

**Matter 4F - HE:
HOUSING REQUIREMENTS AND TARGETS HUMBER ESTUARY**

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4/14 Are the housing provision requirements, brownfield targets and affordable housing targets for Local Planning Authorities in the sub-region appropriate?

1. The draft plan recognises that the North and the South Banks of the Humber have different service functions and settlement hierarchies. It also recognises in paragraph 8.4 some of the smaller Local Service Centres provide for the vital needs of what is often sparsely populated areas. The basis of this sub-area policy is that according to the drafting authorities the sub-area will grow slowly up to 2021. This however, is contrary to high levels of growth projected both from the Nathaniel Lichfield & Partner 1996 based projections which suggest a level of 29,500 for East Riding, 3, 600 dwellings for North East Lincolnshire, and 6,400 dwellings for North Lincolnshire of 428.
2. The ODPM 2003 growth figure suggests even higher rates for these three districts (Table 1 appendix 1). The RSS level of dwelling provision will result in a shortfall of some 14,500 workers by 2021 within the three districts (table 2 appendix 1).
3. This is based upon a rate of employment growth that is below forecast B for east riding (appendix 1 table 3) It is further noted that the Forecast B tends to have a very pessimistic appraisal of the employment growth in North and North East Lincolnshire as compared to the normally conservative TEMPRO projections (table 3 of appendix 1).
4. The levels of demand in Hull are low although there is a net demand for new housing. It is considered that it would be inappropriate to over inflate the figure for hull due to the large level of replacement dwellings it has to achieve and the fact that it is one of the very few locations where the TEMPRO model is forecasting a reduction in the number of jobs. It is considered that Hull and the East riding are actually two distinct markets rather than a single market operating.
5. Although we have suggested a higher rate of provision within Hull compared to that in the RSS this is purely on the basis of the need to replace high levels of expect demolitions. Our suggestion for Hull is that these growth rates of provision will need to be at 940 per annum rising to 970 per annum in the period 2011 to 2016. We do however, have considerable concern that these rates of delivery simply cannot be met as it would require a 30% increase in the rate of delivery within the city and this is considered to be unlikely given the present socio-economic make-up of the city. If policies to implement an improvement to the economy are successful then these higher levels maybe achieved.
6. Increased levels of provision in East Riding are clearly justified by considering both past rates of provision and future forecast of demand and the economic growth of this area. This is clearly the area of variable affordability and further housing within the Principle Service Centres and identified Local Service Centres should be encouraged.
7. It should be noted that the present build rate of 1675 dwellings per annum for the East Riding is to some extent suppressed as the Council have resisting the development of Greenfield sites and the release of a select number of sustainably located Greenfield sites will in fact encourage the market to meet the levels of provision being proposed in our representations and assist market affordability.

4/15 Do the levels of housing growth match with planned economic growth, will an appropriate balance of homes and jobs result?

8. The proposed level of development for the East Riding in particular does not provide an appropriate balance between the provision of homes and jobs. Although there is a higher rate of development within the East Riding ahead of those other rural areas such as North East Lincolnshire and North Lincolnshire, this not only fails to address the needs of the most recent housing forecasts but fails to reflect the suggested high level of employment growth in the RELS or in the TEMPRO projection (Table 2 and 3 appendix 1)
9. Focus most development on the main urban areas of Hull, Scunthorpe and Grimsby/Cleethorpes so that development will be within or adjacent to these main urban areas. There shall be a suitable scale of development at Goole, Beverley and Driffield to ensure that market conditions do not fail in terms of affordability within these local areas and their hinterland.
10. Development should also be allocated in the Local Service Centres to assist in meeting market demand and to provide for local housing need. In particular the role of the following service centres should be attributed weight when determining those areas in which economic growth will be matched by housing provision: Pocklington, Market Weighton, South Cave, Crowle, Epworth, Brigg, Barton on Humber and Immingham.
11. The economic policy of the Plan does not accurately reflect the strategic policy for the region in so far that the support for the economic aspirations and the potential for job growth in the context of the RPA not wishing to make any real changes to the distribution of housing to meet these aspirations. The districts of the Humber Estuary are all being constrained to below that which could be required to meet the higher levels of dwellings modelled to meet the economic aspirations of the region.

