



# York, North Yorkshire and East Riding Housing Strategy 2015-21



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**I am very pleased to be launching a new Housing Strategy to cover York, North Yorkshire and East Riding for the period from 2015 to 2021.**

This strategy builds on and develops a new era of joint working with the York, North Yorkshire and East Riding Local Enterprise Partnership, as well as the Local Enterprise Partnerships in the Leeds City Region and Humber. It will help all of our partners to deliver ambitions around new market and affordable homes and the significant and positive economic impact that this will have for the area, in line with the Local Growth Deals from July 2015.

Within the pressing need and demand for new housing supply in all tenures there is also a need for homes suited to older households, homes that will meet the needs of a wide range of household types, new affordable housing and accommodation and support for vulnerable households. Existing housing should also be of a good standard and we need to work to address issues around fuel poverty. We also need to ensure that our hard work in reducing the number of homelessness households in the sub region continues and is supported as a strategic priority.

*R Foster*

Councillor Richard Foster

Chair - York, North Yorkshire and East Riding  
Housing Board



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# 1

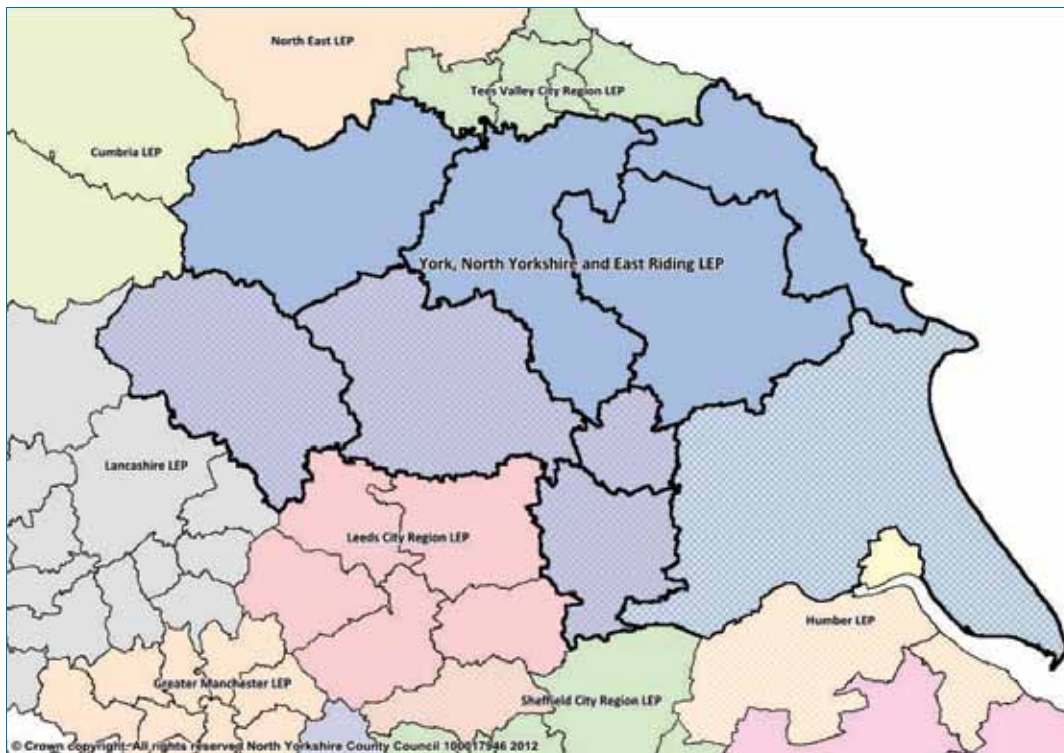
## Introduction

This Housing Strategy sets the priorities for housing growth and delivery from 2015 to 2021. It covers the Local Enterprise Partnership (LEP) area of York, North Yorkshire and East Riding and delivery of the priorities and proposals identified here are supported by the York, North Yorkshire and East Riding Housing Board. This document sets out nine strategic housing priorities but does not detail plans for the numbers or local distribution of housing - this spatial planning flows from work undertaken to develop individual Local Plans. This will be addressed through local authorities' Local Plans which are at varying stages of development. Nevertheless these plans and any associated work undertaken in their preparation have informed the spatial elements of this strategy.

This strategy is the culmination of close working between the Housing Board and the York, North Yorkshire and East Riding LEP and our stakeholders.

It builds on previous work by the North Yorkshire Strategic Housing Partnership, City of York Council (CYC) and East Riding of Yorkshire Council (ERYC) and the evidence base in the York and North Yorkshire and East Riding Strategic Economic Plan (SEP)<sup>1</sup>. The overarching aim is to support and enable economic growth, deliver the housing priorities set out in the Growth Deals<sup>2</sup> from Government to the LEPs for our area and meet the diverse housing needs and aspirations of our local economies and communities.

All of the Local Authorities in this partnership are covered by the York, North Yorkshire and East Riding LEP. Harrogate, Selby, Craven and York are also within the Leeds City Region LEP area and East Riding of Yorkshire also falls within the Humber LEP. We will work with these LEPs and reflect their housing priorities this document, where appropriate.



Local Enterprise Partnership area

Legend:   
 - Light blue box: York, North Yorkshire & East Riding LEP   
 - Grey box: Local Authorities also in Leeds City Region LEP   
 - Blue box: Local Authorities also in Humber LEP

<sup>1</sup> <http://www.businessinspiredgrowth.com/about-the-lep/documents/>

<sup>2</sup> <https://www.gov.uk/government/publications/york-north-yorkshire-and-east-riding-growth-deal-2014>

This strategy, its priorities and proposals will be underpinned by local Housing Strategies and/or local Housing Action Plans, as well as a Homelessness Strategy produced and delivered by each Local Authority. This will enable each to address local circumstances and priorities in the context of delivering sub-regional objectives.

The vision and priorities here cover not only the need for affordable housing, as in previous strategies, but also set out our aims and ambitions in relation to increasing housing supply overall and for new homes to be across all tenures and price brackets. The overarching aim of this strategy is to help to deliver the York, North Yorkshire and East Riding SEP and the resulting 'Growth Deal' from Government.

Housing falls mainly under **Priority 4: Successful and Distinctive Places** in the SEP which includes aims around housing and economic development as well as identifying the broad locations where development is expected to take place. The main housing aims in the York, North Yorkshire and East Riding Growth Deal focus on delivery of over 3,000 new jobs and 4,000 new homes. In summary these are:

- support housing and employment growth ambitions by investing in major strategic development sites in Northallerton, Catterick Garrison, Middle-Deepdale in Scarborough and Selby creating over 4,000 new homes
- double house building (compared to 2012-14 build rates) and triple delivery of affordable housing. This will mean delivery to the maximum annual housebuilding rate identified in the existing Local Plan of each authority in the LEP area
- deliver local strategic housing priorities and outcomes in response to priorities identified in the SEP and Local Growth Deal Implementation Plan, including work on older persons and rural housing
- get up-to-date Local Plans in place, deliver effective strategic planning by working together and across boundaries, and ensure delivery of housing in Local Plans.

House building is an essential element of economic growth and job creation. It is also vital for meeting local housing needs and is the most effective means of delivering affordable housing via planning gain. The ambition to double the total annual rate of house building across the LEP area in the Growth Deal was agreed by the Housing Board and the LEP Infrastructure Board and was a headline in the Strategic Economic Plan for York, North Yorkshire and East Riding.

The approach seeks to double housing completions, from an average of 2,700 a year in 2012/13 and 2013/14 across the LEP area. The target is to double this to a combined delivery figure of around **5,400** new homes per year across York, North Yorkshire and East Riding.

House building across the area showed a very significant shortfall during 2012/13 and 2013/14 compared to the combined total of build rates promoted by the local planning authorities. Within that, there was significant variation between authorities, with some at or close to their housing targets and others significantly below. The target of around 5,400 new homes each year is based on delivering housing at the maximum rate provided for by each local authority in its Local Plan (or the latest estimate in the most up to date Local Plan at the time of producing the SEP in early 2014), including the identified buffer amount (as required by the National Planning Policy Framework).

Inevitably, individual maximum housing delivery rates for Local Planning Authorities within this will be adjusted up or down as Local Plans are developed, are adopted and reviewed. The housing requirement agreed in each Local Plan will take primacy.

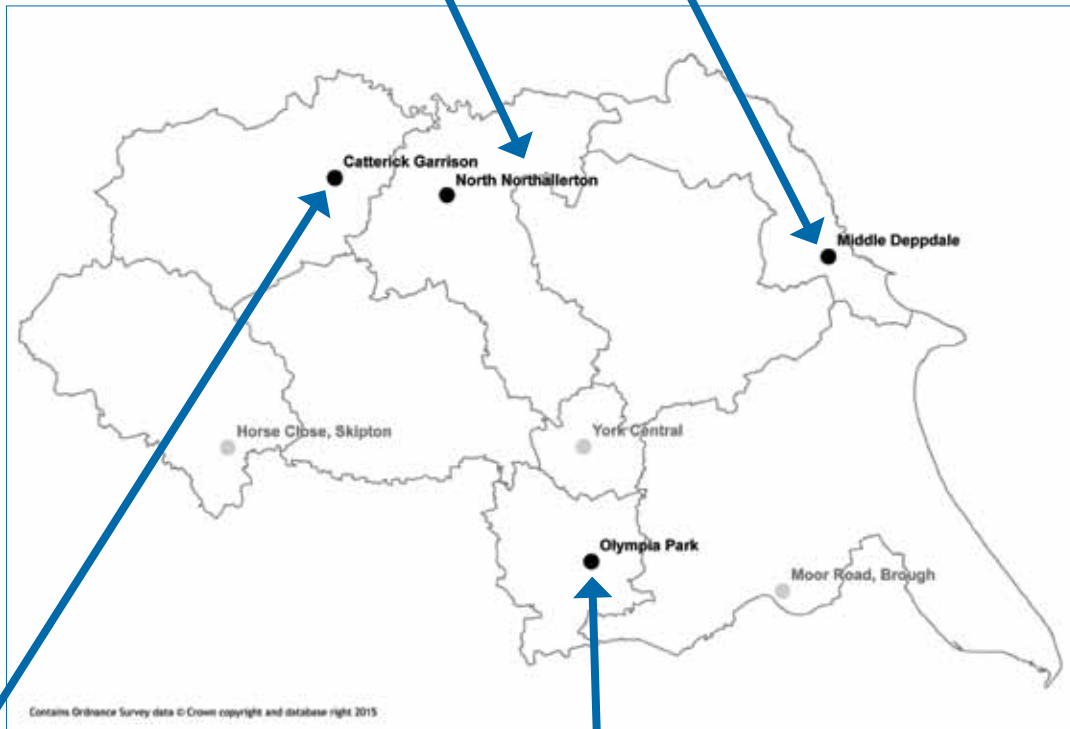
The Housing Board will work with the LEP, the Homes and Communities Agency (HCA) and Local Authorities to help achieve the upper level of housing (including any buffer) agreed in each Local Plan in the area, against the overall aim to double housebuilding to around 5,400 units per annum.

## ■ Strategic Housing Sites Supported by Growth Deals

North Northallerton



Middle Deepdale



Catterick Garrison



Olympia Park

Delivery of affordable housing in the LEP area during 2012/13 and 2013/14 was also low, at an average of around 600 units per year. This is of particular concern given the great need for affordable housing across almost all of the area, as detailed Section 3. In addition to doubling house building rates, the SEP also set out an ambition to increase the delivery of affordable homes to over **1,600** per year across the area, thereby almost tripling the delivery of new affordable homes compared to 2012-14. The target of 1,600 affordable homes each year is based on estimates provided by each Local Authority in the LEP area for an upper level of delivery, taking account of the latest overall housing figures and the target percentage for affordable housing in that local planning authority.

The target to increase the annual house building rate in the LEP area to around 5,400 homes, including 1,600 affordable homes, is a very significant increase on recent build rates. Achieving this will require:

- major investment in infrastructure, particularly in York and other focus points for housing growth
- a package of investment in site specific infrastructure to unlock major sites in York and the growth towns across the area
- major investment to support affordable housing provision
- funding and support for a range of other bespoke housing initiatives to improve delivery and to tackle housing issues in the LEP area, such as housing for older people, working age households and in rural areas.

The York North Yorkshire and East Riding LEP was successful in securing funding for some of the above via the Growth Deal for 2014 and 2015. However, a number of areas remain unfunded. The Housing Board will work with the LEP and Government to secure significant funding towards major infrastructure, to unlock sites and support local initiatives in order to reach the desired uplift in housing delivery. In particular, a close partnership

between the Board, the LEP, the HCA, Local Authorities, house builders and Registered Providers will be essential to progress towards the agreed housing targets for the area.

The Growth Deals for Leeds City Region and the Humber also included investment to release new housing supply:

- funding to support site clearance and remediation at Holgate Beck - capital works at the York Central site that will accommodate housing, office, retail and leisure
- funding for a new bridge over the Leeds/Liverpool canal to open up land, including for affordable housing at Horse Close, Craven
- loan funding (subject to due diligence) to accelerate delivery of 750 homes at Moor Road, Brough.

Investing to increase the supply of housing in the right places across a range of price points is therefore at the core of this Strategy. This document sets out how we will work with our stakeholders to deliver the housing aims of the LEP alongside other strategic housing priorities of this Housing Board. The vision for this strategy is:

**'To enable more new homes and for all housing to be of a quality, type and size which meets the needs of our urban, rural and coastal communities and supports economic growth'**



The vision will be achieved by delivering **Nine Housing Priorities** and supporting actions over the next five years.

■ **One**

Work with partners to increase the supply of good quality new housing across all tenures and locations (in line with Local Plans/site allocations).

■ **Two**

Ensure that our housing stock reflects the needs of urban, rural and coastal communities.

■ **Three**

Ensure that our housing stock meets the diverse needs of our population at all stages of their lives.

■ **Four**

Via policy guidance and negotiation, ensure new homes are of good design and environmental quality regardless of tenure.

