North Yorkshire Housing and Economic Development Needs Assessment

Final Report

Iceni Projects Limited on behalf of North Yorkshire Council

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1. Key Findings

This document was largely prepared in Summer/Autumn 2024 and, as such, the main body of the report does not reflect the current NPPF published in December 2024. However, Appendix 2 provides the key outputs of this report based on the latest version of the NPPF, and this is reflected in the Key Findings.

Housing

1.1 As of mid-2023, the population of North Yorkshire is estimated to be 627,600.

1.2 In the year to March 2024, the median house price in North Yorkshire was £262,500

1.3 The December 2024 NPPF Standard Method for assessing housing needs in North Yorkshire is 4,115 per annum.

1.4 The evidence indicates that there is an acute need for 2,458 affordable homes per annum in North Yorkshire. Consequently, affordable housing delivery should be maximised.

1.5 The analysis suggests there will be a need for both social and affordable rented housing. As social rents are more affordable and benefit a wider range of households, they could therefore be prioritised.

1.6 In all sectors, the analysis points to a particular need for smaller accommodation, with varying proportions of 3+-bedroom homes.

1.7 For rented affordable housing, there is a clear need for a range of different sizes of homes, including around 45% to have at least 3 bedrooms. This proportion could increase to around 65% for market housing.

1.8 Key findings concerning older people for the 2023-45 period include a need for around 7,200 additional sheltered housing units and around 3,900 additional extra-care units.

1.9 There is also a need for around 5,200 additional nursing and residential care bedspaces and 3,010 wheelchair accessible or adaptable dwellings.

Economy

1.10 As of 2023, total employment in North Yorkshire was 334,200 jobs, with relative strengths in manufacturing, agriculture and defence

1.11 Experian forecast a baseline growth of 7,271 jobs over the 2023-45 plan period.

1.12 However, a continuation of 10-year trends results in 48,620 additional jobs, while the labour supply scenarios could support a growth of up to 60,000 jobs.

1.13 We have undertaken a range of detailed modelling scenarios to consider the future employment land needs of the County, and **it is recommended that the North Yorkshire Council plan for an office need of 6.7 ha, an R&D need of 4.1ha and 342ha of industrial land**

1.14 This compares to a total committed supply of 432 ha. Although there is a slight, but surmountable, misalignment between the location of demand and the committed supply.

2. Executive Summary

This document was largely prepared in Summer/Autumn 2024 and, as such, the main body of the report does not reflect the current NPPF published in December 2024. However, Appendix 2 provides the key outputs of this report based on the latest version of the NPPF, and this is reflected in the Key Findings.

2.1 North Yorkshire Council has commissioned Iceni Projects to prepare a Housing and Economic Development Needs Assessment ("HEDNA").

2.2 This HEDNA aims to provide an evidence base on housing need and mix, as well as employment land, which will inform local planning policy.

Demographic and Housing Stock Baseline

2.3 As of mid-2023, the population of North Yorkshire is estimated to be 627,600.

2.4 Since 2011, North Yorkshire has grown by around 26,400 people (4.4%). This is a lower rate of growth than across the region (5.8%) and nationally (8.6%).

2.5 As of 2024, there were 308,950 dwellings in North Yorkshire. The number of dwellings increased by 7.2% between 2011 and 2021,

2.6 North Yorkshire has a relatively older population, with 48% of the population aged over 50 compared to 39% regionally and 38% nationally.

2.7 Detached houses are the most common in North Yorkshire, making up 33.8% of the housing stock, significantly higher than the region (21.6%).

2.8 North Yorkshire has a higher proportion of larger homes when compared to the region and nationally, with three-bedroom homes being the most common (39%),

2.9 Most households own their home in North Yorkshire (69%), which is significantly higher than the region (63.1%) and England (62.3%).

2.10 There is also a lower reliance on social renting (11.8%) compared to national (17.1%) and regional (17.3%) averages.

2.11 North Yorkshire has a significantly higher percentage of under-occupied homes at 45% of households, which is higher than the regional (37%) and national (36%) averages.

Housing Market Baseline

2.12 In the year to March 2024, the median house price in North Yorkshire was £262,500. This was above the regional (£197.500) but below the national (£287,500) median price. This trend is repeated across all dwelling types.

2.13 Median house prices across North Yorkshire were similar to the national median price between 2004 and 2011. Since 2011, growth nationally has been far greater than in North Yorkshire.

2.14 Prices in North Yorkshire have historically been greater than the region, but have increased less than the region and nationally since 2013.

2.15 In the sub-HMAs, prices on a CAGR basis have grown strongly in all areas but have grown fastest in Skipton between 2014 and 2024 at 4.6% per annum. The lowest CAGR in that period was seen in Northallerton and Thirsk at 2.7%.

2.16 New build properties are selling overall at an increasingly higher price compared to existing stock.

2.17 There were 7,800 property sales in North Yorkshire in the year to March 2024. This has been decreasing year on year since 2021, following the pandemic-related increases in activity.

2.18 Reflective of the stock, recent sales activity has been focused on larger typologies in North Yorkshire. All typologies have followed similar trends in activity since 2014, but with greater demand for detached homes during the pandemic years (2020 to 2022).

2.19 Within the sub-HMAs, Harrogate has seen the most sales activity since 2019, with Yorkshire Dales and North York Moors seeing the least activity.

2.20 Over the previous decade most sub-HMAs indicate a negative downward trend in sales activity aside from Harrogate, Northallerton and Thirsk and Ripon.

2.21 In terms of lower quartile prices in 2024, in North Yorkshire this was £187,500 which was significantly higher than the region (£140,000) but similar to the national lower quartile price (£190,000).

2.22 The affordability ratio in North Yorkshire in the year ending September 2023 was 8.79 which exceeds the regional (6.11) and national (8.26) ratios. The position has improved very slightly overall since September 2021 across all areas.

2.23 As of September 2023, the former Ryedale area has the worst affordability in North Yorkshire at a ratio of 10.8. The best affordability was in the former Scarborough area at 6.8.

Overall Housing Need

2.24 The July 2024 consultation Standard Method for assessing housing need takes the ‘need’ in North Yorkshire from 1,361 dwellings per annum up to 4,232 per annum – a 211% increase. A key reason for the

Government seeking higher housing figures is that worsening affordability is evidence that supply is failing to keep up with demand.

2.25 Although simple supply and demand economics would suggest that increasing housing supply would reduce prices/improve affordability (or reduce the rate of price rises), there is little evidence to suggest this has been the case in North Yorkshire.

2.26 Looking specifically at North Yorkshire, it is the case that affordability has not really changed over the last 17 years, and whilst the evidence of a link between delivery and affordability is very weak, this would point (under the Government's view) to delivery having been at least sufficient over this period – delivery averaging 2,300 dwellings per annum over this 17-year period (2006-2023).

2.27 We consider that the December 2023 standard method underestimates the need within North Yorkshire and, in particular, within Richmondshire, where the need is far too low to be seen as reasonable. This is also borne out by our analysis of more recent demographic trends.

2.28 If the higher figure of 4,232 dpa were delivered, then the Government considers this would help to resolve constrained household formation and provide opportunities for people to move to the area (additional in-migration).

2.29 In fact, data from the 2021 Census suggests that additional housing delivery has also seen a significant rise in the number of vacant homes which do nothing to improve household formation.

2.30 On balance, it is considered that a ‘housing need’ figure of 4,232 is perhaps too high for North Yorkshire, given past demographics and the requirements of the local economy.

2.31 If this level of homes were to be built, then net migration would be at unprecedented levels, as would out commuting if economic growth did not grow in tandem. More likely, if these homes were to be delivered,

they would simply be left vacant. Although, they would not be built if there was a lack of demand.

2.32 On the basis of the evidence, having also developed a series of trend-based projections and looked at the link between housing and economic growth, we conclude that **a housing need figure of around 2,500-3,000 dwellings per annum is reasonable**.

2.33 This figure is higher than we have estimated through past trend data (1,300 to 2,000 dpa) although when this is increased through adding the standard method affordability adjustment, the 5-year trend using the current method (December 2023) sits around the mid-point of this range (2,704 dpa).

2.34 The lower end of the range is broadly consistent with housing delivery over the last 10 years (2,600 dpa), and the higher end of the range is also broadly consistent with recent delivery (3,100 dpa). Although noting that this higher figure looks to be due to higher delivery in Harrogate and Hambleton, related to the adoption of their new Local Plans and also potential pandemic influences driving in-migration from urban areas.

2.35 This range is also around double the December 2023 Standard Method figure (1,361 dpa) and would be projected to drive above-trend levels of population growth, including in the economically active population, and could therefore be seen as a positive level of growth which could be deliverable.

2.36 While the July 2024 consultation standard method would be even more positive, a delivery figure of 4,232 per annum has not been achieved in North Yorkshire in any year going back to at least 2001/02.

Affordable Housing Need

2.37 The analysis has taken account of local housing costs (to both buy and rent) along with estimates of household income.

2.38 The evidence indicates that there is an acute need for affordable housing in the Council area (1,823 per annum) and a need in all sub-areas.

2.39 The majority of need is from households who are unable to buy OR rent and therefore points particularly towards a need for rented affordable housing rather than affordable home ownership.

2.40 Despite the level of need being high, it is not considered that this points to any requirement for the Council to increase the Local Plan housing requirement due to affordable needs.

2.41 The link between affordable need and overall need (of all tenures) is complex and in trying to make a link it must be remembered that many of those picked up as having an affordable need are already in housing (and therefore do not generate a net additional need for a home).

2.42 In addition, the private rented sector is providing benefit-supported accommodation for many households. That said, the level of affordable need does suggest the Council should maximise the delivery of such housing at every opportunity.

2.43 The analysis suggests there will be a need for both social and affordable rented housing – the latter will be suitable, particularly for households who are close to being able to afford to rent privately and possibly also for some households who claim full Housing Benefit.

2.44 It is however clear that social rents are more affordable and could benefit a wider range of households – social rents could therefore be prioritised where delivery does not prejudice the overall delivery of affordable homes.

2.45 The study also considers different types of AHO (notably First Homes and shared ownership) as each may have a role to play. Shared ownership is likely to be suitable for households with more marginal affordability (those only just able to afford to privately rent) as it has the advantage of a lower deposit and subsidised rent. More generally, there was no evidence of a need for First Homes or discounted market housing.

2.46 Given the cost of housing locally, it seems very difficult for affordable home ownership products to be provided and be considered as 'genuinely affordable' (particularly for larger (3+-bedroom) homes. This again points to the need for the Council to prioritise the delivery of rented affordable housing where possible.

2.47 In deciding what types of affordable housing to provide, including a split between rented and home ownership products, the Council will need to consider the relative levels of need and also viability issues (recognising for example that providing AHO may be more viable and may therefore allow more units to be delivered, but at the same time noting that households with a need for rented housing are likely to have more acute needs and fewer housing options).

2.48 Overall, the analysis identifies a notable need for affordable housing, and it is clear that the provision of new affordable housing is an important and pressing issue in the area.

2.49 It does however need to be stressed that this report does not provide an affordable housing target; the amount of affordable housing delivered will be limited to the amount that can viably be provided. The evidence does, however suggest that affordable housing delivery should be maximised where opportunities arise.

Housing Mix

2.50 Analysis of the future mix of housing required takes account of demographic change, including potential changes to the number of family households and the ageing of the population.

2.51 The proportion of households with dependent children in North Yorkshire is below average, with around 24% of all households containing dependent children in 2021 (compared with around 28% regionally and 29% nationally).

2.52 There are notable differences between different types of households, with married couples (with dependent children) seeing a high level of owner-occupation, whereas lone parents are particularly likely to live in social or private rented accommodation.

2.53 There are a range of factors which will influence demand for different sizes of homes, including demographic changes; future growth in real earnings and households' ability to save; economic performance and housing affordability.

2.54 The analysis linked to future demographic change concludes that the following represents an appropriate mix of affordable and market homes, this takes account of both household changes and the ageing of the population as well as seeking to make more efficient use of new stock by not projecting forward the high levels of under-occupancy (which is notable in the market sector).

2.55 In all sectors the analysis points to a particular need for smaller accommodation, with varying proportions of 3+-bedroom homes. For general need rented affordable housing, there is a clear need for a range of different sizes of homes, including 45% having at least 3 bedrooms of which 10% should have at least 4 bedrooms.

2.56 Our recommended mix is set out in the table below.

Table 2.1 Recommended Housing Mix

	Market	Affordable home ownership	Affordable housing (rented)	
			Under 65	65 and over
1-bedroom	10%	15%	20%	50%
2-bedrooms	35%	45%	35%	40%
3-bedrooms	40%	35%	35%	
4+-bedrooms	15%	5%	10%	

Source: Iceni Analysis

2.57 The strategic conclusions in the affordable sector recognise the role which delivery of larger family homes can play in releasing a supply of smaller properties for other households. Also recognised is the limited flexibility which 1-bedroom properties offer to changing household circumstances, which feed through into higher turnover and management issues. The conclusions also take account of the current mix of housing by tenure and the size requirements shown on the Housing Register.

2.58 The mix identified above could inform strategic policies although a flexible approach should be adopted. For example, in some areas, affordable housing registered providers find difficulties selling 1-bedroom affordable home ownership (AHO) homes and therefore the 1-bedroom elements of AHO might be better provided as 2-bedroom accommodation. That said, given current house prices, there are potential difficulties in making (larger) AHO genuinely affordable.

2.59 Additionally, in applying the mix to individual development sites, regard should be had to the nature of the site and character of the area, and up-to-date evidence of need as well as the existing mix and turnover of properties at the local level. The Council should also monitor the mix of housing delivered.

Private Rental Sector

2.60 In 2024, overall median rental costs were £695 per calendar month. Rental prices are generally higher than the regional median (£650) but remain below the national average (£850).

2.61 Rental costs increased by 40% between 2013/14 and 2022/23. This growth is higher than the regional trend indicating a strong rental market.

2.62 Between 2011 and 2021, the number of households privately renting in North Yorkshire grew by 19%.

2.63 Single-person households are over-represented in PRS, comprising 31% of private rented households but only 14% of all households.

2.64 North Yorkshire's private rental stock has a greater proportion of three- and four-bedroom homes compared to national averages.

2.65 At around 260 units as of 2021, HMOs make up a very small share of North Yorkshire's housing stock (2%).

Housing for older people and those with a disability

2.66 North Yorkshire has an older age structure than seen regionally or nationally, but lower levels of disability compared with the national average.

2.67 The older person population shows high proportions of owner-occupation and particularly outright owners who may have significant equity in their homes (75% of all older person households are outright owners).

2.68 The older person population is projected to increase notably moving forward. An ageing population means that the number of people with disabilities is likely to increase substantially. Key findings for the 2023-45 period include:

- a 36% increase in the population aged 65+ (potentially accounting for 74% of total population growth);
- a 67% increase in the number of people aged 65+ with dementia and a 54% increase in those aged 65+ with mobility problems;
- a need for around 6,100 additional housing units with support (sheltered/retirement housing) – around 90% in the market sector;
- a need for around 3,600 additional housing units with care (e.g. extra-care) – the majority (around 80%) in the market sector;

- a need for additional nursing and residential care bedspaces (around 4,500 in the period); and
- a need for around 2,750 dwellings to be for wheelchair users (meeting technical standard M4(3)).

2.69 This would suggest that there is a clear need to increase the supply of accessible and adaptable dwellings and wheelchair-user dwellings as well as providing specific provision of older persons housing.

2.70 Given the evidence, the Council could consider (as a start point) requiring all dwellings (in all tenures) to meet the M4(2) standards and around 5% of homes meeting M4(3) – wheelchair user dwellings in the market sector (a higher proportion of around 10% in the affordable sector).

2.71 Where the authority has nomination rights, the supply of M4(3) dwellings would be wheelchair-accessible dwellings (constructed for immediate occupation) and in the market sector, they should be wheelchair-user adaptable dwellings (constructed to be adjustable for occupation by a wheelchair user).

2.72 It should however be noted that there will be cases where this may not be possible (e.g. due to viability or site-specific circumstances) and so any policy should be applied flexibly.

2.73 In framing policies for the provision of specialist older persons accommodation, the Council will need to consider a range of issues. This will include the different use classes of accommodation (i.e. C2 vs. C3) and requirements for affordable housing contributions (linked to this the viability of provision).

2.74 There may also be some practical issues to consider, such as the ability of any individual development to have mixed tenure given the way care and support services are paid for.

The Needs of Other Specific Groups

Service Personnel

2.75 The most recent Ministry of Defence (MOD) statistics suggest that there are 12,240 service personnel stationed in North Yorkshire

2.76 The DIO would like the Council to support their ambitions to grow Catterick and achieve a mixed and balanced community which will support military operational needs.

2.77 This includes delivering service family accommodation to address changes in eligibility

2.78 There are nearly 30,000 veterans in North Yorkshire which equates to 5.8% of the population aged over 16.

2.79 The latest homelessness data suggests that 2% of households that presented themselves as Homeless in North Yorkshire had served in the forces.

Students

2.80 Coventry University has a campus in Scarborough which has between 700 and 800 students, the vast majority of which are full-time students.

2.81 The University's goal is to increase the student role by another 1,000 students to 1,800 students. But they will only be able to do this by attracting more out-of-area students, and they will only be able to do that if they provide a suitable accommodation offer.

2.82 The university believes that the development of around 200 bedspaces would help them achieve this level of growth. The Council should work with the University and the private sector to identify and allocate a suitable site(s) for this.

Custom and Self-Build

2.83 To date, the North Yorkshire register has a total of 53 entries. However, the aggregate of the legacy authority register had an average annual entry of 175 people although this was on a downward trend.

2.84 This average indicates the future need for plots, although the actual requirement will depend on the numbers entering the register.

2.85 The data above is a gross need, and the Council will need to permit an equivalent number of suitable plots to meet this need and any future entries onto the register, minus any historic delivery.

Children's Care Homes

2.86 The Council's Sufficiency Strategy shows that the population of Children in Care has increased over 2022/23, with 448 Children in Care as of 31st March 2023.

2.87 This is an increase of 4.2% over the past 5 years – a much smaller rate of growth than the 9% reported nationally.

2.88 The Children's team officers noted that the increase in demand for Children's Social Care will inevitably lead to increased demand for placements, potentially putting additional demand on the North Yorkshire placement sufficiency.

2.89 The Council's goal is to acquire or build a third hub in the south of the County (potentially around Selby), with preferences for locations with educational and health options.

2.90 There will also be a need for supported accommodation for young adults leaving care and the Council should work with Registered Providers to explore opportunities to provide this through developer contributions and in the existing stock.

Local Economic Baseline

2.91 As of 2023, total employment in North Yorkshire was 334,200 jobs. Employment in the County grew strongly from 1999 to 2018 at an average rate of 1.2%, before declining in 2018-21 by 10,200 jobs. Since then, 6,800 jobs have been recovered.

2.92 North Yorkshire has a higher concentration of employment in manufacturing, motor trades, agriculture, forestry and fishing; health and public administration and defence in comparison to England.

2.93 Over the past 10 years the sectors that have seen the greatest growth in percentage terms are the manufacture of pharmaceuticals, manufacture of transport equipment, administrative and support services and land transport storage and post. The table below summarises the Strengths, Weaknesses, Opportunities and Threats for North Yorkshire's Local Economy.

Table 2.2 SWOT Analysis

Strengths	**Weaknesses**
• Low unemployment, low claimant count and high job density • High business survival rates • High educational attainment • Increasing productivity levels • Strong tourism economy driven by National Parks and the coast • Strong manufacturing cluster, especially within food manufacturing	• Residents out-commuting for higher-value jobs • Low worker earnings • Weak office sector outside of Harrogate
Opportunities	**Threats**
• Growth potential in the high-opportunity sectors of Agri-tech, Industrial Biotechnology, Healthy Ageing, Manufacturing, Rail and Creative and Digital • Strong agricultural sector provides an opportunity for Agri-tech innovation • Promote high-skilled / advanced manufacturing away from lower-skilled jobs	• Challenging business environment (high energy costs, general inflation and potentially reduced spending) may lead to a reduction in business survival rates and already low business formation rates. • Ageing population

Commercial Property Market

North Yorkshire Industrial Market

2.94 North Yorkshire has approximately 3.3 million sq.m of industrial space, with significant concentrations in Sherburn in Elmet, Northallerton and Thirsk.

2.95 Industrial floorspace has seen an average annual growth of 0.6% over the past decade.

2.96 However, the industrial market is constrained by limited available floorspace, the lack of available land for development, funding issues, and high build costs.

2.97 This has resulted in a supply crunch, particularly for smaller units and a challenging environment for new development.

2.98 This dynamic is expected to continue as companies seek spaces that meet evolving operational and environmental standards.

2.99 Demand is mainly concentrated along key transport routes such as the A1(M), A19 and M62, with a notable interest in quality spaces due from tightening environmental standards.

North Yorkshire Office Market

2.100 North Yorkshire has 397,000 sq.m of office space with most in Harrogate.

2.101 Office space has been declining since 2014 (-0.6% annually), largely due to residential conversions.

2.102 New development is also limited due to low rent levels; larger occupiers are increasingly focused on energy-efficient and flexible spaces.

2.103 The North Yorkshire office market has also seen a slight increase in vacancy rates, but rents have been stable over the past year.

2.104 Demand is concentrated in smaller spaces, driven by public sector needs, especially in Harrogate which is where the supply is located.

Employment Outlook

2.105 The Experian baseline forecast shows an overall growth of 7,271 jobs over the 2023-45 plan period. This will take the form of a decline in employment up to 2027, followed by consistent growth, there on.

2.106 In absolute terms, accommodation and food services, health, professional services and land transport are expected to see the most significant employment growth.

2.107 There are large forecast declines in the manufacturing of food, drink and tobacco, other private services, public administration and defence and agriculture.

2.108 Forecast growth under the Experian baseline forecast is lower than the 10 and 20-year historic trend.

2.109 A continuation of the last 10-year and 20-year trends leads to a future outcome in 2045 of 48,620 and 56,350 additional jobs respectively.

2.110 This compares to a labour supply scenario linked to housing growth, which shows that a growth of 44,000-60,000 additional jobs could be supported.

Employment Land Need

2.111 We have undertaken a range of detailed modelling scenarios to consider the future employment land needs of the County. These include labour demand, labour supply, gross and net completions and absorption trends.

2.112 The modelling produces a range of need for offices of 0.4 – 24.4ha with the VOA model at the lower bound and the labour supply (60,000 scenario) at the upper bound.

2.113 **It is recommended that North Yorkshire plan for an office need of 6.7ha,** deduced from the labour demand model adjusted for home working.

2.114 While this is a low output, it is likely to be the most realistic, taking into account the current and foreseeable market conditions. A more optimistic position would be the 20ha historic labour demand model which aligns with the net absorption rate.

2.115 For R&D, it is recommended that 4.1 ha is planned for, (derived from the labour demand model) reflecting the opportunity to capture spin-out and scale-up business emerging from university research in York and existing bio-tech clustering in Harrogate.

2.116 For industrial employment land, the modelling provides a range of 43.5ha to 342.4ha with the labour demand model at the lower bound and the gross completions at the upper bound.

2.117 The labour demand model can be discounted due to a weakening jobs-to-industrial floorspace relationship which underestimates industrial land need.

2.118 Given agent feedback regarding historic industrial under-supply it is appropriate to discount the net absorption model which may be affected by suppressed demand.

2.119 **It is therefore recommended that North Yorkshire plans for 342ha of industrial land as deduced by the gross completions model.**

2.120 Although this is the highest model it is considered appropriate due to commercial market conditions of low vacancy across the whole county – except Sherburn in Elmet - and a long-term lack of industrial sites restricting occupier choice and market churn.

Supply and Demand Assessment

2.121 The supply position consists of existing allocations, extant employment permissions and vacant land within existing employment sites identified within the site assessments.

2.122 There is a total of 11 ha of office, 0 ha of R&D, 28 ha industrial, 19ha of warehouse and 374 ha of mixed-use land. The total supply is 432 ha.

2.123 The table below shows the demand-supply balance for the 2023-45 period.

Table 2.3 Demand Supply Balance 2023-45

	Office	R&D	Industrial (Factory)	Warehousing	Mixed Industrial	Total
Need (Ha)	7	4	171	171	-	353
Supply	11	0	28	19	374	432
Residual	+4	-4	-143	-152	+374	+79

Source: Iceni analysis

2.124 There is a small oversupply of land for office use of 4ha; however, a significant proportion of the supply is concentrated in ancillary offices that sit alongside industrial space rather than traditional office premises.

2.125 In light of this, office employment land is broadly balanced; however, replacement of older stock may still be required.

2.126 There is a small shortfall of R&D employment land of 4ha.

Whilst the table shows a shortfall for industrial and warehousing land individually, this is because supply is concentrated in mixed-use industrial permissions and allocations, which cannot be separated out.

If Industrial warehousing and mixed industrial are aggregated, there is a sufficient supply to satisfy the need across the county as a whole.

2.127 However, the indicative supply-demand balance by the former local authorities across the county identifies a demand-supply mismatch at a lower level.

2.128 There is an industrial oversupply in Selby, which is reinforced by a significantly higher vacancy rate of 15%. Harrogate and Hambleton have also seen higher levels of industrial completions historically; however industrial supply in those areas will fail to meet future needs.

2.129 Furthermore, vacancy rates of 1-2% indicate that the market has been historically under-delivering, which, with the exception of Selby and Ryedale, is across the board. That said, the situation in Ryedale is still one where there is a reasonably low level of vacancy, coupled with a residual need.

Recommendations

Office Market

2.130 There is a modest oversupply of office space at the strategic level. Most new developments (e.g. Kellingley Colliery, Allerton Park) offer ancillary offices rather than standalone premises.

2.131 Post-pandemic hybrid work patterns have dampened demand, with speculative development largely unviable due to low rents. Demand is concentrated in smaller, high-quality, serviced office spaces.

2.132 Refurbishment of existing stock, especially in Harrogate, where the market is strongest, is encouraged to meet quality and ESG expectations.

2.133 There is also the opportunity for larger vacant HQs to be subdivided. Small-scale rural workspace provision should also be supported.

Research & Development (R&D)

2.134 There is a small R&D land shortfall (approx. 4 ha), with current sites in Harrogate and Sand Hutton fully occupied.

2.135 North Yorkshire can capitalise on spin-outs from academic hubs in York and Leeds, particularly in biotech, clean energy, and agri-tech. New or extended lab/tech parks near these institutions are needed.

2.136 Skipton also shows potential for R&D, especially in health and manufacturing, while agri-tech clusters should also be explored.

General Industrial

2.137 There is a County-wide shortage of smaller (<5,000 sq.m) industrial units, which accommodate grow-on space for existing businesses.

2.138 Most of the County's market towns have well-established strongly performing industrial markets, which would benefit from appropriate extensions of development of new industrial parks.

2.139 There is need to deliver new high-quality and modern premises and refurbishment of existing stock should be considered.

Strategic Manufacturing & Warehousing

2.140 High demand exists for high-specification units along the A1(M) corridor, particularly driven by steel, food processing, and automotive sectors.

2.141 Defence manufacturing is an emerging opportunity to be captured due to North Yorkshire's strong military presence including that around Catterick Garrison.

2.142 Strategic sites in the former Selby borough (e.g. Sherburn-in-Elmet, Kellingley) should be protected for employment use to ensure their delivery.

2.143 However, Labour access is a major constraint and addressing transport and housing linkages will be key.

Submarket Recommendations Summary

- **Selby**: Significant oversupply of industrial land, but key to support regional logistics. Strategic employment sites should be protected. Lack of smaller employment sites connected to key settlements of Tadcaster and Selby.

- **Harrogate & Ripon**: Shortage of industrial land; encourage development of existing allocations; recent developments of smaller units have performed well, and further development should be encouraged in key settlements. There is also the need to consider replenishment of the existing office supply.

- **Northallerton & Thirsk**: Significant local shortfall of ~35 ha. Expansions at Dalton Airfield, Northallerton, Leeming Bar and Stokesley should be encouraged.

- **Coastal (Scarborough & Whitby)**: Balanced demand and supply; ongoing development of Scarborough Business Park is key; increasing risk of industrial losses to leisure uses.

- **Richmond**: Low vacancy (0.5%) despite demand and supply balance; Gallowfields and Colburn should be expanded; opportunity for defence-related growth at Catterick.

- **Skipton (Craven)**: Balanced supply but low vacancy (2%) and demand side pressure; refurbishment of older stock should be encouraged; extensions to existing industrial areas in Skipton and Cross Hills encouraged; provision of small-scale office should also be considered.

- **Malton & Norton**: Shortfall driven by local business growth; support expansion of successful industrial parks in main market towns.

- **National Parks**: Minor employment need remains; focus on upgrading stock and maintaining rural workspace options.

3. Introduction

3.1 North Yorkshire Council has commissioned Iceni Projects to prepare a Housing and Economic Development Needs Assessment ("HEDNA"). This HEDNA aims to provide an evidence base on housing need and mix as well as employment land[1] which will inform local planning policy.

3.2 This document will be brought together with other evidence-based documents to inform the future strategy for the scale and distribution of housing and employment growth within the County, with reasonable alternatives tested through the plan-making and Sustainability Appraisal process. This assessment does not set targets but provides robust evidence to inform those in the Local Plan.

3.3 The report is based on the best and most up-to-date information available at the time of drafting – this was around August 2024. The report therefore incorporates proposed changes to the National Planning Policy Framework consulted upon in July – September 2024. The Council should, however, continue to monitor and sense-check new data releases and respond to anything material to plan-making.

This document was largely prepared in Summer/Autumn 2024 and as such, the main body of the report does not reflect the current NPPF published in December 2024. However, Appendix 2 provides the key outputs based on the latest version of the NPPF.

[1] For office, industrial and warehouse use

Time Period and Geography

3.4 This report examines economic and housing need over the 2023 to 2045 period. The geographic scope of the report is the North Yorkshire Council area which excludes the City of York which is its own unitary authority.

3.5 In addition, we are also examining the need for The North York Moors National Park which extends outside of Yorkshire into Redcar and Cleveland.

3.6 The report also examines need for affordable home ownership and for other specific groups for Sub-Areas within North Yorkshire. This includes the Yorkshire Dales National Park.

3.7 However, unlike the North York Moors National Park, those parts of the Yorkshire Dales National Park outside of North Yorkshire have not been examined.

4. Policy Context

National Planning Policy Framework

4.1 The latest version of the National Planning Policy Framework (NPPF) was published by the Government in December 2023. The NPPF sets out the Government's planning policies for England and how these are expected to be applied.

4.2 Paragraph 7 in the NPPF states that the purpose of planning is to contribute to the achievement of sustainable development. It sets out that planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area.

4.3 Paragraph 17 of the NPPF states that development plans must include strategic policies to address each local planning authority's priorities for the development and use of land in its area. Plans should apply a presumption in favour of sustainable development and for plan-making. This means that plans should positively seek opportunities to meet the development needs of their area and be sufficiently flexible to adapt to rapid change.

4.4 Strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring authorities, where it is sustainable to do so.

4.5 Paragraph 11 reiterates that

"strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring area, unless…the application of

policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan area."

4.6 To support the Government's objective of significantly boosting the supply of homes, Paragraph 60 in the NPPF states it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.

4.7 Paragraph 61 sets out that to determine the minimum number of homes needed, strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning guidance – unless exceptional circumstances justify an alternative approach which also reflects current and future demographic trends and market signals.

4.8 Paragraph 63 goes on to set out that within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, people who rent their homes and people wishing to commission or build their own homes.

4.9 Paragraphs 63-66 address affordable housing provision. They set out that where an affordable housing need is identified, planning policies should specify the type of affordable housing required and expect it to be met on-site unless off-site provision or a financial contribution in lieu can be robustly justified, or the agreed approach contributes to the objectives of creating mixed and balanced communities.

4.10 Paragraph 64 states provision of affordable housing should not be sought for residential developments that are not major developments, other than in designated rural areas.

4.11 Paragraph 66 sets out that where major development involving the provision of housing is proposed, planning policies and decisions should expect at least 10% of the total number of homes to be available for affordable home ownership unless this would exceed the level of affordable housing required in the area, or significantly prejudice the ability to meet the identified affordable housing needs of specific groups. In addition, other exemptions to this 10% requirement include instances where a site or proposed development:

- Provides solely for Build to Rent homes;
- Provides specialist accommodation for a group of people with specific needs (such as purpose-built accommodation for the elderly or students);
- Is proposed to be developed by people who wish to build or commission their own homes; or
- Is exclusively for affordable housing, an entry-level exception site or a rural exception site

4.12 The NPPF's Glossary (Annex 2) provides an updated definition of affordable housing; as well as definitions of Build to Rent development, local housing need, old people; and self-build and custom housebuilding.

4.13 In relation to economic growth Chapter 6 sets out how the framework seeks to achieve building a strong competitive economy. In Paragraph 85 this is explained as "Planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt.", also adding that the "*approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future.*"

4.14 Paragraph 86 provides more specific advice stating that "*Planning policies should:*

- *a) set out a clear economic vision and strategy which positively and proactively encourages sustainable economic growth, having regard to Local Industrial Strategies and other local policies for economic development and regeneration;*

- *b) set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period;*
- *c) seek to address potential barriers to investment, such as inadequate infrastructure, services or housing, or a poor environment; and*
- *d) be flexible enough to accommodate needs not anticipated in the plan, allow for new and flexible working practices (such as live-work accommodation), and to enable a rapid response to changes in economic circumstances."*

Consultation on proposed reforms to the NPPF (July 2024)

4.15 In July 2024, the Labour Government announced a consultation on changes to the NPPF.

4.16 As part of this consultation, the Government proposed changes to the standard method for calculating housing need. The proposed simplified approach amended Steps 1 and 2 and removed Steps 3 and 4 from the at the time existing calculation.

- Step 1 was proposed to no longer be linked to demographic projections, and instead a flat 0.8% growth in housing stock per annum.
- Step 2 was proposed to continue to be an affordability uplift but with two modifications:
  - Firstly, rather than taking the most recent year's affordability ratio, an average of the last three years was proposed to be used.
  - Secondly, rather than add a 0.25% uplift for every 1% above 4, the affordability ratio was for that year, the uplift was proposed to be 0.6% applied to the average.

4.17 The Government's proposed changes are intended to drive commercial development to sectors that were considered the future engine of the UK's economy, which included laboratories, gigafactories, digital infrastructure (including data centres), and freight and logistics. The

Government proposed changes to the wording of the NPPF in chapter 6.

4.18 In setting criteria and identifying strategic sites for local and inward investment over the plan period, the proposed revisions to the NPPF stated that:

"Appropriate sites for commercial development which meet the needs of a modern economy should be identified, including suitable locations for uses such as laboratories, gigafactories, data centres, digital infrastructure, freight and logistics."

4.19 In paragraph 85 which states that planning policies and decisions should recognise and address the specific locational requirements of different sectors, the Government added additional text to those industries and operations noted, to reflect the ambition to modernise the economy provision. If the proposed changes to the NPPF are adopted, provision should be made for (additional text underlined):

- *a) clusters or networks of knowledge and data-driven, creative or high technology industries; and for <u>new, expanded or upgraded facilities and infrastructure that are needed to support the growth of these industries (including data centres and grid connections);</u>*
- *b) storage and distribution operations at a variety of scales and in suitably accessible locations <u>that allow for the efficient and reliable handling of goods, especially where this is needed to support the supply chain, transport innovation and decarbonisation;</u>*
- *<u>c) the expansion or modernisation of other industries of local, regional or national importance to support economic growth and resilience.</u>*

Levelling Up and Regeneration Act (2023)

4.20 The Levelling-up and Regeneration Bill was introduced to the House of Commons on the 11 May 2022 and received Royal Assent on the 26

October 2023 and in doing so became the Levelling Up and Regeneration Act (LURA).[2]

4.21 Although the Act initiated several laws which affect planning, none of these laws directly impact the production of this report in relation to overall need.

4.22 However, it did impact specific groups including those wishing to self or custom build their own home.

The Planning Practice Guidance

4.23 The Government's Planning Practice Guidance (PPG) includes several sections which are relevant to the assessment of housing and economic need. This sub-section summarises the relevant sectors.

4.24 Guidance on Housing and Economic Needs Assessments[3] explains that housing need is "an unconstrained assessment of the number of homes needed in an area" and should be undertaken separately from assessing land availability, establishing a housing requirement figure and preparing policies to address this such as site allocations.

4.25 The guidance also examines affordable housing need (as does the PPG relating to the Housing Needs of Different Groups). The PPG sets out how affordable housing need can be assessed.

4.26 The PPG makes clear that affordable housing need (and the housing needs of individual groups) may well exceed, or be proportionally high in relation to, the overall housing need figure calculated using the standard method, as these will often be calculated having consideration to the whole population as opposed to new households.

[2] https://www.legislation.gov.uk/ukpga/2023/55/enacted

[3] https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments

4.27 The PPG for Housing for Older and Disabled People[4] describes the need to provide housing for older people as critical, as people are living longer, and the older population is increasing. It sets out that the health, lifestyle and housing needs of older people will differ greatly with housing needs ranging from accessible and adaptable general needs housing to specialist housing with high levels of care and support.

4.28 The PPG provides guidance on how the housing needs of older and disabled people can be assessed and sets out that this should inform clear policies within plans which may include specific site allocations to provide greater certainty to developers.

4.29 Separate guidance is provided on optional technical standards[5] including for accessible and adaptable housing, use of national space standards and wheelchair-accessible housing.

4.30 Separate PPGs have also been prepared which address Build to Rent[6] and Self-Build and Custom Housebuilding[7]. The Build-to-Rent Guidance requires authorities to assess need, and where a need is identified to include a planning policy setting out the circumstances and locations where build-to-rent development will be encouraged.

4.31 The Self-Build Guidance sets the requirements of the Self-Build and Custom Housebuilding Act 2015 (as amended), including the requirement for Councils to maintain a Register of those interested in self-build housing and to grant consents to meet the need shown. It also sets out that needs assessments can consider other secondary data sources.

[4] https://www.gov.uk/guidance/housing-for-older-and-disabled-people

[5] https://www.gov.uk/guidance/housing-optional-technical-standards

[6] https://www.gov.uk/guidance/build-to-rent

[7] https://www.gov.uk/guidance/self-build-and-custom-housebuilding

4.32 For economic growth, the PPG states that local authorities are to determine the type of employment land that is needed by preparing

> *"a robust evidence base to understand existing business needs, which will need to be kept under review to reflect local circumstances and market conditions. National economic trends may not automatically translate to particular areas with a distinct employment base. Where appropriate, local planning authorities can use their Authority Monitoring Report and the plan review process to ensure that their evidence base remains up to date."*

4.33 Policy-making authorities are to prepare and maintain evidence about business needs by gathering evidence to plan for business uses adding that:

> *"strategic policy-making authorities will need to liaise closely with the business community, taking account of the Local Industrial Strategy, to understand their current and potential future requirements. They will need to assess:*
>
> - *the best fit functional economic market area*
> - *the existing stock of land for employment uses within the area;*
> - *the recent pattern of employment land supply and loss – for example, based on extant planning permissions and planning applications (or losses to permitted development);*
> - *evidence of market demand (including the locational and premises requirements of particular types of business) – sourced from local data and market intelligence, such as recent surveys of business needs, discussions with developers and property agents and engagement with business and economic forums;*
> - *wider market signals relating to economic growth, diversification and innovation; and*
> - *any evidence of market failure – such as physical or ownership constraints that prevent the employment site from being used effectively."*

4.34 In relation to the Market Signals to be used to forecast need the PPG goes on to say that this should be:

> *"based on a range of data which is current and robust such as:*
>
> - *"Sectoral and employment forecasts and projections which take account of likely changes in skills needed (labour demand);*
> - *demographically derived assessments of current and future local labour supply (labour supply techniques);*
> - *analysis based on the past take-up of employment land and property and/or future property market requirements; and*
> - *consultation with relevant organisations, studies of business trends, an understanding of innovative and changing business models, particularly those which make use of online platforms to respond to consumer demand and monitoring of business, economic and employment statistics.*

4.35 The PPG goes on to advise that *"Authorities will need to take account of longer-term economic cycles in assessing this data and consider and plan for the implications of alternative economic scenarios".*

Other Legislation

4.36 Wider legislation affecting housing need includes the 1996 Housing Act (as amended), the Housing and Social Care Act 2012, the 2014 Care Act and the 2017 Homelessness Reduction Act.

4.37 The 2014 Care Act sets out local authorities' duties in relation to assessing people's needs and their eligibility for publicly funded care and support.

4.38 Under the Act, local authorities must assess anyone who appears to require care and support and focus the assessment on the person's needs and how they impact their well-being, and the outcomes they want to achieve.

4.39 Local authorities must also consider other things besides care services that can contribute to the desired outcomes (e.g., preventive services, community support and specialised housing needs).

4.40 The Homelessness Reduction Act 2017 places legal duties on English Councils so that everyone who is homeless or at risk of homelessness will have access to meaningful help.

4.41 Local Authorities have a duty to produce homelessness strategies to prevent homelessness in their respective areas.

North Yorkshire Housing Strategy 2024-2029

4.42 North Yorkshire Council's Housing Strategy 2024-2029 presents a comprehensive framework to address housing challenges, leveraging the Council's new unitary authority status.

4.43 The strategy focuses on addressing the County's diverse housing markets and sets out a proactive plan for housing growth, affordable housing delivery, regeneration, and climate targets.

4.44 North Yorkshire, a largely rural region with an ageing population and a low-wage economy, faces several challenges including housing affordability, health inequalities, and the impacts of climate change.

4.45 The strategy identifies key issues such as an ageing population, housing shortages, and high property prices exacerbated by rising demand for holiday rentals.

4.46 Additionally, there are significant disparities in housing needs across the region's urban and rural areas, further strained by the COVID-19 pandemic and ongoing cost-of-living crisis.

4.47 The strategy is guided by three key themes: Our People, Our Places, and Our Homes.

4.48 Under the "Our People," section the focus is on tackling homelessness, supporting older residents, and ensuring the needs of vulnerable groups such as those with disabilities, care leavers, and refugee communities are met.

4.49 The Council plans to enhance homelessness prevention measures, expand supported housing options, and improve housing stock for older residents.

4.50 The "Our Places" theme targets housing supply and regeneration, with plans to address the rural housing crisis and support community renewal efforts.

4.51 Given the affordability crisis, particularly in high-demand areas like Harrogate, the strategy aims to deliver 2,537 new homes annually across the County, including at least 802 affordable units.

4.52 The Council also plans to expand its own housing stock by delivering 500 new council homes over the next 5 years. and work with regional partners to address housing shortages, especially in areas affected by the increase in short-term holiday lets.

4.53 Finally, the strategy commits to promoting sustainability and meeting climate goals. This includes retrofitting homes to improve energy efficiency, supporting green skills development, and integrating housing policies with broader economic and health initiatives.

North Yorkshire Council Economic Growth Strategy 2024-29

4.54 North Yorkshire's vision is to be an innovative, carbon-negative economy driven by our productive and entrepreneurial business base and the places & communities that make North Yorkshire distinctive.

4.55 Key strengths include:

- A thriving, entrepreneurial business base with high business density;

- A strong and diverse economy where growth and productivity have outpaced UK levels at various times in recent years;

- A highly skilled workforce and strong labour market, with employment rates and qualification levels exceeding UK averages;

- Access to world-class research and innovation assets linked to our strengths in food, energy and bio-renewables with close links to universities and R&D centres in neighbouring areas, including top-flight universities in Leeds, York and beyond.

4.56 There are three pillars of this strategy:

1. Enterprise – This is a central pillar of the strategy and is focused on supporting the growth of businesses, building on existing and emerging sectoral strengths, and increasing innovation and productivity throughout the economy. This includes growing agri-food, green energy clusters and the visitor economy.

2. Infrastructure – This entails equipping town centres and places to thrive in the 21st century and realising the vast potential that our strategic development sites offer with investment in transport, housing, digital and energy infrastructure to enable sustainable growth.

3. People – This is ensuring people have the skills they need to develop their careers and meet the needs of business, enabling people in all communities to participate in the economy and benefit from its success.

4.57 The strategy identifies sectoral strengths including a pan-North Yorkshire strength in agri-food, renewable energy and tourism and the visitor economy.

4.58 There are also localised sector specialisms in financial and professional services, digital, mining and quarrying, advanced manufacturing, life science and logistics.

4.59 Finally, several emerging sector specialisms are identified, these include Agri-tech, net zero energy generation and storage, green construction, life science, R&D, pharma, health-tech, physical science and engineering, sensors and offshore renewable energy opportunities.

York and North Yorkshire Sector Study – Sector Profiles and Action Plan, 2022

4.60 This study is the second part of two reports produced by York and North Yorkshire Local Enterprise Partnership (LEP) summarising priority sectors in York and North Yorkshire. The report presents a series of profiles of the sectors agreed in part one and concludes with a five-point action plan. The priority sectors are:

4.61 **Agri-food** - The University of York has several institutions focusing on Agri-tech research, specifically crop system innovation. Furthermore, various other organisations focus specifically on food and drink research in Y&NY.

4.62 Niche/priority areas of the sector are (i) agri-food and food-related research, (ii) automation, robotics and AI, (iii) controlled environment agriculture and vertical farming and (iv) artisan, vegan and specialist food and drink.

4.63 **Advanced Manufacturing -** Local manufacturing and engineering strengths cover many sectors, including agricultural equipment, construction, chemicals and plastics, pharma and food and drink (the largest manufacturing sub-sector). Two niche areas are modular construction and structural steel.

4.64 Within the sector some major supply chain opportunities exist – Draw has committed to sourcing 80% of its materials from the UK supply chain and Siemens in nearby Hull will double its production capacity for offshore blade manufacturing.

4.65 **Digital, Data and Creative Industries -** Y&NY has a thriving and established creative sector that is increasingly adopting new and innovative practices. Whilst employment concentrations are low, the strong prospects for expansion underpin potential growth in other priority sectors.

4.66 Niche fin-tech/e-commerce firms include the lending and payment specialists forming part of a Pennine cluster and software solutions businesses. There are cyber hotspots, with Scarborough the location of a GCHQ outstation of their main Cheltenham site. Rail sector specialisms are clustered in and around York. They include rail engineering and consultancy, signalling, transport software systems and digital rail innovation.

4.67 Business, professional finance and insurance services (BPFIS) firms are important not only for their contribution to the sub-regional economy but also for their creation of vital ecosystems that support business growth in other sectors.

4.68 **Health, Pharma and Life Science –** The key niches for Y&NY are biosciences, e-health and clinical diagnostics, as well as advanced therapies and life sciences. Although it constitutes a relatively minor part of the economy, it offers extremely high-value jobs and has a strong location quotient.

4.69 The Economic Development team at North Yorkshire Council have recently commissioned work examining the importance of this sector in the Skipton Sub-Area and Yorkshire Dales, to understand why this established sector has developed at the rate it has.

4.70 **Sustainable Energy and Bioeconomy** – it is the ambition of Y&NYP to be the UK's first carbon-negative region. The Drax Group's investment in carbon capture, biomass energy production and hydrogen storage created Europe's largest decarbonisation project.

4.71 There are also opportunities in hydrogen, offshore wind and solar. When fully operational, Anglo-American's potash polyhalite mine outside Whitby will be the deepest mine in Europe.

4.72 There is also a strong bio-economy ecosystem, with several institutions focusing on the bio-economy or producing outputs that could be considered beneficial for the bio-economy, under the banner of Biovale.

4.73 Other institutions linked to the University of York include the Bio-renewables Development Centre, the York Structural Biology Laboratory, BioYorkshire, the THYME project and the Green Chemistry Centre of Excellence.

4.74 The sector study's five-point action plan is as follows:

1. **Green innovation** – net zero pathways and low-carbon solutions. These measures are built on the sub-region's 'Routemap to Carbon Negative', 'North and West Yorkshire Emissions Reduction Pathways' and the 'Circular Economy and Action Plan'.

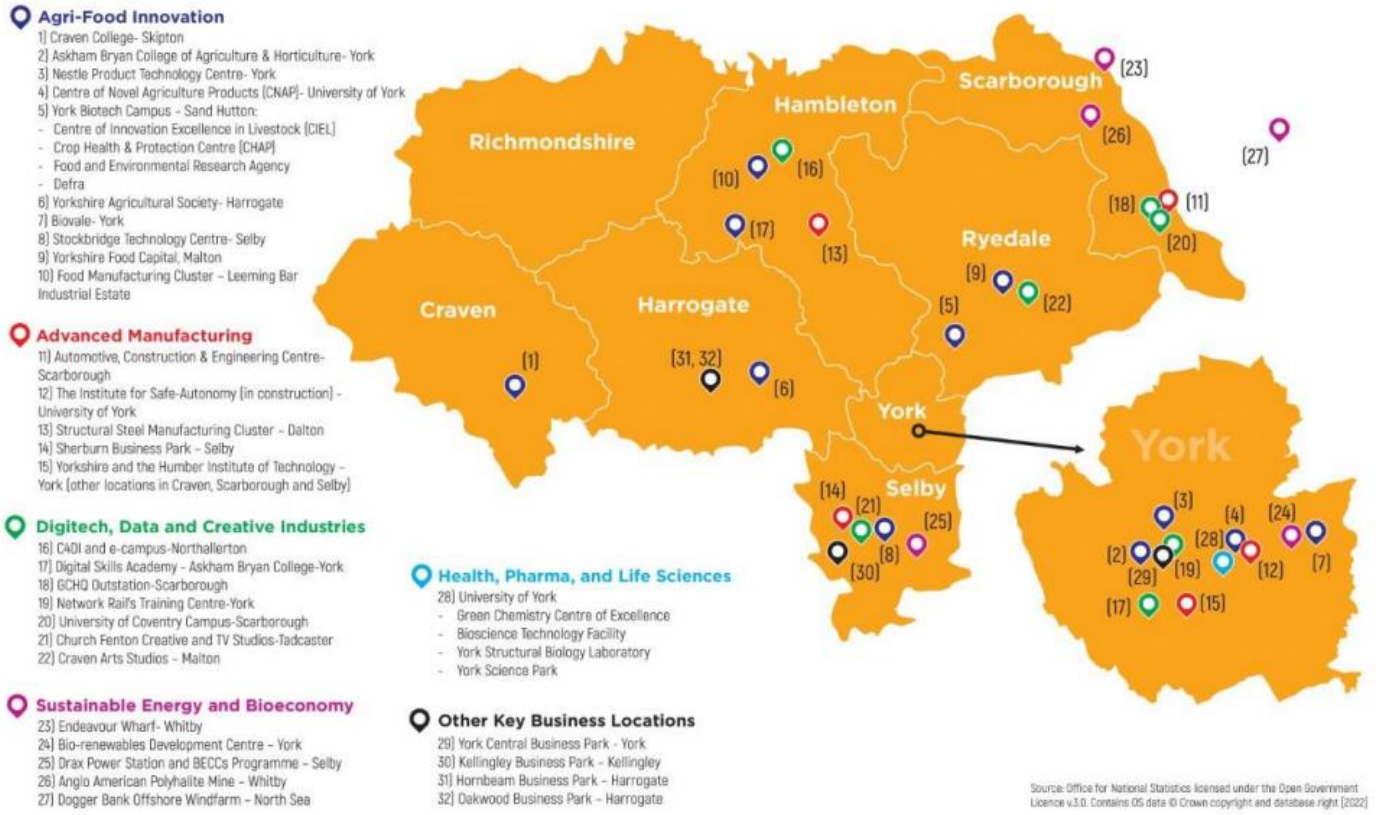
2. **Empowering people for a fairer, stronger economy** - This objective mirrors the Skills Strategy 2021-2026 but tailors the key relevant priorities to address the need of the priority sectors to enhance productivity, earnings and performance. These priorities fit the remit of the Y&NY Skills and Employability Board.

3. **Supply chain resilience and growth and digital adoption** - These measures could be supported through the Growth Hub, using it as a platform to offer highly tailored, post-EU funding, support and help businesses to build resilience.

4. **Strengthening R&D, science and innovation investment in the priority sectors.** This objective aims to broker strong links with research assets and expertise while stimulating and incentivising business investment in R&D.

5. **Trade, inward investment and high-value opportunities**. This objective includes both proactive and reactive approaches, aiming to stimulate interest in priority sites and sectors with clear propositions while responding effectively to the investment enquiries received. It also builds on the sub-region's internationalisation strategy measures by taking a sectoral perspective to boost international trade.

