

Emergency Planning Meeting, East Ayton Parish Council

Monday 29th March 2022 7:30pm Ayton Village Hall

Racecourse Road Development

To consider the following planning application:

22/00029/FL | Erection of care home (C2) and nine dwellings (C3) with access roads | Racecourse Road East Ayton YO13 9HT

Following due consideration of the information presented on the Scarborough Borough Council Planning Portal and collated documentation presented at the meeting (documents 1 to 5 appended,), the position of East Ayton Parish Council is to OBJECT on this matter.

The reasons to object are as follows

Material Considerations

Size of the development and location

A - Object

1. Consideration of the application should be deferred until such time as the access for the entire 6.45 ha of land designated as HA 32 in the Local Plan has been approved by the highway authority. There is no highway connectivity to the remaining development land HA32 from this proposed site in HA 32.
2. The proposed development does not contribute to the provision of 30% of affordable homes as envisaged in the Local Plan and the previously approved outline permission. This lack of Affordable Housing delivery on a significant part (1.45 ha) of the 6.45 ha allocation of HA 32 will impact on the viability of the remaining development land and the sustainability of the village.
3. The proposed development does not provide any Specialist Older person Housing to support independent living as envisaged in the Local Plan. As an allocated site of over 5 ha (6.45 ha) HA 32 is expected to provide Older person Housing to address the shortfall of 4,000 of such dwellings which is identified in the SHMA. The development of a 100-bed care home does not comply with the strategy for independent living adopted by both North Yorkshire County Council and Scarborough Council.
4. The built line of houses on the northern edge extends well forward of the established built line of all properties along the Racecourse Road.
5. The size of the care home on the southern boundary will dominate the horizon on the approach to the rural village of East Ayton, with no evidence provided by the applicant as to the finished ridge height relative to surrounding properties.
6. The provision of the 17 car parking bays is grossly inadequate relative to the stated 22 staff on duty 24x7, resident visitors, visiting professional staff, service providers e.g. personal care, entertainers and spiritual support, delivery goods vehicles and maintenance contractors.
7. On safety grounds given the high risk of access difficulties for Fire service vehicles with on street parking due to point 3. Also, the risk to wheelchair users and those with pushchairs having to use the highway due to vehicles obstructing the footpath.
8. The development of the care home would add 100 older persons to East Ayton and represents a 10.8% increase which will take the percentage of over 65's from 33.1% to 35.4%. This is higher than Scarborough (29.6%), North Yorkshire (24.2%) and the national average (18.2%) and will place excessive strain upon the local GP practice and associated primary care services. This may compromise their ability to support those parishioners wishing to remain in their own home living independently.

How it will function

B – Object

1. No Operational Plan is provided as to the key hours of operation of this business neither is there a Green Travel Plan. Without such detail the Transport Statement is wholly inaccurate, particularly when estimates are based on the TRICS computer model for three care homes in two large Cities. The three sites used for the data modelling are as follows. a. Highbury New Park, Islington, London, b. Coombe Lane West, Kingston Upon Thames, London, c. Moore Street, Gateshead. (See appendix A for map exact locations). These sites have absolutely no relevance to the East Ayton location which has none of public transport infrastructure i.e. mass transport systems, bus services running 24x7 and developed walking and cycling infrastructure with well lit streets. All roads connecting East Ayton to the areas of significant population are along 60mph roads with little or virtually no highway footpath. Any footpaths there are, are poorly maintained and have no street lighting.
2. All travel movements contained in the Transport Statement are flawed and all assumptions about highway safety, junction design and use of public transport, cycling and walking must be wholly recalculated before they could be used to support a development of this scale in a rural setting. The current calculations can only be rejected as they do not present a professionally competent submission.
3. Given the well-publicised shortages in care staff, the low rates of remuneration for care homes in the Scarborough area, the remoteness from the major sources of staff/viable public transport and the increasing cost of travel / low wage economy of Scarborough the Business Case looks flawed. The failure of such a development would seriously blight the land and village as well as leading to a long term loss of this valuable land scheduled for housing. Finding an alternative use for such a development given the small footprint it sits in further compromises this development land and its future use.

Relationship with its immediate surroundings

C – Object

The Racecourse Road has an established heritage layout based on the field patterns and movement of livestock pre 1900's (see Image 4). This heritage is reflected in the street scene within the village boundary (see images 1,2,3,5,7,8 & 9) and continues for two miles in an easterly direction towards Scarborough with wide verges and native species mixed hedgerows set below the highway line on its southerly boundary. This development proposes to create a hedgerow completely out of alignment with all the existing hedgerows and includes the planting of specimen trees at regular intervals. A single species of beech hedgerow row is unacceptable as it does not reflect the heritage mixed native species along all surrounding field boundaries. This is recommended by the applicants Ecological Survey Assessment in para 5.2.3

The native species provides pollinating flowers for insects and birds and a varied hedgerow bottom for hedgehogs which are prevalent along this highway verge. All mature trees in the surrounding land are random with no regular pattern. Any boundary tree planting must reflect the surrounding random landscape and scenery.

The local plan allocation for HA 32 requires the development to include a "substantial landscape buffer... to the southern edge of the site". None of the features on the southern edge of the development comply with this requirement. The care home site boundary fencing proposed is completely out character with all other perimeter fencing and must be constructed using traditional timber materials and non-obtrusive mesh with a mixed species native hedgerow planting. Established businesses on the same southside of the Racecourse Rd all operate without this level of obtrusive and industrial style security fencing. The Design & Access Statement indicates that the fencing is not designed to keep residents within the premises "*high proportion of the residents will have mobility problems or otherwise will be unable to actively utilise some of the external garden space.*" Given the sites prominent position on the boundary of the

developed village all measures must be taken to blend the boundary fencing with established surrounding field boundaries.

The following evidence was considered and informed the decision of the East Ayton Parish Council on this planning application.

Matters for Consideration

DOCUMENT 1

It is noted that the applicant has made no attempt to communicate with the local community in the Design & Access Statement. Para 2.12

Visual appearance, amenity and footways

The visual appearance on entering the village from the east is of a wide green highway verge on both sides. On the south side of the highway the hedgerow is continuous apart from two field gateway entrances and this alignment continues the length of Racecourse Road to its termination in the village. This alignment runs all the way along the Racecourse Road in its easterly direction to the top of the climb to Jacobs Mount also.

Image 1. View from Betton Farm east towards Scarborough on the A170



Image 2. View at Betton Farm looking west on the A170 towards the village of East Ayton showing the poorly maintained footpath to Scarborough.

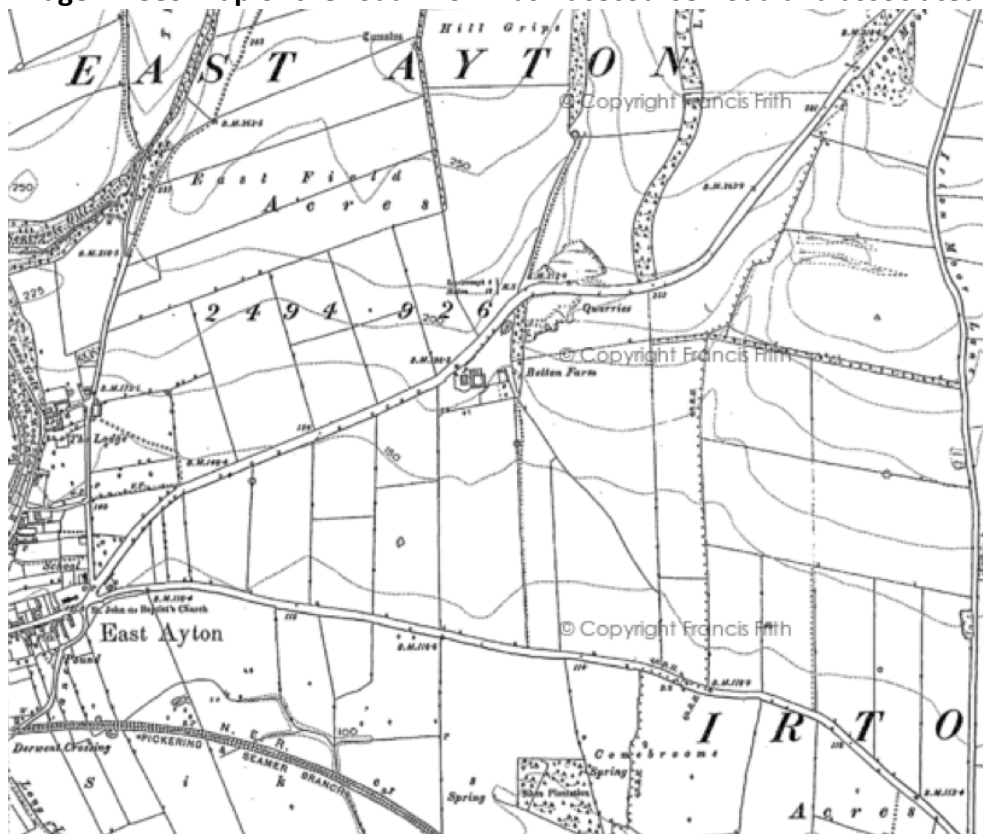


Image 3. The wide grass verge alongside the field on the south side of the A170.



