SCARBOROUGH BOROUGH COUNCIL

SCARBOROUGH BOROUGH LOCAL PLAN

HOUSING PROGRESS ANNUAL REPORT (APRIL 2011 – MARCH 2012)

Support for Good Development

Planning and Building Standards
May 2012

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Scarborough Borough Council
Forward Planning Section

Housing Progress Annual Report
April 2011 to March 2012

1.0 Purpose

1.1 The purpose of this report is to provide the annual update on housing progress in the Scarborough Borough Local Plan area (that is the Borough outside the North York Moors National Park) for the period April 2011 to the end of March 2012.

2.0 Trends

2.1 The report covers the housing allocation, which is set by the Regional Spatial Strategy (RSS), and covers the period 2004 to 2026. The allocation sees acceleration in housing numbers to:

- 2004/05 to 2007/08 = 430 dwellings a year
- 2008/09 to 2025/26 = 560 dwellings a year

The overall requirement is 11,800 dwellings for the period 2004 to 2026.

2.2 During the period April 2004 to March 2012, the average rate of housing development was 331 dwellings a year. Between April 2004 and March 2008, the rate of housing development in Scarborough averaged 434 dwellings a year, due to the continuing high level of windfall development. Whilst the overall performance from April 2004 to March 2008 followed or exceeded the RSS allocation, during 2008/09 the performance fell significantly below the RSS target for the first time and continued to do so during 2009/10 as house building activity continued to reduce. This decrease was impacted by the effects of the national economic downturn, and the overall performance remains weak. 2010/11 figures suggest there may now be a steady return towards earlier years completions and 2011/12 have further emphasised this with the highest figures since reporting year 2007/08.

2.3 The current position is as follows:

- The RSS allocation to March 2012 = 3960 dwellings [calculated as 430 dwellings per year for 2004/08 and 560 dwellings per year for 2008/12. This takes into account the accelerated level of housing the Borough has been allocated by the adopted RSS – although as noted in paragraph 10.7 of this report, the status of RSS as part of

the statutory development plan has been changed by the new Government].
- Actual net completions to March 2012 = 2648 dwellings

3.0 Completions/Demolitions

3.1 During the year 2011/12, a gross total of 333 dwellings were completed in the Borough, consisting of:

- 136 dwellings from conversions
- 197 new build dwellings

3.2 This was offset by:

- 16 dwellings lost by conversions to other uses or enlarged residential units
- 25 dwellings already existed prior to being converted to extra residential units
- 24 dwellings were demolished

3.3 This gave a net:

- Increase in dwellings from April 2011 to March 2012 of 268 dwellings

4.0 Windfall

4.1 During the year 2011/12, Scarborough Borough saw a windfall development rate of 100%.

5.0 Density of Development

Note: The figures for density are for completed schemes only (i.e. where all plots are complete)

5.1 An overall density of development of 53.5 dwellings per hectare was achieved this year. The previously stated national minimum target was 30 dwellings per hectare. The density of dwellings created from conversions was 85.57 dwellings per hectare (dph) and the density of new build dwellings was 44.29 dph.

5.2 The measure for the AMR and for RSS monitoring is a breakdown of the number of dwellings developed at one of the following rates:

i) Less than 30 dph;
ii) Between 30 and 50 dph;
iii) More than 50 dph.

The split for 2011/12 was as follows:

- 53 dwellings (14.1%) developed on schemes of less than 30 dph;
- 49 dwellings (13.1%) developed on schemes of between 30 dph and 50 dph; and
- 273 dwellings (72.8%) developed on schemes of more than 50 dph.

6.0 Greenfield/Brownfield Split

6.1 Of the gross completions (April 2011 to March 2012), the majority were on Brownfield sites with 40 dwellings on Greenfield sites. For the year 2011/12 the Brownfield figure is therefore: ((293 / 333) x 100) = 88.0%.

6.2 This figure remains above the Government target of 60% and the RSS target of 65%. The Authority's long-term performance with achieving Brownfield development remains excellent with the cumulative rate from April 2004 to date at 85.86%. Notwithstanding this, it is possible that the proportion of Brownfield development will fall in upcoming years owing to the increased RSS housing allocation combined with the Government's restriction on including windfall sites in housing projections and the subsequent requirement to allocate significant areas for housing. These allocations are likely to be made up of significant areas of Greenfield land.

7.0 Affordable Housing

7.1 During the year, there were a total of 73 affordable housing completions. These 73 units came from 6 different schemes and delivered as follows;

- Mitford Street, Filey – 11 units
- Seamer Garage Virrs, Main Street, Seamer – 2 units
- Sandybed Court, Scarborough – 31 units
- North of Harrowing Drive, Whitby – 5 units
- Land at Stonehouse Gardens, Whitby – 6 units
- Larpool Lane, Whitby – 18 units.