■ **Five**

Continue to make best use of our existing stock and ensure that it is of a decent quality to meet the needs of our communities.

■ **Six**

Ensure all homes have a positive impact on health and well being and are affordable to run.

■ **Seven**

Continue to reduce homelessness.

■ **Eight**

Ensure housing is allocated fairly and on the basis of need.

■ **Nine**

Provide appropriate housing and support for those with specific housing needs.

The background to the development of these priorities is set out in **sections 2 and 3** of this document. **Sections 4 and 5** set out the proposals to deliver the priorities and the **final sections** outline the governance arrangements and our approach to risk. The Board will agree a specific action plan each year to set out the steps we will take with our partners to deliver the Nine Priorities.

# 2

## Setting the Scene: Housing, Economic and Planning Context

### ■ Housing Context

The Government's current housing strategy 'Laying the Foundations: A Housing Strategy for England' was published in November 2011. It presents the Government's priorities for housing, its role in the wider economy and contribution to social mobility. It also sets out the housing provision that the Government wants to see, focused on the continued importance of home ownership, alongside the need for affordable housing, and the increasing role of the Private Rented Sector.

Alongside this, the Government has developed a range of policies aimed at invigorating the housing market within the recent economic recovery through: the financing of new supply, the Localism Act (2011), and the National Planning Policy Framework (2012), amongst others. The focus is on increasing housing supply, supporting the housebuilding industry and helping first time buyers. In response to the impact of the housing market downturn on the economy, there has been investment to support the housing market through schemes such as Get Britain Building, Builders Finance Fund, Local Infrastructure Funds and the Help to Buy Programme. Investment in our area in market intervention, working closely with public and private sector partners, totaled over **£53m** for 2013/14 and 2014/15.

These initiatives are designed to address the problems caused in the housing market post boom and recession, namely limited new supply resulting in high and rising prices. This is alongside little or no growth in incomes and high inflation in recent years. The recently published 'Home Truths' Report<sup>3</sup> by the National Housing Federation (NHF) highlights the challenges presented by function of the housing market in 2014/15 brought on by increasing demand, lack of supply, difficulties accessing finance, welfare and rising private rents.

Estimates in the report point to a need for around 245,000 new homes each year in England to meet the growing demand and more to clear the backlog. The report highlights that house prices have more than doubled (accounting for inflation) in the past 40 years and, across the UK, the average home costs seven times the average salary, particularly affecting first time buyers.

This background of high house prices, high house price/rent to income ratios, lack of supply of new homes and predicted household formation was a key driver for the SEPs in our area and is a key aspect for this strategy to address.

### ■ Housing in the Economy

Both nationally and locally, good quality housing has a critical role to play in creating and supporting economic growth, which in turn supports communities. A responsive and balanced housing market supports local economic vitality in the long term. As well as driving growth, housing and related activity also makes a substantial contribution to the UK Gross Domestic Product (GDP). Averaged over the past 10 years, rents contributed an estimated 14% to household spending (9% of GDP); dwellings contributed 20% of total fixed investment (4% of GDP) and value added generated by house building contributed an estimated 2% of Gross Value Added (GVA)<sup>4</sup>.

Housing plays two important economic roles. Firstly, the availability of the right type of housing which is affordable on local incomes is crucial to economic growth, maintaining a local labour supply and sustaining communities. Secondly, new housing construction provides and creates investment and a flow of skilled jobs both directly and in the supply chain. This local workforce then spend their incomes on local goods and services.

<sup>3</sup> 'Home Truths, Broken Market, Broken Dreams 2014/15'. National Housing Federation September 2014

<sup>4</sup> The Role of Housing in the Economy Oxford Economics 2010

Every £1 invested in the construction of new homes generates **£2.84** in local spend<sup>5</sup>. Recent research<sup>6</sup> indicates that **2.3** person years of direct employment is created for every new house built in addition to the equivalent number in other sectors - a total of **4.5** person years of employment for every new house built. Research by the Home Builders Federation asserts that these are 'real' jobs-permanent, skilled employment opportunities that move from site to site as new homes are delivered. In relation to affordable housing, the Home Truths Report for Yorkshire and Humber also estimates that every new affordable home built adds £83,126 and creates 1.9 jobs in the regional economy.

The impact of this is widely felt. The household wealth and confidence resulting from secure jobs and tenure has a positive impact on investment and spending behaviour ensuring that our local economies remain vibrant and attractive places to live, work and shop, and, in turn, attract and support new and existing businesses. Recent research shows that the average homeowner spends around £5,000 on furniture and decorating to make their house 'feel like home' within 18 months of moving into a property.<sup>7</sup>

The impact of households being unable to access the local housing market on the local economy is widely recognised. Employers both nationally and in the LEP area identify a shortage of housing as constraint on business growth. A recent survey for the National Housing Federation<sup>8</sup> found that nearly four out of five employers say the lack of housing which people can afford is stalling economic growth, with 70% warning it would affect their ability to attract and keep workers.

The report also found that 55% of managers said that the availability of housing for employees would be important if they were relocating or expanding and 78% said that house prices are a problem in their local area. Over 70% agreed that building more homes would stimulate the local economy and bring in more business and customers and 58% said that building more homes would help them recruit and retain staff.

The University of York<sup>9</sup> found that households' inability to access homeownership has resulted in recruitment and retention difficulties, particularly for key workers, in high cost areas, as staff relocate to less expensive housing markets. Housing which is affordable to those working in social care and health, for example, is vital both in relation to our local demographic profile and the desire of households to live independently for as long as possible.

It is within this national context and understanding of the role of housing in our economies, that we look now to the picture for the York, North Yorkshire and East Riding area.



The Tannery, York

<sup>5</sup> University of York CCHPR 2012

<sup>6</sup> The Case for Housing Savilles and Oxford Economics 2010

<sup>7</sup> Planitherm Glass (2012)

<sup>8</sup> <http://www.housing.org.uk/media/press-releases/housing-crisis-choking-economic-recovery-say-businesses/>

<sup>9</sup> Rapid Evidence Assessment of the economic and social consequences of worsening housing affordability University of York 2009

# 3

## York, North Yorkshire and East Riding Housing Challenges

The York, North Yorkshire and East Riding area lies within the Yorkshire and Humber Region. It comprises the seven Borough/District housing authorities of North Yorkshire with East Riding of Yorkshire Council and the City of York Council, together with North Yorkshire County Council, the North York Moors and the Yorkshire Dales National Parks. These areas make up the York, North Yorkshire and East Riding Local Enterprise Partnership, one of the 39 LEPs in England. The local authorities work as a housing partnership responsible for the development, implementation and delivery of this strategy.

The area has a population of over 1.1m and is very diverse in its economies and geography. It is one of the country's most beautiful and varied areas, with stunning countryside and coast and a rich heritage. Parts are among the most affluent in the country whilst others have challenges associated with deprivation. The distinctive character includes market towns, urban centres, coastline and countryside. Our housing markets are shaped by the mixed economy and geography of our area and we need our housing offer to keep pace with the needs and aspirations of our communities and the demands of our growing and ambitious economy.

The City of York has a population of around 198,000, including a significant student population which makes up around 10% of the population in term time. The rest of the area has a combined population of around 932,500 in an area covering over 3,000 square miles. Around one third of the population is in East Riding which includes rural areas and larger settlements including Beverley, Bridlington, Goole and Driffield. Outside the City of York, 45% of our population live in rural areas<sup>10</sup>, with the remainder living in the two main towns of Harrogate and Scarborough and market towns, including the administrative centres of Malton, Northallerton, Beverley, Richmond, Selby and Skipton.

The area includes two of the UK's 15 National Parks, Areas of Outstanding Natural Beauty and over 40 miles of coastline. In terms of population density, 2012 midyear population estimates show the area as the second least densely populated of the 39 LEP areas (after Cumbria) with 106 persons per km<sup>2</sup> compared to 411 in England.

Our housing market reflects, and in some areas magnifies, the issues outlined above. Our market has dual characteristics with an upper tier functioning over a wider area, with household migration and commuting areas extending into the Leeds City Region, Tees Valley and Hull/Humber conurbations. The interrelationships between the wider housing markets are important to recognise, for example, the policy approach in East Riding to manage development around Hull to support the ongoing regeneration in the City. The area also attracts people (often retirees) from the south east and other affluent areas. There is also a second tier housing market which is far more local and links smaller and rural communities to local service centres and employment.

The demand for homes in many parts of York, North Yorkshire and East Riding is strong, despite the recent national economic downturn, with continuing high house prices compared to regional and national averages. The appeal of the area means that there is pressure in the housing market from residents and newly forming households alongside commuters, retirees and second/holiday homes owners wishing to buy. This impacts on housing availability, demand for affordable housing, communities, land prices and affordability. The resulting lack of housing which households can afford (both private and affordable housing) has been identified by the Housing Board and the LEP as a constraint on local and sub regional economic growth and on community prosperity.

<sup>10</sup> <https://www.gov.uk/government/statistical-data-sets/rural-statistics-local-level-data-sets>

The recent National Housing Federation 'Home Truths' Report for Yorkshire and the Humber<sup>11</sup> 2014/15 found that house price to income ratios were higher than the average for England in four of our nine local authority areas. The top five least affordable areas in Yorkshire and Humber were in North Yorkshire. The report blames the region's affordability crisis on the housing shortage and provides the following breakdown from 2013 data:

2013	Mean House Price (£)	Mean Private Rents (£)	Mean Annual Earnings (£)	House Price to Income Ratio (%)	Income needed for 80% Mortgage (£)
Craven	198,173	552	22,693	8.7	45,297
East Riding	164,073	496	25,428	6.5	37,502
Hambleton	236,350	598	23,670	10.5	54,023
Harrogate	271,935	802	25,714	10.6	62,157
Richmondshire	212,416	573	23,072	9.2	48,552
Ryedale	217,858	562	23,124	9.4	49,796
Scarborough	158,721	438	22,542	7.0	36,279
Selby	185,419	553	26,842	6.9	42,381
York	211,844	738	24,970	8.5	48,421
Y, NY, ER Ave	<b>206,750</b>	<b>598</b>	<b>24,488</b>	<b>8.4</b>	<b>47,257</b>
England	<b>251,879</b>	<b>720</b>	<b>26,520</b>	<b>9.5</b>	<b>57,572</b>

Source: NHF Home Truths: Yorkshire and Humber 2014

Our house prices range from 6.5 to 10.6 times annual earnings, all above the 4:1 which would be considered 'affordable'. House price to income ratios are particularly high in Richmondshire, Ryedale, Hambleton and Harrogate. Deposits required for an 80% mortgage are 2.5 times incomes in Harrogate. Rents in the Private Rented Sector (PRS) take up on average 26% of incomes and are higher than the national average in both York and Harrogate. Average PRS rents in Harrogate take up over a third of the local average income.

The percentage of second homes, is more than double the average for England (see page 17) and is particularly high in the Authorities which are also part of National Parks (Scarborough, Craven and Richmondshire).

In addition, research by Shelter in 2013<sup>12</sup> found that Harrogate and Hambleton are housing 'black spots' for first-time buyers, with only 1.6% and 2.6% of housing classed as affordable on local incomes

respectively. London's figure is 1.6%. York is another example quoted with 97% of homes on the market unaffordable for a typical couple with children and only 3.1% of housing classed as affordable on local incomes. The report found that, while most of Britain's affordability crisis was concentrated in the south, there was a "band of low affordability" from the Lake District to the Vale of York.

Within our area there are also very high house prices in the National Parks, making the issues described with the lack of housing and affordable housing even more acute. Recent research by Lloyds Banking Group<sup>13</sup> found that average house prices in the Yorkshire Dales were 31% above the 'county average' and 11% higher in the North York Moors. This, alongside the high demand from retirees, commuters and second home buyers puts pressure on local household incomes and the affordable and private rented sectors.

<sup>11</sup> Home Truths - Broken Market Broken Dreams Yorkshire and the Humber 2014/15' National Housing Federation October 2014

<sup>12</sup> [http://england.shelter.org.uk/professional\\_resources/policy\\_and\\_research/policy\\_library/policy\\_library\\_folder/how\\_much\\_of\\_the\\_housing\\_market\\_is\\_affordable](http://england.shelter.org.uk/professional_resources/policy_and_research/policy_library/policy_library_folder/how_much_of_the_housing_market_is_affordable)

<sup>13</sup> <http://www.lloydsbankinggroup.com/Media/Press-Releases/2014/lloyds-bank/national-parks-attract-125000-house-price-premium/>

Behind this there are also areas which include some of the most deprived wards and more suppressed house prices, with 20 Lower Super Output Areas across the area in Scarborough (8 LSOAs), East Riding (9), Harrogate (1), Selby (1) and York (1) falling within the top 10% most deprived areas in England from the 2010 Index of Multiple Deprivation (IMD). There can be house price differentials within Local Authority areas, as evidenced by the significant difference between prices Beverley and Goole in East Riding, for example.

## ■ Supply and Demand

Behind the high and rising house prices, the **supply of new homes** in all tenures falls well behind the demand. A major constraint on the delivery of housing is that starts on site have slowed when larger builders consolidated and pulled back during and since the national economic downturn. The number of homes completed across York, North Yorkshire and

East Riding reduced significantly over the economic downturn. However, since the emerging recovery there has been a recent and marked increase in the number of starts on sites and planning permissions granted, with an 83% increase in starts from 2012/13 to 2013/14. The number of completions in that period increased by only 1%.<sup>14</sup>

These figures support the market sentiment that house building is beginning to increase, however, it will take sometime for the industry to gear up to deliver in terms of skills and materials, for all of these completions to take place and for purchasers and mortgages to be in place once they are complete. There is also a need to increase and diversify the supply chain for homes in the area to ensure greater resilience by engaging with a wider range of suppliers.

