshire and England

Market Signal	North Yorkshire		England	
	Absolute Figure	Rate of Change	Absolute Figure	Rate of Change
House Prices	Worse	Worse	Better	Worse
Affordability Ratios	Worse	Worse	Worse	Worse
Private Rents	Worse	Worse	Worse	Better
Past Development	~	~	~	~
Homelessness (Households in Temporary Accommodation)	Better	Better	Better	Better
Homelessness (Households in Priority Need)	Better	Better	Better	Better
Overcrowding (Overcrowded Households)	Worse	Worse	Better	Worse
Overcrowding (Concealed Families)	Same	Same	Better	Better

Source: Lichfields Analysis

Footnote: Worse = performing worse against the average
 Better = performing the same or better against the average
 ~ = data not available

4.32 It is clear that the City is currently facing very significant challenges in terms of house prices and private rental values and under delivery, causing affordability difficulties. The GL Hearn analysis is an improvement from the 2016 SHMA and clearly is an improvement from the Council’s approach to identifying an OAHN of 867dpa, but even so, is inadequate to address the current housing crisis. For the aforementioned reasons a 20% uplift is preferable.

4.33 Whilst it can only be applied limited weight at the current time, Lichfields also note that the CLG methodology, based on the median workplace based affordability ratio, would suggest an uplift of 27% for market signals.

4.34 GL Hearn also conflates market signals and affordable housing in the 10% uplift, which is a fundamental misreading of the Practice Guidance, and should be addressed separately (see below for affordable housing commentary).

³⁹Canterbury District Council Local Plan Examination August 2015, Inspector’s Letter and Note on main outcomes of Stage 1 Hearings, paragraph 26.

Economic Growth

- 4.35 With regards to considering the need to uplift a housing figure to take account of the economic potential of the local authority, the Framework sets out the following:

“The Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth. Planning should operate to encourage and not act as an impediment to sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the planning system.” [S19]

- 4.36 The SHMA Assessment Update presents no alternative to the work in the June 2016 SHMA. It states [S4.3] that the housing need required to meet the economic growth is lower than the demographic need. Furthermore evidence of more recent forecasts suggests that the economic growth will be even lower than anticipated. Therefore GL Hearn considers that on balance, there is unlikely to be any justification for an uplift to housing numbers in the City to support expected growth in employment. The Update states that the uplift for market signals would see the likelihood for an economic uplift reduce.

- 4.37 Lichfields considers that this approach fails to address the concerns raised in our previous submissions on behalf of the Companies to the Preferred Sites Consultation. Included in those submissions was ‘Technical Report 1’ which noted that June 2016 SHMA presents a suppressed picture of likely economic growth, drawing upon economic forecasts produced in 2014, which are outdated. The submission noted that we could only provide a limited analysis on the robustness of GL Hearn’s assessment of the implications of the job forecasts as they had not set out their assumptions in detail, and we reserved the right to review these assumptions if/when they were provided by GL Hearn.

- 4.38 Given that the SHMA Assessment Update provides no further information on this matter it has not been possible for Lichfields to make any further analysis at this stage. On this basis, the concerns raised on behalf of the Companies in Technical Report 1 still stand, particularly as the LPP Policy SS1 identifies a specific target to provide sufficient land to accommodate an annual provision of around 650 new jobs to support sustainable economic growth.

Affordable Housing Needs

- 4.39 In line with the Framework⁴⁰, LPAs should:

“...use their evidence based to ensure their Local Plan meets the full, objectively assessed needs for market and affordable housing...”

“...prepare a SHMA which...addresses the need for all types of housing, including affordable.”

- 4.40 The Practice Guidance⁴¹ sets out a staged approach to identifying affordable housing needs, and states that affordable housing need should be:

“...considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments...an increase in the total housing figures included in the plan should be considered where it could help deliver the required number of affordable homes.”

- 4.41 As set out in Section 2.0, two High Court Judgements go to the heart of addressing affordable housing within the identification of OAHN. ‘Satnam’ establishes that affordable housing needs are a component part of OAHN, indicating that the ‘proper exercise’ is to identify the full

⁴⁰ Framework - Paragraphs 47 and 159

⁴¹ Practice Guidance - ID: 2a-022-20140306 to 2a-029-20140306

affordable housing needs and then ensure that this is considered in the context of its likely delivery as a proportion of mixed market/affordable housing development. ‘Kings Lynn’ builds on ‘Satnam’, identifying that affordable housing needs “*should have an important influence increasing the derived OAHN since they are significant factors in providing for housing needs within an area.*” [§36] This is clear that affordable housing needs are a substantive and highly material driver of any conclusion on full OAHN.

4.42 The SHMA Assessment Update states that it does not review affordable housing need but the situation is unlikely to have changed significantly from the 2016 SHMA. The 2016 SHMA identified a net affordable housing need of 573 homes per annum or 12,033 dwellings over the 2012-2033 period. This suggests a worsening situation when compared with the previous figure of 486 affordable homes per annum needed in the previous 2011 SHMA, produced by GVA.

4.43 The SHMA Assessment Update [§3.3] suggests that large parts of this need are either existing households (who do not generate need for additional dwellings overall) or newly forming households (who are already included within the demographic modelling).

4.44 It further states [§§3.17-3.18] that:

“The City of York Council currently have an affordable housing policy of up to 30%. The SHMA identified a net affordable housing need of 573 dwellings. Based on this level of need and the current policy the City would require to deliver 1,910 dwellings per annum. To put this in context the City has only delivered more than 1000 homes once since 2004-5. Using a lower policy target would result in an even higher need.”

“While there is clearly an affordable housing issue in the City many of the households in need are already in housing (just housing that is not suitable for some reason such as overcrowding) and therefore do not generate a need for additional dwellings”.

4.45 The provision of the net affordable housing need identified is likely to be unrealistic given past dwelling completions in City of York. With regard to this matter the SHMA Assessment Update states [§3.28]:

“Given the balance of judgement it would appear that a 10% adjustment could be justified in York on the basis of the previously established affordable housing need the updated market signals evidence.”

4.46 In taking this approach, GL Hearn is effectively conflating the uplift resulting from affordable housing need with uplift resulting from market signals analysis. These are two separate steps in the Practice Guidance and should not be combined in this manner.

4.47 Lichfields has not analysed in detail the figures forming the assessment of affordable housing needs, due in part to limitations on access to the underlying data; instead, Lichfields has focused on how this need has informed the OAHN conclusion.

Addressing Affordable Housing Needs

4.48 Having identified the affordable housing needs, the Practice Guidance requires an assessment of its likely delivery to consider whether there is a need to uplift or adjust the OAHN and planned housing supply in order to address affordable housing needs. This is what the ‘Satnam’ judgment calls the ‘proper exercise’ and is undertaken by the 2016 SHMA within Figure 30. This concludes that to meet affordable housing need in full the City of York would need to deliver 573dpa. At a delivery rate of 30% of overall housing, this means that the City would need to deliver 1,910dpa to address affordable housing needs in full.

4.49 Taking into account affordable need within the calculation of OAHN does not necessarily involve a mechanistic uplift, or an indication that such identified needs must be met in full. It

has to be a scenario which, on a reasonable basis, could be expected to occur. This is set out in the Kings Lynn judgment which concluded:

"...This is no doubt because in practice very often the calculation of unmet affordable housing need will produce a figure which the planning authority has little or no prospect of delivering in practice. That is because the vast majority of delivery will occur as a proportion of open-market schemes and is therefore dependent for its delivery upon market housing being developed." [§35]

This is also consistent with the Practice Guidance⁴² which sets out the assessment of need "does not require local councils to consider purely hypothetical future scenarios, only future scenarios that could be reasonably expected to occur."

- 4.50 However, in line with the High Court Judgments, this still needs to be an uplift of consequence, insofar as it can reasonably be expected to occur. This will inevitably need to involve judgement, based on relevant evidence, as to the extent to which any scale of uplift could be reasonably expected to occur.
- 4.51 The SHMA ultimately does not use the identified acute affordable housing needs in a way in which it has "an important influence in increasing the derived F[ull] OAN" as per the Kings Lynn judgment.
- 4.52 The Local Plan Expert Group [LPEG], in its Report to the Secretary of State for Communities and Local Government in March 2016, recommended various changes to the Practice Guidance with the remit of considering how local plan-making could be made more efficient and effective. Although very limited weight can be given to the LPEG approach given that it is not policy or endorsed by Government, it is at least helpful in seeking to understand the general 'direction of travel' of defining OAHN and what an appropriate response might be to define the influence of market signals and affordable housing needs. LPEG recommended changes to the preparation of SHMAs and determination of OAHN.
- 4.53 With regard to affordable housing need in the preparation of SHMAs and determination of OAHN it proposed that where the total number of homes that would be necessary to meet affordable housing need is greater than the adjusted demographic-led OAHN, then this figure (953dpa) should be uplifted by a further 10%. The 10% uplift was intended to provide a streamline approach that removes judgement and debate from the process of setting OAHN (as opposed to what might be the most accurate under current Practice Guidance).
- 4.54 Given the significant affordable housing need identified in City of York Lichfields considers that this 10% uplift would be appropriate in this instance and should be applied to the OAHN.

MHCLG Standardised Approach to OAHN

- 4.55 As noted in Section 2, MHCLG has recently published for consultation the draft Planning Practice Guidance, which sets out the standard method for calculating local housing need, including transitional arrangements first set out in "Planning for the right homes in the Right Places" ..
- 4.56 Whilst relatively limited weight can be attached to this document at present given its consultation status, for the City of York, if adopted as MHCLG proposes, the approach would mean that the OAHN over the period 2016-2026 is 1,070 dpa.
- 4.57 This is based on an annual average level of household growth of 844 dpa between 2016 and 2026, uplifted by a very substantial 27% to address the fact that the latest median workplace-based affordability ratio is 8.3.

⁴² Practice Guidance - ID:2a-003-20140306

Conclusions on the City of York's Housing Need

- 4.58 The Council's approach to identifying an assessed need of 867 dpa in the introductory section of the SHMA Assessment Update is fundamentally flawed. This is a 'policy-on' intervention by the Council which should not be applied to the OAHN. It has been confirmed in the Courts that FOAN is 'policy off' and does not take into account supply pressures. The Council's approach to identifying the FOAN, as set out in the SHMA Assessment Update, would therefore be susceptible to legal challenge. The calculation of OAHN should therefore be based on the normal 'policy-off' methodology.
- 4.59 There are a number of significant deficiencies in the SHMA Assessment Update which means that even the higher 953 dpa OAHN figure identified in the Assessment Update is not soundly based. In particular:
- 1 GL Hearn clearly accepts that an increase in household formation rates is necessary to respond to continued suppression of household formation rates within younger age groups within the official projections. However this demographic conclusion of 871 dpa does not appear to have been carried forward by GL Hearn in calculating the resultant housing need, as noted below. Lichfields agree with making an adjustment for demographic and household formation rates. However, it is illogical to revert back to unadjusted projections of 867 dpa and then take this to apply the adjustment for market signals and affordable housing, when a demographic need of 871 dpa has been identified.
 - 2 The Assessment Update fails to distinguish between the affordable housing needs of the City of York and the supply increase needed to address market signals to help address demand. Instead the SHMA blends the two elements within the same figure resulting in a conflated figure which is lower than the level of uplift deemed reasonable by the Eastleigh and Canterbury Inspectors, despite the fact that market signals pressures in York indicate signs of considerable stress and unaffordability. The Practice Guidance is clear that the worse affordability issues, the larger the additional supply response should be to help address these.
 - 3 Given the significant affordable housing need identified in City of York Lichfields consider that a 20% uplift would be appropriate in this instance and should be applied to the OAHN.
- 4.60 The scale of objectively assessed need is a judgement and the different scenarios and outcomes set out within this report provide alternative levels of housing growth for the City of York. Lichfields considers these to be as follows:
- 1 **Demographic Baseline:** The 2014-based household projections indicate a net household growth of 867dpa between 2014 and 2024 (including a suitable allowance for vacant/second homes. Once a suitable adjustment has been made to rebase the projections to the (slightly lower) 2015 MYE, and through the application of accelerated headship rates amongst younger age cohorts takes the demographic starting point to 871 dpa.
 - 2 **Market Signals Adjustment:** GL Hearn's uplift is 10%. However, for the reasons set out above, Lichfields considers that a greater uplift of 20% would be more appropriate in this instance. When applied to the 871 dpa re-based demographic starting point, this would indicate a need for 1,045 dpa.
- The demographic-based projections would support a reasonable level of employment growth at levels above that forecast by Experian, past trends or the Blended job growth approach. As such, no upward adjustment is required to the demographic-based housing need figures to ensure that the needs of the local economy can be met;
- The scale of affordable housing needs, when considered as a proportion of market housing delivery, implies higher levels of need over and above the 1,045 dpa set out above. It is considered that to meet affordable housing needs in full (573 dpa), the OAHN range should be adjusted to 1,910 dpa @30% of overall delivery. It is, however, recognised that this level

of delivery is likely to be unachievable for York. Given the significant affordable housing need identified in City of York Lichfields consider that a further 10% uplift would be appropriate in this instance and should be applied to the OAHN, resulting in a final figure of **1,150 dpa**.

This is **7.5% higher** than the MHCLG proposed standardised methodology figure of 1,070 dpa.

- 4.61 This allows for the improvement of negatively performing market signals through the provision of additional supply, as well as helping to meet affordable housing needs and supporting economic growth. Using this range would ensure compliance with the Framework by significantly boosting the supply of housing. It would also reflect the Framework, which seeks to ensure the planning system does everything it can to support sustainable development.
- 4.62 It is emphasised again that CLG's household projections explicitly exclude the housing needs of students living in halls of residence. GL Hearn has used the latest CLG 2014-based household projections to underpin its housing OAN for York. The market signals adjustment it makes does not address the separate specialised housing needs of students, which would be additional to the target identified.