7.2 This delivery of affordable housing is a significant improvement on recent years (in fact, this is the highest provision since reporting began in 2004/05), however, the economic downturn continues to have a major impact on the viability of affordable housing on new development. Whilst the Council has a range of targets for the provision of affordable housing dependant on the size and location of the site in question, the delivery of this target is subject to viability being tested through an open book appraisal. The prevailing market conditions have seriously jeopardised the viability of delivering high levels of affordable housing on new development. The Council hopes to adopt a revised Affordable Housing Supplementary Planning Document in July 2012.

7.3 The Council has taken a number of steps to mitigate the impact of the economic downturn in developing affordable homes in the Borough.

This has included the on-going review of its own landholdings in order to assess their suitability for affordable housing schemes, the work of the Council's Rural Housing Enabler (RHE) in identifying and bringing forward new sites, and the development of strong relationships with a number of Registered Social Landlords (RSLs) in the Borough.

7.4 In terms of the future delivery of affordable housing in the Borough, there continues to be a number of steps being taken to ensure that delivery is maximised as follows:

- Continuation of SBC land review;
- Investigate bringing other land forward: Local Plan, other public bodies;
- Continuation of RHE programme;
- Ensuring Middle Deepdale is brought forward;
- Working with developers to bring forward sites: Housing Market Partnership.

7.5 There are also a number of sites which have been granted planning approval with an element of affordable housing on site. These include major schemes at High Mill Farm, Station Road, Scalby; West Garth, Cayton; and Muston Road, Filey, which will provide 348 affordable homes between themselves. In addition, a number of smaller schemes will continue to provide a steady flow of affordable units.

7.6 Evidence suggests that the high level of housing demand is placing pressure on housing markets across the UK, as a result of new household formation and net migration gains, is likely to continue in the future. Between 1991 and 2010, the UK experienced an 8.2% increase in total population. Net increase through migration (both domestic and international) accounted for over half of the population increase in the UK in 2010. The Government's projections suggest that the total number of households across England will increase from 21.7 million in 2008 to 27.5 million in 2033 (a 27% increase equating to 232,000 per year). The trend towards an increase in single-person households is also anticipated to continue which could add further to affordability issues and market pressure.

7.7 In addition to the growing population, the economic downturn has also had an impact on the housing market in the UK. The credit crunch has fundamentally changed the mortgage system, having led to higher deposits, effectively pricing out many prospective homeowners who could readily afford the repayment on mortgages even if they were at a high loan to value ratio.

7.8 One recommendation of the Barker Review was to improve the affordability of housing overall in the UK and regionally. Although this increased supply would be largely for homeownership, the report also argued for an increase in social housing provision. With the current problems surrounding the UK mortgage market, social housing is seen to play a critical role in delivering affordable housing. A lack of purchasing powers and job losses means that the demand for social and private rented housing is likely to increase in the short-term future.

7.9 The Government recognises the need to provide social housing for those unable to afford to rent or buy a home of their own, and estimates there will be a newly-arising need for at least 40,000 new social rented properties per annum. This estimate is based on the methodology used by Kate Barker in her 2004 Review of Housing Supply. The number of households waiting for social housing has risen from 1 million to 1.6 million over the last ten years, both as the number of households has grown and as more families have found they cannot afford a home (although not all these are in urgent housing need). Nationally, provision of new social housing has increased by 50% in 2007-08 since 2004-05. However, it remains significantly lower than the 40,000 households which make up newly arising need each year.

7.10 *Housing for an ageing population*
There is significant growth in the older population in Scarborough. The 2008 mid year population estimates generally show the population to be 'ageing' nationally and this is apparent within the Yorkshire & The Humber region, the North Yorkshire County and locally. Over half of the population (52.4%) within Scarborough is aged 45 or over and 31% of the population is aged 60 or over. Scarborough continues to have higher proportions of those aged over 45 and over 60 when compared to the other districts in North Yorkshire. This continuing trend indicates a potential future need for specialist accommodation. The rate of growth of the elderly population (age 60 and over) in the town continues to outpace that of both the younger and middle-aged populations and this may constrain Scarborough's continuing economic diversification plans. It is important that the right mix of housing - both intermediate and affordable - is provided to attract all age groups to Scarborough.

7.11 New housing and its surrounding infrastructure should reflect this demographic change. Houses need to be easily accessible and supported by the right infrastructure, so that people have access to health, housing, transport and care services. Planning is vital and the NPPF would emphasise the need for Local Planning Authorities to consider the changing demographic trends and impact on housing requirements through utilising an up-to-date Strategic Housing Market Assessment.

8.0 Car Parking Standard

8.1 The achieved overall car parking standard for new build development and conversions for this year equated to 0.79 spaces per dwelling. The previous national maximum standard of 1.50 spaces per dwelling has been removed from PPS3. However, the Borough Council will examine these standards when reviewing policy in the Local Plan.

