

Examination of the Ryedale Plan- Local Plan Sites Document

RDC response to Inspector's Matters, Issues and Questions for Examination

Matter 4- Housing Supply and Delivery Relevant policies: SD1-SD11

Housing supply and delivery

4.1 What is the estimated total supply of new housing in the plan period 2012-2027 and how does this compare with the planned level of provision.

The estimated total (net) supply of new housing in the plan period from the sources in 4.2 below is 4,056. However, there are two large sites with planning permission which are not considered to be deliverable. These equate to 91 units which reduces the overall estimated supply to 3,965 units. The Council would normally apply a non-implementation factor of 10% to small sites with planning permission. @ 31/3/18, planning permission existed for 263 (net) units on small (<10 units in scale) sites. The deduction of 26 units would result in an estimated supply of **3,939** dwellings.

The planned level of housing provision over the plan period is **3,000** dwellings.

4.2 What is the estimated total supply in the plan period from:

a) completions since 2012

1552 (net) @31/3/18

b) existing planning permissions

1345 (net) @31/3/18. This figure reduces to **1,228** when undeliverable large sites are deducted and a 10% deduction is made for the non-implementation of small sites permissions.

c) other commitments e.g. sites subject to S106

285 units

46 units from Riccal Drive, Helmsley (site 183 of the Helmsley Plan) and 239 units at Land at Whitby Road, Pickering (Proposed allocation/ Policy SD6 of the Local Plan Sites Document).

d) proposed site allocations

824 units

- The supply (239 units) from land at Whitby Road Pickering is included in c) above
- 8 units from Land to the north of Swineherd Lane, Kirkbymoorside (SD9) are included in b) above, following the grant of planning permission at the site.
- The figure reflects an updated estimate of build rates for the proposed allocation at Beverley Road Norton, from 540 to 560 units in the period to 2027

e) Other sources i.e. windfalls?

- Additional land allocations in the Helmsley Plan: Land to the south of Riccal Drive (Site 174) , Helmsley = **50** units
- Windfall Assumption = **0**

4.3 What are the assumptions about the scale and timing of supply and annual rates of delivery from these various sources? Are these realistic? How do they compare to previous rates?

The scale of development from existing permissions and sites subject to a section 106 agreement has been informed by the planning permission/application process.

Assumptions around the scale/yield from proposed allocations and the allocated land at Helmsley have been informed, as a starting point, by density assumptions and gross to net ratio factors (used in the 2009 SHLAA). For the most part an assumption of 30 dph and a 70% gross to net ratio have been used to estimate yield although figures have also taken into account the indicative layouts/design work and numbers that the developers are currently working to (where this is available).

The Local Planning Authority is confident that the indicative yields for these sites are not inappropriate for their locations and that they do not under or over estimate, to any significant extent, the potential scale of development from each of these sites. The assumptions reflect the density ranges that sites have been recently built at across locations in Ryedale which are, for the most part between 30-40 dwellings to the hectare.

The Local Planning Authority monitors housing delivery annually and this includes work which aims to project the timing and rate of delivery from large sites. This information is included in the attached sheet/trajectory. Where an update of timing /delivery has been forthcoming from developers these are reflected in the information. In the absence of confirmation from developers, the Council has estimated the timing and rate of delivery from sites. The timing /anticipated rates of delivery reflect increased delivery rates from some larger sites in recent years from original estimates of circa 30 dwellings per annum to circa 40 dwellings per annum. Within the last couple of years the District has also seen examples of reduced site lead in times from permission to starts on site.

The District does not include a windfall assumption in planning to meet residual housing requirements. Almost all of the existing supply in the form of permissions is windfall development (with large sites having been released in advance of the plan to meet requirements). The supply figures above do not assume delivery from two large (permitted) sites within the plan period which are not considered to be deliverable at the current time. The Local Planning Authority is confident that small site windfall permissions will be delivered in a way which is consistent with past trends which indicate that 10% of the supply from this source will not be implemented. (This is outlined in further detail in the annual SHLAA Part 1). Completions of small windfall sites have averaged 73 units per annum over the last five years.

