



**North Yorkshire Council (Selby area)**

**2023 Strategic Housing Land Availability (SHLAA) report  
and 2023-2028 Five Year Housing Land Supply report**

**June 2023**

## **Introduction**

The National Planning Policy Framework (NPPF) requires local planning authorities to identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old.

The following document outlines the 2023 Strategic Housing Land Availability Assessment, an ongoing technical process to inform planning policy development and implementation. It assists in the monitoring of whether there is an adequate supply of deliverable housing land at any point in time.

The SHLAA is then utilised for the calculation of the Five Year Housing Land Supply (2023-2028) for the Selby area of North Yorkshire Council.

The document represents the position as of the 31 March 2023.

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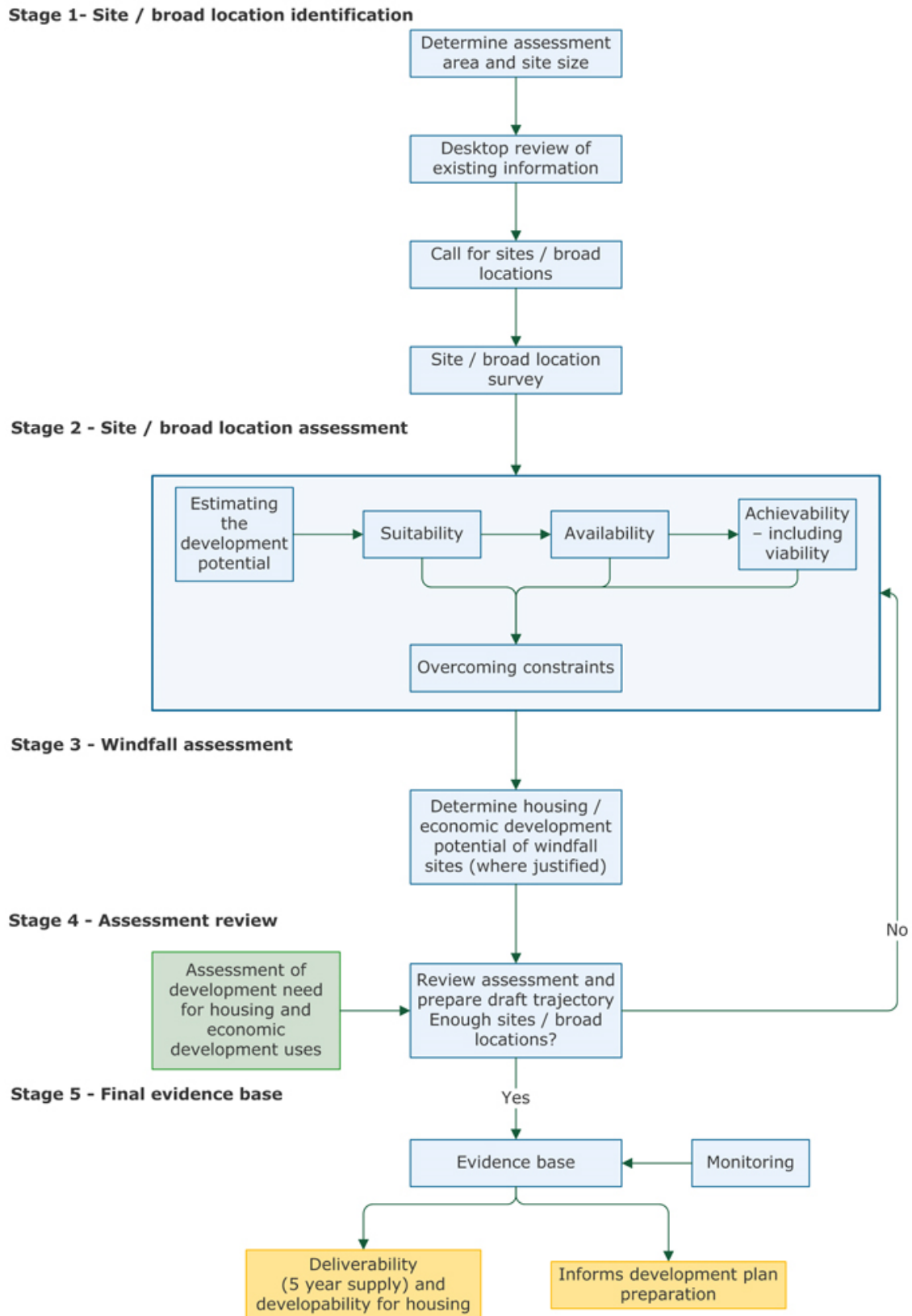
## 1.0 Introduction to the SHLAA

- 1.1 The Strategic Housing Land Availability Assessment (SHLAA) forms part of the evidence base for the Selby district Local Plan by providing a factual survey of potential housing development sites that will inform how allocated sites are chosen in the Local Plan. The survey of sites and the criteria used to assess them also informs the calculation of housing supply in the annual five Year Housing Land Supply reports (5YHLS).
- 1.2 It is important to note the distinction between the SHLAA and the 5YHLS reports which North Yorkshire Council produces for the former Selby district area. The SHLAA, with the help of a working group, defines the criteria used to assess sites and then provides a factual survey of potential housing development sites. The 5YHLS report then uses this information to calculate the housing supply on an annual basis.
- 1.3 The SHLAA is a purely technical exercise intended to inform the Local Plan Document. It examines the extent to which potential sites are suitable, available and achievable over the plan period in a (local planning) “policy off” approach. The assessment questions (seen in tables 7 to 9) are factual and physical in nature and no scores for sites are given.
- 1.4 The assessment of sites for the Local Plan will be carried out with a site assessment methodology, which will consider local plan policy aspects, such as a site’s relation to the settlement hierarchy, its effect on local wildlife/landscape designations and its impact on the built heritage of the area.
- 1.5 The SHLAA **does not allocate land for development or determine whether a site will be allocated for housing**. The inclusion of sites within the SHLAA should not be taken to imply that the sites will be allocated for housing or looked upon favourably when determining planning applications. The decision to allocate will be made through the emerging Local Plan Document. The SHLAA will be updated and reviewed as part of the annual monitoring process.
- 1.6 This SHLAA has been produced in accordance with paragraphs 67 and 73 of the National Planning Policy Framework (NPPF) regarding housing supply. The NPPF requires local planning authorities to prepare a SHLAA in order to identify and update annually a supply of specific deliverable sites sufficient to provide five years’ worth of housing requirement, and also identify a supply of developable sites or broad locations for growth, for years 6-10 and, where possible, 11-15 years.
- 1.7 The report has also been produced in accordance with the National Planning Practice Guidance (NPPG) on housing and economic land availability

assessments, along with other advice recently published by the Planning Advisory Service. The methodology flow chart in Figure 1 is taken from the NPPG and shows how the assessment of sites in this report will be carried out in 5 stages.

- 1.8 The core outputs of this SHLAA (as required by the NPPG) include:
- A list of all sites or broad locations considered, cross-referenced to their locations on maps
  - An assessment of each site or broad location, in terms of its suitability for development, availability and achievability, including whether the site/broad location is viable, to determine whether a site is realistically expected to be developed and when
  - Contain more detail for those sites which are considered to be realistic candidates for development, where others have been discounted for clearly evidenced and justified reasons
  - The potential type and quantity of development that could be delivered on each site/broad location, including a reasonable estimate of build out rates, setting out how any barriers to delivery could be overcome and when
  - An indicative trajectory of anticipated development and consideration of associated risks (which will also be produced annually in the Annual Monitoring Reports).

**Figure 1: Methodology Flow Chart**



## 2.0 Stage 1: Identification of sites and stakeholder engagement

### 2.1 Scale of the assessment

The geographical area of the assessment is the Selby area (former Selby District Council boundary), it is important that it is this exact area which is assessed as it will provide the necessary baseline data for the Site Allocations Local Plan document and the assessment of the areas five year supply of housing land.