8.2 Although this figure is higher than in previous years, the figure is an average for all developments and has been achieved following numerous residential developments within central urban areas, particularly Scarborough, which has, in line with national guidance, provided little or no off-street parking. In 2011/12, 40.8% of completed dwellings were conversions rather than new builds. These conversions are usually small-scale schemes where little or no off-street parking facilities are proposed.

9.0 Size and Type of Dwellings

9.1 Information is gathered on the size and type of dwellings completed. During the period April 2011 to March 2012, completed schemes consisted of the following types of dwellings:

Detached	Semi-detached	Terraced	Flat
31	56	71	213

Bedrooms	Houses / Bungalow	Flats	Total	Percentage (this year)
1	1	80	81	21.8%
2	72	131	203	54.7%
3	59	1	60	16.2%
4+	26	1	27	7.3%
Total	158	213	371	100%
Percent	43%	57%	100%	

Note: The figures in these tables will not tally with the gross completions as the information refers to fully completed schemes only.

9.2 Completions in 2011/12 provided a majority of smaller properties, with 76% of developments being one or two bedroom properties. In the last four reporting periods, 76% of properties completed have been one or two bedroom properties. In 2011/12, 57% of all properties developed were flats (see Appendix A, Graph 6). The lower end of the private market has been adequately catered for with small starter unit type dwellings, but the need for a wider mix of dwelling types to meet demand is continuing to be reviewed through the Local Plan, informed by the findings of the Strategic Housing Market Assessment (SHMA). The housing market downturn saw a number of firms concentrating more on houses, where market demand is now stronger, and less on flats, where it is weaker. Although there was still a majority of flats being built in 2011/12 (57%), the figure is dramatically down from 84% in 2009/10, and 94% in 2008/09.

10.0 Grants of Planning Permission

10.1 An additional 386 new build dwellings (383 gross) were granted permission during the period April 2011 to March 2012. Of these, only 1 unit was through outline consent.

10.2 An additional 63 dwellings through conversions (72 gross) were granted permission during the same period.

10.3 A number of permissions expired during this period which resulted in the loss of 30 available units. A further 6 planning applications were granted for the loss of 6 residential units to other uses, or lost by multiple houses/flats being combined. 368 dwellings were superseded by renewals or new permissions during this year.

10.4 The house building industry has recently begun to stabilise following a period of extreme difficulty which brought several companies to near collapse due to the speed of the housing market downturn and the high levels of debt in the sector. With house prices and transactions starting to rise again, conditions have started to improve for house builders. Consequently, house builders are cautiously beginning to recommence construction on sites previously mothballed and open new outlets. House Building Starts data shows a slight decline on last year figures for the Yorkshire and Humber region although remains above figures from both 2008/09 and 2009/10.[1]

10.5 Completion levels have stabilised and are expected to start to increase as forward sales are now increasing. House builders remain cautious about the outlook for the future due to concerns over the wider economy and the ongoing lack of mortgage finance particularly at higher loan to value levels.

10.6 The National Planning Policy Framework continues to emphasise the importance of being able to demonstrate a readily available 5-year supply of land for housing. This 5-year requirement should be sufficient in meeting the needs of the Borough as evidenced by an up-to-date Strategic Housing Market Assessment.

11.0 Availability

11.1 There are now a total of 1642 dwellings with planning permission (1499 new build and 143 conversions).

11.2 At least an additional 1363 dwellings can be accommodated on the remaining Local Plan allocated sites. These sites are:

- Ha1 and Ha2 – Middle Deepdale, Scarborough (1,350 potential dwellings[2]);

[1] House Building: March Quarter 2012, England
http://www.communities.gov.uk/documents/statistics/pdf/2145660.pdf
[2] The estimated yield for Middle Deepdale has increased from 1,200 dwellings to 1,350 dwellings in order to reflect progression with planning application that suggests a likely increase to this figure.

- Ha12 – Burlyn Road, Hunmanby (13 potential dwellings).

11.3 Under the NPPF, Local Planning Authorities are required to produce a Strategic Housing Land Availability Assessment (SHLAA) which is used to identify whether the Authority has a sufficient land supply for 15 years of need, with at least five years' supply deliverable in the short term. A SHLAA for the Borough was completed in 2008/09, reviewed in March 2010 and 2011 with its review underway for 2012.

Appendix A - Graphs and Tables

Table 1 Housing Completions and Availability (April 2004-March 2012)

