

# Agenda



## Policy Development Scrutiny Committee (Call-In)

Date:	Wednesday, 4 June 2014 at 6.15pm
Venue:	Lowther Pavilion, West Beach, Lytham, FY8 5QQ
Committee members:	Councillor Fabian Craig-Wilson (Chairman) Councillor Leonard Davies (Vice-Chairman)  Councillors Ben Aitken, Frank Andrews, Susan Ashton, David Chedd, Maxine Chew, Simon Cox, John Davies, David Donaldson, Charlie Duffy, Karen Henshaw JP, Edward Nash, Elizabeth Oades, Richard Redcliffe, Elaine Silverwood

**This meeting is to replace the Policy Development Scrutiny Committee (Call-In) meeting that was postponed on the 19 May 2014.**

**Public Platform** To hear representations from members of the public.

Item		Page
1	<b>Declarations of Interest:</b> Any member needing advice on Declarations of Interest should contact the Monitoring Officer before the meeting.	1
2	<b>Substitute Members:</b> Details of any substitute members notified in accordance with council procedure rule 23(c).	1
3	<b>Call In Request – Fylde Coast Strategic Housing Market Assessment</b>	3 - 24

Contact: Katharine McDonnell – Telephone (01253) 658423 – Email:  
[katharine.mcdonnell@fylde.gov.uk](mailto:katharine.mcdonnell@fylde.gov.uk)

The code of conduct for members can be found in the council's constitution at  
[www.fylde.gov.uk/council-and-democracy/constitution](http://www.fylde.gov.uk/council-and-democracy/constitution)

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# REPORT



REPORT OF	MEETING	DATE
DEMOCRATIC SERVICES	POLICY DEVELOPMENT SCRUTINY COMMITTEE	4 JUNE 2014

## CALL-IN REQUEST – FYLDE COAST STRATEGIC HOUSING MARKET ASSESSMENT

### PUBLIC ITEM

This item is for consideration in the public part of the meeting.

### SUMMARY

Ten members of the council have invoked the recovery and call-in procedure to question a portfolio holder decision made on 29 April 2014 relating to the Fylde Coast Strategic Housing Market Assessment.

Members of the committee must therefore consider whether the decision made is not in the interests of inhabitants of the borough and ought to be reconsidered. If they believe that the decision is not in the interests of the residents, they may refer it back to the Portfolio Holder or to the full Council for further consideration.

### RECOMMENDATION

Members are invited to discuss whether the information provided illustrates that the decision taken by the Portfolio Holder on 29 April 2014 was not made in the interest of the inhabitants of the borough.

### CABINET PORTFOLIO

This item falls within the following cabinet portfolio(s):

Planning and Development - Councillor Dr Trevor Fiddler

### REPORT

1. If ten councillors feel that a decision taken by or on behalf of the Cabinet is not in accordance with the interests of the inhabitants of the borough, they can ask for it to be 'recovered'. A recovered decision cannot be implemented until the Policy Development Scrutiny Committee has decided whether to call it in or not.
2. Ten councillors have made such a request relating to the decision made by the Portfolio Holder on 29 April 2014 regarding the Fylde Coast Strategic Housing Market Assessment. Therefore at this stage the decision in relation to this issue is termed as being recovered; that is, that it cannot be implemented.

3. The recovery request from the Councillors, the relevant Individual Cabinet Member Decision and related report are attached as appendices.
4. The Policy Development Scrutiny Committee has three options:
  - To call the decision in and ask the Portfolio Holder to reconsider it.
  - To call the decision in and ask full Council to consider it. Council could then decide to ask the Portfolio Holder to reconsider the decision.
  - The committee could decide to take no further action and the decision could be implemented.
5. It is suggested that the meeting is conducted in the following order:
  - Councillor Liz Oades, or her nominated representative, be invited to outline why she and her fellow councillors feel that the decision of the Portfolio Holder, taken on 29 April 2014, was not made in the interests of the inhabitants of the borough.
  - The Portfolio Holder, Councillor Dr Trevor Fiddler, is invited to respond
  - Policy Development Scrutiny Committee members to question both members and officers, and any other witnesses they feel may aid them in their judgement
  - To reach a conclusion on whether or not to call-in the decision.
  - If it is decided not to call-in the decision, the reason(s) why the committee has reached this decision.
  - If it is decided to call-in the decision, the committee should decide where the matter should be referred and set out its concerns, which the Portfolio Holder or Council should have regard to.

IMPLICATIONS	
Finance	None arising directly from this report
Legal	None arising directly from this report
Community Safety	None arising directly from this report
Human Rights and Equalities	None arising directly from this report
Sustainability and Environmental Impact	None arising directly from this report
Health & Safety and Risk Management	None arising directly from this report

REPORT AUTHOR	TEL	DATE	DOC ID
Katharine McDonnell	01253 658423	6 May 2014	

LIST OF BACKGROUND PAPERS		
Name of document	Date	Where available for inspection
Individual Cabinet Member Decision	15 April 2014	<a href="http://www.fylde.gov.uk">www.fylde.gov.uk</a>

Attached documents

1. Call-in request
2. Individual Cabinet Member Decision
3. Report relating to Cabinet Member Decision

## RECOVERY and CALL-IN REQUEST

I wish to register a request for the following decision to be called in for reconsideration prior to implementation. My objection to the decision and alternative decision/proposal are set out below.

