

Core Strategy Background Paper

No. 3

**Producing and Assessing Housing Distribution
Options**

Revised September 2008

Housing Distribution Options

Context

- 1.1 At the Issues and Option Stage, four scenarios for future housing growth were identified, ranging from highly concentrated development in and around Selby to a dispersed strategy. The scenarios were:
- 1) Growth concentrated in Selby town and adjoining parishes
 - 2) Growth in Selby plus additional growth, over and above local needs, in Sherburn in Elmet and Tadcaster.
 - 3) Growth above local needs in Sherburn in Elmet and Tadcaster and larger Villages.
 - 4) A very dispersed growth strategy, potentially including some development in the majority of villages.
- 1.2 Preferences expressed in responses to the Issues and Options consultation were fairly equally divided between the four scenarios. Option 1 has been chosen as the preferred option for the following reasons:-
- I. The Regional Assembly took the unequivocal view that Option1 was the only one, which fully conforms to the Regional Spatial Strategy.
 - II. Further more local evidence¹ analysed since the Issues and Options Report was published supports the view that this is the most sustainable approach.
- However, the results of the consultation have continued to be borne in mind when evaluating the more detailed alternatives below.
- 1.3 Development scenario Option 1, as presented at the Issues and Options stage, was a relatively generalised strategy and did not quantify the proportions of housing development to be accommodated within Selby, nor the spatial distribution across the remainder of the District. The Revised Regional Spatial Strategy² indicates that the majority of new homes within the 'rural' authorities should be provided in the Principal Towns. However, as approximately half of Selby District's housing requirement between 2004 and 2026 is already built or committed through planning permissions, the overall impact of variations in the distribution of the residual housing requirement will be limited.
- 1.4 Nevertheless there still remains some scope for variation in the distribution of housing growth whilst still remaining within the general parameters of Option 1 and in conformity with the Regional Spatial

¹ Core Strategy Background Paper No.1 - Analysis of Journey to Work in Selby District

² The Yorkshire and Humber Plan - May 2008

Strategy.

1.5 Three potential approaches have been examined to determine the distribution of future housing growth. These were based on the following themes:

A *Matching Future Housing Supply to Affordable Housing Need*

B *Maximising the Use of Previously Developed Land*

C *Maximising the Amount of New Housing in Selby.*

1.6 Approach A represents the most evenly distributed option and C the most concentrated on Selby. Approach B falls between the two. This background paper explains the methodology used to determine the most appropriate distribution based on these alternatives.

Alternative Approaches

A *Matching Future Housing Supply to Affordable Housing Need*

2.1 The two main sources of information on affordable housing need are the Council's Housing Needs Study, undertaken in 2004 and published in March 2005 and the Council's housing waiting list. Assessing affordable housing need is not an exact science and both sources have limitations. For example, the Housing Needs Study only covers the period 2004 – 2009, whilst the waiting list contains entries duplicated in differing areas of the District. The need for affordable housing may clearly alter over time, as circumstances such as house prices and incomes in the area change and the Council intend to roll forward the Housing Needs Study through a new Strategic Housing Market Assessment as soon as possible.

2.2 Analysis of affordable housing completions and the Housing Needs study suggests that the need identified up to 2009 has already been met in certain parts of the District. However, when considering the longer term picture and the Council's waiting list, it is evident that it would be misleading over the whole Plan period to rely solely on the Housing Needs Study. Whilst it is not possible to make forecasts of absolute numbers, a projection of the future distribution of affordable housing distribution has been made from a combination of the waiting list and Housing Need distributions.

Methodology

2.3 The housing study provides the distribution of need over the five years 2004 to 2009 for each of the 10 study areas in terms of dwellings per annum (see Map at the end of the Paper). These annual figures have been grossed up for the full five years and the number of built or committed affordable dwellings achieved since 2004 has been discounted to indicate a net residual requirement in each of the areas for this time period. The distribution of need over the 10 areas was also established from the waiting list and the average of the two distributions calculated. The resultant average percentage in each area was then apportioned between the eligible settlements within that area (i.e either the three market towns and or

the relevant Primary Villages) on the basis of population size. The results are as follows:

Analysis of Affordable Housing Need Indicators						Table 1		
Area	Annual Requ't.	5 year Requ't 2004-9	Built or Com'ted as at 31/3/07	Net Requ't	% HNS Dist'n of future need	Wait'g List Nos.	% Dist'n	AVE. %
Selby	52	260	255	5	0.5	619	13.5	7.0
Sherburn	13	65	83	-18	-1.9	281	6.1	2.1
Tadcaster	31	155	0	155	16.2	269	5.9	11.0
North	0	0	0	0	0	281	6.1	3.0
West	-2	-10	58	-68	-7.1	685	15.0	4.0
North East	61	305	14	291	30.4	459	10.0	20.2
East	58	290	8	282	29.5	452	9.9	19.7
Central	17	85	69	16	1.7	844	18.4	10.0
South East	33	165	0	165	17.2	338	7.4	12.3
South	31	155	26	129	13.5	352	7.7	10.6
TOTAL	294	1470	514	957	100.0*	4580	100.0*	99.9*

N.B. Percentages may not add up to 100 due to rounding

2.4 After apportioning the percentages for each area between the differing tiers in the settlement hierarchy, the following distribution is obtained (See Appendix 1 for details):

Affordable Housing Led Distribution 2007 - 2026		Table 2
Area	% Affordable Housing	
Selby AAP	30	
Sherburn in Elmet	4	
Tadcaster	14	
Primary Villages	52	

B Maximising the Use of Previously Developed Land (PDL)

2.5 Predicting the future availability of previously developed land is notoriously difficult as it involves assessing whether currently active uses will relocate or cease over the Plan period. It is therefore considered that the best proxy available for the future distribution of development on previously developed land is the average distribution obtained from the distribution of housing completions on PDL over the period 2004 - 2008, combined with the outstanding commitments on PDL at 31/3/08.

2.6 The resultant distribution is as follows:

PDL Led Distribution				Table 3
Area	Total PDL Complet'ns 2004 - 2008	Commitm'ts on PDL 31/03/08	Total Commitments and Completions	PDL led Distribution %
Selby AAP	701	570	1271	42
Sherburn in Elmet	61	37	98	3
Tadcaster	4	162	166	6
Primary Villages	554	260	814	27
Secondary Villages	417	236	653	22
	1737	1265	3002	

2.7 However, if it is assumed that, in accordance with guidance in the Regional Spatial Strategy, the Core Strategy is unlikely to recommend significant housing in the Secondary Village category, then the distribution needs to be re-apportioned on the basis of the other four areas only.

2.8 The adjusted distribution is illustrated in Table 4 below.

PDL Led Distribution 2008 - 2026		Table 4
Area	Total Commitments and Completions	%
Selby AAP	1271	54
Sherburn in Elmet	98	4
Tadcaster	166	7
Primary Villages	814	35
	2349	100

C Maximising the Amount of New Housing in Selby.

2.9 In this approach, 100% of additional new development (after 2008) is allocated to Selby in order to demonstrate the maximum amount of housing growth possible in Selby over the time period covered by the Regional Spatial Strategy (2004 – 2026). Even with this approach significant development would still occur across the remainder of the District due to completions 2004 – 2008 and implementation of current commitments.

Implications of Alternative Approaches

3.1 Table 5 below illustrates the outcome of the different approaches to distributing house building across the District over the Regional Spatial Strategy period (2004 – 2026). In each case, completions (2004 – 2008) and commitments at 31st March 2008 (reduced by an allowance of 10% for non-completions) form a constant contribution towards the housing requirement and modify the effects of the theoretical distributions for each of the three approaches.

Distribution Options

For New Housing 2004 - 2026

Table 5

Settlement Category	Selby Area Action Plan***	Sherburn in Elmet	Tadcaster	Primary Villages (Excluding Barlby, Brayton and Thorpe Willoughby) ***	Secondary Villages (excluding Osgodby) ***
A Reflecting Distribution of Affordable Housing Need					
Compl'ns and Comm'ts*	2641	319	198	977	798
Allocations	1364	182	637	2364	0
TOTAL	4005	501	835	3341	798
%**	42	5	9	35	8
B Maximising Use of Previously Developed Land					
Compl'ns and Comm'ts*	2641	319	198	977	798
Allocations	2455	182	318	1592	0
TOTAL	5096	501	516	2569	798
%**	54	5	5	27	8
C Maximising the amount of New Development in Selby					
Compl'ns and Comm'ts*	2641	319	198	977	798
Allocations	4547	0	0	0	0
TOTAL	7188	319	198	977	798
%**	76	3	2	10	8
* The contribution from commitments have been discounted by 10% to allow for some non-implementation					
** Percentages may not sum to 100% due to rounding					
*** Selby together with the parishes of Barlby and Osgodby, Brayton and Thorpe Willoughby are included in the Selby Area Action Plan.					