5.0 **Approach to Assessing Housing Land Supply**

Introduction

- 5.1 This section sets out the requirements of the Framework and the Practice Guidance in establishing the supply of housing land to meet the housing needs of an area. This will provide the benchmark against which the SHLAA and emerging Local Plan will be assessed, to ensure the necessary requirements are met. In addition, relevant High Court judgments have been referenced to set out the requirements of a housing supply calculation in a legal context.

Policy Context

National Planning Policy Framework

- 5.2 The Framework outlines a two-step approach to setting housing requirements in Local Plans. Firstly, to define the full objectively assessed need for development and then secondly, to set this against any adverse impacts or constraints which would mean that need might not be met. This is enshrined in the approach defined in the Framework⁴³ which sets out the presumption in favour of sustainable development.

- 5.3 The Framework⁴⁴ stresses the intention of the Government to significantly boost the supply of housing. As a consequence, the focus of national policy is to ensure the delivery of housing and, in that context, the Framework requires LPAs to:

"identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land;

*identify a supply of specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15..."*⁴⁵

- 5.4 There is therefore a need for the Council to identify both a 5-year supply and a longer-term supply as part of the preparation of the Local Plan.

- 5.5 For the purpose of the supply assessment, the Framework advises that only deliverable sites should be included within the first 5-years. To be considered deliverable:

"...sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing

⁴³ Framework - §14

⁴⁴ Framework - §47

⁴⁵ Framework - §47

plans.”⁴⁶

- 5.6 The Framework states that for the period 5-15 years developable sites may be included, which are sites that are:

“...in a suitable location for housing development and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged.”⁴⁷

- 5.7 The Framework sets out the approach to defining such evidence which is required to underpin a local housing supply. It sets out that in evidencing housing supply:

“LPAs should have a clear understanding of housing needs in their area. They should:

...

“...prepare a Strategic Housing Land Availability Assessment to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period.”⁴⁸

National Planning Practice Guidance

- 5.8 The Practice Guidance⁴⁹ provides further guidance on how an assessment of the housing supply is to be undertaken. It urges LPAs to assess the suitability, availability and achievability of sites, including whether the site is economically viable, to determine whether a site can be considered deliverable over the plan period.

- 5.9 In this context the Practice Guidance makes it clear that a site will be considered available when:

“...there is confidence that there are no legal or ownership problems, such as unresolved multiple ownerships, ransom strips tenancies or operational requirements of landowners. This will often mean that the land is controlled by a developer or landowner who has expressed an intention to develop, or the landowner has expressed an intention to sell. Because persons do not need to have an interest in the land to make planning applications, the existence of a planning permission does not necessarily mean that the site is available. Where potential problems have been identified, then an assessment will need to be made as to how and when they can realistically be overcome. Consideration should also be given to the delivery record of the developers or landowners putting forward sites, and whether the planning background of a site shows a history of unimplemented permissions.”⁵⁰

- 5.10 The Practice Guidance indicates that a site is considered achievable for development where:

“...there is a reasonable prospect that the particular type of development will be developed on the site at a particular point in time. This is essentially a judgement about the economic viability of a site, and the capacity of the developer to complete and let or sell the development over a certain period.”⁵¹

- 5.11 The LPA, when preparing a Local Plan, is urged to use the information on suitability, availability, achievability and constraints to assess the timescale within which each site is capable of development. The Practice Guidance suggests that this may include indicative lead-in times and build-out rates for the development of different scales of sites. On the largest sites

⁴⁶ Framework – Footnote 11

⁴⁷ Framework – Footnote 12

⁴⁸ Framework - §159

⁴⁹ Practice Guidance – ID:3-018-20140306

⁵⁰ Practice Guidance – ID:3-020-20140306

⁵¹ Practice Guidance – ID:3-021-20140306

allowance should be made for several developers to be involved. The Practice Guidance⁵² makes it clear that the advice of developers and local agents will be important in assessing lead-in times and build-out rates by year.

- 5.12 The Practice Guidance⁵³ accepts that a windfall allowance may be justified if a local planning authority has compelling evidence as set out in the Framework. In addition, it states that:

*“Local planning authorities have the ability to identify broad locations in years 6-15, which could include a windfall allowance based on a geographical area (using the same criteria as set out in paragraph 48 of the National Planning Policy Framework).”*⁵⁴

- 5.13 The Practice Guidance requires LPAs to collate this above information and present it in an indicative trajectory which:

*“...should set out how much housing and the amount of economic development that can be provided, and at what point in the future. An overall risk assessment should be made as to whether sites will come forward as anticipated.”*⁵⁵

- 5.14 In relation to the assessment of whether sites are deliverable within the first 5-years the Practice Guidance⁵⁶ indicates that deliverable sites for housing could include those that are allocated for housing in the development plan and sites with planning permission (outline or full that have not been implemented) unless there is clear evidence that schemes will not be implemented within 5-years. It goes on to state:

*“...planning permission or allocation in a development plan is not a prerequisite for a site being deliverable in terms of the five-year supply. Local planning authorities will need to provide robust, up to date evidence to support the deliverability of sites, ensuring that their judgements on deliverability are clearly and transparently set out. If there are no significant constraints (e.g. infrastructure) to overcome such as infrastructure sites not allocated within a development plan or without planning permission can be considered capable of being delivered within a five-year timeframe.”*⁵⁷

Recent Legal Judgments

- 5.15 The High Court decision in the case of Exeter City Council and Secretary of State⁵⁸ is relevant to York as it considers the appropriateness of including student accommodation in the calculation of the housing supply in accordance with the Framework. Exeter is a University City similar to York and included student accommodation within their housing land supply.

- 5.16 The Inspector who determined the appeal⁵⁹ considered the inclusion of student accommodation in the 5-year supply based on the Practice Guidance which states:

*“All student accommodation, whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campus, can be included towards the housing requirement, based on the amount of accommodation it releases in the housing market. Notwithstanding, local authorities should take steps to avoid double counting.”*⁶⁰

⁵² Practice Guidance – ID:3-023-20140306

⁵³ Framework - §48

⁵⁴ Practice Guidance – ID:3-024-20140306

⁵⁵ Practice Guidance – ID:3-025-20140306

⁵⁶ Practice Guidance – ID:3-031-20140306

⁵⁷ Practice Guidance – ID:3-031-20140306

⁵⁸ Exeter City Council v Secretary of State for Communities and Local Government [2015] EWHC 1663 (Admin)

⁵⁹ Land at Home Farm, Church Hill, Pinhoe – Insp. Decision 29.10.14 [Ref: APP/Y1110/A/14/2215771]

⁶⁰ Practice Guidance – ID:3-036-20140306

5.17 The Inspector, in her decision letter, stated:

“The Council submit that the provision of student accommodation releases housing that would otherwise be occupied by students and thereby indirectly releases accommodation within the housing market. For this reason it believes that all student accommodation should be included within the housing delivery and housing land supply figures. This view is not consistent with the PPG because it is not based on any assessment of the extent to which the provision of student accommodation has released general market housing.”

5.18 She went on:

“Where student population is relatively stable, and the number of general market dwellings occupied by students declines as a consequence of the provision of student accommodation, I consider the inclusion of such accommodation as part of the housing supply would be consistent with the guidance within the PPG. However, within Exeter, due to the considerable increase in the number of students relative to the provision of purpose-built student accommodation, there has not been a reduction in the number of general market dwellings occupied by students. On the contrary, there has been a significant increase...”⁶¹

5.19 The High Court agreed that the Council did not set out any specific evidence to justify that the development of student accommodation would release housing to the market elsewhere. It stated that:

“...it simply relied upon paragraph 3.38 of the PPG in support of its proposition that, irrespective of the extent (if any) that student accommodation was included in the housing requirement figure adopted.”⁶²

5.20 As a consequence, the High Court stated that the Appeal Inspector:

“... was correct not to accede to the Council’s submission that all student accommodation supplied should or could be set off against the housing requirement. She was correct not to be persuaded by the Developers’ contention that she could not under any circumstances take into account student accommodation. She was correct to look at the facts of this case and determine whether, on the evidence before her, there was any basis for taking any of the new student accommodation into account ... she properly accepted (in paragraph 47) that, although there was currently no evidence to show that the provision of student accommodation has released housing into the general market in Exeter, the situation may in the future change if (e.g.) the delivery of student accommodation significantly exceeded the increase in student population.”⁶³

Conclusion

5.21 It is against this policy context that the proposed housing supply should be considered. In practice, applying the Framework and Practice Guidance to achieve a robust supply that will meet the needs of the community is an evidence based process which should use transparent and justifiable assumptions on lead-in times, delivery rates and density. In addition, it should be clear that the sites are available and achievable over the plan period.

5.22 In the case of York, there are inherent dangers in including student housing in the supply if there is no evidence that there has been a reduction in the number of general market dwellings

⁶¹ Land at Home Farm, Church Hill, Pinhoe – Insp. Decision 29.10.14 [Ref: APP/Y1110/A/14/2215771] - §44 & §47

⁶² Exeter City Council v Secretary of State for Communities and Local Government [2015] EWHC 1663 (Admin) - §37

⁶³ Ibid - §44

occupied by students as a direct result of the provision of purpose-built student accommodation.

6.0 Council's Housing Supply Evidence

Introduction

6.1 Detailed representations on the Council's housing land supply evidence were submitted on behalf of the Companies to the City of York Local Plan - Preferred Sites Consultation (in 'Technical Report 2: Housing Supply'). These representations concluded the following:

- 1 The Council had not produced a trajectory or a detailed assessment of the 5-year supply position as required by the Framework. No evidence had therefore been produced to demonstrate the Council's housing supply position.
- 2 The assessment of the balance between the housing requirement and supply demonstrated that there was a significant shortfall for both the plan period and 5-year period. In these circumstances, the emerging plan was not 'sound' as required by the Framework, as the Council has not demonstrated an adequate short and longer-term supply as required by national guidance.
- 3 The Council should allocate additional land to meet the housing needs of the community and these sites should be able to deliver early in the plan period. This is the only approach that would deliver a 'sound' plan and enable the much needed investment in new housing to meet the community's needs.

These concerns have not been addressed and reference is accordingly made below in Lichfields' assessment of the Council's latest evidence.

6.2 Before considering the adequacy of the Council's supply, it is important to consider the nature and extent of the Council's evidence base in relation to the supply. Evidence on the Council's supply is contained in a number of different places:

- 1 The City of York Strategic Housing Land Availability Assessment [SHLAA] (September 2017);
- 2 The City of York Local Plan Publication Draft (March 2018);
- 3 Half Year Housing Monitoring Update for Monitoring Year 2017/18 (1st April 2017 and 30th September 2017); and,
- 4 The City of York Windfall Allowance Technical Paper 2017 (SHLAA Annex 5).

Housing Completions

6.3 The Council has provided detailed site by site delivery figures for the past five monitoring years (2012/13 to 2016/17). In addition, the Council's annual completion figures since 2007/08 are contained in the September 2017 Half Year Housing Monitoring Update.

6.4 The Council has included student specific accommodation within their completions figures and their forward supply figures. Based on recent High Court decisions it is clear that robust evidence must be provided to justify the inclusion of student accommodation in the housing supply, specifically that the accommodation will release housing into the general market.

6.5 York Council has not provided any evidence to demonstrate that the provision of additional student accommodation would result in the release of housing into the market as required by national policy. Furthermore, the Council's June 2016 SHMA outlines that the York St John University is, over the next five years, seeking to "*grow our student numbers from 6,400 to 7,300*"⁶⁴. This reflects an aim to achieve growth in student numbers of 14.1% by 2020.

⁶⁴ City of York, June 2016 Strategic Housing Market Assessment, §10.71

- 6.6 Based on national policy, the recent High Court decision coupled with the expected growth in student numbers in York, it is considered that it is inappropriate to include student accommodation within the Council's supply. This is because there is no justification regarding how it will result in the release of current housing into the general housing market.
- 6.7 In this context, the Council has included the delivery of 124 units in monitoring year 2012/13 from the site at 6-18 Hull Road. However, a total of 97 of the units are not self-contained and share communal/living areas. As such, these bedspaces cannot contribute towards the Council's housing completion figures as there is no evidence that they have released housing to the general market. That said, we have included the delivery of 27 units from this site as they are self-contained studio apartments which could be sold on the open market at some stage in the future.
- 6.8 The Council has also included the delivery of 91 units in the monitoring year 2016/17 for the site at Hallfield Road. The majority of the units on this scheme are not self-contained and share communal/living areas. As such, these bedspaces cannot also contribute towards the Council's housing completion figures as there is no evidence that they have released housing to the general market. However approximately 9% of these units are studio apartments which could be sold on the open market at some stage in the future, so we have included 8 units from this scheme on this basis.
- 6.9 Table 6.1 sets out the Council's past completion figure and provides a cumulative running total since 2012/13. It also sets out Lichfields' assumed completions figures and provides a running total.

Table 6.1 Housing Completions

Year	Council Position		Lichfields' Position	
	Comp.	Cum +/-	Comp.	Cum +/-
2012/13	482	482	385	385
2013/14	345	827	345	730
2014/15	507	1,334	507	1,237
2015/16	1,121	2,455	1,121	2,358
2016/17	977	3,432	894	3,252
Totals	3,432		3,252	

Source: City of York Council

2017 SHLAA

- 6.10 The Framework⁶⁵ sets out that local planning authorities should prepare a SHLAA to establish assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period. Furthermore, the Practice Guidance⁶⁶ outlines that the assessment of land availability is an important step in the preparation of Local Plans. The provision of an up to date SHLAA approach ensures that all land is assessed together as part of plan preparation to identify which sites or broad locations are the most suitable and deliverable for a particular use.
- 6.11 The Council has published its City of York Strategic Housing Land Availability Assessment

⁶⁵ Framework - §159⁶⁶ Practice Guidance - ID: 12-018-20140306

September 2017. This document supersedes previous versions of the SHLAA to present the sites assessed for their development potential to form part of the evidence base for York's Local Plan. The 2017 SHLAA accompanied the Local Plan Pre Publication [LPPP] Draft, setting out the methodology for site selection in the plan, and detail of which sites have been allocated.