The developers plans show the removal of this ancient alignment of the hedgerow and its relocation just 2 metres from the highway edge. Maps dating back to 1889 clearly show the broad highway separating the original field systems along its length in the Parish of East Ayton.

Image 4 1889 map of the road known as Racecourse Road and associated field system.



This proposed re-alignment is completely unacceptable on visual grounds and sets a precedent for all future developments along this section of the highway.

The new highway footpath proposed position is not acceptable as shown on the plans as it is adjacent to the highway kerb edge. From a visual perspective the existing footpath out of the village on the south side of Racecourse Road is set back from the highway by a significant grass verge which the Parish maintains as managed green space. This managed green space continues the length of this development site all the way to Betton Farm as a 2 metre wide cut space and the remainder as natural wild grassed area adjacent to the hedgerow. This green space provides habitat for small creatures and the wild area is often visited by kestrels looking for food. A colony of Hares may inhabit the hedge bottom and bankside and if not Hares then rabbits.

Image 5 View along the southside of the A170 in to East Ayton from the junction with Broadlands Drive



The alignment of the existing footpath on the south side set back from the highway provides a much safer position for pedestrians especially with small children both in terms of separation from fast moving traffic and often large HGV's but also importantly much lower concentrations of pollutant gases and fine particulates harmful to health, especially young developing children which planning policy indicates are expected to walk to school to avoid already known congestion and highway safety issues at the local school.

The developer proposes to install a new hedgerow just 2 metres from the highway edge. Any hedge if maintained properly will grow at least 40cm either side of its planted position reducing the walkable space, forcing pedestrians to walk ever closer to traffic and when not maintained the footway becomes unwalkable. This is not acceptable on safety grounds. It is also not clear who would have responsibility for maintaining this hedge as it is moving from the land-owners boundary well into North Yorkshire Highways land and presumably their responsibility or that of the Parish Council who manage this green space.

The existing alignment of the footpath also benefits wheelchair and pushchair users as the dropped kerbs are set back at junctions and it is noted that the developer appears to have made no provision for dropped kerb access onwards. The developer also states that the position of the proposed footpath is in alignment with the existing footpath which is clearly not the case. The tarmac the developer references to is where the footpath on that side of the highway has a turn towards the highway to enable pedestrians to cross the road at a central refuge. 99% of this footpath is set back from the highway.

The developer also fails to recognise the character village name stone set into the highway verge which is a feature on all roads entering the village of East Ayton. These are important to the village and are maintained with flower troughs. There has been no communication with the Parish Council on this matter to date. The name stone must be retained.

Images 6, 7 & 8 of the Village feature name stone and plantings



It is also noted that the designed highway infrastructure does not appear to be adopting dual walking and cycling footways which would encourage longer term, this approach to green transport. (see Active Travel Section)

The alignment of properties facing the Racecourse Road to the existing established built line is significantly at variance with the existing in the proposed plans. Taking the position of the existing property no. 38 as shown on the plans the new property 4 closely follows the building line appears to come forward of the built line. Property 38 already stands forward of the built line of its neighbour. (see image 5 showing the set back building line of all existing housing on Racecourse Road)

New development properties 3,2 & 1 are a full house width forward of the built line significantly impacting upon the visual appearance creating a suburban landscape and not following the rural and open design character of this road as a gateway to the village. This new building alignment is not acceptable.

In a previous application 21/00796/PREAPP, in line with Planning Policy the following key points were required:

“Landscaped buffer to south required”

“Residential [property] should not be designed to ‘turn back’ onto Racecourse Road”

Given the two visual requirements above, the complete lack of recognition of both the established built line and layout of properties facing the Racecourse Road and the heritage nature of this highway with wide green verges and hedgerows are equal to or exceed that required for the previous application.

Highway junction design and traffic management

This section of the Racecourse Road has an existing turning space for right turning traffic with central island bollards for traffic into Broadlands Drive. This junction is a busy junction as it is the only road out for the majority the traffic from this large 60’s housing development. At school times this is definitely the case as an informal one-way system operates outside the village school with traffic using the estate roads as an exit route. At busy times due to the narrow nature of Broadlands Drive traffic wishing to enter the Racecourse Road queues and creates a restriction for traffic entering Broadlands Drive from the

Racecourse Road causing a sudden halt to the moving traffic in traffic streams traveling at around 40 mph due to the proximity to the 40mph signs.

Image 9. View of the existing junction layout for right turning traffic in to Broadlands Drive looking east



Image 10. View from the Broadlands junction looking south towards the proposed development land



Contrary to the developer's statement there are two bus stops, one on either side the road at this junction and these bus stops are significant for school buses which pick up and drop off at busy periods with commuter traffic including vehicles entering and exiting Broadlands Drive. The buses stop in very close proximity to the junction creating very dangerous visibility for traffic in all directions.

Image 11 Location of bus stop east bound on north side of A170 and bus stop hard standing on the westbound side A170.



No design features have been included to ensure that all vehicle movements are accommodated. There is no data indicating that traffic flows have been fully evaluated in terms of volume and direction. The use of an accident recording database quoting just one incident is flawed as is the Police and Highways database as these do not record all incidents.

The proposed re siting of the 40/30 mph signs is unacceptable to the Parish Council as the Council has data from its VAS sign on the Racecourse Road clearly showing that average vehicle speed are in excess of the required 30 mph limit in both directions. Given the outline plans for developments along the length of this southern open field with housing and street lighting in place on the other side of the road and the known excess speeds at this critical junction the highway speed limit to 30mph should be moved significantly further up the road to ensure drivers have adequate time to slow to 30mph at this point.

Active Travel

The developers plans for a 100 place care home fails to adequately address the transport issues such a development would generate.

The majority of the positions made in the Transport Statement are flawed and without the necessary information to draw the conclusions provided.

There is no Green Travel Plan or statement on the operational management relating to the 24x7 provision of services, staff changeover periods and delivery of goods and removal of waste.

While a bus service does operate to the village from Scarborough to Helmsley & Pickering its hours of operation and route compromise the ability for any future employees not resident in the village to use public transport or to walk.

Cycling & Walking are both referred to as ways for care home employees and residents to the 9 homes to get to and from the site but fails to take in to account major barriers to these activities from Scarborough Town, Eastfield, Crossgates and Seamer/Irton where the majority of likely employees will be sourced or employment will be gained.

Unlike Scarborough Town, Eastfield, Crossgates and Seamer there is no infrastructure to support cycling. Neither is there any future plans to construct such an infrastructure as defined in the Scarborough LCWIP.

The highway connections from all areas of significant populations to the east are all 60 mph and considered by local people far too dangerous to cycle on. The A170 has significant climbs to overcome in both directions. Most people who do cycle these routes choose to break the law by cycling on the footpath which planning surely can not condone. The footpaths themselves are not maintained by North Yorkshire Highways and in most sections are down to around 50cm in width and in summer overgrown with

brambles, nettles, trees and grasses. With cyclists and pedestrians using this route it creates a dangerous and potentially confrontational situations.

The roads are unlit and in winter months dark and likely to be considered unsafe for females walking or cycling alone.

Data modelling used to support calculations on vehicle movements and active travel methods uses a model for a central urban care home which has absolutely no relevance to a rural village devoid of the transport infrastructure a suburban area would be provided with.

The space set aside for car parking is inadequate given the far higher use of private vehicles for employees to get to and from work. The same issue will impact upon visitors to the 100 residents and again the lack of any operational plan in terms of visiting times and delivery times makes any assessment impossible.