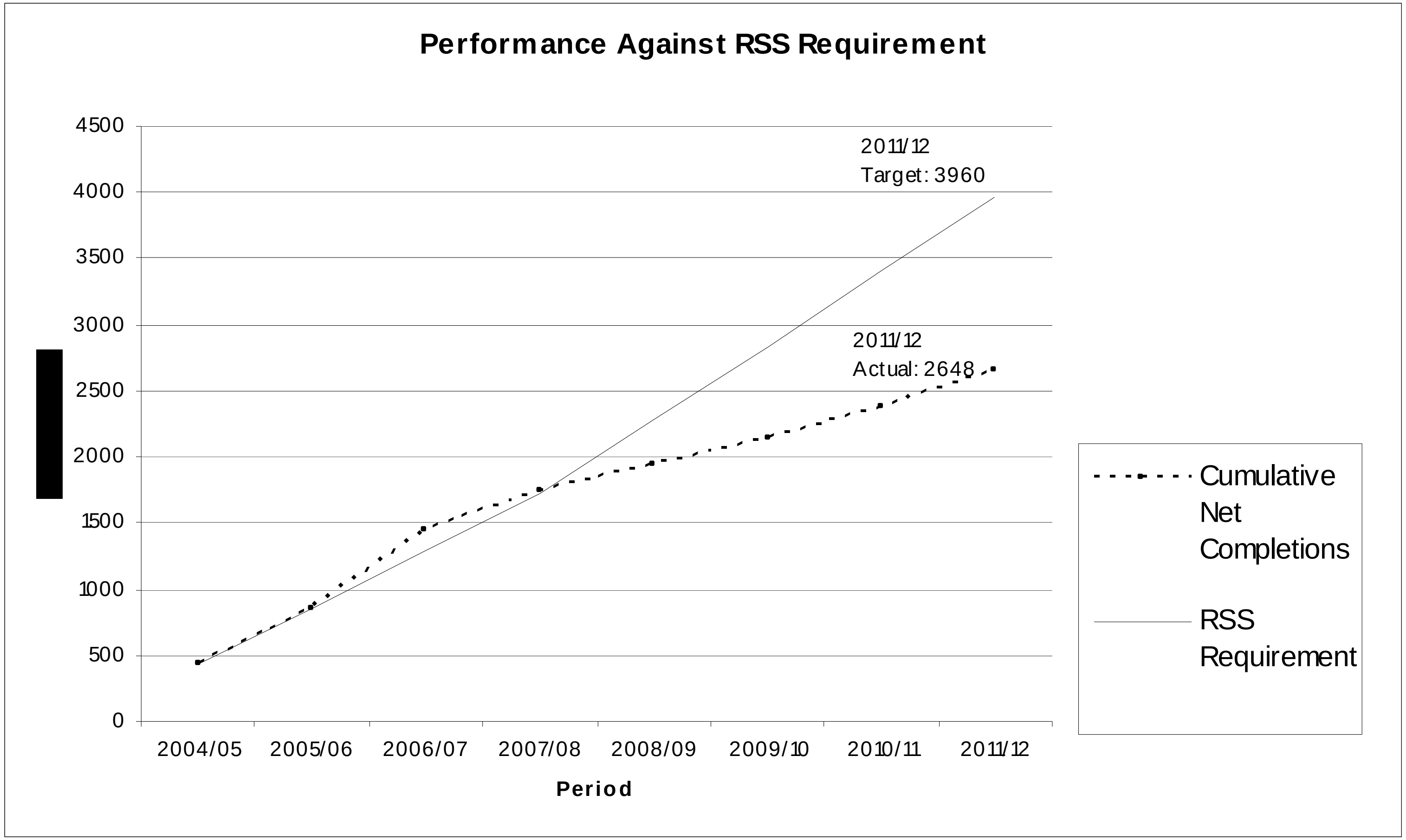
	Completions																		Available	
Period	Gross New Build	Gross Conversions	Gross Greenfield	Gross Brownfield	Gross Total	Demolitions	Losses to Other Uses and Smaller Number of Dwellings	Original Units Prior to Conversions to Greater Number of Res Units	Net Completions	Cumulative Net Completions	RSS Housing Requirement	Cumulative RSS Housing Requirement	Annual Over or Under Supply	Cumulative Supply	Cumulative Greenfield	Cumulative Brownfield	%age Brownfield	No Affordable	%age Affordable	New Build	Conversions
4/04 - 3/05	275	202	171	306	477	13	8	16	440	440	430	430	10	10	171	306	64.2%	53	11.1%	826	420
4/05 - 3/06	274	150	59	365	424	1	4	9	410	850	430	860	-20	-10	230	671	86.1%	24	5.7%	819	461
4/06 - 3/07	287	369	31	625	656	2	7	44	603	1453	430	1290	173	163	261	1296	95.3%	0	0.0%	821	284
4/07 - 3/08	215	106	87	234	321	7	1	29	284	1737	430	1720	-146	17	348	1530	72.9%	34	10.6%	1346	356
4/08 - 3/09	152	67	0	219	219	0	2	21	196	1933	560	2280	-364	-347	348	1749	100.0%	12	5.5%	1276	403
4/09 - 3/10	107	139	1	245	246	7	18	10	211	2144	560	2840	-349	-696	349	1994	99.6%	0	0.0%	1130	294
4/10 - 3/11	189	91	29	251	280	22	7	15	236	2380	560	3400	-324	-1020	378	2245	89.6%	58	20.7%	1442	217
4/11 - 3/12	197	136	40	293	333	24	16	25	268	2648	560	3960	-284	-1312	418	2538	88.0%	73	21.9%	1499	143
TOTAL	**1696**	**1260**	**418**	**2538**	**2956**	**76**	**63**	**169**													