Site Selection

- 6.12 The 2017 SHLAA outlines the previous consultation undertaken by City of York Council in relation to site identification and consultation/engagement. It states [§2.3.1] that a two stage suitability process was undertaken in order to sieve out the potential sites most suitable for development:
- 1 Stage 1: Sustainable Location Assessment which uses the shapers set out in the emerging Spatial Strategy to assess potential site suitability. The SHLAA states that the methodology was also informed by work on the Sustainability Appraisal.
 - 2 Stage 2: Technical Officer Group which considers more site specific suitability of sites which successfully passed Stage 1 and determined whether they should progress as development sites. The SHLAA states that any sites which were wholly or partly removed from the site selection process following the Stage 1 analysis will be given the opportunity to respond to the assessment with supporting evidence.
- 6.13 Further details on the scoring process and methodology used are provided in Annex 3 of the SHLAA. As the site selection and criteria assessment process was developed in 2013, the SHLAA indicates that subsequent guidance on Impact Risk Zones for SSSIs, Flood Risk and Agricultural Land Value has been taken into consideration. It also explains the basis on which the availability and deliverability of sites has been determined.
- 6.14 The SHLAA [§§2.5.1-2.5.2] outlines how the availability of sites has been determined. It states:
- “The majority of sites assessed were received through the Call for Sites process or subsequent Local Plan consultations. Through this process we asked that landowner details were provided to us to ensure that we could confirm availability and that the site had a willing landowner. We also asked for details of whether the site had been promoted commercially or by an agent as well as when the site would be become available for development. Since 2012, the availability of sites has been reconfirmed through consultation.”*
- “For the allocated sites set out in the Section 3.3, availability of the site has been confirmed and the timescales reflect our understanding of when the site will be brought forward in the plan period”.*
- 6.15 The SHLAA [Section 2.6] sets out a series of archetypes which have been used to determine the scale of potential development on sites less than 5ha (non-strategic sites). It notes that for Strategic Sites (over 5 ha) a bespoke approach is taken to reflect the site characteristics and detailed work undertaken.

Housing Supply

- 6.16 A summary of housing completions and permissions for the period April 2016 to March 2017 is provided.
- 6.17 The SHLAA identifies a windfall allowance of 169 dwellings per annum and states that windfalls will be included from year 4 of the trajectory. Included at Annex 5 of the SHLAA is City of York Local Plan Windfall Allowance Technical Paper (2017) which explains how the windfall figure has been derived.
- 6.18 The SHLAA does not provide any detailed calculation to demonstrate how a 5-year housing land

supply is achieved. This is wholly unacceptable and does not demonstrate the deliverable 5 year housing land supply as required by national guidance.

City of York Local Plan Publication Draft [LPP]

- 6.19 The Council published its LPP in February 2018 for public consultation. Policy H1 identifies the sites which have been allocated to meet the housing requirement set out in Policy SS1 over the plan period 2017/18 to 2032/33 (867dpa).
- 6.20 Table 5.1 in the LPP identifies the sites which have been allocated in the LPP and provides the estimated dwelling yield and estimated phasing for these sites (i.e. Short Term: Years 1-5, Medium Term: Years 1 -10 etc.). For those sites where the phasing extends beyond years 1-5, the anticipated delivery of the sites in each 5 year phase is not confirmed.
- 6.21 The LPP (Figure 5.1 and Table 5.2) provides housing trajectories for the period April 2017 to March 2033 (16 years) against the identified housing target of 867dpa. The LPP [5.6] states that the trajectory shows there is an adequate supply to meet the objectively assessed need throughout the plan period. However, there is a lack of detailed evidence on the supply to demonstrate this position.
- 6.22 Lichfields notes that the period March 2017 to April 2018 has been identified as Year '0', rather than Year '1', which would be the usual approach. Years 0 to 4 (rather than Years 1 to 5) is therefore the period against which the Framework requirement of achieving a 5-year supply would be assessed.
- 6.23 The information provided in the trajectories is high level. They do not provide an annual housing delivery trajectory for each site over the plan period. The Council simply provides an assumed total completion figure for all sites each year without detailed reasoning on the methodology for deriving this figure. In addition, there is a lack of evidence in the SHLAA on lead-in times and delivery rate assumptions for the Council's unimplemented permissions and draft allocations.
- 6.24 With regard to providing a rolling 5 year supply of deliverable sites the LPP [5.9] states:

"The Council accepts that there has been persistent under delivery of housing as defined in the NPPF and consequently has included enough land in the early years of the trajectory to ensure there is a 20% buffer in the 5 year supply. This land has been brought forward from later in the plan period. Progress on meeting delivery targets will be assessed through the authority monitoring report and the 20% buffer will be rolled forward within the 5 year supply until such time as the under delivery has been satisfactorily addressed. This does not mean that overall more land has been allocated in the plan, what it does mean is that the development trajectory (see Figure 5.1) ensures that in the early years of the plan additional land is available to address previous under delivery".

However, as with the SHLAA, the LPP does not provide any detailed calculation to demonstrate how the 5-year housing land supply is achieved.

- 6.25 With regard to site yield and delivery, the LPP [5.12] notes that the yield for each of the strategic sites has been established through working with site promoters to produce an individual assessment of the yield for each site. For non-strategic sites the LPP refers to the yield archetypes identified in the SHLAA [2.6.2].
- 6.26 With regard to the delivery and phasing of allocated sites the LPP [5.13-5.14] states:

"Each allocated site has been assessed for its likelihood of being delivered to ensure that we are satisfied that each site is likely to come forward for development during the plan period, although ultimately this can be dependent upon external factors such as finance

availability for house builders, mortgage availability for purchasers and the aspirations of landowners. In all cases there have been discussions with the land owner about their current plans. We have at this stage placed each allocated site within a timescale of short (1-5 years), medium (6-10 years), long term (11-15 years) or life time of the plan (1-21 years). The timescale of each site is an indication of when we think the site is likely to come forward and reflects the timescale put forward by the landowner or developer in the discussions referred to above, the requirement to develop the most sustainable sites within a settlement first and viability”.

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

- 6.27 As with the SHLAA, there is a lack of evidence in the LPP on lead-in times and delivery rate assumptions for the Council’s unimplemented permissions and draft allocations. This is a flawed approach which does not meet the requirements of national guidance.

Conclusion

- 6.28 The Council has compiled and recently published housing completions figures for the past ten monitoring years as well as published detailed site by site completion figures for the past 5 years. However, the Council’s housing land supply figures do not provide an annual housing delivery trajectory for each site over the plan period. The Council simply provides an assumed total delivery figure for each site without detailed reasoning on the methodology for deriving this figure.
- 6.29 Insufficient information has also been provided on the assumptions used to derive the Council’s proposed delivery in the LPP and associated evidence base documents. There is a distinct lack of evidence on lead-in times and delivery rate assumptions for the Council’s unimplemented permissions and draft allocations.
- 6.30 Furthermore, the Council includes several student sites in its future supply, which is inappropriate, as there is no justification regarding how these developments will result in the release of housing into the general housing market as required by the Practice Guidance. In particular, no robust evidence has been provided to clearly demonstrate that there has been a reduction in the number of general market dwellings occupied by students as a direct result of the provision of purpose-built student accommodation. As a result, the Council’s land supply figures risk being severely distorted.

7.0 Housing Requirement

Introduction

- 7.1 The Framework⁶⁷ and Practice Guidance require LPAs to demonstrate a developable 5-year supply and a deliverable supply for the period 5-15 years. This requires an understanding of the relevant housing requirements for each of these time periods.
- 7.2 This Technical Report sets out a critique of the Council's OAHN and the need to increase the target to meet the needs of the local community. This section briefly sets out the relevant figures to be used for both the 5-year assessment and the plan period assessment.

Plan Period Housing Requirement

- 7.3 The Council's SHMA Assessment Update seeks to provide the evidence to justify the housing requirement for the City of York Local Plan. It sets the Plan period as 2012-2032.
- 7.4 This Technical Report sets out the flaws in the SHMA Assessment Update and the Council's approach in rejecting the 953 dpa figure recommended in the SHMA Assessment Update. It requests that the OAHN is recalculated using an appropriate methodology. Lichfields considers that the Council's SHMA makes a number of flawed assumptions and judgements and does not properly respond to the requirements of policy and guidance. As a result, the proposed OAHN set out in the SHMA is not robust and is inadequate in meeting the need and demand for housing.
- 7.5 Even so, the Council has resolved to reject the OAHN of 953 dpa set out in the SHMA update and adopt a figure of 867 dpa, based on the latest revised SNHP published by ONS and MHCLG with no adjustment for market signals or affordable housing. By way of contrast, MHCLG's standard methodology produces an OAHN figure of 1,070 dpa, significantly higher than adopted by the Council which again demonstrates the inappropriateness of the Council's approach.
- 7.6 As noted in Section 4, Lichfields considers that the OAHN for York is **at least 1,150 dpa**. To be robust however, for the purposes of this report, we have also used GL Hearn's 953 dpa OAHN figure to calculate the City's 5YHLS.

5-Year Housing Requirement

Annual Requirement

- 7.7 When calculating the 5-Year Housing Requirement the annual average requirement should be used. As there is disagreement over the appropriate OAHN with the Council preferring a housing requirement of 867 dpa rather than their own housing evidence which suggests a need for 953 dpa figure in the SHMA Update, with Lichfields recommending a yet higher figure (1,150 dpa). All three are used in this assessment.
- 7.8 We would note that whichever figure is used, it does not include the specific needs of students living in halls of residence, which would be additional as these are explicitly excluded from the CLG's household projections.

⁶⁷ Framework - §47

Under Supply

- 7.9 The Practice Guidance⁶⁸ indicates that LPAs should aim to deal with any under supply within the first 5-years of the plan period where possible. Table 7.1 sets out the net completions recorded by the Council since 1st April 2007 compared to the now withdrawn RS for Yorkshire and the Humber requirement which the Council has been using in the absence of an adopted Local Plan. Table 7.1 shows the failure of York to deliver housing to meet the needs of the community.

Table 7.1 Housing Completions 2007/08 - 2016/17

Year	Target	Comp.	+/-	Cum +/-
2007/08	650	523	-127	-127
2008/09	850	451	-399	-526
2009/10	850	507	-343	-869
2010/11	850	514	-336	-1,205
2011/12	850	321	-529	-1,734
2012/13	850	482	-368	-2,102
2013/14	850	345	-505	-2,607
2014/15	850	507	-343	-2,950
2015/16	850	1,121	+271	-2,679
2016/17	850	977	+127	-2,552
Totals	8,300	5,748	-2,552	

Source: York Housing Monitor Update for Monitoring Year 2016/17

- 7.10 The Council has produced a Half-Year Monitoring Update for 2017/18 (1st April 2017 to 30th September 2017). This indicates that net completions over this period have totalled 1,036 dwellings.
- 7.11 However, as details of the full monitoring year 2017/18 are not yet available it is not possible to include this latest dataset in the analysis.
- 7.12 Table 7.2 sets out the net completions recorded by the Council since 1st April 2012 compared to the Council's requirement and the Lichfield's target. In this context it should be noted that the Lichfield completions exclude the student accommodation (180 units) previously included in the Council's delivery figures for the reasons set out in Section 6.0. The table shows the failure of York to deliver sufficient housing to meet the emerging OAHN.

⁶⁸ Practice Guidance - ID:3-035-20140306

Table 7.2 Housing Completions

Year	Council Position				SHMA OAHN				Lichfield Position			
	Target	Comp.	+/-	Cum +/-	Target	Comp.	+/-	Cum +/-	Target	Comp.	+/-	Cum +/-
2012/13	867	482	-385	-385	953	482	-471	-471	1,150	385	-765	-765
2013/14	867	345	-522	-907	953	345	-608	-1,079	1,150	345	-805	-1,570
2014/15	867	507	-360	-1,267	953	507	-446	-1,525	1,150	507	-643	-2,213
2015/16	867	1,121	+254	-1,013	953	1,121	168	-1,357	1,150	1,121	-29	-2,242
2016/17	867	977	+110	-903	953	977	24	-1,333	1,150	894	-256	-2,498
Totals	4,335	3,432	-903		4,765	3,432	-1,333		5,750	3,252	-2,498	

Source: York Housing Monitoring Update for the Year 2016/17 / Lichfields analysis

Application of the Buffer

- 7.13 Judgements on the appropriate Framework buffer (i.e. 5% or 20%) to apply turns on whether there is a record of “*persistent under delivery*”.
- 7.14 In this case, the Council has under-delivered in 8 of the past ten years when compared to the previous housing target and the emerging Local Plan (see Tables 7.1 & 7.2). A ten year period is considered to represent an entire economic cycle and an appropriate period for considering past delivery. This results in a substantial shortfall which needs to be quickly rectified. It is therefore appropriate to apply a 20% buffer to help address the significant delivery failings. This approach aligns with the Framework⁶⁹ objective to “*boost significantly*” the supply of housing and ensure that objectively assessed housing needs are met.
- 7.15 In respect of applying the buffer, it should be applied to both the forward requirement and the under supply. This approach accords with the Framework, which suggests that the buffer should be added to the total requirement which would, inevitably, include any under delivery from earlier years. In this regard, the purpose of the buffer is to increase the supply of land; it does not change the number of houses required to be built within that period. Put simply, the buffer is not, and it does not become, part of the requirement; it is purely a given excess of land over the land supply necessary to permit the identified need for housing to be delivered.
- 7.16 There have been a number of appeal decisions supporting this approach. In particular, the appeal in Droitwich Spa⁷⁰ where the Inspector indicated that the buffer should be applied to the forward requirement and under supply. He stated:
- “It is also clear that the 20% buffer should be applied to the entire 5-year requirement (including the historic shortfall). The Council could not point to any provision in policy or previous decisions which supports the contention that the 20% should not apply to the historic shortfall...”* [§8.46]
- The Secretary of State supported this approach in his decision letter.⁷¹
- 7.17 Table 7.3 sets out respective positions in relation to the 5-year requirement.