Public Right of Way

We note the generous gesture of the developer to allocate a wide strip of land to accommodate the PROW and also to extend the PROW onwards to join the B1261 Seamer Road. If there is a genuine attempt to encourage green transport then this route should be a dual cycling and walking track to enable employees on cycles in particular, to access the care home without having to travel to the mini roundabout at the junction with the A170 with possibly the worst visibility display angle for any traffic turning right from the B1261 on to the A170 and risk death or serious injury. Alternatively, there is another PROW through the Lonsdale housing development which clearly states no cyclists, but many do so to avoid the dangerous junction. This situation will only get worse without the changes to this PROW to accommodate dual cycling and walking.

Accessibility (wheelchair and low vision)

There appears to be no statement on accessibility to and from the site and the use and position of dropped kerbs and tactile surfaces. It is unclear if the PROW will be fully accessible and if this entrance from the Racecourse Road will give accessible access to the estate property or if this is only possible using the highway footpath.

Image 12. Existing entrance of the PROW from the A170 in to the development land.



Given the low provision of parking spaces relative to the demand the likely outcome will be on street parking and the problem of vehicles parking over the kerb and obstructing passage for wheelchairs/pushchairs. This problem will also create problems for Fire Service vehicles in the event of a

fire. The plans show kitchen & laundry facilities on the upper floor a known source of fire from tumble dryers and toasters.

Site general appearance

The use of a high security fencing system used for Prison sites is totally out of keeping especially on the site elevation facing south to the B Seamer Road. Planners have previously rejected developments on this south facing aspect due to adverse appearance coming from Seamer.

The use of more traditional rural fencing / screening methods such as rabbit mesh fixed to a timber post and rail fence with hawthorne hedging should be required to avoid industrialising a rural village. It is unclear why such high security is required and its appearance from within the building for residents would be of being within a Prison and not in a homely and friendly environment. Security to contain any wandering residents can be achieved without such an aggressive fencing type.

There already is a sheltered housing development at Glaves Close over-looking rural farm land in the village and security has not been an issue. East Ayton is a rural village and security requirements as described by the developer are for urban towns and cities and completely at odds with the nature of East Ayton.

At Betton Farm there is a Business Park and Visitor Complex and neither has industrial security gates or fencing and use traditional hedges and fencing. The local school has traditional fencing around its perimeter. The boundary to this development must use traditional materials for defining its boundaries and securing its premises.

Landscaping

Use of a single species beech hedging is not in keeping with the surrounding mixed species of native hedgerow planting which provides an important source of nectar for insects, moths and butterflies and the associated bird life. Traditional hedgerows are known to benefit farming in providing natural predators to control crop pests. The native species mixed hedgerows also provide a richer environment for hedgehogs and other small mammals and a connectivity to surrounding habitats. This is recommended by the applicants Ecological Survey Assessment in para 5.2.3

The planting of large growing specimen trees “sycamore type” in a regular spacing alongside the highway verge is completely out of character with the established distribution of large trees in and around the village of East Ayton and along the Racecourse Road. Regular spacing does not reflect the natural rural random patterns occurring locally.

The plans show a block paving like material being laid up to and around the root space of the notable mature Elm on the NW corner of the site. This is completely at odds with the need to protect the root area as the laid material requires the heavy compaction of a hardcore base and subsequent compaction of overlaying materials.

In the South West corner a plot of land appears isolated and without clear use and access arrangements. Such a plot could provide either a managed wild space or a focus for anti-social behaviour adjacent to a critical telecoms infrastructure and domestic properties.

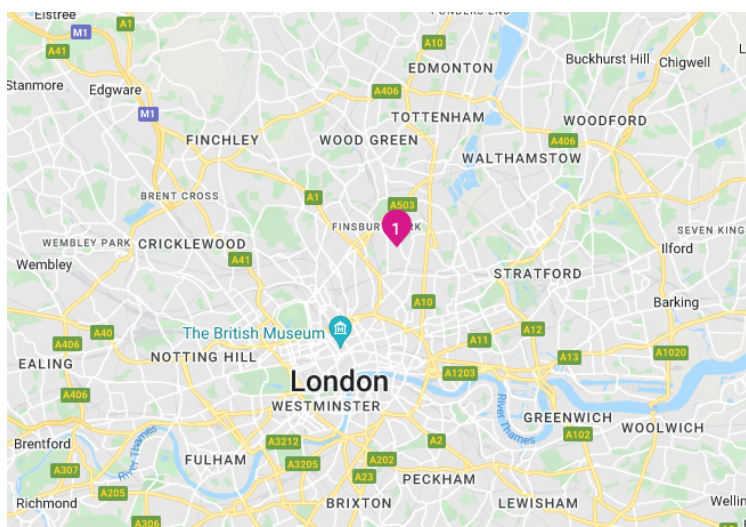
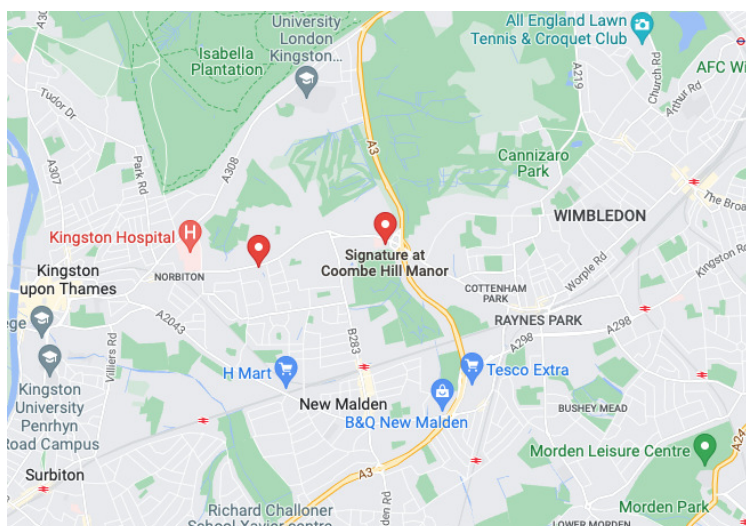
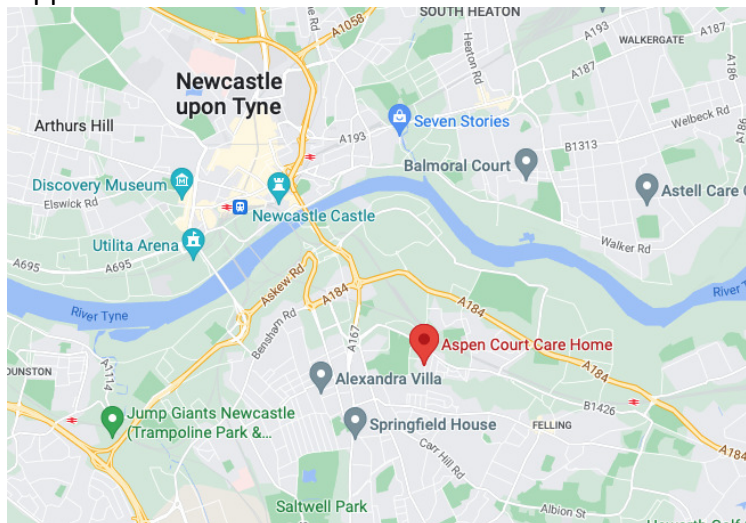
Surface Water management

In the proposal the new footpath alongside the Racecourse Road compromises a large surface water drain specifically located to capture excess surface water running off the Broadlands Estate due to lack of capacity. Properties on the southside of the road have previously suffered inundation and flood damage prior to this drain installation. Without the drain in this specific location and set back from the highway

excess surface flood waters build and ultimately pool along the Main Street in East Ayton creating flooding to properties and closure of the main A170.

It is unclear how surface water will be managed for the whole development as no surface water storm reservoir could be identified.

Appendix A Locations used for the TRICS travel and transport modelling



DOCUMENT 2.

Draft Objections to Planning Application 22/00029

The following objections are set out as a guide to the representations that could be made by the Parish Council to SBC:

Primary Objections

Access – Consideration of the application should be deferred until such time as the access for the entire 6.45 ha of land designated as HA 32 in the Local Plan has been approved by the highway authority.