Permanent New Build Dwelling Starts and Completions						
Y, NY and ER	Starts			Completions		
LEP	Private	RP/LA	All	Private	RP/LA	All
<b>% Change 12/13 - 13/14</b>	<b>85%</b>	<b>69%</b>	<b>83%</b>	<b>0%</b>	<b>13%</b>	<b>1%</b>
<b>% Change England 12/13 - 13/14</b>	<b>26%</b>	<b>51%</b>	<b>26%</b>	<b>6%</b>	<b>-42%</b>	<b>4%</b>

Source: DCLG Live Tables (does not include conversions)

For information on the potential scale of need and demand for new and existing homes in our area, household population projections from the Office of National Statistics (ONS) are available by Local Authority area. These are based on ONS 2012 based sub national population projections and assume that past trends continue. The projections are not an assessment of housing need nor do they take account of future policies, however, they do provide an indication of the likely increase in households in our area, given the continuation of recent demographic trends. These figures are based on trends in smaller households and newly forming households as well as a proportion of in migration.

The projections for our area are presented below and shows a total of **33,000 new households** predicted to form by the end of this strategy period (to 2021) and a total of 77,300 by 2037.

The household projection data also provides information on projected average household size in five year bands. The data from this is presented below and shows that, whilst the number of households is projected to grow, household sizes are projected to fall by 2.7% to 2.21 people by 2022.

		2012 2021		2022 2037		Total 2012 2037	
	Households 2012	Average Annual Increase	Total Change	Average Annual Increase	Total Change	Average Annual Increase	Total Change
England	22,304,760	218,592	2,185,920	203,655	3,258,472	209,400	5,444,392
Craven	25,670	124	1,242	125	1,995	125	3,237
Hambleton	38,630	221	2,212	134	2,139	167	4,351
Harrogate	67,875	365	3,645	344	5,504	352	9,149
Richmondshire	21,334	108	1,082	55	878	75	1,960
Ryedale	23,803	131	1,308	112	1,785	119	3,093
Scarborough	49,550	164	1,642	168	2,689	167	4,331
Selby	34,978	390	3,904	299	4,790	334	8,694
East Riding	144,036	1,020	10,199	820	13,125	897	23,324
York	84,247	779	7,790	712	11,388	738	19,178
<b>Y, NY and ER</b>	<b>490,123</b>	<b>3,302</b>	<b>33,024</b>	<b>2,768</b>	<b>44,293</b>	<b>2,974</b>	<b>77,317</b>

Source: ONS 2015

	Average Household Size 2012	Average Household Size 2017	Average Household Size 2022	% Change in Household Size 2012-22
England	2.36	2.33	2.30	-2.4
Craven	2.21	2.16	2.13	-3.4
Hambleton	2.28	2.23	2.20	-3.6
Harrogate	2.28	2.24	2.22	-2.7
Richmondshire	2.31	2.29	2.26	-2.0
Ryedale	2.24	2.19	2.17	-3.0
Scarborough	2.15	2.11	2.08	-2.9
Selby	2.39	2.35	2.33	-2.3
East Riding	2.28	2.25	2.22	-2.6
York	2.28	2.26	2.23	-2.6
<b>Y, NY and ER</b>	<b>2.27</b>	<b>2.24</b>	<b>2.21</b>	<b>-2.7</b>

Source: ONS 2015

Projected household formation only is one part of the evidence in relation to the number of new homes to be provided in an area and does not take account of economic forecasts and other influencers such as local and national planning policy, availability of land, finance, construction sector capacity, mortgage availability and economic growth. This information evidences the quantum of homes which may be needed to satisfy demand if households form at the rates predicted against a current annual new build dwelling completion rate of 1,400 homes 2013/14. In reality, a careful balance needs to be struck between ability to deliver and household formation via the Local Plan process.

Within the context of demand and need for new housing across the area is also the issue of local opposition to development. A recent national survey by the Building Societies Association<sup>15</sup> showed that, while there was general agreement that a major uplift in new house building is crucial to resolution of the housing crisis, 49% of British people would oppose the building of more than 300 properties in their neighbourhood and 53% would oppose developments of between 100 and 299 properties. The Housing Board has identified this as a significant barrier to achieving the aims of this strategy. The Board will develop specific actions to address this and improve communication to support efforts, locally and nationally, to work with local communities to understand and address concerns around new development, housing need and promote the wider benefits of new homes in an area.

## ■ Tenure

The tenure of our existing stock is not diverse. 88% is in the private sector; either owner occupied or privately rented, the second highest of all of the LEP areas in England (after Cornwall and the Isles and Scilly) and the vast majority of this is owner occupied. The current supply of affordable housing is very low compared to other LEP areas and there are increasing pressures on this and our private rented stock. As of December 2014 there were 15,277 households registered on Choice Based Lettings (CBL)/Housing waiting lists in the area and the 2011 Strategic Housing Market Assessments (SHMAs) covering our areas identified a shortfall of over 4,000 affordable homes if new and pent up demand were to be met.

With the issues posed by rising house prices and the limitations on mortgage lending, the Private Rented Sector (PRS) has taken on an increasing role in our housing market in recent years. Nationally, 16.5% of households live in the PRS as it offers a flexible form of tenure and meets a wide range of housing needs. It also contributes to labour market mobility. It is often the tenure of choice for students and young professionals but it can also provide a sustainable home for other household types. Very many young people will be unable to afford to access home ownership if house price and income trends continue and are not likely to qualify for affordable housing. If they wish to live independently, private renting is their main option.

The PRS therefore has an increasingly important role in providing choices for local people and is a resource that needs to be better used and understood. In some areas, good quality private rented accommodation of a suitable size is often scarce, particularly for young/single people and can be expensive, despite being the only option for many younger households. This is exacerbated by the current Social Size Criteria restrictions which caps housing benefit for younger people (in or out of work) to a single room rate. In York, the large student population also impacts on the use of the PRS and the ability of the wider population to access this sector.

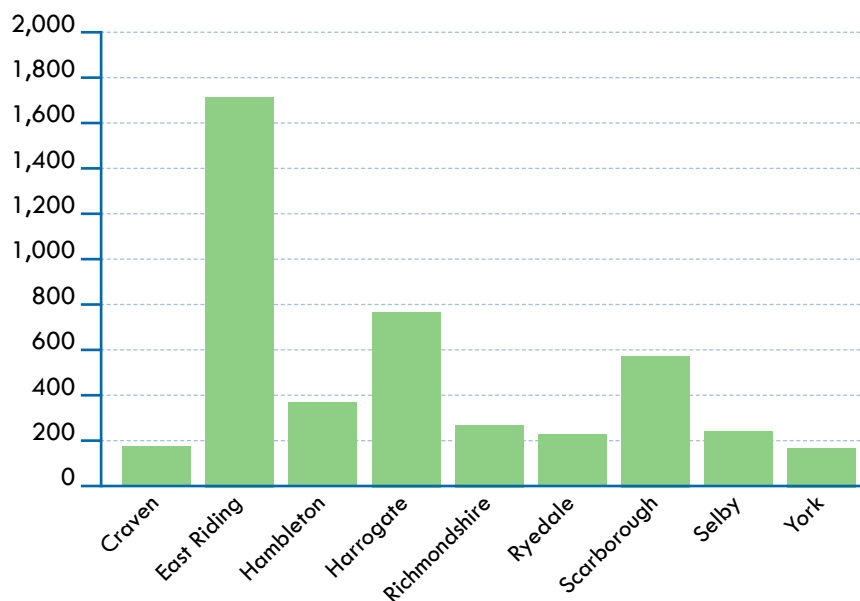
Within the overarching need to increase the supply of homes to address demand and affordability issues, there is a need to deliver the right type and tenure of homes to meet the needs of a wide range of households on a wide range of incomes. This will include new supply of starter homes, private rented, intermediate tenures and more affordable housing. Indeed, one of the aims set out in the Growth Deal is to triple the rate of affordable housing delivery in the next five years, whether via planning gain or other means and we also need to increase the range of access points to the market, ranging from social rent to helping households access home ownership.

Whilst new build will be the main way of providing new housing, the use of existing stock as intermediate or affordable housing will also contribute to meeting housing need, as well as tackling our relatively small proportion of empty homes and addressing wider regeneration needs in some areas (see graph below). Whilst the proportions of empty homes is relatively low, bringing properties back into use has significant impacts on local communities.



The issues above, aligned with the objectives of the Local Enterprise Partnership (as set out in Section 1) mean that an increase in the supply of new build homes will be vital in improving affordability and accessibility in the housing market and also in contributing to the local economy.

### ■ Long Term Vacant Stock 2013 (units)



Source: Neighbourhood

### ■ Planning Context

The planning system is a key mechanism for addressing housing need and demand over the life of this strategy. In line with the requirements of the National Planning Policy Framework, the Local Planning Authorities in the LEP area are progressing well in terms of plan-making and their ability to deal with large scale planning applications on strategic sites which include the development of market and affordable housing. Local Planning Officers and Housing teams across the area have an increasingly strong track record of working together, alongside North Yorkshire County Council and other agencies, to bring forward new housing to meet local needs.

The Housing Board, alongside the Spatial Planning and Transport Board, recognises the challenges in Local Plan development and the varying points in the process of each Local Planning Authority. Members will work together within the spirit and requirements of the Duty to Cooperate to provide support and

challenge where appropriate and to learn lessons from each other, particularly in relation to key cross-boundary issues.

Officer Groups at various tiers, including the North Yorkshire Planning Officers Group, the North Yorkshire Development Plans Forum, and the Local Government North Yorkshire and York Spatial Planning and Transport Technical Officers Group will provide progress updates to the Housing and Planning Boards. A Directors of Development Group has also been established which will further assist in providing strategic leadership and support in relation to this element of the growth agenda and effective collaboration through the Duty to Cooperate.

The progress of each Planning Authority against the Local Plan requirements (as of Dec 2014) is set out in the table above and will be monitored by the Housing Board. Delivery of new homes will be subject to annual monitoring in line with best practice and requirements.

## ■ Housing requirements and Local Plan progress (as of April 2015)

District	Annual figure	Housing requirement	Broad pattern of distribution	Strategic sites	Source	Position
Craven	160	<b>2,400</b> 2012-2027	70% South Sub-Area - 51% within Skipton town and 15% in South Craven villages; 14% in Mid Sub-Area; 16% in North Sub-Area	Horseclose		Preliminary Consultation undertaken on Draft Local Plan during Autumn 2014
Hambleton	290	<b>6,540</b> 2004-2026	35% Northallerton; 28% Thirsk	North Northallerton (950) Sowerby Gateway (900)	Core Strategy 2007 Allocations DPD 2010	Adopted
Harrogate						Local Plan to be revised
Richmondshire	180	<b>2,700</b> 2013-2028 plus <b>500</b> military	Approximately 70% at Catterick Garrison	Catterick Garrison sites (1,900)	Submitted Core Strategy with modifications (2014)	Adopted Core Strategy
Ryedale	200 -250	<b>3,000</b> 2012-2027	50% Malton and Norton; 25% Pickering; 10% Kirkby Moorside	Not at present	Local Plan Strategy 2013	Adopted Core Strategy Helmsley Plan Examination March 2015 Sites Document Preferred options Spring 2015
Scarborough	Approx. 600	<b>9,200</b> 2011-2030	Most development in Scarborough, followed by Whitby and Filey	Middle Deepdale (c1,350) Lancaster Park, Scalby (900) South of Cayton (2,340)	Draft Local Plan May 2014	Consultation on Draft Local Plan undertaken Summer 2014
Selby	450+	<b>5,340</b> 2012-2027	Selby 51% (2,500) Sherburn in Elmet 11% (700) Tadcaster 7% (360)	Olympia Park (1,000)	Core Strategy 2013	Adopted Core Strategy
York	996	TBC	Development will be concentrated in York and Urban extensions to the City along with the freestanding new settlement of Whinthorpe and sites on the edge of the larger villages	Whinthorpe (6,000) East of Metcalfe Lane (1,800) North of Clifton Moor (2,800) North of Monks Cross (1,400) York Central - major mixed use site 60ha.	The housing requirement Publication Draft Local Plan approved by Cabinet Sept 2014.	Publication draft of York Local Plan currently not progressing pending further consideration of the housing requirement. Further technical work ongoing to be reported to members in due course.

District	Annual figure	Housing requirement	Broad pattern of distribution	Strategic sites	Source	Position
East Riding of Yorkshire	1,400	<b>23,800</b> 2012-2029	Major Haltemprice Settlements west of Hull 14.9% (3,550 dwellings) Principal Towns - Beverley, Bridlington, Driffield, Goole - 45.6% (10,850)	Bridlington - 3 large sites (2,123) Rawcliffe Rd, Goole (1,064)	Submission Strategy and Allocations Documents January 2014	Examination Ongoing
NYMNPA				Helmsley	Core Strategy and DPD adopted 2008 LDS Adopted May 2013	
YDNPA					LDS Dec 2014	

## ■ Housing Challenges - The Geography of the area

The geography of York, North Yorkshire and East Riding is described above. The unique geographic mix, from historic city to deep rural and coastal, presents a range of specific housing issues for this Strategy to address. Atypical of much of the rest of Yorkshire and Humber, many of our housing market areas face additional challenges to more urban areas due to either their rural or coastal location.

## ■ Urban

Our urban areas generally have house prices above those in our neighbouring urban housing markets and challenges around the availability of homes that local people can afford. The housing markets focussed on the City of York and the main towns are popular with a range of households including commuters working in neighbouring areas, those talking up employment, students, older households looking to live close to amenities and facilities and newly forming households from more expensive areas and their is resulting pressure on all tenures.

The opportunities for new housing provision are often limited by the lack of sites which can be viably developed, particularly brownfield, alongside transport and infrastructure pressures in the City of York and our major towns.