4.4 How has flexibility been provided in terms of the supply of housing? Are there other potential sources of supply not specifically identified? Can this be quantified?

The Plan provides flexibility in a number of ways:

- Reflects the commitment in the Local Plan Strategy to build in a 'plan-led' 20% supply buffer into the housing land supply

- An assumption for unanticipated (windfall) sites is not taken into account/deducted from supply requirements
- In combination with commitments/permissions the proposed allocations range in size and location. The choice/range of type of sites provides flexibility in the housing land supply

The District will continue to see small windfall sites coming forward – mainly through the redevelopment of land/buildings within settlements or through the conversion of rural buildings. Whilst it is a strategy of the new development plan to reduce reliance on such sites for meeting development requirements, a steady supply continues to come forward. Over the past five years new permissions have averaged 53 per annum. Whilst this is a decrease in the rate at which small site windfalls came forward under previous development plans, it does represent a consistent source of supply which is in addition to the figures outlined above..

Other sources of housing land, including for example , rural exception sites and brownfield sites will contribute to supply as and when these come forward. These are unanticipated and cannot be quantified.

4.5 Has there been a persistent under delivery of housing since 2012? In terms of a buffer for a five year supply of housing sites, should this be 5% or 20% in relation to paragraph 47 of the NPPF?

No. There has been no persistent under delivery of housing since 2012. Housing completions have continually exceeded the planned annual housing requirement of 200 dwellings per annum since the base date of the plan. Net completion figures for this period are as follows:

12/13= 211

13/14= 226

14/15=265

15/16=251

16/17=321

17/18=278

Total 2012-18= 1552

This equates to an annual average of 258.6 dwellings per annum and 352 dwellings in excess of the cumulative housing target of 1200 for the period 2012-18 (6x200 dwellings per annum).

Against this context and paragraph 47 of the NPPF, an additional supply buffer of 5% is applicable.

4.6 How would any shortfall since 2012 be dealt with?

There has been no shortfall in housing completions since 2012. However, hypothetically, if a shortfall had occurred the Local Planning Authority would have monitored land supply to determine whether this would have been rectified by the existing supply at the time or whether the release of further land would be required to address the shortfall and to maintain an appropriate supply buffer. The latter would be a function of the extent to which any

shortfall could be considered to represent persistent under delivery. This is consistent with the implementation and monitoring commitments accompanying Policy SP2 of the Local Plan Strategy.

4.7 What would the requirement be for a five year supply including a buffer and accommodating any shortfall since 2012?

In order to support housing delivery and to ensure that planned housing requirements are met with certainty, the Local Plan Strategy establishes a local policy approach – the ‘Zone of Tolerance’ (ZOT) in respect of annual rates of housing delivery and the mechanism operates in conjunction with the plan-led supply buffer.

The operation of the ZOT has implications for the calculation of housing land supply requirements. In essence, the ZOT does not ‘rebase’/readjust the five year housing land supply requirement if housing delivery exceeds 200 dwellings per annum and is at or below 250 dwellings per annum. (A 25% ‘over delivery’ tolerance.) The supply requirement is only adjusted if and when the delivery exceeds 250 dwellings for any year.