Figure 4.1 Sectoral Assets Map



Source: York and North Yorkshire Combined Authority

Existing Local Plans

4.75 This section of the report summarises the key outputs of the existing Local Plans and Core Strategies across the legacy authorities. In all cases, these documents will be superseded on the adoption of the North Yorkshire Local Plan.

Craven Local Plan

4.76 The Craven Local Plan[8] was adopted in November 2019 and covers the former Craven District outside of the Yorkshire Dales National Park. The plan sets out policies relating to housing and employment development from 2012 to 2032.

4.77 Policy SP1: Meeting Housing Need states that 4,600 net additional dwellings are required to be provided between 2012 and 2032 in the plan area, including through several site allocations identified in the plan.

4.78 Policy SP2: Economic Activity and Business Growth states that the Local Plan will make provision for a minimum of 32 hectares gross of employment land over the plan period for B1, B2, and B8 uses.

4.79 This would be achieved through safeguarding existing employment land, and existing commitments and through the allocation of 15.6 hectares gross of additional employment land for employment uses in Skipton, Settle, and Ingleton.

8 https://www.northyorks.gov.uk/sites/default/files/fileroot/planning_migrated/planning_policy/Craven_local_plan_appendices_and_policies_map%20-%20na.pdf

4.80 Policy SP3: Housing Mix and Density sets out the strategy for providing new housing that is of an appropriate mix of dwelling sizes by reference to the recommendations of the SHMA (SHMA Update 2017). Flexibility in the requirements for mix and density is provided.

4.81 Targets and expectations for the provision of affordable housing through residential development including market housing schemes, specialist housing for older people, and assisted living/extra care housing are set out in Policy H2: Affordable Housing.

4.82 The target for affordable housing provision differs depending on whether the site is greenfield or brownfield. On greenfield sites, proposals for 11 dwellings or more will require a minimum of 30% of new dwellings to be provided as affordable housing. On brownfield sites, proposals for 11 dwellings or more will require a minimum of 25% of the new dwellings to be provided as affordable housing. This also applies to sheltered housing.

4.83 For assisted living/extra care housing, development on greenfield sites will be expected to provide 12% of new dwellings as affordable housing as a minimum, and 7% on brownfield sites.

4.84 In designated rural areas, for proposals between 6 and 10 dwellings, a financial contribution equivalent to 30% on-site provision for greenfield site development and 25% on-site provision on brownfield site development is required.

4.85 Policy H2 identifies that the 2017 Craven Strategic Housing Market Assessment (SHMA) indicates that at the time the split of residential tenures to be provided should be between 15% to 25% intermediate types and 75% to 85% social or affordable rented tenures.

Hambleton Local Plan

4.86 The Hambleton Local Plan[9] was adopted in February 2022 and covers the former Hambleton District area outside of the North York Moors National Park. The Local Plan sets out policies relating to housing and employment development that the district needs from 2014 to 2036.

4.87 Policy S2: Strategic Priorities and Requirements sets out the strategy for the provision of identified housing and employment needs. This includes the provision of approximately 77.8 hectares of employment land and at least 6,930 net new market and affordable homes.

Harrogate Local Plan

4.88 The Harrogate District Local Plan was adopted in March 2020 / December 2020 and covers the entirety of the former Harrogate District. The plan sets out policies relating to housing and employment development from 2014 to 2035.

4.89 Policy GS1: Providing New Homes and Jobs identifies the provision to meet housing, gypsies and travellers pitches and employment needs over the plan period. This includes policies seeking the provision of a minimum of 13,277 new homes; six Gypsy and Traveller pitches; and a minimum of 40 hectares of new employment land.

4.90 Policy GS5: Supporting the District's Economy aims to encourage sustainable economic growth by supporting the growth of key sectors (Creative and digital; Scientific research and development; Financial and professional services; and Logistics), providing a range of quality

[9] https://www.northyorks.gov.uk/sites/default/files/2024-01/Hambleton%20Local%20Plan%20with%20updated%20links%20July%202023%20-%20accessible.pdf

business sites and premises and encouraging the retention of B1 office space (this was pre-pandemic).

4.91 Policy GS5 seeks to achieve the provision of a strategic employment site at Flaxby (A1(M)), and the delivery of Station Parade as a mixed-use employment and commercial location.

4.92 Policy EC1: Protection and Enhancement of Existing Employment Areas identifies key existing employment areas in Harrogate, to continue to be occupied by employment uses. It also identifies Employment and Mixed Use Allocations. The Policy provides criteria to be met to demonstrate the acceptability of development proposals for non-employment uses in the areas identified.

Richmondshire Local Plan

4.93 The Richmondshire Local Plan Core Strategy[10] was adopted in December 2014 and covers the former Richmondshire District outside of the Yorkshire Dales National Park from 2012 to 2028.

4.94 Spatial Principle SP4: Scale and Distribution of Housing Development sets the housing need position to be achieved by the Local Plan area until 2028, stating that 180 additional dwellings should be completed per year until 2028 and distributed in accordance with the settlement hierarchy.

4.95 In addition, SP4 also provides for the development of up to 500 homes for Service Families' Accommodation (SFA) at the Catterick Garrison by 2028, and these 500 homes would be additional to the requirement in Catterick Garrison.

[10] https://www.northyorks.gov.uk/sites/default/files/fileroot/planning_migrated/planning_policy/core-strategy-2012-28.pdf

4.96 Spatial Principle SP5: Scale and Distribution of Economic Development sets out that 12 hectares of land for employment development will be brought forward by 2028 to sustain the local economy.

4.97 The policy states that major economic development will be encouraged on sites in the Colburn area and support will be given to the consolidation and improvement of existing employment areas at key employment locations.

4.98 Other sites including small-scale development to meet needs, town centre, tourism and military-related development are supported by Policy SP5. Additionally, the policy gives support to economic development opportunities to the upgraded A1 junctions at Catterick, Scotch Corner and Barton subject to detailed appraisal and feasibility evidence.

4.99 Core Policy CP6: Providing Affordable Housing sets out the targets for affordable housing provision across all residential developments, subject to viability.

4.100 The policy sets out affordable housing targets of 30% in North Richmondshire and 40% in Central Richmondshire and Lower Wensleydale as viable to maximise delivery across the three sub-areas (as defined in SP1).

Ryedale Local Plan

4.101 The Ryedale Local Plan Strategy was adopted in September 2013 and covers the former Ryedale District area outside of the North York Moors National Park. The plan sets out policies relating to housing and employment development over the period of 2012 to 2027.

4.102 Policy SP2: Delivery and Distribution of new housing sets the target for the provision of net new homes across the former district at 3,000 over the plan period.

4.103 The policy also identifies the location of where new homes are to be delivered, which includes sites to be identified by the Local Plan Sites Document.

4.104 Policy SP3: Affordable Housing identifies the targets of affordable housing to be delivered through new residential development. This includes the target of a provision of 35% affordable housing on-site in settlements outside of West and South West Ryedale, on developments of 5 dwellings / 0.2 hectares or more.

4.105 On sites in West and South West Ryedale, Policy SP3 seeks the provision of 35% of new dwellings on-site, but with an additional financial contribution equivalent to a further 5% provision of affordable units.

4.106 Policy SP4: Type and Mix of New Housing supports the increasing housing choice and quality of housing, to contribute to the provision of a balanced housing stock.

4.107 The Policy sets out the expectation for new housing to be of a type and size that addresses identified stock imbalances or retains a balanced stock where this exists.

4.108 Further provision is made for 5% of all new homes on schemes larger than 50 dwellings to be built as bungalows (subject to viability and other considerations) and for the expectation that affordable housing contributions include provision for older and vulnerable groups.

4.109 Policy SP6: Delivery and Distribution of Employment / Industrial Land and Premises identifies the amount of employment land to be allocated through the Local Plan Sites Document and where this should be allocated.

4.110 This includes the allocation of 37 hectares of net additional employment land to meet the needs of the former district, and a further 8 hectares of net additional employment land to ensure a further supply, to be released if required over the plan period.

4.111 The net additional employment land is to be distributed across Malton and Norton (80%), Pickering (15%), and Kirkbymoorside and Helmsley (5%). The Policy also identifies Existing Core Employment Sites to be Retained, to resist the change of use of these to non-employment uses.

4.112 The general strategy for employment development, as set out by the Policy, is to support the provision of higher quality employment sites capable of supporting the sub-regional economy for science-based businesses; offer opportunities for specialist sectors including precision engineering and advanced manufacturing; and provide accommodation for small businesses to support business formation rates in the former District.

Scarborough Local Plan

4.113 The Scarborough Borough Local Plan was adopted in July 2017 by the former Scarborough Borough Council and covers the former Scarborough Borough area excluding the North York Moors National Park (NYMNPA).

4.114 The plan sets out policies relating to housing and employment development that the former district needs from 2011 to 2032.

4.115 Policy HC1 sets the housing requirement for the Local Plan of a minimum of 9,450 net additional dwellings through allocations identified under Policy HC2.

4.116 This is to be distributed through the Scarborough Urban Area (76%), Whitby (11%), Filey (5%), Service Villages (6.5%) and Smaller Villages (1.5%). Policy HC2 identifies sites capable of accommodating around 6,750 homes across the Local Plan area.

4.117 Policy HC3: Affordable Housing identifies the target level of affordable housing to be delivered through new residential developments of 11 or more dwellings.

4.118 The level of affordable housing expected varies between identified ‘Housing Market Area’ geographies and it is expected that developments will provide affordable housing at a level of 10% in Scarborough; 15% in Filey, Hunmanby and Southern Parishes; and 30% in Whitby, Northern and Western Parishes.

4.119 The Policy also states that a minimum of 70% of on-site contributions are provided as rental units.

4.120 Policy SGA1 allocates 131 hectares of land South of Cayton as a Strategic Growth Area which will provide around 2,500 new homes, central-local facilities, public and highways transportation links, and a network of green spaces.

4.121 Policy EG1: Supporting Industry and Business encourages new employment opportunities, and the Local Plan makes provision for the delivery of 40.35 hectares net of ‘B-Use’ employment land through existing commitments and allocations identified under Policy EG3 and the Whitby Business Park Area Action Plan.

4.122 Employment sites that are allocated for industrial and business uses are identified in Policy EG3: Employment Land Delivery. The Scarborough Business Park is identified as the main strategic location for long-term economic development in the former Borough with 37.2 net hectares made available there through Policy EG3.

4.123 Policy EG4: Protecting Land for the Expansion of Scarborough Business Park identifies land reserved for the expansion of the Business Park for B1, B2 and B8 uses over the plan period, for proposals that cannot be reasonably accommodated within the existing Business Park area (Policy EG3 area).

4.124 Policy EG5: Safeguarding Employment Sites and Premises seeks to protect existing sites and areas of ‘B’ class uses against changes of use.

Selby Local Plan

4.125 The Selby District Local Plan Core Strategy was adopted in October 2013 by the former Selby District Council. The plan sets out policies relating to housing and employment development that the former district needs over the period of 2011 to 2027.

4.126 Policy SP5: The Scale and Distribution of Housing sets out that provision will be made for the delivery of a minimum of 450 dwellings per annum over the plan period.

4.127 The Policy requires allocations to be made to provide for 5,340 of the 7,200 minimum requirement over the period of 2011 to 2027. The minimum requirement is to be distributed at the identified settlements of Selby (51%), Sherburn in Elmet (11%), Tadcaster (7%), Designated Service Villages (29%), and Secondary Villages (2%).

4.128 To accommodate the requirement for new allocations of up to 2,500 dwellings in Selby, Policy SP5 states that 1,000 of these will be delivered through a mixed-use urban extension to the east of the town.

4.129 This is identified as the Olympia Park Strategic Development Site in Policy SP7 and will also include 23 hectares of employment land, local facilities and uses, and the reservation of 10.6 hectares of land for future employment use.

4.130 The residential element of the Site is expected to include a target of 40% affordable housing over the lifetime of the scheme.

4.131 Policy SP8: Housing Mix provides the expectation for proposals to contribute to the creation of mixed communities by providing dwellings of a type and size that are reflective of the needs established through a SHMA and appreciate the existing mix in the locality.

4.132 The supporting text notes that the most recent evidence indicates a need for a particular emphasis on larger properties for families and

homes for older people (especially bungalows) and that the majority of new housing should be in the form of houses rather than flats.

4.133 Policy SP9: Affordable Housing states the former Council aims to achieve 40% affordable housing within the overall housing delivery of the plan period. This is to be negotiated up to a maximum of 40% on all market housing sites above 10 dwellings, and the tenure and type split of housing to be brought forward will be based on the latest evidence.

4.134 Policy SP13: Scale and Distribution of Economic Growth seeks to develop and revitalise the local economy by providing an additional 37 – 52 hectares of employment land across the former District up to 2027.

4.135 As outlined in Policy SP7, 23 hectares of this requirement will be provided at the Olympia Park Strategic Development Site. Priority is to be given to higher-value businesses, professional and financial services and other growth sectors, particularly within Selby Town Centre and near the Selby by-pass.

4.136 The supporting text provides an indicative distribution for Selby and Hinterland (22 – 27 hectares), Tadcaster (5 – 10 hectares), Sherburn in Elmet (5 – 10 hectares), and the Rural Areas (5 hectares).

5. Functional Geographies

5.1 This section of the report identifies the functional geographies which operate in North Yorkshire. These relate to the Housing Market Area (HMA) and the Functional Economic Market Area (FEMA).

Housing Market Area

5.2 Paragraph 18 of the Plan Making Planning Practice Guidance (PPG)[11] defines what a Housing Market Area (HMA) is and describes the approach local authorities should take when defining these.

5.3 According to the Guidance a housing market area is a "geographical area defined by household demand and preferences for all types of housing, reflecting the key functional linkages between places where people live and work."

5.4 The PPG goes on to add:

> *"These can be broadly defined by analysing:*
>
> *The relationship between housing demand and supply across different locations, using house prices and rates of change in house prices. This should identify areas which have clearly different price levels compared to surrounding areas.*
>
> *Migration flow and housing search patterns. This can help identify the extent to which people move house within an area, in particular where a relatively high proportion of short household moves are contained, (due to connections to families, jobs, and schools).*

[11] Reference ID: 61-018-20190315

Contextual data such as travel to work areas, retail and school catchment areas. These can provide information about the areas within which people move without changing other aspects of their lives (e.g. work or service use).”

5.5 The guidance finally sets out a range of suggested data sources for doing this. These are:

“Office for National Statistics (internal migration and travel to work areas statistics); Land Registry House Price Index and Price Paid data (including sales); data from estate agents and local newspapers about geographical coverage of houses advertised for sale and rent; Ministry of Housing, Communities and Local Government statistics including live tables on affordability (lower quartile house prices/lower quartile earnings); and neighbourhood data from the Census.”

5.6 This slimmed-down guidance notably omits any self-containment threshold for defining HMAs. This is unlike the previous version of the PPG which stated that migration self-containment of “typically 70 per cent” excluding long-distance moves can help identify a suitable HMA.

5.7 The scale of a Housing Market Area and its required self-containment rate is therefore less definitive if it is identified using the approach in the PPG. However, it is considered that the Government’s previous advice remains of some relevance.

5.8 It is also worth noting that HMA boundaries do not stop and start at administrative boundaries. Despite this, it is often commonplace for housing market areas to be defined using local authority boundaries. This is because many of the key datasets used in both defining housing market geographies and housing need (such as the household projections) are only published at a local authority level.

5.9 A pragmatic response is therefore to define HMAs at a local authority level but recognises that the functional geography likely goes beyond

administrative boundaries. In the case of North Yorkshire, this likely means acting as if it is a single HMA given its vast area and recognising some of the nuances within the county.

5.10 These issues were touched upon in the Planning Advisory Services Technical Advice Note on Objectively Assessed Housing Need and Housing Targets (July 2015) which concluded that:

> *"It is best if HMAs, as defined for the purpose of needs assessments, do not straddle local authority boundaries. For areas smaller than local authorities data availability is poor and analysis becomes impossibly complex. There may also be 'cliff edge' effects at the HMA boundary, for example, development allowed on one side of a road but not the other."*

5.11 However, the Technical Advice Note notably adds:

> *"This is not always possible, and it may be the case that some areas, particularly those covering an expansive area fall into more than one HMA".*

5.12 This would likely apply in North Yorkshire which is the largest local authority by area in England.

Previous Definitions

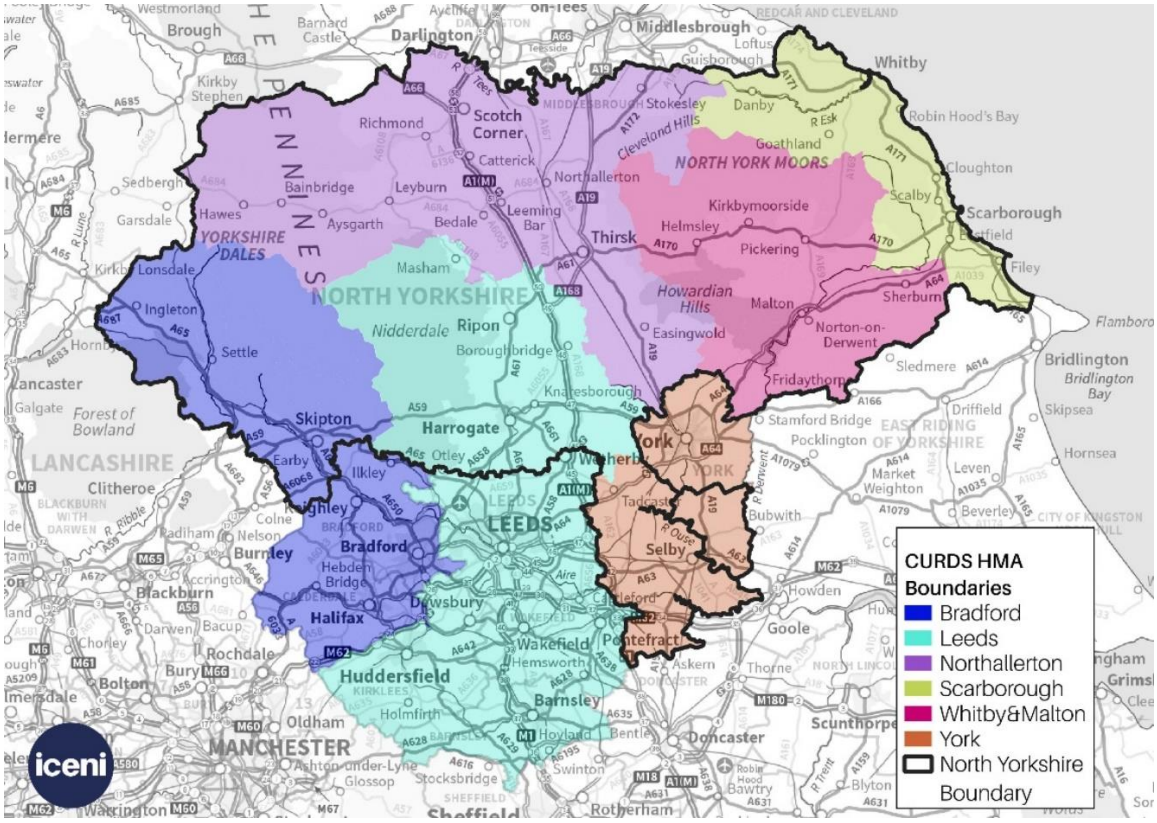
5.13 In 2015 the Centre for Urban and Regional Development Studies (CURDs) in Newcastle University produced a national set of Housing Market Areas drawing on commuting and migration data from the 2011 Census.

5.14 CURDs produced some different HMA sets including both a silver and gold standard set of HMAs. The Gold Standard is comprised of Wards while the Silver Standard is comprised of Local Authorities.

5.15 The report concluded that in North Yorkshire six housing market areas existed based on the silver standard I.e. drawn across the former local authority boundaries. As illustrated below, Harrogate fell within the Leeds HMA (which also includes Leeds, Wakefield, Kirklees and Barnsley), Selby fell within the York HMA (which also includes York) and Skipton fell within the Bradford HMA (which also includes Bradford and Calderdale).

5.16 Ryedale was named the Whitby and Malton HMA despite it not covering Whitby. The Scarborough HMA covers the former Scarborough district i.e. includes Whitby. Finally, the former Richmondshire and Hambleton Local Authorities were merged into the Northallerton HMA.

Figure 5.1 Silver Standard HMA



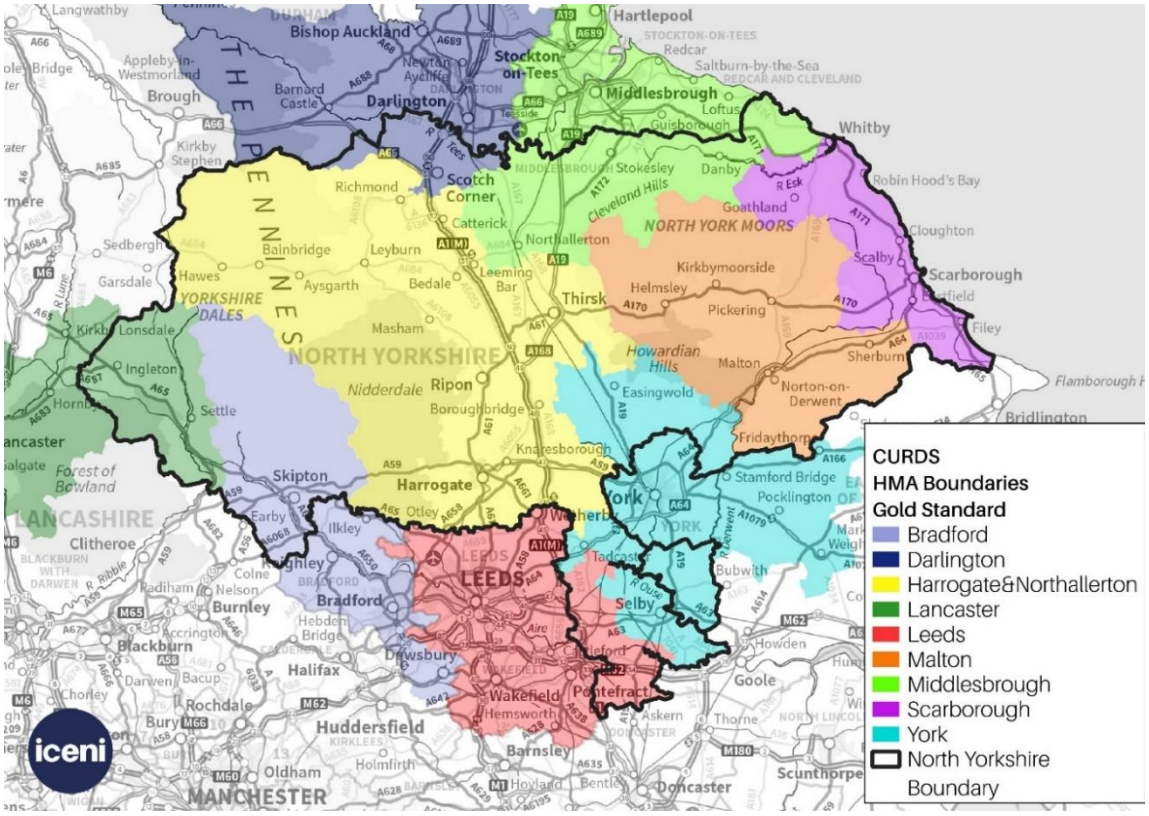
Source: CURDS

5.17 CURDS also produced a Gold Standard set of HMAs which were built up from Ward areas. Across North Yorkshire. There were eight HMAs by this measure including some coverage from external HMAs including

Bradford (covering Skipton), Darlington (covering Scotch Corner), Lancaster (covering Ingleton in the former Craven District), Leeds (covering Sherburn in Elmet), Middlesbrough (covering Northallerton) and York (covering Selby and Easingwold).

5.18 Indeed, the only HMAs fully within North Yorkshire are the Harrogate and Northallerton HMA which doesn't include the Northallerton but does include Richmond, Ripon and Thirsk. The Malton HMA which also includes Pickering but is largely rural. The Scarborough HMA includes Whitby.

Figure 5.2 Gold Standard HMA



Source: CURDS

5.19 It should be noted that these were based on the now outdated 2011 census but that an update using the 2021 census has not been published and may never be. This report has therefore examined more recent migration trends.

Self-Containment Rate

5.20 This section calculates self-containment rates using the 2021 Census. It should be noted that the 2021 Census was taken during a period of partial lockdown therefore dynamics in both migration and commuting terms may be affected.

5.21 One of the previous benchmarks for identifying a HMA was self-containment levels although this has subsequently been removed from the PPG. Self-containment rates are the percentage of moves to or from an area originating from the same area. The guidance suggested that a self-containment rate of 70% would be typical of an HMA.

5.22 The guidance also suggested long-distance moves should be excluded as these would include such things as people retiring to the area or moving for university which would typically be outside of the HMA they reside.

5.23 We have used data from the 2021 Census which reports on internal moves. In migration terms, 45,898 people moved from a home in North Yorkshire in the year before the 2021 census, of these 27,129 moved to another home in North Yorkshire. This equates to an origin self-containment rate of around 59%.

5.24 Alternatively, 48,515 people moved to North Yorkshire in the year before the 2021 census, of these 27,123 moved from elsewhere in North Yorkshire. This equates to a destination self-containment rate of around 56%.

5.25 However, if long-distance moves (defined as those outside of the Yorkshire and Humber Region (minus Lincolnshire) and the Tees Valley) are excluded, then the self-containment rates increase to 76% and 70%, respectively. How these figures are derived is set out in the table below.

Table 5.1 Self-Containment Rate (2011)

	Out	In
1) All Moves Out/In	45,898	48,515
2) Internal Moves	27,123	27,123
3) Self-Containment Rate (2/1)	59%	56%
4) All Local Moves Out/In	35,636	38,660
5) Revised Self-Containment Rate (2/4)	76%	70%

Source: ONS, Census 2021

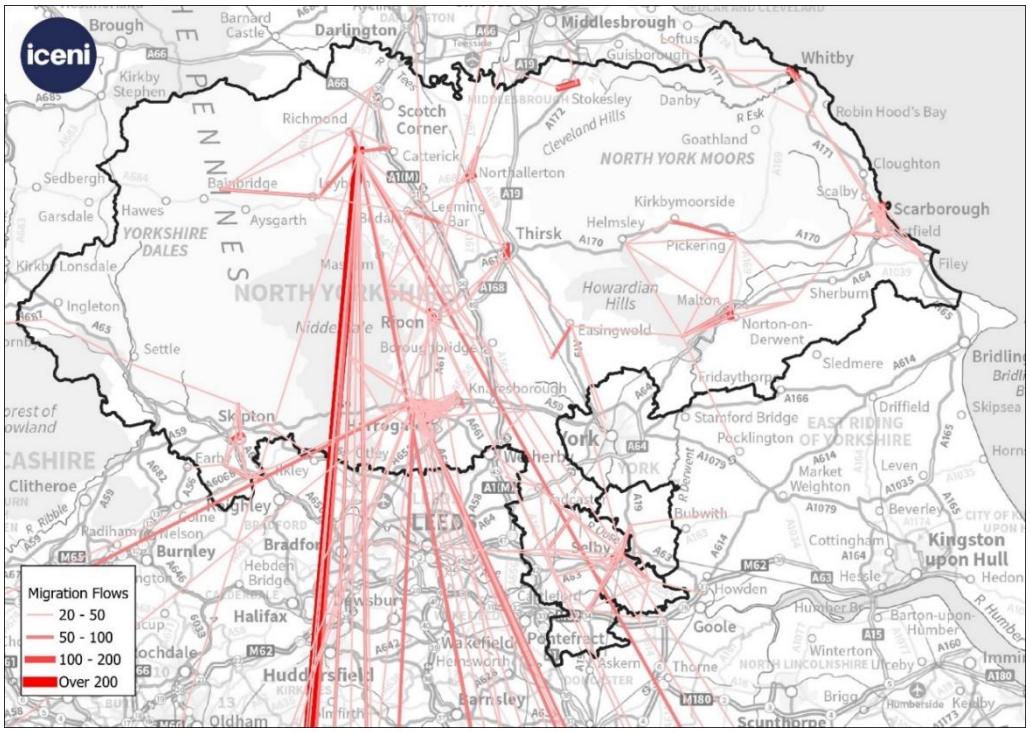
5.26 By this measure, North Yorkshire is therefore meeting and exceeding the 70% self-containment threshold indicating that it could be considered an HMA in its own right. The following analysis therefore examines sub-areas or sub-HMAs within North Yorkshire.

Migration Flows

5.27 Again using 2021 Census Data it is possible to plot the flows between different LSOAs. The map below shows all flows greater than 20 to and from North Yorkshire. As shown, this is somewhat obscured by flows to and from Catterick Garrison and to a lesser degree flows from London to Harrogate after the pandemic (the former of which have been removed from the second map).

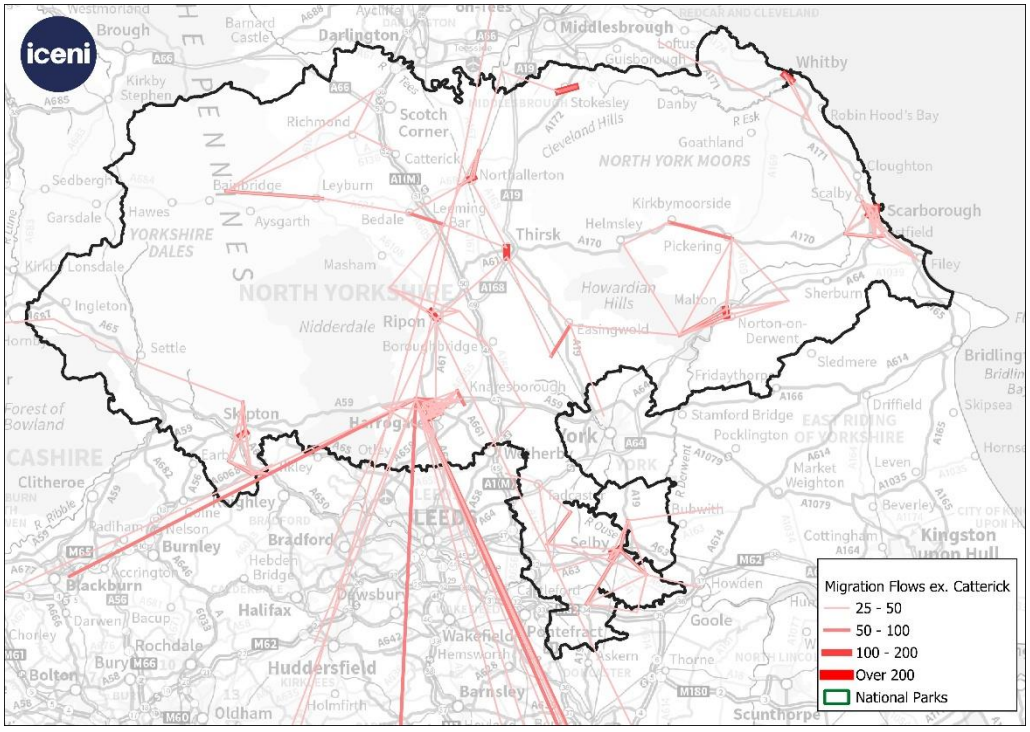
5.28 We can, however, see flows from Easingwold and Selby to York and between Teesside and Stokesley and Whitby. There is also a flow to/from Selby and parts of the East Riding of Yorkshire.

Figure 5.3 All Migration Flows To and From North Yorkshire



Source: ONS, Census 2021

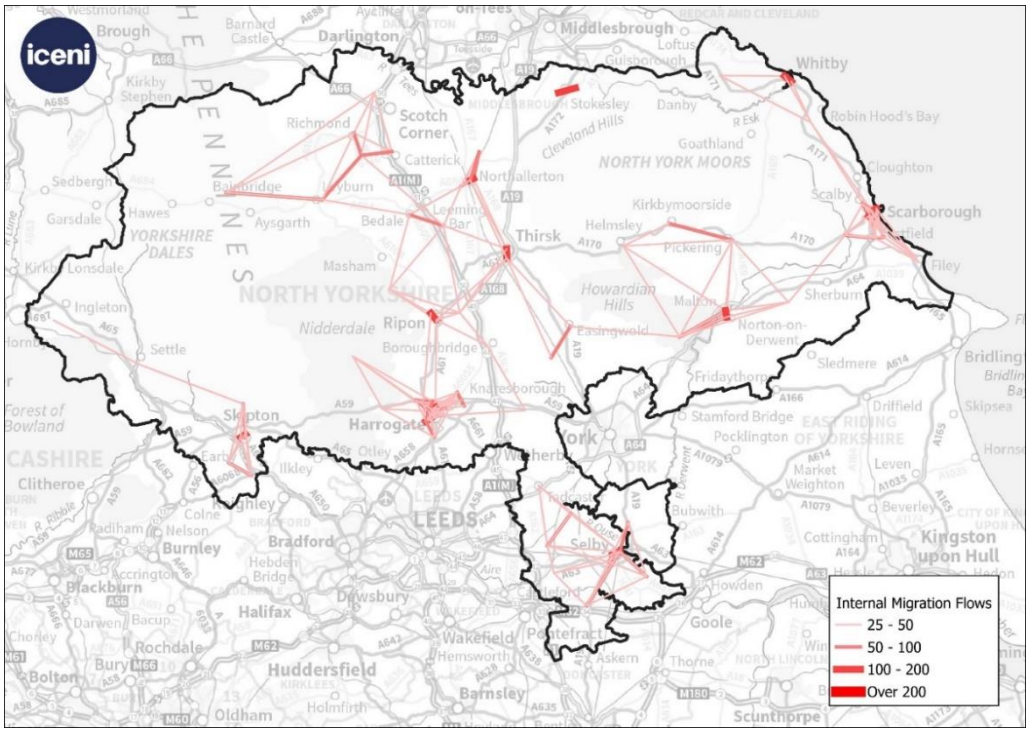
Figure 5.4 All Migration Flows To and From North Yorkshire (excluding Catterick)



Source: ONS, Census 2021

5.29 We have also produced the map below which excludes any flows to or from outside of North Yorkshire. This starts to show some clustering of moves across the county. As illustrated, this includes flows along the coast between Scarborough and Whitby. Flows between Malton and Pickering and the surrounding rural areas. Richmond, Skipton and Selby have flows largely within their wider areas.

Figure 5.5 All Internal Migration Flows in North Yorkshire



Source: ONS, Census 2021

5.30 Harrogate also has a high number of moves within the town and also to and from Ripon. While Ripon is linked to Thirsk and Thirsk to Northallerton and Easingwold. These flows are along the major road network.

5.31 These migration flows start to suggest sub-HMAs clustered around:

- Selby
- Skipton

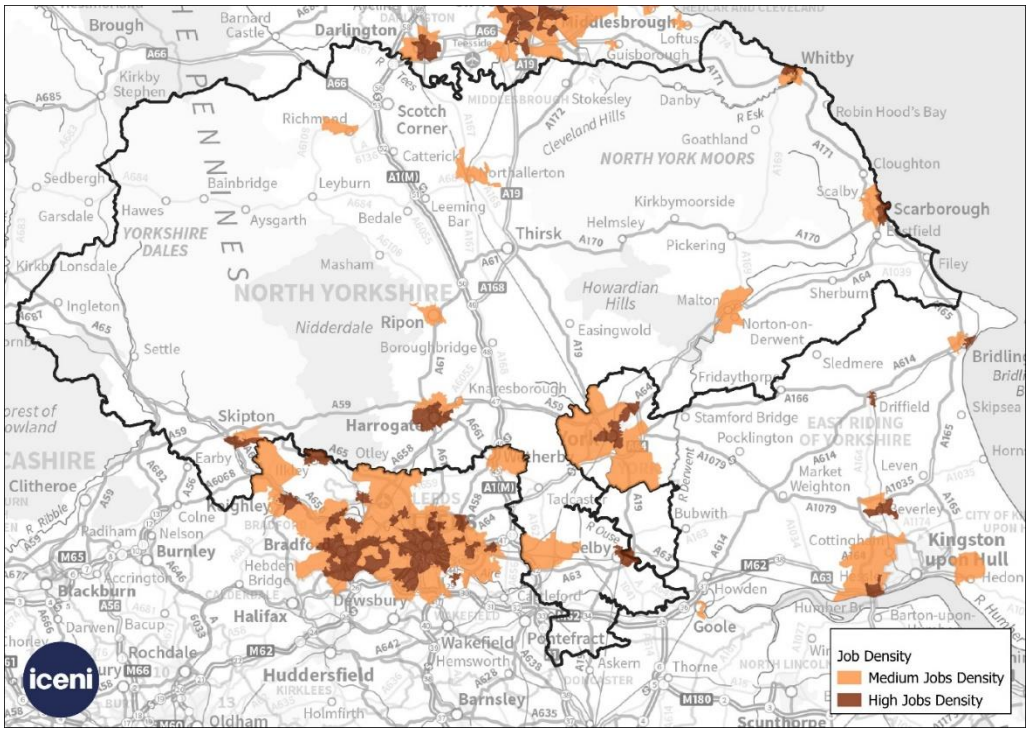
- Harrogate
- Malton, Norton and Pickering
- Scarborough and Whitby
- Northallerton and Thirsk
- Richmond

5.32 It gets slightly more complex around Ripon, which has connections in several directions but equally could be a HMA in its own right.

Commuting Flows

5.33 The first step in identifying commuting flows is to identify the main economic centres. We have identified these by examining the job density i.e. the number of jobs per hectare in any given MSOA. As the map shows, there are many areas in and around North Yorkshire which have a reasonably high level of job density (greater than 2 jobs per HA).

Figure 5.6 Major Employment Centres In and Around North Yorkshire (2022)



Source: BRES, 2024

5.34 Internally the following major employment centres have been identified:

- Skipton
- Harrogate
- Ripon
- Northallerton
- Scarborough
- Whitby
- Richmond and Catterick
- Malton/Norton
- Selby (including Sherburn in Elmet)

5.35 There are also several external employment centres which will likely impact commuting flows in North Yorkshire. These are:

- Stockton and Middlesborough

- Darlington
- York
- Leeds
- Bradford
- East Riding

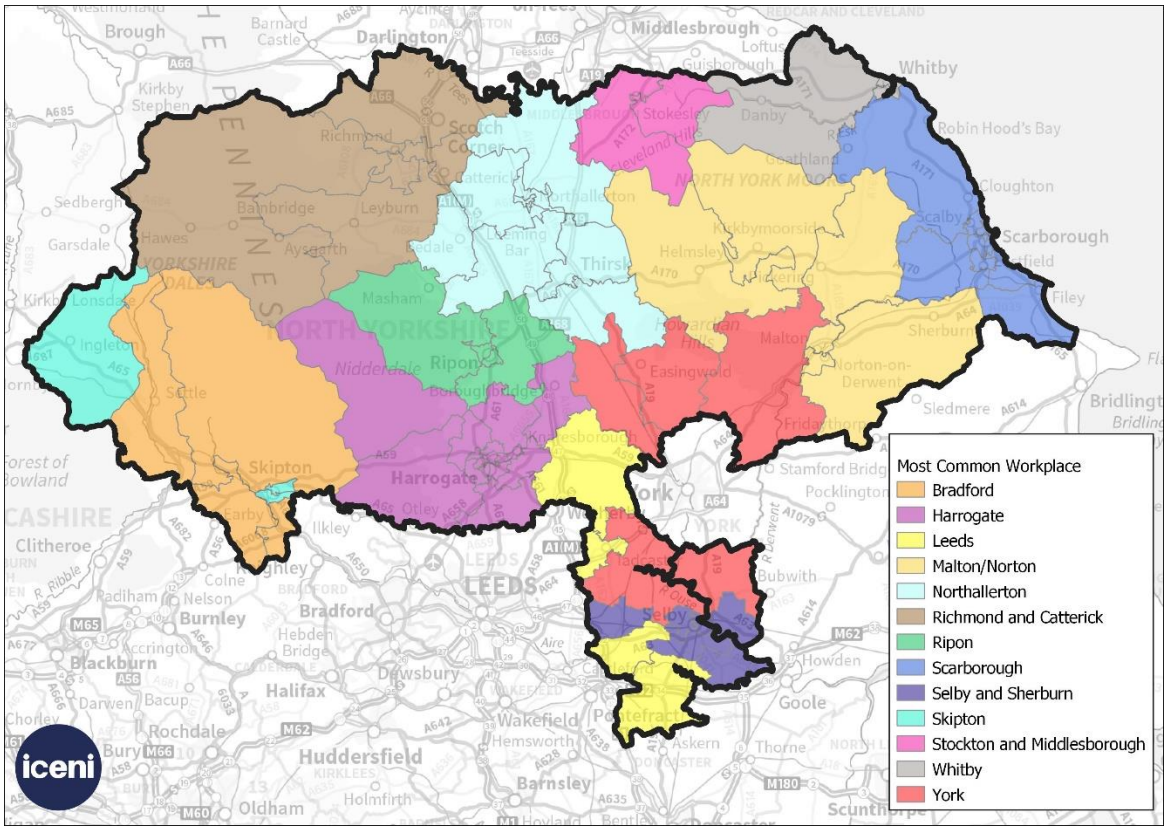
5.36 In total 91% of residents live and work in North Yorkshire including a large number of people that were working from home at the time of the last census.

5.37 The remaining 9% of residents work outside the borough with the largest numbers working in Leeds, Wakefield, York, Bradford, the East Riding of Yorkshire, Stockton-on-Tees and Redcar and Cleveland.

5.38 We have mapped the flow to each of these employment centres and the individual maps can be found in the Appendix A1. The map below combines these commuter flows to each of these employment centres and illustrates where the greatest flow from each MSOA is.

5.39 As illustrated, there are several areas with the greatest flow of commuters to employment centres outside of North Yorkshire. This includes Knaresborough and Easingwold and parts of Selby to York. Parts of Harrogate and Selby are also linked to Leeds and Stokesley sees a sizeable flow to Tees Valley. Similarly, Settle and its surrounding rural area have a strong flow to Bradford.

Figure 5.7 Most Common Workplace (2021)

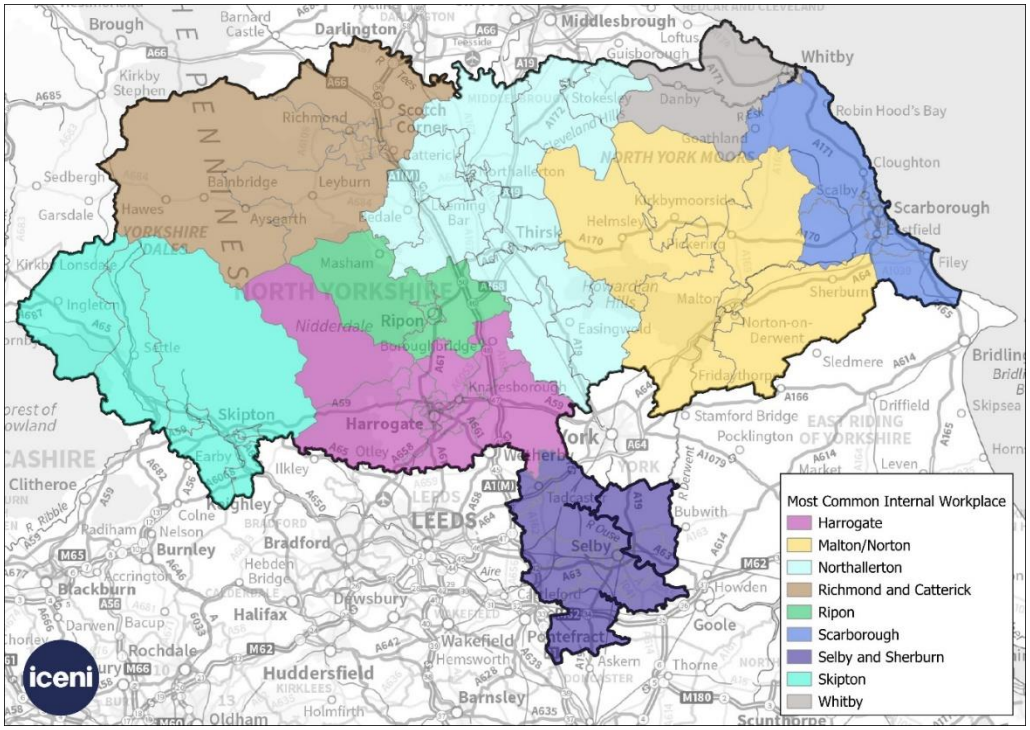


Source: ONS, Census 2021

5.40 We have also run the same analysis with only flows to employment centres within North Yorkshire. This shows a slightly more streamlined picture which largely reflects the legacy local authority areas but with two exceptions which in both cases reflect multiple employment centres in a single legacy area.

5.41 Harrogate is effectively split in two with Ripon and Harrogate Town operating as distinct areas. Similarly, Whitby and Scarborough divide the former Scarborough district. In both cases, this reflects the migration flows also with both Ripon and Whitby having flows to the North as well as the South.

Figure 5.8 Most Common Internal Workplace (2021)



Source: ONS, Census 2021

5.42 This begins to suggest sub-HMAs clustered around:

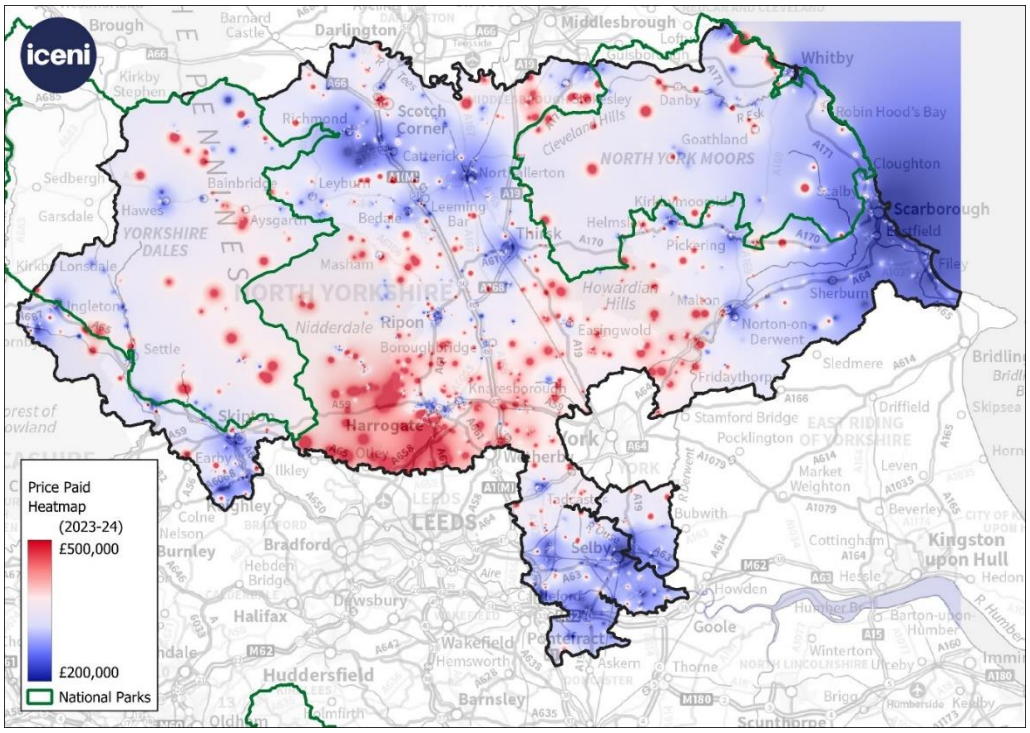
- Selby
- Skipton
- Harrogate
- Ripon
- Malton, Norton and Pickering
- Scarborough
- Whitby
- Northallerton and Thirsk
- Richmond

House Price Data

5.43 The final factor we have examined when identifying the HMA is house prices. We have used price-paid data from the Land Registry to build a heat map of prices across the county.

5.44 As illustrated, house prices in Harrogate are notably higher than in the rest of the county. These then fall to the areas of York, including Knaresborough, Easingwold and Tadcaster. Similar house prices are also found in the Yorkshire Dales and to a lesser extent, the North York Moors National Parks.

Figure 5.9 House Price (2023-24)



Source: Land Registry, 2024

5.45 In contrast, the urban areas outside Harrogate (and also including parts of Harrogate Town) have lower prices still. In particular, Selby, the coastal areas and Catterick have the lowest house price prices in the County. To a lesser degree, we also see low house prices in Skipton, Thirsk and Northallerton.

5.46 However, we have to be mindful that these house prices will reflect the stock in an area with lower prices seen in urban areas which have a greater percentage of smaller homes such as Flats and Terraces.

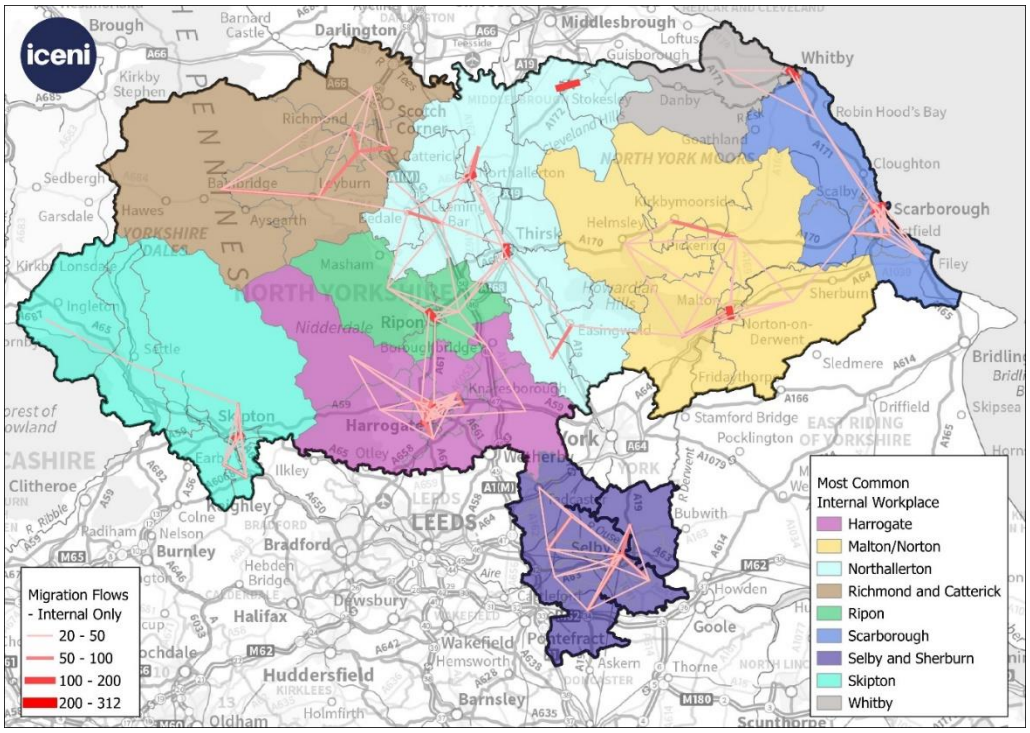
5.47 The exception to this is Harrogate which despite being an urban area has notably higher house prices than most other places in the County. This indicates the town operates in a different housing market to its surrounding area. This will be influenced by the quality of place but also access to higher paying jobs such as those in Central Leeds.

5.48 Notably, Ripon has much lower house prices than Harrogate and the area around Whitby has slightly higher house prices than those around Scarborough. Again, this would indicate a separation in housing market areas.

Sub-HMA Conclusions

5.49 If we overlay the main internal migration and commuting patterns a clear alignment is identified with migration clusters falling within the commuting areas. This reflects the functional linkages between housing and jobs and is a reasonable basis for the sub-area boundaries.

Figure 5.10 Migration and Commuting Patterns (2021)



Source: ONS, Census 2021

5.50 As always there are exceptions to this rule. There is a migration flow between Ripon and Harrogate and Ripon and Thirsk. To a lesser degree, there is also a flow between Bedale and Leeming Bar and Richmond and Catterick. We also see flows between Whitby and Scarborough.

5.51 However, the house price analysis does differentiate between Ripon and Harrogate and to a lesser degree, between Ripon and Thirsk. This would indicate that Ripon is a reasonable HMA in its own right. It is less clear-cut with Whitby and Scarborough as house prices appear to be broadly equal. There is also a migratory flow along the coast, suggesting they could be treated as a single area.