Westfields at Osmotherley

## ■ Rural

The issues set out above are more acute in rural areas. Many smaller, rural businesses struggle to attract a workforce and communities struggle to meet local needs, such as for social and health care workers, farm worker and teachers. Local wages are traditionally lower than in urban areas and property prices and rental levels are higher. In relation to new development, land values are higher than in urban areas and build costs are higher due to the lack of opportunities to achieve economies of scale and the need for materials and design with fit with the existing vernacular. Many workers struggle to find suitable homes and some businesses resort to providing transport to bring their workforce in from areas where housing is relatively more affordable. This is unsustainable for households, workers, business and communities.

The populations of the Yorkshire Dales National Park decreased between the 2001 and 2011 Census and the population of the North York Moors was static. There is therefore a need to support these areas by ensuring there is a resident population to support the local economy and provide services and facilities. Related to this, both National Park Authorities have developed planning policies which aim to enable new housing linked to local housing needs.



Access to services and facilities is more limited and the cost of living can be higher in rural compared to urban areas, particularly in terms of transport and fuel/heating costs as many of our rural areas are not connected to the mains gas network.

The quality of life offered by our rural areas is a strong attractor for existing populations, in migrants, retirees and second/holiday home owners. In several areas, the percentage of second homes is well above the national average, with Richmondshire, Scarborough and Ryedale having particularly high proportions of the housing stock as second homes.

The size and character of many of our settlements also creates challenges when delivering new housing in rural areas. Opportunities are scarce and development costs are relatively high because sites are typically small and there is a need to reflect local architecture and settlement form through high quality design and materials. The overall picture of affluence masks the significant population employed locally in relatively poorly paid employment.

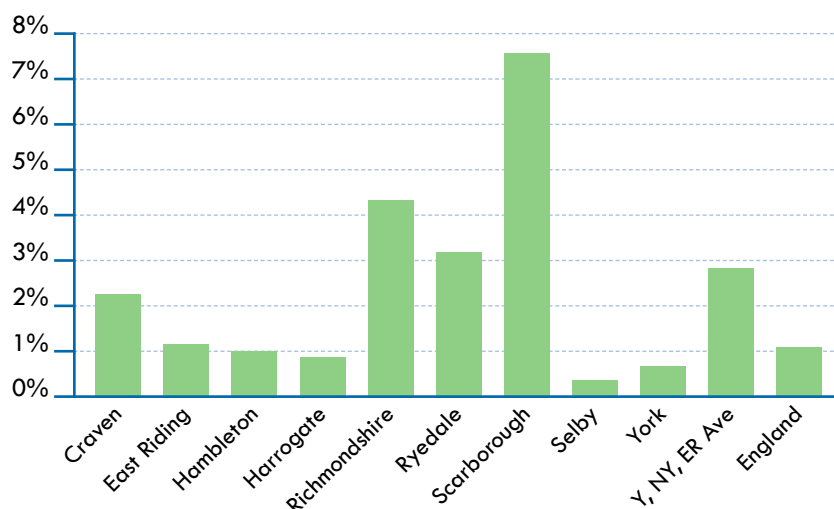
Residents in rural areas often struggle to buy their own homes and are heavily dependent on a very restricted supply of private rented, social rented or other affordable tenures.

Research by The University of York<sup>16</sup> found particular evidence that rural housing affordability has an impact on local rural economies and on the character of communities, due to the combined pressures of a lack of housing supply and problems accessing the private or social rented sectors. The work found that it was not just those on the lowest incomes that were priced out in rural areas, but dual earner middle-income households could also not afford housing, even at entry level prices in rural areas.

Local rural employers also need to have a local workforce. A particular local example of this is at Wensleydale Creamery. Based in the small market town of Hawes in Richmondshire it is the UK's only official producer of Wensleydale cheese and its story mirrors the experiences of many rural businesses. The Creamery is quoted in the National Housing Federation report:

“We struggle on occasions to retain staff due to the high costs of housing in rural North Yorkshire. Over the years we’ve had employees who have really found it difficult to find accommodation locally, and as a result some are forced to move away...Wensleydale Creamery is an iconic brand, and we try to invest in our local community whenever possible. But the lack of affordable homes for rent and sale can make this more difficult.”

### ■ % Second Homes



Source: NHF Home Truths Yorkshire and Humber 2014

<sup>16</sup> Rapid Evidence Assessment of the economic and social consequences of worsening housing affordability. University of York 2009.

The housing authorities and their partners have responded proactively to this issue over recent years and will continue to do so, with the provision of more rural housing remaining a key strategic priority over the LEP area. Local Authorities and Registered Providers (RPs) in the area have committed to continue to invest in a Rural Housing Enabler (RHE) Programme, established in 2011, to increase the supply of rural affordable housing and this forms part of our action plan.

## ■ Coastal

Our coastline includes some of the best in the UK, including three areas designated as Heritage Coast. However; there are pockets, particularly in the coastal towns of Scarborough, Bridlington and Withernsea with concentrations of poor condition and poorly managed private housing. These properties tend to be located in deprived neighbourhoods, characterised by high levels of Houses in Multiple Occupation (HMOs); low income households in private rented homes; crime and anti-social behaviour, benefit dependency, fuel poverty and empty commercial units.

A key issue is the unwillingness and inability of owner occupiers, housebuilders or landlords to invest in these areas, resulting in a vicious circle of reducing confidence and increased social issues. Access to

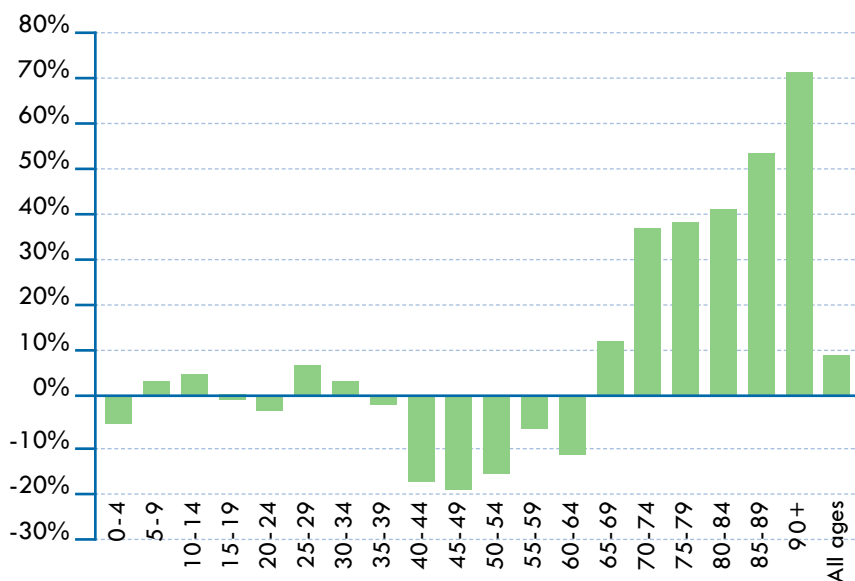
affordable finance is a real problem, as lenders are unwilling to provide finance in places with low rental and capital values and no other investment is available to reverse this.

Through market intervention in specific streets to complement economic development strategies and Area Action Plans, Local Authorities and other partners have sought to ensure that these towns improve and flourish as tourist destinations and diversify their economic base to make them more attractive places for people to live and work. There is also an aim to invest in communities whilst encouraging new housing which also attracts households on a range of incomes to invest in the area.

## ■ Demography

The age profile of our area is changing rapidly. According to mid-year population estimates from 2012, only 16% of our population is aged 16 to 30, 46% are aged 30 to 64. 21% of the York, North Yorkshire and East Riding population is aged over 65 years<sup>17</sup>, compared to 16% in England. Sub national population projections from 2012 show this trend continuing - whilst the overall population is projected to grow by 8% by 2037, the number of older people will make up a large part of this, particularly those aged over 90 years.

### ■ % Population Change 2012-37



Source: ONS sub national population figures

<sup>17</sup> <http://neighbourhood.statistics.gov.uk/dissemination/Info.do?m=0&s=1413807718094&enc=1&page=analysisandguidance/analysisarticles/local-enterprise-partnership-profiles.htm&nsjs=true&nsc=false&nsv=false&nswid=747>

## Older Households

Our area has a significant and growing population of people aged over 65 years. The proportion of older people ranges from 17% in York to almost one quarter of the population in Scarborough, Ryedale and Craven. This is the 6th highest proportion of the population aged over 65 of the 39 LEP areas in England.

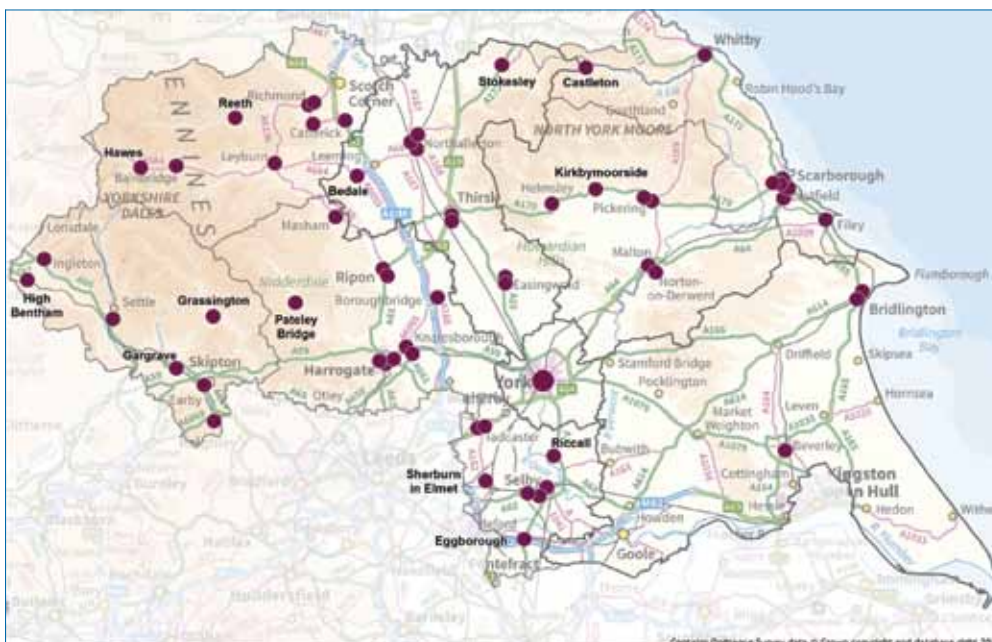
The majority of these households will live independently and make informed housing and support choices. Many of them will be relatively healthy, wealthy and active and will wish to meet their needs and aspirations in the private market. A proportion of them however, will also live with a long term limiting illness and/or dementia. They may need or wish to move to more suitable/manageable accommodation as under occupation poses problems with heating and maintaining homes and also restricts family homes coming to the market. Modern, purpose built accommodation suitable for older people, particularly in the private market, would allow 'downsizing' and free up family accommodation which is in short supply. The high proportion of larger, detached properties in the area will not, for the most part, meet the needs of our older population.

There have also been significant changes to national policies in relation to care, including the introduction of the Care Act 2014. This strategy looks to support parallel strategies, such as the Care and Support Where I Live Strategy in North Yorkshire, and by

providing housing for older people where we can. This includes supporting Extra Care Developments, older people's housing in the affordable and private housing markets and services such as Telecare/Health, Home Improvement Agencies and Handyperson Schemes.

Based on research across the sub region, such as North Yorkshire County Council's Our Future Lives Policy and the Care and Support Where I Live Strategy<sup>18</sup>, one of the response we are making to the needs of older households is to develop Extra Care housing to provide for a wide range of housing, support and care needs in a number of locations. Extra Care housing offers high quality on site care and self-contained accommodation with a focus on community involvement and individual wellbeing. There are currently 23 Extra Care type schemes in operation in the area and proposals for several more. Across the area, there are plans for an Extra Care development in every major town and several rural areas, with plans for developments including Helmsley, Stokesley, Beverley, Hawes and Masham, which will also act as community hubs providing facilities such as shops, cafes and GP surgeries.

Across the area we support older households to live independently through the provision of aids and adaptations, Disabled Facilities Grants and Home Improvement Agencies. In addition, we are also enabling the provision of housing suitable for older people as part of mixed housing developments through negotiation and the use of planning policy.



Planned and Existing Extra Care Developments

<sup>18</sup> <http://www.northyorks.gov.uk/article/29404/Care-and-support-where-i-live-consultation>

## ■ Younger Households

Overall, our area has a smaller than average working age population. This means we have less younger, working people to support the economy, provide services and facilities both formally and informally. It also limits our ability to attract and respond to job creation.

There is a particular shortage of suitable accommodation for young people who wish to live independently which is affordable on local incomes, particularly in rural areas and market towns. Not having a suitable place to live which they can afford can affect a young person's ability to gain or sustain work locally or remain in study. It also means that young people continue to live with family or leave their area to find suitable and affordable accommodation and find it difficult to return. As a consequence, communities are becoming unbalanced and local employers struggle to retain their younger workforce. There is particular issue with a lack of available properties for those under 35 who are in receipt of Housing Benefit.

There is a need to enable mixed and sustainable communities and this means having a mix of households in areas to enable greater community sufficiency and mutual support from families and wider networks.

## ■ Quality of our Housing Stock

The overarching aim of this Strategy and of the LEP is to develop more new homes. We must work with our partners to ensure that this new supply provides a lasting legacy for future generations and that the affordable housing provided is of sufficient size and quality to provide long term sustainability and meet a wide range of housing needs.

However, new homes count for less than one per cent of the total stock each year and innovative asset management and maintaining and improving the quality of existing stock in all tenures is fundamental in delivering our priorities. It is imperative that we seek to make best use of existing homes and seek ways to use both the PRS and the owner occupied sector to address local housing needs. The social housing stock in the area largely meets the Decent Homes Standard and this also to be maintained.

Housing quality has a significant impact on our lives. Investing in our homes and ensuring standards are maintained delivers a wide range of positive outcomes not just for households but for the area as a whole including:

- fewer homes that pose a risk to health and well being
- improved outcomes for families and young people
- greater independence for older or vulnerable households
- lower carbon emissions, improved energy efficiency and reduced fuel poverty
- less anti-social behaviour relating to derelict or nuisance properties
- communities that are more cohesive, attractive and economically vibrant.