The effect of the ZOT in operation is explained in the Council’s SHLAA Part 1 reports. In summary, the effect it has in relation to the 5 year supply calculation/requirement is as follows:

- Standard five year requirement = 5x annual housing requirement=5x200=1000
- Delivery in excess of 250 dpa @ 2018 since the plan base date = 115 units
- Revised 5 year supply requirement =standard requirement less ‘over delivery’= 1000-115=885 (177 dpa)
- Revised requirement + 5% NPPF buffer= 885+44=929 OR 885+50=935 if the NPPF buffer is calculated against a plan dwelling target of 200 dpa

4.8 In overall terms would the Plan realistically deliver the number of houses required over the plan period?

Yes. It is realistic to assume that the required housing numbers will be delivered over the plan period. Just over half of the required numbers have been delivered within six years of the base date of the plan and the Council is confident that the identified sources of additional supply will come forward within the plan period. The District Council is well aware of its responsibilities in terms of maintaining a five year land supply. Recent delivery rates, together with on-going maintenance of a deliverable land supply has been achieved through the release of sites in advance of the completion of the plan, using the strategic policies in the adopted Local Plan Strategy. In the event that any committed or allocated site does not come forward this policy framework in the LPS (consistent with national policy), would be used to release further sites if these are required within the plan period. The Council will look to review/roll forward the plan well in advance of 2027 and this would be another way in which a deliverable/ developable housing land supply would be maintained.

Mix of housing

4.9 Does the LPSD address the need for different types of housing and the needs of different groups in the community as required by Policy SP4 (Type and Mix of New Housing) and Policy SP3 (Affordable Housing) of the LPS?

It should be noted that the proposals in the plan are in addition to the development that has been completed or which has the benefit of planning permission. A number of relatively recent schemes have helped / will help to address specific housing requirements. These include for example, new extra-care facilities at Helmsley and Norton; the Mickle Hill

Retirement village at Pickering; rural exception housing at Sheriff Hutton; the extension and upgrade of Tara Park and the completion of Derwent Lodge at Norton – supported accommodation for vulnerable people.

The existing as well as the proposed supply of housing land is focussed at the Market Towns and at Malton and Norton in particular. These are the locations where affordable housing need is concentrated and they are the locations which offer the most potential to keep living costs down for those who need affordable accommodation (particularly in terms of fuel and transport costs.) The range of site sizes across the District and in particular, the allocation of larger sites helps to ensure that a spread of affordable tenure types are provided.

Viability work to support the introduction of the Community Infrastructure Levy recognised that fact that green field sites such as those proposed as allocations in the plan would, in general, result in policy (SP3) compliant levels of affordable housing. This has been demonstrated in the majority of recent permissions and relevant schemes have also delivered policy requirements for single storey accommodation.

Gypsies and travellers

4.10 Policy SP5 of the Local Plan Strategy commits the Council to identifying land for additional Gypsy and Traveller pitches if an updated assessment reveals a requirement. Is the existing site at Tara Park sufficient to meet identified need? How would the Council deal with an application to meet any additional need arising over the Plan period?

A Gypsy and Traveller Assessment produced in 2016 concluded that there was no requirement to provide additional pitches for the Gypsy and Traveller Communities within the plan period. At the present time, there are 12 vacant pitches at the Council's Tara Park site which has a capacity of 20.

| | Site | Build Rate | 2018-19 | 2019-20 | 2020-21 | 2021-22 | 2022-23 | 2023-24 | 2024-25 | 2025-26 | 2026-27 |
|---------------------------------|--|------------|---------|---------|---------|---------|---------|---------|---------|---------|---------|
| 11/01182/MREM | Land North of, Broughton Road, Malton | 30-40 | 19 | | | | | | | | |
| 13/01141/MFUL | Land at allotments, Broughton Road, Malton | 30-40 | 16 | 35 | 32 | | | | | | |
| 14/00427/MOUTE 15/00616/MREM | The Showfield, Pasture Lane, Malton | 30-40 | 36 | 36 | 36 | 27 | | | | | |
| 16/00013/MOUT 18/00305/MREM | The Showfield, Pasture Lane, Malton | 30-40 | | | | 9 | 36 | | | | |
| 14/00429/MOUTE 17/01509/MREM | Land At, Rainbow Lane, Malton | 25 | | 25 | 25 | | | | | | |
| 14/00428/MOUTE | Land South of Westgate, Old Malton | 10-20 | | 10 | 25 | | | | | | |
| 14/00947/MFUL | ATS Site, 25-27 Commercial Street, Norton | | 0 | 0 | 0 | 0 | 0 | | | | |
| 17/01458/MFUL | Leat House, Norton | 5-10 | 10 | | | | | | | | |
| 16/00206/MFUL | 98-100 Commercial Street, Norton | 5-10 | 5 | 5 | | | | | | | |
| 15/00098/MOUT 17/01517/MREM | Land adjacent to Auburn Cottages, Langton Road, Norton | 40-50 | 4 | 48 | 27 | | | | | | |
| 14/01259/MFUL | Land to rear of Firthland Road, Pickering | 30 | 10 | 30 | 12 | | | | | | |