### 2.2 Types and sizes of sites included

All sites within the Selby area are included in the basic assessment of sites provided they meet the minimum size threshold of 5 dwellings, as stated in the NPPG (Paragraph: 010Reference ID: 3-010-20140306). This is in order to provide a comprehensive audit of available land. The site types that were included in the assessment and which sources of sites are likely to come from are listed in table 1 below.

**Table 1: Sources of sites**

Type of site	Data source
Existing housing allocations yet to gain planning permission	Selby District Local Plan (2005) Selby District Core Strategy (2013)
Planning permissions for housing that are unimplemented or still under construction.	Planning application records. Development starts and completions records.
Sites put forward for housing development in the Local Plan.	Local Authority records database
Sites considered to be deliverable from the authority's previous Strategic Housing Land Assessments	Previous SHLAAs
Planning applications that have been refused or withdrawn	Planning application records
Land in the local authority's ownership	Local authority records
Surplus and likely to become surplus public sector land	National register of public sector land Engagement with strategic plans of other public sector bodies such as County Councils, Central Government, National

Type of site	Data source
	Health Service, Policy, Fire Services, utilities providers, statutory undertakers
Vacant and derelict land and buildings (including empty homes, redundant and disused agricultural buildings, potential permitted development changes for example, offices to residential)	Local authority empty property register English House Condition Survey National Land Use Database Commercial property databases (for example, estate agents and property agents) Valuation Office database. Active engagement with sector
Additional opportunities in established uses (for example, making productive use of under-utilised facilities such as garage blocks)	Ordnance Survey maps Aerial photography Planning applications Site surveys
Sites in rural locations	Local and neighbourhood plans
Large scale redevelopment and redesign of existing residential or economic areas	Planning applications Ordnance Survey maps Aerial photography
Sites in and adjoining villages or rural settlements and rural exception sites	Site surveys
Potential urban extensions and new free standing settlements	

2.3 Sites from these sources were categorised into the following main types of sites in the assessment:

- **2005 Selby District Local Plan Allocations:** All the sites allocated for housing in the 2005 Selby Local Plan (which have since been saved by the Secretary of State and still make up part of the development plan) and have not yet been granted permission.
- **Core Strategy Allocation:** In Policy SP7 of the 2013 Core Strategy, a strategic site was allocated at Olympia Park in Selby for mixed uses including 1,000 homes. A large part of the allocated site to the west has previously had permission for 863 dwellings which goes some way to proving the site is economically viable (2012/0541/EIA).



- **Large Planning Permission:** These are sites with full, reserve or outline permission for housing developments of 10 units (gross) or more, this can also include applications which have been resolved to grant at planning committees, subject to successful section 106 negotiations, as of the 31 March 2023.
- **Small Planning Permission:** These are sites with full, reserve or outline permission for housing developments of less than 10 units (gross), this can also include applications which have been resolved to grant at planning committees, subject to successful section 106 negotiations, as of the 31 March 2023. These sites are only given a basic assessment (detailed assessment questions are greyed out in the database) and are not included on the SHLAA maps.
- **Prior Approval not required:** The scope of prior approvals can include developments of multiple dwellings. They are not technically planning permissions and so have been included as their own type of site. As these sites are less than five dwellings they are only given a basic assessment (detailed assessment questions are greyed out in the database) and are not included on the SHLAA maps.
- **Potential Site:** are sites which are not allocated and don't have permission and have been put forward by landowners and developers or have been identified by the Council, for consideration as housing sites in the Site Allocations Local Plan (provided they can accommodate five dwellings or more).

2.4 When drawing up the sites, a small number of those classed as Potential were combined to make larger sites. This was only done where sites needed combining to gain an access point or where they were too small to be assessed on their own, in order to make them deliverable. Sites can be several of the above types over time, for example a new site could be put forward for consideration in the local plan, and would be classified as a Potential Site, then it could be allocated in a local plan and then it could be granted permission. However, a site in the SHLAA can only be one type of site at any one time, so there is no double counting.

## 2.5 The call for sites

As part of the preparation for the new Selby Local Plan document, a call for sites was carried out in November 2019 and ended in September 2020, a further call for sites was conducted during the Preferred Options consultation in January to March of 2021. During these events over 400 sites have been submitted for housing development, encompassing

many of the types of sites described in table 1. Sites can no longer be submitted to the council for consideration in the emerging Selby Local Plan.

## **2.6 Stakeholder engagement**

National practice guidance advocates that local planning authorities work together with key stakeholders, in particular house builders and local property agents; so that they can help shape the approach to be taken to help inform the deliverability and developability of sites, and how market conditions may affect economic viability.

- 2.7 In line with the guidance the council has established a SHLAA Working Group for the Selby area. The working group consists of landowners and professionals from across the house building industry.
- 2.8 The Council has consulted with neighbouring authorities throughout the Selby area SHLAA process, in accordance with the duty to cooperate, in order to achieve a joined up approach to the issue of housing land supply. These authorities include Leeds City Council, City of York Council, Doncaster Metropolitan Borough Council, Wakefield Council and the East Riding of Yorkshire Council.
- 2.9 The Council has also consulted with statutory consultees and infrastructure providers on a technical basis, in accordance with the duty to cooperate, such as the Highways Agency, Yorkshire Water and Natural England.
- 2.10 The working group for the 2023 SHLAA were sent the draft methodology on 21 April and then had two weeks to comment. Following this consultation, changes were made to the methodology to represent the views of the working group. A summary of the responses from the working group and the Councils response to them can be seen in Appendix A.
- 2.11 Once a final methodology had been produced, it was used to assess all the sites. After this had been done the draft site assessments were then sent back to the working group for comment on 17 May for two weeks. Comments from the working group were then factored into the final assessment of sites.

### **3.0 Stage 2: Methodology and Site assessment**

3.1 The engagement and consultation with the working group enabled a methodology to be finalised. In finalising the methodology, the Council has also had regard to guidance published by bodies such as the Planning Advisory Service (PAS), as well as considering the outcomes from appeals and high court judgements across the country.

#### **3.2 Net capacity**

In the case of sites with planning permission, account will be taken of the gross capacity of the site, minus any demolitions / mergers / changes of use associated with the permission that result in the loss of dwellings.

#### **3.3 Calculating net developable areas**

Not all of the area of a site can be developed solely for houses. In the case of large sites, using the gross site area can be misleading because space on larger housing sites will be required for ancillary uses. Using the 'net developable area' is a useful way of discounting for those parts of the site not developed for housing.

3.4 The net developable area includes those access roads within the site, private garden space, car parking areas, incidental open space and landscaping and children's play areas (where these are to be provided). Beyond this, it is considered reasonable to exclude the following from the definition of net developable area:

- major distributor roads, significant landscape buffer strips, open space serving the wider surrounding area, or an area necessary to make space for water storage;
- an existing on-site feature or wider constraint that limits the area that can be developed, such as the need to maintain an important landscape or wildlife site; and
- areas comprising non housing development, such as employment, commercial uses, community facilities (such as new school or health centre) or areas set aside for the 10% Net Biodiversity Gain.

3.5 Table 2 shows the ratios for the developable area of sites, based on an assessment of different sizes of sites in Selby area. Larger sites tend to have more of their area used for non-housing uses and infrastructure and this is generally why the rates lower as the site size gets larger.

**Table 2: Net Developable Area Ratios**

Site Size Bracket (ha)	Net developable area ratios (%)
Up to 1	100
1 to 5	85
5 to 10	80
More than 10	70

3.6 Masterplans for proposed sites will be referred to and the SHLAA working group also had the option to submit their own assumptions for the developable areas of their sites.

**3.7 Calculating density**

The densities in the 2023 SHLAA are calculated on the net developable areas of sites. We have found that the only consistent correlation on sites in terms of density is when they are grouped by type of settlement. The exception to this is the greenfield/brownfield split in Selby, because very high densities are achieved on brownfield sites in the centre. Please note that sites with planning permissions already have their densities determined and will not be assessed.

3.8 An analysis of recent completions and permissions in the authority gave the density rates in table 3, however site promoters had the option to submit their own density rates and masterplans of potential sites were also reviewed.