Total Affordable Units (2004 to date) = **254**

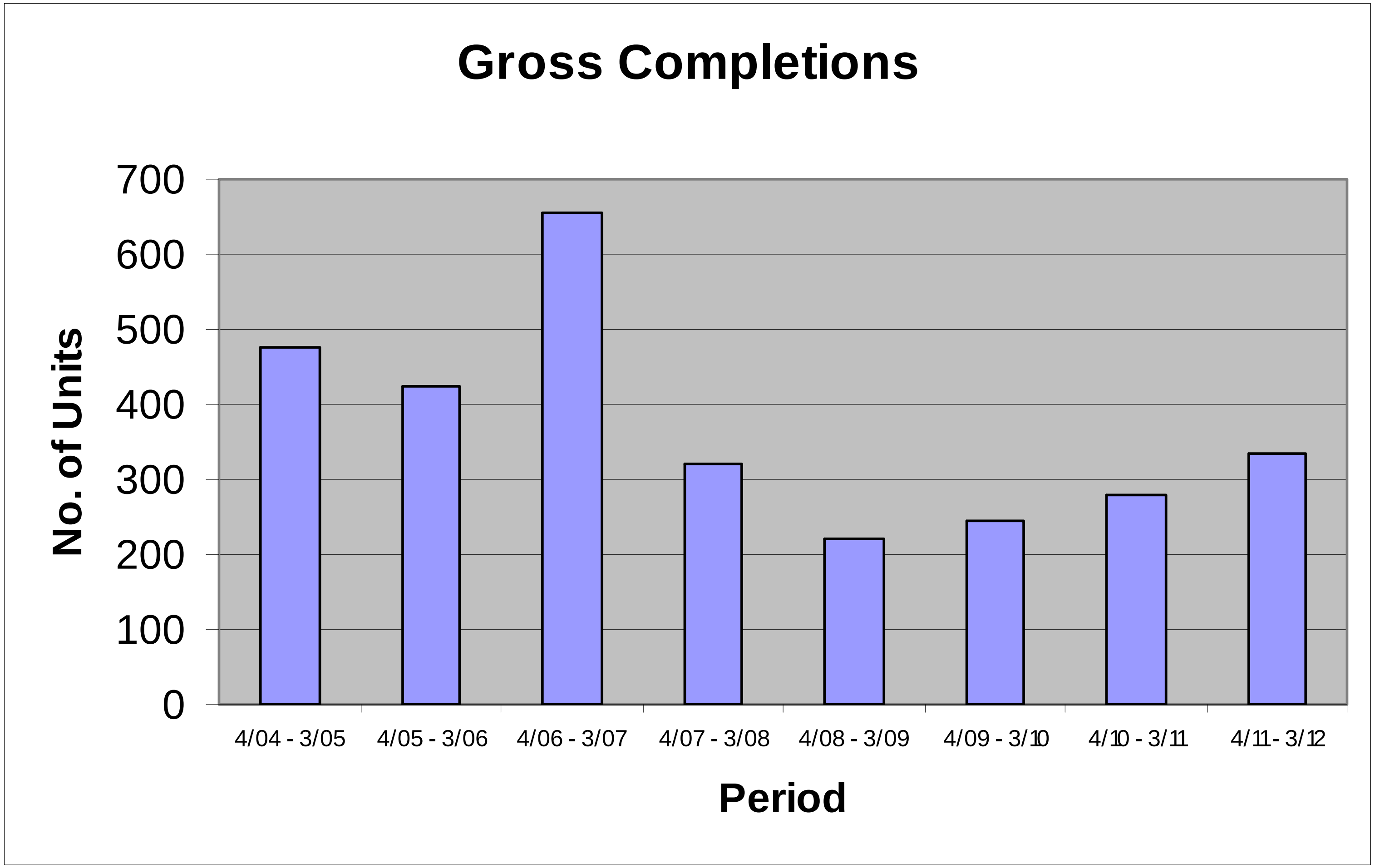
Affordable Percentage (2004 to date) = **8.59%**