⁶⁹ Framework - §47

⁷⁰ Land at Newland Road and Primsland Way, Droitwich Spa (SoS Decision 02.07.14 – Ref: APP/H1840/A/13/2199085)

⁷¹ *ibid* – DL §14

Table 7.3 5-Year Housing Requirement

	Council		SHMA OAHN		Lichfields	
	Calc.	Total	Calc.	Total	Calc.	Total
Policy Requirement (2017-2022)	867 dpa x 5	4,335	953 dpa x 5	4,765	1,150 dpa x 5	5,750
Under Supply (2012-2017)	4,335 – 3,432	903	4,765 – 3,432	1,333	5,750 – 3,252	2,498
Buffer at 20%	$(4,335 + 903) \times 0.2$	1,048	$(4,765 + 1,333) \times 0.2$	1,220	$(5,750 + 2,498) \times 0.2$	1,650
Total Requirement		6,286		7,318		9,898
Annual Requirement	6,286 / 5	1,257	7,318 / 5	1,464	9,898 / 5	1,980

Source: Lichfields

7.18 On this basis, the 5-year requirement ranges from **6,286** to **9,898** dwellings.

Conclusion

- 7.19 The SHMA Update sets out an OAHN for York of 953 dpa; however, the Council has ignored this figure and adopted 867dpa for the plan period. Lichfields considers that an OAHN of 1,150 dpa is more appropriate. Even this figure explicitly excludes the needs of students living in purpose-built halls of residence.
- 7.20 The appropriate plan period is for this assessment is 2012-2032. We have set out the Council's past completion data and consider that a 20% buffer is required due to the persistent under delivery of housing in the City over the past 10 years.
- 7.21 When using the Council's OAHN and factoring in backlog and an appropriate buffer it is concluded that the annual housing requirement over the next 5-years is 6,286 (1,257 dpa), rising to 7,318 (1,464 dpa) using the SHMA's OAHN. Using Lichfields' OAHN figure would result in an annual requirement of 9,898 (1,980 dpa) over the next 5-years.

8.0 Housing Land Supply

Introduction

8.1 This section assesses the adequacy of the deliverable and developable supply of housing sites to meet the requirement for the plan period and 5-year period. It draws on the information supplied by the Council in the LPP and associated evidence base.

8.2 Before considering the individual components of the supply some initial points on the assumptions made by the Council on deliverability, particularly in relation to lead-in times and delivery rates. In this context it is important to be cautious in relation to the likelihood of sites delivering and the scale of that delivery. This is because the purpose of the assessment is to provide a realistic view of whether there is sufficient land available to meet the community's need for housing. If those needs are to be met a cautious approach must be taken.

Delivery Assumptions

Lead in Times

8.3 From the information released to date by York City Council it is impossible to decipher the Council's assumed lead in times for the proposed housing allocations outlined in the LPP.

8.4 Whilst housebuilders aim to proceed with development on site as quickly as possible, lead-in times should not underestimate inherent delays in the planning process (e.g. the approval of reserved matter and discharge of planning conditions) as well as the time taken to implement development (e.g. complete land purchase, prepare detailed design for infrastructure, mobilise the statutory utilities and commence development).

8.5 Another fundamental element in calculating appropriate lead-in times is the size and scale of the site. As a generality, smaller sites can commence the delivery of units before larger sites. Larger sites often have more complex issues that need to be addressed and require significantly greater infrastructure development which must be delivered in advance of the completion of units.

8.6 Table 8.1 sets out our general methodology in terms of lead-in times. We have split the methodology by site size and stage in the planning process.

Table 8.1 Lead-in Times

Stage of Planning	0-250 units	250-500 units	500+ units
Full Planning Permission	1 Year	1.5 Years	2 Years
Outline Planning Permission	1.5 Years	2 Years	2.5 Years
Application Pending Determination	2.5 Years	3 Years	3.5 Years
No Planning Application	3 Years	3.5 Years	4 Years

Source: Lichfields

8.7 We provide a detailed breakdown in Table 8.2 to Table 8.5 of the lead-in times and the factors that have been taken into account. The tables, breakdown the lead in times for a typical site of up to 250 units. Obviously, the larger site categories would take long to come forward as given the additional complexities in relation to negotiate S.106 contributions, discharge conditions

and put in place the necessary on-site infrastructure.

- 8.8 We have incorporated a period between the grant of outline planning permission and the formulation of the scheme to allow for market assessments and board approvals. Finally, if the outline permission has been secured by a land promoter or a landowner the site would need to be marketed during this period. This period has not been included but would add between 6 months to 9 months to the delivery.
- 8.9 On the sites with no current planning application, the timetable assumes there is a willing developer/landowner who wishes to commence the preparation of an application immediately. However, this is not always the case and a draft allocation in a Local Plan does not necessarily mean the process of securing planning permission is commenced immediately.

Table 8.2 Full Planning Permission - Lead-in Times (Site up to 250 units)

Key Stages	Prep of App.	Consider App.	S.106	Site Prep.	First Comp.	Total
Full Permission						
Discharge of Pre-Commencement Conditions	3	2				5
Site Commencement				3	6	9
Overall Time to 1st Completion						14*

Source: Lichfields

Notes: * rounded down to 12 months for the purposes of calculating a delivery trajectory.

Not included time within the timetable for market assessment and board approval as it is assumed this has been completed

Table 8.3 Outline Planning Permission - lead-in Times (Site up to 250 units)

Key Stages	Prep of App.	Consider App.	S.106	Site Prep.	First Comp.	Total
Outline Permission						
Reserved Matters and Discharge of Pre-Commencement Conditions	6	4				10
Site Commencement				3	6	9
Overall Time to 1st Completion						19*

Source: Lichfields

Notes: * rounded down to 12 months for the purposes of calculating a delivery trajectory.

Not included time within the timetable for market assessment and board approval as it is assumed this has been completed

Table 8.4 Application Pending Outline Permission - Lead-in Times (Site up to 250 units)

Key Stages	Prep. of App.	Consider App.	S.106	Site Prep.	First Comp.	Total
Outline Application		4	3			7
Market Assessment						3
& Board Approval	6	4				10
Reserved Matters and/or Discharge of Pre-Commencement Conditions				3	6	9
Overall Time to 1st Completion						29*

Source: Lichfields

Notes: * rounded to 30 months for the purposes of calculating a delivery trajectory.

Table 8.5 No Planning Application - Lead-in Times (site up to 250 units)

Key Stages	Prep of App.	Consider App.	S.106	Site Prep.	First Comp.	Total
Application	6	4	3			13
Market Assessment						
& Board Approval						3
Reserved Matters and/or Discharge of Pre-Commencement Conditions	6	4				10
Site Commencement				3	6	9
Overall Time to 1st Completion						35*

Source: Lichfields

Notes: * rounded to 36 months for the purposes of calculating a delivery trajectory.

- 8.10 The lead-in times set out in these tables are likely to be an underestimate based on the recent report by Barratt Homes and Chamberlin Walker.⁷² The report notes that:

“New data for 2017 presented in this report, from Barbour ABI, indicates that ‘post-planning permission’ development timescales (C+D) have increased markedly: on sites of 20 homes or more it now takes at least 4.0 years on average from the grant of detailed planning permission to site completion, compared to the earlier LGA estimates of 1.7 to 3.2 years.”

In these circumstances the Council must set out clearly the lead-in times that are assumed and demonstrate that they are sound and robust. This is clearly not the case with the current evidence base.

Delivery Rates

- 8.11 Whilst housebuilders aim to deliver development on site as quickly as possible, in a similar fashion to the lead-in times outlined above, the annual delivery rate on sites will depend on a number of factors including overall site capacity. In our experience, sites with a capacity of less than 250 units are built out by one housebuilder using one outlet. As such, a reasonable average

⁷² The Role of Land Pipelines in the UK Housebuilding Process (September 2017) Barratt Homes & Chamberlin Walker

annual delivery rate in York is 40 dpa for sites with a capacity of less than 250 units. However, on sites of less than 100 units we have assumed a lower delivery rate of 25 dpa as these sites will generally be delivered by smaller housebuilders.

- 8.12 Generally, in York on sites with a capacity of between 250 units and 500 units there is often a second developer (or national housebuilders use a second outlet) delivering units simultaneously. As such, annual delivery rates increase but not exponentially to the number of housebuilders or delivery outlets. In our experience in the current market, sites with 2 outlets deliver approximately 65 dpa.
- 8.13 Finally, on large-scale sites with a capacity of more than 500 units, there are often up to three housebuilders or outlets operating simultaneously. As before, this does not increase delivery exponentially but it can be expected that three outlets operating simultaneously on a large scale would deliver approximately 90 dpa.

Table 8.6 Annual Delivery Rates

	0-100 units	100-250 units	250-500 units	500+ units
Annual Delivery	25 dpa	40 dpa	65 dpa	90 dpa

Source: Lichfields

- 8.14 Lichfields considers that it would be appropriate to apply the delivery rates identified above. The quantum of delivery of units on a site can be affected by a significant number of factors including local market conditions, general economic conditions, proximity to competing site, housing market area, type and quality of unit and the size of the development. There will be a number of sites in York that will experience higher annual delivery rather than the averages outlined above but there will also be a number of who deliver below the average also. It is therefore important not to adopt an average delivery rate which may only be achieved by a small minority of the strategic sites.

Density Assumptions

- 8.15 The 2017 SHLAA (page 20) sets out the density assumptions for each residential archetype.
- 8.16 It is considered that, the proposed densities are overly ambitious and will not be achieved on average on sites throughout York. For example, from our experience, it is not anticipated an average density of 50dph on sites of 1ha+ with a gross to net ratio of 95% can be achieved. Meeting open space requirements alone will preclude this ratio. There will be a very limited number of examples where this density has been achieved but a more appropriate and conservative figure should be pursued in the absence of firm details from a developer. The gross to net ratio at most should be 85%, although this can reduce to less than 60% for larger developments with significant infrastructure requirements.
- 8.17 Secondly, it is considered that a density of 40dph on suburban sites is highly aspirational and is unlikely to be achieved across a significant number of sites. This density is characterised by housing for the smaller households and thus not suitable for family accommodation. Our housebuilder clients and local intelligence has reaffirmed our concerns with the proposed average densities. Unless there is specific evidence to the contrary the default density on suburban sites should be 35 dph.
- 8.18 The Council has not provided sufficient information to back up their assumptions and we consider that these development densities should be revised downwards to ensure that the capacity of sites is not artificially inflated. Assumptions on development densities in the

absence of specific developer information should air on the side of caution and we consider that the details in the 2017 SHLAA are at variance with this principle.

Components of the Housing Supply

- 8.19 The components of the Council's supply are set out in the LPP. The LPP does not set out a delivery trajectory for each site and only sets out the expected delivery from each site over the plan period.
- 8.20 The information provided in the trajectory in the LPP is high level. It does not provide an annual housing delivery trajectory for each site over the plan period. The Council simply provides an assumed total completion figure for all sites each year without detailed reasoning on the methodology for deriving this figure.
- 8.21 As set out above, the Council includes several student sites in its future supply which is inappropriate as no robust evidence has been provided to demonstrate that there has been a reduction in the number of general market dwellings occupied by students as a direct result of the provision of purpose-built student accommodation. As a result, including student accommodation in the supply is flawed and risks severely distorting the figures.

Sites with Planning Permission

- 8.22 It is now a standard approach that sites with planning permission should be included in the supply (unless there is a good reason to exclude them) whereas sites without planning permission should be excluded (unless there is a good reason to include them). This interpretation is entirely logical as the absence of a planning permission is a clear impediment to development, which is contrary to the test that land should be available now.
- 8.23 The LPP [§5.3] indicates that, as at 11th April 2017, there were extant planning permissions for 3,578 homes which will contribute towards meeting the overall housing requirement in the Plan. However, the Council has not identified these sites nor has it provided a delivery trajectory for each site to demonstrate how each of these sites contributes to delivery over the Plan period or to the 5-Year housing land supply. In the absence of this information it is not possible to ascertain whether these sites should be included in the supply. Lichfields therefore reserves the right to provide further comment on this matter as and when more detailed information is made available.

Allocations

- 8.24 Table 5.1 of the LPP identifies the housing and strategic sites which are proposed for allocation. It provides an estimated dwelling yield and estimated phasing for these sites (i.e. Short Term: Years 1-5, Medium Term: Years 1-10 etc.). For those sites where the phasing extends beyond years 1-5, the anticipated delivery of the sites in each 5 year phase is not confirmed.
- 8.25 The Council has not provided a detailed delivery trajectory for each of the Potential Strategic Housing Allocations and Potential General Housing Allocations. The Council has simply provided a figure for the total dwellings to be provided for the plan period without any justification or clarification on the assumptions used to derive the delivery figure. Lichfields therefore reserves the right to provide further comment on this matter as and when more detailed information is made available.
- 8.26 The estimated phasing in LPP Table 5.1 indicates that a number of large strategic sites are to commence delivery in Year 1. With regard to this matter, Lichfields would like to express a degree of caution in relation to resourcing issues at the Council. The Council are assuming that a significant number of large planning applications will be submitted and determined concurrently in a relatively short space of time. It is not clear if the Council has fully considered

the resourcing issues associated with dealing with all these application at the same time. In our experience, the Council's Department may not have sufficient capacity to deal with a number of major applications at the same time.