Decision title: **FYLDE COAST STRATEGIC HOUSING MARKET ASSESSMENT**

Decision number: 04/2014

and date of  
decision:

29	04	2014
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### Lead Councillor Personal Details

Name (Please print)	Councillor Elizabeth Oades
Address	54 Ribby Road, Kirkham Preston PR4 2BA
Daytime contact number	01772 671343
Email	
Signature	<i>Received by e-mail</i>

Nine other Fylde Borough Councillors who are named below and have signed this form support me in my call-in request

NAME	SIGNATURE
Councillor Keith Beckett	<i>by e-mail</i>
Councillor Alan Clayton	<i>by e-mail</i>
Councillor Maxine Chew	<i>by e-mail</i>
Councillor Louis Rigby	<i>by e-mail</i>
Councillor Julie Brickles	<i>by e-mail</i>
Councillor Elaine Silverwood	<i>by e-mail</i>
Councillor Karen Henshaw	<i>by e-mail</i>
Councillor Peter Collins	<i>by e-mail</i>
Councillor Charlie Duffy	<i>by e-mail</i>
<b><i>Additional signatories</i></b>	
Councillor Heather Speak	<i>by e-mail</i>
Councillor Linda Nulty	<i>by e-mail</i>
Councillor David Chedd	<i>by e-mail</i>
Councillor Paul Hodgson	<i>by e-mail</i>

**NB – the signatures were received by e-mail and can be viewed by request to Sharon Wadsworth, Democratic Services**

**The Objection and Alternative Decision/Proposal**

Please complete the boxes overleaf and continue on a separate sheet if necessary - 500 words maximum.

*(Remember: The objection needs to state how you believe the decision wasn't taken in accordance with the interests of the residents of Fylde Borough.)*

<b>The objection is:</b>
We believe that this decision is not in the interest of the inhabitants of the Borough and ought to be reconsidered.
We contend that parts of the evidence the housing need was assessed on were flawed which means that the proposed housing figure of between 300-420 dwellings per annum and the estimated need of 207 affordable dwellings per annum are too high which will result in the release of too many greenfield sites.
<b>The alternative decision/proposal is (optional):</b>
We would like to have the opportunity to demonstrate to the Portfolio Holder and the Committee why and where the evidence used is flawed.

**Call-in Checklist**

*Please ensure you can tick every box below before handing in the request*

Have you.....	Please Tick
Read the guidance notes on the call-in procedure?	✓
Clearly stated the decision title the call-in refers to?	✓
Stated the date the decision was made on?	✓
Obtained the signatures from nine other Councillors to support the call-in?	✓
Stated in the objection box how this decision is not in the interests of the residents of the Borough?	✓

What happens next with your request? In the first instance, it will be forwarded to the Director of Resources who will acknowledge its receipt and ascertain that the request for recovery is valid (e.g. received on time, completed correctly and correct number of signatories). She, or her representative, will also advise the relevant Portfolio Holder and Director, and the Chairman of the Policy Development Scrutiny Committee that the request has been received. Within 10 working days from receipt of your request (or as soon as is reasonably practicable) a date will be arranged for the Policy Development Scrutiny Committee to hear the request. You and your co-signatories will be advised of the date at the earliest opportunity, as will the decision-maker and Director. At the meeting itself you will be given the opportunity to make representations to the committee, as will the decision-maker, and you may be questioned by them. You will find out at the meeting whether the decision is to be called in or not.

**On completion, this form should be sent to:**

Director of Resources,  
Town Hall,  
Lytham St Annes,  
Lancashire  
FY8 1LW

To be received by no later than 6 working days from the date when the minutes were published

# Individual Cabinet Member Decision

In making this decision the Portfolio Holder(s) confirms that they have taken all reasonable steps to ensure that they are in full possession of all relevant facts, have considered and rejected alternative options, discussed the matter under consideration with officers or other suitably experienced persons, and reached a decision in a timely manner.

<b>Decision Date:</b>	29 April 2014
<b>Portfolio Holder:</b>	Planning and Development (Councillor Dr Trevor Fiddler)
<b>Matter under consideration:</b>	Fylde Coast Strategic Housing Market Assessment- February 2014
<b>Responsible Directorate:</b>	Development Services
<b>Reference no:</b>	04/2014
<b>Response from Portfolio Holder(s):</b>	To approve the draft decision contained in the report of the Director of Development Services issued on 15 April 2014.
<b>DECISION:</b>	<ol style="list-style-type: none"> <li>1. That the Portfolio Holder accepts the SHMA as a robust piece of evidence and that it is published as part of the evidence base for the Local Plan.</li> <li>2. That the Portfolio Holder accepts the objectively assessed need will fall within the range of 300-420 dwellings per annum and there will be an estimated need of 207 affordable dwellings per annum and that these figures will be used to develop a local housing requirement figure for Fylde.</li> <li>3. That the Portfolio Holder accepts that the affordable housing figure and the remainder of the document is a material consideration for the purposes of Development Management.</li> </ol>

1. Reason(s) for decision

To confirm the evidence base of Local housing needs and demand leading to an objectively assessed local housing figure following the revocation of the Regional Spatial Strategy.

2. Alternative options considered and rejected

An up to date SHMA is required by the National Planning Policy Framework (NPPF) and therefore no alternative options have been considered.