Brownfield Percentage (2004 to date) = **85.86%**

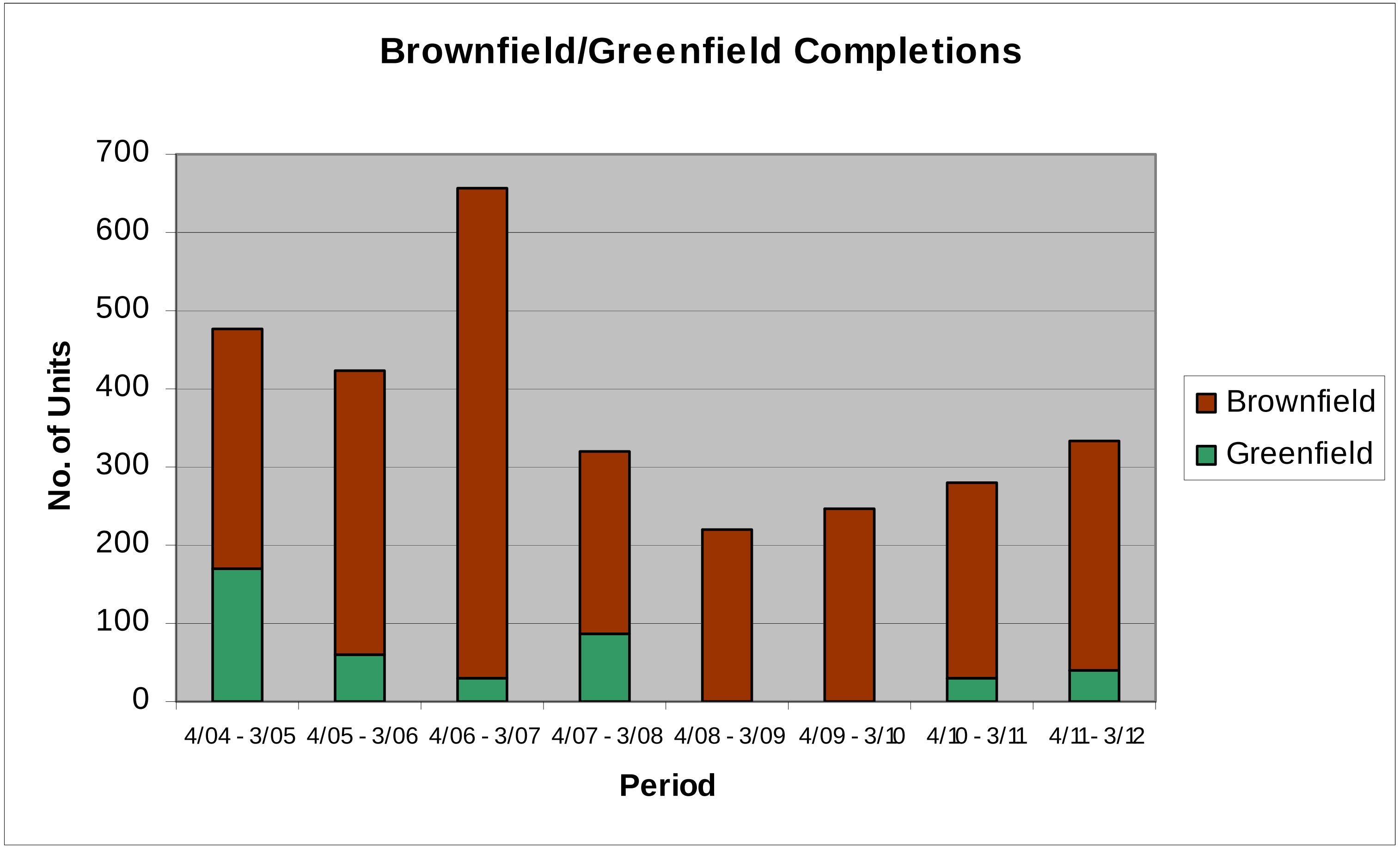
Graph 1 Performance against RSS Requirement 2004 - 2026