3.2 Approaches A and C are at the opposite of the range in terms of the RSS strategy, which aims to focus development in Selby. Approach A relies on a high proportion of housing being accommodated in the rural villages, at the expense of the Selby area. It would also mean releasing more 'greenfield' sites in villages than other approaches. Although providing affordable housing closer to the local area of need is a laudable objective, housing growth outside the Selby area will increase longer distance commuting to the larger surrounding urban areas contrary to sustainability objectives. This is particularly the case as affordable housing relies to a large extent on the provision of additional, associated market housing.

3.3 Approach C represents a more unbalanced situation. Although it increases the concentration of new development in Selby, in accordance with the RSS, it ignores the need and potential to have a wider distribution of affordable housing and to utilise previously developed land outside Selby for the benefit of the continued development and vitality of many settlements.

3.4 Approach B falls within the range provided by A and C and would produce a distribution which provides a better balance between the objectives being sought in terms of RSS distributional policy, use of previously developed land and meeting affordable housing need.

Preferred Option

3.5 Whilst Approach B provides a reasonably balanced distribution, it is considered that, with minor adjustment, a Preferred Option distribution could be developed which balances the objectives more closely.

3.6 It is considered that the optimum distribution is one which meets the following criteria:

- achieves at least 50% of all new dwellings between 2004 and 2026 within Selby
- ensures, as far as practicable, that the proportions of new development (2004 –2026) for Sherburn in Elmet and Tadcaster are compatible with the equivalent proportions in the Affordable Housing led approach in order to reflect the need for affordable housing in those Local Service Centres.
- continues to allow a limited degree of development in the larger villages; and
- maximises, as far as possible, the use of previously developed land

3.7 It should be noted that the percentage allocation of housing to Tadcaster is less than that implied by the affordable housing need distribution. This is because of land ownership, flood risk and other constraints within the town, which make it extremely unlikely that the level of growth implied in the latter distribution could be achieved. Careful consideration will need to be given to the results of any future

assessment of need (the Council is currently commissioning a strategic housing market assessment), particularly in view of the very limited opportunities for housing growth in surrounding villages.

3.8 The resulting preferred distribution for new development (2004 – 2026) is as in Table 6 below and the estimated outcomes over the complete RSS period (2004 – 2007) is illustrated in Table 6 :

Preferred Distribution

Table 6

	Selby Area Action Plan***	Sherburn in Elmet	Tadcaster	Primary Villages (Excluding Barlby, Brayton and Thorpe Willoughby)**	Secondary Villages (excluding Osgodby)**	Total
Compl'ns and Comm'ts*	2641	319	198	977	798	4933
Allocations	2774	227	273	1273	0	4547
TOTAL	5415	546	471	2250	798	9480
%	57	6	5	24	8	100%

* The contribution from commitments have been discounted by 10% to allow for some non-implementation

** Selby together with the parishes of Barlby and Osgodby, Brayton and Thorpe Willoughby are included in the Selby Area Action Plan.

APPENDIX 1

Methodology for Apportioning Housing Need

- 1.1 In calculating the Table 2 distribution of affordable housing (Paragraph 2.4 above), the following methodology was used to convert the information in Table A (below), which is based on the Housing Needs Study³ areas (see attached map), to the areas used in the Core Strategy distribution. The need in each area was apportioned between the Primary Villages within that area and in certain cases the larger settlements of Selby, Sherburn and Tadcaster, (where these are adjacent), on the basis of existing population size.
- 1.2 The overall percentage for each of the Core Strategy areas set out in Table 2 of the background paper is produced by summing the individual percentages in the final column of Table A, overleaf.