- 8.27 Based on the information provided, Lichfields also consider there are a number of sites where the delivery of development has been substantially overestimated by the Council, including the examples below.

Sites ST14 Land to West of Wigginton Road & ST15 Land to West of Elvington Lane

- 8.28 The estimated phasing in LPP Table 5.1 indicates that sites ST14 (Land to West of Wigginton Road) and ST15 (Land to West of Elvington Lane) will begin to deliver in Year 1 (2018/19). Lichfields consider this anticipated early delivery to be unrealistic for a number of reasons:
- 1 The sites are located within the Green Belt and no application is likely to be permitted until the Local Plan is adopted.
 - 2 A clear strategy is needed to deliver the sites during the plan period. Both are in multiple ownerships and the siting of each allocation without access to a public highway introduces an added level of complexity in negotiation and agreement between the parties involved.
 - 3 In view of their size and complexity much work will be needed to develop masterplans and establish viability of the developments to be progressed through the planning system.
 - 4 Detailed masterplans will be required to secure an appropriate form of development and ensure a phased delivery of the on-site services and facilities.
 - 5 Given the scale and location of the developments the schemes will need to be subject to full environmental assessment, especially to consider the likely impact on landscape, ecology and transportation and historic character of the City.
 - 6 The sites are isolated and there is no existing infrastructure capable of accommodating the proposed level of development. Both sites do not have frontage to a public highway with capacity that would allow even the smallest amount of development to commence. Their development will require major off-site highway improvements and new highway access roads and junctions. Other utilities will need to be procured and delivered in advance of any construction works on the site. This will inhibit the early delivery of the developments.
 - 7 The proposed sites are not obviously sustainable in that they are not easily accessible to existing social and community facilities or located close to existing public transport routes. Considerable effort will need to be made to ensure the allocations do not become satellite, dormitory communities wholly reliant on private transport for every journey away from the home.
- 8.29 The proposed delivery of units in Year 1 (2018/19) is ambitious and unrealistic given the extensive infrastructure requirements which will need to be put in place in advance of any development taking place. In addition, in view of the application of restrictive Green Belt policy it is inevitable that once the Local Plan is adopted the City of York Council will receive many planning applications for both large and smaller developments. Processing these applications will inevitably cause added delay, especially to the major, complex, housing allocations.
- 8.30 We consider that the identification of a portfolio of small site allocations (e.g. up to 250 dwellings) would assist in meeting any shortfall created by the delay in large sites delivering dwellings early in the plan period.

Windfalls

- 8.31 The Council claims that 169dpa will be delivered on windfall sites from Year 3 of the trajectory (2020/21) and provides justification for their windfall allowance in its Windfall Allowance Technical Paper (2017).

- 8.32 The Framework⁷³ sets out the local planning authorities may make allowance for windfall sites in the 5-year supply if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply. Furthermore, any allowance should be realistic having regard to the SHLAA, historic windfall delivery rates and expected future trends.
- 8.33 Lichfields accept that windfalls should be included in the overall housing delivery trajectory but only consider that they are appropriate outwith the first 5-year period. The inclusion of a significant windfall figure in earlier years increases the likelihood of artificially inflating the housing delivery figures in year 3 and double counting sites with permission. It does not account for any potential delays to the build out sites with extant consent. As such, the windfall allowance should be amended to only make an allowance from Year 5 (2022/23) onwards.
- 8.34 The Council consider that an annual windfall of 169dpa is appropriate to take account of potential delivery on sites of <0.2ha and completions on change of use and conversion sites.
- 8.35 However, the figure of 169 dwellings has only been achieved four times over the past 10 years and only twice since the base date of the new plan period (2012). This is during a period when the application of a very tight inner Green Belt boundary has precluded urban edge development at a time of ever increasing housing demand. In such circumstances it would have been an ideal period for windfall development to increase; but it did not. There is therefore no justification for such a high allowance.
- 8.36 In relation to the delivery on sites of <0.2ha, Lichfields consider that the proposed windfall allowance is too high because tightly defined settlement boundaries in York and surrounding settlements means there is a finite supply of sites which can come forward. This supply has been curtailed by the change in definition of previously developed land (June 2010) to remove garden sites. In addition, the Council started to request small sites to make contributions towards affordable housing provision and required rural sites with a capacity of more than 15 units to provide on-site affordable housing. This has made the provision of units on small sites less attractive to the market. Since the policy change and the introduction of affordable housing contributions the quantum of completions on windfall sites in York has plummeted. As a consequence, the future supply from this source should only consider the average completion rate since 2009/10 of 33dpa.
- 8.37 In relation to the delivery from conversions, the average completion figure in the past three years is largely dependent on recent changes to permitted development rights. As a consequence, it is considered that after an initial surge the conversion rate will revert back to the long term average. It is likely that the optimum conversion sites will be completed in the short term and the less sustainable and attractive office developments in York will not be converted. As such the average conversion rate from 2007/08 to 2013/14 of 64dpa should be used.
- 8.38 Based on the above assessment it is considered that the proposed windfall allowance should be reduced from 169dpa to 100dpa (rounded up from 97) which represents a far more realistic windfall allowance over the plan period. The incorporation of this figure would ensure that the Council's trajectory is not artificially inflated, can be realistically achieved and would only be incorporated into the delivery trajectory at Year 5 (2022/23) to ensure no double counting.
- 8.39 It is considered that the Council's information does not adequately justify a windfall allowance of 169dpa and does not provide sufficient certainty that this figure will be achieved over the plan period. We reserve the right to revise our position on windfalls if the Council prepares and releases further justification.

⁷³ The Framework, §48

Conclusion

- 8.40 Lichfields has undertaken an analysis of the Council's evidence base documents and consider that the evidence provided by the Council is not sufficient to demonstrate that the dwelling requirement over the plan period and a 5-Year supply will be achieved. It is also considered that some of the proposed delivery rates on sites are unfounded and unrealistic.

9.0 **Balance of the Requirement and Supply**

Introduction

9.1 The Council has not produced a trajectory or a detailed assessment of the 5-year supply position, as required by the Framework. In these circumstances, it can only be assumed that the Council considers that it can demonstrate an adequate housing supply in the initial 5-year period and over the plan period. However, no evidence has been produced to demonstrate this position.

9.2 As a consequence, this section sets out an assessment of the housing supply against the three OAHNs for York (set out in Section 4).

5-Year Supply

Adequacy of Supply

9.3 The five year supply has been assessed against the Council's LPP housing target of 867 dpa; the SHMA Update's OAHN of 953 dpa; and Lichfields OAHN (1,150 dpa). The requirement is then compared to the Council's supply figures. The assessments in both cases make provision for the backlog and 20% buffer for persistent under delivery as calculated in Section 7. The calculation of Lichfields' position excludes any windfall allowance for the reasons we have set out in this Technical Report. As the Council has not provided adequate evidence to show how committed, allocated sites, student housing etc. factor into the housing supply, it has not been possible to fully assess the supply position and make further amendments. However, on the basis of our comments above, it is likely that this would reduce the housing supply considerably. Table 9.1 sets out the relative positions.

Table 9.1 5-Year Housing Land Supply Position using the Council's and Lichfields' OAHNs

Housing Requirement (2017-2022)		York Assumed Position		SHMA OAHN		Lichfields' Position	
Local Plan OAHN (dpa)			867		953		1,150
5 Year Requirement	2017-2022		4,335		4,765		5,750
Backlog	2012-2017	903		1,333		2,498	
Framework Buffer	20%	1,048		1,220		1,650	
Sub Total		1,951	1,951	2,553	2,553	4,148	4,148
5-year Requirement	2017-2022		6,286		7,318		9,898
Annual 5-year requirement			1,257		1,464		1,980
Housing Supply (2017-2022)							
Projected Housing Completions including Windfall Allowance from Year 3 (windfall allowance excluded from Lichfields' Position)			5,902		5,902		5,769
Total Supply	2017-22		5,902		5,902		5,769
Difference (Undersupply expressed as a minus)			-384		-1,416		-4,129
5-Year Supply Expressed as Years of Residual Annual Requirement			4.70		4.03		2.91

Source: Lichfields Analysis

- 9.4 The table demonstrates that even when comparing the likely delivery within the 5-year period to the Council's OAHN, there is not an adequate supply of housing land. Based on the Council's approach, there is only a supply of 4.70 years (with an undersupply of 384 dwellings), falling to 4.03 years if the higher SHMA OAHN is applied. If the Lichfields OAHN is used there is a supply of 2.91 years and a shortfall of 4,129 dwellings.
- 9.5 In addition, for the reasons we have raised in the previous section, the Council's 5-year supply figure of 5,902 dwellings is considered to be optimistic and all of this supply is unlikely to come forward over the 5-year period, which would further exacerbate the supply shortfall. Furthermore, including student accommodation in the supply without clearly evidencing how this would release housing onto the market elsewhere is not in accordance with the Practice Guidance or recent High Court judgements, and risks severely distorting the Council's land supply figures as a consequence.

Implications of the 5-Year Supply Position

- 9.6 The Council has a significant shortage of housing land in the first 5-years. This is a significant issue for the Council which means the plan is not 'sound' in its current form. It is therefore imperative that additional sites are allocated for housing to tackle this issue. These should be sites without any immediate constraints that can be delivered quickly once the plan is adopted.

The Plan Period Supply

- 9.7 There is also a significant shortfall of housing over the Plan period, when assessed against the Lichfields OAHN of 1,150 dpa and the 2,498 dwelling shortfall in delivery for the period 2012 to 2017 identified in Table 7.2 (a total figure of 20,898 dwellings over the Plan period 2012 to 2033). LPP Table 5.2 indicates a supply of 18,839 dwellings which is equivalent to a shortfall of 2,059 dwellings over this period.

Conclusion

- 9.8 The Council has not produced a trajectory or a detailed assessment of the 5-year supply position as required by the Framework. No evidence has therefore been produced to demonstrate the Council's housing supply position.
- 9.9 The assessment of the balance between the housing requirement and supply demonstrates that there is a significant shortfall for 5-year period. For the plan period, there is also a significant shortfall when assessed against the Lichfields assessment of the OAHN.
- 9.10 In these circumstances, the emerging plan is not 'sound' as required by the Framework, as the Council has not demonstrated an adequate short and longer-term supply as required by national guidance.
- 9.11 The Council should allocate additional land to meet the housing needs of the community and these sites should be able to deliver early in the plan period. This is the only approach that will deliver a 'sound' plan and enable the much needed investment in new housing to meet the community's needs.
- 9.12 It should be noted that the above assessment is reliant upon the information provided in the LPP and associated evidence base documents. Lichfields therefore reserves the right to update the above evidence as and when further information becomes available, particularly regarding student housing needs.

10.0 Summary

Context

- 10.1 The Framework sets out that LPAs should use their evidence base to ensure they meet the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in the Framework.
- 10.2 The SHMA Assessment Update makes a number of assumptions and judgements which Lichfields considers to be flawed, or which do not properly respond to the requirements of policy and guidance. As a result, the concluded OAHN is not robust and is inadequate to meet need and demand within the HMA.

Conclusions on the City of York's Housing Need

- 10.3 The Council's approach to identifying an assessed need of 867 dpa in the introductory section of the SHMA Assessment Update is considered to be fundamentally flawed. This is effectively a 'policy-on' intervention by the Council which should not be applied to the OAHN. It has been confirmed in the Courts that FOAN is 'policy off' and does not take into account supply pressures. The Council's approach to identifying the OAHN, as set out in the SHMA Assessment Update, would therefore be susceptible to legal challenge. The calculation of OAHN should therefore be based on the normal 'policy-off' methodology.
- 10.4 There are a number of significant deficiencies in the SHMA Assessment Update which means that the 953 dpa OAHN figure identified in the Assessment Update is not soundly based. In particular:
- 1 GL Hearn clearly accepts that an increase in household formation rates is necessary to respond to continued suppression of household formation rates within younger age groups within the official projections. However this demographic-led figure of 871 dpa does not appear to have been carried forward by GL Hearn in calculating the resultant housing need, as noted below. Lichfields agree with making an adjustment for demographic and household formation rates. However, it would be illogical to revert back to unadjusted projections of 867 dpa and then take this to apply the adjustment for market signals and affordable housing, when a demographic need of 871 dpa has been identified.
 - 2 Overall, the Assessment Update fails to distinguish between the affordable housing needs of the City of York and the supply increase needed to address market signals to help address demand. Instead the SHMA blends the two elements within the same figure resulting in a conflated figure which is lower than the level of uplift deemed reasonable by the Eastleigh and Canterbury Inspectors, despite the fact that market signals pressures in York indicate signs of considerable stress and unaffordability. The Practice Guidance is clear that the worse affordability issues, the larger the additional supply response should be to help address these.
 - 3 Given the significantly worsening market signals identified in City of York, Lichfields consider that a 20% uplift would be appropriate in this instance and should be applied to the OAHN, plus a further 10% uplift to help address affordable housing needs.
- 10.5 The scale of objectively assessed need is a judgement and the different scenarios and outcomes set out within this report provide alternative levels of housing growth for the City of York. Lichfields considers these to be as follows:
- 1 **Demographic Baseline:** The 2014-based household projections indicate a net household growth of 867dpa between 2014 and 2024 (including a suitable allowance for vacant/second homes. Once a suitable adjustment has been made to rebase the projections to the (slightly lower) 2015 MYE, and through the application of accelerated headship rates

amongst younger age cohorts takes the demographic starting point to 871dpa.