5.52 With the exception of Ripon and Harrogate, these emerging sub-area boundaries are drawn along the boundaries of the legacy authorities. Many reasons could explain the alignment between commuting and migration and the legacy local authorities.

5.53 Firstly, at the time the previous local authority boundaries were drawn up, it is possible that they reflected the functional linkages between the areas. If these linkages have not substantially changed then the same patterns would emerge. Equally, it could represent the legacy authorities' success in ensuring that house and job growth align within their areas.

5.54 Finally, we have used MSOAs for much of the analysis. These do not present that fine a grain for analysis, and if data were available for smaller areas, then it may well show a more nuanced set of boundaries.

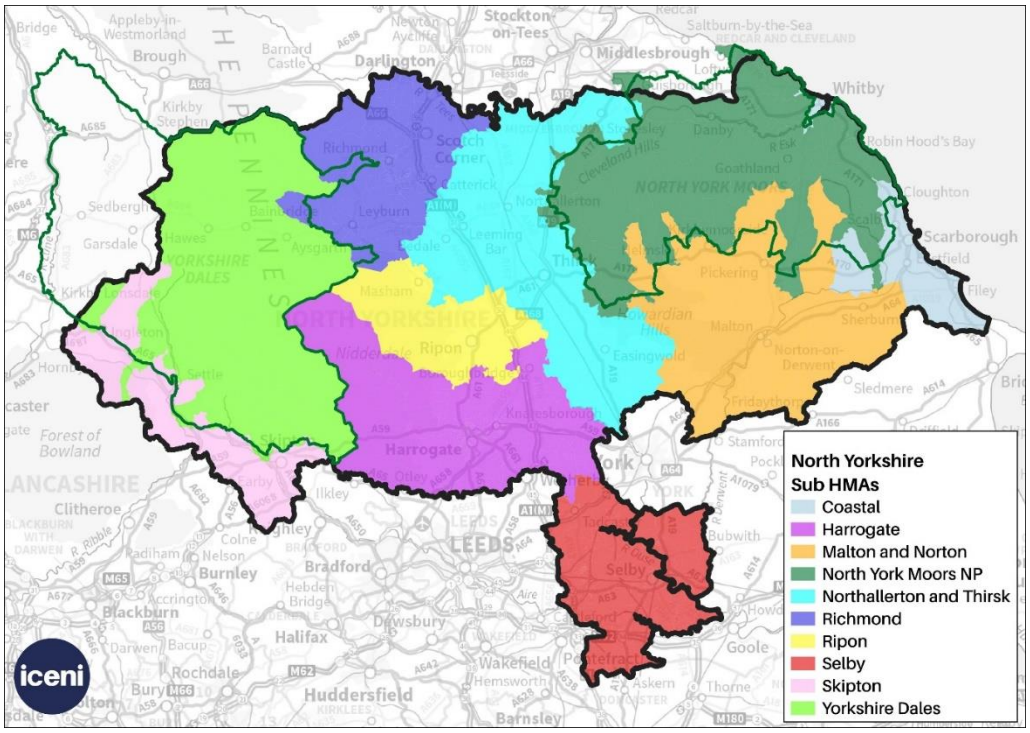
5.55 We have also been asked to examine affordable need within the North York Moors National Park. National Park boundaries are not drawn on any standard geography, but we can produce a best fit of OA areas based on population-weighted centroids that fall within the National Park boundaries.

5.56 These output areas have then been subtracted from the sub-areas to create two additional Sub-HMAs. However, it should be stressed that this is a response to data limitations and the need to examine the National Parks rather than suggesting the National Park operates as sub-HMAs in isolation.

5.57 Because Whitby is now isolated and there was some debate around whether it forms part of the same market are Scarborough it seems reasonable to now treat it as part of the Coastal Sub-HMA.

5.58 In conclusion, the map below illustrates the Sub-HMAs on which the analysis to follow will be based. These are drawn using Census Output Areas.

Figure 5.11 Concluded Sub-HMA



Source: Iceni Projects based on ONS Output Areas

5.59 We also recognise that both National Parks extend outside of North Yorkshire. In the case of the North York Moors National Park, only seven output areas fall outside of North Yorkshire and they have all been included in this analysis as the National Park Authority is a commissioner of this work.

Functional Economic Market Area

5.60 The PPG also provides specific guidance on how Functional Economic Market Areas (FEMA) can be defined. Again, it notes that no standard approach is possible as patterns of economic activity vary from place to place, however, it suggests that analysis of the following is undertaken when defining a FEMA:

- The extent of any Local Enterprise Partnership within the area[12];
- travel to work areas;
- housing market area;
- flow of goods, services and information within the local economy;
- service market for consumers;
- administrative area;
- catchment areas of facilities providing cultural and social well-being; and
- transport network.

5.61 As the FEMA also considers the HMA and Travel to Work areas there is an element of overlap between the two strands.

Administrative Boundaries

5.62 There are some pre-existing administrative boundaries all of which can indicate the functional geography of public services. This includes the local and county boundaries.

5.63 North Yorkshire is a recently created unitary authority comprising seven legacy authorities of Craven, Hambleton, Harrogate, Richmondshire, Ryedale, Scarborough and Selby.

5.64 The ceremonial county of North Yorkshire also extends to the City of York, Redcar and Cleveland, Middlesborough and Ingleby Barwick, Thornaby-on-Tees and Yarm in Stockon-on-Tees local authority.

5.65 There is also the York and North Yorkshire Combined Authority whose "*role is to use some of the money and powers, that up to now have*

[12] While still part of the guidance, Standalone LEPs are being phased out with their function being absorbed by unitary and county councils and devolved administrations where these exist

been held by central government, and work with local leaders and communities to invest in ways that will help to make York and North Yorkshire a better place to live, work and do business."

5.66 Many of the key service providers operate across the county including North Yorkshire Police, and North Yorkshire Fire & Rescue cover the unitary authorities of North Yorkshire and the City of York.

5.67 The NHS Humber and North Yorkshire and Integrated Care Board also covers North Yorkshire and the City of York as well as Hull, the East Riding of Yorkshire, North and North East Lincolnshire.

5.68 This demonstrates that North Yorkshire is functionally connected to the City of York and to a lesser degree East Riding and Hull. The links to Lincolnshire are likely to be more localised between Hull and south of the Humber.

Local Enterprise Partnership (LEP)

5.69 The York and North Yorkshire Combined Authority have absorbed the role of the LEP. Again, this highlights the link with the City of York.

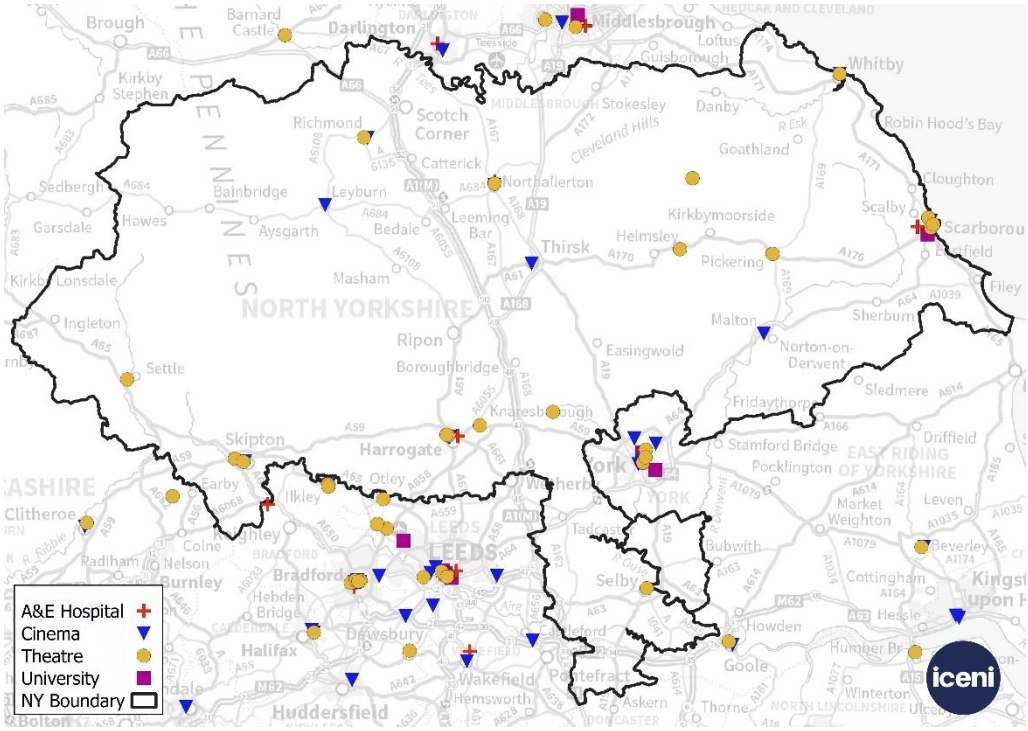
Cultural and Social Facilities

5.70 The map below illustrates the location of key cultural and social facilities in North Yorkshire and the wider area. Key infrastructure includes Universities, A&E Hospitals, Theatres and Cinemas. While there are others such as doctors and schools these tend to be much more localised.

5.71 It is clear from this mapping exercise that Harrogate and Scarborough are the main cultural and social centres of the sub-region, with the only notable large cluster of facilities. Other smaller clusters do exist in Skipton, Richmond and Northallerton.

5.72 It is also clear that North Yorkshire residents are likely to travel to York, Leeds and Teesside to make use of a wider range of facilities there. This is most likely to be the case for those in neighbouring areas to the larger cities.

Figure 5.12 Map of key cultural and social facilities in North Yorkshire and neighbouring authorities



Source: OpenStreetMap data

5.73 The sparse facilities are likely a result of the authority's rural nature with few major settlements. The area is therefore reliant to a degree on the larger neighbouring centres. This is particularly the case for Accident and Emergency services and local universities.

5.74 Towns in North Yorkshire are reasonably well-connected to Leeds and York by train and road. For example, Thirsk, Northallerton and Selby are connected to York by rail in around 30 minutes, while Richmond and Catterick are 20-minute drives to Darlington.

5.75 Although North Yorkshire has all the main services examined, there is not a great deal of choice and in some areas, there is a distinct lack of critical infrastructure such as A&E hospitals. This would suggest that the County is not entirely self-sufficient and operates within a wider functional economic market at least by this measure.

Service market for consumer

5.76 The largest retail centres in North Yorkshire are Harrogate and Scarborough. However, both of these towns have fairly modest retail choices for comparison goods in comparison to major cities.

5.77 This is acknowledged by the 2016 Harrogate Retail Study Update which suggests that *"Approximately a third of the total comparison goods expenditure available within the study area was found to 'leak' to destinations beyond the study area. Leakage to Leeds and York accounted for almost 20 per cent of residents' comparison goods expenditure, which was to be expected given the strong influence of these larger centres over parts of the study area."*

5.78 Similar patterns occur in the other towns, the latest Retail study for the former Craven area suggested leakage on comparison expenditure was as high as 55% with Keighley and Leeds being the biggest beneficiaries.

5.79 The 2020 Selby study states *"due to the size and offer of the District's main centres, there is significant leakage of comparison goods expenditure to larger shopping destinations outside the District, in particular, the higher order centre of York and the city's retail parks and also Leeds"*

5.80 The latest Richmondshire retail study states that 59% of comparison expenditure is located outside of the former district with *"the key destinations outside of the Study Area which are attracting comparison*

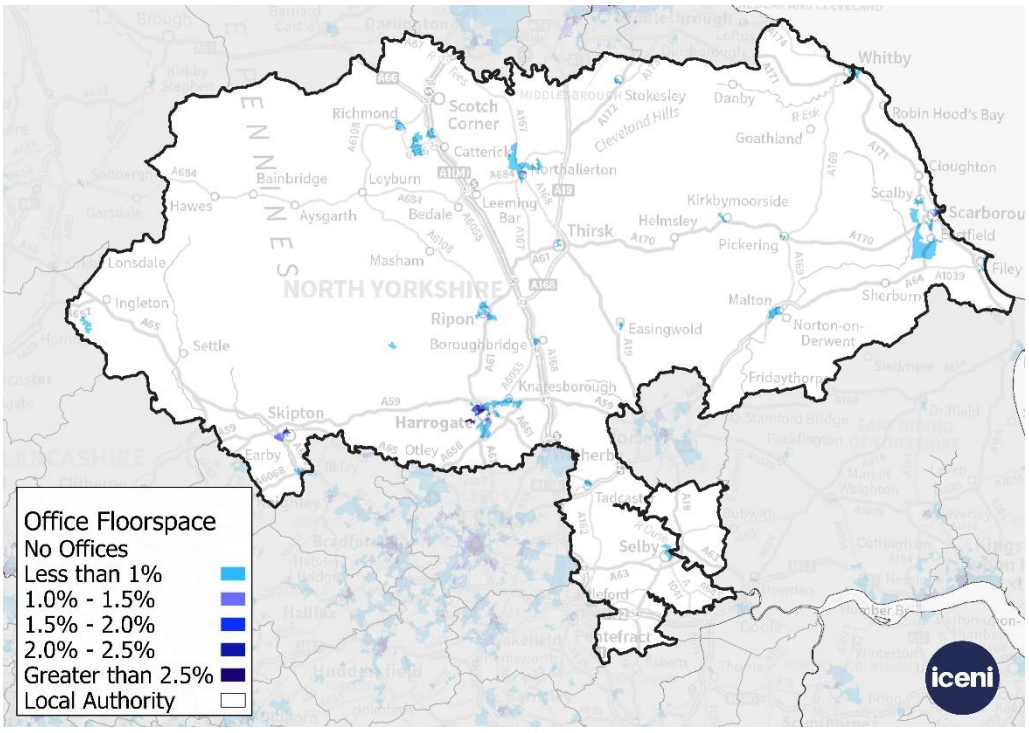
expenditure are Darlington town centre, Darlington Retail Park, Northallerton town centre and Teesside Park in Stockton"

5.81 These studies therefore provide a pattern of being reliant on the larger towns and cities surrounding North Yorkshire for comparison goods. Again, this is not unexpected given the rural nature of the area and the size of the major centres which do not have the critical mass of major retail offers.

Flow of Goods and Services

5.82 The flow of goods, services and information within the local economy is difficult to quantify. Our approach therefore is to look at office and industrial clusters across North Yorkshire. VOA floorspace data has been used to identify the areas with the greatest concentrations of office and industrial floorspace.

Figure 5.13 Map of office floorspace across North Yorkshire



Source: Valuation Office Agency (VOA), Office floorspace per metre squared, Table FS_OA3.1

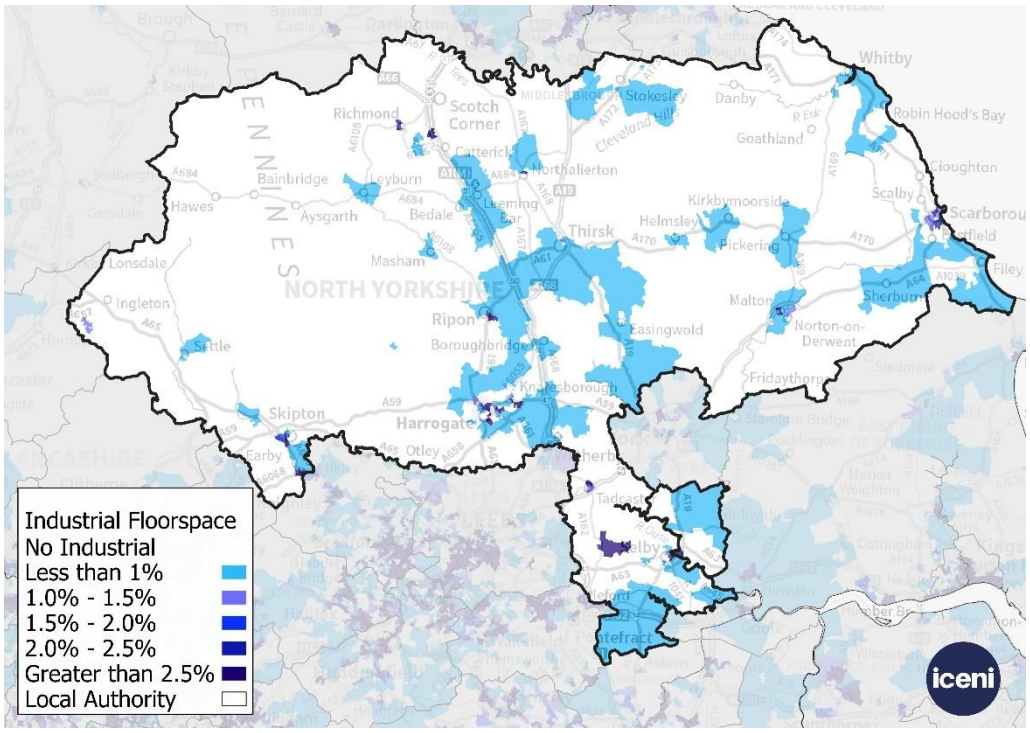
5.83 Within North Yorkshire office floorspace is limited with the highest concentrations of floorspace seen in Harrogate, Skipton and Scarborough. Large swathes of the county see no office floorspace at all which is unsurprising given the rural nature of the area.

5.84 In contrast, there is a much greater supply of office floorspace in neighbouring authorities such as Leeds and York. This helps support the commuting analysis which sees 1% of North Yorkshire's resident workforce commute to Leeds.

5.85 In contrast there is a greater supply of industrial floorspace in North Yorkshire. The largest supply in North Yorkshire includes that in Sherburn in Elmet and along other parts of the A1(M) including, Harrogate, Ripon, Richmond, Tadcaster and Catterick. This demonstrates the need for industrial floorspace to be close to the Strategic Road Network.

5.86 There are also smaller clusters in Skipton, Selby, Northallerton, Malton, and Scarborough. This likely demonstrates the functioning of market towns serving a slightly wider area.

Figure 5.14 Map of industrial floorspace across North Yorkshire



Source: Valuation Office Agency (VOA), Industrial floorspace per metre squared, Table FS_OA4.1

5.87 Again, there are also clusters of industrial floorspaces in Leeds, York and Teesside which are likely to include some light industrial units which will house services utilised by North Yorkshire residents.

Transport Network

5.88 North Yorkshire is connected to the Strategic Road Network via the A1(M)/A1 which travels across the centre of the County from the north (River Tees) to the South (near Kirk Smeaton). The A1(M)/A1 connects the County to a number of major cities including London, Newcastle and Edinburgh.

5.89 The M62 also traverses the south of the County across the former Selby area to the south of Eggborough. This provides excellent east-west connectivity linking the area to Hull, Leeds, Manchester and Liverpool.

5.90 Other Major Routes in the County are the A19 (Middlesborough to Doncaster via York, Selby and Thirsk), the A59 (Harrogate to Skipton) connecting to the A65 (Skipton to the M6), the A64 (Leeds to Scarborough via Tadcaster and York) and the A170 (Scarborough to Thirsk).

5.91 Northern Rail provides the majority of local rail services including the Leeds to York Line via Harrogate; Leeds to Skipton and on to Settle; and Scarborough to Hull, among others.

5.92 There are also some regional routes run by TransPennine Express, including Scarborough to Liverpool via Malton; Hull to Liverpool via Selby; and Edinburgh to Liverpool via Northallerton and Thirsk.

5.93 Rail services are provided at Selby and Northallerton via the East Coast Mainline which links London to Edinburgh and is operated by several companies. Trains operated by Hull Trains also serve Selby on the London to Hull lines. There is also an infrequent direct service to/from London and Skipton and Harrogate.

5.94 The nearest international airports are Leeds Bradford Airport, which flies to twenty destinations, and Teesside International Airport, which travels to ten destinations.

5.95 It is evident that North Yorkshire is well connected via road and rail to the wider north of England but this varies by location. The links are particularly impressive in a north-to-south direction, but east-to-west connectivity is poorer.

Summary and Conclusions – FEMA

5.96 In terms of service provision boundaries, North Yorkshire has all the main services including retail, social and leisure infrastructure. However, it does not have a great deal of choice and is reliant on larger neighbours to provide this and this functionality is supported by transport infrastructure.

5.97 York and North Yorkshire Combined Authority has taken up the function currently held by the LEPs and this area also provides Police, Fire and Crime services. This further demonstrates the economic connection between authorities within ceremonial North Yorkshire.

5.98 That said, the vast majority of residents still live and work in North Yorkshire, although this is perhaps overestimated given the timing of the last census.

5.99 Commuting patterns do reemphasise the function of the formal legacy authorities although there are some minor differences as explored in the HMA sections.

5.100 Office floorspace is limited in North Yorkshire, with a much greater supply in neighbouring authorities. However, industrial uses are a key feature of the local economy with major clusters operating along the A1(M) corridor. This appears to be meeting a strategic need.

5.101 From a practical sense, such functional boundaries should be drawn to Local Authority areas. Given the scale of North Yorkshire and the above analysis, it would seem reasonable to conclude it is a single FEMA.

5.102 However, there are clearly sub-areas within the County which operate distinctly, and this is reflected in the commuting patterns (and as a consequence the HMA).

5.103 These areas largely reflect the former local authorities and from a practical sense this is helpful as economic forecasts are also available for the former local authorities. We therefore conclude that there is an alignment between the HMA and the FEMA (see Figure 5.10).

5.104 However, we have to be mindful that for some sectors, particularly Logistics, there is a strategic market along the A1(M) corridor which transcends these sub-areas.

5.105 Furthermore, there is clearly some reliance on neighbouring towns and cities for a range of services. Therefore, the Council should continue to liaise with these areas on strategic matters. This particularly relates to Leeds, York and the Teesside authorities.

Part 1: Housing Need

6. Demographic and Housing Stock Baseline

6.1 This section considers the demographic and housing stock profile of North Yorkshire against the wider comparators of the Yorkshire and the Humber region and England.

6.2 Where appropriate we also provide data for the sub-HMAs as identified in Chapter 5. This draws on the latest data available including the 2021 Census and other relevant data published by ONS.

Population

6.3 In 2023, the ONS Mid-Year Estimates (MYE) show that the population of North Yorkshire is estimated to be around 627,600. This is a growth of around 23,000 (4.4%) since 2011.

6.4 This level of growth is lower than that seen across the region (5.8%) and is a significantly lower rate than that seen nationally (8.6%).

Table 6.1 Population Growth Summary (2011 to 2023)

	2011	2023	Change	% Change
North Yorkshire	601,206	627,629	26,423	4.4%
Yorkshire and The Humber	5,288,212	5,594,125	305,913	5.8%
England	53,107,169	57,690,323	4,583,154	8.6%

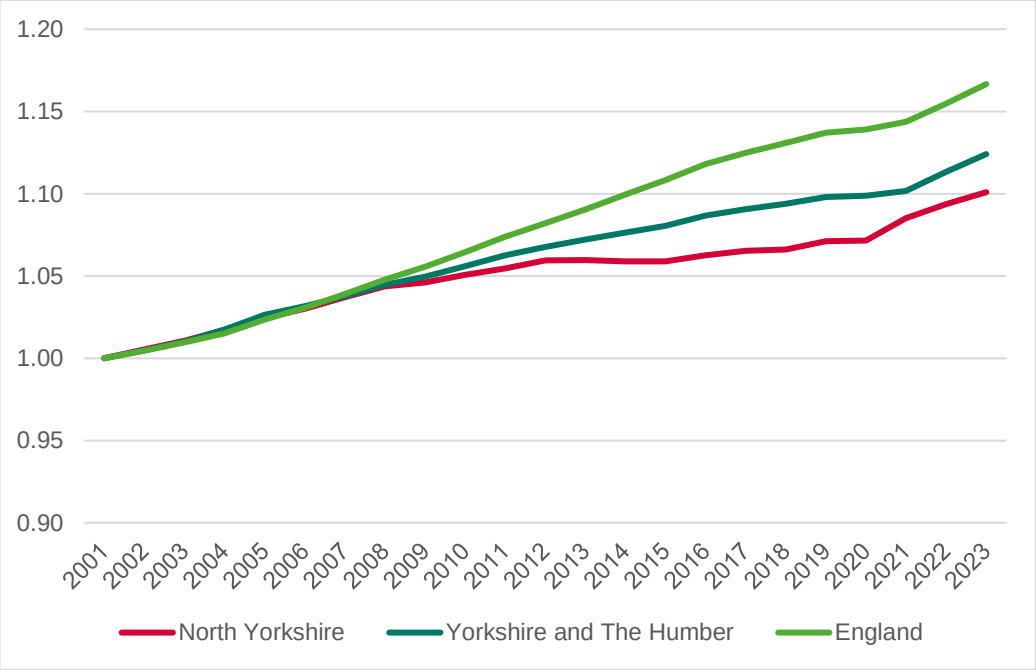
Source: ONS MYE

6.5 The Figure below shows population growth indexed from 2001 to 2023. North Yorkshire has experienced slower population growth compared to the regional and national averages.

6.6 While exhibiting similar levels of growth year on year until 2014, the gap between North Yorkshire and the other comparators has become more pronounced since 2014.

6.7 This could reflect demographic trends such as lower birth rates, an ageing population, or less inward migration into North Yorkshire. Notably, there has been an increase in the rate of population growth in North Yorkshire since 2020, and this trend is also seen across the region and country.

Figure 6.1 Indexed Population Growth (2001 to 2023)



Source: ONS MYE

Sub-HMAs

6.8 The Harrogate sub-HMA has the largest population in North Yorkshire by a strong margin at around 136,600 people or 21.8% of the total population across the North Yorkshire sub-HMAs in 2022. This is followed by the Coastal sub-HMA at 15.7% or around 98,000 people. These sub-HMAs contain more urbanised areas in comparison to the other sub-HMAs, and so a greater population count is expected.

6.9 The North York Moors and Yorkshire Dales sub-HMAs contain the lowest populations (at 3.6% and 2.5% respectively), which is again unsurprising given their rural characteristics.

Table 6.2 Population Count in North Yorkshire sub-HMAs in 2022

	2022 MYE Population	% of North Yorkshire
Coastal	97,998	15.7%
Harrogate	136,620	21.8%
Malton and Norton	49,615	7.9%
North York Moors NP	22,236	3.6%
Northallerton and Thirsk	88,537	14.2%
Richmond	44,471	7.1%
Ripon	29,180	4.7%
Selby	93,565	15.0%
Skipton	47,876	7.7%
Yorkshire Dales NP	15,543	2.5%
Total (North Yorkshire Study Area)	625,641	100%

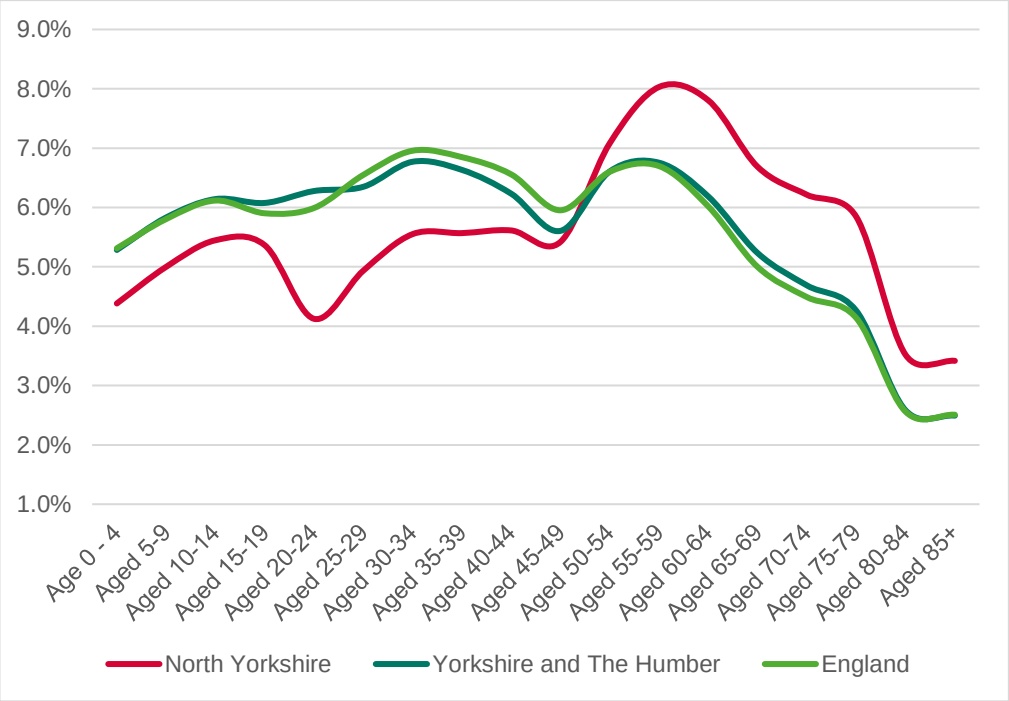
Source: ONS MYE

Age Profile

6.10 The Figure below compares the population distribution of the Mid-Year Estimates for 2023 by five-year age groups. As shown, Yorkshire and the Humber and England have a younger age profile than North Yorkshire.

6.11 Specifically, North Yorkshire has a lower proportion of those aged 45 and younger and a particularly low number of 20 to 24 which is linked to the lack of major university. Conversely, the older population groups, 45 and above, are notably larger in North Yorkshire

Figure 6.2 Five-Year Age Bands (2023)

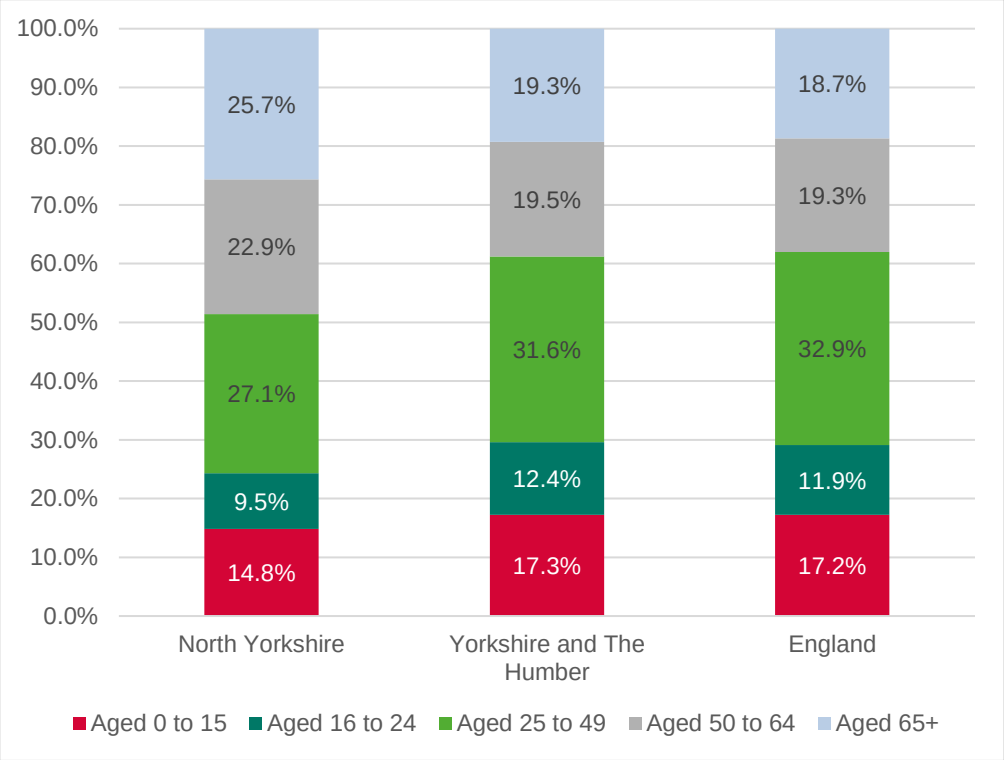


Source: ONS MYE

6.12 The bar chart below illustrates the population distribution across five broader age groups. Again, this shows, the chart highlights the older age profile of North Yorkshire.

6.13 It is clear that North Yorkshire has a significantly higher proportion of residents aged 65 and over (25.7%) when compared to Yorkshire and The Humber (19.3%) and England (18.7%). Conversely, North Yorkshire has a lower percentage of school and university-aged population.

Figure 6.3 Population distribution across broad age groups for North Yorkshire (2023)

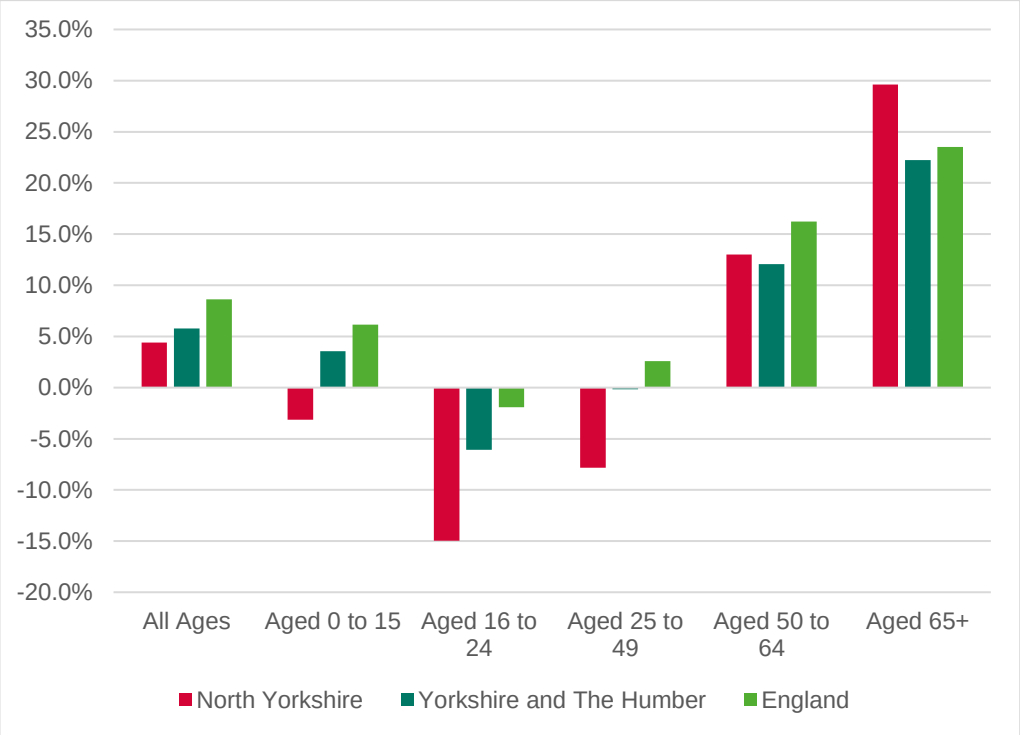


Source: ONS MYE

6.14 Between 2011 and 2023 the population in North Yorkshire noticeably aged. This was demonstrated by sharp declines in the three youngest age bands and significant growth in the oldest.

6.15 While the region and nation also saw increases in the percentage of population aged over 65 this was to a lesser degree. North Yorkshire was also the only location examined to record a fall in the percentage of the population that were children (Aged 0 to 15).

Figure 6.4 2011 to 2023 Percentage Point Change in Ages

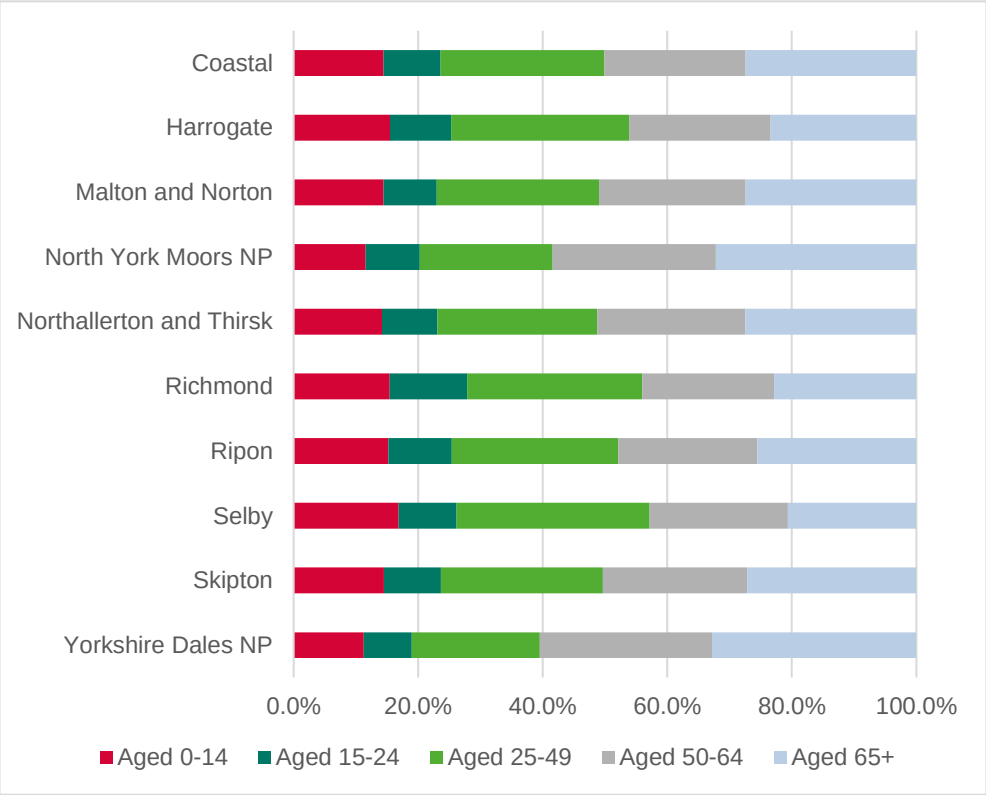


Source: ONS MYE

Sub-HMAs

6.16 The figure below shows the variance in population distribution across broad age groups in the North Yorkshire sub-HMAs. There is a relatively older population profile in both of the National Park sub-HMAs. Relatively, Selby has the youngest population profile with over half the population being younger than 50 years old followed closely by Richmond.

Figure 6.5 Population Distribution across Broad Age Groups in North Yorkshire Sub-HMAs, 2022



Source: Census 2021

Dwellings and Households

6.17 At the point of the 2021 Census, there were 299,138 dwellings in North Yorkshire, which is an increase of 21,560 or 7.2% since the time of the 2011 Census.

6.18 Council-provided data provides a more up-to-date indication of the change in dwelling stock and this is shown below. As of 2023, there were an estimated 305,615 dwellings in North Yorkshire, an increase of 28,037 or 10.1%, since 2011.

Table 6.3 Number of Dwellings, 2011-2023

	2011	2023	Change	% change
North Yorkshire	277,578	305,615*	28,037	10.1%
Yorkshire	2,319,910	2,514,619**	194,709	8.4%
England	22,976,066	25,369,447**	2,393,381	10.4%

Source: Census 2011, Census 2021 *Includes Council-provided completions data **DLUHC Live Table data

6.19 This is a greater increase in the level of stock over the period of 2011 to 2023 when compared to the region (8.4%) despite a lower population growth. North Yorkshire saw similar levels of growth as England (10.4%) over the period.

6.20 The Council provided data on net completions which give an updated picture of dwelling stock up as of April 2024. In the period, since the Census in March 2021, there have been approximately 9,537 net completions across North Yorkshire. This would bring the total dwelling count to 308,675 as of April 2024.

6.21 In 2011, there were 256,594 households in North Yorkshire, which is an increase of 17,787 or 6.5% since the 2011 Census. Again, despite lower population growth this was a greater increase than the region. However, unlike population and dwellings North Yorkshire saw a greater increase than the national level.

Table 6.4 Number of Households, 2011-2021

Geography	2011	2021	Change	% change
North Yorkshire	256,594	274,381	17,787	6.5%
Yorkshire and The Humber	2,224,059	2,330,658	106,599	4.6%
England	22,063,068	23,436,085	1,373,017	5.9%

Source: Census 2011, Census 2021

6.22 Taking the number of households away from the number of dwellings indicates the vacancy rate of dwellings in North Yorkshire[13]. In 2021, the vacancy rate would have been 8.3% (or 24,760 dwellings). This compares to 5.9% across the region and 6.0% nationally.

6.23 This represents a 1.3% point increase in North Yorkshire from the rate of 7.0% in 2011. The equivalent increase regionally was 1.8% points and nationally 2.0% points (see Table 8.6).

6.24 The Harrogate sub-HMA has the largest proportion of dwellings across North Yorkshire at 21%, followed by the Coastal sub-HMA at 18%. These sub-HMAs contain more urbanised areas in comparison to the other sub-HMAs, and so a greater dwelling count and density is expected.

6.25 The North York Moors NP and Yorkshire Dales NP sub-HMAs contain the lowest number of dwellings (at 4% and 3% respectively), which is unsurprising given their rural characteristics.

Table 6.5 Number of dwellings in North Yorkshire sub-HMAs, 2021

North Yorkshire sub-HMAs	Dwellings (2021)	Households (2021)	Implied Vacancy (2021)
Coastal	53,146	46,219	13.0%
Harrogate	62,116	58,776	5.4%
Malton and Norton	24,157	22,138	8.4%
North York Moors NP	12,423	10,199	17.9%
Northallerton and Thirsk	41,741	39,183	6.1%
Richmond	19,925	18,266	8.3%
Ripon	13,266	12,431	6.3%
Selby	41,178	39,550	4.0%
Skipton	23,217	21,584	7.0%
Yorkshire Dales NP	9,135	7,162	21.6%

Source: Census 2021

[13] This will not take into account second homes and holiday lets

6.26 The implied vacancy rates taken from the difference between households and dwellings range from 4.0% in Selby to over 20% in the Yorkshire Dales National Park. There is also a very high rate in the North York Moors National Park (17.9%) and the Coastal sub-area (13%).

Household Composition

6.27 In 2021, North Yorkshire has a slightly higher proportion of one-person households (14.1%) than both Yorkshire and The Humber (13.6%) and England (12.7%).

6.28 North Yorkshire (7.0%) has a higher percentage of single-person households aged 66 years and over compared to Yorkshire and The Humber (5.8%) and England (5.4%).

6.29 Single-family households are the most common household type across all areas, making up 79.8% in North Yorkshire, which is slightly more than the rates seen in the region at 76.9% and England (75.5%).

6.30 Within this, married or civil partnership couples constitute a significant share in North Yorkshire (44.5%), more than Yorkshire and The Humber (40.1%) and England (41.1%).

Table 6.6 Household composition in North Yorkshire and comparator geographies, 2021

Household type	North Yorkshire (total)	North Yorkshire (%)	Yorkshire and The Humber (%)	England (%)
One-person household	84,891	14.1%	13.6%	12.7%
One-person household: Aged 66 years and over	42,400	7.0%	5.8%	5.4%
One-person household: Other	42,491	7.0%	7.9%	7.3%
Single-family household	481,513	79.8%	76.9%	75.5%
SFH: All aged 66 years and over	71,965	11.9%	8.3%	7.7%
SFH: Married or civil partnership couple	268,794	44.5%	40.1%	41.1%
SFH: Married or civil partnership couple: No children	77,413	12.8%	9.6%	8.8%
SFH: Married or civil partnership couple: Dependent children	142,648	23.6%	23.0%	24.4%
SFH: Married or civil partnership couple: All children non-dependent	48,733	8.1%	7.5%	7.9%
SFH: Cohabiting couple family	81,391	13.5%	15.3%	13.6%
SFH: Cohabiting couple family: No children	34,081	5.6%	5.7%	5.4%
SFH: Cohabiting couple family: With dependent children	41,975	7.0%	8.5%	7.2%
SFH: Cohabiting couple family: All children non-dependent	5,335	0.9%	1.1%	1.0%
SFH: Lone parent family	57,006	9.4%	12.6%	12.3%
SFH: Lone parent family: With dependent children	38,634	6.4%	9.0%	8.4%
SFH: Lone parent family: All children non-dependent	18,372	3.0%	3.6%	3.9%
SFH: Other single-family household: Other family composition	2,357	0.4%	0.6%	0.8%
Other household types	37,093	6.1%	9.5%	11.8%
Other household types: With dependent children	17,654	2.9%	4.9%	5.9%
Other household types: Other, including all full-time students and all aged 66 years and over	19,439	3.2%	4.6%	5.9%

Source: Census 2021

6.31 The percentage of married or civil partnership couples with no children, or with all children non-dependent, is notably lower in North Yorkshire when compared to the region and the nation. Lone-parent families are also less common.

6.32 Other household types are significantly less common than the region and the nation. This includes “Other: Other” households which are a proxy for HMOs. This may in part be due to not having a university as students comprise many HMOs.

6.33 The table below shows the breakdown of household types by broad category in each of the sub-HMAs in North Yorkshire. One person households are most common in the Coastal sub-area (38.3%) which correlates with its smaller dwelling profile, and it has the lowest rates of single family households, and particularly those with no children.

6.34 Single family households are most common in Selby at 69.6%, closely followed by Richmond, where family-sized homes are most prevalent when compared across North Yorkshire. Particularly in Selby and Richmond, single family homes with children are also relatively prevalent, driven by a younger population.

6.35 Single family households comprised of those aged 66+ are most common in the NP-based sub-areas of North York Moors (16.6%) and Yorkshire Dales (17.4%). Correspondingly, they have high rates of single family households without children.

Table 6.7 Household composition by North Yorkshire sub-area, 20221

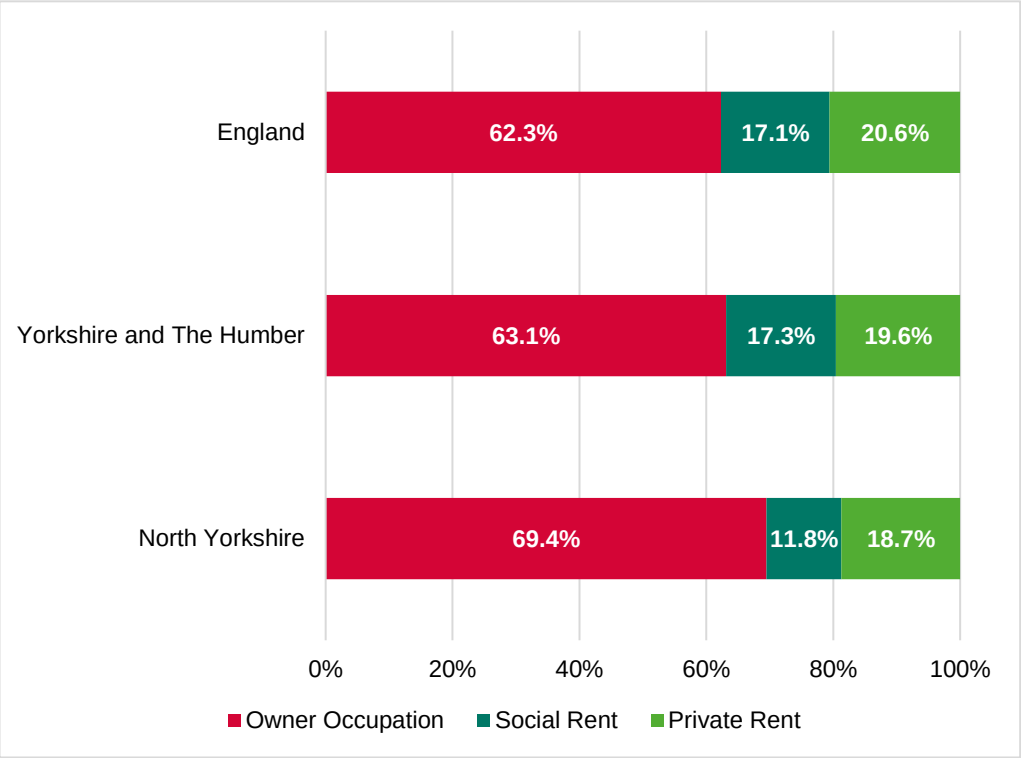
Household composition	One-person household	Single family households	SFH: Aged 66+	SFH: With children	SFH: No children	Other household types
Coastal	36.3%	59.7%	12.5%	28.8%	17.9%	4.0%
Harrogate	30.8%	65.5%	12.1%	33.4%	19.7%	3.7%
Malton and Norton	30.4%	65.9%	13.9%	30.5%	21.1%	3.7%
North York Moors	30.6%	65.4%	16.6%	26.0%	22.6%	4.0%
Northallerton & Thirsk	29.8%	66.9%	14.9%	30.9%	20.7%	3.3%
Richmond	28.6%	67.9%	12.7%	34.0%	21.0%	3.5%
Ripon	29.9%	66.8%	14.1%	33.0%	19.3%	3.2%
Selby	26.7%	69.6%	11.2%	35.7%	22.3%	3.6%
Skipton	32.8%	64.1%	13.4%	30.4%	20.0%	3.1%
Yorkshire Dales	30.9%	66.0%	17.4%	25.0%	23.2%	3.1%

Source: Census 2021

Tenure

6.36 The bar chart below presents the percentage of households by tenure type in 2021. North Yorkshire has the highest proportion of owner-occupied homes at 69.4%, significantly higher than Yorkshire and The Humber (63.1%) and England (62.3%).

Figure 6.6 Proportion of households across broad tenure types in North Yorkshire and comparator geographies, 2021



Source: Census 2021

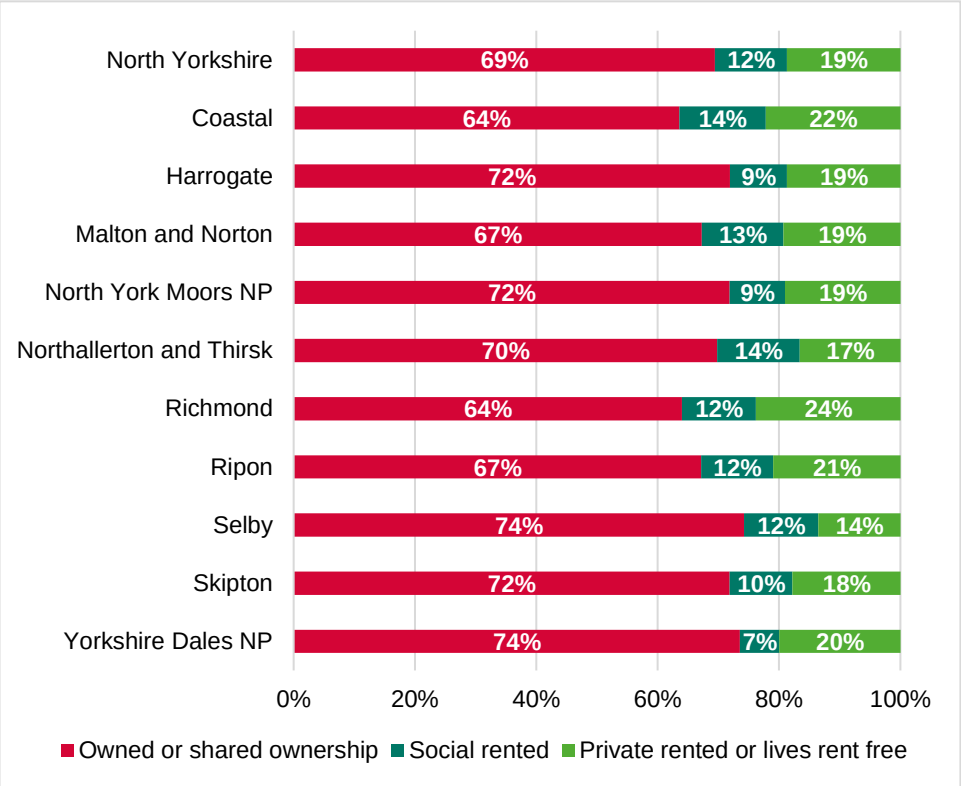
6.37 Social Rent is least prevalent in North Yorkshire at 11.8%, compared to 17.3% in Yorkshire and The Humber and 17.1% in England. Conversely, private renting is slightly more common in England (20.6%) compared to Yorkshire and The Humber (19.6%) and North Yorkshire (18.7%).

6.38 In summary, North Yorkshire has a higher rate of homeownership and lower reliance on social renting compared to the regional and national averages.

Sub-HMA

6.39 The Figure below confirms that home ownership is the most common tenure type across all sub-HMAs by a significant margin. The North Yorkshire sub-HMAs do not exhibit notably different proportions of broad tenures when compared with one another.