Reasons - The proposed access arrangements for the application site do not outline how it will be integrated into the remainder of the allocated site. The position of the proposed access compromises the safety arrangements for existing junctions on the A170 and the safety of existing bus stops. A comprehensive approach to accessing the allocated site would ensure that highway safety is not put at risk by a piecemeal approach.

Landscape – The proposed development does not provide a substantial landscape buffer to the south of the site as required in the allocation of HA 32 in the Local Plan. The removal and replacement of hedging adjoining the A170 adversely affects the character of the village as well as compromising highway safety for drivers, cyclists and pedestrians.

Reasons - The current boundary treatment to the south of the care home does not constitute a substantial landscape buffer and the green paladin fence creates a hard-urban edge to the development on the south and eastern boundaries.

Older Person Housing – The proposed development does not provide any Specialist Older person Housing as envisaged in the Local Plan. As an allocated site of over 5 ha (6.45 ha) HA 32 is expected to provide Older person Housing to address the shortfall of 4,000 of such dwellings which is Identified in the SHMA.

Reasons – 26.9% of the population of Scarborough is 65+, higher than the national average (18.2%) and higher than the North Yorkshire average (24.2%) and is expected to increase to 34.4% during the local plan period. The strategy of both North Yorkshire County Council and Scarborough Borough Council is to support independent living through the development of Specialised older person Housing including Extra Care. The provision of a care home on the site does not address this requirement, as both councils do not support their further development and the County Council is actively disposing its care homes in North Yorkshire.

Care Home – The proposed development of a 100-bed care home does not comply with the strategy for independent living adopted by both North Yorkshire County Council and Scarborough Council.

Reasons - The provision of a care home would increase the population of 65+ residents by 10.8% taking the current proportion of 33.1% to 35.4%. The proportion of older people over 65 in East Ayton is already in excess of the 26.9% in Scarborough and an additional 100 older residents would put excessive strain on GP and other services in the area. The care home does not make any provisions to provide investment in services or facilities in the village to address the impact it would have on the sustainability of the village.

Affordable Housing – The proposed development does not contribute to the provision of 30% of affordable homes as envisaged in the Local Plan and the previously approved outline permission.

Reasons - This lack of Affordable Housing delivery on a significant part (1.45 ha) of the 6.45 ha allocation of HA 32 will impact on the viability of the remaining development and the sustainability of the village.

Document 3

Racecourse Road Planning Application 022/00029 Relevant Local Plan Extracts

Site HA 32 – 6.45 ha

Land to south of Racecourse Road, East Ayton

The site comprises the fields to the immediate south of Racecourse Road (A170). The site has been allocated for residential development with an indicative yield of 140 dwellings.

Issues and Requirements:

- The site will be accessed from Racecourse Road (A170);
- The site has a Public Right of Way which must be incorporated into the development or kept clear of obstruction until such time as an alternative route has been provided and confirmed by order;
- A substantial landscape buffer will be required to the southern edge of the site;
- It will have to be demonstrated, potentially through the submission of appropriate evidence, that development of the site will not adversely affect the groundwater resource.

Affordable Housing

Policy HC 3

Affordable Housing

In order to meet the needs of people who are not able to access the general housing market, the provision of affordable housing will be expected in all types of residential development with the exception of uses within Use Class Order C2 and homes provided by almshouse charities. The location, layout and design of affordable housing within any scheme should create an inclusive development.

The level and type of affordable housing required in residential developments is as follows:

Table 6.2 Affordable Housing (On-Site Contributions)

No of Dwellings	Housing Market Areas		
	Scarborough ⁽³⁾	Filey, Hunmanby and Southern Parishes ⁽⁴⁾	Whitby, Northern and Western Parishes ⁽⁵⁾
11 or more	10%	15%	30%

- In line with the Government's online Planning Practice Guidance, a 'vacant building credit' will be applied to appropriate developments where a vacant building is either converted or demolished. This credit will be equivalent to the gross floorspace of the building to be demolished or brought back into use. This credit does not apply when a building has been 'abandoned'.

- Where on-site affordable housing is required, a minimum of 70% of the affordable housing units should be rented, unless the Local Planning Authority is satisfied that an alternative mix meets proven local need.
- Where it is demonstrated to the Local Planning Authority's satisfaction through an independent assessment of viability that on-site provision in accordance with the above requirements would render the overall scheme unviable, a reduced level of on-site provision or a financial contribution⁽⁶⁾ towards off-site provision may be acceptable. Where the Local Planning Authority has accepted a lower affordable provision it reserves the right through the legal agreement to re-assess the viability of a site, especially on large and strategic scale sites to ensure the maximum amount of affordable homes is achieved.
- Proposals for housing will not be permitted where the scale of the development (in terms of site area and/ or number of units) is manipulated to fall below the threshold requiring provision of on-site affordable housing.

Older Person Housing

6.58

A particular issue is the ageing population. This area has experienced some of the largest increases in the proportion of the elderly population in the region, compounded by the relocation of many retired persons to the area. At the time of the 2011 census, Scarborough Borough had the highest proportion of elderly people in North Yorkshire. This number reached 22,748 in 2011 and is predicted to rise to 31,000 by 2021 and 38,000 by 2032 (based on the 2012 based Sub-National Population Projections). It is projected that the Borough's population aged over 65 could reach 34.5% by the end of the Local Plan period in 2032.

6.59

To address the issue of an ageing population, the provision of specialist housing such as supported housing, care facilities and retirement communities will be supported. In addition to specialist housing, smaller properties including bungalows are attractive to the older persons market. Many older persons wish to downsize from their property whilst retaining the benefits of independent living such as a garden but do not require or want to move into specialist accommodation. The provision of such property has been limited over recent years. Schemes for bungalows or smaller properties targeted towards the older population and other groups are an important means of stimulating the housing market, freeing up larger properties for younger families and reducing the under-occupation of property. Where proposals for housing incorporate bungalows, the viability of a scheme may decrease due to a less efficient use of a site, however, such issues can be factored into viability assessments and if appropriate, a lower proportion of affordable units agreed.

6.60

Of all the local authorities in North Yorkshire, Scarborough Borough is predicted to have the greatest unmet need for older person's accommodation. North Yorkshire County Council research shows that under a 'medium growth scenario' there could be a requirement for 13 extra care homes by 2030 and the provision under the County's delivery mechanism for accommodation with care is 50% below total market demand in the Borough. This excludes any replacement demand from the closure of existing Elderly Person Homes.

6.61

Issues in relation to providing housing for an ageing population are addressed further in the subsequent policy, Policy HC 5: Older Persons Housing.

Policy HC 5

Older Persons Housing

The Borough Council will encourage the provision of specialist housing for older people across all tenures in sustainable locations. Older persons housing schemes should meet the following criteria:

- a. Be located close to essential services and facilities;
- b. Be located close to open space appropriate to the needs of the intended occupiers; and
- c. Be located with good access to well served public transport routes.

The Borough Council aims to ensure that older people are able to secure and sustain independence in a home appropriate to their circumstances and actively encourage developers to build all new homes so that they can be readily adapted to meet the needs of those with disabilities as well as assisting independent living at home.

The Borough Council will, through the identification of sites, allowing for windfall developments and the granting of planning consents in sustainable locations, provide for the development of all forms of housing for the elderly.

6.62

A key principle in meeting the housing needs of older people will be to maximise their ability to live independently for as long as they are able and wish to do so. The housing needs of older people will, however, vary widely, and so the Local Plan needs to focus on a wide range of measures and types of accommodation, rather than focusing on any single solution. The development of homes that meet these needs are therefore encouraged. Such properties could include inconspicuous features such as walls structurally able to take adaptations and extensions; bathrooms planned to give side access to the toilet and bath; level or gently sloping approaches to the home; and doors and hall widths such as to allow wheelchair access. These features help to make new homes more flexible, convenient, safe and accessible.

6.63

Extra Care Housing is a flexible concept, but fundamentally refers to purpose built accommodation in which varying amounts of care and support can be offered and where some services are shared. Although the majority of older people will continue to live in mainstream housing, it is likely that new specialist accommodation in the form of Extra Care Housing will be required during the Local Plan period, and such provision can help people to downsize and free up family houses for others. Identifying sites for such provision can be challenging, and it may therefore be appropriate in some circumstances for major new housing developments to incorporate some provision specifically for older people. North Yorkshire County Council can advise on the current need for the various forms of Extra Care Housing.