**Table 3: Densities**

Settlement Hierarchy	Densities (dph)
Principal Town (Selby) - <b>Brownfield</b> (more than 50% PDL area)	50
Principal Town (Selby) - <b>Greenfield</b> (50% or less PDL area)	40
Local Service Centres	35
Designated Service Villages	30
Secondary Village	20
Countryside	20

**3.9 Calculating density for new Local Plan**

In order to calculate the densities for the new Selby Local Plan Settlement Hierarchy we have used an evidence based approach. The densities are calculated on the net developable areas of sites. We have found that the only consistent correlation on sites in terms of density is when they are grouped by type of settlement. The exception to this is the greenfield/brownfield split in Selby, because very high densities are achieved on brownfield sites in the centre. Please note that sites with

planning permissions already have their densities determined and will not be assessed.

3.10 An analysis of recent completions and permissions in the authority gave the density rates in table 4, however site promoters had the option to submit their own density rates and masterplans of potential sites were also reviewed.

**Table 4: Densities**

<b>Settlement Hierarchy</b>	<b>Densities (dph)</b>
Principal Town (Selby) - <b>Brownfield</b> (more than 50% PDL area)	50
Principal Town (Selby) - <b>Greenfield</b> (50% or less PDL area)	40
Local Service Centres	35
Tier 1 Villages	30
Tier 2 Villages	25
Smaller Villages/ Countryside	20

**3.11 Pre-build lead-in times**

A pre-build lead in time is the time taken for a site to complete its first unit. The approach to the length of pre build lead in times in the 2023 SHLAA factors in the size of the site, in terms of dwellings, as well as the planning status of the site and the time it takes to build the first house (the UK average is 6 months). The presumptions being that:

- the more advanced along the permission timeline, the shorter the time it takes to start on site, and;
- the bigger the site in terms of units, the longer it takes to negotiate the section 106 agreements.

3.12 The lead in times in table 5 are representative of the average times between the gaining of full, reserved matters, or outline permission and the completion of the first unit for different sizes of site. Full and reserved matters applications with a resolution to grant subject to a section 106 agreement are put into the outline bracket, because of the time taken to resolve these agreements.

3.13 The issues which may affect lead in times are more site specific, some larger sites may be part of a phased development and the lead in times are minimal, because the developer is effectively already 'on site'. Others may have complex section 106 agreements which may take a long time to resolve. Therefore there is an option for site promoters to submit their own estimates for pre build lead in times.

**Table 5: Lead in Times**

Gross Size of Site	Planning status of site		
	Reserved matters/full permission	Outline/resolved to grant permission	Without planning permission
1 - 10 dwellings	12 months	18 months	24 months
11 + dwellings	18 months	24 months	30 months

**3.14 Build rates**

Table 6 shows build rates, based on an assessment of different sizes of sites in Selby district and taking account of comments from the working group. Sites are grouped by size because larger sites have been shown to be built out at greater rates by major national housebuilders, who have the capacity to do so and smaller sites are generally built out by local builders, who build at a slower rate due to them having a lower capacity. As ever, site promoters had the option to submit their own build rates.

**Table 6: Build Rates**

Gross capacity of site (dwellings)	Annual Build rate
1-10	5
11-25	10
26-50	20
51-100	30
101-200	40
201+	50 (70 if 2 developers)
500+	70

**3.15 The Assessment Questions**

Tables 7 to 9 show the questions which will be included in the assessment of sites in the 2023 SHLAA. These questions have been devised having regard to the most recent guidance in the planning practice guidance note for Housing and Economic Land Availability Assessments.

3.16 In line with the guidance, there will be a basic assessment of housing sites and then from this assessment a judgement in principle is made on whether the site is suitable for housing. If the answer is no, the site will be put in abeyance. If the answer is yes, then the sites will be assessed in detail with the questions from table 8.

3.17 Once sites are assessed for their Suitability, Availability and Achievability in table 8 they will be given a deliverability timescale, if there are no constraints or constraints can be mitigated, they are put into the five year

supply. If there are constraints that take time to mitigate, sites will be put back later in the plan period. If the constraints cannot be mitigated, the site will be put in abeyance.

**Table 7: Basic Assessment Questions**

<b>Question Title</b>	<b>Explanation</b>
<b>SHLAA ID</b>	The unique reference number for the site. This cross-references to the sites shown in the SHLAA maps.
<b>Emerging Local Plan site ref</b>	The unique reference for the site which cross-references to the references used in the Local Plan consultation documents
<b>Parish</b>	The name of the parish the site is located in.
<b>Settlement Hierarchy</b>	Where the settlement is placed in the Core Strategy settlement hierarchy (policy SP4). This applies to sites that lie immediately next to the built form of the settlement, as well as sites that lie so close to the built form that it is reasonable to consider them as a possible extension to the urban boundary. The latter may include sites that are detached from the built form by a small field boundary or an area of open space (for example, playing field). Sites beyond the built form are classed as being in the countryside.
<b>Location</b>	Short description of where the site is located
<b>Current land use</b>	Description of the land use of the site.
<b>Surrounding Land Uses</b>	Description of surrounding land uses
<b>Site Type</b>	<ul style="list-style-type: none"> <li>• SDLP Allocation</li> <li>• Large Planning Permission</li> <li>• Small Planning Permission</li> <li>• Approve Subject to S106</li> <li>• Prior Approval Not Required</li> <li>• Potential Site</li> </ul>
<b>Allocations Reference/ Planning Permission Reference</b>	Reference should the site be a saved allocation in the Selby Local Plan (2008) or an allocated site in the Core Strategy (2013). Should the site have planning permission, this is the most recent planning application reference.
<b>Area (ha)</b>	Gross area of the site measured in hectares (ha)
<b>GF/BF</b>	An indication as to whether the site is greenfield land, brownfield land, or a mixture of both
<b>% Greenfield</b>	% of sites area that is greenfield, this will later be used to calculate the number of homes that could be built on greenfield land.
<b>% PDL</b>	% of sites area that is previously developed land, this will later be used to calculate the number of homes that could be built on previously developed land.
<b>National Policy Restrictions</b>	<i>Minimum Site Size – 0.17ha (less than 5 dwellings at 30 dwellings per hectare)</i> <i>Sites of Special Scientific Interest (SSSI)</i> <i>Ramsar Sites, Special Protection Areas (SPA)</i> <i>Special Areas of Conservation (SAC)</i> <i>National Nature Reserves (NNR)</i>

<b>Question Title</b>	<b>Explanation</b>
	<i>Scheduled Monuments, Ancient Woodlands Health and Safety Executive Inner Zones Flood Risk areas - Zone 3b 'Functional Floodplain' Registered Battlefields and Registered Parks and Gardens</i>

**Table 8: Suitability, Availability, Achievability, Deliverability**

<b>Question Title</b>	<b>Explanation</b>
<b>Risk of Flooding</b>	A significant issue for Selby, flooding has been kept separate from other physical constraints. The level of flood risk will be determined by the latest flood risk mapping produced by the Environment Agency.
<b>Physical Constraints</b>	An assessment of any other physical constraints that would need to be overcome through the planning application process for example, access to the site, infrastructure, proximity to listed buildings and conservation areas, neighbouring uses, proximity of waste water treatment works, drainage options (surface water and foul sewage), topography, mineral designations, etc. ground conditions, hazardous risks, pollution or contamination.
<b>Overcoming suitability constraints</b>	A range of potential solutions for any constraints
<b>Availability</b>	
<b>Submitted by?</b>	Upon request a distinction will be made between landowners and major land promoters. Whether the site has been submitted by a landowner or an agent, and whether there is a developer involved. This question will not feature any names, addresses or personal details of any kind.
<b>Availability Considerations</b>	Whether the site has a history of unimplemented planning permissions. The number of landowners there are on the site. Impact of the existing land use of the site on availability. Impact of any land ownership constraints or any third party land required.
<b>Overcoming availability constraints</b>	A range of potential solutions for any constraints
<b>Achievability</b>	
<b>Is the site economically viable?</b>	Developer interest in the site can demonstrate that it is economically viable, along with a recent history of planning applications showing developer intent.
<b>Overall Deliverability</b>	Depending on the evidence submitted in the suitability, availability and achievability sections, a site will be given a deliverability timescale, these being: 0-5 years- no constraints to deliverability, or constraints can be mitigated. Units will be projected from the start of the supply period. 6-10 years – constraints have been found that will take time to be mitigated, or the site is part of long term phase. Units will be projected from year 6 of the plan period. 11-15 years – significant constraints have been found that will take significant time to be mitigated, or the site is part of