4/13 How will levels of growth impact on low and high demand areas?

12. The build rates within these East Riding, North Lincolnshire and North East Lincolnshire suggests high levels of market demand. This is evidence in the build rate in the East Riding being almost 1700 per annum and North Lincolnshire being over 600 per annum.
13. The build rate for Hull is also aspirational with market demand with 670 dwellings per annum being achieved in the period 2001 – 2004. To increase this figure is it is considered necessary not to solely concentrate on the regeneration of East Hull but that it will only be achieved by the bringing forward of existing greenfield allocations to the north of the Hull urban area the figure suggested in the RSS is considered realistic. If indeed market demand increased within the city then further land to the north of the city should be contemplated for potential development if the city is to become a focus for market demand in the sub-region.
14. The projections for Kingston-upon-Hull are more variable with the Short term migration projection suggesting that the housing stock should be reduced by over 3,000 dwellings in the period of the strategy (table 2 appendix 1).
15. In paragraph 8.10 of the draft plan the council suggest that this sub area is a polarised both socially and economically and yet the policy response is to increase this polarisation appears to be by increasing market shortfalls in popular areas of demand whereas at the same time restricting overall levels of demand.

16. It is noted that figure 8.1 and 8.2 only identifies sub-regional centres and principal Service Centre and that unlike the Vales and Tees Links Area which also covers a predominately rural area, the RSS does not identify any Local Service Centres for the provision of lower levels of housing to meet both market and affordable housing needs at the local level. Such an amendment would be necessary in line with our objections to the earlier policies.
17. It has to be recognised however that if the higher levels in Kingston upon Hull are achieved because of the increase of attractiveness of the city for economic investment this effect would not depress demand in the surrounding area but would increase it still further. Therefore, the achievement of these high levels of housing provision in the City will reflect a higher level of market demand within the overall area and consequently higher levels of provision will also be required in East Riding in order to support this increased level of demand.
18. To the South of the Humber it is considered that changing housing markets and changes to the local economy have resulted in much higher market demand and build rates in these areas. In North Lincolnshire there is further Brownfield potential for development in Scunthorpe itself. However, the growth in market demand would require that other locations which serve the wider rural community such as Brigg, Barton on Humber, Epworth, Crowle and Immingham are all of a size to be identified as Local Service Centres.
19. Scunthorpe regeneration initiative also appears to have been overlooked in providing the opportunity for a large scale holistic overhaul of the housing stock. While this may not be shown directly within the net housing figures, the need for such development should not be constrained by the phasing of other housing allocations or reliant on the clearing of a supply line. Such regenerative proposals should be progressed with as few constraints as possible in an effort to enhance the attractiveness of the area and improve the performance of this housing market. There are significant opportunities for further development in the urban area of Scunthorpe over and above that previously identified to in the urban capacity study. In particular the development of a large mixed use suite adjacent to the town centre is of particular important to the future of the development of the town.
20. It is also considered that further release of Greenfield sites over and above those already allocated in the Grimsby/Cleethorpes would be of benefit to this local economy to help extend the mix of housing available within this area. It is considered there is suitable land available on the edge of these urban areas to be release to come forward as a further urban extension and that the release of this additional area of land would not detract from the measures that are currently being undertaken to address small areas of housing market stress that occur within these towns.
21. It is noted that in previous consultations both the North and North East Lincolnshire Unitary Authorities consider the RSS with higher levels of housing to be an improvement from previous model runs. Both Authorities have expressed concerns that the resultant drop from current build rates, which they considered should be maintained. Comments were also made about the Humber sub-region's relatively lower share of new housing compared to its population share, the prospects offered by the growth of the Humber ports and associated added-value activities and the scope for spreading development and growth away from the core of the Leeds City Region.