- 2 **Market Signals Adjustment:** GL Hearn's uplift is 10%. However, for the reasons set out above, Lichfields considers that a greater uplift of 20% would be more appropriate in this instance. When applied to the 871dpa re-based demographic starting point, this would indicate a need for 1,045dpa.

The demographic-based projections would support a reasonable level of employment growth at levels above that forecast by Experian, past trends or the Blended job growth approach. As such, no upward adjustment is required to the demographic-based housing need figures to ensure that the needs of the local economy can be met;

- 3 The scale of **affordable housing needs**, when considered as a proportion of market housing delivery, implies higher levels of need over and above the 1,045dpa set out above. It is considered that to meet affordable housing needs in full (573dpa), the OAHN range should be adjusted to 1,910dpa @30% of overall delivery. It is, however, recognised that this level of delivery is likely to be unachievable for York. Given the significant affordable housing need identified in City of York Lichfields consider that a further 10% uplift would be appropriate in this instance and should be applied to the OAHN, resulting in a final figure of **1,150 dpa**.

This is 7.5% higher than the MHCLG proposed standardised methodology figure of 1,070 dpa.

- 10.6 This allows for the improvement of negatively performing market signals through the provision of additional supply, as well as helping to meet affordable housing needs and supporting economic growth. Using this range would ensure compliance with the Framework [§47] by significantly boosting the supply of housing. It would also reflect the Framework [§19], which seeks to ensure the planning system does everything it can to support sustainable development. We would note that these figures do not include the need for specialised student accommodation, which would be additional.

Conclusions on Housing Land Supply

- 10.7 The Council has not produced a trajectory or a detailed assessment of the 5-year supply position as required by the Framework. No evidence has therefore been produced to demonstrate the Council's housing supply position.
- 10.8 Furthermore, including student accommodation in the supply without clearly evidencing how this would release housing onto the market elsewhere does not accord with the Practice Guidance or recent High Court judgements, and risks severely distorting the Council's land supply figures as a consequence
- 10.9 The assessment of the balance between the housing requirement and supply demonstrates that there is a significant shortfall for the 5-year period. For the plan period, there is also a significant shortfall when assessed against the Lichfields assessment of the OAHN. Based on the Council's approach, there is only a supply of 4.70 years (with an undersupply of 384 dwellings), falling to 4.03 years if the higher SHMA OAHN is applied. If the Lichfields OAHN is used there is a supply of 2.91 years and a shortfall of 4,129 dwellings.
- 10.10 In these circumstances, the emerging plan is not 'sound' as required by the Framework, as the Council has not demonstrated an adequate short and longer-term supply as required by national guidance.
- 10.11 The Council should allocate additional land to meet the housing needs of the community and these sites should be able to deliver early in the plan period. This is the only approach that will deliver a 'sound' plan and enable the much needed investment in new housing to meet the community's needs.

- 10.12 **It should be noted that the above assessment is reliant upon the information provided in the LPP and associated evidence base documents. Lichfields therefore reserves that right to update the above evidence as and when further information becomes available.**

Appendix 1: Lichfields Market Signals Assessment

Appendix 1

Our ref 50642/03/MW/CR

Date 19th March 2018

Subject Lichfields Market Signals Assessment

1.0 Market Signals

Introduction

- 1.1 The Framework sets out the central land-use planning principles that should underpin both plan-making and decision-taking. It outlines twelve core principles of planning that should be taken account of, including the role of market signals in effectively informing planning decisions:

“Plans should take account of market signals, such as land prices and housing affordability, and set out a clear strategy for allocating sufficient land which is suitable for development in their area, taking account of the needs of the residential and business communities.” [§17]

- 1.2 The Practice Guidance requires market signals to be assessed against comparator locations . The analysis in the following sections focuses on comparing the City of York and other Local Authorities and England to benchmark their performance against trends both across the wider region and nationally.

- 1.3 The Guidance sets out six key market signals¹:

- 1 land prices;
- 2 house prices;
- 3 rents;
- 4 affordability;
- 5 rate of development; and,
- 6 overcrowding.

- 1.4 It goes on to indicate that appropriate comparison of these should be made with upward adjustment made where such market signals indicate an imbalance in supply and demand, and the need to increase housing supply to meet demand and tackle affordability issues:

“This includes comparison with longer term trends (both in absolute levels and rates of change) in the housing market area; similar demographic and economic areas; and nationally. Divergence under any of these circumstances will require upwards adjustment to planned housing numbers compared to ones based solely on household projections”.

“In areas where an upward adjustment is required, plan makers should set this adjustment at a level that is reasonable. The more significant the affordability constraints (as reflected in rising prices and rents, and worsening affordability ratio) and the stronger other indicators of high demand (e.g. the differential between land prices), the larger the improvement in

¹ 2a-019-20140306

affordability needed and, therefore, the larger the additional supply response should be.”²

- 1.5 The Practice Guidance sets out a clear and logical ‘test’ for the circumstances in which objectively assessed needs (including meeting housing demand) will be in excess of demographic-led projections. In the context of the Framework and the Practice Guidance, the housing market signals have been reviewed to assess the extent to which they indicate a supply and demand imbalance in the City of York and other comparable local authorities and therefore indicate that an upwards adjustment should be made over the demographic-led baseline already identified.

Housing Market Indicators

- 1.6 In the context of The Framework and the Practice Guidance, each of the housing market signals have been reviewed to assess the extent to which they indicate an imbalance between supply and demand in the City of York.

Land Prices

- 1.7 CLG has published a document entitled ‘*Land value estimates for policy appraisal*’ (February 2015) which contains post permission residential land value estimates, per hectare for each Local Authority. For York this figure is £2,469,000 per hectare, well above the equivalent figure for England (excluding London) of £1,958,000.

House Prices

- 1.8 The Practice Guidance³ identifies that longer term changes in house prices may indicate an imbalance between the demand for and supply of housing. Although it suggests using mix-adjusted prices and/or House Price Indices, these are not available at local authority level on a consistent basis, and therefore for considering market signals in York, price paid data is the most reasonable indicator.
- 1.9 Land Registry price paid data displays the median prices in York, alongside North Yorkshire and England as of 2016 (Table 1.1). These median prices illustrate lower prices in York compared to national rates, but higher prices than in the surrounding sub-region.

Table 1.1 Median Dwelling price, York (2016)

	Median Dwelling Price 2016
York	£220,000
North Yorkshire	£199,995
England	£224,995

Source: ONS Price Paid Data

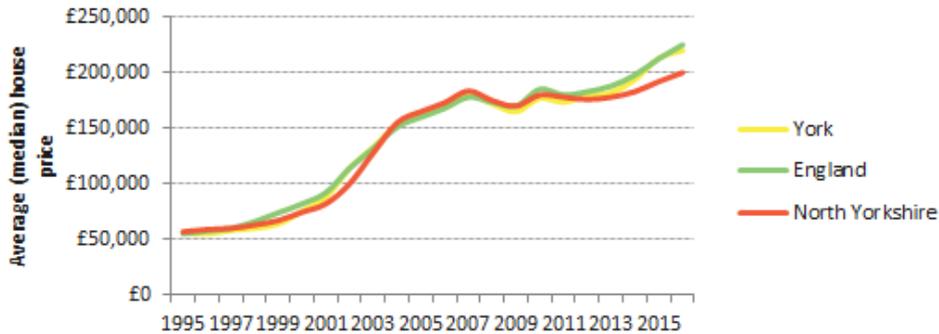
- 1.10 CLG publishes series data on median house prices based on the same Land Registry price paid data series. This currently runs from 1996 to 2016. This longitudinal analysis is illustrated in Figure 1.1, which indicates that the City of York has seen virtually identical levels of house price growth to the national average since 1999. The figure remains slightly below the England

² 2a-020-20140306

³ 2a-019-20140306

average at present, but is above the North Yorkshire median.

Figure 1.1 Median House Prices



Source: ONS Price Paid Data

- 1.11 In 2016 median house prices in York were just 2% lower than the national average, whilst the City ranked as being the 166th most expensive place to live in England (out of 326 districts).
- 1.12 It is particularly important to note that over the previous 17 years (1999-2016), median house prices have increased by 244% (or £156,000) in York, compared to 204% nationally and 199% across North Yorkshire as a whole.
- 1.13 As set out in the Practice Guidance, higher house prices and long term, sustained increases can indicate an imbalance between the demand for housing and its supply. The fact that York's median house prices have effectively tripled in 17 years, from £64,000 in 1999 to £220,000 in 2016, and have risen at a much faster rate than comparable national and sub-regional figures, suggests that the local market is experiencing considerable levels of stress.

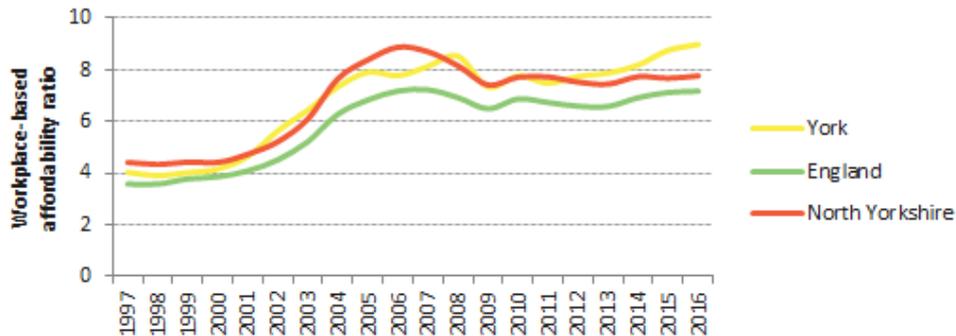
Affordability

- 1.14 The CLG's former SHMA Practice Guidance defines affordability as a '*measure of whether housing may be afforded by certain groups of households*'⁴. A household can be considered able to afford to buy a home if it costs 3.5 times the gross household income for a single earner household or 2.9 times the gross household income for dual-income households. Where possible, allowance should be made for access to capital that could be used towards the cost of home ownership [page 42].
- 1.15 The Practice Guidance concludes that assessing affordability involves comparing costs against a household's ability to pay, with the relevant indicator being the ratio between lower quartile house prices and lower quartile [LQ] earnings.
- 1.16 Using CLG affordability ratios, Figure 1.2 illustrates that although the ratio fell substantially from a peak of 8.14 in 2008 following the financial crash and subsequent economic downturn, it has steadily increased since 2009 at a much faster rate than North Yorkshire as a whole. This suggests that levels of affordability are declining in York at a pace which is not the case for the rest of the sub-region (and indeed, for the country as a whole). In 2016, the median house price

⁴ Annex G

in York City was approximately 9.0-times the LQ (workplace-based) income, compared to 7.8 for North Yorkshire and 7.2 nationally.

Figure 1.2 Ratio of house price to lower quartile earnings



Source: ONS Affordability Data

- 1.17 It can be seen in Figure 1.2 that over the past 19 years, the ratio of lower quartile house prices to lower quartile earnings in York has been consistently above the national average, with the gap widening over time. Indeed, the rate of increase is worrying – between 2002 and 2016, the affordability ratio increased by 39%, significantly above the comparable growth rate for North Yorkshire (+27%) and England (+37%). Indeed, across the whole of northern England, only Manchester City has experienced a higher rate of increase in its affordability ratio than York.
- 1.18 The affordability ratio highlights a constraint on people being able to access housing in York, with house price increases and rental costs outstripping increases in earnings at a rate well above the national level.

Rents

- 1.19 On a similar basis, high and increasing private sector rents in an area can be a further signal of stress in the housing market. Median rents in York are £725 per month, with median rents ranging from £595 per month for a 1 bed flat, to £1,500 per month for a 4+ bed house. All of these figures are significantly higher than the national average, with overall average rents comprising £675 across England, and £585 for North Yorkshire. Rental levels are therefore 7.4% higher than comparable national figures (Figure 1.3).

Figure 1.3 Median Monthly Rents



Source: VOA Private Rental Market Statistics

Rate of Development / Under delivery

1.20 The rate of development is intended to be a supply-side indicator of previous delivery. The Practice Guidance states that:

“...if the historic rate of development shows that actual supply falls below planned supply, future supply should be increased to reflect the likelihood of under-delivery of a plan”⁵

1.21 York has never had an adopted Local Plan, hence the only relevant previous ‘planned supply’ figure is the target within the former Yorkshire and the Humber RS up to 2012. Thereafter, we have compared delivery against the household projections and its preferred OAHN range, as set out in Table 1.2.

Table 1.2 Rate of net housing delivery in York against possible policy benchmarks, 2004/05-2015/16

Year	Net Housing Completions	Council's OAHN (867 dpa)	
		'Need'*	+/-
2004/05	1,160	640	+520
2005/06	906	640	+266
2006/07	798	640	+158
2007/08	523	640	-117
2008/09	451	850	-399
2009/10	507	850	-343
2010/11	514	850	-336
2011/12	321	850	-529
2012/13	482	867	-385
2013/14	345	867	-522
2014/15	507	867	-360
2015/16	1,121	867	+254
2016/17	977	867	110
Total	8,612	10,295	-1,683

Source: ARUP (August 2015): Evidence on housing Requirements in York: 2015 Update, Table 4 and City of York Half Year Housing Monitoring Update for Monitoring Year 2017/181

*RSS assumed average 640 dpa 2005/05-2007/08; 850 dpa 2008/09 -2011/12

⁵Section 2a-019-20140306

- 1.22 It is clear from the Council's own evidence that the City has consistently under-delivered housing, with a failure to deliver anything more than 525 dwellings in any single year between 2007 and 2015. The policy benchmarks suggest that the level of past under-delivery is 1,683 dwellings over the past 13 years.
- 1.23 Furthermore, the Council's already low housing delivery figures have been artificially boosted by the inclusion of student accommodation in the completions figures. For example, CYC's 2012/13 Annual Monitoring Report states that 482 (net) dwellings were completed in 2012/13, but this figure includes 124 student cluster flats. The 6 months completions data set out in CYC's Housing Monitoring Update (Table 3, October 2017) suggested that the Council was continuing to rely on student housing completions to boost its housing numbers, with 637 of the total 1,036 net completions during the first half of the 2017/18 monitoring year comprising privately managed off-campus student accommodation.