3. Declarations of interest (if applicable)

None.

**In accordance with the call-in procedure the decision will come into force, and may then be implemented, on the expiry of six working days after the publication of the decision, (the date of this notification).**

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# REPORT



REPORT OF	MEETING	REF
DEVELOPMENT SERVICES	PORTFOLIO HOLDER DECISION	04/ 2014

## FYLDE COAST STRATEGIC HOUSING MARKET ASSESSMENT FEBRUARY 2014

### SUMMARY

The Fylde Coast Strategic Housing Market Assessment (SHMA) has recently been completed.

It can be viewed at: <http://www.fylde.gov.uk/council/planning-policy--local-plan-/fylde-coast-strategic-housing-market-assessment/>

This assessment will provide evidence for the Councils as to how many dwellings of different tenures may be needed over the next fifteen years and beyond. This will inform the respective Local Plans of Blackpool, Fylde and Wyre, and allow complementary housing strategies.

The SHMA will also enable a greater understanding of the dynamics and drivers of the sub- regional housing market, and will allow the identification of actions that will help to deliver better housing and socio economic outcomes for those living in the Fylde Coast Authorities.

### RECOMMENDATIONS

1. That the Portfolio Holder accepts the SHMA as a robust piece of evidence and that it is published as part of the evidence base for the Local Plan.
2. That the Portfolio Holder accepts the objectively assessed need will fall within the range of 300-420 dwellings per annum and there will be an estimated need of 207 affordable dwellings per annum and that these figures will be used to develop a local housing requirement figure for Fylde.
3. That the Portfolio Holder accepts that the affordable housing figure and the remainder of the document is a material consideration for the purposes of Development Management.

### CABINET PORTFOLIO

This item falls within the following cabinet portfolio(s):

Planning and Development

Councillor Dr Trevor Fiddler

### SUMMARY OF PREVIOUS DECISIONS

There have been no previous decisions on this item.

## REPORT

### Purpose of the SHMA

1. The purpose of the SHMA is to develop a new National Planning Policy Framework (NPPF) compliant assessment to update the evidence base of housing needs and demand across the Fylde Coast. The SHMA will provide evidence for the Council as to how many dwellings of different tenures may be needed over the next 15 years. This will inform the respective Local Plans of Blackpool, Fylde and Wyre, and allow for complementary housing strategies. It will also enable a greater understanding of the dynamics and drivers of the sub regional housing market, and will identify actions that will deliver better housing and socio economic outcomes for those living in Blackpool, Fylde and Wyre.

### Overview of SHMA Findings

2. The SHMA has identified a need for new housing across the Fylde Coast, reflecting demographic pressures and the realisation of overall growth in employment. The research acknowledges the existence of a housing market area across and within the Fylde Coast while also recognising the important linkages with surrounding authorities and the larger cities including Preston, Lancaster and Manchester. It has also highlighted important spatial variations at the sub- authority level. The stock profile of the sub region has considerable variation which relates to the evolution of areas over time as well as more recent development. The needs of specific groups are considered, in particular the needs of elderly households which are forecast to increase dramatically in number, this will present an important challenge over the next 15-20 years.
3. The findings for Fylde can be summarised as follows. However, it is very important to consider the content of the full SHMA.
  - There are a significant number of detached properties in Fylde, particularly in the rural areas;
  - Large numbers of flats have been delivered in Lytham St Annes which has 90% of the Borough's flatted stock.
  - Owner occupation is high and the proportion of social rented stock is low, it is concentrated in the urban areas.
  - The housing stock is relatively large, historically large dwellings have been delivered in the rural areas, there are high levels of under occupation associated with the older population.
  - House prices are very high in Fylde, relative to the rest of the Fylde Coast, with properties commanding a premium of at least £40,000 over comparable properties elsewhere and parts of the Borough are the least affordable on the Fylde Coast.
  - There is an estimated need for 207 affordable homes per year in Fylde, with an objectively assessed need for between 300 and 420 dwellings per annum.
4. With respect to the objectively assessed need, the SHMA presents a number of scenarios of projected population and household change. These scenarios are intended to test the impact of different assumptions around demographic and economic change over the projection period. The SHMA will be used along with existing national, local and emerging policy plus information

on supply of land, the requirement for affordable housing and past rates of delivery to produce a Housing Requirement Paper which will be presented to the Local Plan Steering Group and will also be subject to a Portfolio Holder decision.

5. For clarification the Rural Housing Needs Survey which was considered by Policy Development Scrutiny Committee on 20<sup>th</sup> February 2014 considers the need for Affordable Housing in the Rural Areas of Fylde. It is looking in more detail than the SHMA (which is a sub -regional document), at exactly where affordable housing is needed.
6. A summary of the findings relating to Fylde is attached as Appendix A and the Executive Summary of the report is attached as Appendix B.

IMPLICATIONS	
Finance	Under the existing arrangements relating to New Homes Bonus any increase in the total number of occupied properties in the borough would result in additional New Homes Bonus for the Council. The size of that additional funding would be proportionate to the scale of the year-on-year increase in the number of occupied properties. The Council also receives Council Tax income in respect of domestic properties.
Legal	The Local Plan must be based on up to date evidence.
Community Safety	None.
Human Rights and the Equality Act 2010	The SHMA considers the need for affordable housing and the housing requirements of specific groups with identified protected characteristics but not Gypsies and Travellers which are covered by a separate study.
Sustainability and Environmental Impact	The Sustainability Appraisal of the local plan contains objectives relating to the provision of housing. The Plan will be assessed in relation to these objectives
Health & Safety and Risk Management	None.