22. In terms of low demand areas it is recognised that Scunthorpe did have some areas of low demand although in recent years these have started to revive themselves with increasing values and a renewed interest in these areas.
23. Overall for the Humber sub region the post 2016 increases reflect the effects of economic and regeneration initiatives and realising opportunities. The three-phase approach is more sensitive to local conditions in that it supports the overall RSS urban transformation agenda, opportunities offered by the Humber ports and spreading growth across the Region. More specifically:
- The **East Riding** figures should be increased to a level to meet ,market demand were it occurs. There is no evidence that a policy of restraint within this district will shift demand and need to Hull. This appears to be the thinking behind the strategic restraint being pursued in the current RSS which seeks to transform the Hull housing market in particular in this respect.
 - The supposed joint enabling of housing figures for the East Riding with Hull to realise the role of principal service centres in the East Riding is not accepted. Hull and East Riding are now separated within the Regional Strategy and constitute separate housing markets. To presume an artificially applied inter-dependency between the two will merely frustrate demand in East Riding and limit the opportunity for Hull to utilise regeneration initiatives and job growth to stimulate employment linked housing demand within its own market.
 - There is no reason why development at a higher level within the East Riding would not support the regeneration objectives of coastal settlements such as Bridlington. Indeed the ability to meet the higher levels of demand which are prevalent within East Riding should be utilised to encourage investment in these areas rather than redirection out of the district as a “spin out” from the success of the district.
 - It is also important to realise the role that local service centres have in the East Riding. The identification of principal service centres is appropriate, however the rural nature of the area means that many settlements are not served by these larger settlements which would in fact require longer commuting distances and in this respect potentially fall further against a sustainability criteria. Instead there is a clear hierarchy which while it may not be the case that certain local service centres do not fit with the same criteria as other within the region, in relative terms the functionality of these settlements is as important if not more so than other settlements in more urbanised sub-regions.
 - The figure for **Hull** integrates with the approach of the Gateway Pathfinder, whilst maintaining the long-term approach of urban transformation. The stepping up of requirements in the second and third periods is more responsive to current conditions and allows for an early period of stabilisation with effective vacancy management, the delivery of demolitions and the improvement of neighbourhoods.
 - The approach to a later increase in the Hull provision is considered a sensible approach as it will allow a greater period of time in which that schemes such as the Humber Trade Zone and Northern Way impacts can be seen to have had a more substantial “ripple effect” in terms of the economic improvement and this link to household formation improvements and inward migration.

- The figures for **North and North East Lincolnshire** should both be increased reflecting the economic opportunities with the Humber ports and the significant opportunity to provide an urban focus of development at the sub regional centres of Scunthorpe and Grimsby.

APPENDICES

Appendix 1: Tables

Table 1. Comparison of forecasts for 2006 to 2021 Net dwelling change.

Net dwelling change 2006 to 2021	ZNM	LTM	STM	ODPM	ODPM adjusted	Forecast B	Past Build Rates 1999 to 2004	RSS	DLP Net
ERIDYORK	6061	25549	31055	30015	30165	29584	17250	17752	32118
KINGS HULL	16974	119	-3911	3105	3138	2378	8200	11403	3159
NELINCS	6021	1928	5172	5175	5221	3653	6200	6099	8779
NLINCS	4939	6617	8991	10350	10420	6379	9800	9800	11824
HUMBERVC All district/unitary totals.	33995	34213	41307	48645	48943	41995	41450	45054	55879

Table 2. Comparison of participants to jobs

2006 to 2021	Total part. change RSS (APU)	Total Job Change Tempro	Difference new participants to new jobs	RSS (APU)	Tempro	Ratio of participants to jobs at 2006	RSS (APU)	Tempro	Ratio of participants to jobs at 2021	Change in Ratio of participants to employment
ERIDYORK	-4752	4445	-9197	149603	121514	1.23	149016	125959	1.18	-0.05
KINGS HULL	1410	-120	1530	117194	119127	0.98	117367	119007	0.99	0.00
NELINCS	-777	1331	-2108	73539	67482	1.09	72080	68813	1.05	-0.04
NLINCS	356	3612	-3256	72363	80683	0.90	73280	84295	0.87	-0.03
HUMBERVC All district/unitary totals.	-3763	9268	-13031	412699	388806	1.06	411743	398074	1.03	-0.03

Table 3. Comparison of employment projections.