The primary responsibility for repairing and maintaining homes rests with the property owner. Over recent years, many millions of pounds of public and private sector money has been invested to ensure the quality of private rented and owner occupied housing is improving. Within this overall picture however significant challenges remain particularly in funding terms as grant funding to support landlords and home owners has diminished significantly in recent years. Some of our homes do not meet expected standards and can have damaging consequences on health and wellbeing.

This is particularly apparent in coastal areas where there are issues with quality and repair and in our rural areas where many properties are hard to heat and insulate due to their construction and may also be off the gas network and where group repair schemes are difficult to deliver due to the dispersed nature of some areas. There is an emerging issue of under occupation, particularly linked to older home owners. This manifests itself in rooms not heated and large homes which are difficult to maintain as many in this group are asset rich (in terms of the equity/size of their homes) but income poor.



The proportion of households in fuel poverty in the area is above the national average. A key reason for this is that many settlements are unable to access mains gas, therefore relying on expensive alternatives. Poor energy efficiency in the PRS is also a concern, leaving many vulnerable and low income households unable to afford to heat their homes to a reasonable level. Households living without suitable heat are at greater risk of a range of conditions such as mental health problems, respiratory issues, heart attack and stroke. In addition, our area has an aging population who are more significantly affected by these issues.

Improvements in the efficiency of existing stock also makes a significant contribution to carbon reduction, as around one third of carbon emissions are from domestic dwellings. Councils are committed to carbon reduction targets and the associated programmes including the Green Deal and Better Homes.

The student population, particularly in the City of York, can also present issues in the exiting PRS. Whilst students are a valuable economic asset, there has been debate about the impact student households have on the wider housing market. Part of this has centred on the impact that concentrations of student households can have on the sustainability of neighbourhoods. The City of York Council has recently agreed to use new planning laws to require landlords to seek permission for new shared dwellings in some areas to manage the impact.

Our approach to some of the issues to date has involved the use of the Housing Health and Safety Rating Systems (HHSRS) and encouragement and support to home owners and effective partnerships with landlords and other local organisations, guided by the Housing Board and the Private Sector Sub Group and funded by initiatives such as 'Better Homes'. This approach will continue.



Handyperson Services



## ■ Homelessness

Addressing the needs of homeless households and preventing homelessness remains a key priority within the area. We know that preventing homelessness is more cost effective than dealing with its consequences<sup>19</sup>, and it delivers far better outcomes for those concerned. The priority and resource given to this issue means that levels of homelessness have been significantly reducing in recent years despite the economic downturn and recent welfare reforms and against national trends, but we cannot afford to be complacent about our success.

We are keen to maximise the opportunities afforded by an area wide strategic approach in terms of addressing homelessness and particularly homelessness prevention. The Homelessness Group has and will continue to play an important role in sharing best practice and jointly developing new initiatives and protocols to improve performance including the joint commissioning of services. Funding for many of the successful services that have been developed has been obtained on a fixed term basis. Local Authorities are keen to secure alternative sustainable funding with homelessness prevention embedded within investment and commissioning plans.

An example of this is the North Yorkshire Prevention partnership delivering Young People's Housing Solutions @The Hub service, jointly funded by the Supporting People Commissioning Plan, North Yorkshire County Council Children & Young People and Local Authorities.

In recent years all our local authorities have been striving to take a more proactive approach towards preventing homelessness. Central to this has been the shift in emphasis towards early intervention, coupled with the development and commissioning of new services. Our resources have been focussed on investment to support these activities and this will continue.

## ■ Vulnerable and Specific Needs Groups

A lack of suitable accommodation can significantly affect the support, care or treatment of a vulnerable person. Whilst there is some specialist supported housing provision in the sub-region for vulnerable groups, demand exceeds supply and there is a shortage of accommodation for those clients ready to move on to more independent housing.

Certain vulnerable groups within our communities experience difficulties in accessing appropriate housing and housing related support. Additional assistance is often required to ensure that these residents are not further disadvantaged or socially isolated as a result. For example, we are aware that vulnerable people are likely to need additional guidance and support in accessing housing options including through Choice Based Lettings and our Housing Options teams support households where necessary. We are committed to ensuring that vulnerable residents are offered the chance to get back on a path to a more successful life by supporting them to live in settled and sustainable accommodation.

A number of vulnerable groups have been identified through the Supporting People Group as priorities for housing related support. These are people who have experienced domestic abuse, young homeless or potentially homeless people, ex-offenders, people with mental health problems, people with substance misuse issues and single vulnerable people who require support to make a successful transition from temporary to a sustained tenancy. This is in addition to the priority given to support services for older people and dementia sufferers as highlighted previously.

Whilst a number of vulnerable people require short term support, there are groups of younger people who are likely to need care and support for life - with learning disabilities, autism or complex needs. The aspiration is for them to live as independently as possible in the community. For some people this will mean specialist accommodation, typically between four and twelve apartments close to shops, transport links and sometimes linked to Extra Care schemes.

<sup>19</sup> Evidenced Review of the Cost of Homelessness, DCLG, August 2012

Working closely with the Supporting People Commissioning Group and key agencies, we are committed to enabling and supporting a mixture of supported accommodation, floating support and other assistance to enable disabled clients and clients from other vulnerable groups to access all tenures including private sector housing.

For varying reasons, Gypsies, Roma, Travellers, and Showpeople, Black and Minority Ethnic groups and migrant workers living in the sub-region also have difficulty accessing suitable settled accommodation and appropriate housing support services. Cultural and language differences and literacy issues can

create barriers in accessing mainstream housing advice services and suitable accommodation for these groups. The Local Authorities and the County Council work together and with external partners to increase awareness of Gypsy, Roma, Traveller and Showmen issues. Officer representatives from Housing and Planning departments have had specific training to better understand the needs and lifestyle of the GTRS community. We will continue to develop and share good practice.

Having set out an understanding and evidence of the issues we face in our area, the next section looks at how we will address these issues.



Sowerby Gateway, Thirsk

# 4

## Meeting Our Housing Challenges

Set out above are the challenges that the priorities and actions from this Housing Strategy need to address within the housing, economic and planning context for York, North Yorkshire and East Riding. In summary, there are **Six Key Issues** or challenges to be addressed:

- Supply and the affordability of homes
- Our Geography
- Changing Demography
- Quality of our Housing Stock
- Homelessness
- Vulnerable Households and Specific Needs Groups

Developed from the contextual evidence and via consultation with our stakeholders, the agreed vision for the area is:

“To enable the delivery of more new homes and for all housing to be of a quality, type and size which meets the needs of our urban, rural and coastal communities and supports economic growth.”

We have developed **Nine Housing Priorities** to address the issues we face and deliver the vision:

Issue	Priority
<b>Supply and Affordability</b>	<b>1</b> Work with partners to increase the supply of good quality new housing across all tenures and locations (in line with Local Plans/site allocations).
<b>Geography</b>	<b>2</b> Ensure that our housing stock reflects the needs of urban, rural and coastal communities.
<b>Demography</b>	<b>3</b> Ensure that our housing stock meets the diverse needs of our population at all stages of their lives, reflecting changing local demographics and promoting social cohesion.
<b>Quality</b>	<b>4</b> Via policy guidance and negotiation, ensure new homes are of high design and environmental quality, regardless of tenure. <b>5</b> Continue to make best use of existing stock and ensure it is of a decent quality to meet the needs of our communities. <b>6</b> Ensure all homes have a positive impact on health and wellbeing and are affordable to run.
<b>Homelessness</b>	<b>7</b> Continue to reduce homelessness.
<b>Vulnerable Households and Specific Needs Groups</b>	<b>8</b> Ensure affordable housing is allocated fairly and on the basis of need. <b>9</b> Provide appropriate housing and support for those with specific needs.

These priorities are supported by detailed **Proposals** which will be delivered over the lifetime of the Strategy. Proposals set out against each of the nine Priorities are set out in the next section. By delivering these priorities and the local and sub regional action plans for each year of the strategy, the York, North Yorkshire and East Riding LEP will be aided in delivering the priorities presented in the Growth Deal, namely:

- support housing and employment growth ambitions by investing in major strategic development sites in Northallerton, Catterick Garrison, Middle-Deepdale in Scarborough and Selby creating over 4,000 new homes
- double house building (compared to 2012-14 building rates) and triple delivery of affordable housing
- deliver local strategic housing priorities and outcomes in response to priorities identified in the SEP and Local Growth Deal Implementation Plan, including work on older persons and rural housing
- get up to date Local Plans in place, deliver effective strategic planning by working together and across boundaries, and ensure delivery of housing in Local Plans.

In addition, the Leeds City Region and Humber LEP Growth Deals will also be supported by delivery of York Central, Horseclose, Skipton and Moor Road, Brough.

The Housing Board will develop, monitor and report on specific annual targets/outcomes and outputs for each of the five years of this Strategy, under each activity i.e. number of new homes, number of affordable homes etc. Progress against each of the priorities each year will be taken from the action plan and published in an Annual Report and published on our website:

[nycyehousing.co.uk](http://nycyehousing.co.uk) 

which also includes Annual Reports detailing our achievements under the previous York and North Yorkshire Housing and Homelessness Strategy 2010-15.



Derwenthorpe housing development

# 5

## Housing Priorities and Proposals

Set out below are the proposals which will deliver the Nine Priorities up to 2021. A detailed action plan will be developed and agreed by the Housing Board for each year of the strategy so that we can work towards the overarching aims and respond to the changing environment year on year.

Following agreement of the Priorities and Proposals in this strategy, each Local Authority will agree its own Local Action Plan, setting out how it will deliver the priorities and proposals. It will identify specific local projects and a targeted response to issues.

Each authority will also have the scope to identify additional priorities that reflect particular local circumstances, provided they are complementary to this strategy. Each Local Authority will also develop and adopt a Homelessness Strategy and Action Plan under Priority 7.

The table below sets out the Nine Priorities and their delivery proposals developed to address each of the issues as set out in Sections 2 and 3.

Priority 1 - Work with partners to increase the supply of good quality new housing across all tenures and locations	
PROPOSALS	
1	Double our house building rate to 5,400 completions per year and triple affordable housing delivery to 1,600 per year (compared to 2012-14 build rates by delivering the maximum annual housebuilding rate identified in Local Plans).
2	Get up to date Local Plans in place (in line with Growth Deal requirement).
3	Ensure that new housing development provides jobs, skills and apprenticeships for local people.
4	Increase the number and diversity of house builders/providers/landlords to enable delivery in urban and rural areas.
5	Enable and support self build, custom build and community led housing to add to supply.
6	Support the viable delivery of affordable housing via Planning Gain and other means (Rural Exception Sites, 100% affordable housing developments) and bring empty properties back into use.
7	Increase diversity and choice in terms of size, type and tenure to meet the needs of our communities.
8	Maintain an up to date understanding of our housing markets and housing need across all tenures.
9	Improve communication with communities affected by new development and seek to address areas of concern.

**Priority 2 - Ensure that our housing stock reflects the needs of urban, rural and coastal communities**

**PROPOSALS**

<b>1</b>	Continue to support the Rural Housing Enablers (RHE) Network and RHE team.
<b>2</b>	Respond to changes to the affordable housing threshold on 'small sites' and the impact of the Vacant Building Credit.
<b>3</b>	Address the needs of coastal housing markets including tackling deprivation and poor quality private rented and owner occupied housing.
<b>4</b>	Address falling populations in the National Parks and use housing to sustain balanced communities.
<b>5</b>	Address urban housing needs and affordability across all tenures (linked with Priority 1).

**Priority 3 - Ensure that our housing stock meets the diverse needs of our population at all stages of their lives**

**PROPOSALS**

<b>1</b>	Increase the number and range of homes suitable for our aging population across all tenures.
<b>2</b>	Increase the number, quality and range of homes suitable for working age households, including in the private rented sector and for first time buyers, to enable mixed and sustainable communities.

**Priority 4 - Via policy guidance and negotiation, ensure new homes are of good design and environmental quality, regardless of tenure**

**PROPOSALS**

<b>1</b>	Work closely with house builders, land owners and Registered Providers to communicate our aspirations and needs around quality and design and the integration of affordable homes on new build, conversion and/or refurbishment schemes.
<b>2</b>	Explore opportunities to use innovative methods of construction to deliver new, high quality homes.
<b>3</b>	Ensure affordable housing, particularly that delivered via Planning Gain is flexible and of a quality and size suitable for a range of households and for maximum occupancy if needed.

**Priority 5 - Continue to make best use of existing stock and ensure it is of a decent quality to meet the needs of our communities**

**PROPOSALS**

<b>1</b>	Develop and maintain an understanding of the condition of existing stock.
<b>2</b>	Identify and use opportunities to redevelop exiting residential or commercial stock for new housing.

### Priority 6 - Ensure all homes have a positive impact on health and well being and are affordable to run

#### PROPOSALS

1	Explore opportunities to use innovative methods of construction to deliver new, high quality homes (link to Priority 4).
2	Continue to deliver investment in Energy Efficiency works and make best use of Disabled Facilities Grants.
3	Reduce the impact that poor housing has on health and well being.

### Priority 7 - Continue to reduce homelessness

#### PROPOSALS

1	Continue and improve partnership working to prevent homelessness.
2	Improve access to prevention and Housing Options services.
3	Improve support for young people.
4	Increase suitable housing options.
5	Reduce the use of temporary accommodation and improve quality.

### Priority 8 - Ensure affordable housing is allocated fairly and on the basis of need

#### PROPOSALS

1	Support the sub regional Choice Based Lettings system or other allocation policies as agreed locally.
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### Priority 9 - Provide appropriate housing and support for those with specific needs

#### PROPOSALS

1	Identify new and improved opportunities to provide housing and support for households with specific needs.
2	Continue the good practice and joint working across the sub region in relation to Gypsies, Roma, Travellers and Showpeople.