REPORT AUTHOR	TEL	DATE	DOC ID
Julie Glaister	01253 658687	12th March 2014	

LIST OF BACKGROUND PAPERS		
Name of document	Date	Where available for inspection
Fylde Coast Strategic Housing Market Assessment Blackpool Council, Fylde Council, Wyre Council December 2013	February 2014	<a href="http://www.fylde.gov.uk/council/planning-policy--local-plan-/fylde-coast-strategic-housing-market-assessment/">http://www.fylde.gov.uk/council/planning-policy--local-plan-/fylde-coast-strategic-housing-market-assessment/</a>

Attached Documents

Appendix A – Fylde Summary

Appendix B - Executive Summary

## **Appendix A: Fylde Summary**

The report includes a disaggregated summary of its findings on a borough by borough basis. The Fylde Summary is reproduced below.

### **Fylde**

- Fylde has the strongest migratory relationship with Blackpool, with a net inflow of residents from the authority, and there are also strong links with Wyre and Preston. Assessing place of work, it is evident that around 60% of residents also work in Fylde, with this figure rising to around 80% when looking at those who work within the Fylde Coast. Outside of this area, though, Lancaster and Preston important employment destinations for Fylde residents;
- Relative to the Fylde Coast average, there are a high proportion of detached properties in Fylde, with this figure particularly high in the rural sub-areas, although the authority contains fewer household spaces overall than the other SHMA authorities. There is some spatial variation, however, with almost 90% of the authority's flatted stock located within Lytham & St Annes, with an additional 1,400 flats delivered since 2001. It is clear that there is generally a more equitable housing mix in the urban areas, where the majority of stock is located;
- In parts of Fylde, there are particularly high concentrations of caravans, particularly in the Rural SW and Rural NE. This has historically been identified as a significant issue in the Fylde Coast, with large numbers of older people living in Residential Park Homes, and this remains a key challenge;
- There is a relatively high level of outright ownership in Fylde, relative to both the Fylde Coast and national averages, with subsequently less reliance on the private rented sector. However, there is typically more private renting in the urban areas, with fewer instances of owner occupation. Since 2001, there has been a reduction in the number of those who own with a mortgage or loan, although this has been matched by an increase in outright ownership. There has also been a substantial absolute increase in private renting, with three quarters of this increase concentrated in Lytham & St Annes;
- Almost 2,000 net additional homes have been delivered between 2003/04 and 2012/13, at an average rate of around 200 per annum. The rate of delivery has, though, fallen since 2007/08, in line with the other authorities, and on average, 14% of net housing completions in Fylde are attributable to conversions;
- In October 2013, 688 properties had been empty for longer than six months, representing a vacancy rate of 1.6%. A count of long-term empty properties indicates that 65% of such properties were located in Lytham & St Annes, with Kirkham/Wesham & Freckleton/Warton accounting for around a quarter of empty properties. The remainder are located in the rural sub-areas;
- On average, households contain 2.76 bedrooms – the highest rate of the Fylde Coast authorities. Property sizes, measured by the number of rooms, indicate that properties have grown on average between 2001 and 2011. In Fylde, there has historically been a tendency to deliver larger dwellings in the rural areas in particular, with larger properties of three bedrooms or more accounting for 70% of rural dwelling completions between 2003 and 2012. In 2011, around 35% of the housing stock contained 4 or more bedrooms, and subsequently, overcrowding is infrequent, with almost 80% of households under-occupied. Owned properties are typically larger, with the rented sector containing a higher proportion of smaller properties;
- The population of Fylde has grown by around 3.5% between 2001 and 2011, with the majority of this growth driven by increases in Lytham & St Annes. In contrast, the population

has declined in the western rural areas. At the time of the 2011 Census, there were fewer people aged 30-39, relative to 2001, with growth in the 45-49 and over 60 age groups. Broadly, a relatively high proportion of the population are older people, compared to the national profile. There are net inflows of all age groups, with the exception of 15-19 year olds. Over this ten year period, there has been a consistent level of net in-migration, both internal and international, masking decline caused by natural change, although international migration has fallen since 2007;

- Between 2001 and 2011, 530 (1.2%) jobs were lost in Fylde, with the impact of over 7,000 job losses in the manufacturing sector in the borough clear. There has, though, been growth in professional and other service activities, as well as accommodation and food. Despite net job loss, unemployment is relatively low, compared to the other Fylde Coast authorities. Forecasts are consistent in anticipating net job creation between 2011 and 2030, with the creation of between 990 and 2,807 jobs. The latter forecast expects further growth in the professional, scientific and technical activities sector, as well as retail, allied to further job losses in manufacturing. These forecasts are, though, policy off, and therefore do not take into account policy and strategic objectives such as employment creation associated with the Enterprise Zone at Warton;
- There has been a decline in housing market activity since 2007, although an assessment of 397 recent transactions in Fylde indicates that house prices are substantially higher in Fylde than elsewhere in the Fylde Coast. Typically, properties in Fylde invoke a premium of at least £40,000 over comparable properties in Blackpool and Wyre. Rental market values are also relatively high in Fylde, but nevertheless lower than the national average;
- Residents of Fylde have the highest average household income of the Fylde Coast authorities, with benchmarks indicating that property remains among the least affordable in the area across all tenures and sizes;
- There is an estimated need for 203 affordable homes per year in Fylde, with the majority of this need located in Lytham & St Annes. There is also need for 20 affordable homes across the rural sub-areas, with particular demand across the authority for one bedroom properties. It is also clear that some affordable housing need can be met with intermediate products and the private rented sector, with estimates indicating that around half of all private renters are Housing Benefit claimants;
- Fylde is expected to see a significant increase in the older population over the period to 2030, with this group representing a clear driver of population change in the authority; and
- The consideration of a number of modelling scenarios against set criteria indicates that there is an objectively assessed need for between 300 and 420 dwellings per annum in Fylde.