Figure 6.7 Proportion of households across broad tenure types in North Yorkshire sub-HMAs, 2021



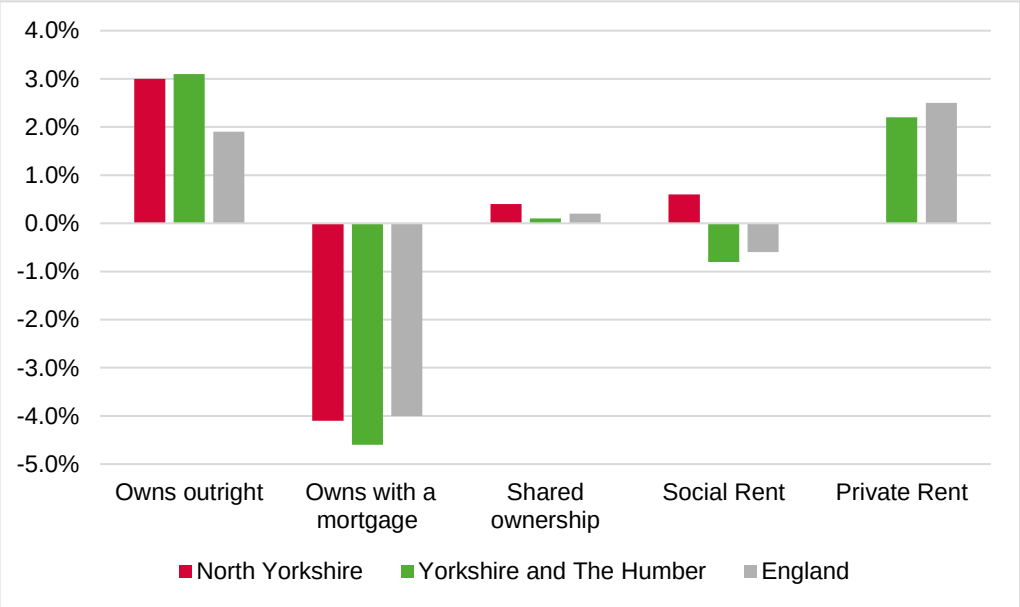
Source: Census 2021

6.40 Of note, there are lower levels of social rented tenures in both the National Park sub-HMA areas (North York Moors and Yorkshire Dales) and Harrogate. Across the sub-HMAs, private renting is more common in Richmond and the Coastal sub-HMAs, which both have the lowest levels of home ownership, although these are still higher than the national level.

Change in Tenure

6.41 The bar chart below illustrates the percentage change in different tenures between the 2011 and 2021 Census. In terms of outright home ownership, North Yorkshire has seen an increase of around 3%, there was a similar increase across the region, however, England had a slightly lower increase.

Figure 6.8 Change in proportions of households across detailed tenure types in North Yorkshire between 2011 and 2021



Source: Census 2011, Census 2021

6.42 For those who own homes with a mortgage, all regions show a decline, with North Yorkshire experiencing the most significant drop of nearly 4%. This reflects the difficulty in obtaining a mortgage due to more restrictive lending practices.

6.43 There has not been a significant change in the number of shared ownership households between 2011 and 2021, with a less than 1% change seen across the comparators, but notably with greater changes seen in North Yorkshire.

6.44 Social renting has increased slightly in North Yorkshire, while Yorkshire and the Humber and England experienced slight declines. This will be impacted by delivery and also losses through the right to buy.

6.45 In contrast, private renting shows a significant increase in Yorkshire and the Humber and England. However, North Yorkshire does not show any change in terms of the proportion of private renters but there is a small numerical growth.

6.46 In summary, this data shows that outright homeownership is on the rise (as older households pay off their mortgage), while mortgage ownership is declining (as restrictions have been put in place), and private renting is becoming more common as fewer households have access to mortgages.

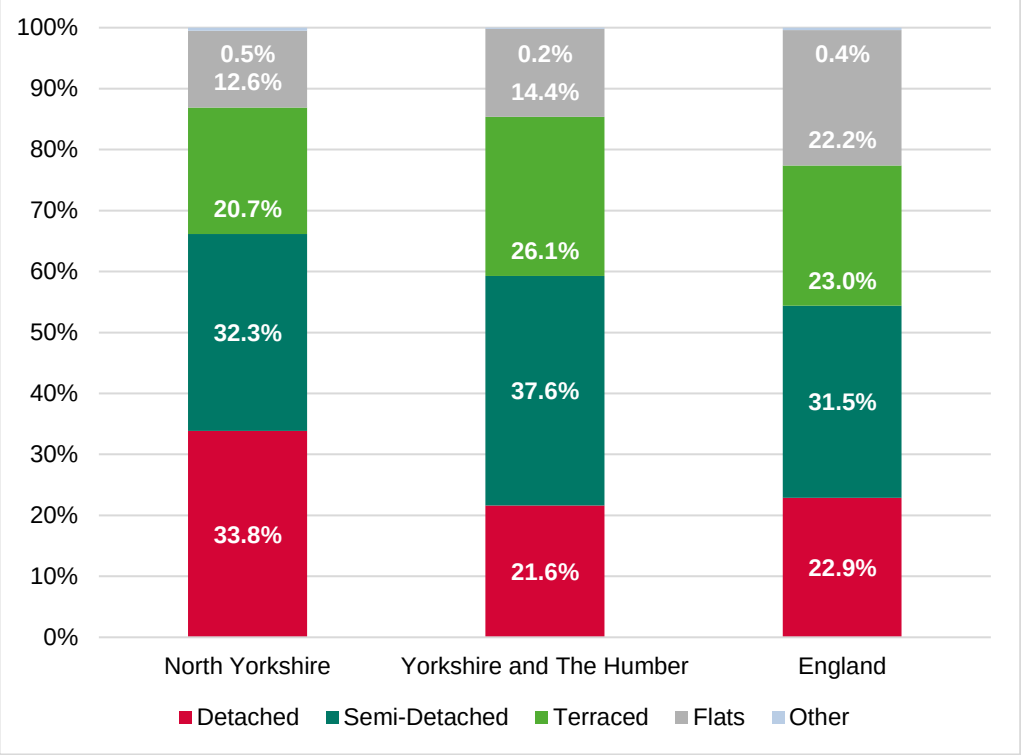
Dwelling Type

6.47 In North Yorkshire, detached houses dominate, making up 33.8% of the housing stock, which is significantly higher than in Yorkshire and The Humber (21.6%) and England (22.9%).

6.48 Semi-detached homes also form a large part of the dwelling stock in North Yorkshire (32.3%), though slightly less than in Yorkshire and The Humber (37.6%).

6.49 Terraced houses and flats are less common in North Yorkshire, comprising 20.7% and 12.6% of the stock, respectively. These figures reflect North Yorkshire's more rural nature.

Figure 6.9 Proportions of dwelling types in North Yorkshire and comparator geographies, 2021



Source: Census 2021

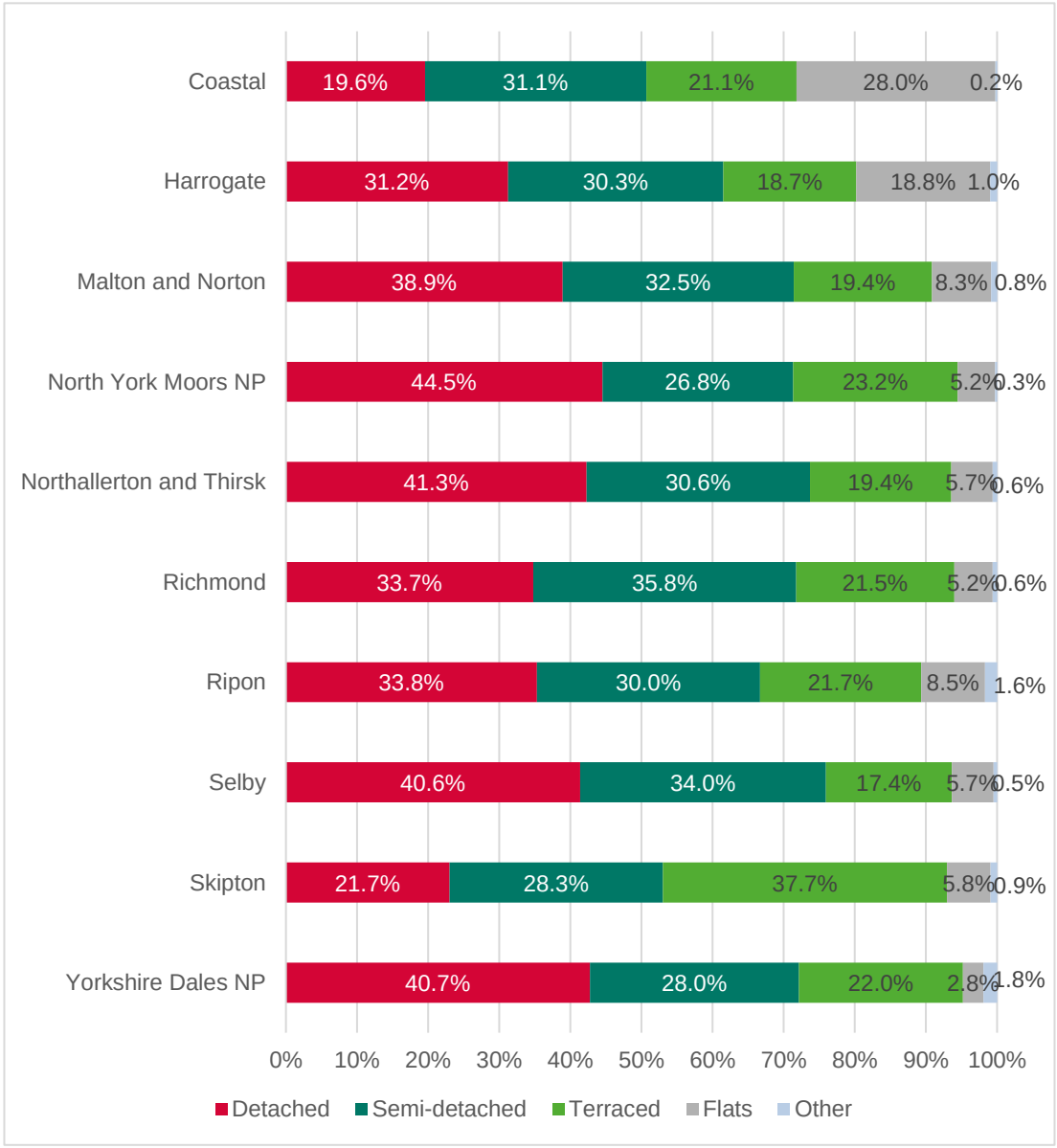
Sub-HMA

6.50 The proportion of flats in the Coastal sub-HMA a is comparatively much greater than that seen in the other sub-HMAs. Conversely, the lowest proportion of detached dwellings.

6.51 Detached and Semi-detached are clearly the most predominant typology across all of the sub-HMAs. There are particularly high proportions of detached dwellings in the North York Moors and Yorkshire Dales National Park areas, which is a result of their more rural characters.

6.52 Northallerton and Thirsk and Selby also have high proportions of detached and semi-detached dwellings, with almost three-quarters of Selby's stock being detached or semi-detached property.

Figure 6.10 Proportions of dwelling types in North Yorkshire sub-HMAs, 2021



Source: Census

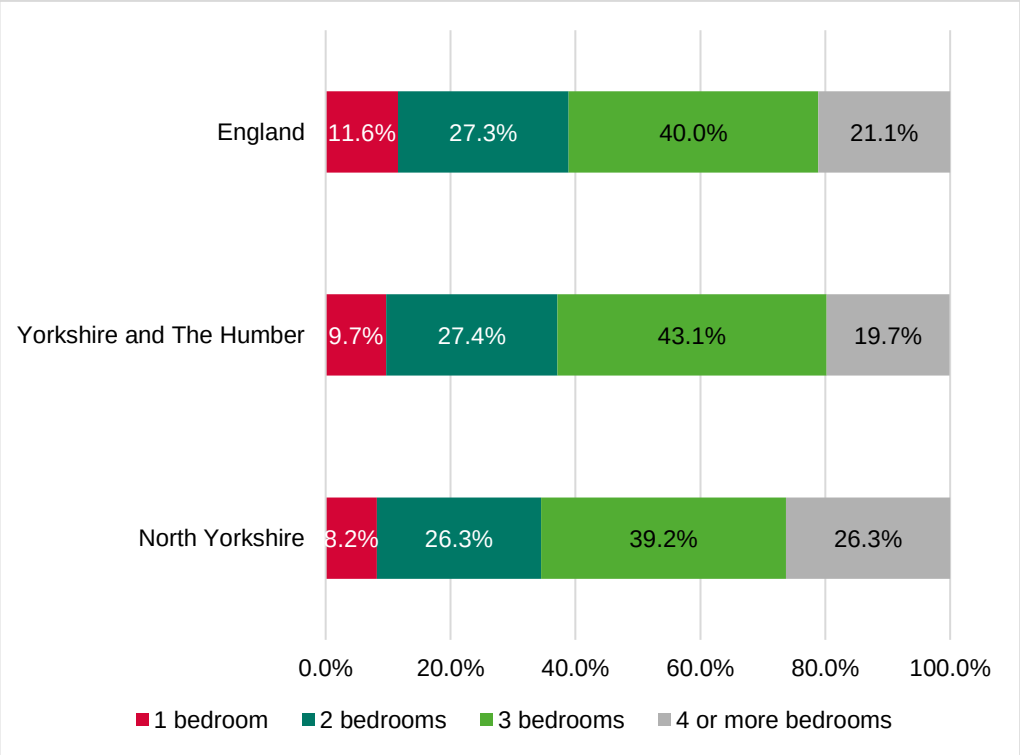
6.53 Notably, the Coastal sub-HMA has quite a high level of 'other' property types (12.5%). This is primarily related to caravans, given that there are a range of coastal leisure destinations within this sub-HMA. Harrogate also has a comparatively high rate of 9.1%. Both these rates far exceed the regional (0.2%) and national (0.4%).

Bedrooms

6.54 North Yorkshire has a higher proportion of larger homes, with 26.3% of its dwellings having four or more bedrooms, compared to 19.7% in Yorkshire and The Humber and 21.1% in England.

6.55 Three-bedroom homes are the most common in North Yorkshire (39.2%), which is the case across the region and the national housing stocks, but there are proportionately fewer in North Yorkshire.

Figure 6.11 Proportions of dwelling sizes in North Yorkshire and comparator geographies, 2021



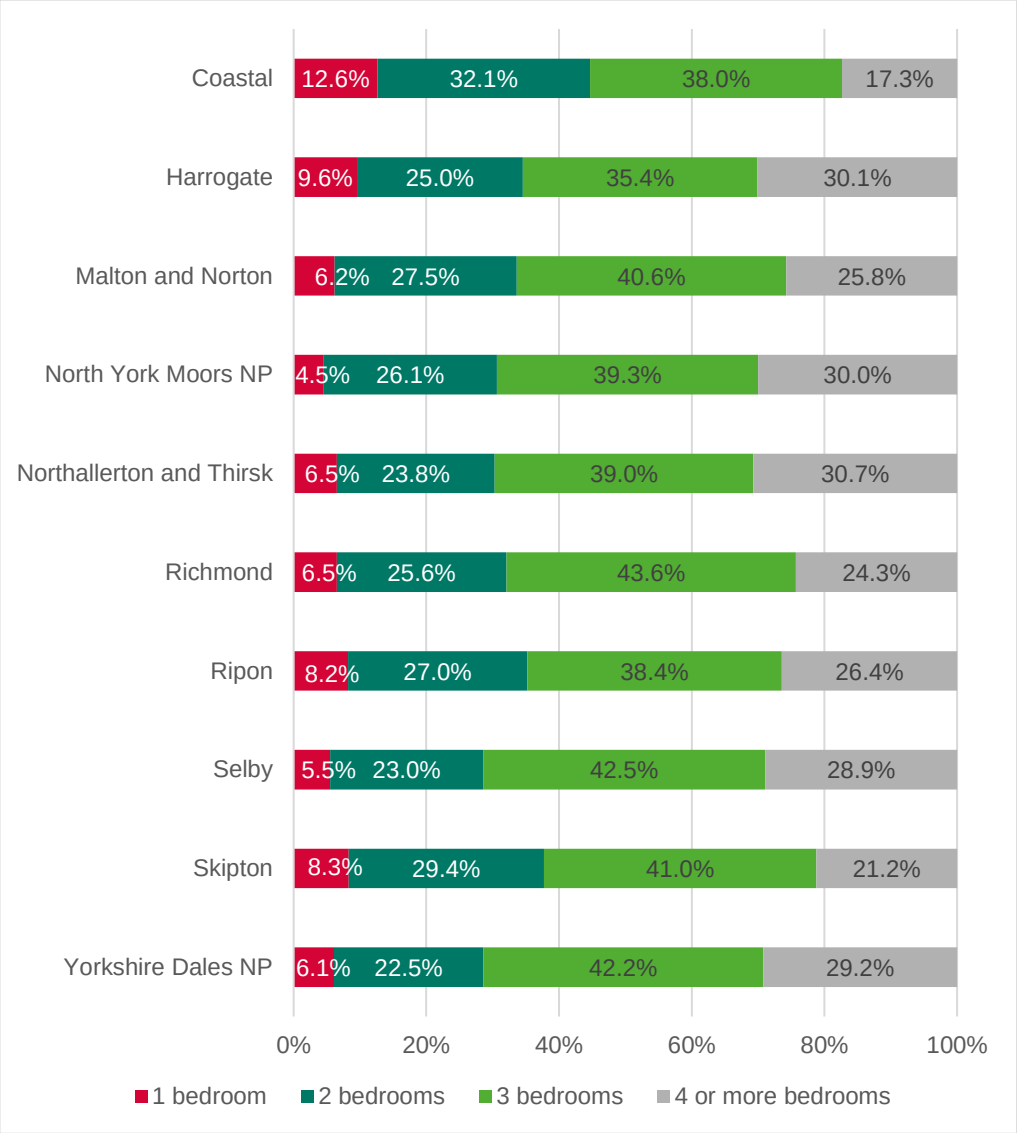
Source: Census 2021

6.56 Smaller homes with one or two bedrooms are the least prevalent in North Yorkshire, with only 8.2% of homes having one bedroom, compared to 9.7% in Yorkshire and The Humber and 11.6% in England.

Sub-HMA

6.57 The general trend seen at the authority-wide level is, for the most part, repeated, with some minor variances, at a sub-area level. For 1-bedroom properties, the Coastal sub-area (12.6%) has the largest proportions, this correlates with its relatively high proportions of one-person households.

Figure 6.12 Proportion of bedroom sizes of households in North Yorkshire sub-HMAs, 2021



Source: Census

6.58 The North York Moors NP has the lowest proportion of 1-bedroom properties at 4.5%, where there are very large proportions of detached and semi-detached dwellings and a generally older population and high levels of families without children, indicating a level of under-occupation.

6.59 The proportion of 2-bedroom homes is highest in the Coastal sub-HMA (32.1%) corresponding with its low levels of single-family households, particularly those without children.

6.60 The lowest rates of 2-bedroom homes is in the Yorkshire Dales NP (22.5%), where, similar to the North York Moors NP, there are very large proportions of detached and semi-detached dwellings and an older population which is represented by comparatively strong rates of single family households without children and which are aged 66+. Again, this indicates a possible mismatch between dwelling size and household size.

6.61 The areas with the highest proportion of 3-bedroom homes are Richmond (43.6%) and Selby (42.5%) which both share the characteristic of high rates of single family households with children in North Yorkshire, but also very low rates of older, aged 66+ single family households.

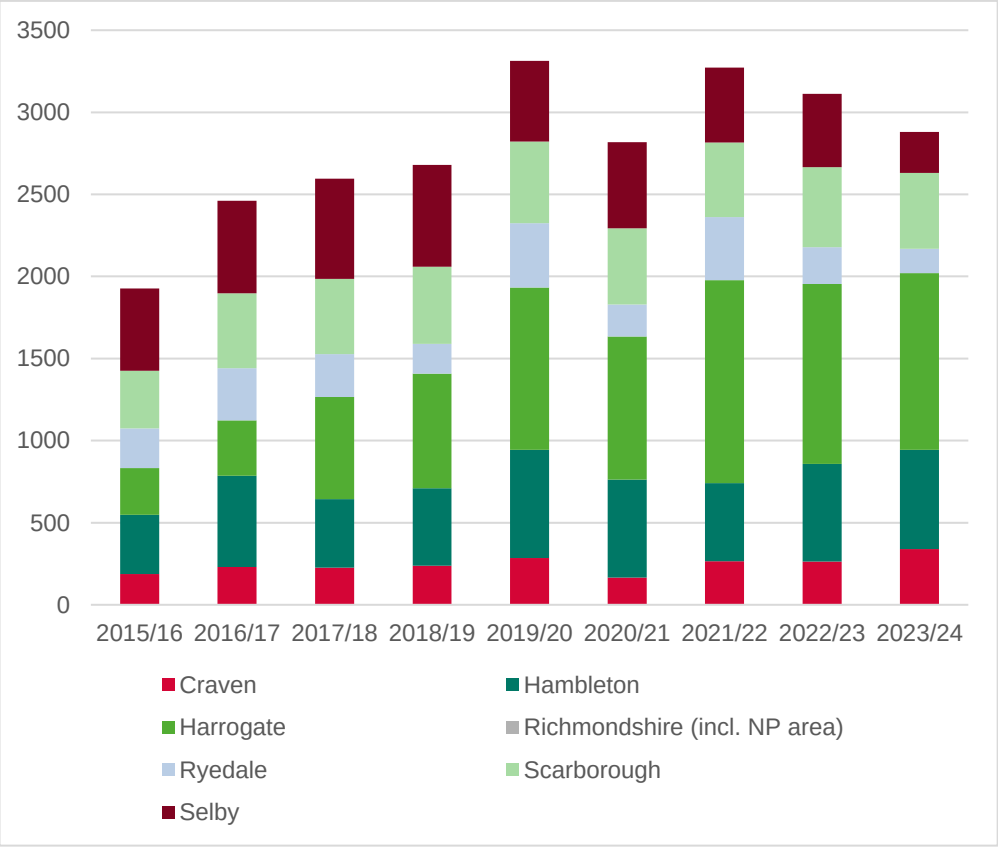
6.62 For 4 or more-bedroom properties, Northallerton and Thirsk have the highest proportion (30.7%), but although relatively older, the household composition is still family-based rather than single people.

6.63 This is followed closely by North York Moors NP at 30% and Harrogate at 30.1%, reflective of its relative affluence. The lowest percentage is found in the Coastal sub-area (17.3%), which to a degree might be restricting family growth, where there are much lower levels of families without children.

Completions

6.64 The bar chart depicts the net annual number of new dwellings completed by fiscal year in North Yorkshire from 2015-16 to 2023-24. There has been a general upward trend in housing completions over this period, starting from 2,087 dwellings in 2015-16. Since then, the number of completions gradually increased, reaching a peak of 3,337 in 2019-20.

Figure 6.13 Net housing completions in North Yorkshire based on Council-provided data, 2015/2016 to 2023/2024



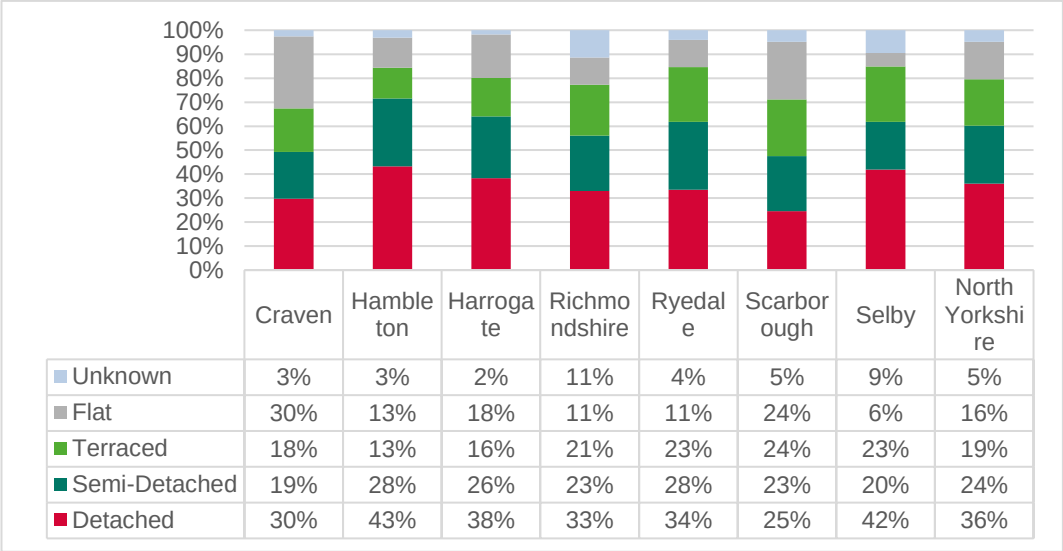
Source: North Yorkshire Council

6.65 The most recent data for 2023/2024 showed a slight decrease on the previous year, with 3,060 net dwelling completions in that year, indicating a sustained but slightly reduced level of housing development in North Yorkshire.

6.66 The Council monitoring data does not collate completions consistently and not all former local authorities monitored delivery by type. As such, we have drawn on EPC data to examine completions by type. This is recorded based on the former local authority areas.

6.67 As the figure below shows, since 2011, the majority of completions in North Yorkshire (60%) were either detached or semi-detached homes. Only 16% of completions were flats and 19% were terraced. The remaining 5% were no declared.

Figure 6.14 Completions By Type (2011-2024)



	Craven	Hambleton	Harrogate	Richmondshire	Ryedale	Scarborough	Selby	North Yorkshire
Unknown	3%	3%	2%	11%	4%	5%	9%	5%
Flat	30%	13%	18%	11%	11%	24%	6%	16%
Terraced	18%	13%	16%	21%	23%	24%	23%	19%
Semi-Detached	19%	28%	26%	23%	28%	23%	20%	24%
Detached	30%	43%	38%	33%	34%	25%	42%	36%

Source: DLUHC, Energy Performance Certificates

6.68 The percentage of homes delivered as flats varies from 6% in Selby to 30% in Craven. The percentage of homes delivered as detached homes ranges from 25% in Scarborough to 43% in Hambleton.

6.69 The EPC data also allows us to examine the size of homes being delivered. Unlike census data, this is based on floorspace rather than the number of bedrooms.

6.70 The data shows that the average size of new homes completed in North Yorkshire since 2011 was 105 sqm. This ranges from 86 sqm in Scarborough to 117 sqm in Harrogate.

Table 6.8 Completions By Size (2011-2024)

	Total Floor Area
Craven	103
Hambleton	110
Harrogate	117
Richmondshire	108
Ryedale	101
Scarborough	86
Selby	104
North Yorkshire	**105**

Source: DLUHC, Energy Performance Certificates

6.71 When this is broken down by type, the average flat size delivered was 65 sqm although the average flats in Harrogate were as large as 70 sqm and as small as 59 sqm in Selby. The average house delivered was 115 sqm. This ranges from 95 sqm in Scarborough to 128 sqm in Harrogate.

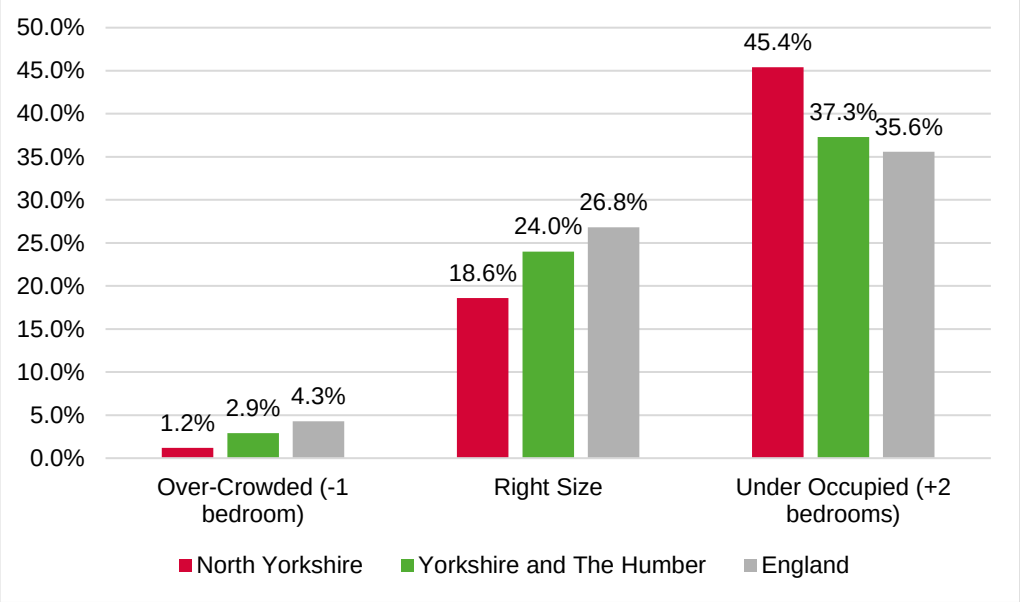
Occupancy Rating

6.72 Occupancy rating is assessed in the 2021 Census by comparing the number of bedrooms the household requires to the number of available bedrooms. The required number of bedrooms is based on the age, gender and relationship of the members of each household.

6.73 Over-occupied means there are fewer bedrooms than the household requires, under-occupied means that the household has more bedrooms than it requires (in this case two or more bedrooms as one extra bedroom is sometimes required e.g. for an overnight carer or children that don't stay permanently).

6.74 North Yorkshire has a significantly higher percentage of under-occupied homes, with 45.4% of households having at least two extra bedrooms than required. This is higher than both Yorkshire and The Humber (37.3%) and the national average in England (35.6%).

Figure 6.15 Occupancy ratings of households in North Yorkshire and comparator geographies, 2021



Source: Census 2021

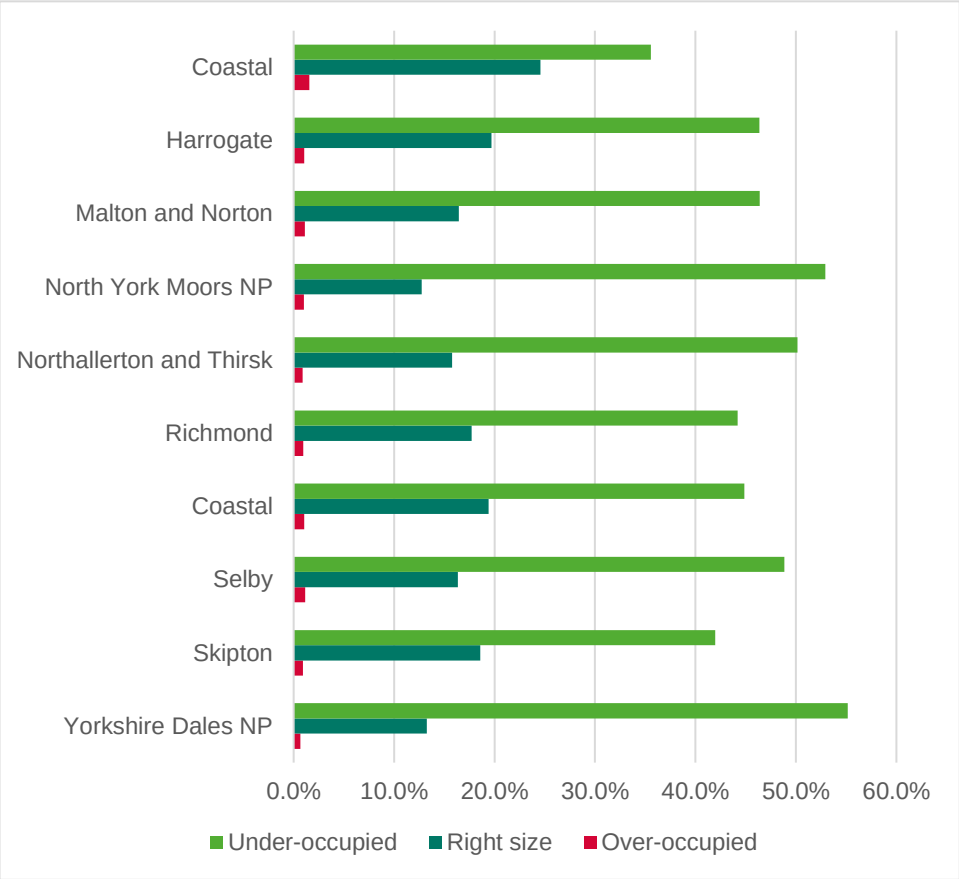
6.75 Conversely, North Yorkshire has a lower percentage of overcrowded homes (1.2%), compared to 2.9% in Yorkshire and The Humber and 4.3% in England.

6.76 This reflects the higher proportion of larger homes in a more rural and also the older population which tend to live in smaller households. This does present an issue in relation to the future housing mix which is explored later in this report.

Sub-HMA

6.77 Across all of the sub-HMAs, under-occupied housing constitutes the most significant proportion, exceeding 35% of households in all cases. This is particularly the case in the Yorkshire Dales and North York Moors National Park sub-HMAs where under-occupation is approaching 60%.

Figure 6.16 Occupancy ratings of households in North Yorkshire sub-HMAs, 2021



Source: Census 2021

6.78 Over-occupied homes account for less than 5% across all sub-HMAs. The proportion is slightly higher in more urbanised areas such as the Coastal and Selby sub-HMAs, but these remain very low overall.

Demographic and Housing Stock Baseline Summary

6.79 As of mid-2023, the population of North Yorkshire is estimated to be 627,600.

6.80 Since 2011, North Yorkshire has grown by around 26,400 people (4.4%). This is a lower rate of growth than across the region (5.8%) and nationally (8.6%).

6.81 As of 2024, there were 308,950 dwellings in North Yorkshire. The number of dwellings increased by 7.2% between 2011 and 2021,

6.82 North Yorkshire has a relatively older population, with 48% of the population aged over 50 compared to 39% regionally and 38% nationally.

6.83 In 2023/2024, 3,060 homes were delivered in North Yorkshire. There has been a general positive trend in completions since 2015 and there has been a sustained but slightly declining level of completions since 2019/2020.

6.84 Detached houses are the most common in North Yorkshire, making up 33.8% of the housing stock, significantly higher than the region (21.6%).

6.85 North Yorkshire has a higher proportion of larger homes when compared to the region and nationally, with three-bedroom homes being the most common (39%),

6.86 Most households own their home in North Yorkshire (69%) which is significantly higher than the region (63.1%) and England (62.3%).

6.87 There is also a lower reliance on social renting (11.8%) compared to national (17.1%) and regional (17.3%) averages.

6.88 North Yorkshire has a significantly higher percentage of under-occupied homes at 45% of households, which is higher than the regional (37%) and national (36%) averages.

7. Housing Market Baseline

7.1 This section of the report examines housing market dynamics in North Yorkshire. It also includes a summary of our consultation with local agents.

7.2 A separate section of the report (Chapter 11) examines the private rental market across North Yorkshire.

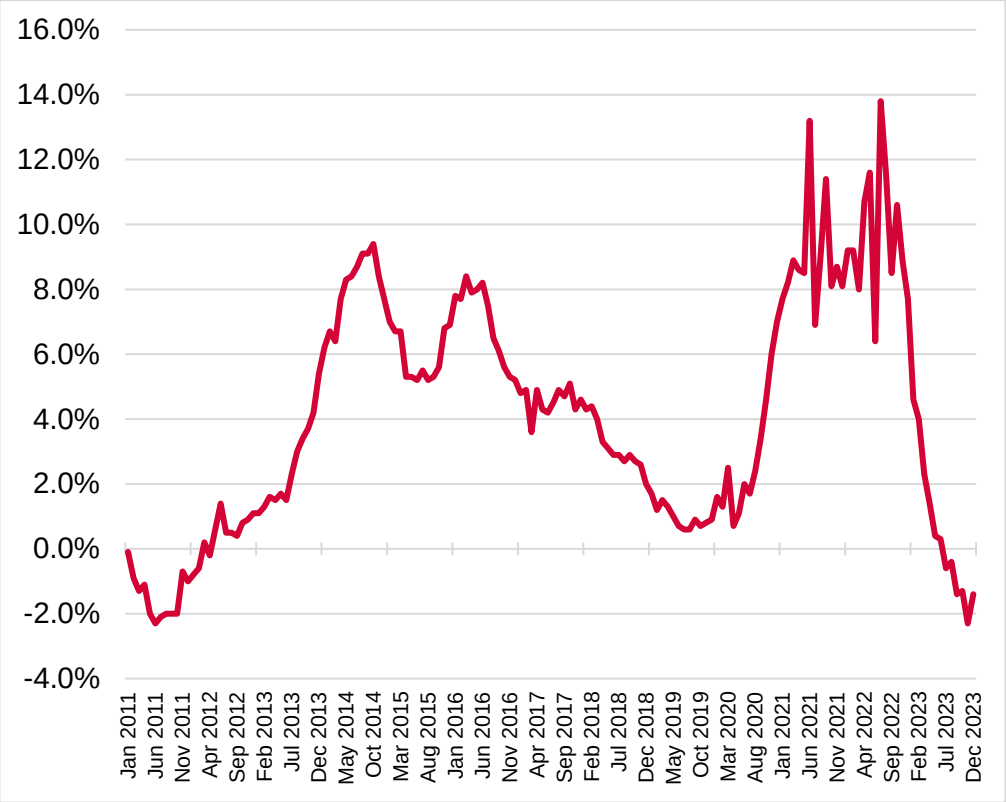
7.3 It should be noted that the below represents a snapshot of the current market, which has been volatile in recent years.

National Market Dynamics

7.4 The COVID-19 pandemic has been widely attributed to the rapid increase in house prices in England since 2020, as shown in Figure 7.1 below.

7.5 Factors such as the movement toward working from home and remote working practices, and a tax holiday on Stamp Duty, are considered to have sparked the “race for space” and increased the demand and prices for housing, particularly larger properties. Reduced spending enabled household savings to increase (for some households) during the pandemic.

Figure 7.1 Monthly UK House Price Inflation 2011 to 2024



Source: ONS

7.6 Market conditions have since turned, with, for the first time since 2011, the year-on-year change in house prices has been negative for six months to December 2023.

7.7 Interest rates have increased significantly since early 2022 and are the highest they have been since 2008, with the Bank of England reversing the prolonged period of sub-1.0 % Bank Rate between 2009 - 2021[14].

7.8 In combination, the inflationary pressures in the UK economy, coupled with sub-par wage growth, have contributed to a 'cost-of-living crisis', with some commentators suggesting a period of 'stagflation' has occurred.

[14] https://www.savills.co.uk/insight-and-opinion/research-consultancy/residential-market-forecasts.aspx

7.9 In response to monetary policy tightening, lending rates at retail banks have increased, increasing the costs of mortgage finance and reducing market confidence. This is a key factor in explaining the recent reversal in the trend of house price inflation in the UK.

7.10 The Help-to-Buy Equity Loan Scheme was a Government scheme launched in 2013 and was designed to help first-time buyers and existing homeowners purchase a new-build property.

7.11 The scheme provided financial assistance in the form of an equity loan – an interest-free loan for a set period. Help-to-Buy was criticised as contributing to the increase in house prices leading to the peak in 2014.

7.12 The scheme ended in March 2023, and this is a further likely factor in the recent negative house price inflation, also, with affordability for first-time buyers being negatively affected.

7.13 Savills' capital value forecast for second-hand mainstream housing considers that this decline in house prices will continue throughout 2024, however, growth in prices will return in 2025 and thereafter, as shown in the table below.

7.14 A similar trend overall is expected by JLL; however, it is more optimistic in the short term, but significantly more pessimistic in the mid-term and on overall growth over the period of 2024 to 2028.

7.15 Growth forecasts for the Yorkshire and the Humber region differ across the two consultancies. JLL estimates more subdued growth in comparison to the UK, whereas Savills estimates that growth in the region will significantly outstrip the UK.

Table 7.1 Capital Value Forecast for Mainstream Housing (Second Hand)

	2024	2025	2026	2027	2028	5 years to 2028
UK – Savills	2.5%	3.5%	4.5%	5.0%	4.5%	21.6%
UK – JLL	2.0%	3.0%	3.5%	4.5%	3.5%	17.6%
Yorkshire and the Humber – Savills	3.5%	4.0%	5.5%	6.5%	5.5%	28.8%
Yorkshire and the Humber – JLL	3.0%	2.0%	3.0%	3.0%	2.5%	14.2%

Source: Savills Research (2023), JLL Research (2024)[15]

House prices

7.16 In the year to March 2024, the median house price in North Yorkshire was £262,500. This was significantly greater than that of Yorkshire and the Humber (£197.500) but was below the median house price overall for England (£287,500).

7.17 Median house prices are significantly higher in North Yorkshire when compared to Yorkshire and the Humber which is in part due to the nature of the housing stock - a higher proportion of detached and semi-detached housing as a consequence of its more rural nature.

7.18 However, as set out in the table below the median in North Yorkshire is more expensive than the region across all housing types (see table below). It is also less expensive than in England across all types.

[15] https://res.cloudinary.com/jll-global-olm-np/image/upload/v1716956941/resi/gb/cms/Research/PDFs/JLL-Residential-Forecasts-2024-2028-Spring-Update.pdf

Table 7.2 Median house prices in North Yorkshire and comparator geographies by type, 2024

	Overall	Detached	Semi-detached	Terraced	Flat
North Yorkshire	£262,500	£410,000	£245,000	£205,000	£155,000
Yorkshire and the Humber	£197,500	£340,000	£198,000	£150,000	£135,000
England	£287,500	£429,400	£270,000	£235,000	£230,000

Source: ONS

7.19 At the sub-HMA level, Harrogate and North York Moors NP were the most expensive overall, and the Coastal and Skipton sub-HMAs were the least expensive.

7.20 The most expensive sub-HMA to purchase a detached property was Harrogate (£525,000), followed by Yorkshire Dales NP (£520,000), and the least expensive was the Coastal sub-HMA at £318,000.

Table 7.3 Median house prices in North Yorkshire sub-HMAs by type, 2023/2024

	Overall	**Detached**	**Semi-Detached**	**Terrace**	**Flat**
Coastal	£190,000	£318,000	£207,000	£155,000	£127,750
Harrogate	£315,000	£524,998	£291,995	£245,000	£199,000
Malton and Norton	£270,000	£362,500	£235,000	£220,000	£137,000
North York Moors NP	£325,000	£465,000	£285,000	£295,000	£86,000
Northallerton and Thirsk	£260,000	£390,000	£236,000	£195,000	£128,250
Richmond	£236,000	£365,000	£211,375	£196,250	£139,000
Ripon	£275,000	£490,000	£273,000	£230,000	£165,000
Selby	£235,000	£345,000	£208,000	£179,000	£119,000
Skipton	£250,000	£442,500	£279,000	£196,000	£171,000
Yorkshire Dales NP	£355,000	£520,000	£327,500	£315,575	£180,000

Source: Land Registry

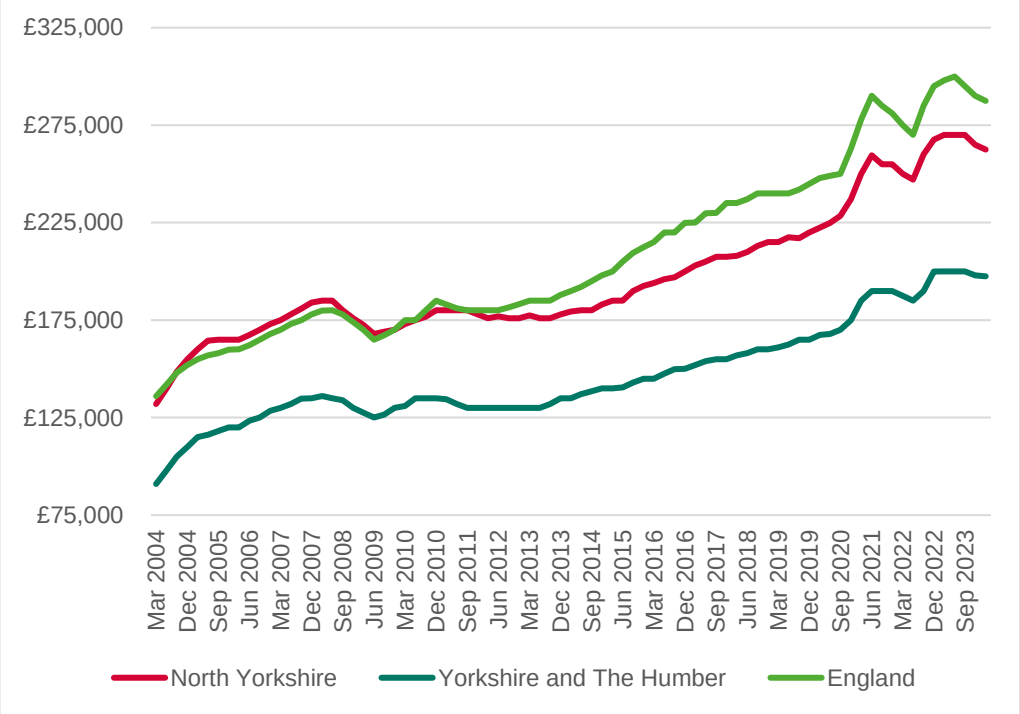
7.21 Harrogate was the most expensive sub-area to purchase a flat (£199,000) while the cheapest was the North York Moors NP (£86,000), although there were very few flats actually sold (11).

House price change

7.22 Median house prices across North Yorkshire were similar to the national median price between 2004 and 2011. However, since 2011 the growth nationally has been far greater than in North Yorkshire and prices have diverged.

7.23 As illustrated below, it is clear that North Yorkshire, the region and England have followed a similar trend, and prices have increased greatly over the previous two decades to 2024. This shows the impact of macroeconomics on local and regional prices.

Figure 7.2 Overall median house price in North Yorkshire and comparators, 2004 to 2024



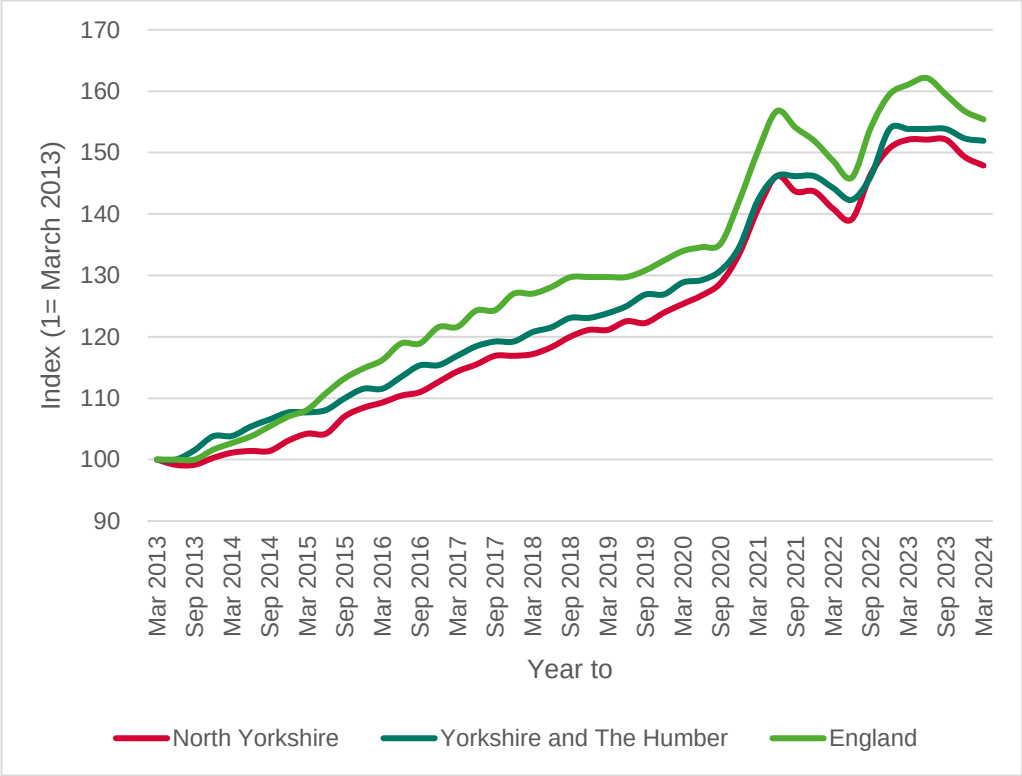
Source: ONS

7.24 Median house prices across the geographies increased relatively steadily from 2011 until 2020, and there has been greater volatility resulting in two 'peaks' since 2020 – accounting for the COVID-19 pandemic in the first instance and a range of factors as discussed

above in the second instance. Prices do now appear to be trending downwards from record highs for the four quarters to April 2024.

7.25 Indexing the rate of change to their relative starting points shows that the median house price in North Yorkshire has increased less than the region (despite being much higher in actual price) and nationally.

Figure 7.3 Index of median house price in North Yorkshire and comparators, 2013 to 2024



Source: ONS

7.26 At the sub-HMA level, the table below shows the change in median price over the previous 10 years to March 2024, shown by a Compound Annual Growth Rate (CAGR) by dwelling type based on Land Registry Price Paid Data.

7.27 Overall, Skipton has seen the strongest yearly growth rate to 2024 at 4.6%. The Northallerton and Thirsk sub-HMA has seen the lowest CAGR since 2013 however this is still respectable at 2.7%.

7.28 In terms of detached properties, the Yorkshire Dales NP (6.3%) and to a lesser degree Ripon sub-HMAs (5.8%) show the highest growth rates.

Table 7.4 10-year compound annual growth rate in median prices of different property typologies across North Yorkshire sub-HMAs

	Overall	Detached	Semi-Detached	Terrace	Flat
Coastal	3.3%	4.4%	3.8%	3.0%	2.2%
Harrogate	3.4%	4.1%	3.3%	3.7%	2.2%
Malton and Norton	4.2%	3.9%	4.5%	4.6%	1.5%
North York Moors NP	4.0%	5.2%	3.8%	5.9%	-4.2%
Northallerton and Thirsk	2.7%	3.6%	3.4%	2.7%	0.3%
Richmond	3.2%	5.0%	3.5%	3.6%	3.8%
Ripon	3.2%	5.8%	4.1%	4.4%	3.2%
Selby	4.0%	5.1%	4.0%	3.4%	5.9%
Skipton	4.6%	4.4%	3.9%	4.2%	3.2%
Yorkshire Dales NP	4.3%	6.3%	2.8%	5.8%	3.9%

Source: Land Registry

7.29 Selby (6%) shows a significantly stronger growth rate for flats than other areas and across other typologies although this does not reflect a large number of sales (39 in 2023/2024).

7.30 North York Moors NP shows a very weak performance in the flats class with a -4.2% compound annual decline. Again, this reflects very small numbers of sales (less than 10 per annum each year), so high variance is expected. Northallerton and Thirsk has also seen relatively weaker, but positive, annual growth in median price for flats at 0.3%.

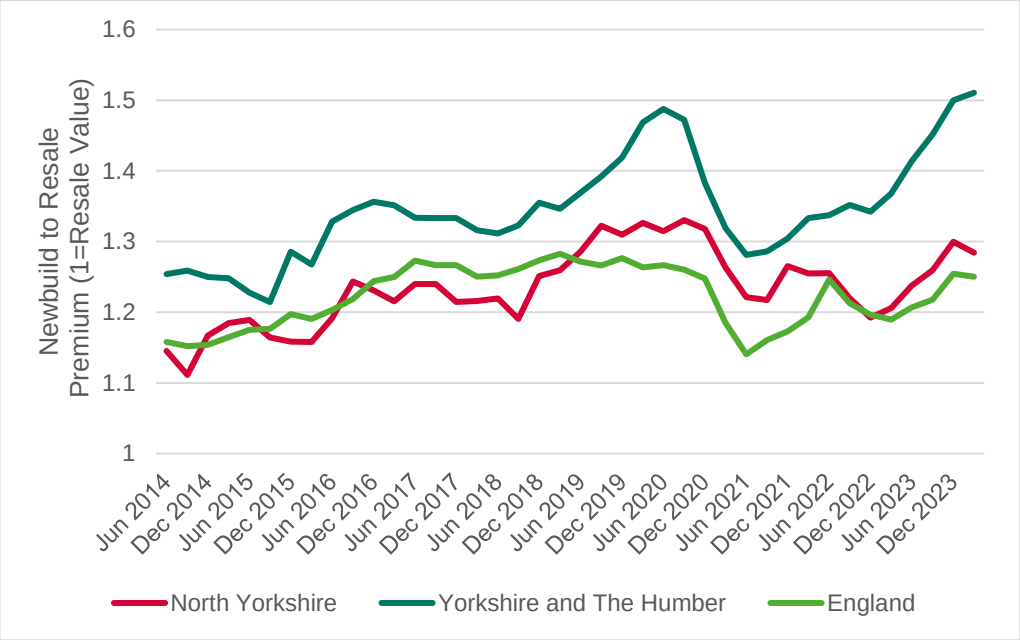
7.31 The growth in house prices also feeds into the change in affordability, which is examined later in this chapter. This is because house prices do not change at the same rate as earnings.