FTE Employment Forecasts 2006-2016						Tempro				
AREA		2005/6	2010	% Change 2006-2010	2016	% Change 2006-2016	2021	Net Increase 2006 to 2021	2006 TO 2021 CHANGE IN JOBS	Difference Tempro NL
East Riding of Yorkshire	Scenario A	123,198	123,592	100.32	124,830	101.32	125229	2031	4445	-2414
	Scenario B	123,198	125,800	102.11	129,331	104.98	132060	8862		4417
	Scenario C	123,198	126,736	102.87	132,751	107.75	136561	13363		8918
Kingston Upon Hull	Scenario A	108,987	108,591	99.64	107,581	98.71	107194	-1793	-120	-1673
	Scenario B	108,987	110,692	101.56	111,862	102.64	113607	4620		4740
	Scenario C	108,987	111,617	102.41	116,090	106.52	118888	9901		10021
North East Lincolnshire	Scenario A	61,727	60,539	98.08	58,327	94.49	57207	-4520	1331	-5851
	Scenario B	61,727	61,694	99.95	60,686	98.31	60656	-1071		-2402
	Scenario C	61,727	62,217	100.79	62,626	101.46	63121	1394		63
North Lincolnshire	Scenario A	65,422	63,718	97.4	63,839	97.58	62179	-3243	3612	-6855
	Scenario B	65,422	64,876	99.17	66,224	101.23	65674	252		-3360
	Scenario C	65,422	65,400	99.97	68,546	104.78	68525	3103		-509
Humberside (County)	Scenario A	359,334	356,440	99.19	354,577	99.48	351,809	-7525	9268	-16793
	Scenario B	359,334	363,062	101.04	368,103	101.39	371,997	12663		3395
	Scenario C	359,334	365,970	101.85	380,013	103.84	387,095	27761		18493

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Table 4. Comparison of Growth in movements ODPM distribution to DLP distribution.

	Walk	0	Cycle	0	Car Driver	0	Car Passenger	0	Bus/ Coach	0	Rail/ Underground	0	Combined Modes	0
Area	Production	Attraction	Production	Attraction	Production	Attraction	Production	Attraction	Production	Attraction	Production	Attraction	Production	Attraction
East Riding of Yorkshire (Authority)	-0.040	-0.010	-0.054	-0.014	-0.048	-0.009	-0.054	-0.014	-0.054	-0.015	-0.044	-0.014	-0.048	-0.011
Kingston upon Hull City (Authority)	-0.562	-0.076	-0.862	-0.100	-0.741	-0.045	-0.805	-0.110	-0.810	-0.058	-0.833	-0.076	-0.728	-0.072
North East Lincolnshire (Authority)	0.060	0.013	0.080	0.016	0.074	0.011	0.081	0.018	0.085	0.012	0.068	0.014	0.074	0.013
North Lincolnshire (Authority)	-0.032	-0.011	-0.043	-0.013	-0.038	-0.010	-0.043	-0.013	-0.044	-0.013	-0.036	-0.011	-0.039	-0.011

HUMBER ESTUARY HOUSING REQUIREMENTS

LAND WEST OF GRIMSBY CLEETHORPES



Direction of Growth 

SUSTAINABILITY ASSESSMENT: LAND WEST OF GRIMSBY CLEETHORPES

Location And Environmental Designations: The area west of the Grimsby Cleethorpes conurbation between the A16 trunk road and further to the west the Nunsthorpe and Scartho built up areas is identified as an area with potential for strategic settlement extension. There is a small portion of protected land on the western side of Cleethorpes which is a Site of Local Nature Conservation Importance and Value though this is only a small portion of land. The remainder of the area is identified as a Strategic Gap in the 2003 Adopted North East Lincolnshire Local Plan.

Brownfield, greenfield or mixed: The area is a mixture of greenfield and brownfield with much a mixture of industrial allocations and agricultural land.

Potential Capacity: The area as a strategic settlement extension would likely provide over 1,000 dwellings. As a regionally significant development the area would support its own facilities.