6.64

In addition to Extra Care Housing, other forms of housing for the elderly include residential care homes, close care and assisted care housing, Continuing Care Retirement Communities small bungalows and flats.

6.65

Where specialist accommodation is provided, it will be important to ensure that it functions effectively, is integrated with rather than isolated from the wider area, provides residents with a high level of amenity, and enables them to live independently as far as possible for example by ensuring it is located close to local facilities, services and good public transport links. Where such residential accommodation is required, the following main principles should be adhered to:

- Be well-integrated into the wider neighbourhood;
- Offer easy access to community facilities, services and public transport;
- Provide the older population of the surrounding area access to the services provided within the extra care housing;
- Provide sufficient car parking for visitors; and
- Where appropriate, provide a range of tenures.

6.66

In addition to the consideration of housing needs, it will also be important to ensure that the requirements of older people are appropriately reflected in development more generally, for example in terms of the design of public spaces and the type of recreation facilities that are provided. This will help to ensure that all areas of the town embody the concept of “lifetime neighbourhoods” as far as practicable.

6.67

Large sites of at least 5ha allocated under Policy HC 2 offer good opportunities and the physical scope for the provision of homes for the elderly including ‘extra-care housing’ schemes. The integration of appropriate schemes within such sites will be supported by the Council where they meet the requirements set out in Policy HC 5. Where there is current evidence of need for older persons housing in the locality of such allocations, this will be reflected in the housing allocation statement.

Policy HC 14

Open Space and Sports Facilities

- a. The creation of high quality open spaces and sports facilities and the improvement of existing open spaces and facilities for sport and recreation will be supported by
 - i. allowing for the development of new or improved sites where it would not detract from the character and appearance of the surrounding area, including the character of the landscape, where appropriate; and

- ii. requiring developers to make provision for open space through development, in line with the Borough Council's adopted standards.
- b. The redevelopment of existing open spaces and outdoor sports facilities, including those identified within the Green Space Audit and Playing Pitch Strategy or any subsequent updates, for non-open space uses will only be permitted where
 - i. the existing open space does not contribute positively to the character and appearance of the area; and,
 - ii. there is an identified surplus of that type of open space or sports provision in that locality and the site cannot be reclassified to meet an identified deficit in another form of open space or sports provision; or,
 - iii. a replacement open space of an equal or higher quantity and quality can be provided in a nearby accessible location

6.117

Green spaces and sport facilities provide essential informal and formal recreation opportunities for communities and they should be protected from redevelopment wherever possible. Nevertheless, there may be individual cases where redevelopment for alternative uses may be appropriate. Examples of this include where the Green Space Audit or Playing Pitch Strategy has identified a surplus of a particular type of green space provision within a particular area. Where this is applicable, applicants should then be able to demonstrate that there are no other requirements for alternative forms of green space or sports provision within that area before other forms of development such as housing will be deemed acceptable.

SHMA - Housing for Older People

2. ^{9.2} The UK population is ageing, and people can expect to live longer healthier lives than previous generations. The older population is forecast to grow to 17.6m by 2035 for the over 60s, and from 1.3m (2016) to 3.6m by 2035 for the over 85s.²⁴
3. ^{9.3} Given this context, PPG recognises the importance of providing housing for older people. Additional PPG "Housing for older and disabled people" was published on 26th June 2019, which states:
4. ^{9.4} It is important to plan for housing which is suitable for this increase in older people within the population with a key requirement being to predict the type of housing which will best meet their needs. Whilst most will remain living in the same area and many will not move from their current homes; those that do move in their later years are likely to be looking for housing suitable for older people.
5. ^{9.5} This housing comes in a number of different forms and the distribution between these different types needs to be explored. The Older People housing options considered in this section follow the definitions in the 2012 "Housing Our Ageing Population" report (HAPPI2).²⁵ This defines specialist provision as mainstream

²⁴ ONS 2016-based sub-national population projections

²⁵ http://www.housinglin.org.uk/_library/Resources/Housing/Support_materials/Other_reports_and_guidance/Housing_our_Ageing_Population_Plan_for_Implementation.pdf

The future need for specialist accommodation for older people broken down by tenure and type (e.g. sheltered housing, extra care) may need to be assessed and can be obtained from a number of online tool kits provided by the sector ... Evidence from Joint Strategic Needs Assessments prepared by Health and Wellbeing Boards can also be useful. The assessment of need can also set out the level of need for residential care homes.

Planning Practice Guidance, ID 63-004-20190626

Opinion Research Services | Scarborough Borough Strategic Housing Market Assessment January 2021 (including adapted and wheelchair homes), specialised housing (including Extra Care and sheltered housing)

and Care Homes (including both Registered Nursing and Registered Care Homes).

6. ^{9.6} The Housing Learning and Improvement Network (LIN) published "More Choice, Greater Voice: a toolkit for producing a strategy for accommodation with care for older people"²⁶ (see Appendix B) in February 2008; and subsequently published the "Strategic Housing for Older People (SHOP)"²⁷ resource pack in December 2011. Both the toolkit and the resource pack provide standardised rates for estimating the demand for

specialist older person housing products per 1,000 people aged 75 or over. These toolkits these have informed the evidence base for many adopted Local Plans.

7. ^{9.7} These rates provide a useful framework for understanding the potential demand for different forms of older person housing, but neither publication provides any detail about the derivation of the figures. There is no single correct answer when estimating the need for older person housing, however the rates provide a basis for identifying the potential levels of demand.
8. ^{9.8} In this report we have chosen to use the Housing Learning and Improvement Network (Housing LIN) SHOP resource pack methodology (2012).²⁸ This forecasts the population and then applies a benchmark need for particular housing types per thousand people aged 75+).

Figure 49: Benchmark Figures for Specialist Older Person Housing

Form of Provision	More Choice, Greater Voice toolkit			SHOP resource pack		
	Owned	Rented	TOTAL	Owned	Rented	TOTAL
Demand per 1,000 persons aged 75+						
Leasehold Schemes for the Elderly (LSE)	75	-	75	120	-	120
Conventional Sheltered Housing	-	50	50	-	60	60
Sheltered 'plus' or 'Enhanced' Sheltered	10	10	20	10	10	20
Extra care	12.5	12.5	25	30	15	45
Dementia	-	10	10	-	6	6
TOTAL	97.5	92.5	180	160	91	251

9. ^{9.9} The population projections underlying the Local Housing Need figure for Scarborough Borough show a substantial increase in the older population during the period 2022-2038. The population aged 75+ is likely to increase by around 5,400 persons based on providing the number of homes needed to meet the local housing need.

Figure 50: Projected population aged 75+ (Source: LHN dwelling-led population projections)

10. ^{9.10} The data published by the Elderly Accommodation Counsel (EAC)²⁹ identifies that there is currently a total of 1,153 specialist Older Person units across Scarborough Borough.

²⁶ http://www.housinglin.org.uk/_library/Resources/Housing/Support_materials/Reports/MCGVdocument.pdf

²⁷ http://www.housinglin.org.uk/_library/Resources/Housing/SHOP/SHOPResourcePack.pdf

²⁸ www.housinglin.org.uk/housinginlaterlife_planningtool

²⁹ <http://www.housingcare.org/downloads/eac%20stats%20on%20housing%20for%20older%20people%20March%202015.pdf>

The EAC 'acknowledges both the rented and private sectors contain a wide range of housing types intended for older people. The social sector has traditionally distinguished these as Category 1, 2 etc., but the private sector tends to refer to them all simply as "retirement housing". This report looks only at schemes that fall within the following definition: "a group of dwellings intended for older people and served by a resident or non-resident warden/scheme manager with specific responsibility for the group". It is important to note that a considerable proportion of housing

	75-84	85+	TOTAL
2022	11,180	3,954	15,134
2038	14,113	6,423	20,536
CHANGE	+2,933	+2,469	+5,402

Opinion Research Services | Scarborough Borough Strategic Housing Market Assessment January 2021 **Figure 51: Existing Stock of Specialist Older Person Housing for Scarborough (Source: EAC 2015)**

11. ^{9.11} The SHOP model can be used to assess that there is already a shortfall in the provision of housing for elderly people. The current population of 15,100 people aged 75+ requires 3,799 specialist homes whilst data shows that just 1,153 exist, resulting in an unmet need of nearly 2,650 homes already in the area.
12. ^{9.12} If we then consider the increase in need by 2038 by applying the SHOP formula (per 1,000) to the 5,402 additional people aged 75+ that are projected to exist in Scarborough Borough by 2038 we can calculate the additional need for elderly housing by 2038.