# 6

## Delivery of the Priorities and Proposals

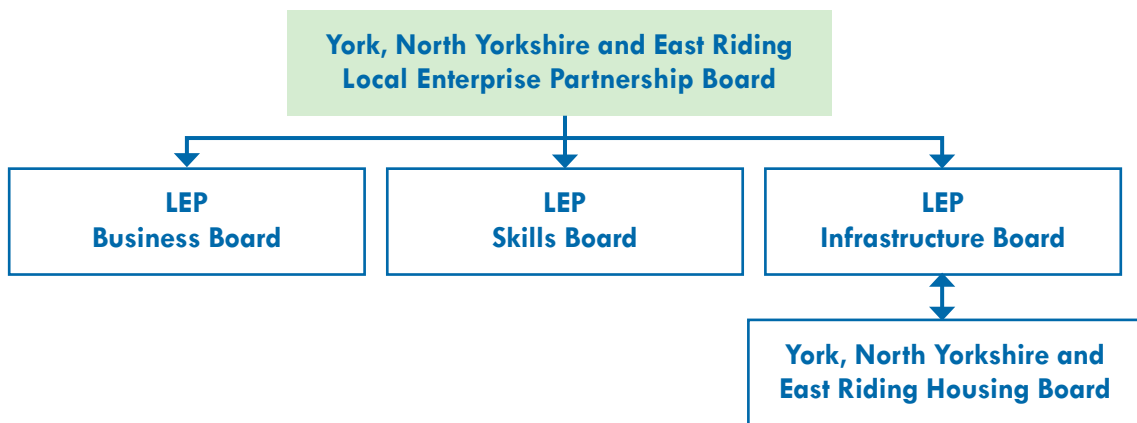
The overview and monitoring of the delivery of the proposals set out in this document will be taken forward by the Housing Board, covering York, North Yorkshire and East Riding, working closely with the LEP Board/LEP Infrastructure Board. The delivery of the actions set out as part of this strategy and the LEP Growth Deal is heavily reliant on the Housing Board and its sub groups maintaining strong relationships with a wide range of partners, including house builders, Registered Providers, Local Authorities and a range of public and private service providers.

The Housing Board is well placed to continue to work with public and private sector housing providers to ensure in future that public funding and private investment are utilised in the most effective way in our housing markets and communities, against the priorities set out below. There is a good track record

of affordable housing delivery and partnership working, supporting two successful strategic housing partnerships in North Yorkshire and Humber as a foundation for this.

### ■ Governance

Our governance structure is headed by the Housing Board. The strategic responsibility for delivery of the Priorities and Proposals set out above lies with the York, North Yorkshire and East Riding Housing Board. The Board has a direct link from the constituent local authorities and into the York, North Yorkshire and East Riding LEP. The Board is responsible for developing an annual action plan and undertaking monitoring against the targets set out in that action plan. The Board will also will scrutinise and challenge any areas of underperformance and look to ways to mitigate this.



The York, North Yorkshire and East Riding Housing Board is made up of political representatives from:

- Craven District Council (Chair)
- Ryedale District Council
- East Riding of Yorkshire Council
- Selby District Council (Vice Chair)
- Hambleton District Council
- Scarborough Borough Council
- Harrogate Borough Council
- City of York Council
- Richmondshire District Council
- North York Moors National Park Authority
- North Yorkshire County Council
- Yorkshire Dales National Park Authority

The recent changes in the role of the Housing Board as part of the development of the LEP Strategic Economic Plan and the relationship with the LEP Infrastructure Board, as well as the wider remit in terms of enabling increased housing supply across all tenures, means that the Board now also includes representatives nominated by the Homebuilders Federation (HBF) and the National Housing Federation (representing Registered Providers). The representatives (as of 1st April 2015) are Barratt Homes (Yorkshire), York Housing Association and Broadacres Housing Association.

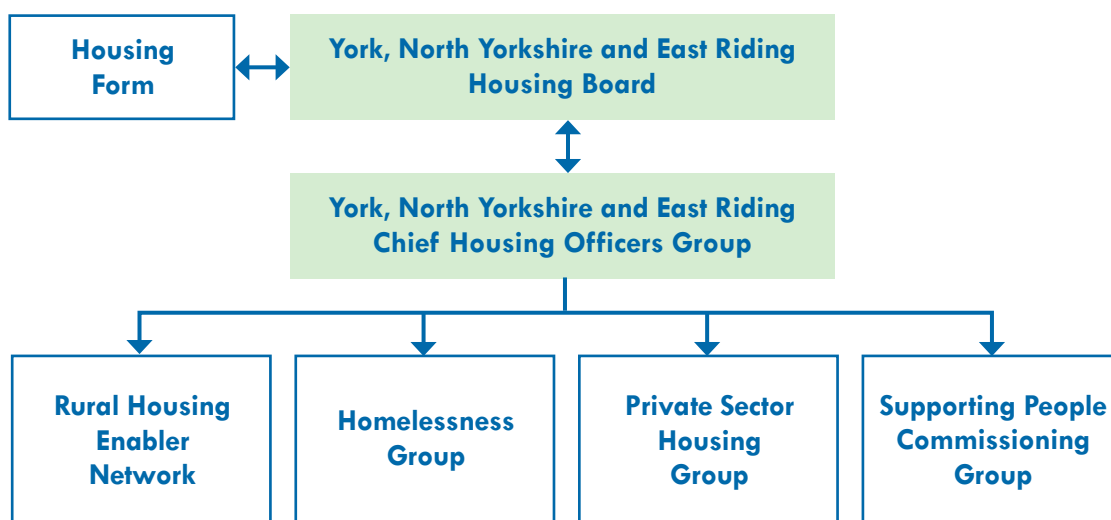
The Homes and Communities Agency (HCA) and our Health and Well Being Boards are also represented. They act in an advisory capacity but do not have voting rights. The Housing Board

has the experience and maturity to guide housing investment and to work with key stakeholders to deliver housing priorities and feed into the LEP Infrastructure Board on housing matters as part of the LEP 'Local Growth Team'.

Changes to the membership of the Board, terms of reference, agendas and minutes of meetings will be published on regularly on our website at:

[nycyerhousing.co.uk](http://nycyerhousing.co.uk) 

The Board is supported in delivering specific Priorities and Proposals by several officer groups as set out below. The role and make up of these groups is set out in more detail in Appendix 3.



## ■ Resources - Funding

Although public funding for housing is currently limited, the York, North Yorkshire and East Riding LEP Growth Deal awarded approximately £21m to front fund infrastructure to unlock large housing sites via a combination of grant and recoverable investment. Further investment will come from the Leeds City Regional and Humber LEPs, and from the HCA in the form of funding from programmes including the Large Sites Infrastructure Programme and Local Growth Fund (Housing and Infrastructure) and the Builders Finance Fund. The Help to Buy scheme has also had a significant impact on the housing markets in our area and the demand for new homes. As part of the initial 'firm' allocations of housing investment from Central Government via the Affordable Homes Programme (AHP) from 14/15 onwards, RPs and Local Authorities in the area have also been awarded approximately £19m by the HCA to deliver new affordable homes, supported housing, bring empty homes back into use and provide traveller pitches. We expect that more will come forward from bids to the AHP and other HCA programmes through the process of Continuous Market Engagement through 2014/15 and beyond. House Builders and Registered Providers will invest from their own lending and reserves and further investment will come from Local Authorities, including the use of commuted sums and New Homes Bonus and from other programmes such as Help to Buy, Disabled Facilities Grants, Local Infrastructure Funding and energy efficiency improvements.

To continue to deliver our ambitions and priorities it is important that we achieve value for money and continue to lever private sector and alternative funding as future Government capital allocations are likely to continue to reduce, particularly if currently funded priorities are not delivered in the required timescales.

## ■ Resources - Staffing and Delivery

The actual delivery of housing and investment is through many formal and informal partnerships and individuals. These include housebuilders, local authorities, housing associations, the third sector, local land and estate agents, individuals and the private sector. Major programmes of investment such as the delivery of new affordable homes are overseen and facilitated by bodies such as the HCA.

Staffing capacity for sub-regional working within individual local authorities is limited because of the size and nature of the partner organisations. However, the sub-region has a good track record of partnership working and sharing expertise through specialist groups as described above. Sub-regional partners jointly employ a small staffing team including Rural Housing Enablers and a Housing Strategy Manager to support, manage, administer and deliver key areas of work and represent and champion York, North Yorkshire and East Riding at regional and national groups and events.



The Chocolate Works, York

# 7

## Risks and Mitigation

The Action Plan for each year will include an assessment detailing the risks of not delivering each element of the plan and mitigating actions. Whilst some elements of delivery are outside the direct control of the Board, the action plan strives to better manage and, wherever possible, mitigate, risks to ensure the best chance of successful delivery.

One of the main areas of risk is in relation to the Growth Deal aim to double the rate of house building across the LEP area by 2021. The delivery of this aim relies on many factors, including:

- a supply of land with allocated for housing development/planning permission
- the financial capacity of the house building sector
- the required infrastructure to enable development, such as utilities and transport
- the capacity of the construction industry and the supply of skills, labour and materials
- the availability of mortgages in the owner occupied sector
- national housing and planning policies
- the continued stability of the local, national and global economy throughout the lifetime of the plan.

The Housing Board is taking steps to understand and mitigate the risks associated with these factors where it is able. Initially, this has involved bringing private house builder representation onto the Board to ensure that members are aware of market issues and what they can do to assist delivery. In addition the Board is working with the LEP to develop and improve relationships with house builders of all sizes and with RPs to set out the aims of the Strategy and the opportunities that brings. The Growth Deal funding for the four strategic housing sites is focussed on providing infrastructure to enable delivery and we will continue our focus on

identifying opportunities of this type and working with the LEPS in our area. Each annual housing action plan will include steps which the Board and its partners can take to encourage and support housing delivery across all tenures.

In relation to the need for a supply of sites with planning permission, the membership of the Housing Board was reviewed in 2014 to ensure that elected members and officers covered a mix of housing and planning areas, for example the current Chair is also the Leader of Craven District Council, Vice Chair of Policy Committee and the Lead Member for Affordable Housing. As well as local efforts by Board and Chief Housing Officer Group members to work to get Local Plans in place, we will also work closely with the North Yorkshire Planning Officers Group and the Development Plans Forum to understand and support the progress towards adopted plans. Where there are delays or challenges in adopting Local Plans we will also work together to manage the impact on housing delivery. The Board will also lobby and respond to Government consultations on policy areas which impact on the delivery of this strategy.

### ■ Review

This Strategy sits alongside the Strategic Economic Plan of the York, North Yorkshire & East Riding LEP and, as such, covers the same period from 2015 to 2021. The Board will develop, monitor and review annual action plans to delivery the priorities of this strategy. There may be a need for a light touch review mid-way through this strategy's lifetime and the Board will consider this in 2017/18.

### ■ Equalities Impact Assessment

An Equalities Impact Assessment (EIA) has been undertaken for the strategy and is available at:

[nycyehousing.co.uk](http://nycyehousing.co.uk) 

# 8

## Conclusions and Summary

This document has set out the main housing issues for the York, North Yorkshire and East Riding area and the challenges set out in the Local Growth Deal. From this, the Housing Board for the area has then developed and agreed a vision, priorities and proposals and will go on to develop sub regional and local annual action plans.

The issues and priorities and the document overall were developed in consultation with the Housing Board members, Housing Forum, Local Authorities, National Parks officer groups, the York, North Yorkshire & East Riding LEP house builders, and the HCA in Summer and Autumn 2014. Details of the consultation are set out in Appendix 4.

This Strategy was formally adopted by the York, North Yorkshire and East Riding Housing Board in April 2015. It will be published on our website at:

[nycyerhousing.co.uk](http://nycyerhousing.co.uk) 

and on the websites of the member organisations. Annual Reports of progress and any subsequent amendments will also be consulted on and published on the website.