Public transport accessibility: Bus stops are located on the A1031 Grimsby Road. Cleethorpes railway station is 3km from Wilton Road assessment point. Additional services would be provided as part of such a significant development.

Primary schools: There are nine Primary Schools within 2 miles of the area. Taking the measurements from Wilton Road on the western side of the proposed extension there are two primary schools within a 2km radius of the site these being Enfield (New Waltham) Primary School, Enfield Avenue, Grimsby and Signhills Junior School, Hardys Road Cleethorpes.

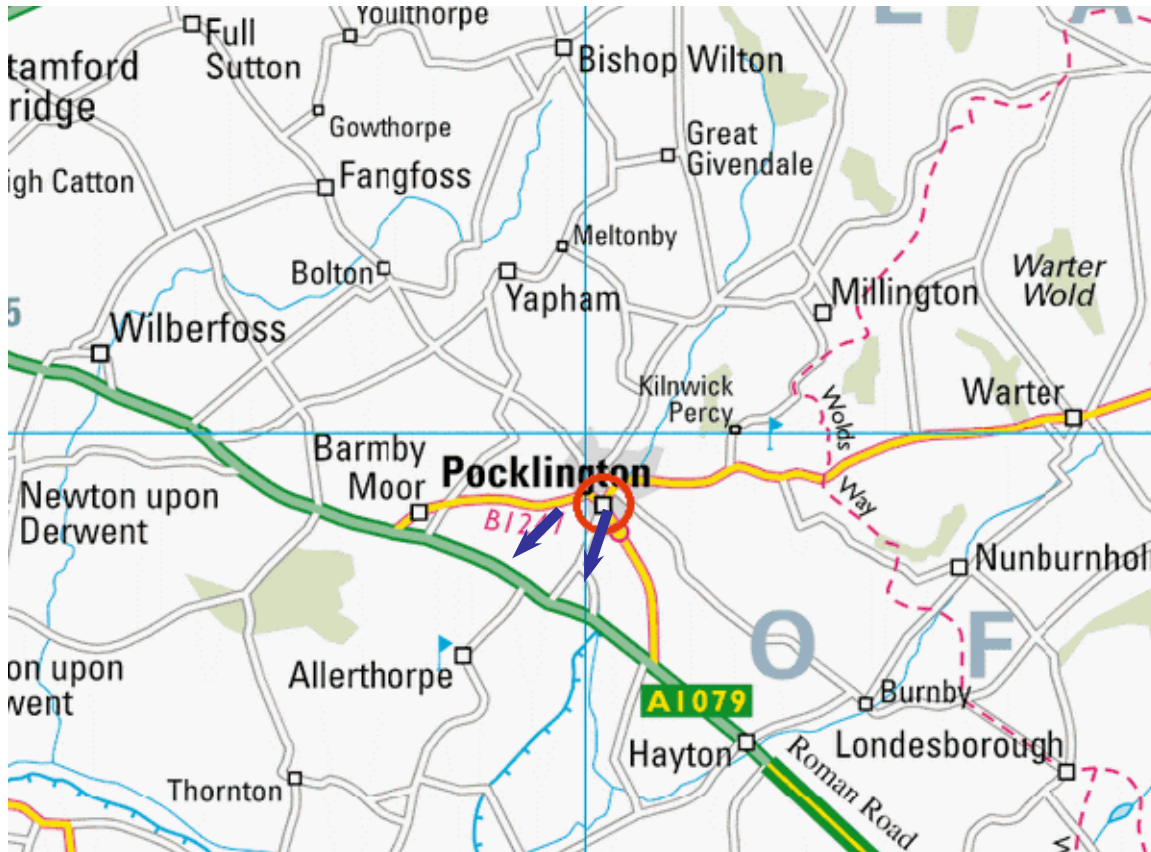
Secondary Schools: Using a point Wilton Road on the western side of the Grimsby/Cleethorpes conurbation as start point for the settlement extension the closest Secondary School is St James' School, 22 Bargate, Grimsby 4.1km away.

Health facilities: The closest health service to the Wilton Road assessment point is Hope Street Medical Centre, Hope Street, Grimsby some 4.3km away.