Figure 52: Modelled Demand for Additional Specialist Older Person Housing 2022-38 (Source: Housing LIN Toolkit)

Property Type		Owned	Rented	TOTAL
Housing with support		362	529	891
Housing with care		0	262	262
TOTAL		362	791	1,153

			SHOP FORMULA rate per 1,000 persons			SCARBOROUGH ADDITIONAL NEED (x 11,271)		
			Owned	Rented	Total	Owned	Rented	Total
SHELTERED	Leasehold schemes for the Elderly (LSE)		120	0	120	648	-	648
	Conventional Sheltered housing		0	60	60	-	324	324
EXTRA CARE	Sheltered 'Plus' or 'Enhanced'		10	10	20	54	54	108
	Extra care		30	15	45	162	81	243
	Dementia		0	6	6	-	32	32
Total			160	91	251	864	492	1,356

13. ^{9.13} The toolkit identifies future need for just over 4,000 specialist older person additional housing units over the period 2022-2038.
14. ^{9.14} The table below summarises the potential requirement for new specialist housing, taking account of the current stock, unmet demand, and population growth for the period.

Figure 53: Modelled Demand for Older Person Housing in Scarborough Borough based on Housing LIN Toolkit

		Rate per 1,000 persons aged 75+	Gross need 2022	Existing supply	Unmet need in 2022	Additional need 2022-38	Overall need
Sheltered Housing	Owned	120	1,816	362	+1,454	+648	+2,102
	Rented	60	908	529	+379	+324	+703
Extra Care	Owned	40	605	0	+605	+216	+821
	Rented	31	469	262	+207	+167	+375
TOTAL		251	3,799	1,153	+2,646	+1,356	+4,002

^{9.15} The model assumes a continuation of current types of housing although it is unclear, if Older People will aspire to these types of specialist housing in the future. Demand for some types of housing are already experiencing low demand, and other, newer types of provision may appear to meet changing aspirations.

intended for older people falls outside this definition and is therefore excluded. Extra care, assisted living, and other forms of 'housing with care' are included.

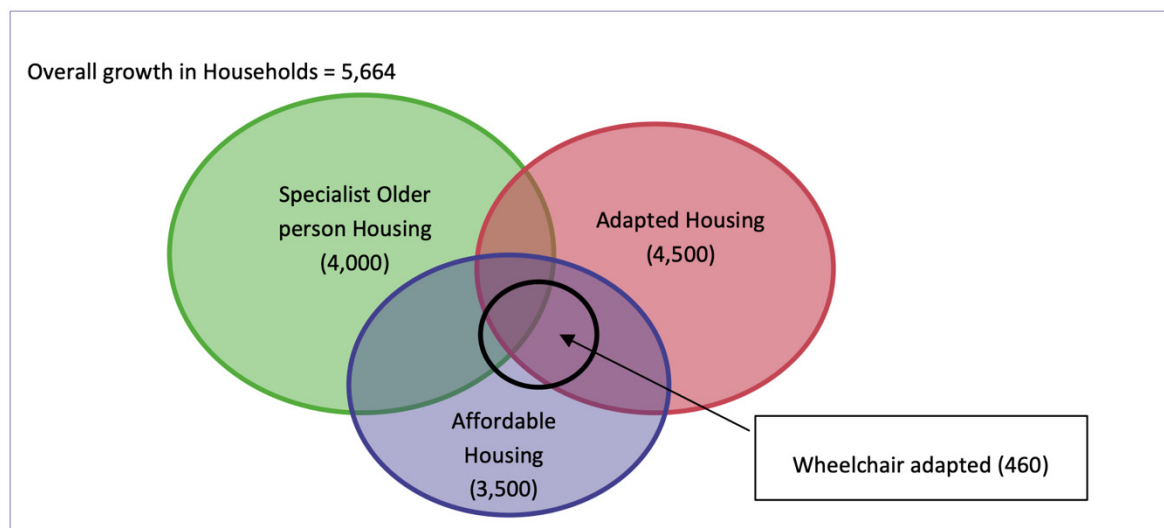
Opinion Research Services | Scarborough Borough Strategic Housing Market Assessment January 2021 The policy aim of supporting people at home for longer along with assistive technology could also reduce or

alter demand.

16. ^{9.16} In practice, the level of delivery identified as being required is likely to be unachievable given that it represents almost half of the overall local housing need based on the standard method. However, it is important to recognise that the provision of dedicated older person housing schemes will form an important part of the overall housing mix.
17. ^{9.17} However, it should be stressed that these figures are based upon idealised outcomes for Scarborough Borough. If current rates of provision were to continue a further 410 specialist older person dwellings would be required. Therefore there is a very big range of potential levels of need for specialist older person housing.
18. ^{9.18} The delivery of specific schemes for specialist older person housing need should be considered in partnership with other agencies, in particular those responsible for older person support needs. It will be important to consider other factors and constraints in the market:

- » **Demographics:** the changing health, longevity and aspirations of Older People mean people will live increasingly healthy longer lives and their future housing needs may be different from current needs;
- » **New supply:** development viability of schemes, and the availability of revenue funding for care and support services, need to be carefully considered before commissioning any new scheme. It will also be important for the Council and its partners to determine the most appropriate types of specialist older person housing to be provided in the area;
- » **Existing supply:** this may be either inappropriate for future households or may already be approaching the end of its life. Other forms of specialist older person housing may be more appropriate than conventional sheltered housing to rent when considering future needs;
- » **Other agencies:** any procurement of existing supply needs to be undertaken with other agencies who also plan for the future needs of Older People, particularly local authority Supporting People Teams and the Health Service; and
- » **National strategy and its implications for Older People:** national strategy emphasises Older People being able to remain in their own homes for as long as possible rather than specialist provision, so future need may, again, be overstated.

Figure 65: Venn Diagram of Housing Need



DOCUMENT 4

Extract – 2020 North Yorkshire – Care and Support Where I Live Strategy

7.3.6 Replacing Traditional Care Homes

The Council has twelve elderly persons' homes across the County that do not yet have a proposed extra care housing scheme to replace them. These facilities offer an excellent service to residents, however, the buildings are now outdated and expensive to run and maintain. Even with a major refurbishment programme, the physical fabric of the homes cannot be improved to any great degree and would not provide the space and standards that people now require, such as en-suite facilities. If for example money was invested to refurbish the buildings by increasing the size of each bedroom and creating en-suite facilities, this would mean an inevitable reduction in the overall number of bedrooms in each home. Traditional models of residential care will no longer be fit for purpose as care homes will not have the capacity to meet demand.

Equally, the existing Council-owned Elderly Persons' Homes are not always able to meet the specialist care that people require, such as for people living with dementia.

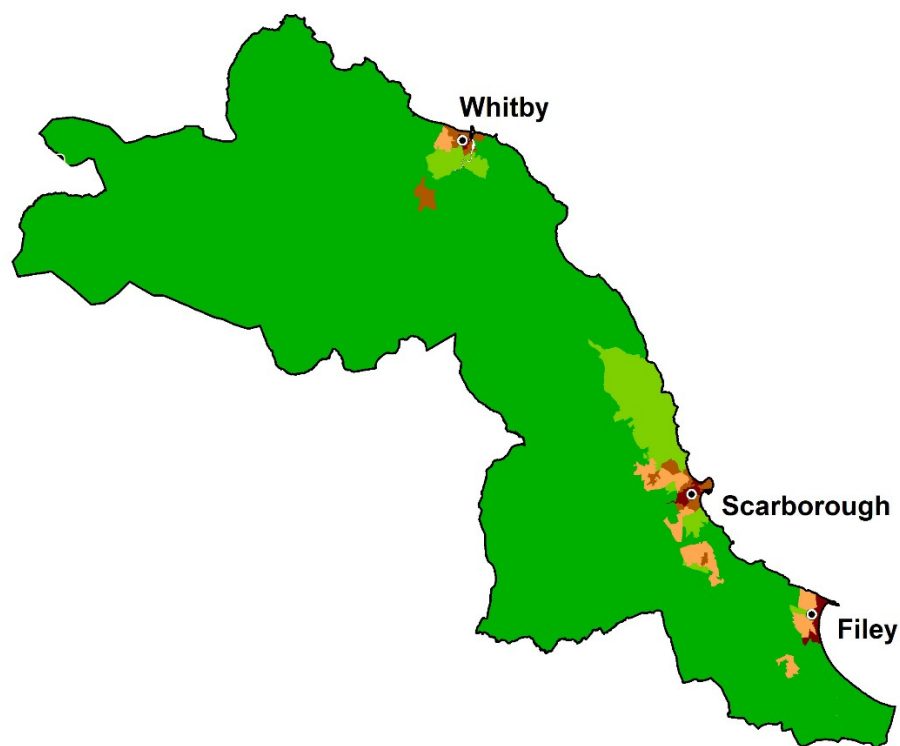
Where practicable, and subject to consultation with key stakeholders, the Council aims to replace its remaining Elderly Persons' Homes with extra care housing by 2020. The Council's shift away from directly owned and operated Elderly Persons' Homes to housing-based provision is entirely consistent with national and local policies.