New Build Premium

7.32 The Figure below compares the ratio of existing dwelling prices to new build prices between June 2014 and June 2024. On the whole, there appears to be a trend of new build house prices gaining an increasing premium over the existing stock.

7.33 This is possibly due to the cost of new builds, on the whole, increasing due to labour and material shortages or possibly the lack of supply/competition allowing developers to increase prices.

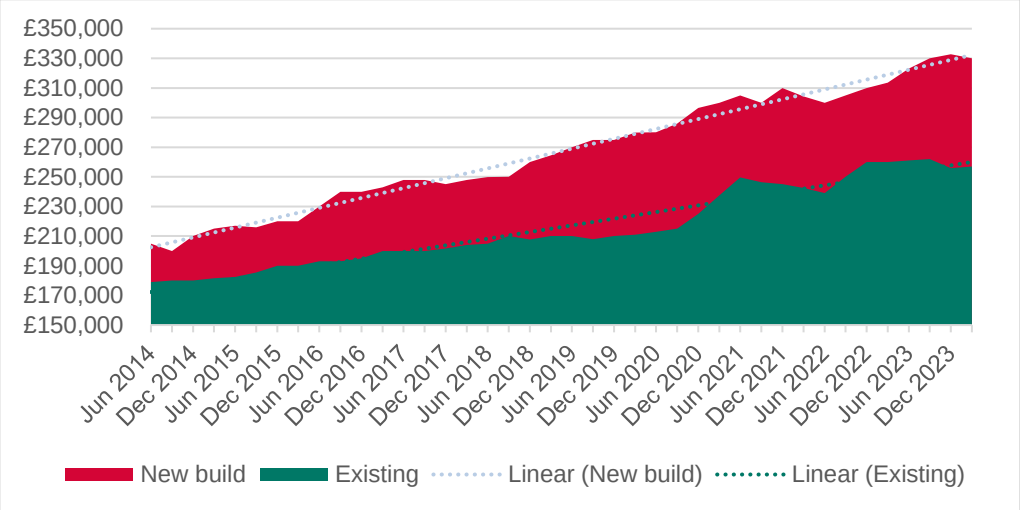
Figure 7.4 Ratio of median new build to existing dwelling price, 2014 to 2024



Source: ONS

7.34 This trend is confirmed in the Figure below which shows new build prices increasing at a much faster rate than resales as illustrated by the widening gap between the two median prices over time.

Figure 7.5 Median price of existing to new build median dwellings in North Yorkshire, 2014 to 2024



Source: ONS

Sales activity

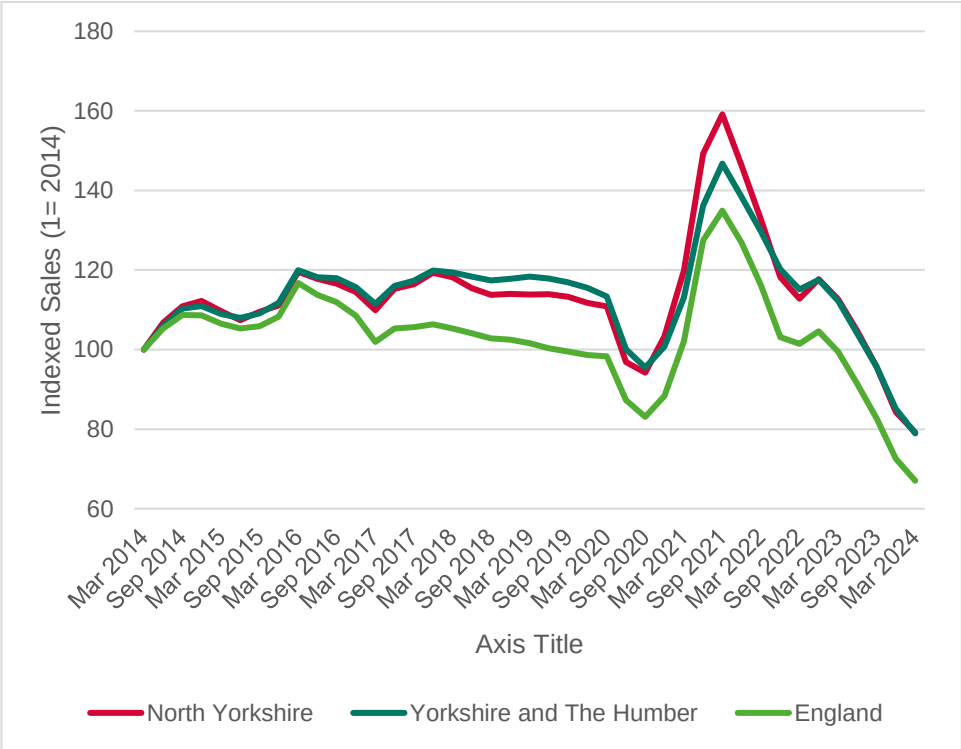
7.35 In North Yorkshire in the year to March 2024, there were 7,800 overall sales of residential properties. This represents a continued slowing of activity since the very significant increase in sales seen in the year to September 2021, where there were 15,680 sales in North Yorkshire.

7.36 The figure below shows that since the year to September 2021, there have been consecutive years of decreased sales activity in North Yorkshire, Yorkshire and The Humber, and England. The rapid increase in sales seen in 2021 was a result of the COVID-19 pandemic and the associated macroeconomic factors.

7.37 While similar in trend to the region, it is clear that North Yorkshire saw greater levels of increased activity year on year as a result of the pandemic, which may be a result of the 'race for space' given the overall larger dwelling stock profile of North Yorkshire in comparison to the region and England.

7.38 England shows overall lower levels of change year on year over the decade to 2024, and prior to March 2020 there the trend in sales activity across the geographies was overall relatively stable.

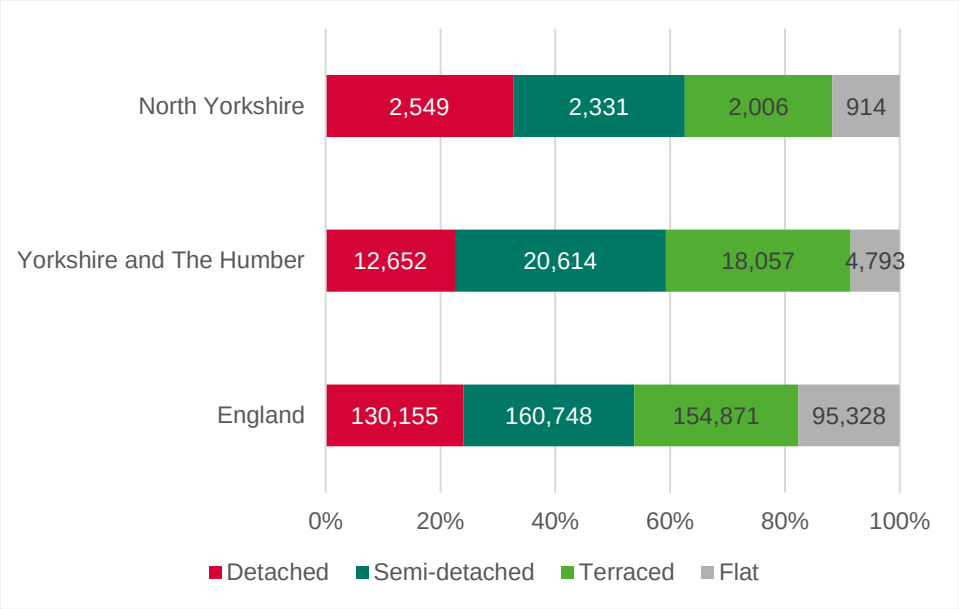
Figure 7.6 Indexed overall sales activity in North Yorkshire and comparator geographies, 2014 to 2024



Source: ONS

7.39 The figure below shows the number of properties sold by type in the year ending March 2024 in North Yorkshire and comparators. As illustrated, sales activity was focussed on larger typologies in North Yorkshire, with there being 2,549 detached property sales compared to 914 flats.

Figure 7.7 Property sales by residential typology in North Yorkshire and comparator geographies, year ending March 2024



Source: ONS

7.40 Terraced property sales are less common as a proportion of the overall sales in North Yorkshire when compared to the proportions of overall market activity in England and the region. Flats were the least commonly sold residential properties in North Yorkshire.

7.41 The chart below shows the indexed sales activity of the different residential typologies in North Yorkshire between March 2014 and March 2024. The overall trends are similar across the different typologies.

7.42 Sales activity of flats do appear to have been slightly more volatile year on year (likely as they are fewer in number). Activity was relatively stable between March 2014 and September 2020. During 2021, sales activity drastically increased to almost double the levels seen in 2014.

7.43 This activity was driven most significantly by the sale of detached houses. This can be linked in part to the delivery of large allocations in Harrogate but also demand for larger homes during and after the pandemic.

Figure 7.8 Indexed sales activity in North Yorkshire by residential typologies, March 2014 to March 2024.

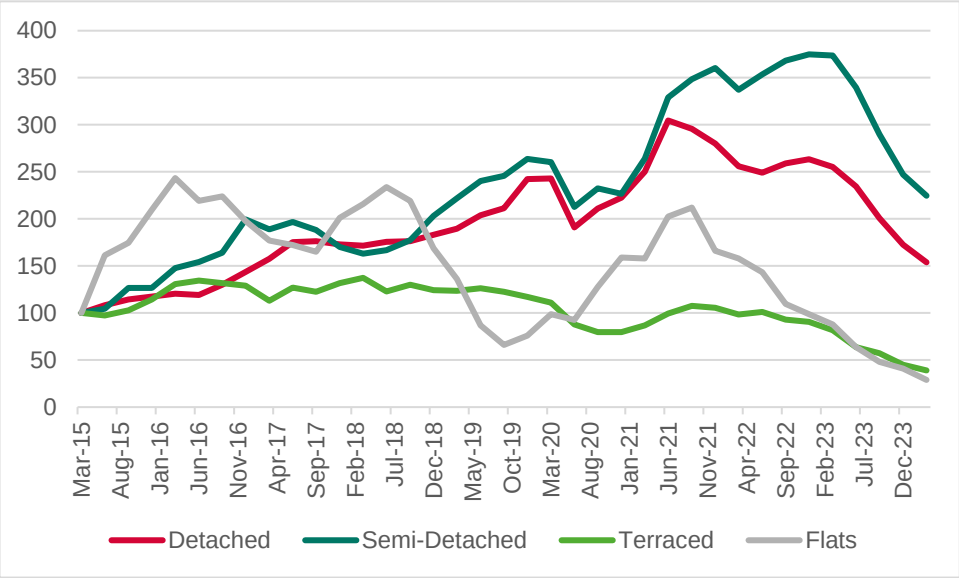


Source: ONS

7.44 However, there has clearly been a very stark decrease in sales activity since September 2021 across all of the property types as the cost of living crisis has begun and Help to Buy has ended.

7.45 With the exception of terraced homes, the transaction of new build sales shows a similar, if less pronounced, pattern. This would not be unexpected given that it is a smaller sample size. However, it is notable that the fall off since 2021 has not yet turned negative for detached and semi-detached homes.

Figure 7.9 Indexed sales activity in North Yorkshire by residential typologies – New Build, March 2014 to March 2024.



Source: ONS

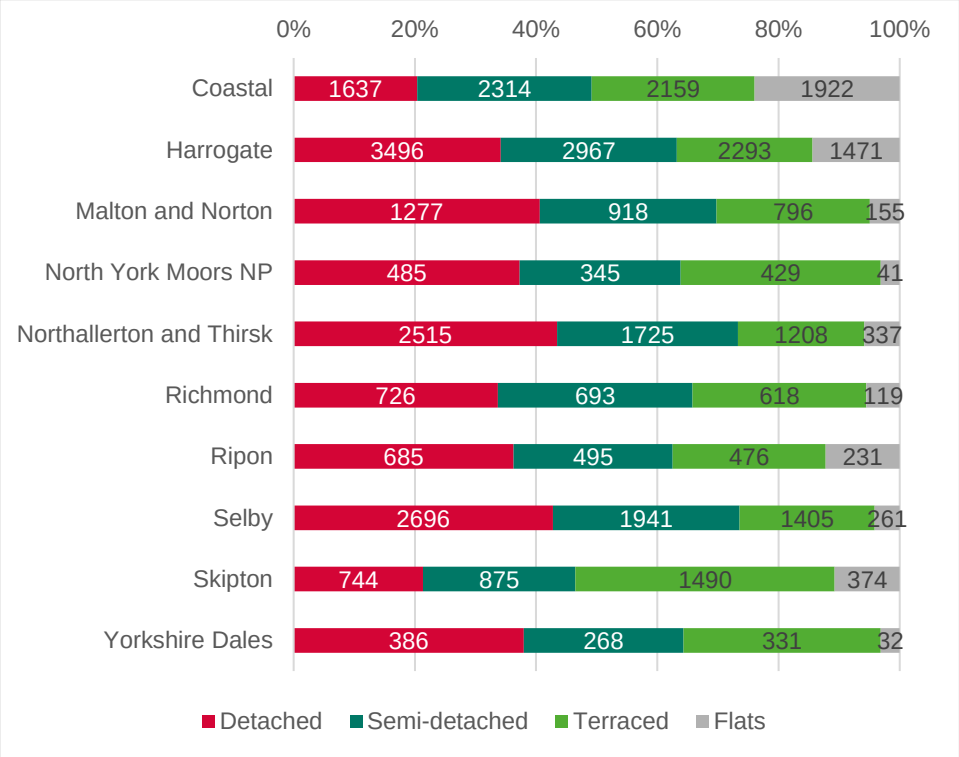
Sub Area

7.46 The chart below shows the number of sales (using Land Registry Price Paid Data) in the North Yorkshire sub-HMA over the five-year period of 2019 to 2024.

7.47 Harrogate has the highest overall sales volume, with the highest activity for detached properties (3,496 sales), semi-detached properties (2,967 sales), and terraced properties (2,293). Although the highest percentage of detached sales were in the Northallerton and Thirsk and Selby Sub-HMAs.

7.48 North York Moors NP and the Yorkshire Dales NP show the lowest overall sales figures, with a notable emphasis on terraced and detached homes, indicating that these areas have less market activity and buyer preference for larger, detached or semi-detached property types.

Figure 7.10 Five year total sales activity by residential typology in North Yorkshire sub-HMAs, 2019 to 2024.



Source: Land Registry

7.49 Flats represent the smaller proportion of sales across all sub-HMAs, especially in rural areas like the Yorkshire Dales and North York Moors NPs.

7.50 In both absolute and percentage terms, most flats were sold in the Coastal and Harrogate sub-HMAs by a very significant margin, which is reflective of their more urbanised character.

7.51 In terms of trends in sales activity over time, the table below sets out the five- and ten-year average yearly sales activity overall in each of the sub-HMAs, and the difference between these averages as an indicator of the general trend in activity.

7.52 Most sub-HMAs indicate a negative, downward trend in sales activity, apart from Harrogate, Northallerton and Thirsk and Ripon sub-HMAs,

which are positive. Richmond is showing the most negative downward trend at -10%, followed by Selby at -5%.

Table 7.5 Overall five and ten year average yearly sales activity by sub-HMAs

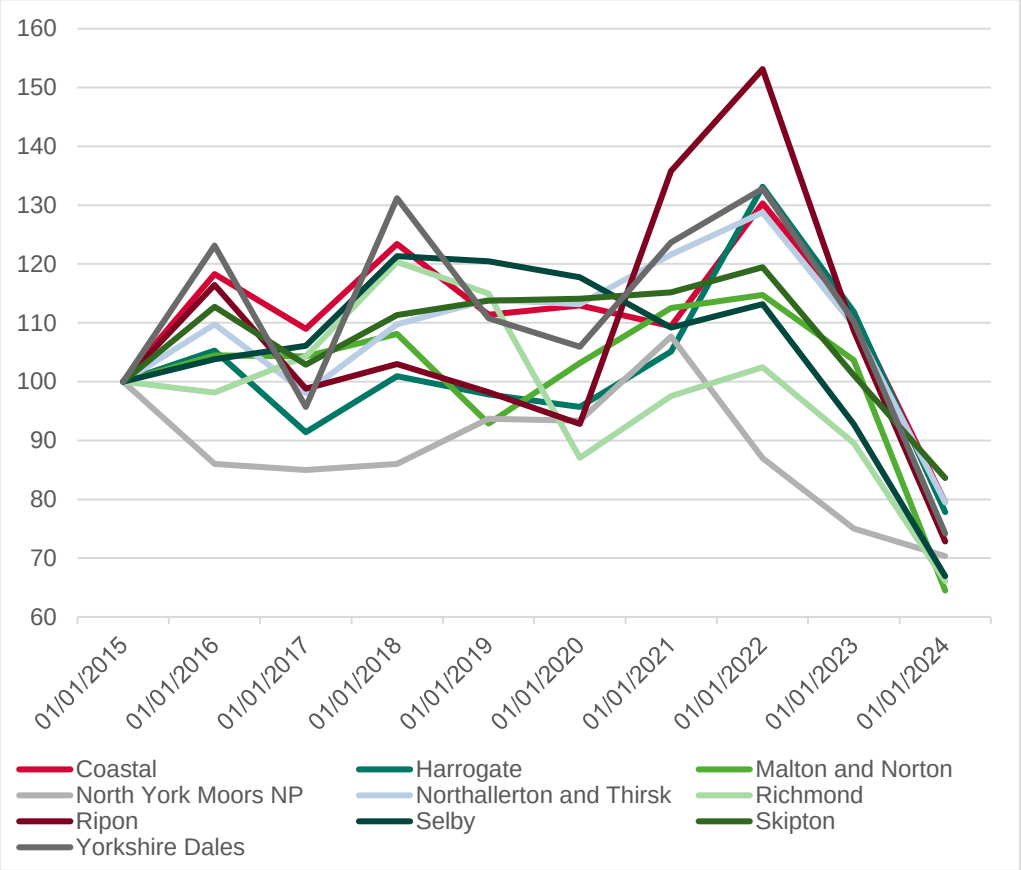
Sub-HMA	Yearly average sales (5 years – 2019 to 2024)	Yearly average sales (10 years – 2014 to 2024)	Difference (Trend indicator)
Coastal	1,606	1,634	-1.7%
Harrogate	2,045	1,990	2.8%
Malton and Norton	629	636	-1.1%
North York Moors NP	260	265	-2.0%
Northallerton and Thirsk	1,157	1,135	1.9%
Richmond	431	478	-9.7%
Ripon	377	362	4.3%
Selby	1,261	1,326	-4.9%
Skipton	697	701	-0.7%
Yorkshire Dales NP	204	206	-1.3%

Source: Land Registry

7.53 It is difficult to be precise on why these trends have occurred. It is likely to be a combination of available homes, including new build sales i.e. completions, as well as wider affordability issues and reduced access to mortgages, meaning that fewer homes are being sold.

7.54 The above table somewhat masks year-on-year activity which the chart below shows. Although at a sub-HMA level annual sales vary significantly as with the wider trends sales activity in all sub-HMAs has significantly declined since the drastic peak of activity during 2021.

Figure 7.11 Indexed sales activity across North Yorkshire sub-HMAs, 2015 to 2024



Source: Land Registry

Entry Level Prices

7.55 The table below shows the lower quartile price for different housing typologies in the year to March 2024. The lower quartile house price is generally considered as a benchmark for entry-level housing.

7.56 In North Yorkshire, the overall lower quartile price was £187,500. This is significantly higher than the Yorkshire and the Humber region (£140,000) but similar to the national lower quartile price (£190,000).

Table 7.6 Lower quartile prices by typology in North Yorkshire and comparator geographies, year to 2024

	Overall	Detached	Semi-detached	Terraced	Flat
North Yorkshire	£187,500	£315,000	£196,000	£159,963	£114,250
Yorkshire and The Humber	£140,000	£265,000	£155,000	£110,000	£95,500
England	£190,000	£320,000	£195,000	£155,000	£145,000

Source: ONS

7.57 The main difference when typologies are examined is that with flats, which in North Yorkshire, and the region, are much lower when compared to national prices.

Affordability

7.58 Affordability is measured by the ratio between house prices and earnings. It is a key metric when determining housing need using the standard method, regardless of which version.

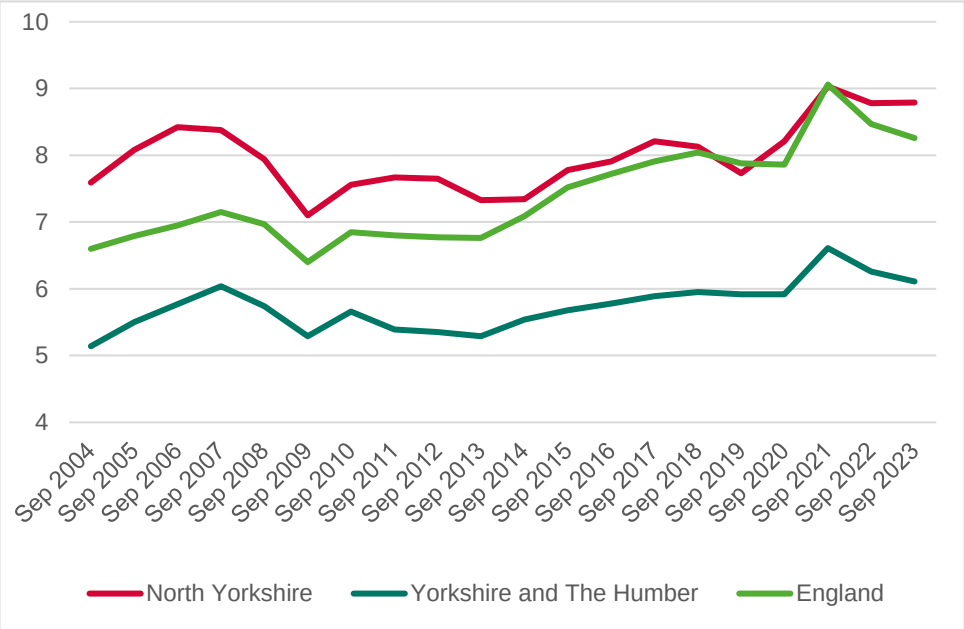
7.59 In the year ending September 2023, the workplace-based affordability ratio (which is measured by median house price compared to median earnings of those working in the area) for North Yorkshire was 8.79. This was notably higher than that in the region (6.11) and that seen nationally (8.26).

7.60 As shown in the Figure below, in all areas, affordability has worsened between 2004 and 2024. On the whole, over this period, it is clear that North Yorkshire has been less affordable in comparison to the national and regional measures.

7.61 The historic affordability gap between North Yorkshire and England has converged over the previous decade from September 2014 and has been quite similar in value and trend over the past decade.

7.62 Unaffordability reached its peak nationally in September 2021, with England and North Yorkshire reaching a ratio of just over 9. Since the peak in 2021, England's affordability has improved more markedly than North Yorkshire and the county's affordability ratio remains above that seen in England.

Figure 7.12 Ratio of median house price to median workplace-based earnings in North Yorkshire and comparators, 2004 to 2024



Source: ONS

7.63 ONS also publishes median workplace-based affordability ratios for former local authorities. This shows that in North Yorkshire, the ratios range from 7.52 in Craven to 9.33 in Ryedale.

7.64 With the exception of the former Richmondshire area, all former local authorities have seen their ratios improve between 2020 and 2024. These improvements have been driven by an average 20% improvement in earnings while house prices have increased on average by 13%.

Table 7.7 Workplace-based Affordability Ratio (2020-2024)

Former LA	2020	2021	2022	2023	2024
Craven	8.17	9.04	8.94	10.06	7.52
Hambleton	9.00	9.88	8.84	8.43	7.85
Harrogate	10.41	11.32	10.74	11.11	9.20
Richmondshire	7.75	8.36	8.19	8.89	8.10
Ryedale	9.43	9.52	10.78	10.86	9.33
Scarborough	6.43	7.11	7.03	6.92	6.26
Selby	7.25	7.34	7.74	8.12	6.38

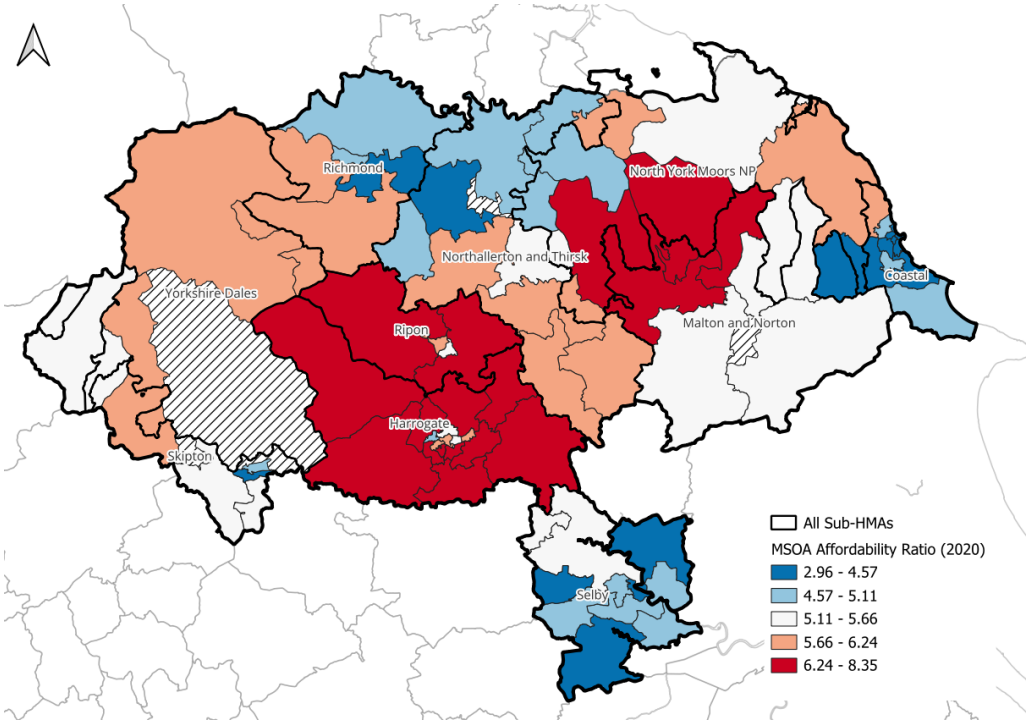
Source: ONS, 2025

7.65 Income estimates for small areas to enable an accurate sub-HMA level analysis of affordability have not been updated since 2020. These are also household estimates rather than individual estimates as per the previous analysis.

7.66 The figure below maps affordability for 2020 and illustrates a strong variance between and within the North Yorkshire sub-HMAs. There are some pockets of relative affordability in North Yorkshire as shown by the dark blue areas, particularly in the Coastal sub-HMA, the Selby sub-HMA, and towards the north of North Yorkshire in the Richmond and Northallerton and Thirsk sub-HMAs.

7.67 In contrast, the areas surrounding Harrogate and Ripon, and areas north of the Malton and Norton sub-HMA, were clearly the least affordable areas of North Yorkshire in 2020 as shown by the dark red areas.

Figure 7.13 Affordability ratios for MSOAs in North Yorkshire, 2020



Source: ONS

Engagement with Local Agents

7.68 To inform this report, Iceni engaged with estate agents across North Yorkshire to get a better understanding of the housing market from their perspective. This included engagement with:

- Carter Jonas, Regent House, 13-15 Albert Street Harrogate
- Rounthwaite & Woodhead, 53 Market Pl, Malton
- Irvings, 21 Market Place, Richmond
- Irvings, 52 Richmond Road, Catterick Garrison
- Davis Lund, 5a Kirkgate, Ripon
- Hunters, 23 Finkle Street, Selby
- Hunters, 1 High Street, Skipton
- Northallerton Estate Agency, 143 High St, Northallerton
- Robin Jessop, 4 North End, Bedale
- Robin Jessop, Marwood House, Railway Street, Leyburn
- Liam Darrell Estate Agents, Lower Clarke St, Scarborough
- Hunters, 33 Huntriss Row, Scarborough

- Astins, 47 Flowergate, Whitby
- Linley and Simpson (formerly Joplings), 19 Market Place, Thirsk
- CPH Property Services, St.Thomas Street, Scarborough
- Rounthwaite and Woodhead, Market Place, Kirkbymoorside
- JR Hopper & Co, The Hill, Hawes

7.69 This information is provided anecdotally and is from the view of the agents. This might mean it contradicts data set out elsewhere in this report and may only reflect the part of the market in which they operate.

Harrogate

7.70 House prices in Harrogate are falling largely due to a lack of confidence in the market and there are more available properties than this time last year, the market is almost returning to pre-COVID levels.

7.71 As a consequence, the cost of homes has dropped slightly, and sellers are now only receiving the asking price or slightly under the asking price.

7.72 Because of the greater supply the number of sales is also increasing but the time span of houses coming on and leaving the market is much quicker than previously. However, the agent said it was difficult to put a time frame on this as it varies by property, often anywhere from 3 weeks – 20 weeks.

7.73 Due to the Town's perception as a family area larger semi-detached and detached homes have the highest demand.

7.74 Some of the demand comes from first-time buyers who are either relocating to Harrogate from the more expensive surrounding towns and villages. There is also demand from local renters that are now able to buy.

Coastal

7.75 According to local agents, prices are stagnating in Scarborough but holding and the market is flooded with properties for a variety of reasons but is still moving and most homes are achieving asking price or slightly below.

7.76 In Whitby, house prices have fallen over the last year, but most homes are still achieving their asking price. The market is dominated by flats and the agents suspect many will end up as Airbnb's (see Chapter 12).

7.77 The agents could not specify why homes are on the market for anywhere from one week to six months on the market as there was no pattern to it. Similarly, there was no pattern for the number of viewings and bids.

7.78 It was raised by agents that the holiday market in the coastal area has been affected by the council tax increases for second homes and this is driving supply of homes for sale in Scarborough and Whitby. An example was given in the Sleights area where all of one agent's properties there were holiday cottages being sold for this reason.

7.79 Demand for homes in Scarborough is largely from incomers moving from elsewhere in England including retirees. The Whitby agent also noted a large retiree market as well as families relocating to the area as they can now work from anywhere.

7.80 The agent said there was no set demographic as demand was also from young families including those working from home and those who have found local employment.

7.81 They noted that this was a significant shift in the market, as pre-Covid sales were either to those returning to Scarborough to raise families or retirees.

7.82 Those retiring are often downsizing and moving into bungalows, but no new bungalows are being built so these will run out. The agent also

raised a concern about the capacity of local infrastructure (schools, roads, dentists, doctors) and whether it could support the additional housing planned.

7.83 The agent highlighted a small premium for homes with a sea view although these will not sell if the market does not see them as being value for money which the agent suggested was the most important aspect.

Malton and Norton

7.84 The agents have informed us that in Malton, the price for detached houses has dropped over the last year but the remaining types have, on average, risen.

7.85 The overall number of sales has decreased and there are fewer listings than previously, largely due to a lack of confidence in the market.

7.86 There is a high percentage of sales to people moving into the area from all over the country rather than locals. Those moving to the area are typically seeking family houses, but this was identified as a gap in the market.

Richmondshire

7.87 In Richmondshire house prices have increased due to increased demand. This is despite the number of listings also increasing from last year. The highest demand is for detached houses as most of the demand is from families.

7.88 Properties have been selling slightly quicker this year with the average listing around 2/3 months, although the number of viewings varies by property. Normally properties are achieving their asking price and agents are not currently accepting offers below this.

7.89 Sales are split between people moving into the area, largely from outside of North Yorkshire and locals buying properties.

Ripon

7.90 House prices have decreased since last year but are still higher than pre-COVID levels. This reflects the slightly slower demand for houses and the general uncertainty in the market.

7.91 The highest demand is for Semi-detached homes, particularly those with 3 bedrooms. This is mostly driven by first-time buyers or families who are currently renting. Sales are mostly local people rather than people relocating to the area.

Selby

7.92 The agents reported that house prices in Selby have also dropped a significant amount from last year and are now edging back towards pre-COVID levels. As a consequence, more properties are being sold under the asking price.

7.93 Terraced properties are in the highest demand, as they are suited to first-time buyers and older households that are looking to downsize. This includes demand from those currently living in areas surrounding the town rather than those already living locally.

7.94 There is an increase of younger workers getting jobs in warehouses and relocating to the area from all various other towns. It is unclear if the warehouse market will continue to grow, and therefore the demand from the staff also will. If this happens, smaller rental units will be required to meet their need.

Skipton

7.95 The agents have reported that due to uncertainty in the market house prices in the town have dropped significantly in the last year. Although since prices have been reduced asking prices are now being achieved.

7.96 Reflecting the stock terraced properties have been in greatest demand, particularly from families who were previously renting but can now afford to buy locally and first-time buyers.

Northallerton and Thirsk

7.97 Prices have decreased in Northallerton over the last year although the agents declined to give a definite answer to why this is.

7.98 The agents reported that the market is static at the moment with homes often staying on the market for up to four months. Despite this most properties are still achieving their asking price.

7.99 The majority of demand was for semi-detached properties from families and also some first-time buyers. Demand was from a mix of people relocating to the area, but the majority of sales were still to locals.

7.100 The agent also noted a growing downsizing market in the area.

7.101 In Thirsk, the agent considered that there are less first time buyers generally and most home moves represent relocation and upsizing. Generally, the sales market is considered slower in activity and interest than the lettings markets.

7.102 Second home ownership taxation changes are considered to have had an impact on buyer demand. In addition, as a result of the end of the stamp duty holiday buyers are ‘taking their time’ and a lot of buyers are deciding to stay put and are not following through post viewings. The profile of buyers is considered broad.

7.103 The outlook for the sales market in Thirsk is uncertain but is considered dependent on future changes to interest rates.

North York Moors National Park

7.104 The availability and supply of homes for sale in the North York Moors National Park is considered by agents to be high and this is expected to further increase. This is being driven by the second home ownership

tax. One agent stated that all bar one of their second homes on the market currently are being sold to full time occupants. There is also noted to be a trend of people returning to the market and selling following purchases during the pandemic.

7.105 Despite downward pressures, agents consider homes in the North York Moors area to be holding their values but are expected to fall within 6 to 12 months as supply further increases and vendors try to sell. Prices are currently considered too high for local first time buyers to get on the market and further supply is considered to be needed to push prices down further.

7.106 Families and older couples are the main source of demand for housing in the National Park. Much of the demand comes from people in surrounding areas such as York and Teesside, but also further afield to a lesser degree, with buyers seeking to upsize and attracted to quiet locations in the Moors. Demand is considered good, but not as strong as during the pandemic.

Yorkshire Dales National Park

7.107 The agents reported that house prices in the Yorkshire Dales National Park have dropped significantly in the last year many sellers are accepting offers below their asking price

7.108 Over the last year, terraced properties have been in the highest demand. This is linked to families moving to the area and also many retirees downsizing.

7.109 The new council tax rules are resulting in a lot of owners of second homes and holiday lets selling up. The market has been flooded, and vendors will do will to get offers or a sale, particularly in the more remote locations.

7.110 While some of these second homes are being sold to other people for a second home, some are being bought by families to occupy full-time. As

such, there is a steady stream of home coming onto the market for occupancy.

7.111 Those that are buying for a second home or a holiday let are pricing the higher council tax and stamp duty into their offer, so the cost of housing is coming down, and bids below the asking price are often being accepted.

7.112 Although they cautioned that it was early days to make a full judgement, the expectation is that changes to National Insurance contributions will impact local employment as many of the businesses in the National Park are small and cannot afford the increase.

7.113 The agents also noted that since COVID, they have seen a higher rate of commuters moving to the area. Particularly those that work in Leeds and London, and particularly in areas with good access to train stations.

7.114 One quirk of the property market is the local occupancy clauses on properties within the National Park. This requires any homes to be marketed to people living within the National Park for the first 12 weeks of sales, and only after that can it be widened out to people across North Yorkshire (previously this was the former local authority).

7.115 The agent also noted that barn conversions are being permitted if these are for holiday homes or sold with a local occupancy clause. These clauses are applied in perpetuity even if initially sold to someone living outside of the National Park.

7.116 The agents thought this was a bit pointless for larger homes, as often local people cannot afford them. There was also some interest from people living on the edge of the park who cannot buy a home, as these properties may be more suitable for them than the wider North Yorkshire population.

7.117 As an estimation, the agents said about a quarter of sales are to local people and that 50% of homes are now sold to someone planning to use it as a permanent residence.

7.118 The agents noted that some owners considered using their properties for six-month tenancies during the winter and fully occupying them during the summer to avoid the new rules. However, the Renters Reform Act will prohibit this, and they expect to see more properties sold.

7.119 They noted that there is not much in the way of new build in the area, particularly the National Park and often this is due to Topography. As a consequence, they noted that in the “Updale” areas, many local families move away as there is nowhere for them to live, even if they could afford it.

7.120 Leyburn was seen as slightly different, as there is more access to services and more land to build on. They noted that there is a new estate being built in the town and believed these would sell quickly.

Housing Market Summary

7.121 In the year to March 2024, the median house price in North Yorkshire was £262,500. This was above the regional (£197.500) but below the national (£287,500) median price. This trend is repeated across all dwelling types.

7.122 Median house prices across North Yorkshire were similar to the national median price between 2004 and 2011. Since 2011, growth nationally has been far greater than in North Yorkshire.

7.123 Prices in North Yorkshire have historically been greater than the region but have increased less than the region and nationally since 2013.

7.124 In the sub-HMAs, prices on a CAGR basis have grown strongly in all areas but have grown fastest in Skipton between 2014 and 2024 at 4.6% per annum. The lowest CAGR in that period was seen in Northallerton and Thirsk at 2.7%.

7.125 New build properties are selling overall at an increasingly greater price compared to existing stock.

7.126 There were 7,800 property sales in North Yorkshire in the year to March 2024. This has been decreasing year on year since 2021, following the pandemic-related increases in activity.

7.127 Reflective of the stock, recent sales activity has been focussed on larger typologies in North Yorkshire. All typologies have followed similar trends in activity since 2014 but with greater demand for detached homes during the pandemic years (2020 to 2022).

7.128 Within the sub-HMAs, Harrogate has seen the most sales activity since 2019, with Yorkshire Dales and North York Moors seeing the least activity.

7.129 Over the previous decade most sub-HMAs indicate a negative downward trend in sales activity aside from Harrogate, Northallerton and Thirsk and Ripon.

7.130 In terms of lower quartile prices in 2024, in North Yorkshire this was £187,500 which was significantly higher than the region (£140,000) but similar to the national lower quartile price (£190,000).

7.131 The affordability ratio in North Yorkshire in the year ending September 2023 was 8.79 which exceeds the regional (6.11) and national (8.26) ratios. The position has improved very slightly overall since September 2021 across all areas.

7.132 As of September 2023, the former Ryedale area has the worst affordability in North Yorkshire at a ratio of 10.8. The best affordability was in the former Scarborough area at 6.8.

8. Overall Housing Need

Introduction

8.1 This section of the report considers overall housing need set against the NPPF and Planning Practice Guidance (PPG) – specifically the Standard Method for assessing housing need.

8.2 The analysis looks at both the December 2023 method and proposed changes in the July 2024 NPPF consultation. Because much of this report was prepared prior to the December 2024 changes to the NPPF we have set out within Appendix A2 the key findings linked to this figure.

8.3 The policy objectives of the 2024 NPPF consultation in terms of housing are clear, including to:

- *get Britain building again, to build new homes, create jobs, and deliver new and improved infrastructure;*
- *take a brownfield first approach and then release low-quality grey belt land, while preserving the Green Belt;*
- *boost affordable housing, to deliver the biggest increase in social and affordable housebuilding in a generation;*
- *bring home ownership into reach, especially for young first-time buyers; and*
- *promote a more strategic approach to planning, by strengthening cross-boundary collaboration, ahead of legislation to introduce mandatory mechanisms for strategic planning;*

8.4 The consultation notes that 'We must deliver more affordable, well-designed homes quickly. We are changing national policy to support more affordable housing, including more for Social Rent, and implementing golden rules to ensure development in the Green Belt is in the public interest. Promoting a more diverse tenure mix will support the faster build out we need'.

8.5 The Government's proposed July 2024 Standard Method seeks to support the ambition to deliver 1.5 million homes over the next five years (300,000 per annum on average) with the method seeking to provide a 'more balanced distribution of homes across the country, by directing homes to where they are most needed and least affordable, and ensure that all areas contribute to meeting the country's housing needs'. The proposed July 2024 Standard Method actually sums to 371,000 homes per annum nationally (across England).

8.6 It is further suggested that 'high and rapidly increasing house prices indicate an imbalance between the supply of and demand for new homes, making homes less affordable. The worsening affordability of homes is the best evidence that supply is failing to keep up with demand'.

8.7 Looking beyond overall housing numbers, the consultation seeks to deliver a high proportion of affordable housing, particularly social rented housing. This includes a recommendation on Green Belt land that *'in the case of schemes involving the provision of housing, at least 50% affordable housing, with an appropriate proportion being Social Rent,* ***subject to viability****'* [emphasis added].

8.8 For North Yorkshire, the proposed July 2024 Standard Method sees an annual housing need for 4,232 dwellings, which is 211% higher than under the current method (1,361 per annum).

8.9 All of the Standard Method figures produce an estimate of 'housing need' and later in this section projections have been developed to consider the implications of housing delivery in-line with these two need numbers.

8.10 In addition, the section looks at past trends to develop alternative trend-based projections – projections being developed for the 2023-45 period.

The Standard Method (December 2023)

8.11 The starting point for this is the standard methodology for calculating housing need, which is clearly set out by the Government in Planning Practice Guidance and confirmed in the NPPF (December 2023). The four-step process is set out in the figure below and worked through in the following sub-sections.

Figure 8.1 Overview of the Standard Method for Calculating Local Housing Need



Step One: Setting the Baseline

8.12 The first step in considering housing need against the standard method (December 2023) is to establish a demographic baseline of household growth. This baseline is drawn from the 2014-based Household Projections and should be the annual average household growth over a ten-year period, with the current year being the first year i.e. 2021 to 2031.

8.13 Because these were published in 2016, they do not include a projection for North Yorkshire. Therefore, we are required to sum the growth in the predecessor authorities.

8.14 This results in household growth of 1,037 households per annum in North Yorkshire over the ten-year period to 2034. This is shown in Table 8.1 below. Although this figure is calculated over a ten-year period from 2021 to 2031, Paragraph 12 of the PPG states that this average household growth and the local housing need arising from it can then "be applied to the whole plan period".

Table 8.1 : Step 1 - Household Growth, 2024 to 2034

Area	Household Numbers 2024	Household Numbers 2034	Household Growth 2024-34	Step 1 - Household growth 2024-34 PA
Craven	26,075	27,207	1,132	113
Hambleton	40,729	41,924	1,195	120
Harrogate	70,785	73,388	2,603	260
Richmondshire	21,519	21,550	31	3
Ryedale	24,521	25,830	1,309	131
Scarborough	50,896	52,356	1,460	146
Selby	38,974	41,615	2,641	264
North Yorkshire	**273,499**	**283,870**	**10,371**	**1,037**

Source: ONS 2014-Based Household Projections

Step Two: Affordability Adjustment

8.15 The second step of the standard method (December 2023) is to consider the application of an uplift on the demographic baseline, to take account of market signals (i.e. relative affordability of housing). The adjustment increases the housing need where house prices are high relative to workplace incomes. It uses the published median affordability ratios from ONS based on workplace-based median house price to median earnings ratio for the most recent year for which data is available.

8.16 The latest (workplace-based) affordability data relates to 2023 and was published by ONS in March 2024. These were originally only published for the current local authorities, but ONS also produced a custom cut of the data to support the reporting needs of newly merged authorities[16]. As the guidance states "If the latest affordability ratios are available at predecessor local authority level, these should be used", we have followed this guidance.

8.17 The Government's Guidance states that for each 1% increase in the ratio of house prices to earnings, above 4, the average household growth should be increased by a quarter of a per cent, with the calculation being as follows:

$$Adjustment\ Factor = \frac{Affordability\ Ratio - 4}{4} x0.25$$

8.18 Applying this calculation to household growth in the former local authorities across North Yorkshire results in a local housing need figure for 1,361 dwellings per annum as is shown in the Table below.

16 https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningsforformerlocalauthorities

Table 8.2 Local Housing Need, 2021-2031 – Affordability Adjustment

Area	Step 1 - Household growth 2024-34 PA	*Median Affordability Ratio 2023 from ONS*	*Affordability Uplift*	Step 2 - Uncapped Need
Craven	113	9.61	135%	153
Hambleton	120	8.49	128%	153
Harrogate	260	10.53	141%	367
Richmondshire	3	8.96	131%	4
Ryedale	131	10.79	142%	186
Scarborough	146	6.75	117%	171
Selby	264	7.83	124%	327
North Yorkshire	**1,037**			**1,361**

Source: ONS Household Projections and MHCLG Affordability Ratios

8.19 These figures are a result of increases ranging from 17% in Scarborough to 42% in Ryedale. The effective uplift in North Yorkshire was therefore 31%, if the published figures for North Yorkshire were to be used the uplift would be 30%.

Step Three: The Cap

8.20 The third step of the standard method (December 2023) is to consider the application of a cap on any increase and ensure that the figure which arises through the first two steps does not exceed a level which can be delivered. There are two situations where a cap is applied:

- The first is where an authority has reviewed its plan (including developing an assessment of housing need) or adopted a plan within the last five years. In this instance, the need may be capped at 40% above the requirement figure set out in the plan.

- The second situation is where plans and evidence are more than five years old. In such circumstances, a cap may be applied at 40% of the higher of the projected household growth (step 1) or the housing requirement in the most recent plan, where this exists.

8.21 In the case of North Yorkshire only the former local authority of Craven, Hambleton and Harrogate have a housing requirement adopted within the last 5 years therefore the housing need is capped at 40% above the housing requirement in these areas with the others being capped at 40% above the higher of Step 1 or their adopted housing requirements.

8.22 The impact of the cap is shown in the Table below for North Yorkshire. As demonstrated the cap is not actually applied in in any local authority as it is higher than the need. Therefore, the housing need remains at 1,361 dpa

Table 8.3 Local Housing Need – Capping the Increase

Area	Step1 – Household Growth	Step 2 - Uncapped Need	Local Plan Adoption Date	Older than 5 Years	Adopted Housing Requirement	Cap (if required)	Step 3 - Local Housing Need (capped need)
Craven	113	153	12/11/2019	No	230	322	153
Hambleton	120	153	22/02/2022	No	315	441	153
Harrogate	260	367	04/03/2020	No	637	892	367
Richmondshire	3	4	09/12/2014	Yes	180	252	4
Ryedale	131	186	05/09/2013	Yes	200	280	186
Scarborough	146	171	03/07/2017	Yes	450	630	171
Selby	264	327	22/10/2013	Yes	450	630	327
North Yorkshire	**1,037**	**1,361**					**1,361**

Source: ONS Household Projections and MHCLG Affordability Ratios & Local Plans

Step Four: Urban Uplift

8.23 The fourth and final step in the calculation means that the 20 largest urban areas in England are subject to a further 35% uplift. This uplift ensures that the Governments stated target of 300,000 dwellings per annum is met and that "homes are built in the right places, to make the most of existing infrastructure, and to allow people to live nearby the service they rely on, making travel patterns more sustainable." (Paragraph: 035 Reference ID: 2a-035-20201216).

8.24 As North Yorkshire is not listed within the top 20 urban areas in the country it is not subject to this additional uplift. **The minimum housing need therefore remains at 1,361 dpa North Yorkshire.**

Consultation Standard Method (July 2024)

8.25 On the 30th of July 2024, the new Labour Government published a new National Planning Policy Framework (NPPF) for consultation[17]. A key aspect of this was a proposal for a revised Standard Method for assessing housing need.

8.26 This consultation approach is a simplified variation of the December 2023 standard method which amended Steps 1 and 2 and removed Steps 3 and 4 from the current calculations.

8.27 Step 1 is no longer linked to demographic projections and is now a flat 0.8% growth in housing stock per annum. Step 2 continues to be an affordability uplift but with two modifications. Firstly, rather than taking the most recent year's affordability ratio an average of the last three years is used. Secondly, rather than add a 0.25% uplift for every 1% above 4 the affordability ratio is, the uplift is now 0.6%.

8.28 The table below sets out the July 2024 Consultation Standard Method for North Yorkshire which results in a need for 4,232 dpa. This represents an increase of 2,871 dwellings per annum or 211% from the existing standard method of 1,361 dpa.

Table 8.4 Consultation Standard Method (July 2024) – North Yorkshire

	North Yorkshire
Total Dwelling Stock	305,798
Step 1. Annual Dwellings Stock Increase (0.8%)	2,446
Average Affordability Ratio (2021-23)	8.87
Uplift	173%
Step 2. Housing Need	4,232

Source: MHCLG, 2024

8.29 A further factor to consider is whether it is appropriate to apply this method to areas with National Parks. The consultation document suggests this might not be the case stating, “Authorities would be able to justify a lower housing requirement than the figure the method sets on the basis of local constraints on land and delivery, such as existing National Park.”

8.30 As a sensitivity, we have therefore run the same calculations based on the housing stock outside of the two National Parks, the result of which is shown in the table below. This was achieved by removing the dwelling stock estimates for the North York Moors and Yorkshire Dales National Parks from the North Yorkshire Total (see Table 6.5). It should be noted that the National Park dwelling estimates are based on a best fit of output areas and may not be 100% accurate.

[17] https://www.gov.uk/government/consultations/proposed-reforms-to-the-national-planning-policy-framework-and-other-changes-to-the-planning-system/proposed-reforms-to-the-national-planning-policy-framework-and-other-changes-to-the-planning-system

Table 8.5 Standard Method (July 2024) – Excluding National Parks

	North Yorkshire Excluding National Parks
Total Dwelling Stock	278,746
Step 1. Annual Dwellings Stock Increase (0.8%)	2,230
Average Affordability Ratio (2021-23)	8.87
Uplift	173%
Step 2. Housing Need	3,858

Source: MHCLG, 2024

8.31 As shown, this results in a slightly smaller need for 3,858 dwellings. In addition to this figure, there will still be a need for housing in the National Park.

8.32 It should be noted that this does not mean the difference between the County need and the Plan area need should be met in the National Parks. Because of the duty and purpose of the National Parks it would be incorrect to apply the standard method to these areas where the purpose is to conserve and enhance the natural beauty, wildlife and cultural heritage rather than provide housing, although obviously this is important to.

8.33 Notwithstanding the figures suggested in this report, the contribution of the respective National Park areas towards meeting housing need within the County, and any corresponding reduction to the housing need figure within the North Yorkshire Local Plan area, is an ongoing Duty to Cooperate and plan-making matter between the respective planning authorities.

North Yorkshire Analysis

8.34 The section below looks at a range of data relating to North Yorkshire to look at the implications of the higher housing need figure being suggested by the consultation Standard Method (July 2024). This is

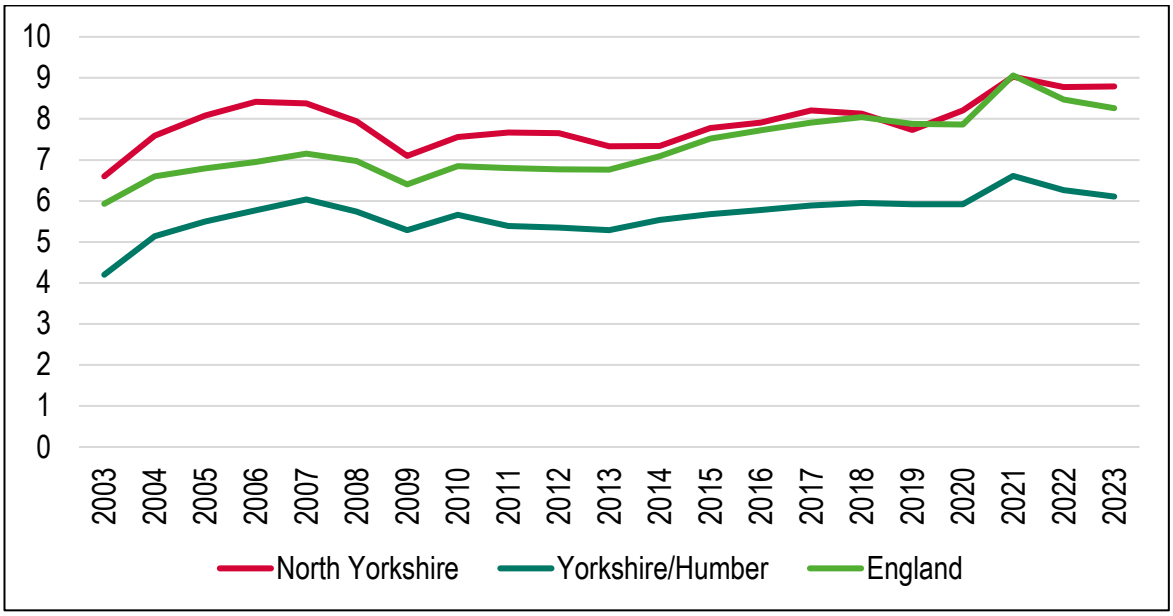
then followed by a review of recent demographic trends and the development of a number of projections under different scenarios for growth.