Shops: The nearest supermarket is the Lincoln Co-Op, High Street, Waltham some 4km from the Wilton Road assessment point.

HUMBER ESTUARY HOUSING REQUIREMENTS

LAND SOUTH OF POCKLINGTON



Direction of Growth →

SUSTAINABILITY ASSESSMENT: LAND SOUTH OF POCKLINGTON

Location And Environmental Designations: The area south Pocklington nearby Burnby Lane is broadly flat and used for grazing. The area abuts a large housing estate while there is also a cricket ground to the west.

Brownfield, greenfield or mixed: The area is greenfield low grade agricultural land.

Potential Capacity: The area as a growth settlement has capacity for development less than that of strategic importance, though development in a service centre such as this will provide additional support to existing and future residents and the surrounding settlements.

Public transport accessibility: Bus stops are located on Station Road which is the main route into the town. Additional bus stops could be provided along this route further south of those existing to mirror the expansion of the settlement.

Primary schools: There are two Primary Schools within 1km of the area. Taking the measurements from Burnby Lane on the southern side of the town, Pocklington Communitiy Junior School, 65 Kirckland Street, Pocklington is 600m away and St Mary's and St Joseph's Roman Catholic Voluntary Aided Primary School, Maxwell Road, Pocklington is 680m away.

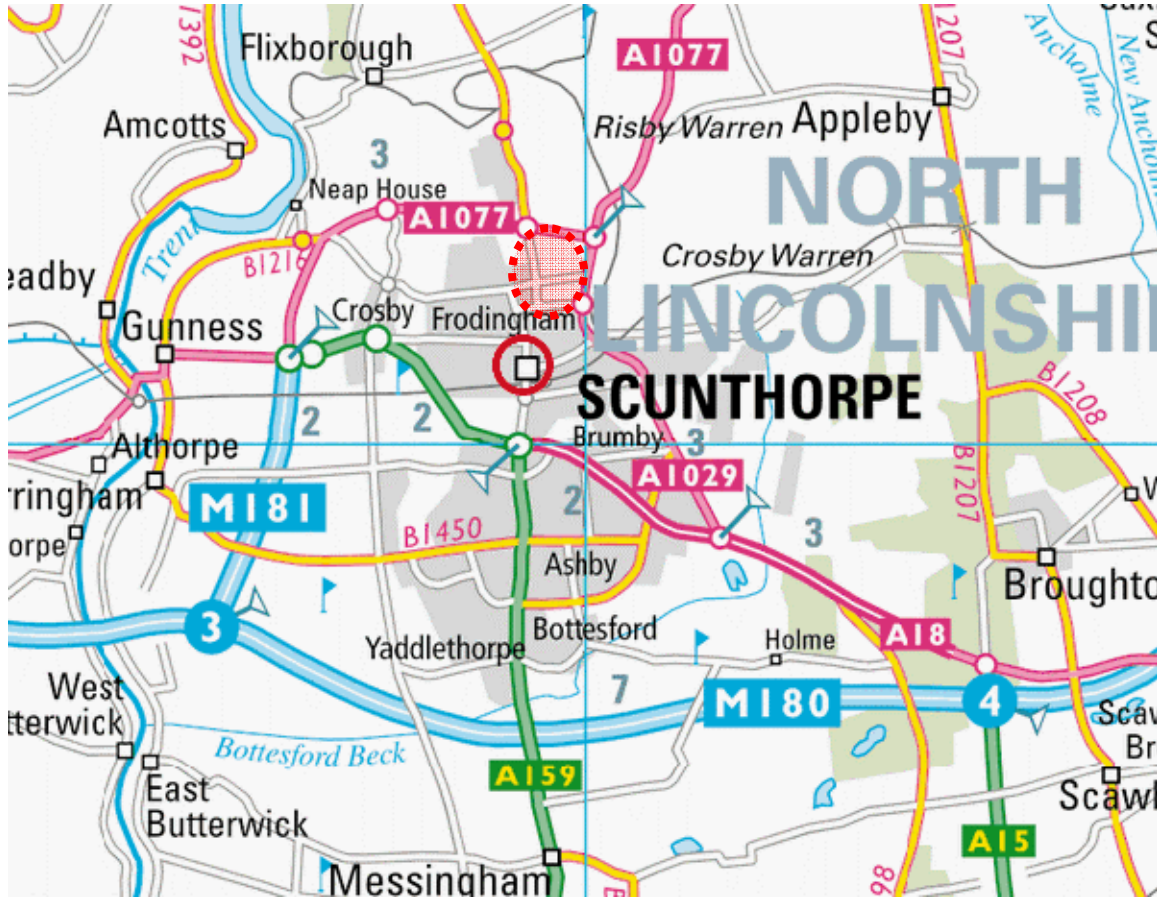
Secondary Schools: Using the southern part of Burnby Lane as a start point for measuring the distance to these facilities the nearest Secondary School is Pocklington School, West Green Pocklington 600m away. Woldgate College, 92 Kilnwick Road, Pocklington is 700m away also.