## ***Appendix B: Executive Summary***

### **Executive Summary**

1. This report represents a new Strategic Housing Market Assessment (SHMA) for the Fylde Coast authorities. The research has been undertaken by Turley Associates in partnership with specialist demographic consultancy Edge Analytics.

#### **Purpose of the SHMA**

2. The purpose of this document is to develop a new National Planning Policy Framework (NPPF) compliant SHMA to update the evidence base of housing needs and demand across the Fylde Coast.
3. This assessment will provide evidence for the Councils as to how many dwellings of different tenures may be needed over the next fifteen years and beyond. This will inform the respective Local Plans of Blackpool, Fylde and Wyre, and allow the development of complementary housing strategies.
4. This report will also enable a greater understanding of the dynamics and drivers of the sub-regional housing market, and will allow the identification of actions that will help to deliver better housing and socio-economic outcomes for those living in Blackpool, Fylde and Wyre.

#### **Overview of SHMA Findings**

5. The SHMA has identified a need for new housing across the Fylde Coast, reflecting demographic pressures and the realisation of overall growth in employment. Importantly, the analysis confirms that a proportion of households will require affordable housing, reflecting the income profile and variations in house price across the Fylde Coast geography.
6. The research reinforces the existence of a housing market area geography across the Fylde Coast, while also recognising the important linkages with surrounding authorities and the larger economic centres, including Preston, Lancaster and Manchester. The analysis has also illustrated the important spatial variations at a sub-authority level.
7. The baseline analysis of the stock profile of the area highlights notable spatial distinctions which relate to the evolution of areas over time, as well as more recent development.
8. Consideration has been given to the specific needs of different groups within the housing market, with the SHMA identifying that the needs of elderly households in particular will represent an important challenge over the next 15-20 years.

9. With regards to each of the component authorities in the Fylde Coast, the following key messages emerge from the SHMA analysis:
- **Blackpool** – with high concentrations of terraced and flatted properties, there is a notable imbalance of housing stock in Blackpool. Furthermore, the population is characterised by a younger demographic, although there is an overall trend of population decline. The private rented sector is particularly dominant in Blackpool, due to relatively low rental values, and demand is driven in particular by a high proportion of Housing Benefit claimants. Overall, there is an estimated need for 264 affordable homes per year in Blackpool, with modelling of a range of scenarios suggesting that there is an objectively assessed need for between 250 and 400 dwellings per annum;
  - **Fylde** – there are a significant number of detached properties in Fylde, particularly in the rural areas, while there has been substantial delivery of flats in Lytham & St Annes such that almost 90% of the borough's flatted stock is located within this area. Overall, with regards to tenure, owner occupation levels are high, while in the context of national levels the proportion of social rented stock is low. Whilst the proportion of private rented stock is lower than in Blackpool, there are higher concentrations in the urban areas. The housing stock is typically relatively large in Fylde, with larger dwellings historically delivered in the rural areas in particular, and coupled with an older population, there is a relatively high level of under-occupation. House prices are high in Fylde, relative to the rest of the Fylde Coast, with properties on average invoking a premium of at least £40,000 over comparable properties elsewhere, and areas of the borough remain among the least affordable in the Fylde Coast. Overall, there is an estimated need for 207 affordable homes per year in Fylde, with an objectively assessed need for between 300 and 420 dwellings per annum;
  - **Wyre** – 70% of the housing stock in Wyre is detached or semi-detached, reflecting a low number of flats in most sub-areas. Over three quarters of households are owner occupied, with fewer instances of private and social renting, although there is a high concentration of the latter in Fleetwood. The population of Wyre grew marginally between 2001 and 2011, although population growth was strongest through the first half of the decade. The economy in Wyre is relatively strong, compared to elsewhere in the Fylde Coast, with strong job creation between 2001 and 2011 and a positive picture of growth forecast in the latest economic forecasts and the Council's evidence base. House prices in Wyre are typically lower than Fylde but higher than Blackpool, with properties on average at least £20,000 more expensive than a comparable property in Blackpool. Overall, there is an estimated need for 300 affordable homes per year in Wyre, and modelling of scenarios indicates that there is an objectively assessed need for between 340 and 485 dwellings per annum.
10. The SHMA considers the underlying evidence behind these conclusions based on the structure set in the existing guidance. These points are considered in turn below.