	<p>long term phase. Units will be projected from year 11 of the plan period.</p> <p>Not deliverable – the constraints on the site cannot be mitigated against, and the site is held in abeyance, no units from this site will be projected in the supply.</p>
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**Table 9: Estimating the Development Potential**

<b>Question Title</b>	<b>Explanation</b>
<b>Date of permission</b>	The date the notice of decision was issued, should the site have planning permission.
<b>Permission started?</b>	An indication as to whether works have commenced on-site, should the site have planning permission.
<b>Permission Expiry Date</b>	The date the permission will expire (lapse), should the site have planning permission. Some sites with outline permission had reserved matters applications submitted before their expiry date, at the time of this assessment. The outline application remains extant while the reserved matters application is being processed and this is noted here.
<b>Net Developable area ratio</b>	The area of the site considered purely developable for housing (%) Sites with planning permission have already had their developable area approved through the development management process.
<b>Net Developable area (ha)</b>	The area of the site in hectares (ha) considered developable.
<b>Build rate</b>	The annual rate at which dwellings are built out on the site. Where there is more than one developer on site, this will be noted and will increase the rate of building.
<b>Lead in time (years)</b>	The time from the point of approval of a planning application, to the expected completion of the first plot.
<b>Density</b>	The number of dwellings which can be built on the site per hectare (ha) of the site area. Sites with planning permission have already had their density approved through the development management process.
<b>Greenfield capacity</b>	Number of units on the site that are estimated to be delivered on the greenfield sections of the site.
<b>PDL capacity</b>	Number of units on the site that are estimated to be delivered on the previously developed sections of the site.
<b>Gross capacity</b>	The estimated number of dwellings that can be accommodated onto the net site area. For sites with permission, this number represents the total number of dwellings given by the most recent permission on the site.
<b>Net Capacity</b>	For sites with permission, this will be the gross capacity, minus any demolitions/ mergers/ changes of use associated with the permission that result in the loss of dwellings.
<b>Deliverable Capacity remaining</b>	In the case of sites with planning permission, this figure shows the remaining number of dwellings still to be complete if development has already started. This figure will be the same as net capacity for all other types of sites. Sites assessed as undeliverable will be given zero for this question.
<b>Dwelling projections</b>	A series of cells that project how the units from the site will be built out across the plan period, taking into account the lead in times and build out rates mentioned above.

Question Title	Explanation
Development Timescale	How long the site will take to complete all its units in years.

#### 4.0 Stage 3: Windfall assessment

- 4.1 Windfall sites will not be assessed in the SHLAA, the contribution from windfall sites towards meeting its five year housing land supply will be accounted for in the five year housing supply report (in line with paragraph 71 of the NPPF) and the details on the method of their projection is provided in 2023-28 5YHLS report.

#### 5.0 Stage 4: Assessment review

- 5.1 The final 2023 SHLAA has 601 sites within it. Table 10 below shows the composition of these sites based on their type and the housing capacity remaining.

**Table 10: Count and capacity of site types in the 2023 SHLAA**

Row Labels	Count of Site type	Gross Deliverable Capacity Remaining
Large Planning Permission	23	1007
Small Planning Permission	152	330
SDLP Allocation	8	1121
Core Strategy Allocation	1	0
Potential Site	417	43,989
<b>Total</b>	<b>601</b>	<b>46,447</b>

- 5.2 Table 11 shows at which point in the plan period these dwellings could be built, the time period for delivery is based on the build rates and lead in times described in the methodology, but where a site has been found to have significant constraints in the detailed assessment, it has had its start date for building moved to years 6-10 or 11-15 of the plan period.
- 5.3 There were 30 sites in the assessment which had to be moved to years 6-10 due to significant constraints found at the detailed assessment stage, such as there being no access to a site. There are 4 sites in the year 11+ category, as this is when the landowners foresee that site coming forward. There were also 3 sites which were assessed to be undeliverable, due to major constraints found at the detailed assessment stage which cannot be mitigated over the course of the plan period.

**Table 11: Expected Delivery of Site Types in the 2023 SHLAA**

Row Labels	Sum of years 1-5	Sum of years 6-10	Sum of years 11-15
Large Planning Permission	977	30	0
Small Planning Permission	297	2	1
SDLP Allocation	245	531	164
Core Strategy Allocation	0	0	0
Potential Site	20,370	10,945	3,107
<b>Total</b>	<b>21,889</b>	<b>11,508</b>	<b>3,272</b>

5.4 Table 12 shows the geographical spread of deliverable existing and potential housing supply, in terms of the Core Strategy's settlement hierarchy. The amount that can be delivered over the plan period is far in excess of what is needed in Core Strategy Policy SP5. As the amount of growth needed by the authority in all areas of the district can be met on specific identified and deliverable sites, there is no need to designate Broad Locations for housing growth in this SHLAA.

**Table 12: Delivery of Sites across the Core Strategy Settlement Hierarchy**

SP2 Settlement Type	Total years 1-5	Total years 6-10	Total year 11-15	Grand Total	Selby District Local Plan Core Strategy SP5 Requirement*
Principal Town	2193	2176	664	5033	<b>2,516</b>
Local Service Centres – Sherburn In Elmet	1099	1043	350	2492	<b>0</b>
Local Service Centres - Tadcaster	554	352	1	907	<b>469</b>
Designated Service Village	11424	5332	1130	17886	<b>0</b>
Secondary Village	4095	1464	777	6336	<b>0**</b>
Countryside	2524	1141	350	4015	<b>0**</b>
<b>Total</b>	<b>21889</b>	<b>11508</b>	<b>3272</b>	<b>36669</b>	<b>2,985</b>

\*SP5 requirement minus completions from April 1<sup>st</sup>, 2011 to March 31<sup>st</sup>, 2023

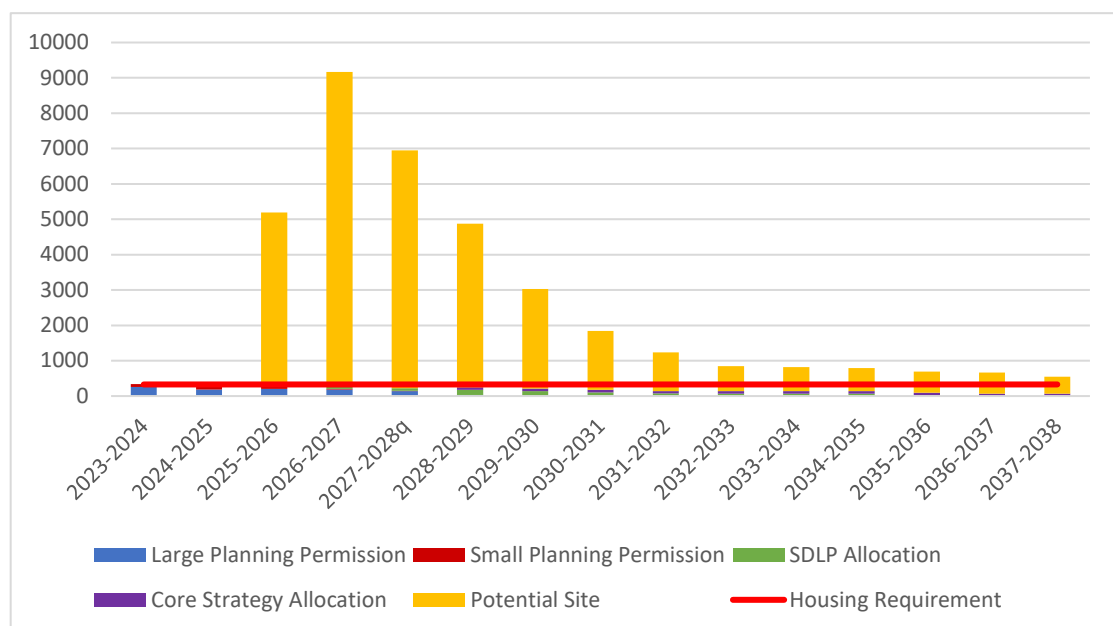
\*\*No dwellings were required for these levels of the hierarchy in Policy SP5

## 6.0 Stage 5: Final evidence base

### 6.1 Trajectory

NPPG states that an indicative housing trajectory should be produced as a core output of the assessment. Figure 2 shows the trajectory of all deliverable sites in the 2023 SHLAA, the vast majority of the supply comes from potential sites, and as shown in table 12, far exceeds the housing needs required in the Core Strategy. The potential build-out rate of all sites reaches a peak in 2026-27, but would continue to produce a substantial amount of units for the next 15 years.