With the numbers of older people increasing in the coming years, it is important that the Council ensures there are as many places as possible for people who need care and support where they live. Extra care housing schemes provides this due to the ability of couples and/or carers to stay together.

If a particular Council-owned Elderly Persons' Home is likely to be affected, the Council will conduct a twelve week consultation with residents, people using services (such as respite and day services), relatives, their family and friends and other key stakeholders.

DOCUMENT 5

Scarborough Adult Social Care Profile 2019 Population



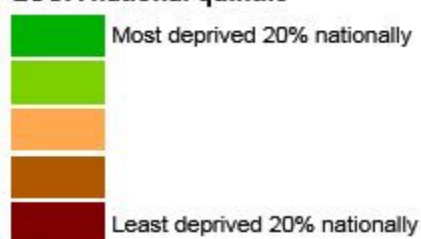
Geographical Barriers to Services

Large areas of North Yorkshire are covered by LSOAs within the most deprived 20% in England for this measure.

Ordnance Survey Map Data: © Crown Copyright. 100017946. (2019)

Part of the Indices of Deprivation 2015, the Geographical Barriers to Service sub-domain ranks all Lower Super Output Areas (LSOAs) in England in terms of road distances to services including a GP surgery, supermarket or convenience store, primary school and post office.

LSOA national quintile

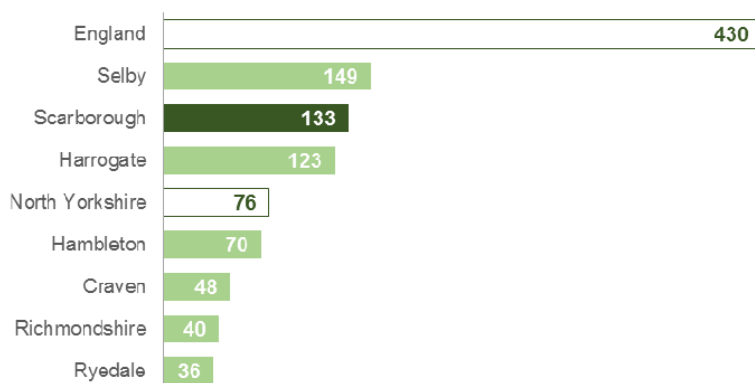


- 26.9% of the population are aged 65+, higher than the national average (18.2%) and higher than the North Yorkshire average (24.2%).
- This is expected to increase to 34.4% by 2035 while for North Yorkshire as a whole the proportion is expected to increase to 32.6%.

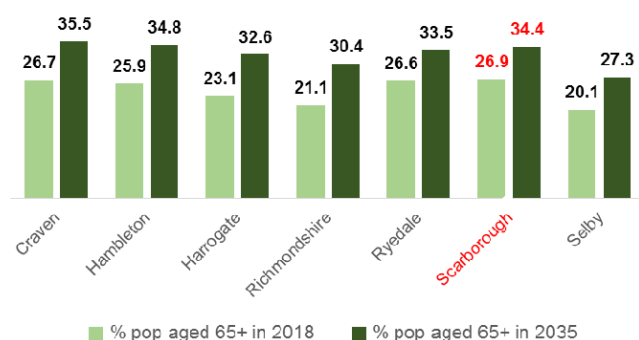
Source: ONS 2018 population estimates & 2016-based population projections

- Population density is higher than the North Yorkshire average but considerably lower than that of England overall.
- Outside of the main towns of Scarborough, Whitby and Filey much of the district is covered by areas which fall within the 20% most deprived neighbourhoods (Lower Super Output Areas) in England in terms of Geographical Barriers to Services. 31.4% of the population live in these very rural areas.
- 2.7% of the LSOAs in Scarborough are within the 10% most deprived in North Yorkshire for this indicator.

Population density (people per sq km, ONS MYE 2018)



% population aged 65+ in 2018 and 2035

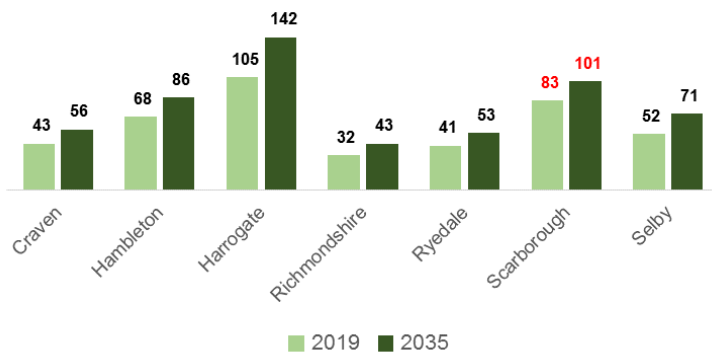


Health

- 322 people aged 18-64 are thought to have a moderate or severe learning disability in 2019. This is expected to fall to 295 by 2035.
- For those aged 65+ the number is expected to increase from 83 to 101 people over the same period.
- These figures are based on national rates applied to the population of the district.
- 409 people have an open service with a Primary Support Reason (PSR) of Learning Disability (Q1 2019/20).

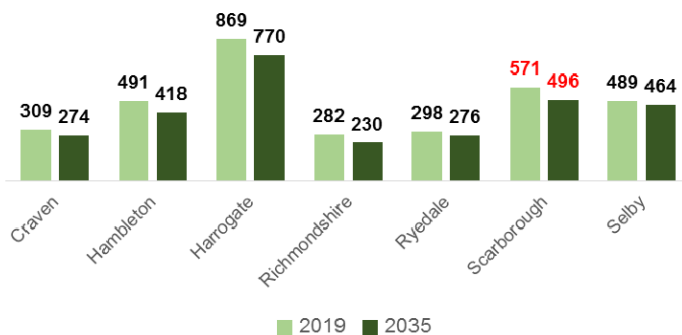
Source: POPPI & PANSI

People aged 65+ predicted to have a moderate or severe learning disability in 2019 and in 2035



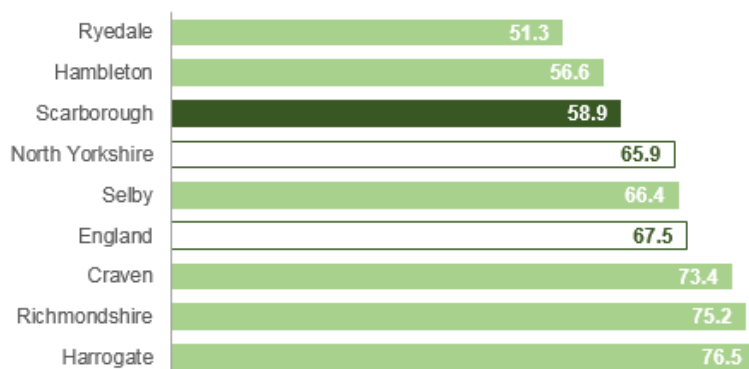
- 571 people aged 18-64 have a serious personal care disability in 2019. This is expected to fall to 496 people by 2035.
- These figures are based on national rates from PANSI which have been applied to the population of the district.
- 1,514 clients have a PSR of either physical or sensory support (Q1 2019/20).
- Of those, 1,259 are for Personal Care. A further 189 are for Access and Mobility Only and an additional 66 are for Sensory Support.