Health facilities: The closest health service facility is the Pocklington Group Practice, 7 Barmby Road, Pocklington some 780 from the Burnby Lane assessment point which provides a local doctor's surgery for the community.

Shops: There are two Somerfield supermarkets within the town, one at The Baulk (300m from the area) and on George Street (680m from the area).

HUMBER ESTUARY HOUSING REQUIREMENTS

LAND NORTH OF SCUNTHORPE



Area of Growth



SUSTAINABILITY ASSESSMENT: LAND AT SCUNTHORPE

Location And Environmental Designations: The area is north Frodingham and bounded by Glebe Road and Normanby Way. There is potential for residential development to be further accommodated in a more efficient way in an existing urban area. The North Lincolnshire Local Plan 2003 has no environmental designations on the site.

Brownfield, greenfield or mixed: The area is a brownfield site which was formerly mined, the remainder of the area is substantially built up.

Potential Capacity: The area is not so large as to accommodate in excess of 1,000 dwellings but could perhaps be expected to contribute around half of this. At 500 units in an urban brownfield location, this is considered to be a sub-regionally important site which has an impact on the region as a whole in terms of its ability to support more sub-regional centre facilities.

Public transport accessibility: Bus stops are located on the A1029 Winterton Road which is the eastern boundary of the less developed area referred to north of Glebe Road. Scunthorpe railway station is 1.1km from Glebe Road.

Primary schools: Taking the measurements from Glebe Road for the development area there are the following nearby schools: Scunthorpe C of E Primary, Gurnell Street, Scunthorpe (320m), Crosby Primary School, Frodingham Road, Scunthorpe (640m) and Henderson Avenue Primary School, Scunthorpe (1,000m).