### **Estimates of current dwellings in terms of size, type, condition and tenure**

11. There are a total of 156,851 household spaces in the Fylde Coast, with Blackpool, Fylde and Wyre containing 44%, 24% and 32% of spaces respectively. As expected, the majority of household spaces are located within urban areas, with fewer dwellings in the rural parts of the study area.
12. The average property in Blackpool has fewer rooms than the comparable property in Fylde and Wyre, with an average property size that is lower than the national profile. Properties in all authorities have generally grown in size between the 2001 and 2011 Censuses, reflecting national trends, although this trend has been least pronounced in Blackpool, where there remains a high proportion of 1 bedroom properties, particularly in the inner area.
13. Blackpool has a substantially lower proportion of detached stock than the Fylde Coast and England averages, and a subsequently higher level of semi-detached, flatted and particularly terraced properties. This is driven by the high concentration of flats and terraces in the Inner Blackpool area, and a high frequency of semi-detached properties elsewhere in the borough.
14. The current stock profile in Fylde and Wyre is relatively similar, with higher levels of detached stock, fewer terraced properties and more caravans. There are two notable differences, however – Fylde has a significantly higher proportion of flats when compared to Wyre, and Wyre has a higher level of semi-detached stock.
15. Collectively, local authority surveys have identified just over 50,000 dwellings that can be classified as non-decent. The survey identified that the housing stock in Blackpool is typically older than that found in England as a whole, with double the national average of dwellings built between 1919 and 1944 and subsequently fewer modern dwellings. In contrast, the housing stock in Fylde is more modern, with the greatest proportion built since 1965. This pattern is replicated, albeit to a lesser degree, in Wyre.
16. On average, outright ownership of properties is more common in the Fylde Coast than nationally, with a slightly higher level of private renting and substantially fewer instances of social renting. Blackpool closely follows national housing tenure trends, with the main exception being that there is a lower proportion of social rented property and a greater concentration of private renting from a landlord or agent. The latter is particularly prevalent in the Inner Blackpool area, where half of all properties are classified as privately rented and the levels of ownership are lower than any other sub-area. Wyre and Fylde have much higher levels of outright ownership, with both the social and private rental market lower than the Fylde Coast average. It should also be recognised that Blackpool in particular contains a large number of shared households, accounting for around 70% of all shared households in the Fylde Coast.

17. In October 2013, there were 2,718 long-term empty properties in the Fylde Coast, of which over half were located in Blackpool. This generates long-term vacancy rates of 2.1%, 1.6% and 1.1% for Blackpool, Fylde and Wyre respectively, with the majority located within urban areas.

**Analysis of past and current housing market trends, including balance between supply and demand in different housing sectors and price / affordability**

18. The housing market in the Fylde Coast has closely followed the national trend, with substantial growth in the early 2000s – most significantly in Fylde – that reinforced the spatial variability in house prices. Since 2008, house prices have fallen slightly, but there has been a sharp decline in the number of residential transactions between 2007 and 2008 that has preceded a relatively low level of activity since. The level of house building in the Fylde Coast has also dropped in this period.
19. Based on an analysis of 1,546 residential transactions over a six month period between March and July 2013, it is clear that properties in Blackpool serve the lower end of the market, with a median house price of £95,000. In contrast, house prices in Fylde are higher, with a median of £167,500, and Wyre operates in the middle with a median value of £129,998.
20. Rental prices in the Fylde Coast are typically lower than the national average, for property of all sizes. Properties in Fylde and Wyre do, though, yield higher rents than the comparable figures for Lancashire, with rental properties in Blackpool generally cheaper.
21. Household income in Fylde is generally higher than the other Fylde Coast authorities, and average income in Blackpool is lower. This has informed the calculation of affordability benchmarks to understand the income required to access different housing tenures. There is some variation across the Fylde Coast, with the income required to purchase a lower-quartile house in Blackpool lower than the income required to access rental market housing. In contrast, a considerable gap exists in Fylde, highlighting the challenge for households in getting onto the housing market.

**Key drivers underpinning the housing market**

22. Population change is one of the key drivers underpinning the housing market, and Fylde and Wyre in particular saw moderate population growth between 2001 and 2011, with particular growth in the sub-areas of Lytham & St Annes and Thornton. The population in Blackpool fell during the same period, caused by population loss in the inner area and a decline in the level of net in-migration over more recent years which has historically driven population growth in the authority.
23. The population profile of the Fylde Coast changed between 2001 and 2011, with a general ageing of the population in line with national trends, and this is particularly pronounced in Fylde and Wyre. There are a lower proportion of older people in Blackpool than other areas of

the Fylde Coast. This is reinforced by the age profile of migrants, with a net out-migration of those aged over 55 and strong net in-migration in the 20-29 and 40-49 age groups. This is different to the other Fylde Coast authorities, where there are constant net inflows of the older population as well as those of working age.

24. Another important driver of change is the operation and performance of the local economy. Historically, over the period 2001 to 2011, Wyre saw the greatest increase in employment levels, with job losses in Fylde and, most notably, Blackpool over this period. Collectively, almost 5,000 jobs have been lost across the Fylde Coast, representing a 3% decline.
25. Unemployment rates are highest in Blackpool and lowest in Fylde, with all three authorities experiencing a higher level of unemployment between 2008 and 2012 relative to the preceding period. Home owners are more likely to be in employment, although a relatively high proportion of those living in this tenure are retired across the area. Blackpool has the highest proportion of unemployed occupants across all tenures.
26. Employment forecasts sourced from Experian and Oxford Economics suggest that between 3,500 and 4,500 jobs will be created in the Fylde Coast economy over the period 2011 to 2030. The distribution of the forecast growth in these jobs geographically provides an interesting context.
27. Wyre is identified as having the potential to see quite strong job growth, reflecting historic trends. Fylde is also forecast to see employment growth, although the Council's evidence base highlights that the scale of growth will be influenced, at least in part, by the success of key projects including the Enterprise Zone. The forecasts suggest some uncertainty over whether Blackpool will generate employment growth over the projection period, with this again influenced by historic performance and the current employment base.