**Figure 2: Trajectory of deliverable dwellings in the SHLAA – all sites**



### 6.2 Conclusion

- The 2023 SHLAA has assessed 601 sites for housing use, with a total capacity of 46,447 dwellings.
- The vast majority of those sites have been found to be deliverable, 31 sites were moved back in years 6-10 of the plan period due to significant restraints and 3 are in the years 11-15.
- 4 sites had major constraints and have been held in abeyance.
- Large sites with planning permission have been assessed in detail in this SHLAA; most have been found to be deliverable in the first five years.
- The number of specific deliverable sites identified means there is no need for broad locations of growth to be identified.

- The findings of this assessment inform the calculations in the five year housing land supply report.
- The assessment data from this report will also be used to inform the Selby New Local Plan.

### **6.3 Reviewing the assessment**

The Council will continue to monitor all residential planning permissions as of the 31 of March each year to gather data on completions and what remains to be built within the district. Each site with planning permission is surveyed and the figures are then used to assess the planning status of the sites within the SHLAA database and to inform the Selby district's five year supply.

- 6.4 Whilst sites in the database will be reviewed annually as part of the Five Year Supply (and landowners contacted to check for intentions), these will be added to the SHLAA database on a rolling basis. Updating the SHLAA more widely (for instance, contacting land owners and a call for sites exercise) will be undertaken at regular intervals in order to maintain a robust evidence base.

**Appendices for the SHLAA can be seen at the end of this report.**

## 7.0 Introduction to the Five Year Housing Land Supply

7.1 The purpose of this report is to:

- set out an updated methodology used in assessing the five year housing land supply (5YHLS); and
- provide an updated 5YHLS calculation based upon the 2023 Strategic Housing Land Availability Assessment (SHLAA) methodology which uses recent completions, forecast delivery figures, input from experts in the house building industry; and
- provide a clear position on 5YHLS which supersedes the last public statement on housing land supply, which was published in November 2022 and used a base date of the 31 March 2022.

7.2 The former Selby District Council produced a five-year housing land supply report annually since 2010. This statement uses a base date of the 31 March 2023 and the 5-year supply period within it will run to 31st March 2028.

## 8.0 Background

8.1 This section of the report briefly details the national policy context to housing land supply and the history of 5-year housing land supply as they relate to Selby district.

### **National Policy & Guidance**

8.2 Paragraph 68 of the February 2019 National Planning Policy Framework (NPPF) requires local planning authorities to:

- identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirements set out in adopted strategic policies or against their local housing need where the strategic policies are more than five years old; and
- identify a supply of specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15

8.3 Paragraph 11 and footnote 8 of the NPPF states that relevant policies for the supply of housing should not be considered up to date where the local planning authority cannot demonstrate a five-year supply of deliverable housing sites, with the appropriate buffer (as set out in paragraph 74) or where the Housing Delivery Test indicates that the delivery of housing was substantially below (less than 75% of) the housing requirement over the previous three years.

8.4 Paragraph 74 requires that the supply of specific deliverable sites should in addition include a buffer of:

- a) 5% to ensure choice and competition in the market for land; or

- b) 10% where the local planning authority wishes to demonstrate a five year supply of deliverable sites through an annual position statement or recently adopted plan, to account for any fluctuations in the market during that year; or
  - c) 20% where there has been significant under delivery of housing over the previous three years, to improve the prospect of achieving the planned supply.
- 8.5 The NPPF requires that local planning authorities also monitor progress in building out sites which have planning permission, through a Housing Delivery Test. Paragraph 76 states that where the Housing Delivery Test indicates that delivery has fallen below 95% of the local planning authority's housing requirement over the previous three years, the authority should prepare an action plan in line with national planning guidance, to assess the causes of under-delivery and identify actions to increase delivery in future years.
- 8.6 Footnote 39 of the NPPF states that "Unless these strategic policies have been reviewed and found not to require updating. Where local housing need is used as the basis for assessing whether a five year supply of specific deliverable sites exists, it should be calculated using the standard method set out in national planning guidance." As the Selby District Local Plan Core Strategy (2013) is over five years old and a review has yet to be undertaken we will use the standard method as set out in the national planning guidance to calculate our five year housing supply.
- 8.7 The National Planning Practice Guidance (PPG) states 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 five years. However, 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*".
- 8.8 The national guidance is quite clear then that as part of this annual update of its housing supply position, North Yorkshire Council should consider the deliverability of sites in the five year supply very carefully, so that the assessment can be considered robust.

## **5YHLS Statements and Previous Appeal Decisions**

### **2018 Appeal Decisions**

- 8.9 The former Selby District Council's supply position at the 30th September 2017 was endorsed by a number of appeals this year at Ulleskelf, Church Fenton,

North Duffield, and Thorpe Willoughby<sup>1</sup>. The following elements of the previous five year supply methodology were also confirmed by these appeal decisions:

- The use of an evidenced based discount rate to take account of the possible non-implementation of permissions;
- The use of a 5% buffer (as opposed to a 20% buffer for those authorities that have had a record of persistent under-delivery); and
- The inclusion of windfall sites in the 5YHLS.

#### 5YHLS Update Statement – November 2022

8.10 This report had a base date of 31st March 2022 and calculated that the District had a 6.1 year supply of deliverable housing land and therefore the relevant policies relating to the supply of housing could be considered up to date. No appeal challenges were made to this supply position.

#### **Strategic Housing Land Availability Assessment (SHLAA) May 2023**

8.11 The Selby district's eleventh SHLAA contains a methodology for assessing the delivery of sites over time, as well as an assessment of sites contained within the 5YHLS. The assessment and methodology were produced with the help of a working group composed of landowners, professionals from the development industry and key stakeholders such as infrastructure providers and neighbouring authorities.

8.12 The working group helped inform the following key aspects of the SHLAA methodology, following a review of empirical evidence.

- Varied net developable area ratios – the larger the site, the lower the ratio.
- Varied lead-in times – the less advanced the site is in the planning process, the longer the lead in time.
- Varied build rates – the larger the site, the greater the build rate and number of builders.
- Varied density rates – higher in urban locations and lower in rural locations.

8.13 The application of the SHLAA methodology for the delivery of sites in the 5YHLS can be seen in the supply spread sheet in appendix 1. For more information on the 2023 SHLAA, please see: <https://www.northyorks.gov.uk/planning-and-conservation/planning-policy/planning-policy-your-local-area/selby-planning-policy/selby-evidence-base/strategic-housing-market-assessment>. The 2023 SHLAA has been used to project the supply in this 5YHLS Statement.

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<sup>1</sup> Appeal decision refs. APP/N/2739/W/17/3175463, APP/N/2739/W/17/3183958, APP/N/2739/W/17/3173018 & APP/N/2739/W/17/3181460



## **Determining Deliverability**

- 8.14 A key priority for the five year housing land supply report is to determine the deliverability of sites in the supply. The NPPF Glossary states 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, in particular;
- a) Sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans).
  - b) Where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.
- 8.15 To be considered developable, sites should be in a suitable location for housing development with a reasonable prospect that they will be available and could be viably developed at the point envisaged.
- 8.16 In order to determine deliverability, site promoters were sent emails which asked them about their timescales for development, whether they had any viability/ delivery issues and when they expected these issues to be overcome. A reminder was sent to site promoters of sites where there is a greater burden of proof on deliverability needed as per part b) of the NPPF Glossary on Deliverability. A summarised list of all the actions the Council took to determine deliverability is shown in table 1 overleaf.