Population aged 18-64 predicted to have a serious personal care disability



- 58.9% of dementia cases are estimated to have been diagnosed (PHE, 2018). This is lower than both the national and North Yorkshire averages.
- The number of people aged 65+ with dementia is expected to increase from 2,047 in 2019 to 2,913 by 2035 (POPPI).
- 279 clients have a recorded health condition of dementia, 225 of which are in permanent placements (Q1 2019/20, LLA).
- 36 providers are currently approved to provide dementia care across the Scarborough, Whitby & Ryedale locality (Q4 2018/19).

Dementia diagnosis rate, 2018 (% of estimated cases)



Public Health England Profile - key issues for adult social care

- Of those aged 17+ with diabetes 70.4% are estimated to have been diagnosed. This is significantly below the national average (77.1%) in 2017.
- 669.2 people aged 65+ per 100,000 had a hip fracture in 2016/17. This is significantly higher than the national rate (575.0).
- For more details see the [Scarborough Health Profile 2018](#) from Public Health England.

Provision

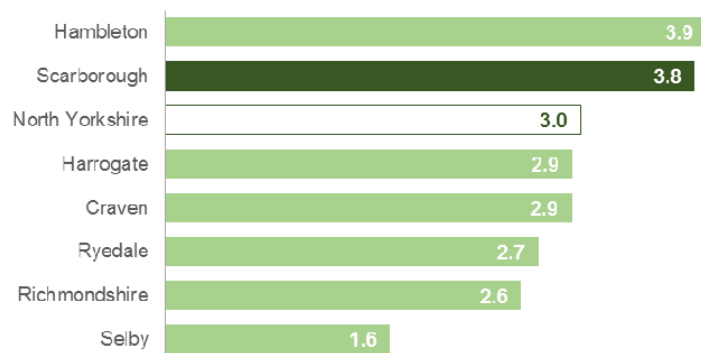
- There are 41 residential homes (886 beds) and 13 nursing homes (458 bed) across Scarborough district (Q4 2018/19).
- Across the Scarborough, Whitby & Ryedale locality residential homes have an occupancy rate of 96% (38 vacancies) while nursing homes have an occupancy rate of 88% (60 vacancies) in Q4 2018/19.
- The number of people aged 65+ living in a care home with or without nursing is projected to increase from 969 in 2019 to 1,501 by 2035, a 54.9% increase (POPPI), the lowest rate of increase in the county.

Predicted % increase 2019-35 in people aged 65+ living in a care home with or without nursing (POPPI)



- 3.8 people per 1,000 adults were discharged from hospital into care in the twelve months to June 2019. This equates to 342 clients, the second largest number and the second highest rate in North Yorkshire. This is substantially above the North Yorkshire average of 3.0 per 1,000 adults.

Rate of hospital discharges into care per 1,000 adults (July 2018 - June 2019)



- 51 approved residential and nursing care providers operate with Scarborough district.
- 70.6% of those providers who have received a CQC rating were rated good or outstanding Q1 2019/20. This is lower than the county average (76.4%) and the lowest rate in the county.

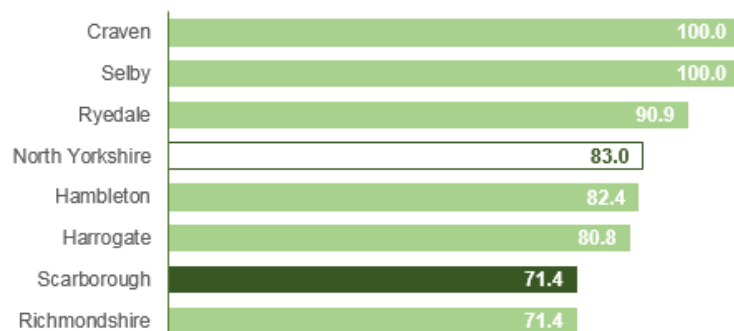
% Residential & nursing locations rated Good or Outstanding (Q1 2019/20)



3

- 21 approved domiciliary care providers operate with Scarborough district
- 71.4% of those providers who have received a CQC rating were rated good or outstanding in Q1 2019/20. This is the second lowest rate in North Yorkshire and considerably lower than the county average (83.0%).

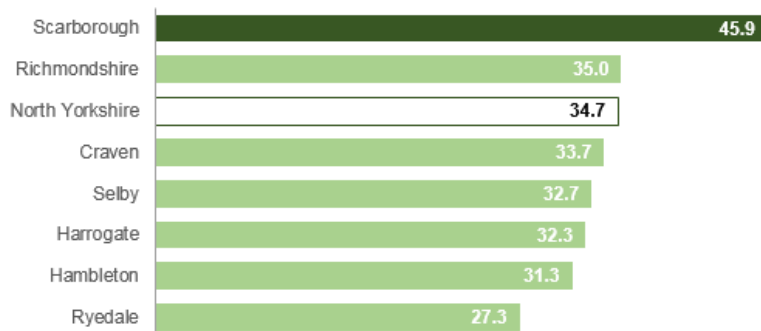
% Domiciliary care providers rated Good or Outstanding (Q1 2019/20)



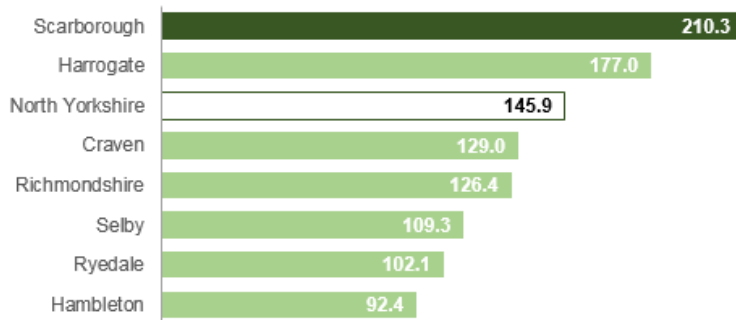
Services

- 210.3 people per 1,000 aged 65+ are in residential or nursing care placements.
- This is the highest rate in North Yorkshire and considerably above the county average (145.9).
- Clients with a PSR of 'Physical Support' make up 58.7% of those in residential & nursing placements, lower than the county average (59.7%).
- 3.0% of residential & nursing clients have a PSR of 'social support'. This is the largest proportion in the county.
- 45.9 people per 1,000 aged 65+ receive a service in Q1 2019/20, the highest rate in the county. This equates to 1,346 people accessing care. The rate increases to 78.1 at age 75+ and to 164.5 at age 85+, all of which are the highest rates in the county.
- There are 75.4 domiciliary care cases per 10,000 adults, the highest rate in the county and considerably higher than the North Yorkshire average of 52.5.
- 3 domiciliary care packages are unsourced across the Scarborough, Whitby & Ryedale locality from a total of 22 across the county in Q4 2018/19.

Open weekly services per 1,000 pop aged 65+ (Q1 2019)

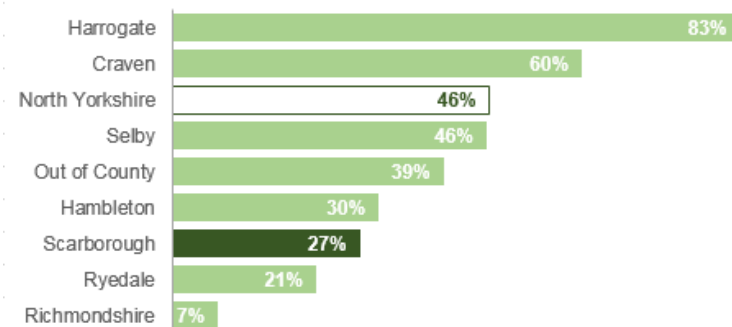


Persons per 1,000 aged 65+ in residential & nursing care (Q1 2019/20)



- 27% of residential & nursing places for ages 65+ are above NYCC rates, substantially fewer than the county average (46%). 11% of residential placements are in excess of £1K. This is below the county average (17%).
- 2% of nursing placements are in excess of £1K, amongst the lowest rates in North Yorkshire, which average 17% across the county (LAA, Q1 2019/20).
- The average age at placement is 79.6, below the average age for North Yorkshire (82.4). The average duration of residential / nursing services is 2.6 years during Q1 2019/20, longer than the county average (2.5 years).

Residential & nursing placements above NYCC rate for ages 65+ (Q1 2019/20)



Produced by Strategy and Performance, Health & Adult Services, NYCC – August 2019