Overcrowding and Homelessness

- 1.24 Indicators on overcrowding, sharing households and homelessness demonstrate un-met need for housing within an area. The Practice Guidance suggests that long-term increases in the number of such households may be a signal that planned housing requirements need to be increased.
- 1.25 The Guidance states that indicators on:
- "...overcrowding, concealed and sharing households, homelessness and the number in temporary accommodation demonstrate unmet need for housing. Longer term increases in the number of such households may be a signal to consider increasing planned housing numbers..."*⁶
- 1.26 The Census measures overcrowding based on a standard formula, which measures the relationships between members of a households (as well as the number of people in that household) to determine the number of rooms they require. A rating of -1 or less indicates a household has one fewer room than required, +1 or more indicates a household has one or more rooms than needed. At the national level, affordability issues in recent years, as well as a shortfall in housing supply, have meant that people are either willing to accept sub-optimal living conditions (e.g. living in a smaller home to manage costs) or are forced into accepting such housing outcomes (e.g. are priced out of the market and have to share with friends/family).
- 1.27 Table 1.3 illustrates that overcrowding against the occupancy rating in York is not severe, with 7.10% of households living in a dwelling that is too small for their household size and composition. This compares to 8.7% nationally. However, it represents a significant increase of 2 percentage points on the 5.1% recorded in York in 2001, which is above the national trend (which had increased by 1.6 percentage points from 7.1% in 2011).

⁶ Section 2a-019-20140306

Table 1.3 Overcrowding: Household Room Occupancy Rating

	2001			2011		
	Total Households	-1 room occupancy or less	-1 room occupancy or less (%)	Total Households	-1 room occupancy or less	-1 room occupancy or less (%)
York	76,926	3,887	5.1%	83,552	5,930	7.1%
England	20,451,427	1,457,512	7.1%	22,063,368	1,928,596	8.7%

Source: Census 2001 / Census 2011

Note: The definition of the Census 'bedroom standard' is slightly different from the 'occupancy rating' that informs the Government's Under-Occupancy Charges, i.e. the Census states that 'two persons of the same sex aged between 10 and 20' can occupy one bedroom, whilst the Under Occupancy Charge changes this to 'any two children of the same sex aged under 16'. It is possible that if the Government's policy continues into the long term, then changes will be made to the categorisation of the Census's Occupancy Rating to bring the two datasets into line.

1.28 The Census also recorded the number of concealed families (i.e. where there is more than one family present in a household). Nationally, this rose significantly between 2001 and 2011, at least in part due to the impact of the recession on younger households' ability to afford their own home. This meant that many younger people, including families, remained in the family home for longer than might have been expected in the past, either through choice (to save money) or through necessity.

1.29 At the time of the 2011 Census, 1.9% of all families in England were concealed; this represented 275,954 families. This is a rise compared to 2001 when 1.2% of families were concealed. In York, a lower percentage of families were concealed (1.1%) than nationally (1.9%). However, this represents a higher proportional rise, of almost two thirds, from the 2001 figure. This is presented in Table 1.4.

Table 1.4 Concealed Families in York, Yorkshire and Humber and England 2001-2011

	Concealed Families		Change (percentage points)	Change in %
	2001	2011		
York	330 (0.7%)	586 (1.1%)	+0.43	+65.7%
Yorkshire and the Humber	15,890 (1.1%)	25,410 (1.7%)	+0.57	+51.1%
England	161,254 (1.2%)	275,954 (1.9%)	+0.69	+59.2%

Source: Census 2011/2011

1.30 The levels of overcrowding and concealed households in York are moderate when compared with the national and regional averages but have increased at a higher rate (albeit from a lower base). While the level of overcrowding and number of concealed households is not so significant as to conclude that there is severe market pressure, it nevertheless highlights inadequacy reducing flexibility in the housing market.

1.31 The levels of overcrowding are likely to be a symptom associated with restricted incomes in York, with people either willing to accept sub-optimal living conditions (e.g. living in smaller houses to manage costs) or forced into accepting such housing outcomes (e.g. are priced out and have to share with friends/family). In such circumstances, overcrowding and concealed households may be indicative of insufficient supply to meet demand.

- 1.32 Table 1.5 indicates that York has a comparatively low number of homeless people in priority need, of just 97 (or 1.1 per 1,000 households), which is less than half the national rate. The fall in homelessness levels in the City has also been much more pronounced than elsewhere in England over the past ten years, although broadly comparable to Yorkshire and the Humber as a whole.

Table 1.5 Number accepted as being homeless and in priority need 2006/07-2016/17

	Homeless and in Priority Need		% Change	Absolute Change
	2006/07	2016/17		
York	213 (2.70 / 1,000 H'holds)	97 (1.1 / 1,000 H'holds)	-54%	-1.60 / 1,000 H'holds
Yorkshire and the Humber	8,220 (3.87 / 1,000 H'holds)	3,670 (1.60 / 1,000 H'holds)	-55%	-2.27 / 1,000 H'holds
England	73,360 (3.48 / 1,000 H'holds)	59,110 (2.54 / 1,000 H'holds)	-19%	-0.94 / 1,000 H'holds

Source: CLG Live Table 784: Local authorities' action under the homelessness provisions of the Housing Acts (P1e returns)

Synthesis of Market Signals

- 1.33 Drawing together the individual market signals above begins to build a picture of the current housing market in and around York; the extent to which demand for housing is not being met; and the adverse outcomes that are occurring because of this.
- 1.34 The performance of York against County and national comparators for each market signal is summarised in Table 1.6. When quantified, York has performed worse in market signals relating to both absolute levels and rates of change against North Yorkshire and England in 13 out of 28 measures.
- 1.35 It is clear that the City is currently facing very significant challenges in terms of house prices and private rental values causing affordability difficulties.

Table 1.6 Summary of York Market Signals against North Yorkshire and England

Market Signal	North Yorkshire		England	
	Absolute Figure	Rate of Change	Absolute Figure	Rate of Change
House Prices	Worse	Worse	Better	Worse
Affordability Ratios	Worse	Worse	Worse	Worse
Private Rents	Worse	Worse	Worse	Better
Past Development	~	~	~	~
Homelessness (Households in Temporary Accommodation)	Better	Better	Better	Better
Homelessness (Households in Priority Need)	Better	Better	Better	Better
Overcrowding (Overcrowded Households)	Worse	Worse	Better	Worse
Overcrowding (Concealed Families)	Same	Same	Better	Better

Source: Lichfields Analysis

Footnote: Worse = performing worse against the average
 Better = performing the same or better against the average
 ~ = data not available

- 1.36 To draw meaningful conclusions on the extent to which these market indicators show housing market stress within the City of York and a level of supply that is not meeting demand, the Practice Guidance suggests that comparisons of absolute levels and rates of change in such indicators should be made with comparator areas and nationally. For this reason, York has been compared and ranked against other local authority areas, and England as a whole.
- 1.37 These comparator areas have been chosen on the following basis:
- 1 Other nearby areas within the wider Yorkshire and the Humber Region:
 - a East Riding
 - b Hambleton
 - c Harrogate
 - d Hull
 - e Leeds
 - f Ryedale
 - g Selby
 - h Wakefield
 - 2 The Practice Guidance also states that market signals must be compared with authorities which are not necessarily close geographically, but which share characteristics in terms of economic and demographic factors. These authorities have been chosen by examining the ‘OAC Supergroup Area Classification Map’, produced by the ONS in 2015, which groups each local authority into various socio-economic classifications. York, as a ‘Coast and Heritage’ authority, has been compared with other communities similarly classified within this ranking and which share similar socio-economic characteristics:
 - a Bath and North East Somerset
 - b Canterbury
 - c Cheltenham
 - d Colchester
 - e Lancaster
 - f Scarborough
 - g Taunton Deane
 - h Worcester
- 1.38 England has been used as the final comparator for both sets of tables. A comparison across the range of housing market signals within the authorities identified above is presented in Table 1.7 and Table 1.8. A higher ranking in these tables suggests a worse, or comparatively poorer-performing, housing market for that indicator.

Table 1.7 York Market Signals Comparator Table [Neighbouring Authorities]

		House Prices (to year ending December)			Resident-based Affordability			Workplace-based Affordability			Rents			
Rank		2016	Change (£) 1999-2016	Change (%) 1999-2016	2016	Change (absolute) 2002-2016	Change (%) 2002-2016	2016	Change (absolute) 2002-2016	Change (%)	Sep 2017	Change (absolute) June 2011-Sep 2017	Change (%) June 2011-Sep 2017	
Worsening housing market outcomes	1	Harrogate	Harrogate	York	Ryedale	Ryedale	gston upon Hull, Cit	Ryedale	Ryedale	gston upon Hull, Cit	York	England	England	
	2	England	York	Harrogate	Harrogate	Harrogate	ast Riding of Yorkshi	Harrogate	York	Ryedale	Harrogate	Leeds	Leeds	
	3	Hambleton	England	Ryedale	York	York	Wakefield	York	gston upon Hull, Cit	York	England	Harrogate	gston upon Hull, City of	
	4	York	Hambleton	Selby	Hambleton	ast Riding of Yorkshi	England	Hambleton	England	ast Riding of Yorkshi	Leeds	gston upon Hull, Cit	Harrogate	
	5	Ryedale	Ryedale	England	England	England	Ryedale	Selby	ast Riding of Yorkshi	England	Hambleton	York	Ryedale	
	6	Selby	Selby	Hambleton	Selby	Selby	gston upon Hull, Cit	York	England	Harrogate	Wakefield	Ryedale	Selby	
	7	Leeds	ast Riding of Yorkshi	gston upon Hull, Cit	ast Riding of Yorkshi	Selby	ast Riding of Yorkshi	Harrogate	Selby	Selby	Selby	Selby	York	
	8	ast Riding of Yorkshi	Leeds	ast Riding of Yorkshi	Leeds	Wakefield	Leeds	Leeds	ast Riding of Yorkshi	Hambleton	Leeds	Wakefield	ast Riding of Yorkshi	ast Riding of Yorkshire
	9	Wakefield	Wakefield	Leeds	Wakefield	Leeds	Selby	Selby	Wakefield	Wakefield	Harrogate	ast Riding of Yorkshi	Hambleton	Hambleton
	10	gston upon Hull, Cit	gston upon Hull, Cit	Wakefield	gston upon Hull, Cit	Hambleton	Hambleton	Hambleton	gston upon Hull, Cit	Leeds	Hambleton	gston upon Hull, Cit	Wakefield	Wakefield
		ONS Price Paid Data			ONS Affordability Data			ONS Affordability Data			VOA Private Rental Market Statistics			
Rank		Overcrowded households			Concealed families			~			~			
Rank		2011	Change (% points)	Change (number)	2011	Change (% points)	Change (number)							
Worsening housing market outcomes	1	Leeds	York	England	England	gston upon Hull, Cit	England							
	2	England	England	Leeds	Leeds	England	Leeds							
	3	gston upon Hull, Cit	gston upon Hull, Cit	gston upon Hull, Cit	gston upon Hull, Cit	Selby	gston upon Hull, City of							
	4	York	Leeds	York	Wakefield	Leeds	Wakefield							
	5	Wakefield	Harrogate	ast Riding of Yorkshi	Selby	Wakefield	ast Riding of Yorkshire							
	6	Harrogate	Selby	Wakefield	York	York	York							
	7	Selby	ast Riding of Yorkshi	Harrogate	Hambleton	Hambleton	Selby							
	8	ast Riding of Yorkshi	Wakefield	Selby	ast Riding of Yorkshi	ast Riding of Yorkshi	Harrogate							
	9	Ryedale	Hambleton	Hambleton	Harrogate	Harrogate	Hambleton							
	10	Hambleton	Ryedale	Ryedale	Ryedale	Ryedale	Ryedale							
		Census			Census									
Rank		Better housing			Better housing									
Rank		Better housing			Better housing									

Table 1.8 York Market Signals Comparator Table ['Coast and Heritage' Authority Comparisons]

Rank	House Prices (to year ending December)			Resident-based Affordability			Workplace-based Affordability			Rents		
	2016	Change (£) 1999-2016	Change (%) 1999-2016	2016	Change (absolute) 2002-2016	Change (%) 2002-2016	2016	Change (absolute) 2002-2016	Change (%)	Sep 2017	Change (absolute) June 2011-Sep 2017	Change (%) June 2011-Sep 2017
1	and North East Som	and North East Som	Canterbury	and North East Som	and North East Som	Lancaster	Canterbury	Canterbury	York	and North East Som	Lancaster	Lancaster
2	Canterbury	Canterbury	York	Canterbury	Canterbury	and North East Som	and North East Som	York	England	Canterbury	and North East Som	and North East Somerset
3	Cheltenham	Colchester	Colchester	York	York	England	York	and North East Som	Lancaster	York	England	England
4	Colchester	Cheltenham	and North East Som	Colchester	Colchester	Canterbury	Cheltenham	England	Canterbury	Colchester	Colchester	Colchester
5	England	York	England	Taunton Deane	England	York	Cheltenham	Cheltenham	Cheltenham	Cheltenham	Worcester	Worcester
6	York	England	Lancaster	Worcester	Lancaster	Colchester	Taunton Deane	Lancaster	and North East Som	England	Cheltenham	Scarborough
7	Taunton Deane	Taunton Deane	Cheltenham	Cheltenham	Scarborough	Scarborough	Worcester	Worcester	Worcester	Taunton Deane	Scarborough	Cheltenham
8	Worcester	Worcester	Taunton Deane	England	Worcester	Worcester	England	Colchester	Scarborough	Worcester	Canterbury	Taunton Deane
9	Lancaster	Lancaster	Scarborough	Scarborough	Taunton Deane	Taunton Deane	Scarborough	Scarborough	Colchester	Lancaster	York	Canterbury
10	Scarborough	Scarborough	Worcester	Lancaster	Cheltenham	Cheltenham	Lancaster	Taunton Deane	Taunton Deane	Scarborough	Taunton Deane	York
11												
12												
13												
14												
	ONS Price Paid Data			ONS Affordability Data			ONS Affordability Data			VOA Private Rental Market Statistics		