Graph 2 Gross Completions



Graph 3 Brownfield/Greenfield Completions



Graph 4 Affordable Units

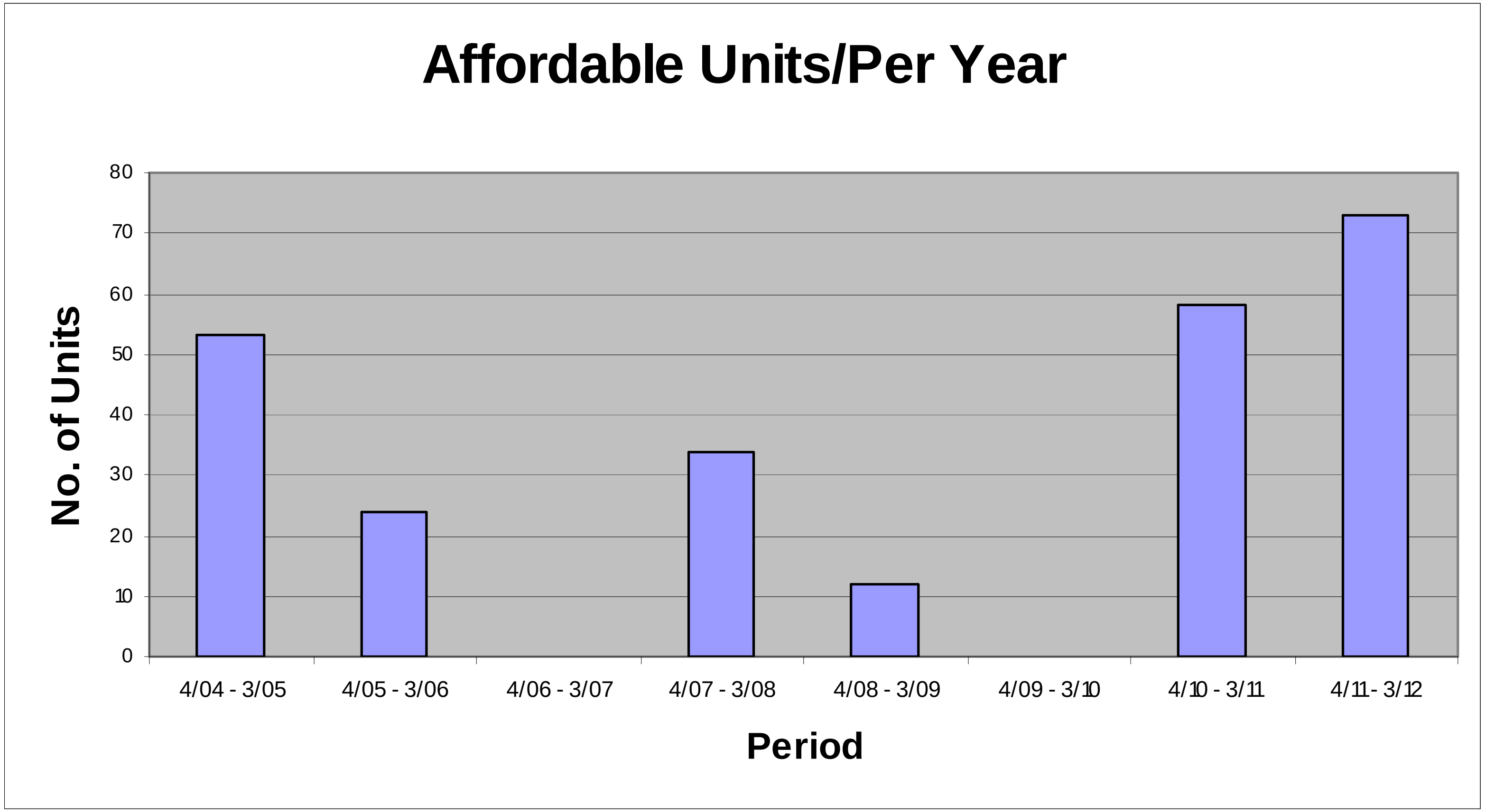


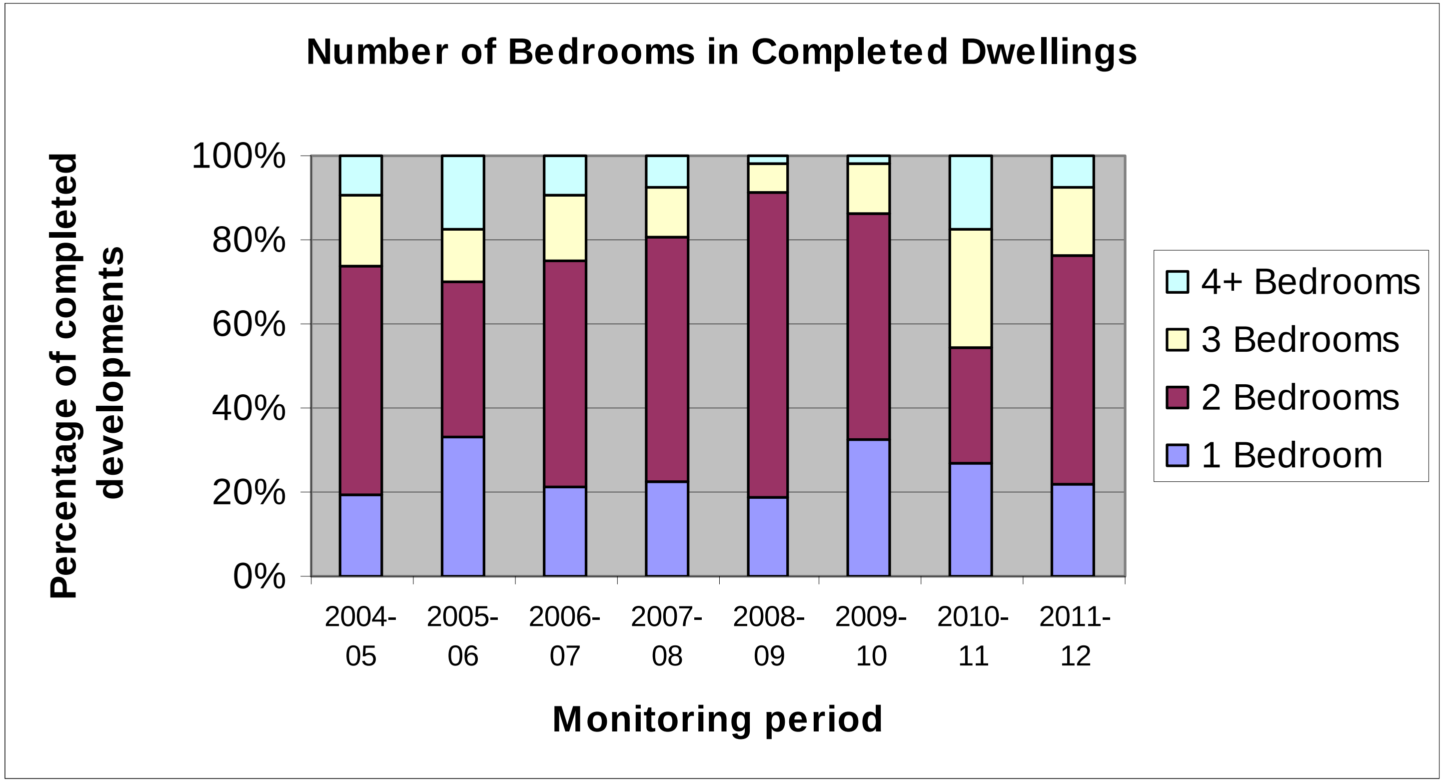
Table 2 – Housing Completions and Availability by Parish 2011/12