**Table 1: Deliverability Assessment Actions**

<b>Action</b>	<b>Purpose</b>	<b>Inclusive Dates</b>
SHLAA working group methodology consultation	To discuss, with housing industry professionals, how to realistically project housing completions, using a range of criteria.	21/04/2023 - 05/05/2023
SHLAA site assessment consultation	To gain information from site promoters on their sites deliverability and viability.	17/05/2023-31/05/2023
SHLAA site assessment deliverability check phone call and email	A reminder email was sent to Agents/ developers on sites with large outline permissions where there is a greater burden of proof on deliverability needed as per NPPF paragraphs .	05/06/2023-19/06/2023

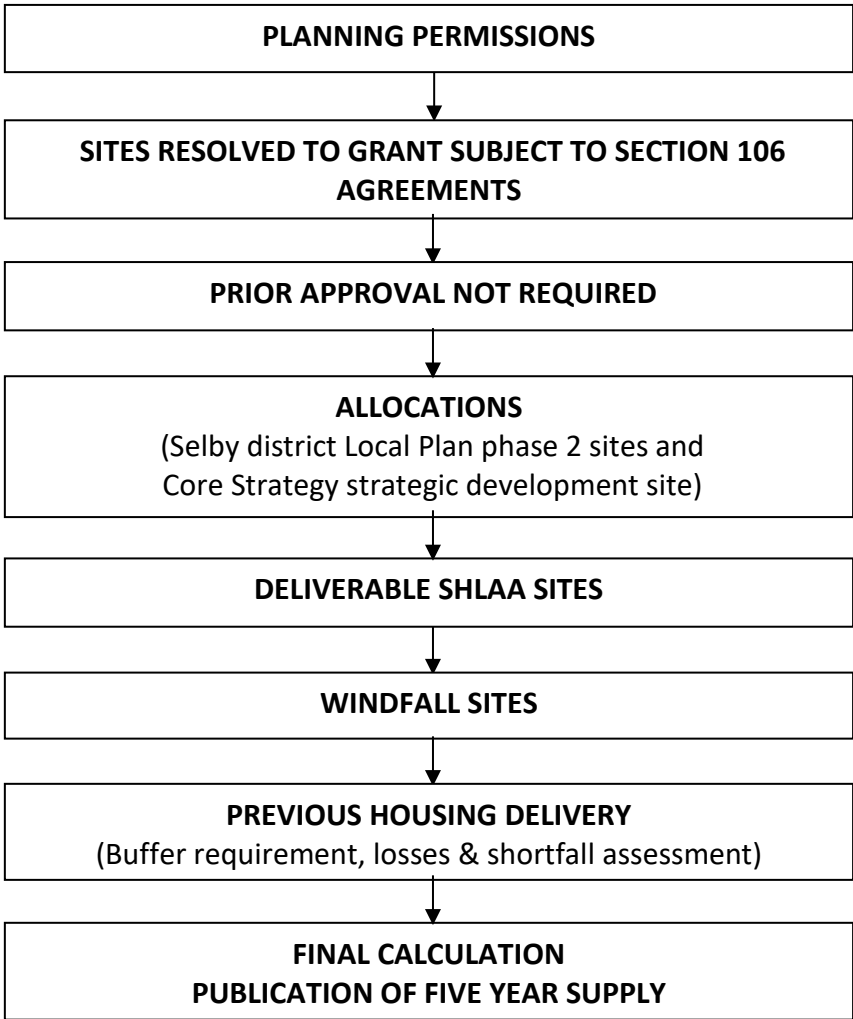
- 8.17 The deliverability position on many sites has been updated by working proactively with developers to gain the most accurate information. Where

certain sites had a lack of evidence on deliverability, the agents and developers of these sites were contacted again to obtain more evidence. Where uncertainties remained, these sites were then not included within the five year housing land supply

## 9.0 Types of sites in the deliverable five year supply

9.1 Figure 1 identifies the process involved in undertaking the annual update and which sources of sites have been used. Further explanation of each stage is outlined in detail later in this section and in section 4.

**Figure 1: The five year housing land supply assessment process**



9.2 The Council carried out visits and surveys of sites with planning permission within the Selby district at the beginning of April 2023. This was to ascertain the status of each site, in order to determine what is built and what remains outstanding. Regular information has also been received from the Council Tax department regarding which properties have been completed and the Council’s Community Infrastructure Levy (CIL) officer checks throughout the year to see

whether planning permissions have been implemented. All the planning permissions in the assessment are extant; any consents that have lapsed have been removed from the assessment.

- 9.3 This list of permissions includes outline (in addition to full and reserved planning permissions) as the principle of development has been established, subject to reserved matters. In undertaking the site assessments, small sites and large sites with permission have been classified differently, this is due to the different way they have been assessed in the 2023 SHLAA, with small sites being assessed in less detail than the large sites.
- 9.4 All sites in the supply which have not yet started or have stalled have been assessed to determine their deliverability through the SHLAA. The viability of each site was discussed with the landowner or the agent to determine when they would expect to be on site. It was also identified (in the case of allocated sites) if there are plans to submit a planning application and what the timescale for submission would be. This information has been used to determine which of these sites are included within the five year housing land supply and which are pushed back into years 6-10, 11-15, or are classed as undeliverable.

#### **Planning permissions: small sites (less than 10 dwellings)**

- 9.5 As of the 31 March 2023, there were **325** dwellings with planning permission (gross) on sites with less than 10 units, the number that is projected to be delivered in the next five years is **294**.

#### **Planning permissions: large sites (10 dwellings or more)**

- 9.6 As of the 31 March 2023, there were **1,007** dwellings with planning permission (gross) on sites with 10 units or more. The number that is projected to be delivered in the next five years is **977**.

#### **Sites resolved to grant subject to section 106 agreements**

- 9.7 As of the 31 March 2023, there was **one** site of this type with **5** dwellings.

#### **Prior approval not required**

- 9.8 As of the 31 March 2023, there were **no** sites of this type.

#### **Allocations: Selby District Local Plan (phase 2 sites)**

- 9.9 As of the 31 March 2023, phase 2 housing allocations from the Selby District Local Plan (which was adopted in 2005) had a combined capacity of **1121** dwellings. The number that is assessed and projected to be delivered in the next five years is **245**. Assurances have been sought from landowners and site promoters on the delivery of these sites, as per table 1 above. Eggborough-29/3, 'Land West of White House Farm', Camblesforth-8 'Land off Junction of A645 and A1041, Selby Road' and Selby-9 'Land off Meadway', are allocated sites from the Selby District Local Plan (2005). Selby-9 is also part of an

allocated site within the Emerging Selby Local Plan (SELB-BZ). As of the 31/03/2023, all three sites have planning applications which are being determined, with Eggborough-29/3 having access arrangements agreed by North Yorkshire Highways.

### **Allocations: Core Strategy (Olympia Park)**

9.10 This site is allocated as a strategic mixed use development site in the Core Strategy in policy SP7. This policy states that development within the defined area will be programmed to deliver 1,000 new homes; a large part of the allocated site to the west already had permission for 863 dwellings (2012/0541/EIA) but this lapsed December 2018. As a result of these factors, the number of dwellings that is projected to be delivered on the Olympia Park allocation in the next five years is **zero**.

### **Deliverable SHLAA sites**

9.11 The NPPF states that for a site to be considered deliverable, it should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on site within five years. In this regard it can be acceptable to include sites without permission in the supply if there is clear evidence that a site is deliverable.

9.12 As of the 31 March 2023, there were no sites of this type.

### **Windfall Completions**

9.13 Section 4 of this report shows the projected number of windfall completions in the first five years is **345** dwellings.