### **Future Housing Needs**

28. The SHMA report includes a detailed analysis of modelling undertaken to understand the potential changing future housing needs across the Fylde Coast and within the individual authorities, linked to the key drivers of the housing market. The NPPF and the emerging draft DCLG published NPPG, as well as other available guidance to assessing

'objectively assessed need' (PAS/LGA, 2013) highlight a number of important points for considerations. These include the need to:

- Understand the implications of changing population growth based on demographic factors including natural change and migration, based on an understanding of historic trends;

- Ensure that the assessment of need considers the impact of employment change on future migration and population growth or decline;
  - Understand market signals, including, for example, the scale of the need for affordable housing and understand how this aligns with the overall scale of need related to population and household growth; and
  - Recognise that the assessment of need should not be constrained by supply or capacity factors with these required to be considered through the development of policy.
29. In line with these considerations, a range of potential dwelling requirements linked to associated demand generated from household growth have been presented within this report. These have been built to take account of a range of factors identified as having a direct bearing on the establishment of the objectively assessed needs for housing across the Fylde Coast.
30. The range of scenarios show a projected change in the number of households ranging from approximately 890 to 1,305 dwellings per annum across the Fylde Coast. This includes the following ranges by authority:
- **Blackpool** – 250 – 400 dwellings per annum
  - **Fylde** – 300 – 420 dwellings per annum
  - **Wyre** – 340 – 485 dwellings per annum
31. The scenarios of population and household change represent a range of alternative futures based upon the application of alternative assumptions relating to the strategic drivers of housing market demand and need.
32. Importantly, this assumes that the current economic profile will remain unchanged, in terms of labour force and commuting rates. Therefore, alternative scenarios have been considered to complement the analysis to illustrate the impact that adjusting these assumptions would have. However, for these to be considered further in analysing need, additional work would be required to examine the economic prospects of the authorities, particularly Blackpool, and the impact of the spatial delivery of employment opportunities.
33. It is evident even from the range presented above that there is a broad spectrum of alternative assessments of potential need based on the modelling.
34. As identified through the SHMA, and recognised within the NPPG, due to the complexities of the housing market and the various factors and assumptions which feed into the modelling of future needs, there is no single number which can be identified as conclusively representing the objectively assessed housing needs within the Fylde Coast over the projection period.

35. Evaluation for each of the authorities shows that a continuation of longer-term demographic trends, for example – representing the bottom of this range – would only support a sustaining of current employment levels, assuming that the current labour force profile remains unchanged. There is a further need to ensure that the level of provision reflects identified needs in order to balance supply and demand in a way that does not exacerbate affordability issues.
36. These imbalances are evident in the significant differentiation in house prices and rental values across different areas of the Fylde Coast. Inner Blackpool, for example, is characterised by its prevalence of small flats and associated concentration of Housing Benefit claimants, while in the more rural areas of the Fylde Coast, high house prices represent another form of affordability issues.
37. In order to align more closely with the current forecast potential growth of the economy, taking into account economic forecast data provided by Experian and Oxford Economics, and recognising the changing age structure of the area and current labour force indicators, the analysis identifies that a higher level of housing provision would be required. Careful monitoring will be required to ensure an alignment between economic growth and housing need, recognising that scenarios assume that the current economic profile remains unchanged, and scenarios should be updated as required as Local Plan policy is developed.
38. The NPPG advocates plan-makers consider the required uplift from a starting point of demographically driven household projections taking into account the economic and market signals context and this will need to be considered by the Council's as they refine their evidence base and policy. Careful monitoring will be required to ensure an alignment between economic growth, demographic pressures and affordable housing need, with the scenario modelling updated as required to respond to new data releases as Local Plan policy is developed.

### **Affordable Housing Needs**

39. There is a significant level of demand pressure for non-market housing in the Fylde Coast, as evidenced by waiting list data. This relates primarily to higher proportions of lower income households, particularly in Blackpool but also in a number of the other urban areas across the area, in the context of rising prices and rents. This has been further compounded by the impact of the recession, with subsequent reductions in income and job losses. The analysis around affordability benchmarking clearly illustrates this issue when comparing household income levels against the price of entry into different tenures within each authority. This SHMA has included a running of the Affordable Housing Needs calculation, based on the 2007 SHMA Guidance and noting the latest information within the draft NPPG.