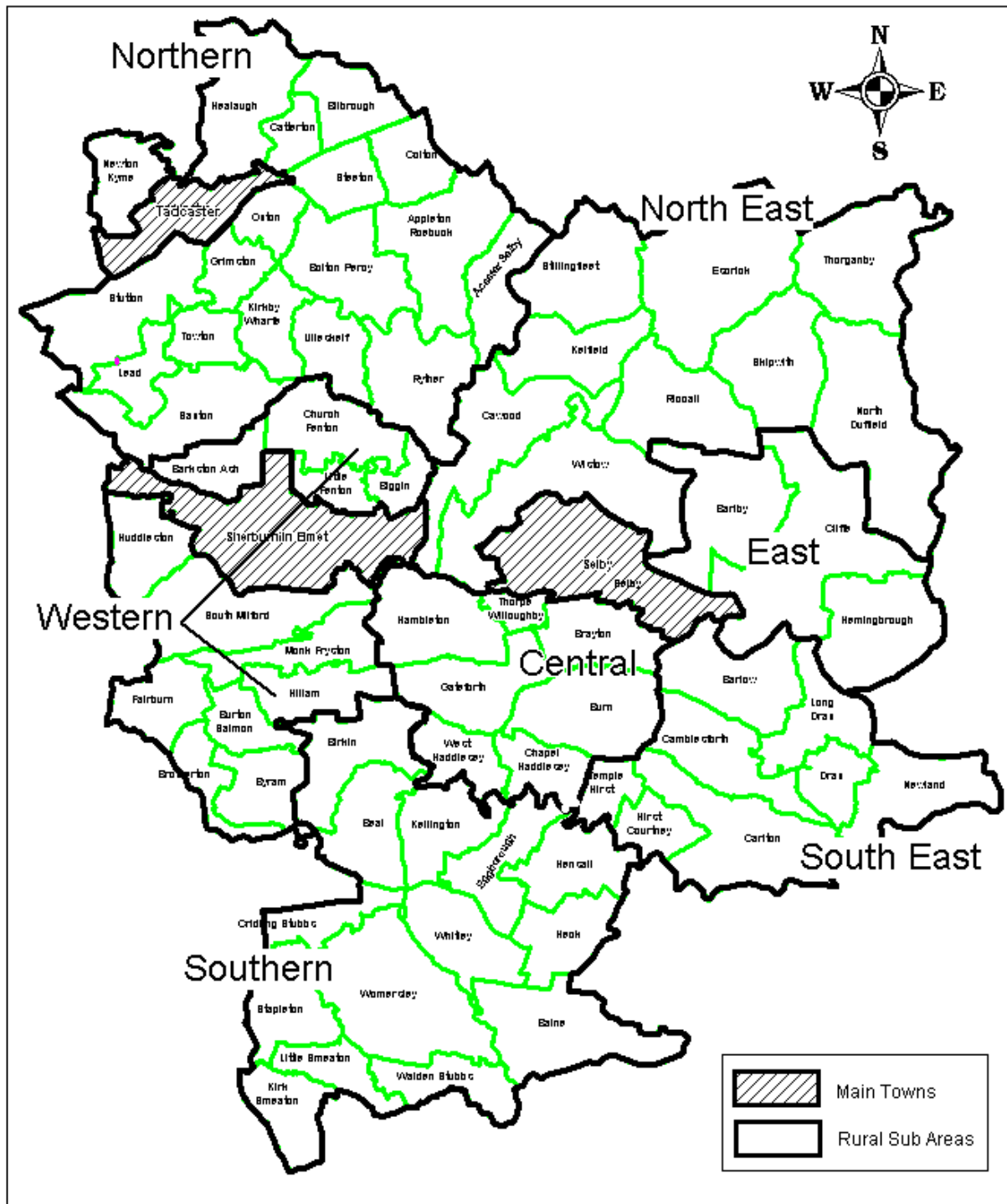
³ Housing Study – Selby District Council, Fordham Research June 2005

**Allocation of Affordable Housing
 Need**

Table A

Housing Needs Study Area	Eligible Destination Settlements	Destination Settlement Category	Apportionment of Housing Need within Study Areas	Overall %
Selby	Selby	Selby AAP	100	7.0
Sherburn	Sherburn	Sherburn	100	2.1
Tadcaster	Tadcaster	Tadcaster	100	11.0
North	Tadcaster	Tadcaster	89	2.7
	Ulleskelf	Primary Villages	11	0.3
West	Sherburn	Sherburn	50	2.0
	Byram	Primary Villages	50	2.0
	Brotherton			
	Church Fenton			
	Fairburn			
	Monk Fryston			
	South Milford			
North East	Escrick			
	Cawood	Primary Villages	100	20.2
	Riccall			
	North Duffield			
East	Barlby	Selby AAP	69	13.6
	Hemingbrough	Service Villages	31	6.1
Central	Brayton Thorpe Willoughby	Selby AAP	92	9.2
	Hambleton	Service Villages	8	0.8
South East	Camblesforth			
	Carlton	Service Villages	100	12.3
South	Eggborough			
	Kellington	Service Villages	100	10.6

Selby District Council – Housing Study Areas



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