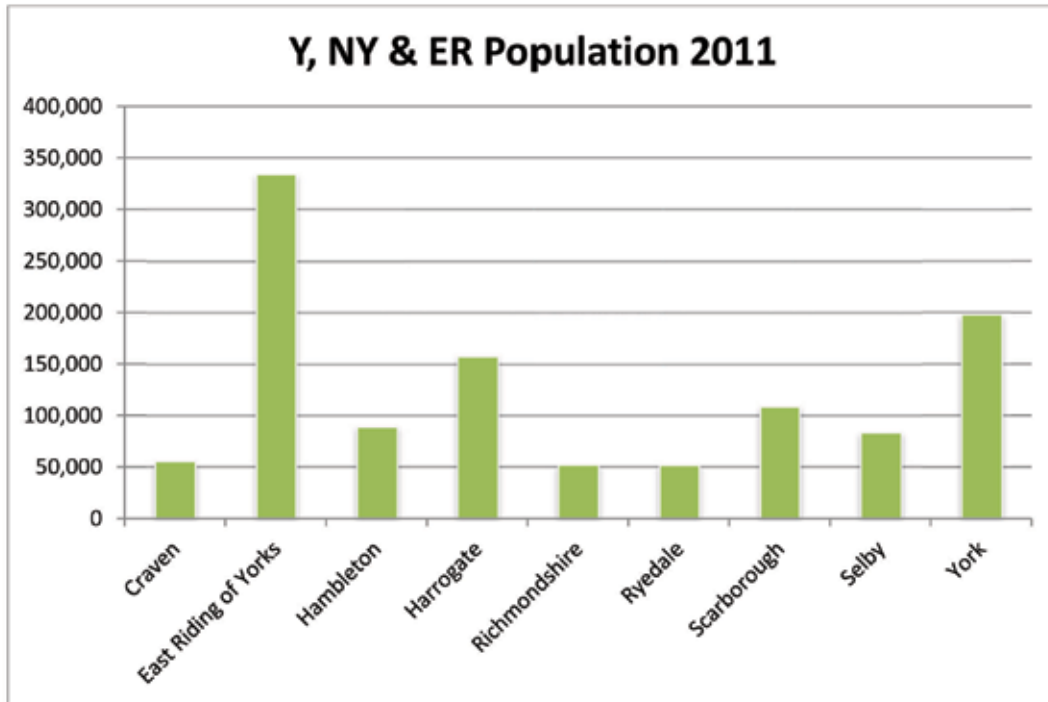


Farndale Housing Development

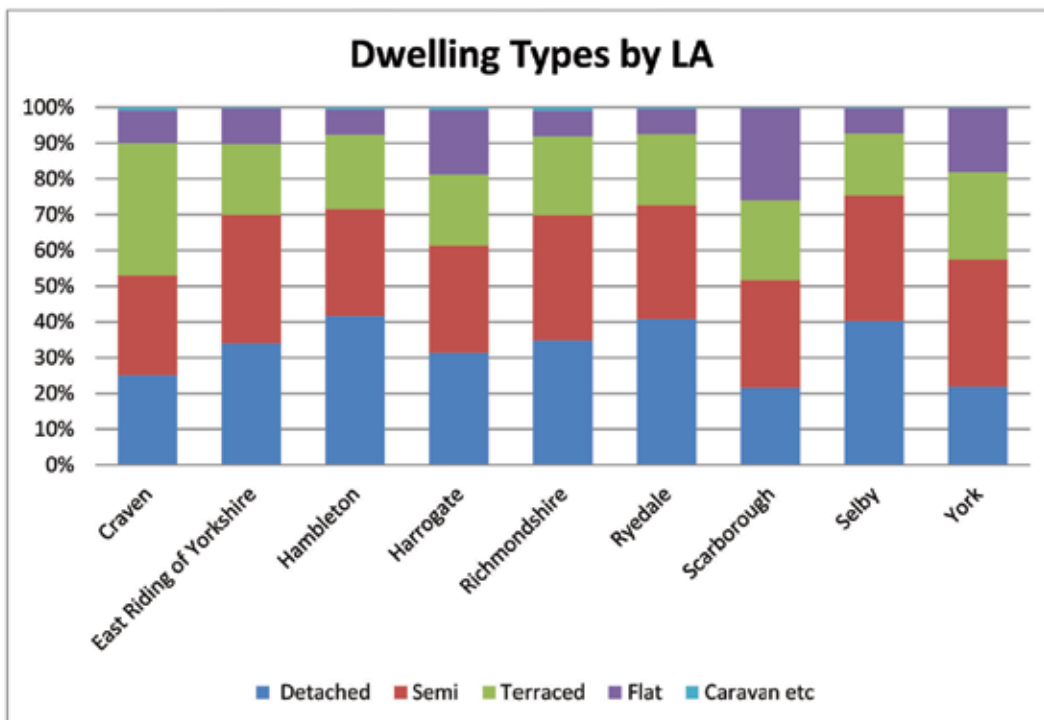


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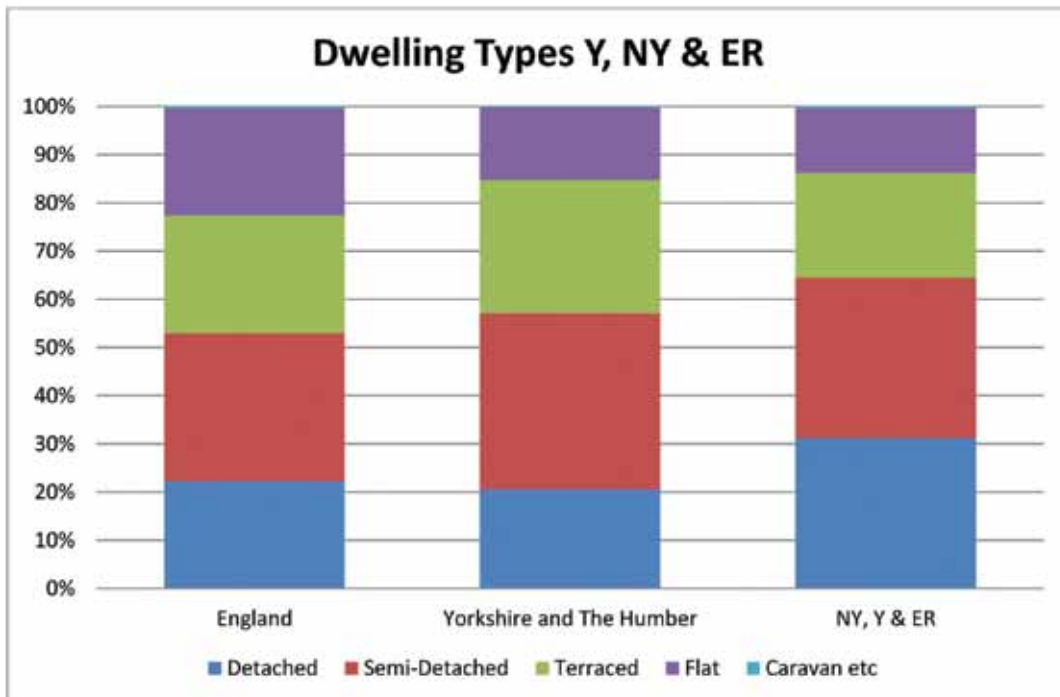
## Social and Housing Stock Data for York, North Yorkshire and East Riding