## **10.0 Methodology for calculating the five year supply**

10.1 This section explains the different criteria and assumptions which are applied in the calculation of the five year supply. For each criteria, it is explained how its application is consistent with the most recent guidance, case law and empirical evidence.

### **Basic requirement/housing target**

10.2 The NPPF (2019) requires that local planning authorities identify a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirements set out in adopted strategic policies that are no more than five years old, or against their local housing need where the strategic policies are more than five years old, unless these strategic policies have been reviewed and found not to require updating.

10.3 The Selby District Core Strategy Local Plan was adopted in October 2013 and therefore over five years old, footnote 39 of the NPPF states that "Unless these strategic policies have been reviewed and found not to require updating. Where

local housing need is used as the basis for assessing whether a five year supply of specific deliverable sites exists, it should be calculated using the standard method set out in national planning guidance.” As the Core Strategy Local Plan (2013) has yet to be reviewed the Council is using the standard method as set out in the national planning guidance to calculate our five year housing supply.

10.4 The housing target as set out by the standard methodology for the financial year 2021-2022 is to deliver a minimum of 328 homes per year across the district and this starting point gives a basic five year requirement for 1,640 homes across the District:  $328 \times 5 = 1640$ .

### **Planning permissions and the non-implementation discount**

10.5 A non-implementation discount is applied to small sites with planning permission and prior approvals not required which have yet to start on site. A discount has not been applied to large sites with planning permission, as these have already been subject to a high degree of deliverability assessment as described in paragraphs 2.16, 2.17 and table 1, above, to apply a further discount would be double counting.

10.6 In the projection of the supply, the discount is used to demonstrate the fact that a proportion of small sites may not start in the 5-year period and that their permissions will lapse. An analysis in table 2 of all small sites granted planning permission over the course of plan period so far, shows that the non-implementation rates for dwellings are 17% and for sites it is 17%.

10.7 Because permissions are implemented on a site basis, the rate of non-implementation will be set to 17% in this report. However, this figure will only apply to small sites with planning permission which have not yet started on site, as explained above.

**Table 2: Permission lapse rates on sites less than 10 dwellings 01-04-2011 to 31-03-2023**

<b>Lapsed?</b>	<b>Number of Sites</b>	<b>Number of Houses</b>
No (implemented/in time)	612	1314
Yes	121	260
Total	733	1574
% Lapsed	17%	17%

### **Other Losses**

10.8 Houses may be lost through demolitions and by a change of use. Having reviewed the permissions from the previous financial year, it was found 1 dwelling was lost. This dwelling was lost through a change of use of an annex to a holiday let. This loss has been accounted for in the total number of permissions in table 7.

## Windfall allowance

- 10.9 Paragraph 71 of the NPPF states that: ‘Where an allowance is to be made for windfall sites as part of the anticipated supply, there should be compelling evidence that they will provide a reliable source of supply. Any allowance should be realistic having regard to the strategic housing land availability assessment, historic windfall delivery rates and expected future trends. Plans should consider the case for setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area’.
- 10.10 During the Hodgsons Gate appeal (APP/N2739/W/16/3144900) the appellant challenged the appropriateness of the Council including windfalls in the five year supply. The inspector stated in his decision notice for the appeal that; ‘the Core Strategy Inspector’s Report and the Core Strategy clearly set the district’s housing requirement at 450 dwellings per annum. Both clearly indicate, however, that windfall sites will be mostly additional to this figure rather than an integral part of the supply. Indeed, the Core Strategy is clear that ‘the Council has not made any allowance for future contribution from windfalls in calculating the number of dwellings to be provided through new allocations after taking account of existing commitments’ and, thus, that ‘windfalls are likely to add to the total delivery of homes, in excess of the planned-for target’.
- 10.11 The inspector added that: ‘there is no policy preventing the Council from including windfalls in its five year housing supply’. However, the Inspector tempered this by also stating that: ‘it seems to me that the Council’s inclusion of a substantial number of windfall dwellings in the five-year supply, while not precluded by policy, must be treated with some caution’. This underlines the need for the Council to be accurate, realistic, and cautious in its projection of potential windfall completions in the next five years.
- 10.12 More recent appeal decisions have supported the Council’s approach to windfalls. The Inspector into the appeal at West Farm, Ulleskelf<sup>2</sup> for example stated that “I have had regard to the Hodgson’s Gate appeal decision, in which the Inspector voiced concern over the inclusion of windfalls, despite the fact that there is no policy basis to preclude them. However, I am satisfied that the Council has substantially reduced the figure, and so I include it in the supply”. Furthermore, the Inspector who considered appeals at South Lane, Church Fenton<sup>3</sup> and Main Street, North Duffield<sup>4</sup> stated that “I find that the number of windfall sites that have come forward merely indicates that the council was unable to demonstrate a deliverable housing land supply until relatively recently rather than a contrived reliance on such sites”.
- 10.13 The council considers all sites not allocated for housing in the Selby district Local Plan to be windfall. Windfalls are expected to continue to be a reliable

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<sup>2</sup> Ref. APP/N2739/W/17/3173108

<sup>3</sup> Ref. APP/N2739/W/17/3175463

<sup>4</sup> Ref. APP/N2739/W/17/3183958

source of supply, but there are a number of factors which will occur over the next five years of the plan period which will influence the rate of their delivery.

- The natural churn of brownfield land which occurs within built up areas will continue, where businesses and non-housing uses relocate and free up land for housing. There may be a slight trend upwards as evolving national planning policy (such as the requirement for a brownfield register) continues to re-focus upon the effective regeneration of brownfield sites.
- The Council intends to allocate sites in its emerging Selby district Local Plan (which was subject to a public consultation on its Pre Submission Publication version of the plan in August to October of 2022) to meet its housing requirement, these allocated sites will enable the Council to resist inappropriate development on large unallocated greenfield sites. This will result in a lower number of windfall completions.
- Applications for housing will continue to be permitted in addition to sites allocated in the Local Plan, providing they are sustainable and following assessment against relevant policies in the Local Plan and other material considerations. This will continue to sustain and increase the number of windfall completions.
- The expansion of permitted development rights to enable farm buildings and offices to be converted to housing without planning permission will also boost windfall supply.
- Losses of dwellings inevitably occur year on year, this is due to a variety of reasons including, demolitions, mergers and change of use. This is a downward driver in the net number of windfalls that can come forward.

10.14 There are likely to be both upward and downward windfall trends and on balance the Council is continuing to support a modest windfall allowance in the 5-year housing land supply. This is in line with policy SP4 of the Core Strategy (Management of Residential Development in Settlements).

10.15 Table 3 provides the data for gross completions on non-allocated sites (windfalls) in the district since 2005 (the start of the Selby District Local Plan Period). This shows that there has been a high level of completions on windfall sites, but in general less as a percentage in the Core Strategy plan period.

**Table 3: Net completions on windfalls**

<b>Financial year</b>	<b>Net completions</b>	<b>Net windfall completions</b>	<b>% windfall completions</b>
2005-06	638	580	91
2006-07	874	687	79
2007-08	583	343	59
2008-09	226	163	72
2009-10	270	163	60
2010-11	366	211	58
2011-12	281	173	62
2012-13	179	45	26
2013-14	289	75	26
2014-15	436	147	34
2015-16	501	222	44
2016-17	568	162	28
2017-18	610	365	59
2018-19	623	368	59
2019/20	492	379	77
2020-21	525	450	85
2021-22	455	388	85
2022-23	448	419	94
<b>Total/Average 2005-2023</b>	<b>8,364</b>	<b>5,340</b>	<b>64</b>
<b>Average 2005-2023 (18 years)</b>	<b>465</b>	<b>297</b>	<b>62</b>
<b>Plan Period Total 2011-2023</b>	<b>5,407</b>	<b>3,193</b>	<b>59</b>
<b>Plan Period Average 2011-2023</b>	<b>451</b>	<b>266</b>	<b>59</b>
<b>Units built on garden land during plan period (2011-2023)</b>	101	101	-
<b>% built on garden land</b>	<b>1%</b>	<b>2%</b>	-