Rank	Overcrowded households			Concealed families			~			~		
	2011	Change (% points)	Change (number)	2011	Change (% points)	Change (number)						
1	England	York	England	England	England	England						
2	Cheltenham	Colchester	York	Worcester	Canterbury	York						
3	Canterbury	Cheltenham	Colchester	Canterbury	York	Canterbury						
4	Colchester	England	and North East Som	Scarborough	Taunton Deane	Colchester						
5	York	Worcester	Canterbury	Lancaster	Scarborough	and North East Somerset						
6	and North East Som	and North East Som	Cheltenham	Taunton Deane	Worcester	Taunton Deane						
7	Worcester	Taunton Deane	Worcester	York	Colchester	Scarborough						
8	Scarborough	Canterbury	Taunton Deane	and North East Som	Lancaster	Lancaster						
9	Taunton Deane	Scarborough	Scarborough	Cheltenham	and North East Som	Worcester						
10	Lancaster	Lancaster	Lancaster	Colchester	Cheltenham	Cheltenham						
11												
12												
13												
14												
	Census			Census								

- 1.39 It is clear from this analysis that the housing market in the City of York is increasingly dysfunctional, with a very steep level of house price growth in recent years leading to significant affordability challenges generating adverse outcomes for residents who need to access the housing market. The comparative analysis suggests that when compared against neighbouring Yorkshire districts, York has experienced the highest rate of house price growth over the period 1999 to 2016, at levels significantly above the national average at a rate higher than the national level of growth. Only Harrogate and Hambleton have higher house prices, whilst only Harrogate and Ryedale have higher affordability ratios.
- 1.40 Median rental levels are also the highest of all the comparator Yorkshire authorities and the City has the highest rate of change of overcrowded households.
- 1.41 The performance of York's housing market relative to comparable authorities further afield (Table 1.8) which share similar socio-economic characteristics also suggests that the local housing market is under stress, with York amongst the very worst performing districts regarding rates of change in house prices, absolute and relative changes in affordability, median rents, and the rate of change in overcrowded households and concealed families.
- 1.42 The Practice Guidance, as well as providing general economic principles, points towards such factors as indicating that additional supply, over and above that solely needed by demographic change, may need to be delivered in order to address affordability and to reverse adverse housing market trends within the HMA.

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Appendix 3 – Housing Density Table

Housing Density Table

Site	Publication Draft (2014)			Preferred Sites Consultation (2016)			Change in Density (%)	Pre-Publication Draft [Reg 18] (2017)			Change in Density (%)	Publication Draft [Reg 19] (2018)			Change in Density (%)	
	Site Size (ha)	Estimated Yield	Density	Site Size (ha)	Estimated Yield	Density		Site Size (ha)	Estimated Yield	Density		Site Size (ha)	Estimated Yield	Density		
H1	3.54	283	80	3.54	336	95	+19%	2.87	271	94	-1%	2.87	271	94	0	
								0.67	65	97	+2%	0.67	65	97	0	
H2A	2.33	98	42	Deleted				Deleted				Deleted				
H2B	0.44	18	41	Deleted				Deleted				Deleted				
H3	2.7	25	9	3.9	81	21	+133%	1.9	72	38	+81%	1.9	72	38	0	
H4	2.56	157	60	Deleted				Deleted				Deleted				
H5	2.24	72	32	3.64	137	38	+19%	3.64	162	45	+18%	3.64	162	45	0	
H6	1.53	49	32	Deleted				1.53	Specialist Housing use class C3b – supported housing			1.53	Specialist Housing use class C3b – supported housing			
H7	1.72	73	42	1.72	86	50	+19%	1.72	86	50	0	1.72	86	50	0	
H8	1.57	50	32	1.57	60	38	+19%	1.57	60	38	0	1.57	60	38	0	
H9	1.3	42	32	Deleted				Deleted				Deleted				
H10	0.78	187	240	0.96	Deleted	195	-19%	0.96	187	195	0	0.96	187	195	0	
H11	0.78	33	42	Deleted				Deleted				Deleted				
H12	0.77	33	43	Deleted				Deleted				Deleted				
H13	1.30	55	42	Deleted				Deleted				Deleted				
H14	0.55	220	400	Deleted				Deleted				Deleted				

Housing



Site	Publication Draft (2014)			Preferred Sites Consultation (2016)			Change in Density (%)	Pre-Publication Draft [Reg 18] (2017)			Change in Density (%)	Publication Draft [Reg 19] (2018)			Change in Density (%)
	Site Size (ha)	Estimated Yield	Density	Site Size (ha)	Estimated Yield	Density		Site Size (ha)	Estimated Yield	Density		Site Size (ha)	Estimated Yield	Density	
H15	0.48	27	56	Deleted				Deleted				Deleted			
H16	1.76	57	32	Deleted				Deleted				Deleted			
H17	0.80	37	46	Deleted				Deleted				Deleted			
H18	0.39	13	33	Deleted				Deleted				Deleted			
H19	0.36	16	44	Deleted				Deleted				Deleted			
H20	0.33	15	45	0.33	17	52	+16%	0.33	56	170	+8%	0.33	56	170	0
H21	0.29	11	38	0.29	12	41	+8%	Deleted				Deleted			
H22	0.29	13	45	0.29	15	52	+16%	0.29	15	52	0	0.29	15	52	0
H23	0.25	11	44	Deleted				0.25	11	44	-	0.25	11	44	0
H25	0.22	20	90	Deleted				Deleted				Deleted			
H26	4.05	114	28	Deleted				Deleted				Deleted			
H27	4.00	102	25.5	Deleted				Deleted				Deleted			
H28	3.15	88	28	Deleted				Deleted				Deleted			
H29	2.65	74	28	2.65	88	33	+18%	2.65	88	33	0	2.65	88	33	0
H30	2.53	71	28	Deleted				Deleted				Deleted			
H31	2.51	70	28	2.51	84	34	+21%	2.51	76	30	-12%	2.51	76	30	0
H32	2.22	47	21	Deleted				Deleted				Deleted			

Housing



Site	Publication Draft (2014)			Preferred Sites Consultation (2016)			Change in Density (%)	Pre-Publication Draft [Reg 18] (2017)			Change in Density (%)	Publication Draft [Reg 19] (2018)			Change in Density (%)
	Site Size (ha)	Estimated Yield	Density	Site Size (ha)	Estimated Yield	Density		Site Size (ha)	Estimated Yield	Density		Site Size (ha)	Estimated Yield	Density	
H33	1.66	46	28	Deleted				Deleted				Deleted			
H34	1.74	49	28	Deleted				Deleted				Deleted			
H35	1.59	44	28	Deleted				Deleted				Deleted			
H37	3.47	34	10	Deleted				Deleted				Deleted			
H38	0.99	28	28	0.99	33	33	+18%	0.99	33	33	0	0.99	33	33	0
H39	0.92	29	32	0.92	32	35	+9%	0.92	32	35	0	0.92	32	35	0
H40	0.82	26	32	Deleted				Deleted				Deleted			
H43	0.25	8	32	0.25	12	48	+50%	Deleted				Deleted			
H46	4.16	118	28	2.74	104	38	+36%	2.74	104	38	0	2.74	104	38	0
H47	1.11	37	33	Deleted				Deleted				Deleted			
H48	0.42	15	36	Deleted				Deleted				Deleted			
H49	3.89	108	30	Deleted				Deleted				Deleted			
H50	2.92	70	24	Deleted				Deleted				Deleted			
H51	0.23	10	43	0.23	12	52	+21%	Deleted				Deleted			
H52	n/a			0.2	10	50	-	0.2	15	75	+50%	0.2	15	75	0
H53	n/a			0.33	11	33	-	0.33	4	12	-64%	0.33	4	12	0
H54	n/a			1.3	46	35	-	Deleted				Deleted			

Housing



Site	Publication Draft (2014)			Preferred Sites Consultation (2016)			Change in Density (%)	Pre-Publication Draft [Reg 18] (2017)			Change in Density (%)	Publication Draft [Reg 19] (2018)			Change in Density (%)
	Site Size (ha)	Estimated Yield	Density	Site Size (ha)	Estimated Yield	Density		Site Size (ha)	Estimated Yield	Density		Site Size (ha)	Estimated Yield	Density	
H55	n/a			0.2	20	100	-	0.2	20	100	0	0.2	20	100	0
H56	n/a			4	190	48	-	4	70	18	-63%	4	70	18	0
H57	n/a			2.8	93	33	-	<i>Deleted</i>			<i>Deleted</i>				
H58	n/a			n/a				0.7	25	36	-	0.7	25	36	0
H59	n/a			n/a				1.34	45	34	-	1.34	45	34	0
ST1	40.70	1140	28	40.7	1140	28	0	46.3	1,200	26	-7%	46.3	1,200	26	0
ST2	10.43	289	28	10.4	292	28	0	10.4	266	26	-7%	10.4	266	26	0
ST3	7.80	197	25	<i>Deleted</i>				<i>Deleted</i>				<i>Deleted</i>			
ST4	7.54	230	30.5	7.54	211	28	-8%	7.54	211	28	0	7.54	211	28	0
ST5	10.55	410	38.9	35	1250	36	-7%	35	845	24	-33%	35	1,700	49	+101%
ST7	113.28	1800	16	34.5	805	23	+44%	34.5	845	24	+4%	34.5	845	24	0
ST8	52.28	1400	27	39.5	875	22	-18%	39.5	968	24	+9%	39.5	968	24	0
ST9	33.48	747	22	35	735	21	-5%	35	735	21	0	35	735	21	0
ST11	13.76	400	29	<i>Deleted</i>				<i>Deleted</i>				<i>Deleted</i>			
ST12	20.08	421	21	<i>Deleted</i>				<i>Deleted</i>				<i>Deleted</i>			
ST13	5.61	125	22	<i>Deleted</i>				<i>Deleted</i>				<i>Deleted</i>			
ST14	157.09	2800	18	55	1348	25	+36%	55	1348	25	0	55	1348	25	0

Housing



Site	Publication Draft (2014)			Preferred Sites Consultation (2016)			Change in Density (%)	Pre-Publication Draft [Reg 18] (2017)			Change in Density (%)	Publication Draft [Reg 19] (2018)			Change in Density (%)
	Site Size (ha)	Estimated Yield	Density	Site Size (ha)	Estimated Yield	Density		Site Size (ha)	Estimated Yield	Density		Site Size (ha)	Estimated Yield	Density	
ST15/ST34)	392.58	4680	12	159	3339	21	+75%	159	3339	21	0	159	3339	21	0
ST16	10.23	395	39	2.04	89	44	+156%	2.18	Phase 1: 22	10	+16%	2.18	Phase 1: 22	10	0
ST16	10.23	175	17						Phase 2: 33	15			Phase 2: 33	15	
									Phase 3: 56	26			Phase 3: 56	26	
ST17 (N)	7.16	315	44	<i>Deleted</i>				<i>Deleted</i>				<i>Deleted</i>			
ST17 (S)		130	18	6.8	315	46	+5%	2.35	Phase 1: 263	112	+422%	2.35	Phase 1: 263	112	0
							4.7	Phase 2: 600	128	4.7		Phase 2: 600	128		
ST22	34.59	655	19	<i>Deleted</i>				<i>Deleted</i>				<i>Deleted</i>			
ST23 (P 2)	21.91	117	5	<i>Deleted</i>				<i>Deleted</i>				<i>Deleted</i>			
ST23 (P 3&4)		342	16	<i>Deleted</i>				<i>Deleted</i>				<i>Deleted</i>			
ST24	10.32	10	1	<i>Deleted</i>				<i>Deleted</i>				<i>Deleted</i>			
ST28	5.09	87	17	<i>Deleted</i>				<i>Deleted</i>				<i>Deleted</i>			
ST29	5.75	135	24	<i>Deleted</i>				<i>Deleted</i>				<i>Deleted</i>			

Housing



Site	Publication Draft (2014)			Preferred Sites Consultation (2016)			Change in Density (%)	Pre-Publication Draft [Reg 18] (2017)			Change in Density (%)	Publication Draft [Reg 19] (2018)			Change in Density (%)
	Site Size (ha)	Estimated Yield	Density	Site Size (ha)	Estimated Yield	Density		Site Size (ha)	Estimated Yield	Density		Site Size (ha)	Estimated Yield	Density	
ST30	5.92	165	28	<i>Deleted</i>				<i>Deleted</i>				<i>Deleted</i>			
ST31	n/a			8.1	170	21	-	8.1	158	20	-5%	8.1	158	20	0
ST32	n/a			4.8	305	64	-	2.17	328	151	+136%	2.17	328	151	0
ST33 (H45)	n/a			6	147	25	-	6	147	25	0	6	147	25	0
ST35	n/a			n/a				28.8	578	20	-	28.8	500	17	-14%
ST36	n/a			n/a				18	769	43	-	18	769	43	0