8.35 One key reason the Government is seeking to deliver more homes is to improve the affordability of housing – this is specifically in relation to market housing to buy. The figure below shows the workplace house price-to-income affordability ratio – which is the main measure of affordability used by the Government.

8.36 This shows across all areas a substantial increase in the ratio up to 2007, with very little change in the 2007-2013 period. Since 2013, there have been modest increases in the ratio.

8.37 For North Yorkshire the data is notable for showing the ratio currently as being very similar to the level seen in 2006 (nearly 20 years ago) suggesting (under the Government's view) that housing delivery has been at least sufficient to prevent a worsening affordability (ratio in 2006 was 8.42 and currently stands at 8.79).

Figure 8.2 : Workplace affordability ratio (1997-2023)



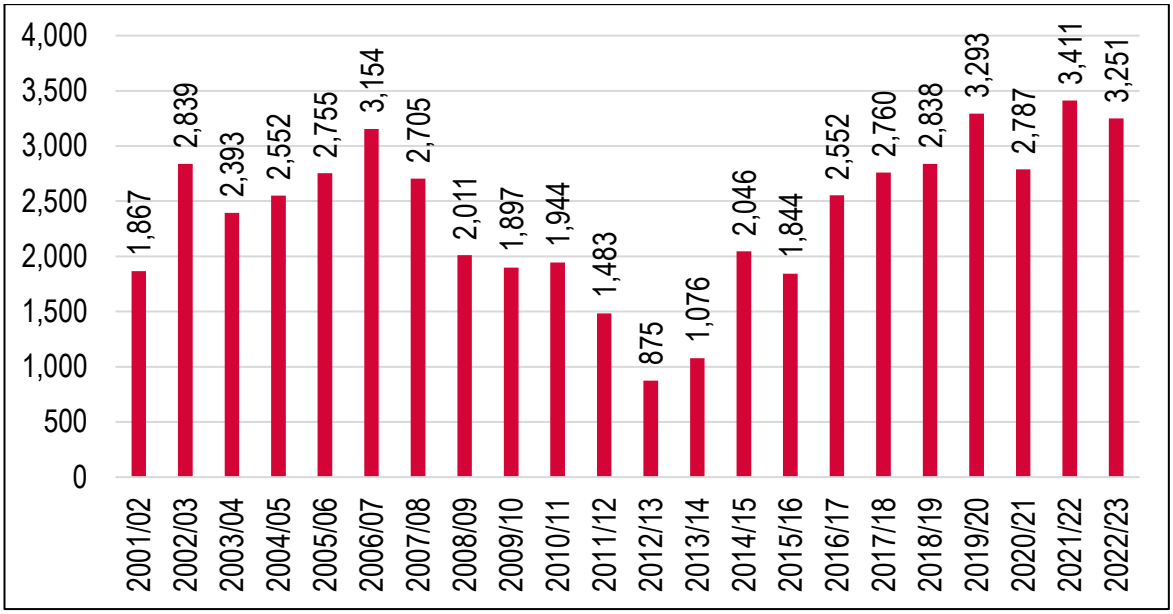
Source: ONS

8.38 The figure below shows the number of net additional dwellings in North Yorkshire; these have averaged 3,100 per annum over the past 5-years and 2,600 over the past decade. From 2006 to 2023, a period when the affordability ratio has seen little change overall, the average number of completions was 2,300 per annum.

8.39 The figure does show relatively strong delivery over the past four years (average of 3,200 additional dwellings per annum) – this coincides with an increase in the affordability ratio from 7.73 in 2019 up to 8.79 in 2023 – pointing to the increased delivery not having helped affordability.

8.40 The increase in delivery is likely in part to be due to Harrogate and to a lesser degree Hambleton and Craven adopting a new Local Plan, which has resulted in a substantial increase in delivery. Continued high rates of delivery are dependent upon a consistent supply of allocated sites, emphasising the importance of expedient plan-making.

Figure 8.3 : Net completions (2001/2-2022-23) – North Yorkshire



Source: MHCLG Live Table 122

8.41 The analysis above does not really point to any need for additional housing in North Yorkshire, over and above the typical levels that have historically been provided. However, were 4,232 dwellings per annum to be provided it is likely this would have a notable impact on the

demographic profile of the area – this is discussed in more detail later in this section with the narrative below looking at the broad implications of a higher housing number.

8.42 Although Planning Practice Guidance (PPG) will be expected to change if and when a new Standard Method is introduced the current PPG does provide some indication of why the Government sees a need to increase housing delivery[18]. Paragraph 006 (Reference ID: 2a-006-20190220) states:

'Why is an affordability adjustment applied?

An affordability adjustment is applied as household growth on its own is insufficient as an indicator of future housing need because:

- *household formation is constrained to the supply of available properties – new households cannot form if there is nowhere for them to live; and*
- *people may want to live in an area in which they do not reside currently, for example, to be near to work, but be unable to find appropriate accommodation that they can afford.*

The affordability adjustment is applied in order to ensure that the standard method for assessing local housing need responds to price signals and is consistent with the policy objective of significantly boosting the supply of homes. The specific adjustment in this guidance is set at a level to ensure that minimum annual housing need starts to address the affordability of homes.'

Household formation and vacant homes

8.43 It has been long observed through the Census that the proportion of younger people who have their own accommodation has been falling, and it seems from the PPG that the Government considers delivery of more homes will allow more households to access the market. The figure

[18] https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments

below shows the proportion of the population in a range of age groups who are a household reference person (HRP) – essentially the head of household – from each of the last three Census.

8.44 This does indeed show for younger age groups (particularly those aged 25-34) that the proportion who are a household has been falling over time – this is a pattern seen in North Yorkshire as well as across the region and nationally.

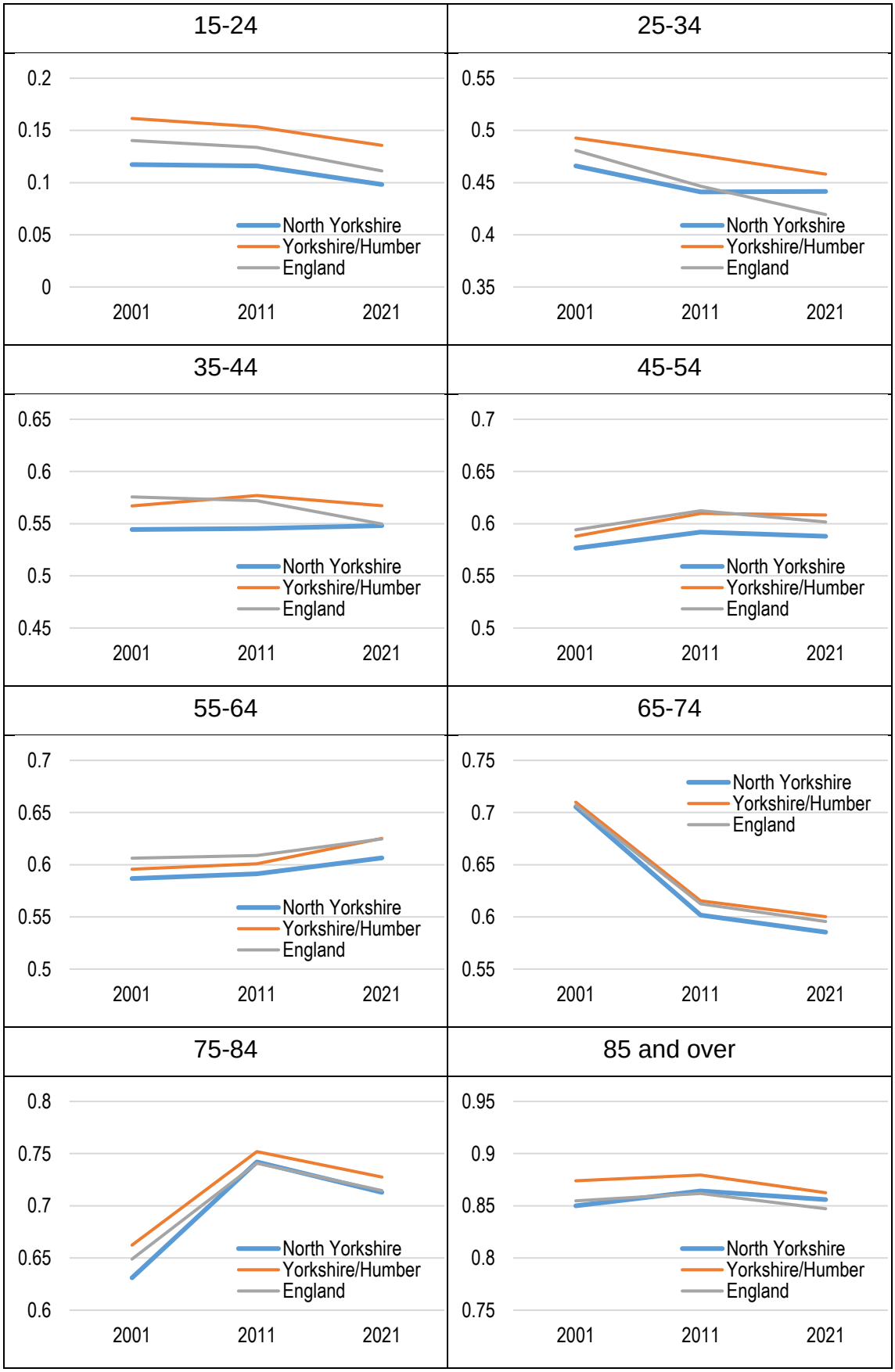
8.45 Generally, the reductions seen in North Yorkshire are slightly less pronounced than seen in other areas – suggesting that the degree to which households are 'suppressed' is not as great in North Yorkshire.

8.46 However, as has been noted previously, there is limited evidence that delivery of new homes makes accommodation more affordable and therefore improves household formation within North Yorkshire.

8.47 In part, this is likely to be due to the types of homes delivered; if for example there was the delivery of a large number of social rented homes then it is quite likely that additional households would be able to form, but providing mainly market accommodation is not going to assist those who are unable to afford market housing.

8.48 To some extent the table below demonstrates this by looking at how the number of households in different tenures has changed over the 2001-21 period. Across all areas, there has been very little change in the size of the social rented stock (increasing modestly in North Yorkshire and falling nationally) suggesting that the opportunities for households whose affordability is more marginal to form has been quite limited and again does not really point to the delivery of new market homes as allowing new formation.

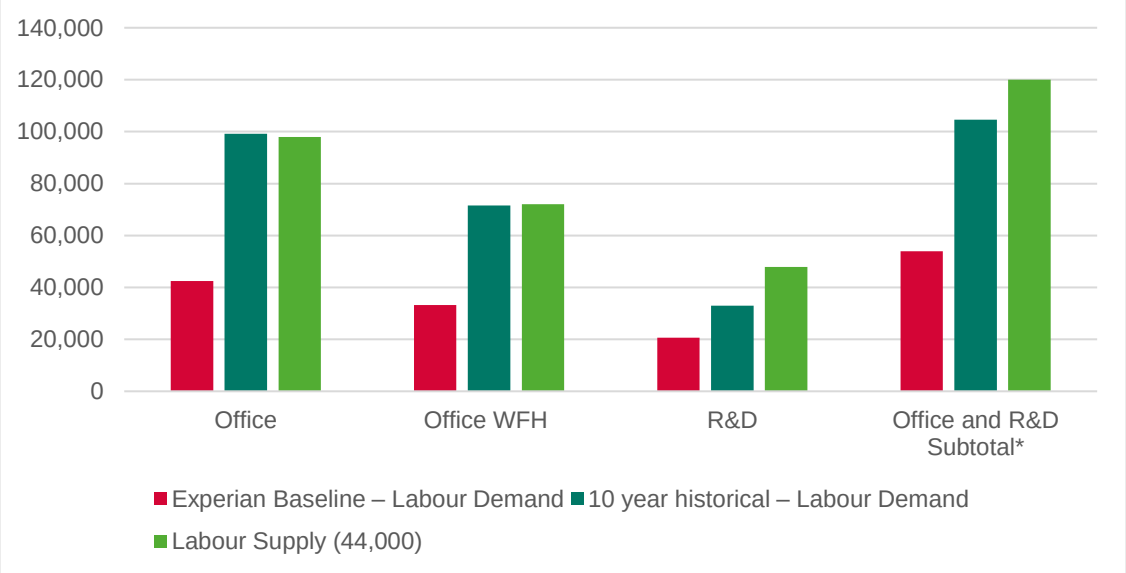
Figure 8.4 : Change in household representative rates by age 2001-21



Source: ONS

8.49 More notable is the substantial decrease in the number of owners with a mortgage and the rapid increase in the size of the private rented sector, suggesting that rather than household formation being constrained, it has simply shifted from owner-occupation to private renting – again pointing to a need for affordable housing rather than simply more market homes to buy.

Figure 8.5 - Change in tenure (2001-2021)



Source: ONS (Census)

8.50 In terms of the possibility that homes just become vacant, the table below shows some quite notable statistics. Again, drawing on the Census, the analysis looks at the number of dwellings in a range of areas and the proportion that are implied vacant (i.e. the difference between households and dwellings). In all areas, the proportion of vacant homes has been rising (this would include vacant home that are used as holiday homes or short term lets).

8.51 In North Yorkshire over the last 20 years, the Census records an increase in dwellings of 45,700 and an increase in vacant homes of 8,900 – the building of additional homes has not seen an equivalent increase in households forming.

8.52 Arguably the more interesting statistic is at a national level where over the decade to 2021 an additional 1.95 million dwellings are recorded,

but only 1.37 million additional households. New homes therefore have an equivalent vacancy rate of 30%.

8.53 It is not necessarily the new homes that are being left vacant (some will be used as short-term lets and others holiday homes), but it is clear that new delivery is actually seeing vacancy increase rather than just allowing more households to form.

Table 8.6 Number of dwellings, households and vacant dwellings (2001, 2011 and 2021)

North Yorkshire				
	Dwellings	Households	Vacant	% vacant
2001	253,465	237,583	15,882	6.3%
2011	277,578	256,594	20,984	7.6%
2021	299,138	274,381	24,757	8.3%
Yorkshire/Humber				
	Dwellings	Households	Vacant	% vacant
2001	2,154,702	2,064,748	89,954	4.2%
2011	2,319,910	2,224,059	95,851	4.1%
2021	2,477,946	2,330,658	147,288	5.9%
England				
	Dwellings	Households	Vacant	% vacant
2001	21,206,804	20,451,427	755,377	3.6%
2011	22,976,066	22,063,368	912,698	4.0%
2021	24,927,591	23,436,086	1,491,505	6.0%

Source: ONS (Census)

8.54 From the analysis above, it is pretty clear that if a higher number of homes is delivered (in North Yorkshire or more generally) it is likely to drive an increase in vacant homes rather than improve household formation. This may in part be explained by increasing numbers owning holiday homes and seeking income from short-term lets i.e. Airbnb proliferation. Section 12 looks at short-term lets in greater detail.

8.55 The other possibility is that additional dwelling delivery could drive an increase in net in-migration, as people move to the area to fill new homes. The analysis below seeks to look at the implications on population growth and migration of delivery at both the current and proposed Standard Method (July 2024) (as well as a trend-based analysis), were there to be no increase in vacancy rates. The analysis starts with a review of local demographic trends.

Population

8.56 As of mid-2023 (the latest date for which ONS has published mid-year population estimates (MYE)), the population of North Yorkshire is estimated to be 627,600 this is a growth of around 23,500 people over the previous decade. This equates to a growth of around 3.9% since 2013 which is a lower rate of growth to that seen across the region (4.9%) and notably lower than nationally (7.0%)

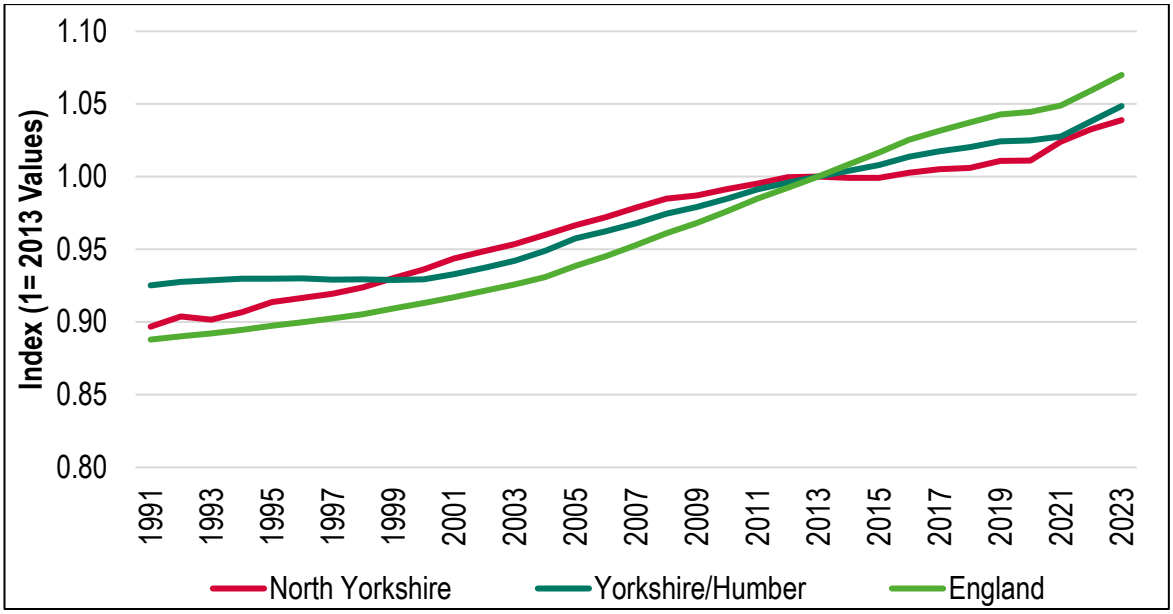
Table 8.7 Population change (2013-23)

	2013	2023	Change	% change
North Yorkshire	604,151	627,629	23,478	3.9%
Yorkshire/Humber	5,335,092	5,594,125	259,033	4.9%
England	53,918,686	57,690,323	3,771,637	7.0%

Source: Mid-year population estimates

8.57 The figure below shows an indexed population change back to 1991 (index to 1 in 2013). This shows stronger growth than in the region up to 2013 (lower growth than seen nationally). The data also shows a particularly sharp increase in population since 2020, although this is a feature also seen regionally and nationally.

Figure 8.6 : Indexed Population Change – 1991-2023



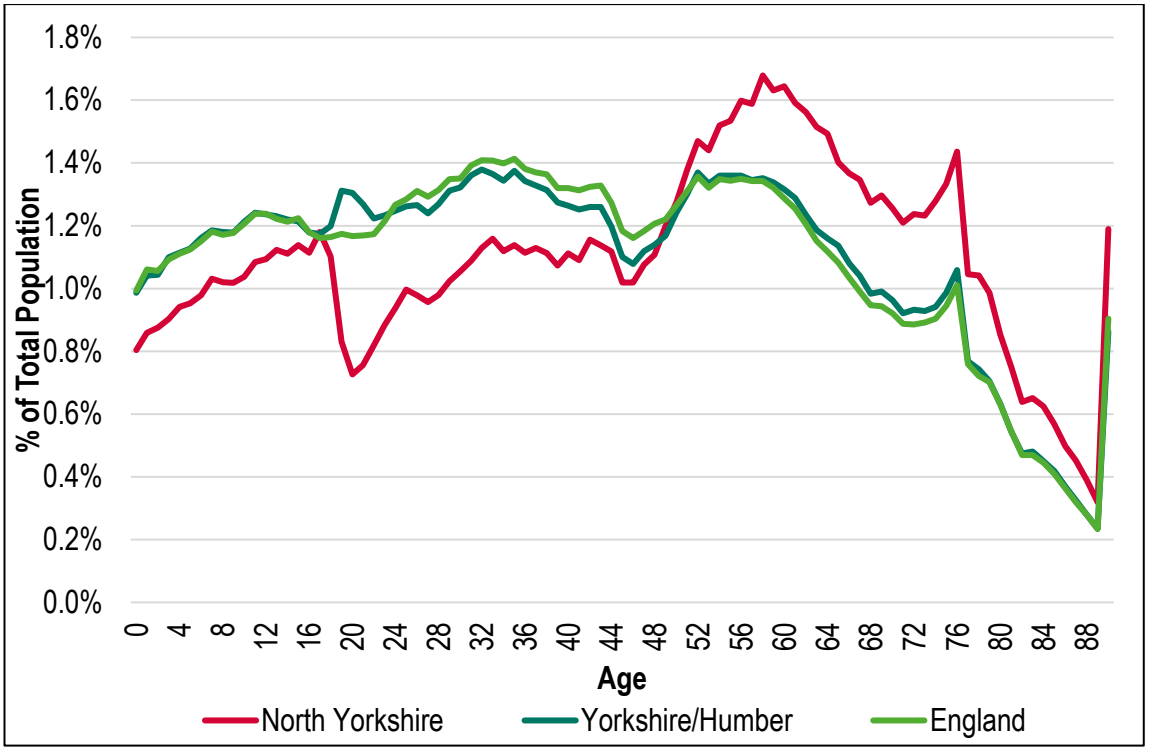
Source: Mid-year population estimates

Age Structure

8.58 The figure below shows the age structure by single year of age (compared with a range of other areas). From this it is clear that North Yorkshire has fewer people aged in their late teens and early 20s which will be linked to people moving away for higher education.

8.59 The data also points to a significantly higher proportion of people aged around 55 and over. This has implications for the local economy being able to sustain its workforce over the longer term.

Figure 8.7 : Population profile (2022)



Source: Mid-year population estimates

8.60 The analysis below summarises the above information (including total population numbers for North Yorkshire) by assigning population to three broad age groups (which can generally be described as a) children, b) working age and c) pensionable age).

8.61 This analysis highlights the significantly higher proportion of people aged 65 and over, and a lower proportion of children (aged under 16) and those aged 16-64 when compared with other locations.

Table 8.8 Population profile (2023) – summary age bands

	North Yorkshire		Yorkshire/ Humber	England
	Population	% of population	% of population	% of population
Under 16	100,222	16.0%	18.5%	18.5%
16-64	366,268	58.4%	62.3%	62.9%
65+	161,139	25.7%	19.3%	18.7%
All Ages	627,629	100.0%	100.0%	100.0%

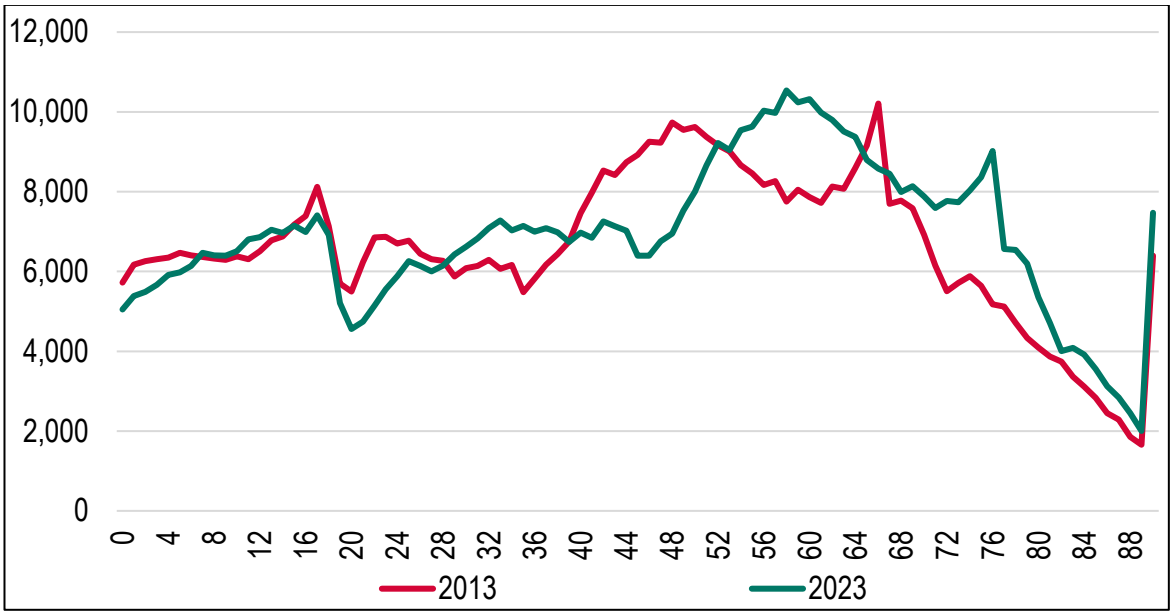
Source: Mid-year population estimates

Age Structure Changes

8.62 The figure below shows how the age structure of the population has changed in the 10-year period from 2013 to 2023 – the data used is based on population so will also reflect the increase seen in this period.

8.63 There have been some changes in the age structure, including increases in the population in their 50s; the number of people aged 65 and over also looks to have increased notably. Where there are differences, it is often due to cohort effects (i.e. smaller or larger cohorts of the population getting older over time).

Figure 8.8 : Population age structure (people) (2013 and 2023) – North Yorkshire



Source: Mid-year population estimates (2022)

8.64 Again, the information above is summarised into the three broad age bands to ease comparison. The table below shows a decrease of 0.5% in the 16–64 age group and a large increase of 21% in the 65+ age group. The population aged 65 and over accounts for over 100% of all population change over this period.

Table 8.9 Change in population by broad age group (2013-23) – North Yorkshire

	2013	2023	Change	% change
Under 16	102,679	100,222	-2,457	-2.4%
16-64	368,250	366,268	-1,982	-0.5%
65+	133,222	161,139	27,917	21.0%
TOTAL	604,151	627,629	23,478	3.9%

Source: Mid-year population estimates

Components of Population Change

8.65 The table below consider the drivers of population change from 2011 to 2023. The main components of change are natural change (births minus deaths) and net migration (internal/domestic and international).

8.66 There is also an Unattributable Population Change (UPC) which is a correction made by ONS upon publication of Census data if population has been under or over-estimated (this is only calculated for the 2011-21 period).

8.67 There are also ‘other changes’, which for North Yorkshire are variable (sometimes positive and sometimes negative) – these changes are often related to armed forces personnel, prisons or boarding school pupils.

8.68 The data shows natural change to generally be dropping over time (as the population ages and fertility rates fall) – there are significantly more deaths than births in North Yorkshire and migration is variable, and generally on an upward trend – it is clear that migration, and particularly internal (domestic) migration is the main driver of population growth in North Yorkshire.

8.69 The analysis also shows (for the 2011-21) period a negative level of UPC (totalling around 5,800 people over the 10-year period), This suggests when the 2021 Census was published, ONS had previously overestimated population change.

8.70 Finally, the “other changes” column typically relates to the armed forces and prison population. As shown, this has varied over time and will relate principally to deployment and repatriation of troops with Catterick Garrison the most likely origin and source as the largest MOD base in the country.

8.71 Overall, the data show a continuing trend of population growth throughout the period studied and in particular the last three years. As this is driven by net internal migration it is most likely that this is driven by growth in the younger working age population.

Table 8.10 Components of population change, mid-2011 to mid-2023 – North Yorkshire

	Natural change	Net internal migration	Net intern-ational migration	Other changes	Other (unattri-butable)	Total change
2011/12	43	2,363	403	725	-777	2,757
2012/13	-782	1,615	441	-425	-661	188
2013/14	-237	1,656	413	-1,619	-692	-479
2014/15	-758	1,844	174	-575	-646	39
2015/16	-758	2,012	725	693	-613	2,059
2016/17	-995	2,763	385	24	-656	1,521
2017/18	-1,400	2,639	13	-251	-557	444
2018/19	-1,029	3,729	53	699	-527	2,925
2019/20	-2,470	3,153	-583	447	-308	239
2020/21	-1,608	9,002	-280	989	-375	7,728
2021/22	-2,050	5,733	2,337	-751	0	5,269
2022/23	-2,566	4,378	2,285	-364	0	3,733

Source: ONS

Developing Trend-Based Projections

8.72 The purpose of this sub-section is to develop trend-based population projections using the latest available demographic information. A key driver of this is the publication of 2021 Census data, which has

essentially reset estimates of population (size and age structure) compared with previous mid-year population estimates (MYE) from ONS (ONS has subsequently updated 2021 MYE figures to take account of the Census).

8.73 In addition, a 2023 MYE is now available, and the projections developed look at a 2023-2045 period (to align with the emerging plan period).

8.74 Two projections have been developed looking at estimated migration trends over the past 5- and 10-years. A 5-year period has been chosen as it is consistent with the time period typically used by ONS when developing subnational population projections; 10-years has been used as it provides a longer and arguably more stable trend period. The two projections can therefore be summarised as:

- 5-year trend using migration estimates in the MYE for the 2018-23 period; and
- 10-year trend using migration estimates in the MYE for the 2013-23 period.

8.75 Below, the general method used for each of the components and the outputs from the trend-based projections are set out. The latest ONS projections are the 2018-based sub-national population projections (SNPP) and whilst these are not directly used in the analysis they are used as a base position from which adjustments for recent trends can be applied and to allow comparisons between the ONS position (which was pre-Census) and projections developed below.

Natural Change

8.76 Natural change is made up of births and deaths and the analysis above has shown a general downward trend over time. To project trends forward, the analysis looks at each of births and deaths separately and compares projected figures in the 2018-SNPP with actual recorded figures in the MYE.

8.77 The analysis also takes account of differences between the estimated population size and structure in 2021 (in the 2018-SNPP) and the ONS MYE (as revised to take account of Census data).

8.78 Overall, it is estimated recent trends in fertility are slightly lower and mortality rates are slightly higher when compared with data in the 2018-SNPP and so some modest adjustments have been made.

Migration

8.79 When looking at migration our start point is to consider levels of migration over the past 5- and 10-years (to 2023). Information about migration estimates is shown in the table below with average figures provided for the last 5- and 10 years. In both cases the data points to a level of net in-migration – the 10-year period shows a lower level of net in-migration.

8.80 This is potentially due to the large increase in internal (and international migration) seen in the last three years have less of an impact on a 10-year trend than a 5-year trend.

8.81 These higher trends in internal migration at least could be connected to the pandemic and post-pandemic effects. It was widely reported that many people moved out of urban areas to rural areas at this time spurred on by a need for larger accommodation and access to open space.

Table 8.11 Past trends in net migration – North Yorkshire

	Internal (domestic)	International	All net migration
2013/14	1,656	413	2,069
2014/15	1,844	174	2,018
2015/16	2,012	725	2,737
2016/17	2,763	385	3,148
2017/18	2,639	13	2,652
2018/19	3,729	53	3,782
2019/20	3,153	-583	2,570
2020/21	9,002	-280	8,722
2021/22	5,733	2,337	8,070
2022/23	4,378	2,285	6,663
Average (2018-23)	5,199	762	5,961
Average (2013-23)	3,691	552	4,243

Source: ONS

8.82 As noted previously, there is a level of (negative) UPC for North Yorkshire, implying that ONS had previously overestimated population growth in North Yorkshire. For the purposes of the projections, the UPC has been ignored; this is consistent with the approach typically taken by ONS although it should be noted if UPC is related to an over-estimate of net migration to North Yorkshire that any trend-based projections are also likely to overstate population growth.

8.83 As with fertility and mortality data, the information above has been used to make adjustments to the 2018-based SNPP to reflect recent trends.

Population Projection Outputs

8.84 The above estimates of fertility, mortality and migration (including changes over time) have been modelled to develop a projection for the period to 2045 (the end of the plan period). The table below shows projected population growth for each of the scenarios.

Table 8.12 Projected population growth under a range of scenarios – North Yorkshire (2023-45)

	Population 2023	Population 2045	Change	% change
5-year trend (MYE)	627,629	706,194	78,565	12.5%
10-year trend (MYE)	627,629	662,874	35,245	5.6%

Source: Demographic projections

8.85 With a 5-year migration trend, there is projected to be a notable increase in population (of 78,600 people over the 2023-45 period) – generated by a high net in-migration.

8.86 With a 10-year migration trend, there is more modest population growth (around 32,200 people for the same 22-year period) – this is due to a lower level of net in-migration when compared with the 5-year trend.

Household Projections

8.87 To understand what this means for housing need the population growth is translated into household growth using household representative rates and data about the communal (institutional) population. These have again been updated using data from the Census with the table below summarising the assumptions used.

Table 8.13 Communal Population and Household Representative Rates from 2021 Census – North Yorkshire

	Communal population		Household Representative Rates	
	Male	Female	Male	Female
Age 0 to 15	524	479	-	-
Age 16 to 19	2,167	568	0.016	0.023
Age 20 to 24	1,126	138	0.165	0.174
Age 25 to 29	1,023	125	0.453	0.304
Age 30 to 34	280	93	0.656	0.352
Age 35 to 39	244	56	0.725	0.358
Age 40 to 44	127	66	0.753	0.380
Age 45 to 49	135	79	0.751	0.412
Age 50 to 54	103	110	0.775	0.434
Age 55 to 59	131	103	0.780	0.450
Age 60 to 64	96	125	0.752	0.460
Age 65 to 69	108	114	0.705	0.432
Age 70 to 74	143	161	0.750	0.468
Age 75 to 79	0.014	0.017	0.822	0.558
Age 80 to 84	0.026	0.040	0.859	0.671
Age 85 to 89	0.046	0.093	0.900	0.795
Age 90+	0.122	0.237	0.914	0.878

Source: Derived from Census 2021 (mainly Tables CT 106 and 107)

8.88 For the communal population, it is assumed actual numbers are held constant up to ages under 75, with the proportion of the population being used for 75+ age groups – this approach is consistent with typical ONS projections.

8.89 For household representative rates (HRRs) the figures are calculated at the time of the Census and have been held constant moving forward. If ONS follow the method used in their most recent projections for future releases then they are likely to build in the trend between the last three Census points (2001, 2011 and 2021).

8.90 However, the analysis below does not build in any trend; were it to do so it would generally reduce the HRRs over time and levels of projected household growth would be lower.

8.91 Although such an approach would arguably build in a degree of suppression in the formation of households, and has therefore not been considered as a robust approach.

8.92 In interpreting the table below (by way of examples) the data shows around 9% of females aged 85-89 live in communal establishments (i.e. are not part of the household population) whilst around 78% of males aged 50-54 are considered to be a 'head of household' (where they are living in a household).

8.93 Generally, the HRRs increase by age, this is due to older people being more likely to live alone, often following the death of a spouse or partner.

8.94 Applying these figures to the population projections result in an increase in households of around 2,100 per annum when looking at 5-year trends and a lower figure (of 1,300 per annum) with 10-year trends.

Table 8.14 Projected change in households – range of scenarios – North Yorkshire (2023-45)

	Households 2023	Households 2045	Change in households	Per annum
5-year trend	281,017	326,792	45,775	2,081
10-year trend	281,017	310,018	29,000	1,318

Source: Demographic projections

8.95 We would conclude that the 5-year trend is the most reasonable given the recent uplift in migration to North Yorkshire and also recent delivery rates.

8.96 As a final step it is worth understanding what these figures would result in if they were to be put through the remaining steps of the standard method (July 2024). As shown in the table below the 5-year trend using the current standard method would result in a need for 2,704 dpa although this would increase to 3,600 dpa should the consultation standard method be applied.

Table 8.15 Demographic Housing Need Scenarios – North Yorkshire (2023-45)

	Households Per annum	Affordability Uplift	Housing Need Per annum
5-year trend Current Standard Method (December 2023)	2,081	30%	2,704
10-year trend Current Standard Method (December 2023)	1,318	30%	1,713
5-year trend Proposed Standard Method (July 2024)	2,081	73%	3,600
10-year trend Proposed Standard Method (July 2024)	1,318	73%	2,280

Source: Demographic projections

Developing Projections linking to the Standard Method(s)

8.97 As well as developing trend-based projections it is possible to consider the implications of housing delivery in line with the Standard Method (and the consultation method).

8.98 The analysis below looks at how the population **might** change **if** providing this level of homes occurs – 1,361 dwellings per annum under the December 2023 Standard Method and 4,232 per annum with the consultation (July 2024) figures.

8.99 Scenarios have been developed which flex migration to and from North Yorkshire such that there is sufficient population for 1,361/4,232 additional homes to be filled each year.

8.100 The modelling links to 2018-based population and household projections and also rebases population and households to the levels shown in the 2021 Census and includes MYE data up to 2023.

8.101 Within the modelling, migration assumptions have been changed so that across North Yorkshire the increase in households matches the housing need (including a standard 3% vacancy allowance). Adjustments are made to both in- and out-migration (e.g. if in-migration is increased by 1% then out-migration is reduced by 1%).

8.102 In developing these projections, a population increase of around 35,400 people is shown with the current Standard Method and a substantially higher (193,600) if moving to the higher 'housing need' figure.

Table 8.16 Projected population growth under a range of scenarios – North Yorkshire (2023-45)

	Population 2023	Population 2045	Change	% change
Standard Method (December 2023)	627,629	663,033	35,404	5.6%
Consultation SM (July 2024)	627,629	821,253	193,624	30.9%

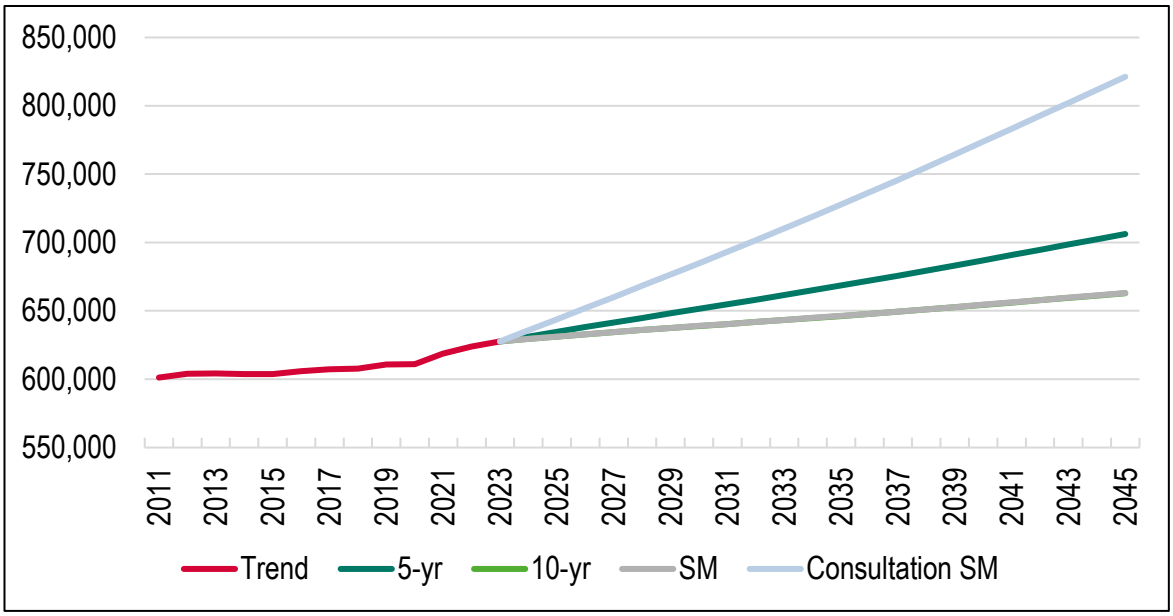
Source: Demographic projections

8.103 Below is a series of charts showing past trends and projected population growth and key components of change for each of the projections developed. It should be noted that figures for the 10-year trend projection and the current Standard Method (December 2023) are virtually identical, and therefore figures for the 10-year projection cannot be seen on these charts.

8.104 Our analysis suggests the population of North Yorkshire could rise to 821,300 by 2045 (up from 627,600 in 2023) a 31% increase, or 1.4% per annum if this level of delivery materialises.

8.105 By comparison, between 2011 and 2023 the population grew by an average of around 0.3%-0.4% per annum and therefore delivery of the proposed Standard Method (July 2024) could see population change at around four times past trends.

Figure 8.9 : Past trends and projected population – North Yorkshire

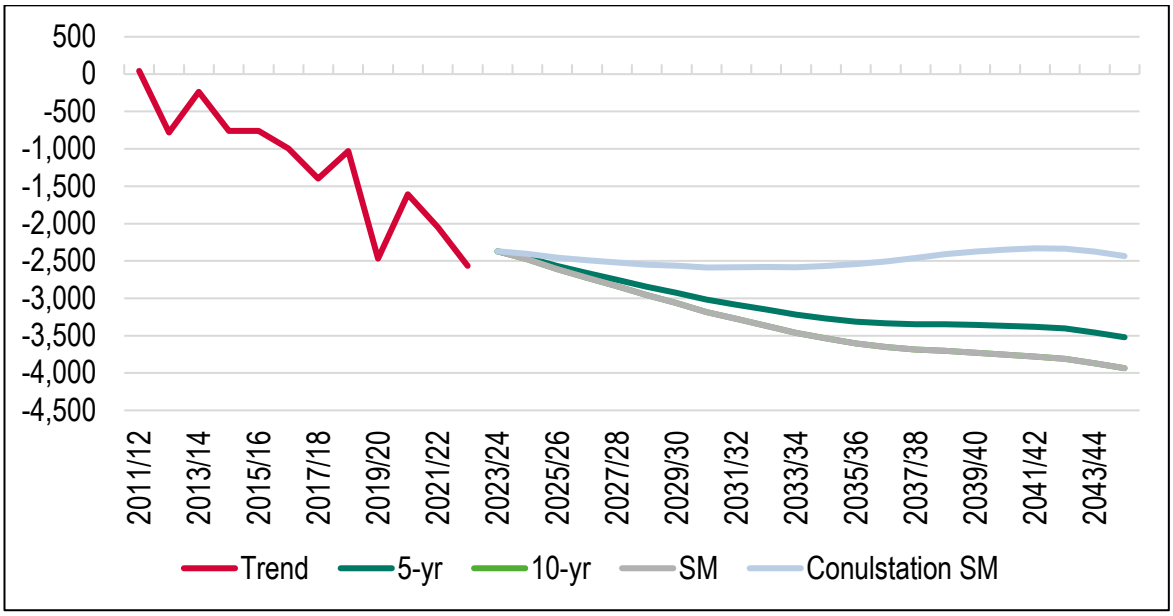


Source: ONS and demographic projections

8.106 The main reason for the higher population growth would be due to increased net in-migration, although the decline in natural change (births minus deaths) would also be flattened off as the population rises (as there will be more females of childbearing age).

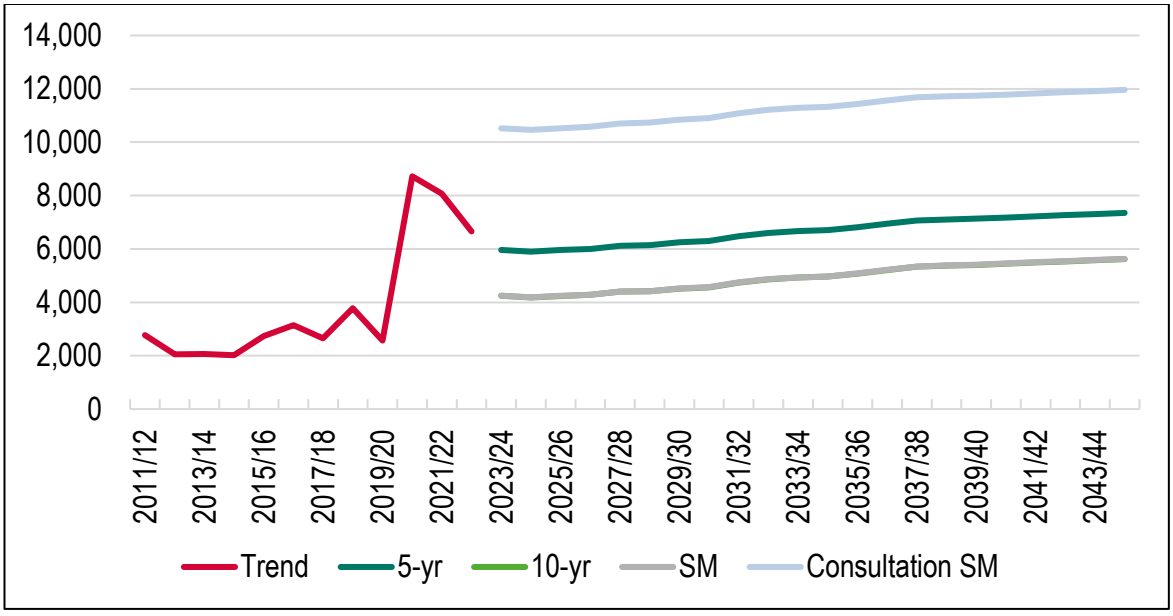
8.107 The two figures below show projected natural change and net migration under the scenarios. Focussing on net migration, the analysis suggests that with higher delivery linked to the consultation Standard Method (July 2024), net migration would be at a level substantially higher than trends and higher than figures seen for any year going back at least 12 years, including those very high pandemic years.

Figure 8.10 : Past trends and projected natural change – North Yorkshire



Source: ONS and demographic projections

Figure 8.11 : Past trends and projected net migration – North Yorkshire



Source: ONS and demographic projections

8.108 Overall, the demographic implications of the higher Standard Method (July 2024) do not reflect historic demographic trends, and it is likely that delivery of 4,232 dwellings per annum would potentially lead to a greater number of vacant homes. However, in reality these homes may

never be delivered if there was no market for them or no one to fill them.

8.109 A final analysis compares age structure changes under each of these projections. This shows the Standard Method (December 2023) and 10-year projections as broadly following past trends, including slight reductions in the number of children and the population aged 16-64.

8.110 With 5-year trends, there is a positive level of growth in both of these age groups, whereas the consultation method (July 2024) shows substantial population growth across all age groups.

Table 8.17 Projected population change 2023 to 2045 by broad age bands – 5-year migration trends

	2023	2045	Change in population	% change from 2023
Under 16	93,075	100,071	6,996	7.5%
16-64	373,415	386,721	13,306	3.6%
65 and over	161,139	219,402	58,263	36.2%
Total	627,629	706,194	78,565	12.5%

Source: Demographic Projections

Table 8.18 Projected population change 2023 to 2045 by broad age bands – 10-year migration trends

	2023	2045	Change in population	% change from 2023
Under 16	93,075	90,815	-2,260	-2.4%
16-64	373,415	359,128	-14,287	-3.8%
65 and over	161,139	212,931	51,792	32.1%
Total	627,629	662,874	35,245	5.6%

Source: Demographic Projections

Table 8.19 Projected population change 2023 to 2045 by broad age bands – current Standard Method (December 2023)

	2023	2045	Change in population	% change from 2023
Under 16	93,075	90,842	-2,233	-2.4%
16-64	373,415	359,220	-14,195	-3.8%
65 and over	161,139	212,970	51,831	32.2%
Total	627,629	663,033	35,404	5.6%

Source: Demographic Projections

Table 8.20 Projected population change 2023 to 2045 by broad age bands – consultation Standard Method (July 2024)

	2023	2045	Change in population	% change from 2023
Under 16	93,075	124,603	31,528	33.9%
16-64	373,415	459,947	86,532	23.2%
65 and over	161,139	236,703	75,564	46.9%
Total	627,629	821,253	193,624	30.9%

Source: Demographic Projections

Relationship Between Housing and Economic Growth

8.111 The analysis to follow considers the relationship between housing and economic growth; seeking to understand what level of jobs might be supported by changes to the local labour supply (which will be influenced by population change). To look at estimates of the job growth to be supported, a series of stages are undertaken. These can be summarised as:

- Estimate changes to the economically active population (this provides an estimate of the change in labour supply);

- Overlay information about commuting patterns, double jobbing (i.e. the fact that some people have more than one job) and potential changes to unemployment; and
- Bringing together this information will provide an estimate of the potential job growth supported by the population projections.

Growth in Resident Labour Supply

8.112 The approach taken in this report is to derive a series of age and sex-specific economic activity rates and use these to estimate how many people in the population will be economically active as projections develop.

8.113 This is a fairly typical approach with data being drawn in this instance from the Office for Budget Responsibility (OBR) – July 2018 (Fiscal Sustainability Report) – this data has then been rebased to information in the 2021 Census (on age, sex and economic activity).

8.114 The table below shows the assumptions made for North Yorkshire. The analysis shows that the main changes to economic activity rates are projected to be in the 60-69 age groups – this will to a considerable degree link to changes to pensionable age, as well as general trends in the number of older people working for longer (which in itself is linked to general reductions in pension provision).

Table 8.21 Projected changes to economic activity rates (2023 and 2045) – North Yorkshire.

	Males			Females		
	2023	2045	Change	2023	2045	Change
16-19	41.6%	42.0%	0.5%	40.7%	41.1%	0.4%
20-24	84.7%	84.5%	-0.2%	80.7%	80.6%	-0.1%
25-29	90.9%	90.9%	0.0%	84.9%	84.9%	0.0%
30-34	92.1%	92.1%	0.0%	84.5%	84.5%	0.0%
35-39	92.0%	91.6%	-0.4%	84.4%	85.9%	1.5%
40-44	91.1%	90.2%	-0.9%	86.6%	88.6%	2.0%
45-49	91.0%	90.1%	-0.9%	85.4%	89.2%	3.9%
50-54	89.6%	88.4%	-1.2%	81.8%	85.9%	4.1%
55-59	81.7%	81.0%	-0.7%	72.3%	75.3%	3.0%
60-64	66.9%	71.6%	4.6%	54.5%	61.1%	6.6%
65-69	32.9%	47.2%	14.2%	23.4%	38.4%	14.9%
70-74	14.1%	17.5%	3.4%	7.3%	14.9%	7.6%
75-89	7.6%	8.0%	0.5%	3.2%	6.0%	2.8%

Source: Based on OBR and Census (2021) data

8.115 Working through an analysis of age and sex-specific economic activity rates it is possible to estimate the overall change in the number of economically active people in North Yorkshire – this is set out in the table below.

Table 8.22 Estimated change to the economically active population (2023-45) – North Yorkshire

	Economically active (2023)	Economically active (2045)	Total change in economically active	% change
5-year trends	308,488	340,479	31,991	10.4%
10-year trends	308,488	316,907	8,419	2.7%
Standard Method (Dec 23)	308,488	316,987	8,498	2.8%
Consultation SM (July 24)	308,488	403,041	94,553	30.7%

Source: Iceni analysis

8.116 The analysis shows that a projection linked to the current Standard Method (December 2023) results in growth in the economically active population of 8,500 people – a 3% increase; this increase is seen despite the overall age structure projecting to see a modest decline in the number of people aged 16-64. With the consultation Standard Method (July 2024), the increase in the economically active population is projected to be 94,600.

Linking Changes to Resident Labour Supply and Job Growth

8.117 The analysis above has set out potential scenarios for the change in the number of economically active people. However, it is arguably more useful to convert this information into an estimate of the number of jobs this would support.

8.118 The number of jobs and resident workers required to support these jobs will differ depending on three main factors:

- Commuting patterns – where an area sees more people out-commute for work than in-commute it may be the case that a higher level of increase in the economically active population

would be required to provide a sufficient workforce for a given number of jobs (and vice versa where there is net in-commuting);

- Double jobbing – some people hold down more than one job and therefore the number of workers required will be slightly lower than the number of jobs; and
- Unemployment – if unemployment were to fall then the growth in the economically active population would not need to be as large as the growth in jobs (and vice versa).

Commuting Patterns

8.119 The table below shows summary data about commuting to and from North Yorkshire from the 2011 and 2021 Census. Data from both sources is used as the 2011 data is quite old, but the 2021 data could be influenced by the COVID-19 pandemic and the census being taken in a period of partial lockdown.