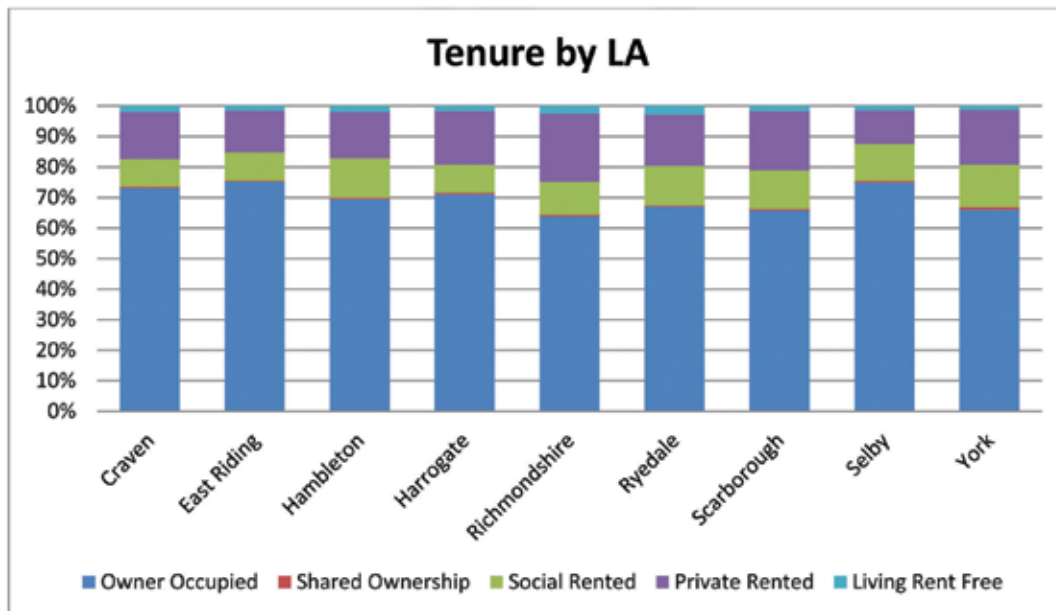
Source: ONS Census 2011



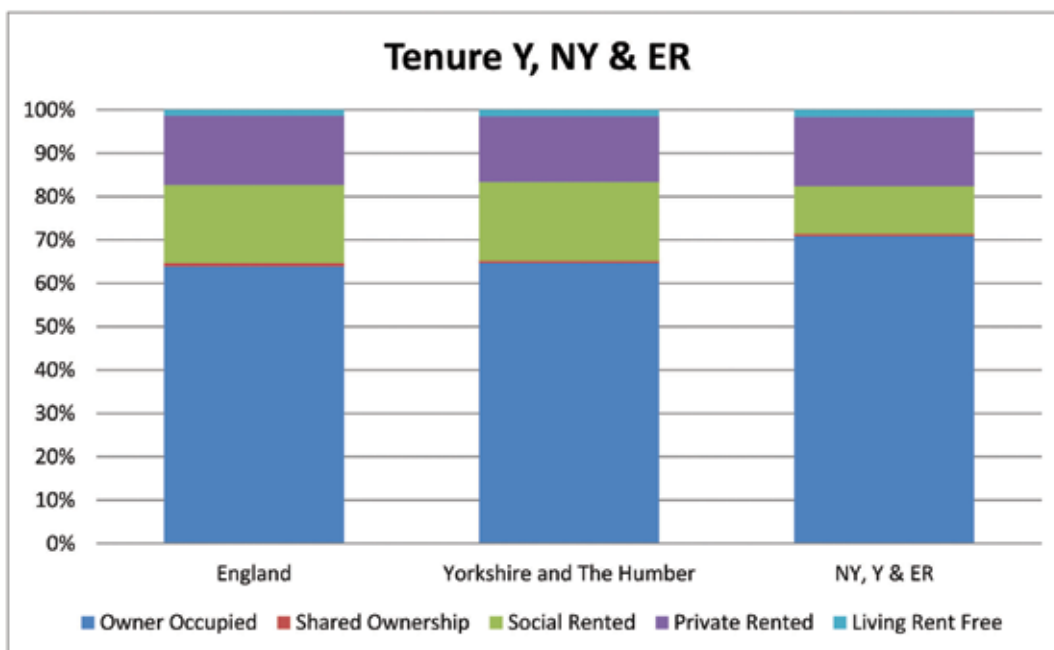
Source: ONS Census 2011



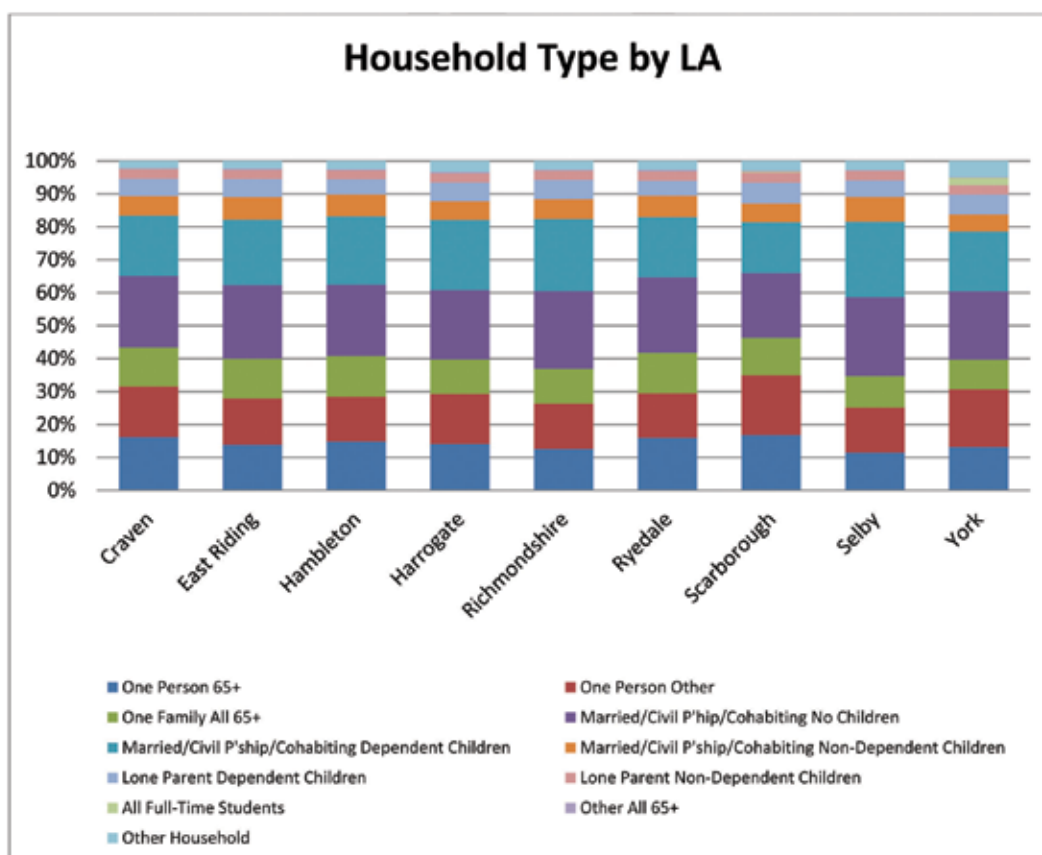
Source: ONS Neighbourhood Statistics



Source: ONS Neighbourhood Statistics

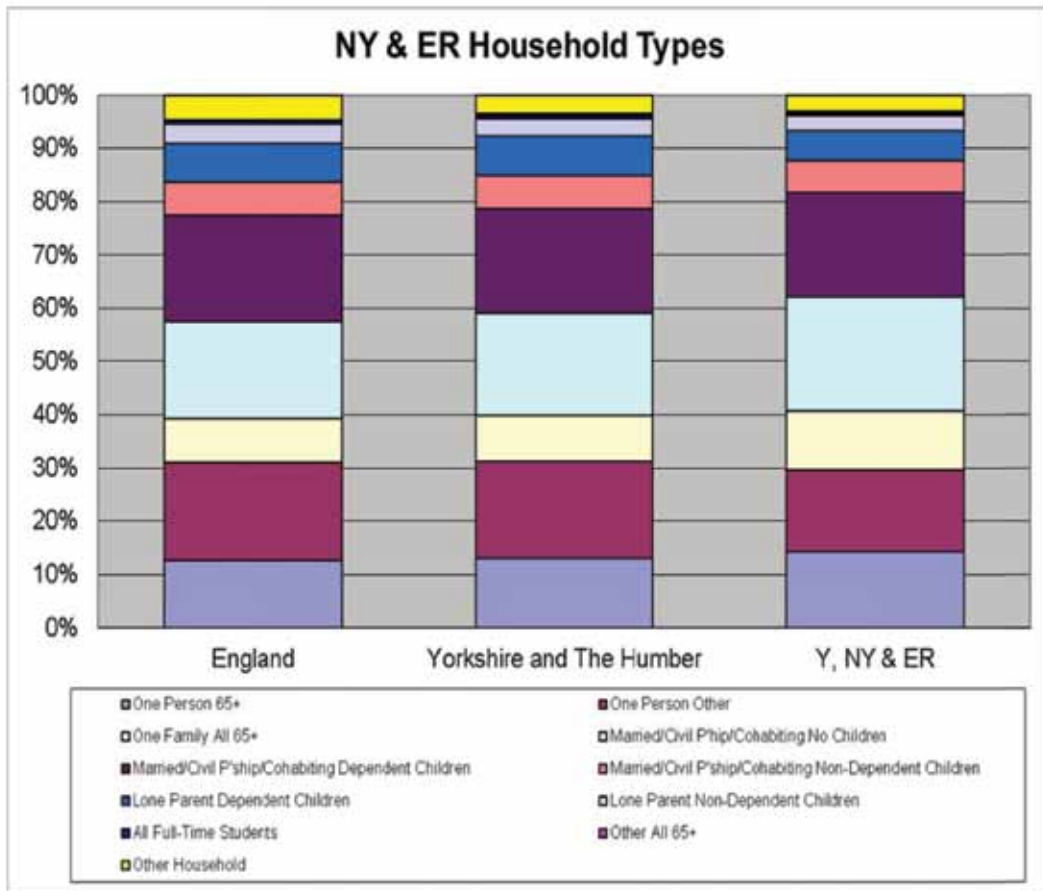


Source: ONS Neighbourhood Statistics

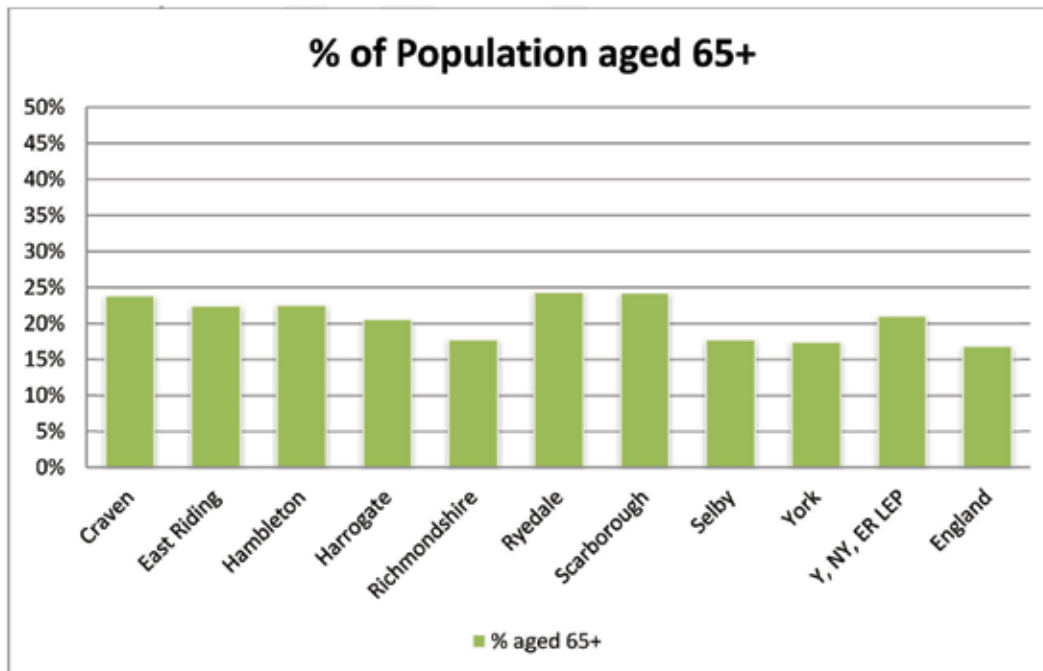


Source: ONS Neighbourhood Statistics





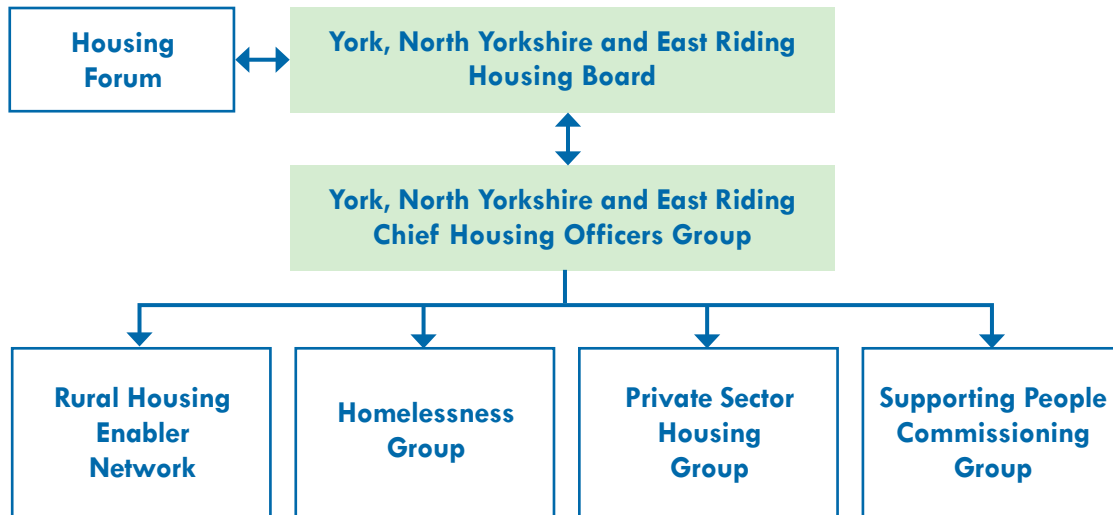
Source: ONS Neighbourhood Statistics



Source: ONS Neighbourhood Statistics

# A2

## Sub Regional Technical Groups



### ■ Housing Forum

The Housing Forum comprises Council Members and officers and representatives from a wide range of housing and support providers within the sub-region. It provides a sounding board through which The Board and other groups consult on key policy documents and initiatives as well as being a vehicle for promoting and sharing good practice and innovation. Its views are reported to the Housing Board and it currently Chaired by the Housing Board Vice Chair.

The Forum will perform an important role in supporting the development and delivery of the Action Plan. It will advise and feed back on performance and flag up areas that require review in the light of changing policy or good practice.

### ■ Officer Groups Chief Housing Officers Group

The Chief Housing Officers Group provides technical support and advice to the Board. It comprises Chief Housing Officers from all the local authorities, plus

representatives from North Yorkshire County Council, the two National Parks, the Homes and Communities Agency, the Health and Well Being Boards and housing association representatives. It is responsible for identifying new initiatives, championing good practice, ensuring that accurate performance and monitoring information is reported to the Board, responding to new challenges and delivery issues as they arise. It also plays a key role in liaising with colleagues from other disciplines both within their own local authorities and through other sub-regional groups such as the Development Plans Forum and Planning Officers Group.

This Group is further supported by specialist technical groups - the Homelessness Group, Private Sector Housing Group, the North Yorkshire Rural Housing Enabler Network and the Supporting People Commissioning Group, which each have responsibility for driving forward aspects of the strategy and key actions related to their area of expertise and identified in the Action Plan, as well as carrying out more detailed monitoring to ensure delivery. There is a Chief Housing Officer representative on each of these groups.

### **Homelessness Group**

**Role: to increase homelessness preventions through joint working and sharing best practice.**

**Attended by: Housing Options Team Leaders from each Local Authority and County Council.**

### **Private Sector Housing Group**

**Role: To improve the quality of our housing stock and work with the private sector**

**Attended by: Local Authority Private Housing lead officers**

### **Rural Housing Enabler Network**

**Role: to increase the supply of Rural Affordable Housing.**

**Attended by: Local Authority and Registered Providers who are funding partners of the Network.**

### **Supporting People Commissioning Group**

**Role: To manage and oversee the locally ring fenced budget for housing related support services in North Yorkshire and services that are managed in partnership.**

**Attended by: NYCC, the District and Borough Councils, Probation and the Health community**

# A3

## Consultation Record

Date	Consultee(s)	Stage
<b>July/August 2014</b>	Housing/Planning Officers from each Local Authority and National Parks and Y, NY and ER LEP	Development of vision and priorities
<b>21 July 2014</b>	Briefing for Gypsy, Romas, Traveller, Showman sub group	
<b>5 Sept 2014</b>	Agenda item at Y, NY and ER Chief Housing Officers Group	
<b>10 Sept 2014</b>	Briefing at RHE Network Meeting	
<b>22 Sept 2014</b>	Topic of Housing Forum Agenda item at Housing Board	
<b>21 Oct 2014</b>	Briefing for Supporting People Commissioning Body and Homelessness Group	
<b>24 Oct 2014</b>	Presentation/workshop at North Yorkshire Partnership Conference	
<b>18 Nov 2014</b>	Agenda item at North Yorkshire Development Plans Forum	
<b>25 Nov 2014</b>	Briefing for Private Sector Group	
<b>28 Nov 2014</b>	Agenda item at Y, NY and ER Chief Housing Officers Group	
<b>8 Dec 2014</b>	Topic of Housing Forum Agenda item at Housing Board	
<b>Jan 2015</b>	Wider Partners - Publication on Website	Consultation Draft
<b>Feb 2015</b>	Agenda item at Harrogate and District Housing Forum	
<b>24 Feb 2015</b>	Agenda item at North Yorkshire Development Plans Forum	
<b>26 Feb 2015</b>	Agenda item at Home Builders' Federation Yorkshire Planning Meeting	
<b>3 March 2015</b>	Agenda item at NYCC Corporate Management Board	
<b>6 March 2015</b>	Agenda Item at Y, NY and ER Chief Housing Officers Group	
<b>16 March 2015</b>	Topic of Housing Forum Agenda item at Housing Board	

A4

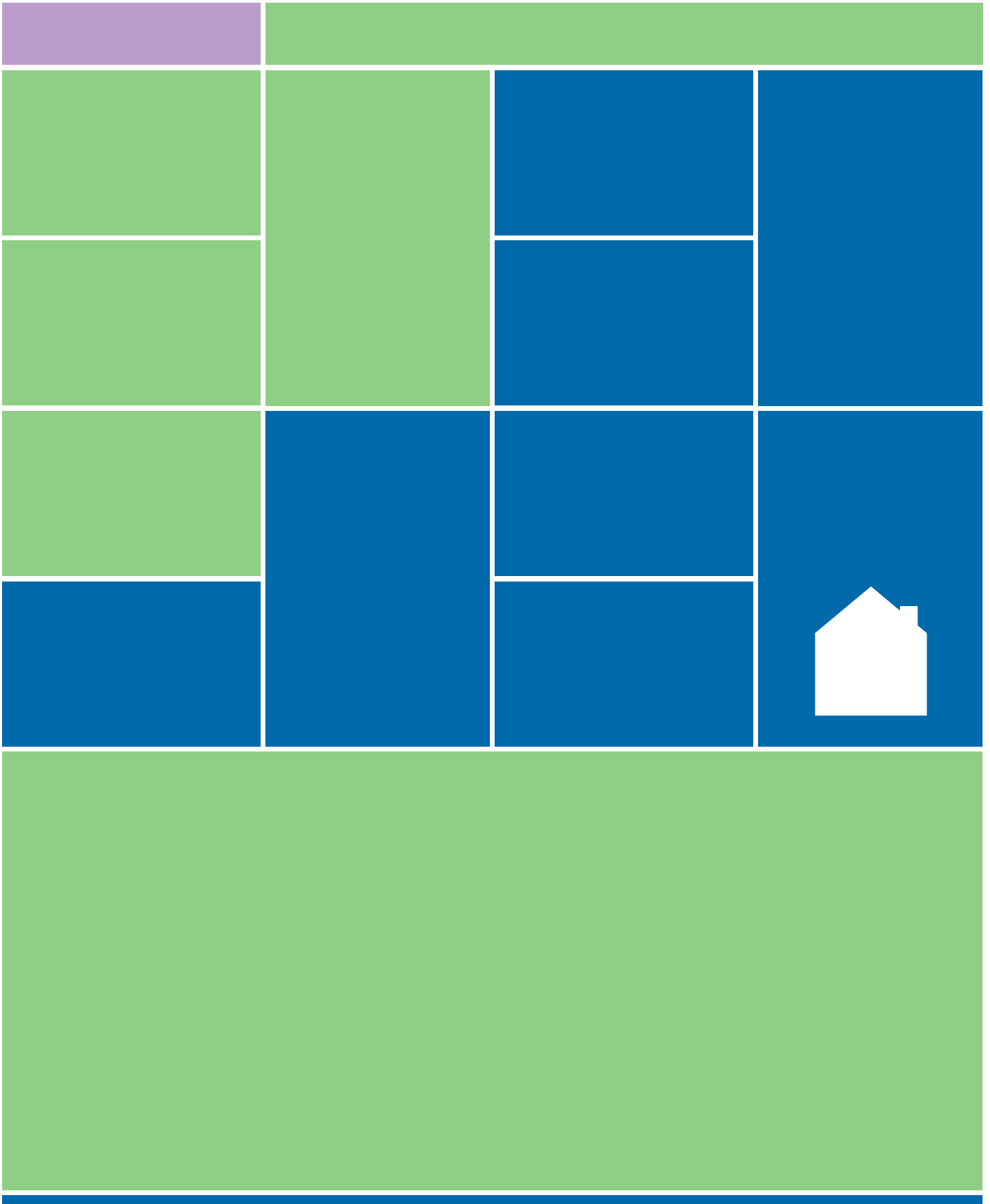
## Equalities Impact Statement (EIA)

**A full copy of the Equalities Impact Statement is available on request:**

[nycyerhousing.co.uk](http://nycyerhousing.co.uk) 

Notes





This information is available in alternative formats and languages