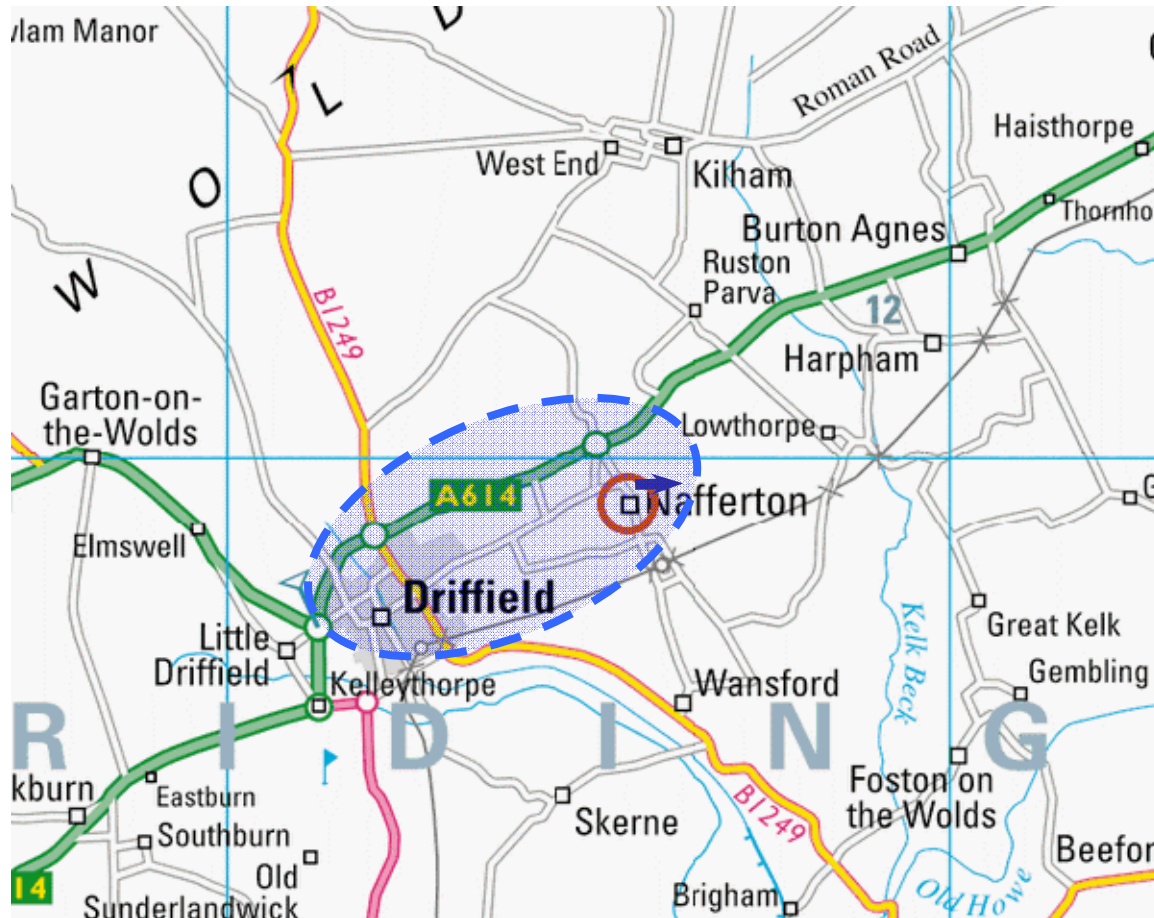
Secondary Schools: There are two secondary schools within 3km of the area with High Ridge School and Specialist Sports College, Doncaster Road, Scunthorpe (1.4km away) and Thomas Sumpter School Chandos Road, Scunthorpe (3km away)

Health facilities: The closest health service to the Wilton Road assessment point is a Doctors Surgery at Parkinson Avenue, Scunthorpe (850m away) and there is medical centre at 78 Oswald Road, Scunthorpe (940m)

Shops: Supermarkets in nearby the area include Iceland at 33-35 Southgate, Scunthorpe (400m away) and Tradewinds 25 – 27 Cole Street, Scunthorpe (500m).

HUMBER ESTUARY HOUSING REQUIREMENTS

LAND AT NAFFERTON



Direction of Growth 

Dual Service Centre 

SUSTAINABILITY ASSESSMENT: LAND AT NAFFERTON

Location And Environmental Designations: The area around Nafferton and Driffield can be considered as a dual service centre. The area east of Nafferton could be extended or developed in order to encourage growth in the area without leading to coalescence. The East Yorkshire Local Plan 1997 has no environmental designations on the site.

Brownfield, greenfield or mixed: The area is greenfield vacant low grade agricultural land.

Potential Capacity: The area as a growth settlement has capacity for edge of settlement development less than that of strategic importance, though development will support the dual service function of this settlement and Driffield.

Public transport accessibility: There is a bus stop 370 metres from the area on Middle Street. The area is only 800 metres from Nafferton train station which lies on the Scarborough to Hull route that has a train going in both directions every hour during off peak times and every half an hour at peak times.

Primary schools: Nafferton Primary School, Westgate, Nafferton is located only 650m away from the area.

Secondary Schools: The local Secondary School is located in at Manorfield Road, Driffield which is some 2.5km from the area.

Health facilities: The local Doctors Surgery is within Nafferton at 22a High Street and is approximately 800m from the site which provides medical services for the community.

Shops: There are three supermarkets in the neighbouring town of Driffield where there is an Iceland store, Kwik Save and Ebor Food Market.