| | | | | | | | | | | | |
|----------------------------|--|-------|----|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|
| 13/01314/MOUT | Land At Westfields, Kirkbymoorside | 30 | | 30 | 30 | 30 | 30 | 30 | 30 | 30 | 15 |
| 07/01133/MFUL | Land To North Of Wainds Field, Kirkbymoorside | | | | | | 29 | | | | |
| 10/01121/MREM | Russels Ltd, New Lane , Kirkbymoorside | 10-20 | | | | 10 | 14 | | | | |
| 13/00652/MOUT | 56 Low Moorgate, Rillington | 5-10 | 10 | | | | | | | | |
| 16/00354/MOUT | Land at the rear of 56 Low Moorgate, Rillington | 5-10 | | 10 | 8 | | | | | | |
| 14/01207/MOUT | Manor Farm, Sherburn | 30 | | | 13 | 30 | 30 | | | | |
| 04/00292/MREM | Land Between Back Lane & Main Street, Back Lane, Leavening | 5-10 | | 5 | 5 | 9 | | | | | |
| 09/01306/MFUL | Land And Buildings At Scagglethorpe Manor Farm, Main Street, Scagglethorpe | 5-10 | 5 | 5 | | | | | | | |
| 15/00014/MFUL | Claxton Garage Site, Malton Road, Claxton | 13 | 13 | | | | | | | | |
| 16/00965/MFUL | Peckets Yard, Sheriff Hutton | 5-10 | 12 | | | | | | | | |
| 16/01947/MFUL | Easthill, Wilton Road, Thorton-le-Dale | 5-10 | 16 | | | | | | | | |
| POLICY H1 Helmsley Plan | Land to East of Riccal Drive, Helmsley (46) | 20-30 | | 15 | 20 | 11 | | | | | |
| POLICY H1 Helmsley Plan | Land to south of Riccal Drive (50) | 20-30 | | | | | | 10 | 20 | 20 | |

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|---------------------------|--|-------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|
| SD2/SD5 17/01220/MFULE | Land at Whitby Road, Pickering (239) | 30-40 | 20 | 35 | 35 | 35 | 35 | 35 | 44 | | |
| SD2/ SD3 | Land to East of Beverley Road (540) (560) | 70 | | 70 | 70 | 70 | 70 | 70 | 70 | 70 | 70 |
| SD2/SD4 | Land at Old Maltongate (60) | 30 | | | | | 30 | 30 | | | |
| SD2/SD6 | Land to the east of Malton Road (110) | 30 | | | | | | 20 | 30 | 30 | 30 |
| SD2/SD7 | Land to south of Swineherd Lane (35) | 20-30 | | 30 | 5 | | | | | | |
| SD2/SD8 | Land to north of Keld Head Close (18) | 5-10 | | | | 10 | 8 | | | | |
| SD2/SD10 | Land to south of Amotherby Primary School (40) | 10-20 | | | | | | 15 | 15 | 10 | |
| SD2/SD11 | Land to south of Aspen Way (36) | 10-20 | | 16 | 20 | | | | | | |
| TOTAL | | | | | | | | | | | |