40. There are currently 1,352 households on the housing register in priority need for affordable housing across the Fylde Coast, with almost three quarters (1,006) in Blackpool. There are lower numbers currently on the housing register in Wyre and Fylde, with 216 and 138 households in need recorded respectively. At a sub-authority scale, there are particularly concentrated areas of need in Blackpool, Fleetwood and Lytham & St Annes, suggesting that need is more pronounced in predominantly urban areas. It should be noted that these households include households classified as homeless or in temporary accommodation, yet exclude existing social tenants requesting a transfer from their current social dwelling.
41. Stage 2 of the DCLG Guidance for assessing need focuses on estimating the number of households that will require Affordable Housing over the short-term (five years). The analysis presented in section 8 identifies a total newly arising need (gross per year) of 1,337, of which 643 are based in Blackpool, 411 in Wyre and 283 in Fylde.
42. These estimates do not, however, take account of the supply of stock to absorb demand. By utilising the DCLG Guidance calculation process, and taking into account the supply available on an annual basis (re-lets/surplus stock/pipeline new supply), the housing needs analysis indicates that the Fylde Coast authorities will need to provide for a net annual Affordable Housing Need of 771 dwellings per annum, broken down to:
- **Wyre** – 300 dwellings per annum over the next five years
  - **Blackpool** – 264 dwellings per annum over the next five years
  - **Fylde** – 207 dwellings per annum over the next five years
43. In order to meet the level of affordable housing need in full within a five year time horizon, the rate of development would need to far exceed any single year's provision as seen over the last ten years. This is extremely unlikely to be realised, and therefore this level of provision should not be reasonably expected to be delivered. This also does not recognise that the private rented sector plays an important role in absorbing affordable need.
44. Looking to the long-term, it is difficult to accurately assess how house prices, and the financial requirements of households to obtain mortgage credit, will change. Arguably, the recent comparatively low levels of supply of new housing – both market and Affordable – are likely to result in sustained house price increases. This suggests that, over the shortterm at least, the demand for non-market housing is unlikely to abate. Moreover, the government's ongoing programme of welfare reform is anticipated to put additional pressure on both the social rented and private rented market within each authority. Clearly, these are important informing influences on the future split of the market and the level of Affordable Housing required.
45. The analysis in the SHMA has shown that, currently and in the short-term, while a large proportion of need can only be addressed through traditional social housing products in each

authority, there are a number of households in need who could have their needs met through other Affordable products. These could include various ‘Intermediate’ housing products, providing an important step onto the housing ladder in the future.

46. Intermediate housing products have the ability to play a limited role in meeting the affordable housing needs of households across the Fylde Coast. The traditional shared ownership model is favourable as delivery would reduce the reliance on social rented housing. However, this must be balanced with the viability of delivering this product, which due to low value returns (see Figure 6.5), is challenging across much of the Fylde Coast.
47. Analysis of data within section 9 illustrates that a mixture of affordable property sizes are required in each authority, as shown in the table below as a proportion of total annual housing need.

**Figure i – Affordable Housing Need by Size**

Local Authority	Dwelling Size (Bedrooms)			
	1	2	3	4+
Blackpool	61%	2%	16%	21%
Fylde	64%	16%	11%	9%
Wyre	51%	26%	13%	10%

48. Importantly, this assessment does not fully take account of the impact of the government’s on-going programme of welfare reforms. The calculation of Affordable Housing need uses data that pre-dates the changes to Housing Benefit and therefore does not take into account the impact of the extension of the Shared Accommodation Rate (SAR) to single persons under 35 years of age. It is likely that their ability to afford a 1 bedroom tenancy would have been reduced if the extension of the SAR was applied, with the resulting being an increased demand for smaller shared accommodation such as bedsits or studios. This will require careful monitoring regarding the appropriateness of available stock of this nature, noting the highlighted issues in relation to the prevalence of Housing Benefit claimants in private rented stock in Inner Blackpool.
49. On the basis of the above it will be necessary for the Fylde Coast authorities and partners to continue to monitor this situation as data becomes available and both effectively prepare for and record the impacts of reform.

## Specific Housing Needs

50. The summary of specific housing needs in section 10 presented the following key findings:

- **Older people** – the population of 65+ residents is expected to grow across the Fylde Coast authorities, with increases of 19.4%, 33.8% and 41.2% in Blackpool, Wyre and Fylde respectively. There is particular proportional growth forecast in the 85+ age bracket, which will necessitate the provision of specialised accommodation to meet specific housing requirements. The tenure of older persons housing also provides an indication of the kind of housing required, with older persons in the Fylde Coast typically opting to own their own home – at a higher rate than seen nationally. There is also a lower level of reliance on the social rented sector for older persons accommodation, although there are more instances of private renting;
- **Households with support needs** – the number of residents predicted to have a learning disability is consistent in Blackpool over the period 2012-2020, although at the wider Lancashire scale, an increase is expected, largely driven by increases in the older persons population. A similar picture is apparent in assessing forecasts of moderate or serious personal care disabilities, with little change in Blackpool over the time period but an increase in the number of those with physical disabilities in Lancashire. A strategic approach will be necessary to ensure that the continued needs of this group are met, with sufficient capacity for specialist accommodation where required;
- **Black and minority ethnic (BME) households** – all authorities have a high proportion of White British residents, which significantly exceeds the national average rates. All other ethnicities are proportionally under-represented. While a clear majority of residents were born in the UK, Blackpool has the highest proportion of residents with a country of birth other than the UK. The peak years of inward migration to the Fylde Coast authorities was between 1991 and 2009 – again, reflecting the national trend; and
- **Gypsies, Travellers and Travelling Showpeople** – the Fylde Coast authorities have commissioned a separate study which will consider the specific needs of Gypsies, Travellers and Travelling Showpeople.