**Table 4: Net windfall completions across the settlement hierarchy 2011-23**

Site Size Bracket	Selby	Sherburn	Tadcaster	DSV	SV	Countryside	Total
1 to 5	65	30	21	344	240	28	728
6 to 10	55	6	6	141	67	6	281
11 to 20	62	0	0	73	45	0	180
21 to 50	0	0	0	363	0	0	363
51 to 100	0	60	0	287	0	0	347
101+	160	266	0	740	128	0	1294
<b>Grand Total</b>	342	362	27	1948	480	34	3193

- 10.16 In order to forecast the windfall completions over the next five years, the average number of windfall houses completed per annum over the plan period (266) was taken as a starting point as this reflects recent trends in the local housing market. The expected completion figure over the next five years was reduced from this figure to 261, to take account of the number of dwellings completed on garden land (calculated to be 2%), which the NPPF states should not be accounted for.
- 10.17 The average of 261 completions was reduced further to better reflect the factors influencing the rate of delivery windfall described in paragraph 4.9 above. No trends are clear in the historical delivery of windfalls, however, it is considered that there will be an overall reduced rate of delivery on windfall sites, as large-scale unallocated sites outside of the development limits are resisted when a Local Plan with housing allocations is adopted.
- 10.18 Table 4 shows that windfall completions on sites of 51+ dwellings, over the course of the plan period, have mostly occurred in the Local Service Centres of Tadcaster and Sherburn in Elmet, the Designated Service Villages and the Secondary Villages. It is not anticipated that, after the adoption of the Local Plan, such sites in these locations will continue to come forward over the remainder of the plan period. In total these sites have contributed 1481 dwellings over the Core Strategy plan period so far, an average of 123 dwellings per year. Therefore 123 dwellings have been subtracted from the average of 261 to give a projected 138 dwellings per annum.
- 10.19 The projection for the predicted average rate of 146 completions per annum can be seen in table 5 below. This method prevents any double counting of windfall plots with existing permissions, as windfall plots are only projected as if they were first given planning permission in the year 2022-23. Lead-in times are also factored into the projection (as per the 2023 SHLAA) so no windfalls are provided in the first two and a half years of the plan period. The total cumulative completions from windfalls over the first five years are **345**.

**Table 5: Windfall completion projection**

Financial year complete					
23/24	24/25	25/26	26/27	27/28	Total
0	0	69	138	138	<b>345</b>

**The Housing Delivery Test**

10.20 Paragraph 75 of the NPPF states that Local Authorities should monitor the progress in building out sites which have permission, to maintain the supply of housing. Where the Housing Delivery Test indicates that delivery has fallen below 95% of the local planning authority's housing requirements over the previous three years, the authority should prepare an action plan in line with national planning guidance, to assess the causes of under-delivery and identify actions to increase delivery in future years.

10.21 The NPPF confirms that the Housing Delivery Test will apply from the day following the publication of the Housing Delivery Test results in November 2018. Notwithstanding the above, Table 6 demonstrates that over the last 6 financial years, the number of net completions have exceeded the Council's housing target.

**Table 6: Housing requirement & annual completions**

Year	Plan period	Net completions	Target	Cumulative Net Provision
05-06	Selby District Local Plan Period	638	620	+18
06-07		874	575 <sup>5</sup>	+299
07-08		583	440	+143
08-09		226	440	-214
09-10		270	440	-170
10-11		366	440	-74
Total net provision		<b>2,957</b>	<b>2,955</b>	<b>+2</b>
11-12	Core Strategy Plan Period	281	450	-167
12-13		179	450	-271
13-14		289	450	-161
14-15		436	450	-14
15-16		501	450	+51
16-17		568	450	+118
17-18		610	450	+160
18-19		623	450	+173
19-20		492	450	+42
20-21		525	450	+75
21-22		455	450	+5
22-23		448	450	-2
Total net provision		<b>5,407</b>	<b>5,400</b>	<b>+7</b>

<sup>5</sup> Total annual dwelling requirement up to 31st December 2006 is 620 and 440 from 1 January 2007, providing a requirement of 575 dwellings between 1st April 2006 and 31st March 2007.

## **Applying the Buffer**

- 10.22 The NPPF (paragraph 47) requires that local planning authorities should have a 5-year housing land supply 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 significant under delivery of housing over the previous 3 years, 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. Furthermore, where a local planning authority wishes to demonstrate a five year supply of deliverable sites through an annual position statement they should apply a 10% buffer.
- 10.23 Table 6 illustrates the completions for the past sixteen years within the District. The average annual completion is 465 over the 18 years. The average number of completions over the Core Strategy plan period (from 2011 onwards) is 451. It can be seen that there was over-delivery in the years before the financial crash in 2008 and under-delivery after it, as a result of the slowdown in the housing market. For the past 6 of the last 7 financial years, the target of 450 dwellings per annum has been exceeded. The target of 450 dwellings was missed by 2 dwellings in the 2022-23 financial year, therefore the Council has chosen a 5% buffer in this 5YHLS statement as this does not represent a significant under delivery as defined within the NPPF.

## **Dealing with the shortfall**

- 10.24 When using the standard methodology, no under supply or previous under delivery is taken into account. This is the approach taken in appeal decisions at Woburn Sands ([APP/Y0435/W/17/3169314](#)) where the Secretary of State has disregarded the identified backlog in assessing 5YS. In another appeal (at Woolpit - [APP/W3520/W/18/3194926](#)) the Inspector has similarly said (at paragraph 64): “No under supply/previous under delivery is taken into account when using the standard method. Therefore, no ‘backlog’ of unmet need should be taken into account when calculating the Council’s housing land supply position.”

## 11.0 Five Year Housing Land Supply Calculation

11.1 Tables 7 and 8 show how the sites described in section 3 of the report and the methodology for calculating the supply in section 4 of the report are used to produce a five year housing supply figure.

**Table 7: Summary of net permissions contributing to the five year supply**

Summary of sites contributing to five year supply		Dwellings
A	Dwellings on sites with less than 10 units <ul style="list-style-type: none"> <li>• 17% non-implementation rate applied to sites not started (195 x 0.83): 162</li> <li>• Sites started: 97</li> </ul>	259
B	Dwellings on sites of 10 or more units	977
C	Dwellings approved at committee subject to section 106 agreements	5
D	Losses	1
E	Sum of permissions (A+B+C-D)	1,240
F	Deliverable SHLAA sites	0
G	Selby District Local Plan allocated housing sites: 245 Core Strategy allocation: 0	245
H	Windfall	345
<b>Total plots considered to contribute to five year supply (E+F+G+H)</b>		<b>1830</b>

**Table 8: Five year housing land supply calculations as at 31 March 2023**

A	Annual Housing target (Standard Methodology)	328
B	Five year target, no adjustment (A x 5)	1640
C	<b>5% buffer applied (B x 1.05)</b>	<b>1722</b>
D	Annual target for next five years (C ÷ 5)	344
E	<b>Current expected deliverable supply: (1<sup>st</sup> April 2023 to 31<sup>st</sup> March 2028)</b>	<b>1830</b>
F	Gap (C - E)	+108
G	<b>Council's housing land supply (E ÷ D)</b>	<b>5.3 Years</b>

11.2 As at 31 March 2023, the district has a 5.3 year deliverable supply of housing. This means that, in line with paragraph 11 of the new NPPF, relevant policies that relate to the supply of housing continue to be considered up-to-date.

11.3 Appendices 1, 2 and 3 provide a database of sites with maps, which contribute towards the five year housing land supply.

## Appendices

Appendix 1: Database of sites contributing to the SHLAA and five year supply

Appendix 2: Interactive map of sites contributing to the SHLAA and five year supply

Appendix 3: Summary of sites contributing to the five year supply

Appendix 4: SHLAA Methodology Working Group Paper & Responses

Appendix 5: Samples used for determining the SHLAA methodology

For all of the above please visit: <https://www.northyorks.gov.uk/planning-and-conservation/planning-policy/planning-policy-your-local-area/selby-planning-policy/selby-evidence-base/selby-five-year-housing-land-supply>