8.120 Overall, from both sources the data shows a broad balance in commuting with the number of people resident in the area who are working being similar to the number who work in the area.

8.121 These numbers are shown as the commuting ratio in the final row of the table and is calculated as the number of people living in an area (and working) divided by the number of people working in the area (regardless of where they live). In 2011, there was a modest level of out-commuting, and this had reversed in 2021.

Table 8.23 Commuting Patterns – North Yorkshire

	2011	2021
Total working in LA	296,602	301,958
Total living in LA and working	301,793	293,515
Commuting Ratio	1.018	0.972

Source: 2011 Census

8.122 When comparing the two sources it is worth reflecting on a large increase in the number of home workers (or those of no fixed workplace) in 2021 compared with 2011. In 2011, a total of 68,000 people were recorded as home workers or with no fixed workplace; in 2021 this figure had nearly doubled (to 127,900).

8.123 As the country has moved away from the pandemic, it is possible this figure has started to reduce slightly with possible implications on commuting dynamics.

8.124 Given the commuting ratios shown above, the assumption used in modelling is for commuting and new jobs to be on a 1:1 ratio (i.e. the increase in the number of people working in the area is equal to the number of people living in the area who are working).

Double Jobbing

8.125 The analysis also considers that many people may have more than one job (double jobbing). This can be calculated as the number of people working in the local authority divided by the number of jobs.

8.126 Data from the Annual Population Survey (available on the NOMIS website) for the past 5 years (for which data exists) suggests across North Yorkshire that typically about 3.4% of workers have a second job.

8.127 For this assessment it has therefore been assumed that around 3.4% of people will have more than one job moving forward – this means the number of jobs supported by the workforce will be around 3.4% higher than workforce growth. It has been assumed in the analysis that the level of double jobbing will remain constant over time.

Unemployment

8.128 The final analysis when examining the link between jobs and resident labour supply is a consideration of unemployment. Essentially, this is considering if there is any latent labour force that could move back into employment to take up new jobs.

8.129 This is particularly important given there is likely to have been notable increases in unemployment due to Covid-19, although it will be difficult to be precise about numbers.

8.130 Given that the estimates of economic activity and job growth are taken from mid-2023 it is considered that there is no need to include a further adjustment to take account of the pandemic.

8.131 Essentially, it is assumed that people who lost employment through the pandemic will now be back in work (if they are seeking work) and so there is no latent labour supply available to fill additional jobs.

Jobs Supported by Growth in the Resident Labour Force

8.132 The table below shows how many additional jobs might be supported by population growth under the different projection scenarios. It is estimated under the current Standard Method (December 2023) that around 8,800 additional jobs could be supported by the changes to the resident labour supply over the 2023-45 period.

8.133 With the consultation Standard Method (July 2024) this figure is substantially higher (97,900 jobs) with figures set against 5-year migration trends sitting at 33,100.

8.134 A baseline forecast from Experian suggests potential job growth over the 2023-45 period of 7,100 (322 per annum). Whilst there may be opportunities to increase the baseline number of jobs created, it would require a significant increase to deliver 97,900 additional jobs linked to the consultation method (4,450 per annum),

8.135 Furthermore, if this level of homes were delivered (and filled) it would potentially generate substantial increased levels of net out-commuting from North Yorkshire (to access jobs elsewhere) if the local market could not support them.

8.136 Based on the alternative demographic need of between 2,500 to 3,000 dpa the population growth would support between 44,00 and 60,000

jobs which although significantly higher than the current standard method (December 2023) it is well below that supported by the consultation standard method (July 2024).

Table 8.24 Jobs supported by demographic projections (2023-45) – North Yorkshire

	Total change in economically active	Allowance for double jobbing	Allowance for net commuting (= jobs supported)
5-year trends	31,991	33,117	33,117
10-year trends	8,419	8,715	8,715
Standard Method (December 2023)	8,498	8,797	8,797
Consultation SM (July 2024)	94,553	97,881	97,881
2,500 dpa	42,638	44,139	44,139
3,000 dpa	57,625	59,653	59,653

Source: Iceni analysis

Overall Housing Need - Summary

8.137 The July 2024 consultation Standard Method (July 2024) for assessing housing need takes the 'need' in North Yorkshire from 1,361 dwellings per annum up to 4,232 per annum – a 211% increase. A key reason for the Government seeking higher housing figures is that worsening affordability is evidence that supply is failing to keep up with demand.

8.138 Although simple supply and demand economics would suggest that increasing housing supply would reduce prices/improve affordability (or reduce the rate of price rises), there is little evidence to suggest this has been the case in North Yorkshire.

8.139 Looking specifically at North Yorkshire, it is the case that affordability has not really changed over the last 17 years, and whilst the evidence

of a link between delivery and affordability is very weak, this would point (under the Government's view) to delivery having been at least sufficient over this period – delivery averaging 2,300 dwellings per annum over this 17-year period (2006-2023).

8.140 We consider that the current standard method (December 2023) underestimates the need within North Yorkshire and in particular within Richmondshire, where the need is far too low to be seen as reasonable. This is also borne out by our analysis of more recent demographic trends.

8.141 Were the higher figure of 4,232 able to be delivered, then the Government considers this would help to resolve constrained household formation and provide opportunities for people to move to the area (additional in-migration).

8.142 In fact, data from the 2021 Census suggest that additional housing delivery has also seen a significant rise in the number of vacant homes which do nothing to improve household formation.

8.143 On balance, it is considered that a ‘housing need’ figure of 4,232 is perhaps too high for North Yorkshire, given past demographics and the requirements of the local economy.

8.144 If this level of homes were to be built, then net migration would be at unprecedented levels, as too would out commuting if economic growth did not grow in tandem. More likely, if these homes were to be delivered, they would simply be left vacant. Although, in reality, they would not be built if there was a lack of demand.

8.145 On the basis of the evidence, having also developed a series of trend-based projections and looked at the link between housing and economic growth, we conclude that **a housing need figure of around 2,500-3,000 dwellings per annum is reasonable**.

8.146 This figure is higher than we have estimated through past trend data (1,300 to 2,000 dpa) although when this is increased through adding the

standard method affordability adjustment, the 5-year trend using the current standard method (December 2023) sits around the mid-point of this range (2,704 dpa).

8.147 The lower end of the range is broadly consistent with housing delivery over the last 10 years (2,600 dpa), and the higher end of the range is also broadly consistent with recent delivery (3,100 dpa). Although noting that this higher figure looks to be due to higher delivery in Harrogate and Hambleton, related to the adoption of their new Local Plans and also potential pandemic influences driving in-migration from urban areas.

8.148 This range is also around double the current Standard Method (December 2023) figure (1,361 dpa) and would be projected to drive above-trend levels of population growth, including in the economically active population, and could therefore be seen as a positive level of growth which could be deliverable.

8.149 While the July 2024 consultation standard method would be even more positive, a delivery figure of 4,232 per annum has not been achieved in North Yorkshire in any year going back to at least 2001/02.

9. Affordable Housing Need

Introduction

9.1 This section provides an assessment of the need for affordable housing in North Yorkshire. The analysis follows the methodology set out in Planning Practice Guidance (Sections 2a-018 to 2a-024). The analysis looks at the need from households unable to buy OR rent housing; and also, from households able to rent but not buy who may generate a need for affordable home ownership products.

Affordable Housing Sector Dynamics

9.2 The 2021 Census indicated that 12% of households in North Yorkshire lived in social or affordable rented homes, with the sector accommodating around 32,500 households.

9.3 Data from the Regulator of Social Housing (RSH) for 2023 indicates that the Council and Registered Providers (RPs) owned 37,200 properties in the Council area, of which 83% were for general needs rent; 9% supported housing or housing for older people; and 7% low cost home-ownership homes (such as shared ownership properties).

9.4 The majority of general needs homes are rented out at social rents (99% of all Council owned homes and 76% of Registered Provider homes) and the rest at affordable rents.

Table 9.1 Stock owned or Managed by the Council (LA) and Registered Providers (RP) – North Yorkshire

	LA	RP	Total	% of stock
General needs rented	7,918	23,052	30,970	83.2%
Supported/older persons housing	453	3,034	3,487	9.4%
Low cost home ownership	115	2660	2,775	7.5%
Total	8,486	28,746	37,232	100.0%

Source: RSR Geographical Look-Up Tool 2023

9.5 As of April 2023, there were 9,571 households on the Council's Housing Register. In addition, data for March 2024 shows there were 504 households accommodated in temporary accommodation (278 of these in a local authority outside of the Council area); there were a further 70 households where a duty is owed but no accommodation has been secured.

Overview of Method

9.6 This section provides an assessment of the need for affordable housing in North Yorkshire. The analysis follows the methodology set out in Planning Practice Guidance (Sections 2a-018 to 2a-024) and provides two main outputs: firstly, an assessment of the need from households unable to buy OR rent housing; and secondly from households able to rent but not buy. In summary, the methodology looks at a series of stages as set out below:

- Current affordable housing need (annualised so as to meet the current need over a period of time);
- Projected newly forming households in need;
- Existing households falling into need; and
- Supply of affordable housing from existing stock

9.7 The first three bullet points above are added together to identify a gross need, from which the supply is subtracted to identify a net annual need for additional affordable housing. Examples of different affordable housing products are outlined in the box below.

Affordable Housing Definitions

Social Rented Homes – are homes owned by local authorities or private registered providers for which rents are determined by the national rent regime (through which a formula rent is determined by the relative value and size of a property and relative local income levels). They are low cost rented homes.

Affordable Rented Homes – are let by local authorities or private registered providers to households who are eligible for social housing. Affordable rents are set at no more than 80% of the local market rent (including service charges).

Rent-to-Buy – where homes are offered, typically by housing associations, to working households at an intermediate rent which does not exceed 80% of the local market rent (including service charges) for a fixed period after which the household has the chance to buy the home.

Shared Ownership – a form of low cost market housing where residents own a share of their home, on which they typically pay a mortgage; with a registered provider owning the remainder, on which they pay a subsidised rent.

Discounted Market Sale – a home which is sold at a discount of at least 20% below local market value to eligible households; with provisions in place to ensure that housing remains at a discount for future households (or the subsidy is recycled).

First Homes – a form of discounted market sale whereby an eligible First-time Buyer can buy a home at a discount of at least 30% of market value. Councils are able to set the discounts and local eligibility criteria out in policies.

Affordability

9.8 An important first part of the affordable needs modelling is to establish the entry-level costs of housing to buy and rent. The affordable housing needs assessment compares prices and rents with the incomes of households to establish what proportion of households can meet their needs in the market, and what proportion require support and are thus defined as having an 'affordable housing need'. For the purposes of establishing affordable housing need, the analysis focuses on overall housing costs (for all dwelling types and sizes).

9.9 The table below shows estimated current prices to both buy and privately rent a lower quartile home in the Council area (excluding newbuild sales when looking at house prices). Across all dwelling sizes the analysis points to a lower quartile price of £190,000 and a private rent of £750 per month.

Table 9.2 Estimated lower quartile cost of housing to buy (existing dwellings) and privately rent (by size) – North Yorkshire

	To buy	Privately rent
1-bedroom	£95,000	£600
2-bedrooms	£150,000	£750
3-bedrooms	£225,000	£850
4-bedrooms	£320,000	£1,250
All dwellings	£190,000	£750

Source: Land Registry and Internet Price Search

9.10 The table below shows how prices and rents vary by location. The analysis shows some variation in prices and rents, with prices (and rents) estimated to be highest in the two National Park areas and also Harrogate. The lowest prices and rents are seen in the Coastal sub-area.

Table 9.3 Lower Quartile Prices and Market Rents, by sub-area

	Lower quartile price (existing dwellings)	Lower Quartile rent, pcm
Skipton	£190,000	£750
Northallerton & Thirsk	£205,000	£750
Harrogate	£245,000	£900
Ripon	£210,000	£795
Richmond	£185,000	£725
Malton & Norton	£210,000	£750
Coastal	£145,000	£600
Selby	£195,000	£750
NYM NP in NY	£255,000	£900
Yorkshire Dales NP in NY	£265,000	£925
TOTAL NY	£190,000	£750

Source: Land Registry and Internet Price Search

9.11 Next it is important to understand local income levels as these (along with the price/rent data) will determine levels of affordability (i.e. the ability of a household to afford to buy or rent housing in the market without the need for some sort of subsidy).

9.12 Data about total household income has been based on ONS modelled income estimates, with additional data from the English Housing Survey (EHS) being used to provide information about the distribution of incomes. Data has also been drawn from the Annual survey of Hours and Earnings (ASHE) to consider changes since the ONS data was published.

9.13 Overall, the average (mean) household income in the Council area is estimated to be around £50,200, with a median income of £41,800; the lower quartile income of all households is estimated to be £23,600.

9.14 Analysis has also been undertaken to estimate how incomes vary by sub-area, with the table below showing the estimated median household income in each location – incomes are shown to be lowest in the Coastal area and highest in Harrogate.

Table 9.4 Estimated average (median) household income by sub-area

	Median income	As a % of Council area average
Skipton	£39,900	95%
Northallerton & Thirsk	£43,100	103%
Harrogate	£47,300	113%
Ripon	£43,300	104%
Richmond	£42,300	101%
Malton & Norton	£39,900	96%
Coastal	£33,100	79%
Selby	£44,000	105%
NYM NP in NY	£42,200	101%
Yorkshire Dales in NY	£43,100	103%
TOTAL NY	£41,800	-

Source: Iceni analysis

9.15 To assess affordability, two different measures are used; firstly, to consider what income levels are likely to be needed to access private rented housing and secondly to consider what income level is needed to access owner occupation. This analysis therefore brings together the data on household incomes with the estimated incomes required to access private sector housing. For the purposes of analysis, the following assumptions are used:

- Rental affordability – a household should spend no more than 30% of their income on rent; and

- Mortgage affordability – assume a household has a 10% deposit and can secure a mortgage for four and a half times (4.5×) their income.

9.16 The table below shows the estimated incomes required to both buy and rent privately in each sub-area. This shows a notable ‘gap’ in all areas across all areas, particularly locations where house prices are higher. The information in the table below is taken forward into further analysis in this section to look at affordable needs in different locations.

Table 9.5 Estimated Household Income Required to Buy and Privately Rent by sub-area

	To buy	To rent (privately)	Income gap
Skipton	£38,000	£30,000	£8,000
Northallerton & Thirsk	£41,000	£30,000	£11,000
Harrogate	£49,000	£36,000	£13,000
Ripon	£42,000	£31,800	£10,200
Richmond	£37,000	£29,000	£8,000
Malton & Norton	£42,000	£30,000	£12,000
Coastal	£29,000	£24,000	£5,000
Selby	£39,000	£30,000	£9,000
NYM NP in NY	£51,000	£36,000	£15,000
Yorkshire Dales in NY	£53,000	£37,000	£16,000
TOTAL NY	£38,000	£30,000	£8,000

Source: Based on Housing Market Cost Analysis

Need for Affordable Housing

9.17 The sections below work through the various stages of analysis to estimate the need for affordable housing in the Council area. Final figures are provided as an annual need (including an allowance to deal with current need). As per 2a-024 of the PPG, this figure can then be compared with likely delivery of affordable housing.

Current Need

9.18 In line with PPG paragraph 2a-020, the current need for affordable housing has been based on considering the likely number of households with one or more housing problems (housing suitability). The table below sets out the categories in the PPG and the sources of data being used to establish numbers.

Table 9.6 Main Sources for Assessing the Current Need for Affordable Housing

	Source	Notes
Homeless households (and those in temporary accommodation	MHCLG Statutory Homelessness data	Household in temporary accommodation at end of quarter.
Households in overcrowded housing[19]	2021 Census table RM099	Analysis undertaken by tenure
Concealed households[20]	2021 Census table RM009	Number of concealed families
Existing affordable housing tenants in need	Modelled data linking to past survey analysis	Excludes overcrowded households
Households from other tenures in need	Modelled data linking to past survey analysis	

Source: PPG [2a-020]

9.19 The table below sets out estimates of the number of households within each category. This shows an estimated 13,000 households as living in 'unsuitable housing' with around 2,800 of these currently having no accommodation (homeless or concealed households).

[19] https://www.nomisweb.co.uk/query/construct/summary.asp?mode=construct&version=0&dataset=2199

[20] https://www.nomisweb.co.uk/query/construct/summary.asp?mode=construct&version=0&dataset=2109

Table 9.7 Estimated number of households living in unsuitable housing (or without housing)

	Concealed and homeless households	Households in overcrowded housing	Existing affordable housing tenants in need	Households from other tenures in need	TOTAL
Skipton	205	245	48	478	976
Northallerton & Thirsk	378	383	116	818	1,695
Harrogate	536	673	120	1,341	2,671
Ripon	123	140	32	298	594
Richmond	191	214	49	472	926
Malton & Norton	245	268	65	504	1,083
Coastal	490	771	143	1,133	2,537
Selby	419	483	106	755	1,763
NYM NP in NY	138	111	17	216	481
Yorkshire Dales NP in NY	84	52	10	171	317
TOTAL NY	2,809	3,340	706	6,186	13,041

Source: Iceni analysis

9.20 In taking this estimate forward, the data modelling next estimates the need by tenure and considers affordability. The affordability in different groups is based on estimates of how incomes are likely to vary, for owner-occupiers there is a further assumption about potential equity levels.

9.21 For homeless and concealed households, it is assumed incomes will be low and households unlikely to be able to afford. The table below shows approaching three-fifths of those households identified above are unlikely to be able to afford market housing to buy OR rent and therefore there is a current need from 7,400 households.

Table 9.8 Estimated housing need and affordability by tenure

	Number in unsuitable housing	% unable to afford	Current need after affordability
Owner-occupied	3,321	5.5%	182
Affordable housing	1,891	88.4%	1,673
Private rented	5,020	54.8%	2,750
No housing (homeless/concealed)	2,809	100.0%	2,809
TOTAL	13,041	56.9%	7,414

Source: Iceni Analysis

9.22 Finally, from these estimates, households living in affordable housing are excluded (as these households would release a dwelling on moving and so no net need for affordable housing will arise). The total current need is therefore estimated to be 5,742 households (7,414-1,673 rounded).

9.23 For the purposes of analysis, it is assumed that the local authority would seek to meet this need over a period of time. Given that this report typically looks at needs in the period from 2023 to 2045, the need is annualised by dividing by 22 (to give an annual need for around 261 dwellings across all areas).

9.24 This does not mean that some households would be expected to wait 22-years for housing as the need is likely to be dynamic, with households leaving the current need as they are housed but with other households developing a need over time.

9.25 The table below shows this data for sub-areas – this is split between those unable to rent OR buy and those able to rent but NOT buy. Given the pricing of housing in the Council area this shows the number unable to rent OR buy as being notably higher than the numbers able to rent but not buy.

Table 9.9 Estimated current affordable housing need by sub-area

	Number in need (excluding those in AH)	Annualised		
		TOTAL	Unable to rent OR buy	Able to rent but NOT buy
Skipton	423	19	17	2
Northallerton & Thirsk	719	33	28	4
Harrogate	1,225	56	47	9
Ripon	273	12	11	2
Richmond	398	18	16	2
Malton & Norton	499	23	19	3
Coastal	1,055	48	43	5
Selby	706	32	29	3
NYM NP in NY	267	12	10	2
Yorkshire Dales NP in NY	176	8	7	1
TOTAL NY	5,742	261	227	34

*Source: Iceni analysis *numbers may not sum due to rounding*

Newly-Forming Households

9.26 The number of newly forming households has been estimated through demographic modelling with an affordability test also being applied. This has been undertaken by considering the changes in households in specific 5-year age bands relative to numbers in the age band below 5 years previously, to provide an estimate of gross household formation. This approach is consistent with the CLG guidance of 2007[21].

9.27 The number of newly-forming households is limited to households forming who are aged under 45 – this is consistent with CLG guidance

[21] https://www.gov.uk/government/publications/strategic-housing-market-assessments-practice-guidance (see pages 19-20 of Annexes)

(from 2007) which notes after age 45 that headship (household formation) rates 'plateau'. There may be a small number of household formations beyond age 45 (e.g., due to relationship breakdown) although the number is expected to be fairly small when compared with formation of younger households.

9.28 In assessing the ability of newly forming households to afford market housing, data has been drawn from analysis of English Housing Survey data at a national level. This establishes that the average income of newly forming households is around 84% of the figure for all households.[22]

9.29 The analysis has therefore adjusted the overall household income data to reflect the lower average income for newly forming households. The adjustments have been made by changing the distribution of income by bands such that average income level is 84% of the all-household average. In doing this it is possible to calculate the proportion of households unable to afford market housing (whether to buy or rent separately).

9.30 The assessment suggests overall that around 57% of newly forming households will be unable to afford market housing and this equates a total of 2,189 newly forming households will have a need per annum on average across the Council area – the vast majority are households unable to rent OR buy.

[22] Raw data from the 2013-14 and 2018-19 EHS has been analysed

Table 9.10 Estimated Need for Affordable Housing from Newly Forming Households (per annum)

	Number of new house-holds	% unable to afford	Annual newly forming house-holds unable to afford	Unable to rent OR buy (per annum)	Able to rent but NOT buy (per annum)
Skipton	280	56.9%	159	125	34
Northallerton & Thirsk	522	56.9%	297	213	84
Harrogate	829	61.6%	510	370	140
Ripon	170	57.9%	98	73	25
Richmond	326	52.4%	171	130	41
Malton & Norton	288	62.2%	179	128	51
Coastal	612	51.9%	318	262	56
Selby	644	53.0%	341	256	85
NYM NP in NY	95	70.1%	66	48	18
Yorkshire Dales in NY	68	70.9%	48	35	13
TOTAL NY	3,834	57.1%	2,189	1,640	549

Source: Projection Modelling/Affordability Analysis

Existing Households Falling into Affordable Housing Need

9.31 The second element of newly arising need is existing households falling into need. To assess this, information about past lettings in social/Affordable Rented has been used. The assessment looked at households who have been housed in general needs housing over the past three years – this group will represent the flow of households onto the Housing Register over this period.

9.32 From this, newly forming households (e.g., those currently living with family) have been discounted as well as households who have transferred from another social/Affordable Rented property. Data has been drawn from a number of sources, including Local Authority

Housing Statistics (LAHS) and Continuous Recording of Sales and Lettings (CoRe).

9.33 This method for assessing existing households falling into need is consistent with the 2007 SHMA guide which says:

"Partnerships should estimate the number of existing households falling into need each year by looking at recent trends. This should include households who have entered the housing register and been housed within the year as well as households housed outside of the register (such as priority homeless household applicants)".[23]

9.34 Following the analysis through suggests a need arising from 784 existing households each year across the Council area – mostly households unable to buy OR rent.

Table 9.11 Estimated Need for affordable housing from Existing Households Falling into Need (per annum)

	Total Additional Need	% of Total	Unable to rent OR buy	Able to rent but NOT buy
Skipton	56	7.1%	50	5
Northallerton & Thirsk	74	9.5%	64	10
Harrogate	163	20.8%	142	21
Ripon	38	4.8%	33	5
Richmond	34	4.4%	30	4
Malton & Norton	79	10.1%	69	10
Coastal	180	23.0%	165	16
Selby	108	13.8%	95	14
NYM NP in NY	32	4.1%	29	4
Yorkshire Dales in NY	19	2.4%	17	2
TOTAL NY	784	100.0%	694	91

*Source: Iceni analysis *numbers may not sum due to rounding*

[23] https://www.gov.uk/government/publications/strategic-housing-market-assessments-practice-guidance (see page 46)

Supply of Affordable Housing Through Relets/Resales

9.35 The future supply of affordable housing through relets is the flow of affordable housing arising from the existing stock that is available to meet future need. This focusses on the annual supply of social/affordable rent relets. Information from a range of sources (mainly CoRe and LAHS) has been used to establish past patterns of social housing turnover. Data for three-years has been used (2020-21 to 2022-23).

9.36 The figures are for general needs lettings but exclude lettings of new properties and also exclude an estimate of the number of transfers from other social rented homes.

These exclusions are made to ensure that the figures presented reflect relets from the existing stock. On the basis of past trend data, it has been estimated that 1,272 units of social/affordable rented housing are likely to become available each year moving forward.

Table 9.12 Analysis of Past Social/Affordable Rented Housing Supply, 2020/21 – 2022/23 (average per annum)

	Total Lettings	% as Non-New Build	Lettings in Existing Stock	% Non-Transfers	Lettings to New Tenants
2020/21	2,345	80.6%	1,891	68.4%	1,293
2021/22	2,448	80.4%	1,968	67.1%	1,321
2022/23	2,089	82.5%	1,723	69.7%	1,201
Average	2,294	81.1%	1,861	68.3%	1,272

Source: CoRe and LAHS

9.37 It is also possible to consider if there is any supply of affordable home ownership products from the existing stock of housing. One source is likely to be resales of low-cost home ownership products with data from the Regulator of Social Housing showing a total stock in 2023 of 2,775 homes. If these homes were to turnover at a rate of around 5% then they would be expected to generate around 139 resales each year. These properties would be available for these households and can be included as the potential supply.

9.38 The table below shows the estimated supply of affordable housing from relets/resales in each sub-area – much of the relet supply is estimated to arise in the Coastal area and Harrogate.

Table 9.13 Estimated supply of affordable housing from relets/resales of existing stock by sub-area (per annum)

	Social/affordable rented	LCHO	TOTAL
Skipton	96	11	107
Northallerton & Thirsk	147	19	166
Harrogate	241	37	277
Ripon	64	5	69
Richmond	69	3	72
Malton & Norton	125	7	133
Coastal	287	24	311
Selby	193	25	218
NYM NP in NY	32	5	37
Yorkshire Dales in NY	18	2	19
TOTAL NY	1,272	139	1,411

Source: CoRe/LAHS, 2021 Census

9.39 The PPG model also includes the bringing back of vacant homes into use and the pipeline of affordable housing as part of the supply calculation. These have however not been included within the modelling in this report.

9.40 Firstly, there is no evidence of any substantial stock of vacant homes (over and above a level that might be expected to allow movement in the stock). Secondly, with the pipeline supply, it is not considered appropriate to include this as to net off new housing would be to fail to show the full extent of the need, although in monitoring it will be important to net off these dwellings as they are completed.

Net Need for Affordable Housing

9.41 The table below shows the overall calculation of affordable housing need. The analysis shows that there is a need for 1,823 dwellings per annum across the area – an affordable need is seen in all sub-areas. The net need is calculated as follows:

Net Need = Current Need (allowance for) + Need from Newly-Forming Households + Existing Households falling into Need – Supply of Affordable Housing

Table 9.14 Estimated Need for Affordable Housing (per annum)

	Current need	Newly forming house-holds	Existing house-holds falling into need	Total Gross Need	Relet/ resale supply	Net Need
Skipton	19	159	56	234	107	127
Northallerton & Thirsk	33	297	74	404	166	238
Harrogate	56	510	163	729	277	452
Ripon	12	98	38	148	69	79
Richmond	18	171	34	223	72	151
Malton & Norton	23	179	79	281	133	149
Coastal	48	318	180	546	311	235
Selby	32	341	108	482	218	263
NYM NP in NY	12	66	32	111	37	74
Yorkshire Dales in NY	8	48	19	75	19	55
Total NY	261	2,189	784	3,234	1,411	1,823

Source: Iceni analysis

9.42 This can additionally be split between households unable to afford to buy or rent and those able to rent but not buy. For this analysis it is assumed the LCHO supply would be meeting the needs of the latter group, although in reality there will be a crossover between categories. For example, it is likely in some cases that the cost of shared ownership will have an outgoing below that for privately renting and could meet some of the need from households unable to buy or rent – the issue of access to deposits would still be a consideration.

9.43 The table below shows the affordable need figure split between the two categories. Across the whole study area, the analysis shows around 71% of households as being unable to buy or rent, with this figure varying from 61% in Malton & Norton, up to 78% on the Coastal sub-area.

Table 9.15 Estimated Need for Affordable Housing (per annum) – split between different affordability groups

	Unable to buy or rent	Able to rent but not buy	Total	% unable to buy or rent
Skipton	96	31	127	76%
Northallerton & Thirsk	158	80	238	66%
Harrogate	318	134	452	70%
Ripon	53	26	79	67%
Richmond	107	44	151	71%
Malton & Norton	91	57	149	61%
Coastal	183	52	235	78%
Selby	186	77	263	71%
NYM NP in NY	56	18	74	76%
Yorkshire Dales in NY	41	15	55	73%
TOTAL NY	1,289	534	1,823	71%

Source: Iceni analysis

9.44 These figures can also be standardised based on the size of each location (in this case linked to the number of households shown in the 2021 Census). This shows the highest need to be in Richmond and the lowest in the Coastal area. The findings are generally linked to different levels of affordability across areas.

Table 9.16 Standardised level of affordable housing need

	Net Need	Estimated households (2021)	Net need per 1,000 house-holds
Skipton	127	21,615	5.89
Northallerton & Thirsk	238	39,173	6.07
Harrogate	452	58,731	7.69
Ripon	79	12,433	6.35
Richmond	151	18,275	8.28
Malton & Norton	149	22,176	6.70
Coastal	235	46,238	5.09
Selby	263	39,581	6.65
NYM NP in NY	74	9,082	8.11
Yorkshire Dales in NY	55	7,182	7.72
TOTAL NY	1,823	274,486	6.64

Source: Iceni analysis

Affordable Need and Overall Housing Numbers

9.45 The PPG encourages local authorities to consider increasing planned housing numbers where this can help to meet the identified affordable need. Specifically, the wording of the PPG (housing and economic needs) Ref ID 2a-024 states:

"The total affordable housing need can then be considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments, given the probable percentage of affordable housing to be delivered by market housing led developments. An increase in the total housing figures included in the strategic plan may need to be considered where it could help deliver the required number of affordable homes"

9.46 However, the relationship between affordable housing need and overall housing need is complex. This was recognised in the Planning Advisory Service (PAS) Technical Advice Note of July 2015[24]. PAS conclude that

[24] https://www.local.gov.uk/sites/default/files/documents/objectively-assessed-need-9fb.pdf. While the technical note produced by PAS is arguably becoming dated, there is no more up-to-date guidance on this matter from a Government source and the remarks remain valid.

there is no arithmetical way of combining the OAN (calculated through demographic projections) and the affordable need. There are a number of reasons why the two cannot be 'arithmetically' linked.

9.47 Firstly, the modelling contains a category in the projection of 'existing households falling into need'; these households already have accommodation and hence if they were to move to alternative accommodation, they would release a dwelling for use by another household – there is, therefore, no net additional need arising.

9.48 The modelling also contains 'newly forming households'; these households are a direct output from demographic modelling and are therefore already included in overall housing need figures (a point also made in the PAS advice note – see paragraph 9.5).

9.49 The analysis estimates an annual need for 1,289 affordable homes for households unable to buy OR rent housing. However, as noted, caution should be exercised in trying to make a direct link between affordable need and planned delivery, with the key point being that many of those households picked up as having a need will already be living in housing and so providing an affordable option does not lead to an overall net increase in the need for housing (as they would vacate a home to be used by someone else).

9.50 It is possible to investigate this in some more detail by re-running the model and excluding those already living in accommodation. This is shown in the table below which identifies that meeting these needs would lead to an affordable need for 496 homes per annum across the Council area – 38% of the figure when including those with housing.

9.51 This figure is, however, theoretical and should not be seen to be minimising the need (which is clearly acute). That said, it does serve to show that there is a substantial difference in the figures when looking at overall housing shortages.

9.52 The analysis is arguably even more complex than this – it can be observed that the main group of households in need are newly forming households. These households are already included within demographic projections and so the demonstrating of a need for this group again should not be seen as additional to overall figures from demographic projections.

Table 9.17 Estimated Need for Affordable Housing (households unable to buy OR rent) excluding households already in accommodation

	Including existing households	Excluding existing households
Current need	227	128
Newly forming households	1,640	1,640
Existing households falling into need	694	0
Total Gross Need	2,561	1,768
Re-let Supply	1,272	1,272
Net Need	1,289	496

Source: Iceni analysis

9.53 Additionally, it should be noted that the need estimate is on a per annum basis and should not be multiplied by the plan period to get a total need. Essentially, the estimates are for the number of households who would be expected to have a need in any given year (i.e., needing to spend more than 30% of income on housing).

9.54 In reality, some (possibly many) households would see their circumstances change over time such that they would 'fall out of need' and this is not accounted for in the analysis.

9.55 One example would be a newly forming household with an income level that means they spend more than 30% of income on housing. As the household's income rises, they would potentially pass the affordability test and therefore not have an affordable need.

9.56 Additionally, there is the likelihood when looking over the longer-term that a newly forming household will become an existing household in need and would be counted twice if trying to multiply the figures out for a whole plan period.

9.57 It also needs to be remembered the affordability test used for analysis is based on assuming a household spends no more than 30% of their income on housing (when privately renting). In reality, many households will spend more than this and so would be picked up by modelling as in need but in fact are paying for a private sector tenancy. The English Housing Survey (2022-23) estimates private tenants are paying an average of 32% of income on housing (including benefit support) and this would imply that more than half are spending more that the affordable level assumed in this report.

9.58 A further consideration is that some 534 of the 1,823 per annum affordable need is a need for affordable home ownership. Technically, these households can afford market housing (to rent) and historically would not have been considered as having a need in assessment such as this – until recently only households unable to buy OR rent would be considered as having a need for affordable housing. For these reasons, these households have not been included in the analysis looking at households with and without accommodation.

9.59 Finally, it should be recognised that Planning Practice Guidance does not envisage that all needs will be met (whether this is affordable housing or other forms of accommodation such as for older people). Paragraph 67-001 of housing needs of different groups states:

> *"This guidance sets out advice on how plan-making authorities should identify and plan for the housing needs of particular groups of people. This need may well exceed, or be proportionally high in relation to, the overall housing need figure calculated using the standard method. This is because the needs of particular groups will often be calculated having consideration to the whole population of an area as a baseline as opposed to the projected new households which form the baseline for the standard method".*

The Role of the Private Rented Sector (PRS)

9.60 The discussion above has already noted that the need for affordable housing does not generally lead to a need to increase overall housing provision. However, it is worth briefly thinking about how affordable need works in practice and the housing available to those unable to access market housing without Housing Benefit. In particular, the role played by the Private Rented Sector (PRS) in providing housing for households who require financial support in meeting their housing needs should be recognised.

9.61 Whilst the Private Rented Sector (PRS) does not fall within the types of affordable housing set out in the NPPF (other than affordable private rent which is a specific tenure separate from the main 'full market' PRS), it has evidently been playing a role in meeting the needs of households who require financial support in meeting their housing need. Government recognises this and indeed legislated through the 2011 Localism Act to allow Councils to discharge their "homelessness duty" through providing an offer of a suitable property in the PRS.

9.62 Data from the Department of Work and Pensions (DWP) has been used to look at the number of Housing Benefit supported private rented homes. As of May 2024, it is estimated that there were around 14,700 benefit claimants in the Private Rented Sector in North Yorkshire. From this, it is clear that the PRS contributes to the wider delivery of 'affordable homes' with the support of benefit claims.

9.63 Whilst the PRS is providing housing for some households, there are however significant risks associated with future reliance on the sector to meet an affordable housing need. The last couple of years have seen rents increase whilst Local Housing Allowance (LHA) levels have remained static. It is welcome relief that in the Autumn Statement 2023, the Government increased the LHA rent to the 30th percentile of market rents; and Universal Credit will also rise. However, demand pressure could nonetheless have some impact of restricting future supply of PRS

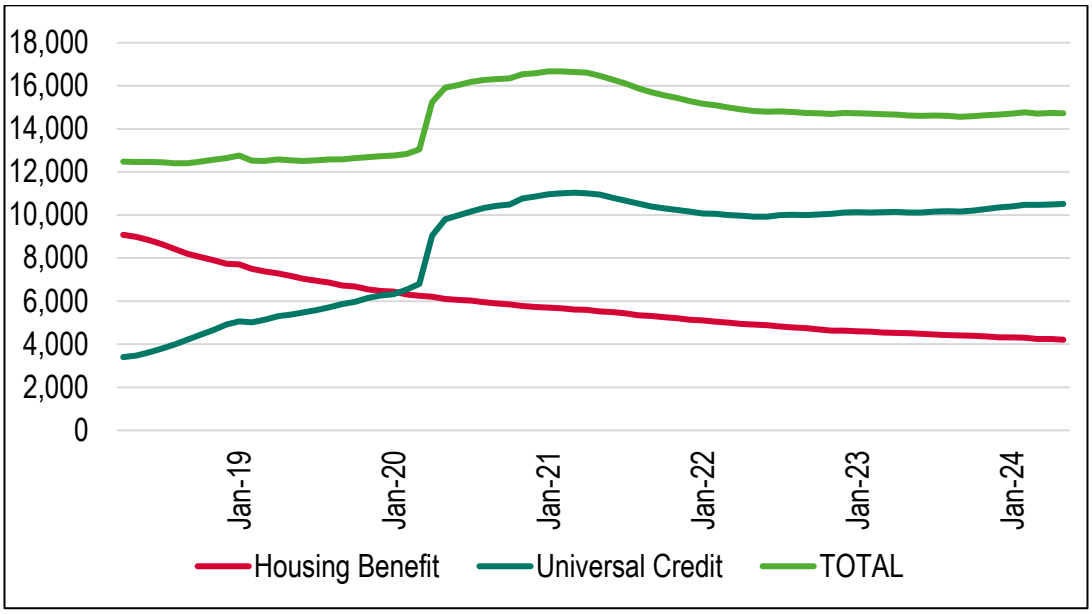
properties to those in need; emphasising the need to support delivery of genuinely affordable homes.

9.64 The figure below shows the trend in the number of claimants in the Council area. This shows there has been a notable increase since March 2020, which is likely to be related to the Covid-19 pandemic. However, even the more historical data shows a substantial number of households claiming benefit support for their housing in the private sector (typically in excess of 12,000 households).

9.65 The data about the number of claimants does not indicate how many new lettings are made each year in the PRS. However, data from the English Housing Survey (EHS) over the past three years indicates that nationally around 7% of private sector tenants are new to the sector each year. If this figure is applied to the number of households claiming HB/UC, then this would imply around 1,031 new benefit supported lettings in the sector.

9.66 If netted off the affordable need (for 1,289 homes per annum from households unbale to buy OR rent) then the need would be calculated as 258 per annum. Whilst we would not recommend including PRS supply as part of the modelling, not least as it is uncertain whether the availability of homes will remain at this level as well as concerns about the security of tenure, it is the case that the sector does provide housing and again the overall analysis does not point to the need to increase overall provision.

Figure 9.1 Number of Housing Benefit/Universal Credit claimants in the PRS



Source: Department of Work and Pensions

9.67 Whilst housing delivery through the Local Plan can be expected to secure additional affordable housing it needs to be noted that delivery of affordable housing through planning obligations is an important, but not the only means, of delivering affordable housing; and the Council should also work with housing providers to secure funding to support enhanced affordable housing delivery on some sites and through use of Council owned land assets.

9.68 Overall, it is difficult to link the need for affordable housing to the overall housing need; indeed, there is no justification for trying to make the link. Put simply the two do not measure the same thing and in interpreting the affordable need figure, consideration needs to be given to the fact that many households already live in housing, and do not therefore generate an overall net need for an additional home. Further issues arise as the need for affordable housing is complex and additionally the extent of concealed and homeless households needs to be understood as well as the role played by the private rented sector.

9.69 Regardless of the discussion above, the analysis identifies a notable need for affordable housing, and it is clear that provision of new affordable housing is an important and pressing issue across the Council area. It does, however, need to be stressed that this report does not provide an affordable housing target; the amount of affordable housing delivered will be limited to the amount that can viably be provided. As noted previously, the evidence does however suggest that affordable housing delivery should be maximised where opportunities arise.

Split between Social and Affordable Rented Housing

9.70 The analysis above has clearly pointed to a need for rented forms of affordable housing for households unable to buy OR rent with the analysis below looking at the need for social rented versus affordable rented accommodation.

9.71 The table below shows current rent levels in the Council area for a range of products along with relevant local housing allowance (LHA) rates. Parts of North Yorkshire fall into eleven different Broad Rental Market Areas (BRMA) for the purposes of LHA, and the table shows the range of values across the whole Council area.

9.72 Data about average social and affordable rents has been taken from the Regulator of Social Housing (RSH) and this is compared with lower quartile market rents. This analysis shows that social rents are significantly lower than affordable rents; the analysis also shows that affordable rents are below lower quartile market rents – particularly for larger property sizes.

9.73 The LHA rates for all sizes of home are generally below lower quartile market rents for all sizes of accommodation. This does potentially mean that households seeking accommodation in many locations may struggle to secure sufficient benefits to cover their rent.

Table 9.18 Comparison of rent levels for different products – North Yorkshire

	Social rent	Affordable rent (AR)	Lower quartile (LQ) market rent	LHA range
1-bedroom	£344	£420	£600	£359-£673
2-bedrooms	£397	£514	£750	£449-£773
3-bedrooms	£434	£566	£850	£529-£873
4-bedrooms	£471	£694	£1,250	£693-£1,271

Source: RSH, ONS and VOA

9.74 To some extent, it is easier to consider the data above in terms of the percentage one housing cost is of another, and this is shown in the tables below.

9.75 Focusing on 2-bedroom homes, the analysis shows that social rents are significantly cheaper than market rents (and indeed affordable rents) and that affordable rents (as currently charged) represent 68% of a current lower quartile rent.

Table 9.19 Difference between rent levels for different products – North Yorkshire

	Social rent as % of affordable rent	Social rent as % of LQ market rent	Affordable rent as % of LQ market rent
1-bedroom	82%	57%	70%
2-bedrooms	77%	53%	68%
3-bedrooms	77%	51%	67%
4-bedrooms	68%	38%	55%

Source: RSH, ONS and VOA

9.76 The table below suggests that around 14% of households who cannot afford to rent privately could afford an affordable rent at 80% of market rents, with a further 11% being able to afford current affordable rents. There are also an estimated 17% who can afford a social rent (but not an affordable one). A total of 58% of households would need some degree of benefit support (or spend more than 30% of income on housing) to be able to afford their housing (regardless of the tenure). This analysis points to a clear need for social rented housing.

Table 9.20 Estimated need for affordable rented housing (% of households able to afford)

	% of households able to afford
Afford 80% of market rent	14%
Afford current affordable rent	11%
Afford social rent	17%
Need benefit support	58%
All unable to afford market	100%

Source: Affordability analysis

9.77 The analysis indicates that provision of around 75% of rented affordable housing at social rents could be justified; albeit in setting planning policies, this will need to be considered alongside viability evidence. Higher provision at social rents will reduce the support through housing benefits required to ensure households can afford their housing costs.

Different Affordable Home Ownership Products

9.78 Whilst the analysis above identified the main need to be for rented affordable housing (for households unable to buy OR rent in the market) it is the case that some delivery of affordable home ownership (AHO) might be expected – for example where viability is an issue or to help diversify stock in some locations. It is also possible that some forms of affordable home ownership could be priced to be affordable for some households unable to buy OR rent. The analysis below therefore looks

at some of the main options available under the affordable home ownership banner.

9.79 The table below sets out a suggested purchase price for affordable home ownership/First Homes in North Yorkshire by size. It works through first (on the left hand side) what households with an affordable home ownership need could afford (based on a 10% deposit and a mortgage at 4.5 times' income). The right-hand side of the table then sets out what Open Market Value (OMV) this might support, based on a 30% discount.

9.80 The lower end of the range is based on households who could afford to rent privately without financial support at LQ rents; with the upper end based on the midpoint between this and the lower quartile house price.

9.81 Focussing on 3-bedroom homes, it is suggested that an affordable price is between £170,000 and £197,500 and therefore the open market value of homes would need to be in the range of £242,900 and £282,100 (if discounted by 30%).

Table 9.21 Affordable home ownership prices – North Yorkshire (local authority)

	What households with an affordable home ownership need could afford	Open Market Value (OMV) of Home with 30% Discount
1-bedroom	£95,000	£135,700
2-bedrooms	£150,000	£214,300
3-bedrooms	£170,000-£197,500	£242,900-£282,100
4+-bedrooms	£250,000-£285,000	£357,100-£407,100

Source: Iceni analysis

9.82 It is difficult to definitively analyse the cost of newbuild homes as these will vary from site-to-site and will be dependent on a range of factors such as location, built-form and plot size. We have however looked at newbuild schemes currently advertised on Rightmove with the table below providing a general summary of existing schemes.

9.83 This analysis is interesting as it shows the median newbuild price for all sizes of homes is above the top end of the OMV required to make homes affordable to those in the gap between buying and renting. That said, homes at the bottom end of the price range could potentially be discounted by 30% and considered as affordable.

9.84 This analysis shows how important it will be to know the OMV of housing before discount to be able to determine if a product is going to be genuinely affordable in a local context – providing a discount of 30% will not automatically mean it becomes affordable housing.

9.85 Based on the analysis above there is no evidence to support the former Government's position that 25% of affordable housing should be provided as First Homes in a local context. This would severely prejudice the ability of the council to address the more acute need of those that cannot afford to rent.

Table 9.22 Estimated newbuild housing cost by size – North Yorkshire

	No. of homes advertised	Range of prices	Median price
1-bedroom	23	£155,000-£300,000	£170,000
2-bedrooms	97	£115,000-£750,000	£260,000
3-bedrooms	335	£135,000-£968,000	£320,000
4+-bedrooms	313	£200,000-£1,250,000	£450,000

Source: Iceni analysis

9.86 The analysis below moves on to consider shared ownership, for this analysis an assessment of monthly outgoings has been undertaken with a core assumption being that the outgoings should be the same as for renting privately to make this tenure genuinely affordable. The analysis has looked at what the OMV would need to be for a shared ownership to be affordable with a 10%, 25% and 50% share. To work out outgoings the mortgage part is based on a 10% deposit (for the equity

share) and a repayment mortgage over 25 years at 4% with a rent at 2.75% per annum on unsold equity.

9.87 The findings for this analysis are interesting and do point to the possibility of shared ownership being a more affordable tenure than discounted market housing (including First Homes) – particularly for smaller (1- and 2-bedroom) homes.

9.88 By way of an explanation of this table (focussing on 3-bedroom homes) – if a 50% equity share scheme came forward then it is estimated the OMV could not be above £241,000 if it is to be genuinely affordable (due to the outgoings being in excess of the cost of privately renting). However, given the subsidised rents, the same level of outgoings could be expected with a 10% equity share but a much higher OMV of £335,000.

9.89 Although affordability can only be considered on a scheme-by-scheme basis, it is notable that we estimate a median 3-bedroom newbuild to cost around £320,000 in the Council area – this points to it being difficult to make 50% and 25% share schemes genuinely affordable, but a 10% share could be.

Table 9.23 Estimated OMV of Shared Ownership with a 50%, 25% and 10% Equity Share by Size – North Yorkshire

	50% share	25% share	10% share
1-bedroom	£170,000	£206,000	£236,000
2-bedroom	£213,000	£258,000	£296,000
3-bedroom	£241,000	£292,000	£335,000
4-bedrooms	£355,000	£430,000	£493,000

Source: Iceni analysis

9.90 A further affordable option is Rent to Buy; this is a Government scheme designed to ease the transition from renting to buying the same home. Initially (typically for five years) the newly built home will be provided at the equivalent of an affordable rent (approximately 20% below the market rate). The expectation is that the discount provided in the first five years is saved to put towards a deposit on the purchase of the same property. **Rent to Buy can be advantageous for some households as it allows for a smaller 'step' to be taken onto the home ownership ladder.**

9.91 At the end of the five-year period, depending on the scheme, the property is either sold as a shared ownership product or purchased outright as a full market property. If the occupant is not able to do either of these then the property is vacated.

9.92 To access this tenure, it effectively requires the same income threshold for the initial phase as a market rental property although the cost of accommodation will be that of affordable rent. The lower-than-market rent will allow the household to save for a deposit for the eventual shared ownership or market property.

9.93 In considering the affordability of rent-to-buy schemes there is a direct read across to the income required to access affordable home ownership (including shared ownership). It should therefore be treated as part of the affordable home ownership products suggested by the NPPF.

Essential Worker Accommodation

9.94 The NPPF defines Essential Local Workers as "Public sector employees who provide frontline services in areas including health, education and community safety – such as NHS staff, teachers, police, firefighters and military personnel, social care and childcare workers."

9.95 We have sought to look at earnings for these professions to see if there may be issues around recruitment due to the cost of housing. Our research shows the following earnings:

- Police Officers - A starting salary of £28,551
- Firefighter - A trainee salary of £23,833
- Nurse - Newly qualified nurses earn £29,969
- Primary school teacher- Average of £27,686
- Solider - Recruits & Privates: £25,200
- Children and families social worker - £35,745

9.96 As Table 9.5 sets out the earnings required to access the rental market is £30,000 while to buy a house it is £38,000. This would indicate there are affordability challenges in some parts of the county for Essential Local Workers.

9.97 Although it should be stressed this is only for the most junior roles and only those who are single. Those in higher pay bands will likely be able to rent privately at the very least and dual-income households will have greater spending power still.

9.98 That said the Council may wish to consider a policy which supports and promotes essential local workers accessing affordable housing to buy in the first instance.

9.99 There are also other professions which are essential to the operation of the local economy, such as hospitality workers and agricultural workers, who are in low-income jobs and may also require such accommodation.

9.100 While these are private sector roles, it is in the council's gift to set additional criteria for First Homes (and potentially other tenures) which could still prioritise this group.

Engagement With Housing Team

9.101 As part of this commission Iceni also engaged with officers from the Council's Housing Team to get a better understanding of the on-the-

ground demand for affordable housing in the County. The key points of the conversation are summarised below.

9.102 All legacy authorities in North Yorkshire operate a Choice Based Lettings (CBL) system except Harrogate which will align in 2025. All stock including that of registered providers is allocated through CBL

9.103 The CBL system has used four bandings since 2011:

- Emergency – Mostly those leaving hospital
- Gold – Homelessness, severe health issues, over-crowded (-2 bedrooms)
- Silver – Sharing facilities and slight overcrowding (-1 bedroom)
- Bronze – The largest percentage of the list and is usually just an affordability issue.

9.104 The Emergency, Silver and Gold bandings are the reasonable preference groups. Where there is a local connection test, and particularly in rural areas, those in bronze with a local connection are prioritised above those in other higher bands with no connection. Bungalows for older people are also sometimes allocated to older people in this banding.

9.105 There are approximately 6,500 people on the Housing Register, with an additional 3,000 on the waiting list in Harrogate. Post-COVID and rising living costs have increased demand, especially in Harrogate. This has been exacerbated by falling PRS stock as landlords flee the market and the remaining PRS stock increases in price.

9.106 There are no restrictions on where in the county people can live and while cross-boundary movements were low historically, York exported need to Selby and Harrogate and Scarborough exported need to Ryedale.

9.107 Cross-boundary movement was also greater for those with a support need as there were fewer suitable properties with access to the required support.

9.108 From a register point of view the highest demand is for one-bedroom accommodation and this is from both younger and older age groups.

9.109 However, there are issues around the supply as Registered Providers (RPs) do not like building them due to a higher turnover and management issues as often the most challenging customers have a single bedroom need. The Council are therefore working with RPs and developers to encourage a greater supply of 1-bedroom properties.

9.110 There is also demand for larger homes (4-bedrooms+) as a result of affordability deterioration and for families with complex needs. The demand for very large homes sometimes sits outside of the register and sits with social work teams but there are around 50 to 60 households requiring it.

9.111 There is a backlog of empty properties awaiting refurbishment and consequently re-lets have reduced post-COVID. This is due to a lack of suppliers for property maintenance. Previously, the council relet around 10% of properties each year and this has fallen.

9.112 As with overall housing, Harrogate has seen the highest number of affordable housing completions, exceeding local plan targets but despite this, the housing register has grown.

9.113 The use of Temporary Accommodation has increased dramatically as a result of increased homelessness which is linked to and exacerbated by the fall in PRS stock.

9.114 Some of the main challenges around Temporary Accommodation (TA) are in the County's largest towns of Scarborough and Harrogate. The cost of TA is the main challenge as it has increased excessively in the last few years.

9.115 There are also issues in the County's rural areas, and officers believe the housing registers underestimate the true need as some people do not register due to a perceived low chance of success as there are so

few affordable homes. As a consequence, some rural properties are hard to let.