Parish	No. of Completions				Total Completions	Available				Total Available
	New Build		Conversion			New Build		Conversion		
	Greenfield	Brownfield	Greenfield	Brownfield		Greenfield	Brownfield	Greenfield	Brownfield	
Reighton	10	0	0	0	10	0	16	0	4	20
Hunmanby	0	4	0	3	7	5	7	0	8	20
Filey	0	11	0	13	24	302	24	0	9	335
Folkton	0	0	0	0	0	0	1	0	0	1
Muston	0	0	0	2	2	0	0	0	0	0
Lebberston	0	0	0	0	0	0	0	0	0	0
Gristhorpe	0	0	0	0	0	0	5	0	1	6
Cayton	0	0	0	0	0	164	0	0	0	164
Seamer	1	15	0	0	16	2	0	0	0	2
Irton	0	0	0	2	2	0	0	0	0	0
East Ayton	0	0	0	2	2	0	1	0	0	1
West Ayton	0	0	0	0	0	0	1	0	0	1
Wykeham	0	0	0	0	0	0	0	0	0	0
Brompton	0	0	0	0	0	0	0	0	0	0
Snainton	0	1	0	0	1	0	1	0	1	2
Scalby	2	1	2	2	7	517	4	0	2	523
Burniston	0	2	0	0	2	1	1	0	0	2
Cloughton	0	0	0	2	2	0	0	0	1	1
Scarborough	0	61	0	77	138	20	168	0	105	293
Osgodby	0	0	0	2	2	91	1	0	0	92
Eastfield	0	0	0	0	0	1	0	0	0	1
Eskdaleside	0	2	0	0	2	3	9	0	0	12
Whitby	25	52	0	26	103	47	86	0	12	145
Sandsend	0	10	0	3	13	1	20	0	0	21
Total	38	159	2	134	333	1154	345	0	143	1642

Table 3 – Density, Car Parking Provision, Affordable Housing and Brownfield Provision by Parish 2011/12

Parish	Total Area	Density	Car Parking Spaces	Car Parking (per dwelling)	Affordable	Brownfield No.	Brownfield %age
Reighton	0.86	11.63	12	1.2	0	0	0%
Hunmanby	0.34	20.59	5	0.14	0	7	100%
Filey	0.39	61.53	20	0.83	11	24	100%
Folkton	0	-	0	-	0	0	-
Muston	0.074	27.03	0	0.00	0	2	100%
Lebberston	0	-	0	-	0	0	-
Gristhorpe	0	-	0	-	0	0	-
Cayton	0	-	0	-	0	0	-
Seamer	0.35	45.71	17	1.06	2	15	93.75%
Irton	0.002	1000.0	1	0.50	0	2	100%
East Ayton	0.034	58.82	0	0.00	0	2	100%
West Ayton	0	-	0	-	0	0	-
Wykeham	0	-	0	-	0	0	-
Brompton	0	-	0	-	0	0	-
Snainton	0.05	40.00	5	2.50	0	1	100%
Scalby	0.489	16.36	14	1.75	0	3	42.86%
Burniston	0.23	8.70	2	1.00	0	2	100%
Cloughton	0.09	22.22	3	1.50	0	2	100%
Scarborough	1.623	96.12	70	0.45	31	138	100%
Osgodby	0.05	40.00	2	1.00	0	2	100%
Eastfield	0	-	0	-	0	0	-
Eskdaleside	0.244	8.20	2	1.00	0	2	100%
Whitby	1.641	76.17	127	1.02	29	78	75.73%
Sandsend	0.54	24.07	17	1.31	0	13	100%

Graph 5 Number of Bedrooms in Completed Dwellings



Graph 6 Completed Dwellings by Type