9.116 In parts of the National Parks and elsewhere (particularly in the Coastal sub-area) there are issues with high levels of second home ownership and holiday lets (see Chapter 12). This is not only making house prices rise it is also making some locations unsustainable as families and younger people cannot afford to live in the area.

9.117 The officers also noted that in Malton and Norton and the coastal area (particularly Scarborough), the economy is focused on low-income jobs and there are pockets of deprivation. There are areas is a high concentration of PRS, but the supply is falling, causing homelessness to rise. This is exacerbated by a lack of 1-bed affordable and cheaper PRS units despite having a lot of flats.

9.118 The officers were clear that they would like to see delivery focused on social rental homes. They did recognise that First Homes had been delivered in parts of the County, but they were certain this was not meeting an affordable housing need and that it meant fewer affordable units which did meet a need.

Affordable Housing Need - Summary

9.119 The analysis has taken account of local housing costs (to both buy and rent) along with estimates of household income.

9.120 The evidence indicates that there is an acute need for affordable housing in the Council area (1,823 per annum) and a need in all sub-areas.

9.121 The majority of need is from households who are unable to buy OR rent and therefore points particularly towards a need for rented affordable housing rather than affordable home ownership.

9.122 Despite the level of need being high, it is not considered that this points to any requirement for the Council to increase the Local Plan housing requirement due to affordable needs.

9.123 The link between affordable need and overall need (of all tenures) is complex and in trying to make a link it must be remembered that many of those picked up as having an affordable need are already in housing (and therefore do not generate a net additional need for a home).

9.124 In addition, the private rented sector is providing benefit-supported accommodation for many households. That said, the level of affordable need does suggest the Council should maximise the delivery of such housing at every opportunity.

9.125 The analysis suggests there will be a need for both social and affordable rented housing – the latter will be suitable, particularly for households who are close to being able to afford to rent privately and possibly also for some households who claim full Housing Benefit.

9.126 However, it is clear that social rents are more affordable and could benefit a wider range of households – social rents should therefore be prioritised where delivery does not prejudice the overall delivery of affordable homes.

9.127 The study also considers different types of AHO (notably First Homes and shared ownership) as each may have a role to play. Shared ownership is likely to be suitable for households with more marginal affordability (those only just able to afford to privately rent) as it has the advantage of a lower deposit and subsidised rent. There was no evidence of a need for First Homes or discounted market housing more generally.

9.128 Given the cost of housing locally, it seems very difficult for affordable home ownership products to be provided and be considered as ‘genuinely affordable’ (particularly for larger (3+-bedroom) homes. This

again points to the need for the Council to prioritise the delivery of rented affordable housing where possible.

9.129 In deciding what types of affordable housing to provide, including a split between rented and home ownership products, the Council will need to consider the relative levels of need and also viability issues (recognising for example that providing AHO may be more viable and may therefore allow more units to be delivered, but at the same time noting that households with a need for rented housing are likely to have more acute needs and fewer housing options).

9.130 Overall, the analysis identifies a notable need for affordable housing, and it is clear that the provision of new affordable housing is an important and pressing issue in the area.

9.131 It does however need to be stressed that this report does not provide an affordable housing target; the amount of affordable housing delivered will be limited to the amount that can viably be provided.

9.132 The evidence does however suggest that affordable housing delivery should be maximised where opportunities arise.

10. Housing Mix

Introduction

10.1 This section considers the appropriate mix of housing across North Yorkshire, with a particular focus on the sizes of homes required in different tenure groups. This section looks at a range of statistics in relation to families (generally described as households with dependent children) before moving on to look at how the number of households in different age groups are projected to change moving forward.

Background Data

10.2 The number of families in North Yorkshire (defined for the purpose of this assessment as any household which contains at least one dependent child) totalled 65,400 as of the 2021 Census, accounting for 24% of households; this proportion is lower than seen across the region and nationally.

Table 10.1 Households with Dependent Children (2021)

	North Yorkshire		Yorkshire/ Humber	England
	No.	%	%	%
Married couple	36,409	13.3%	13.1%	14.4%
Cohabiting couple	11,170	4.1%	5.1%	4.5%
Lone parent	14,058	5.1%	7.2%	6.9%
Other households	3,719	1.4%	2.2%	2.7%
All other households	209,025	76.2%	72.3%	71.5%
Total	274,381	100.0%	100.0%	100.0%
Total with dependent children	65,356	23.8%	27.7%	28.5%

Source: Census (2021)

10.3 The table below shows the same information for each of the sub-areas. There are some notable variations in the proportion of households with dependent children, this being highest in Selby (28% of households) and lowest in the two National Park areas.

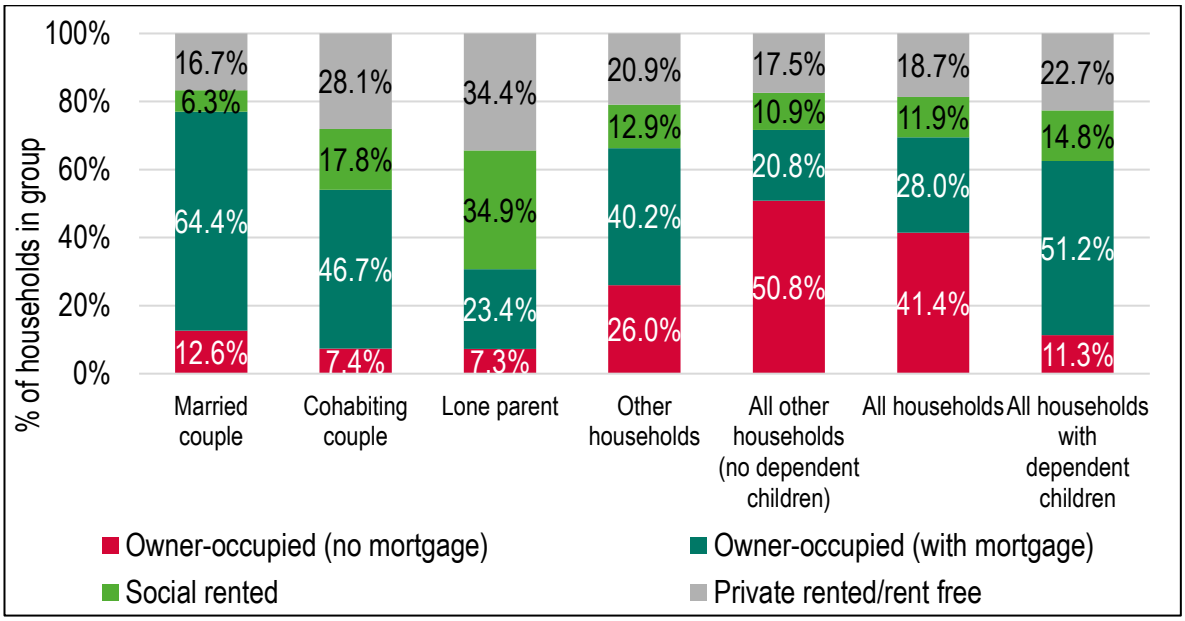
Table 10.2 Households with dependent children (2021) – sub-areas

	Married couple	Co-habiting couple	Lone parent	Other house-holds	All other house-holds	Total	Total with depend-ent children
Skipton	12.7%	4.2%	4.4%	1.2%	77.4%	100.0%	22.6%
Northallerton & Thirsk	12.9%	3.7%	4.7%	1.2%	77.4%	100.0%	22.6%
Harrogate	15.7%	3.6%	5.0%	1.2%	74.4%	100.0%	25.6%
Ripon	14.8%	3.5%	5.3%	1.4%	74.9%	100.0%	25.1%
Richmond	15.4%	3.6%	5.7%	1.4%	73.8%	100.0%	26.2%
Malton & Norton	12.3%	4.3%	4.4%	1.2%	77.7%	100.0%	22.3%
Coastal	9.1%	4.5%	6.4%	1.5%	78.4%	100.0%	21.6%
Selby	15.3%	5.2%	5.7%	1.6%	72.2%	100.0%	27.8%
NYM NP in NY	10.6%	3.6%	2.6%	1.6%	81.6%	100.0%	18.4%
Yorkshire Dales in NY	10.8%	2.5%	2.3%	1.1%	83.3%	100.0%	16.7%
TOTAL NY	13.3%	4.1%	5.1%	1.4%	76.2%	100.0%	23.8%

Source: Census (2021)

10.4 The figure below shows the current tenure of households with dependent children. There are some considerable differences by household type with lone parents having a very high proportion living in the social rented sector and also in private rented accommodation. In North Yorkshire, only 31% of lone-parent households are owner-occupiers compared with 77% of married couples with children.

Figure 10.1 Tenure of households with dependent children (2021) – North Yorkshire

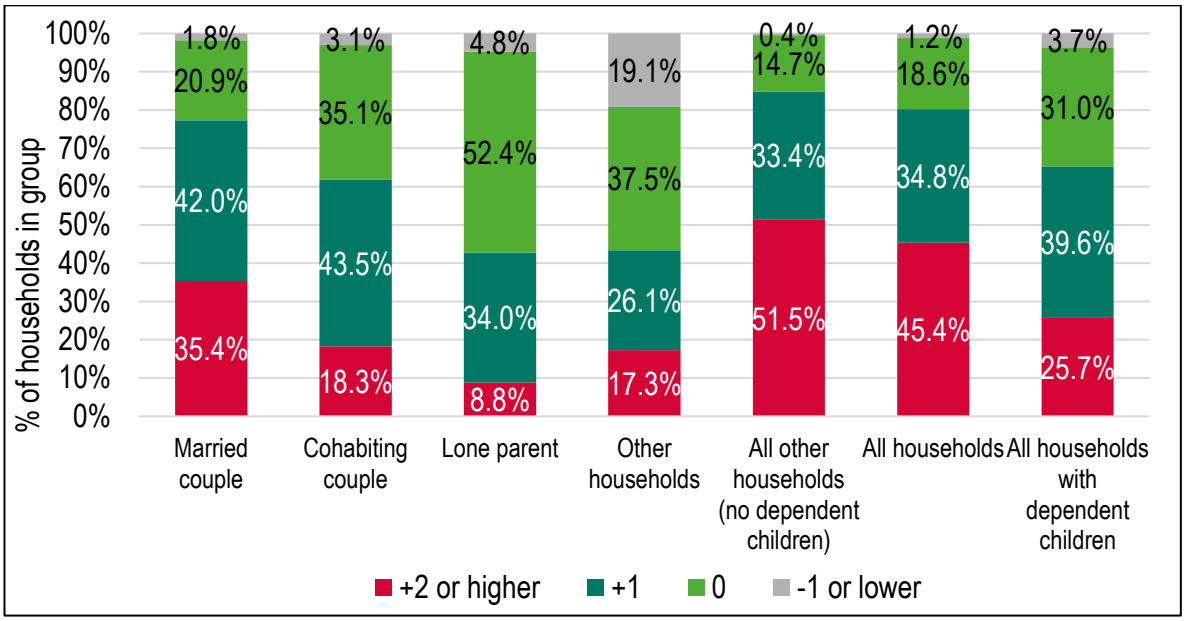


Source: Census (2021)

10.5 The figure below shows levels of overcrowding and under-occupancy of households with dependent children. This shows higher levels of overcrowding (minus figure) for all household types with dependent children with 5% of all lone parents and 19% of 'other' households being overcrowded.

10.6 Overall, some 4% of households with dependent children are overcrowded, compared with 0.4% of other households. Levels of under-occupancy (positive figure) are also notably lower in households with dependent children.

Figure 10.2 Occupancy rating of households with dependent children (2021) – North Yorkshire



Source: Census (2021)

The Mix of Housing

10.7 A model has been developed that starts with the current profile of housing in terms of size (bedrooms) and tenure. Within the data, information is available about the age of households and the typical sizes of homes they occupy. By using demographic projections, it is possible to see which age groups are expected to change in number, and by how much.

10.8 On the assumption that occupancy patterns for each age group (within each tenure) remain the same, it is therefore possible to assess the profile of housing needed is over the assessment period (taken to be 2023-45 to be consistent with other analysis in this report).

10.9 An important starting point is to understand the current balance of housing in the area – the table below profiles the sizes of homes in different tenure groups across areas.

10.10 The data shows a market stock (owner-occupied) that is dominated by 3+-bedroom homes (making up 77% of the total in this tenure group, a similar proportion to that seen in other areas). The profile of the social rented sector is broadly similar across areas whilst the private rented sector is also similar to other locations. Observations about the current mix feed into conclusions about future mix later in this section.

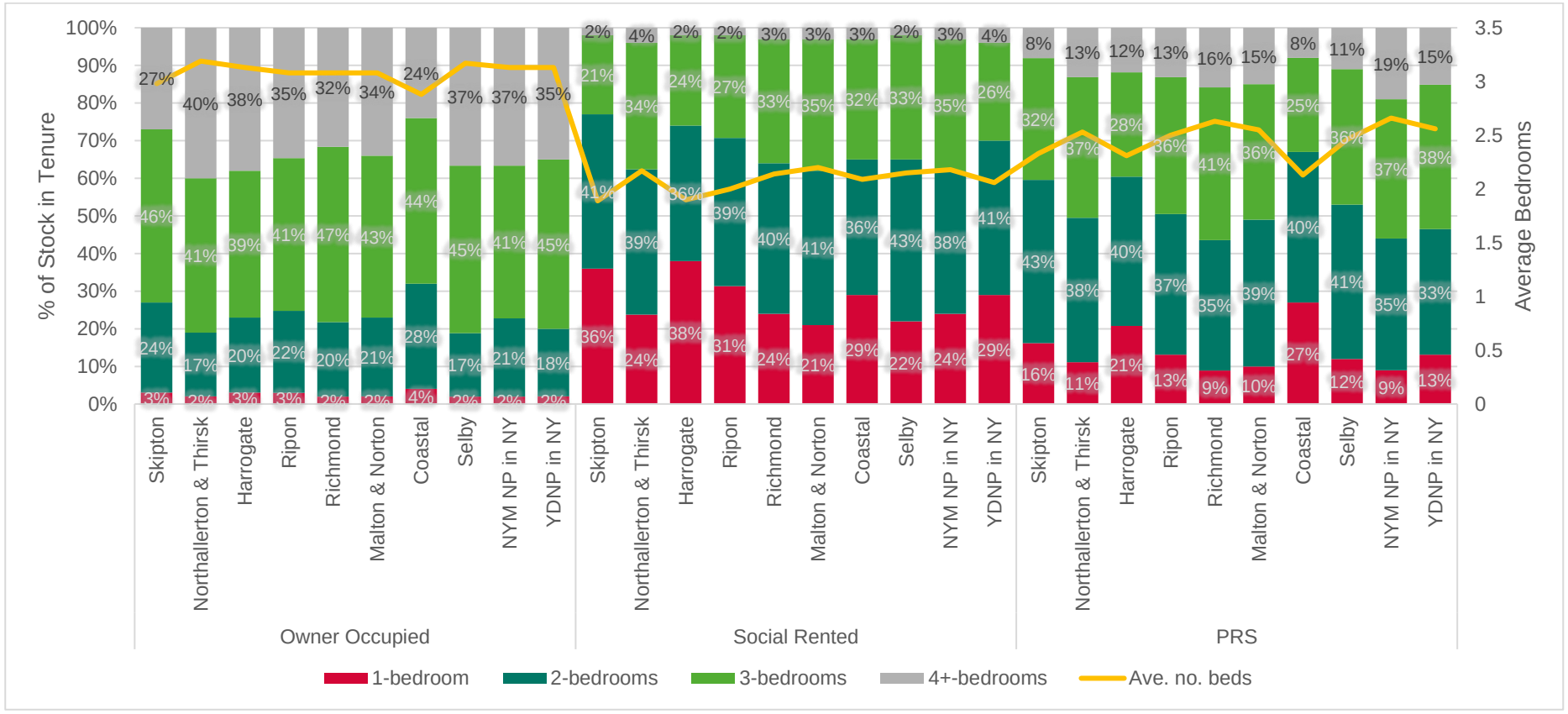
Table 10.3 Number of Bedrooms by Tenure, 2021

		North Yorkshire	Yorkshire/ Humber	England
Owner-occupied	1-bedroom	2%	2%	4%
	2-bedrooms	21%	21%	21%
	3-bedrooms	43%	50%	46%
	4+-bedrooms	34%	27%	29%
	Total	100%	100%	100%
	Ave. no. beds	3.08	3.01	3.01
Social rented	1-bedroom	28%	29%	29%
	2-bedrooms	39%	37%	36%
	3-bedrooms	30%	30%	31%
	4+-bedrooms	3%	4%	4%
	Total	100%	100%	100%
	Ave. no. beds	2.08	2.09	2.10
Private rented	1-bedroom	17%	17%	21%
	2-bedrooms	39%	39%	39%
	3-bedrooms	32%	33%	29%
	4+-bedrooms	12%	10%	11%
	Total	100%	100%	100%
	Ave. no. beds	2.40	2.37	2.30

Source: Census (2021)

10.11 Overall, differences between sub-areas are not substantial, the largest market homes (averaging 3.19 bedrooms) are in Northallerton & Thirsk, with the smallest being in Skipton (2.98 bedrooms), the coastal area also has notably fewer 4-bedroom homes. In the social rented sector, the average number of bedrooms ranges from 1.89 (Skipton) to 2.20 (Malton & Norton) with the private rented sector varying from 2.13 (Coastal) up to 2.66 in the North York Moors (within North Yorkshire).

Figure 10.3 Number of Bedrooms by Tenure, 2021 – sub-areas



Source: Census (2021)

Overview of Methodology

10.12 The method to consider future housing mix looks at the ages of the Household Reference Persons – essentially the head of household – and how these are projected to change over time. The sub-sections to follow describe some of the key analyses.

Understanding How Households Occupy Homes

10.13 Whilst the demographic projections provide a good indication of how the population and household structure will develop; it is not a simple task to convert the net increase in the number of households into a suggested profile for additional housing to be provided.

10.14 The main reason for this is that in the market sector, households are able to buy or rent any size of property (subject to what they can afford) and therefore knowledge of the profile of households in an area does not directly transfer into the sizes of property to be provided.

10.15 The size of housing which households occupy relates more to their wealth and age than the number of people they contain. For example, there is no reason a single person cannot buy (or choose to live in) a 4-bedroom home as long as they can afford it, and hence projecting an increase in single-person households does not automatically translate into a need for smaller units.

10.16 That said, issues of supply can also impact occupancy patterns, for example, it may be that a supply of additional smaller level-access homes would encourage older people to downsize but in the absence of such accommodation, these households remain living in their larger accommodation.

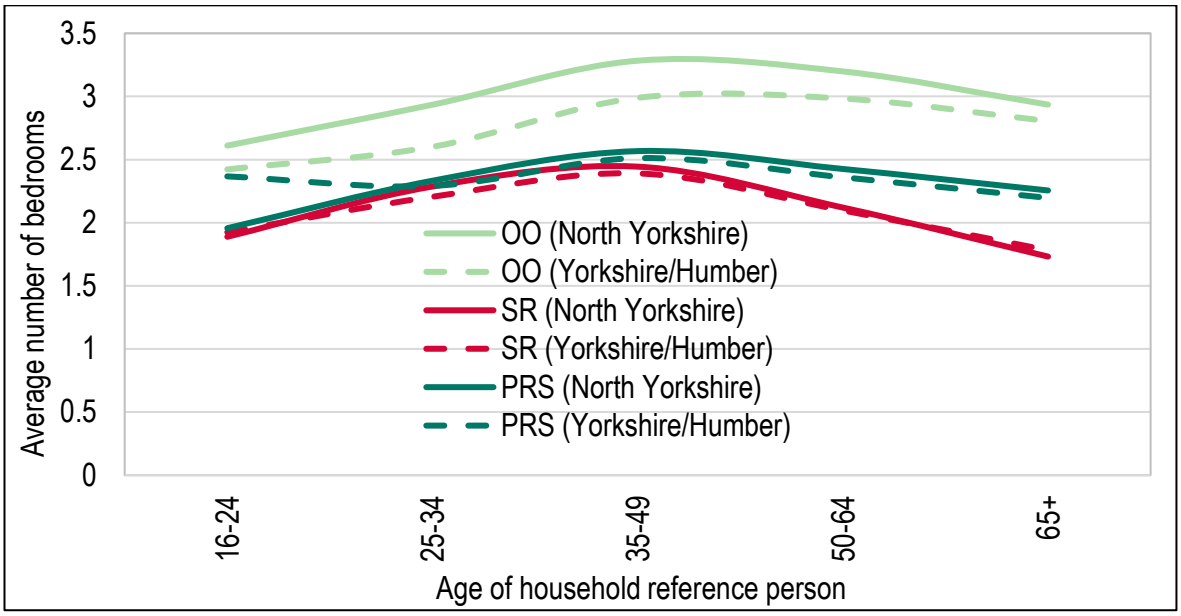
10.17 The issue of choice is less relevant in the affordable sector (particularly since the introduction of the social sector size criteria) where households are allocated properties which reflect the size of the household, although there will still be some level of under-occupation moving forward with regard to older person and working households who may be able to under-occupy housing (e.g. those who can afford to pay the spare room subsidy ('bedroom tax')).

10.18 The approach used is to interrogate information derived in the projections about the number of household reference persons (HRPs) in each age group and apply this to the profile of housing within these groups (data being drawn from the 2021 Census).

10.19 The figure below shows an estimate of how the average number of bedrooms varies by different ages of HRP and broad tenure group for North Yorkshire and the Yorkshire/Humber region.

10.20 In all sectors, the average size of accommodation rises over time to typically reach a peak around the age of 50. After peaking, the average dwelling size decreases – as typically some households downsize as they get older. The analysis identifies North Yorkshire as having higher average dwelling sizes in the market sector for all age groups.

Figure 10.4 Average Bedrooms by Age and Tenure in North Yorkshire and the region



Source: Census (2021)

10.21 The analysis uses the existing occupancy patterns at a local level as a starting point for analysis and applies these to the projected changes in Household Reference Person by age discussed below. The analysis has been used to derive outputs for three broad categories. These are:

- **Market Housing** – which is taken to follow the occupancy profiles in the market sector (i.e. owner-occupiers and the private rented sector);
- **Affordable Home Ownership** – which is taken to follow the occupancy profile in the private rented sector (this is seen as reasonable as the Government's desired growth in home ownership looks to be largely driven by a wish to see households move out of private renting); and
- **Rented Affordable Housing** – which is taken to follow the occupancy profile in the social rented sector. The affordable sector in the analysis to follow would include social and affordable rented housing.

Changes to Households by Age

10.22 The table below presents the projected change in households by age of household reference person; this shows growth as being expected in most age groups and in particular older age groups. The number of households headed by someone aged 50-64 is however projected to drop slightly over the period studied. The analysis is aligned with the projection based on 5-year migration trends.

Table 10.4 Projected Change in Household by Age of HRP in North Yorkshire

	2023	2045	Change in Households	% Change
Under 25	4,621	5,248	627	13.6%
25-34	28,480	31,972	3,492	12.3%
35-49	57,545	63,552	6,006	10.4%
50-64	86,373	80,598	-5,775	-6.7%
65-74	46,952	52,004	5,052	10.8%
75-84	40,846	61,584	20,738	50.8%
85+	16,200	31,835	15,635	96.5%
TOTAL	281,017	326,792	45,775	16.3%

Source: Demographic Projections

Modelled Outputs

10.23 By following the methodology set out above and drawing on the sources shown, a series of outputs have been derived to consider the likely size requirement of housing within each of the three broad tenures at a local authority level. The analysis is based on considering both local and regional occupancy patterns. The data linking to local occupancy will to some extent reflect the role and function of the local area, whilst the regional data will help to establish any particular gaps (or relative surpluses) of different sizes/tenures of homes when considered in a wider context.

10.24 The analysis for rented affordable housing can also draw on data from the local authority Housing Register with regards to the profile of need. The data shows a pattern of need which is focussed on 1-bedroom homes and with around 17% of households requiring 3+-bedroom accommodation.

Table 10.5 Size of Social/Affordable Rented Housing Needed – Housing Register Information (March 2023)

	Number of households	% of households
1-bedroom	4,930	55%
2-bedrooms	2,513	28%
3-bedrooms	1,278	14%
4+-bedrooms	293	3%
TOTAL	9,014	100%

Source: LAHS

10.25 The table below show the modelled outputs of need by dwelling size in the three broad tenures. Market housing focusses on 3+-bedroom homes, affordable home ownership on 2- and 3-bedroom accommodation and rented affordable housing showing a slightly smaller profile again.

Table 10.6 Modelled Mix of Housing by Size and Tenure

	1-bedroom	2-bedrooms	3-bedrooms	4+-bedrooms
Market	5%	30%	45%	20%
Affordable home ownership	17%	41%	32%	10%
Affordable housing (rented)	33%	38%	26%	3%

Source: Housing Market Model

10.26 Across the Council area, the analysis points to around a third of the social/affordable housing need being for 1-bedroom homes and it is of interest to see how much of this is due to older person households. In the future household sizes are projected to drop whilst the population of older people will increase. Older person households (as shown earlier) are more likely to occupy smaller dwellings. The impacts of older people have on demand for smaller stock is outlined in the table below.

10.27 This indeed identifies a larger profile of homes needed for households where the household reference person is aged Under 65, with a concentration of 1-bedroom homes for older people. This information can be used to inform the mix required for General Needs rather than Specialist Housing, although it does need to be noted that not all older people would be expected to live in homes with some form of care or support.

10.28 The 2, 3, and 4+-bedroom categories have been merged for the purposes of older persons as we would not generally expect many (if any) households in this category to need (or indeed be able to be allocated) more than 2-bedrooms in the rented affordable housing sector.

Table 10.7 Adjusted Modelled Mix of Housing by Size and Age – affordable housing (rented) – North Yorkshire

	1-bedroom	2-bedrooms	3-bedrooms	4+-bedrooms
Under 65	20%	37%	39%	4%
65 and over	46%	54%		
All affordable housing (rented)	33%	38%	26%	3%

Source: Housing Market Model

10.29 A further analysis of the need for rented affordable housing is to compare the need with the supply (turnover) of different sizes of accommodation. This links back to estimates of need in the previous section (an annual need for 1,289 dwellings per annum from households unable to buy OR rent) with additional data from CoRe about the sizes of homes let over the past three years.

10.30 This analysis is quite clear in showing the very low supply of larger homes relative to the need for 4+-bedroom accommodation in particular, where it is estimated the supply is only around 22% of the need arising each year, whereas for 1-bedroom homes some 63% of the need can be met.

Table 10.8 Need for rented affordable housing by number of bedrooms

	Gross Annual Need	Gross Annual Supply	Net Annual Need	As a % of total net annual need	Supply as a % of gross need
1-bedroom	691	433	259	20.1%	62.6%
2-bedrooms	1,075	598	478	37.0%	55.6%
3-bedrooms	729	227	502	38.9%	31.2%
4+-bedrooms	65	14	51	3.9%	21.7%
Total	2,561	1,272	1,289	100.0%	49.7%

Source: Iceni analysis

Rightsizing

10.31 The analysis above sets out the potential need for housing if occupancy patterns remain the same as they were in 2021 (with differences from the current stock profile being driven by demographic change). It is however worth also considering that the 2021 profile will have included households who are overcrowded (and therefore need a larger home than they actually live in) and also those who under-occupy (have more bedrooms than they need).

10.32 There is a case to seek for new stock to more closely match actual size requirements. Whilst it would not be reasonable to expect to remove all under-occupancy (particularly in the market sector) it is the case that in seeking to make the most efficient use of land it would be prudent to look to reduce this over time. Further analysis has been undertaken to take account of overcrowding and under-occupancy (by tenure).

10.33 The table below shows a cross-tabulation of a household's occupancy rating and the number of bedrooms in their home (for owner-occupiers). This shows a high number of households with at least 2 spare bedrooms who are living in homes with 3 or more bedrooms. There are also a small number of overcrowded households.

10.34 Overall, in the owner-occupied sector in 2021, there were 172,700 households with some degree of under-occupation and around 1,100 overcrowded households – some 91% of all owner-occupiers have some degree of under-occupancy.

Table 10.9 Cross-tabulation of occupancy rating and number of bedrooms (owner-occupied sector)

Occupancy rating	Number of bedrooms				
	1-bed	2-bed	3-bed	4+-bed	TOTAL
+2 spare bedrooms	0	0	53,864	56,265	110,129
+1 spare bedrooms	0	34,301	20,503	7,754	62,558
0 “Right sized”	4,572	4,999	6,283	895	16,749
-1 too few bedrooms	132	363	439	154	1,088
TOTAL	4,704	39,663	81,089	65,068	190,524

Source: Census (2021)

10.35 For completeness, the tables below show the same information for the social and private rented sectors. In both cases there are more under-occupying households than overcrowded, but differences are less marked than seen for owner-occupied housing.

Table 10.10 Cross-tabulation of occupancy rating and number of bedrooms (social rented sector)

Occupancy rating	Number of bedrooms				
	1-bed	2-bed	3-bed	4+-bed	TOTAL
+2 spare bedrooms	0	0	2,506	411	2,917
+1 spare bedrooms	0	7,426	3,230	271	10,927
0 “Right sized”	9,016	4,699	3,582	179	17,476
-1 too few bedrooms	168	458	531	42	1,199
TOTAL	9,184	12,583	9,849	903	32,519

Source: Census (2021)

Table 10.11 Cross-tabulation of occupancy rating and number of bedrooms (private rented sector)

Occupancy rating	Number of bedrooms				
	1-bed	2-bed	3-bed	4+-bed	TOTAL
+2 spare bedrooms	0	0	7,046	4,370	11,416
+1 spare bedrooms	0	14,303	6,469	1,362	22,134
0 “Right sized”	8,218	5,308	2,902	334	16,762
-1 too few bedrooms	343	405	250	37	1,035
TOTAL	8,561	20,016	16,667	6,103	51,347

Source: Census (2021)

10.36 This data has not been used in modelling to suggest an alternative size mix across sectors. However, it is clear that to make more efficient use of new housing stock a smaller profile of housing than suggested in the modelling would be reasonable, particularly in the market sector.

10.37 This will effectively offer better use of the existing stock by supporting downsizing rather than building larger homes, which do not support the aging population or make best use of finite land. This analysis informs our overall conclusions below.

Indicative Targets for Different Sizes of Property by Tenure

10.38 The analysis below provides some indicative targets for different sizes of home (by tenure). The conclusions take account of a range of factors, including the modelled outputs and an understanding of the stock profile and levels of under-occupancy and overcrowding.

10.39 The analysis (for rented affordable housing (social and affordable)) also draws on the Housing Register data as well as taking a broader view of issues such as the flexibility of homes to accommodate changes to

households (e.g. the lack of flexibility offered by a 1-bedroom home for a couple looking to start a family).

Social/Affordable Rented

10.40 Bringing together the above, a number of factors are recognised. This includes recognising that it is unlikely that all affordable housing needs will be met and that it is likely that households with a need for larger homes will have greater priority (as they are more likely to contain children).

10.41 That said, there is also a possible need for 1-bedroom social housing arising due to homelessness (typically homeless households are more likely to be younger single people). It is suggested that the following mix of social/affordable rented housing would be appropriate:

Table 10.12 Recommended Social/ Affordable Rented Housing Mix

	Under 65	65 and over
1-bedroom	20%	50%
2-bedrooms	35%	50%
3-bedrooms	35%	
4+ bedrooms	10%	

Source: Iceni Analysis

10.42 Regarding older persons housing, the above recommendations aim to promote the opportunity for older person households to downsize, with a 2-bed offering being more likely to encourage this than 1-bed homes.

10.43 Also, whilst technically most older person households will only have a 'need' for a 1-bed home, a larger property remains affordable as most older person households are not impacted by the bedroom tax / spare room subsidy.

10.44 While we have identified a need for 50% of affordable older person homes to be 2+ bedrooms it is likely that delivery will be focused on those with only 2 bedrooms rather than anything larger.

10.45 It should be noted that the above recommendations are to a considerable degree based on projecting the need forward to 2045 and will vary over time.

10.46 It may be at a point in time the case that Housing Register data identifies a shortage of housing of a particular size/type, which could lead to the mix of housing being altered from the overall suggested requirement. Therefore, any mix negotiations should involve representatives from the housing team.

Affordable Home Ownership

10.47 In the affordable home ownership and market sectors a profile of housing that closely matches the outputs of the modelling is suggested. It is considered that the provision of affordable home ownership should be more explicitly focused on delivering smaller family housing for younger households and childless couples. Based on this analysis, it is suggested that the following mix of affordable home ownership would be appropriate:

Table 10.13 Recommended Affordable Home Ownership Housing Mix

	Affordable Home Ownership
1-bedroom	15%
2-bedrooms	45%
3-bedrooms	35%
4+ bedrooms	5%

Source: Iceni Analysis

Market Housing

10.48 Finally, in the market sector, a balance of dwellings is suggested that takes account of both the demand for homes and the changing demographic profile (as well as observations about the current mix when compared with other locations and also the potential to slightly reduce levels of under-occupancy).

10.49 We have also had regard to the potential for rightsizing but also recognise that in the market sector there is limited ability to control what households purchase. This sees a slightly larger recommended profile compared with other tenure groups:

Table 10.14 Recommended Market Housing Mix

	Market Housing
1-bed	10%
2-bed	35%
3-bed	40%
4+ bed	15%

Source: Iceni Analysis

10.50 Although the analysis has quantified this on the basis of the market modelling and an understanding of the current housing market (including the stock profile in different tenures as set out earlier in this section), it does not necessarily follow that such prescriptive figures should be included in the plan making process (although it will be useful to include an indication of the broad mix to be sought across the Council area) – demand can change over time linked to macro-economic factors and local supply. Policy aspirations could also influence the mix sought.

10.51 The suggested figures can be used as a monitoring tool to ensure that future delivery is not unbalanced when compared with the likely requirements as driven by demographic change in the area.

10.52 The recommendations can also be used as a set of guidelines to consider the appropriate mix on larger development sites, and the Council could expect justification for a housing mix on such sites which significantly differs from that modelled herein. Site location and area character are also relevant considerations as to what the appropriate mix of market housing on individual development sites.

Smaller-area Housing Mix

10.53 The analysis above has focussed on overall Council area-wide needs with conclusions at the strategic level. It should however be recognised that there will be variations in the need within areas due to the different role and function of a location and the specific characteristics of local households (which can also vary over time).

10.54 This report does not seek to model smaller-area housing mix although the report does contain a range of data that can help inform specific local issues (including data about household composition, current housing mix and overcrowding/under-occupation). Below are some points for consideration when looking at needs in any specific location:

a) Whilst there are differences in the stock profile in different locations this should not necessarily be seen as indicating particular surpluses or shortfalls of particular types and sizes of homes. Figure 10.3 shows a broadly similar pattern of stock across areas although the Coastal (mainly Scarborough) area does have smaller stock and generally slightly higher levels of overcrowding;
b) As well as looking at the stock, an understanding of the role and function of areas is important. For example, areas traditionally favoured by family households might be expected to provide a greater proportion of larger homes;
c) That said, some of these areas will have very few small/cheaper stocks and so consideration needs to be given to diversifying the stock; and
d) The location/quality of sites will also have an impact on the mix of housing. For example, brownfield sites in urban locations may be more suited to flatted development (as well as recognising the point above about role and function) whereas a more suburban/rural site may be more appropriate for family housing.

Other considerations (such as proximity to public transport) may impact on a reasonable mix at a local level.

10.55 Overall, it is suggested the Council should broadly seek the same mix of housing in all locations as a starting point in policy; but would be flexible to a different mix where specific local characteristics suggest (such as site characteristics and location).

10.56 Additionally, in the affordable sector it may be the case that Housing Register data for a smaller area identifies a shortage of housing of a particular size/type which could lead to the mix of housing being altered from the overall suggested requirement.

Housing Mix – Summary

10.57 Analysis of the future mix of housing required takes account of demographic change, including potential changes to the number of family households and the ageing of the population.

10.58 The proportion of households with dependent children in North Yorkshire is below average with around 24% of all households containing dependent children in 2021 (compared with around 28% regionally and 29% nationally).

10.59 There are notable differences between different types of households, with married couples (with dependent children) seeing a high level of owner-occupation, whereas as lone parents are particularly likely to live in social or private rented accommodation.

10.60 There are a range of factors which will influence demand for different sizes of homes, including demographic changes; future growth in real earnings and households' ability to save; economic performance and housing affordability.

10.61 The analysis linked to future demographic change concludes that the following represents an appropriate mix of affordable and market homes, this takes account of both household changes and the ageing of the population as well as seeking to make more efficient use of new stock by not projecting forward the high levels of under-occupancy (which is notable in the market sector).

10.62 In all sectors the analysis points to a particular need for smaller accommodation, with varying proportions of 3+-bedroom homes. For general need rented affordable housing there is a clear need for a range of different sizes of homes, including 45% to have at least 3-bedrooms of which 10% should have at least 4-bedrooms. Our recommended mix is set out below.

Table 10.15 Recommended Housing Mix – North Yorkshire

	Market	Affordable home ownership	Affordable housing (social / affordable rented)	
			Under 65	65 and over
1-bedroom	10%	15%	20%	50%
2-bedrooms	35%	45%	35%	50%
3-bedrooms	40%	35%	35%	
4+-bedrooms	15%	5%	10%	

Source: Iceni Analysis

10.63 The strategic conclusions in the affordable sector recognise the role which delivery of larger family homes can play in releasing a supply of smaller properties for other households. Also recognised is the limited flexibility which 1-bedroom properties offer to changing household circumstances, which feed through into higher turnover and management issues. The conclusions also take account of the current mix of housing by tenure and also the size requirements shown on the Housing Register.

10.64 The mix identified above could inform strategic policies although a flexible approach should be adopted. For example, in some areas affordable housing registered providers find difficulties selling 1-bedroom affordable home ownership (AHO) homes and therefore the 1-bedroom elements of AHO might be better provided as 2-bedroom accommodation. That said, given current house prices there are potential difficulties in making (larger) AHO genuinely affordable.

10.65 Additionally, in applying the mix to individual development sites, regard should be had to the nature of the site and character of the area, and to up-to-date evidence of need as well as the existing mix and turnover of properties at the local level. The Council should also monitor the mix of housing delivered.

11. Private Rental Sector

11.1 The private rental sector (PRS) has been the key growth sector in the housing market for the last 15 years and now makes up just over 20% of all UK households.

11.2 Since 2011, the private rented sector has been the second largest housing tenure in England behind owner-occupation, overtaking social housing.

11.3 This section of the report examines the rental market, including its costs, scale and role in providing affordable housing. Where appropriate, we have also drawn on the Council's "State of the Nation" report examining the private rental sector produced by Campbell Tickell and Arc4.

Rental Costs

11.4 The table below shows the median rental prices per calendar month by size of property (number of bedrooms). As shown, in 2023 North Yorkshire had a higher median rent (£695) overall when compared to the regional median at £650. However, this is significantly less expensive overall then the national median rent at £850.

11.5 There is variation between the typologies in terms of median prices in comparison to the other geographies. North Yorkshire rents are higher than the regional median for rooms (£475 in North Yorkshire), three bedroom properties (£795 in North Yorkshire) and four bedroom and larger properties (£1,300 in North Yorkshire).

11.6 However, none of the different sizes in North Yorkshire exceed the median rents for England. This alludes to regional variation in median prices of dwellings by bedroom size, with larger properties being more

expensive generally in North Yorkshire, which may reflect the rural nature of North Yorkshire in comparison.

Table 11.1 Median Rental prices by size (pcm) – Year to Sept 2023

	North Yorkshire* count	North Yorkshire* (£)	Yorkshire and the Humber (£)	England (£)
Room	100	£475	£433	£495
Studio	40	£450	£525	£671
One bedroom	980	£525	£575	£750
Two bedrooms	2,510	£675	£650	£825
Three bedrooms	1,610	£795	£700	£925
Four + bedrooms	510	£1,300	£1,250	£1,550
All	5,750	£695	£650	£850

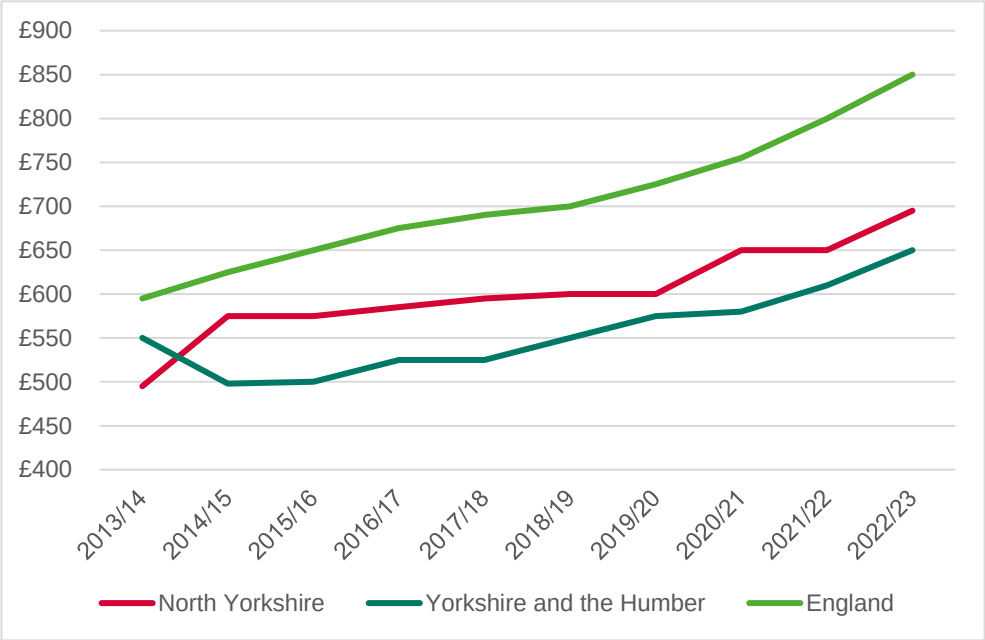
Source: ONS *County area

11.7 Median rents in North Yorkshire have increased by 40% from 2013/2014 (£495) to 2022/2023 (£695). Following 2013/2014, when median rents in North Yorkshire overtook the regional median rent, median rents have since remained higher than that seen in the region over the previous decade to 2022/2023.

11.8 This represents a stronger rental market and may be symptomatic of the higher number of larger dwellings in North Yorkshire compared to the regional measure, which will include smaller properties in Core Cities of Sheffield and Leeds.

11.9 However, rents in North Yorkshire have remained significantly lower than the national median. The growth in median rents has accelerated since 2019/2020, with the fastest growth seen within the national overall median.

Figure 11.1 Median rent year on year in North Yorkshire and comparator geographies, from 2013/2014 to 2022/2023



Source: ONS

Sub-Area Rental Analysis

11.10 There is not a granular dataset available to construct a rental analysis for the defined sub-HMAs. However, until 2023 there is data available on rental prices for different sizes of properties at the legacy local authorities.

11.11 As shown by the table below, median rental prices in Harrogate in 2023 were the most expensive overall at £825. The least expensive was Scarborough at £575 per month.

11.12 Data is limited on rooms and studio rents due to a low number of transactions. Only Harrogate and Scarborough have data for both of these sizes.

11.13 Harrogate was the most expensive across all typologies larger than studios. The least expensive legacy areas for a one-bedroom property

were Scarborough and Selby. Richmondshire was also relatively inexpensive, having the lowest median rental price for two- and three-bedroom properties. Scarborough was the least expensive place to rent four-bedroom and larger properties in 2023.

Table 11.2 Median rents in North Yorkshire legacy local authorities by size of dwelling in 2023

	Overall	Room	Studio	One Beds	Two Beds	Three Beds	Four or more Beds
Craven	£650	475	N/A	£545	£650	£750	£995
Hambleton	£650	N/A	N/A	£495	£625	£750	£1,150
Harrogate	£825	£615	£520	£625	£795	£995	£1,595
Richmondshire	£625	N/A	£300	£460	£560	£695	£895
Ryedale	£695	N/A	N/A	£500	£650	£750	£1,100
Scarborough	£575	£425	£400	£450	£600	£700	£850
Selby	£650	N/A	N/A	£450	£640	£798	£1,350
North Yorkshire	£695	£475	£450	£525	£675	£795	£1,300

Source: ONS

11.14 The state of the nation report highlighted that there are very low levels of properties which are available at or below Local Housing Allowance (LHA) rates. Ranging from none in Richmond in 2023 to 10.9% in Selby and Ainsty.

Rental Change

11.15 Median rents across the legacy districts of North Yorkshire have on the whole, been on the rise since 2013/14.

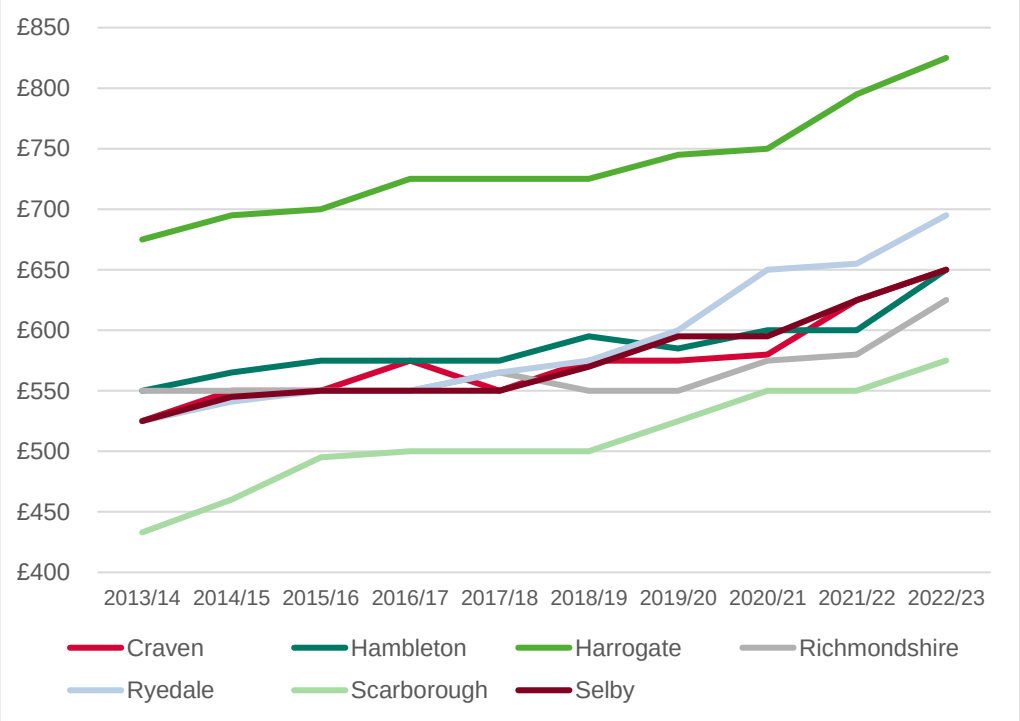
11.16 Median rents in Harrogate have consistently been significantly higher than that seen in the other legacy areas. Conversely, Scarborough has historically seen much lower rents than the other legacy authorities.

11.17 Despite this, Scarborough has seen the greatest increase in median rental prices over the last 10 years, increasing by 33% from 2013/2014 (£433) to 2022/2023 (£695).

11.18 Median rents in Ryedale have increased the most over the five years between 2018/2019 and 2022/2023 in comparison to the other legacy areas. Specifically, they have grown from around £575 in 2013/2014 to almost £700 in 2022/2023 (+21%).

11.19 The lowest growth was in Richmondshire over the same period, increasing by 14%. This is in contrast to the State of the Nation Report which suggests that over the 4 years from 2019 to 2023, the lowest rate of growth was in the Thirsk and Malton sub-area and the highest in Skipton and Ripon.

Figure 11.2 Growth in median rental prices within North Yorkshire legacy district areas from 2013/2014 to 2022/2024



Source: ONS

11.20 Generally, there has also been a faster rate of increase in median rental prices in the three years to 2022/2023 across all of the legacy areas. This is linked to increasing interest rates pushing more people to the rental market and supply not keeping up with demand.

11.21 The “State of the Nation” report suggests that the significant fall in the number of advertised properties is pushing rents up. In addition, it is reducing choice and fuelling already pressured markets.

Growth in the Rental Market

11.22 The change in tenures across North Yorkshire households between 2011 and 2021 has been explored in Chapter 6. However, it is clear that both the private rented sector and social renting are increasing across North Yorkshire.

11.23 Despite there not being large changes in the proportion of households renting, in absolute terms the number of households privately renting increased by nearly a fifth over the decade to 2021.

Table 11.3 Change in household tenures in North Yorkshire between 2011 and 2021

Tenure type	2011	2021	Change	Change %
All households	256,594	274,381	17,787	7%
Owned	178,684	188,098	9,414	5%
Shared ownership	1,357	2,426	1,069	79%
Social rented	28,647	32,516	3,869	14%
Private rented	43,051	51,164	8,113	19%

Source: Census 2011, Census 2021

11.24 This increase is greater than that for outright ownership in percentage terms and constituted 46% of the increase in all households in North Yorkshire over the decade.

11.25 The state of the nation report also confirms that “The evidence confirms that this sector continues to grow and is likely driven by active choice renters, but also would-be frustrated owners who cannot afford to get onto the housing ladder.”

11.26 As well as addressing market demand the report also notes that the PRS “is also likely offering options for households who would rather move into affordable housing but are unable to do so as waiting lists grow and housing associations build fewer homes.”

Profile of Tenants

11.27 The table below compares the composition of all households in North Yorkshire with those, specifically in the private rented sector. A notable difference is seen in one-person households, which make up 14% of all households but constitute a much larger 31% within the private rental market.

11.28 Couples (married and cohabiting) with dependent children are 30.6% of all households but only 17.3% of privately renting households, suggesting fewer families with children are renting privately.

11.29 Single-family households (SFH) make up 80% of all households, but only 65% of those privately renting. Other household types, including unrelated adults living together or students, make up a small portion of both categories, but they are slightly more present in the private rented sector, which would include HMOs.

Table 11.4 Household Composition by Selected Tenures – North Yorkshire (2021)

Household type	All households	Households privately renting
One-person household	14.1%	30.9%
One-person household: Aged 66 years and over	7.0%	15.5%
One-person household: Other	7.0%	15.5%
Single family household	79.8%	65.5%
SFH: All aged 66 years and over	11.9%	13.1%
SFH: Married or civil partnership couple	44.5%	32.9%
SFH: Married or civil partnership couple: No children	12.8%	14.1%
SFH: Married or civil partnership couple: Dependent children	23.6%	13.3%
SFH: Married or civil partnership couple: All children non-dependent	8.1%	5.5%
SFH: Cohabiting couple family	13.5%	10.9%
SFH: Cohabiting couple family: No children	5.6%	6.2%
SFH: Cohabiting couple family: With dependent children	7.0%	4.1%
SFH: Cohabiting couple family: All children non-dependent	0.9%	0.6%
SFH: Lone parent family	9.4%	8.2%
SFH: Lone parent family: With dependent children	6.4%	5.1%
SFH: Lone parent family: All children non-dependent	3.0%	3.1%
SFH: Other single family household: Other family composition	0.4%	0.4%
Other household types	6.1%	3.6%
Other household types: With dependent children	2.9%	1.4%
Other household types: Other, including all full-time students and all aged 66 years and over	3.2%	2.2%

Source: Census 2021

11.30 The state of the nation Report also provides some profiling of the sector including that the largest increase in household composition has been for single people between the 2011 and 2021 census. Across North Yorkshire, this was 6.8%, but in Harrogate and Knaresborough this increased to 8.4%".

11.31 The report adds that "there have been reductions in households with dependent and non-dependent children living in the Private Rented Sector."

11.32 In terms of the age profile, the report states that "The Private Rented Sector is predominantly made up of households under the age of 64

years. However, across North Yorkshire, 17.2% of households are aged 65 years and over."

11.33 It adds that "These households are likely to age in place and may require adaptations and additional support, which landlords may not be geared up to give."

11.34 It goes on to recommend that "Local Authorities need to think carefully about how to support older people living in this sector to enable them to live well at home for longer." This is already the policy of the Councils Adult Social Care Team.

Private Rented Sector Stock

11.35 Overall, private rented dwellings in North Yorkshire exhibit a slightly higher level (12%) of larger four-bedroom plus rental properties compared to the national average. Although, the profile overall is still largely comprised of 2 and 3-bedroom homes (61%).

Figure 11.3 Proportions of privately renting households by bedroom size by North Yorkshire sub-HMA, 2021

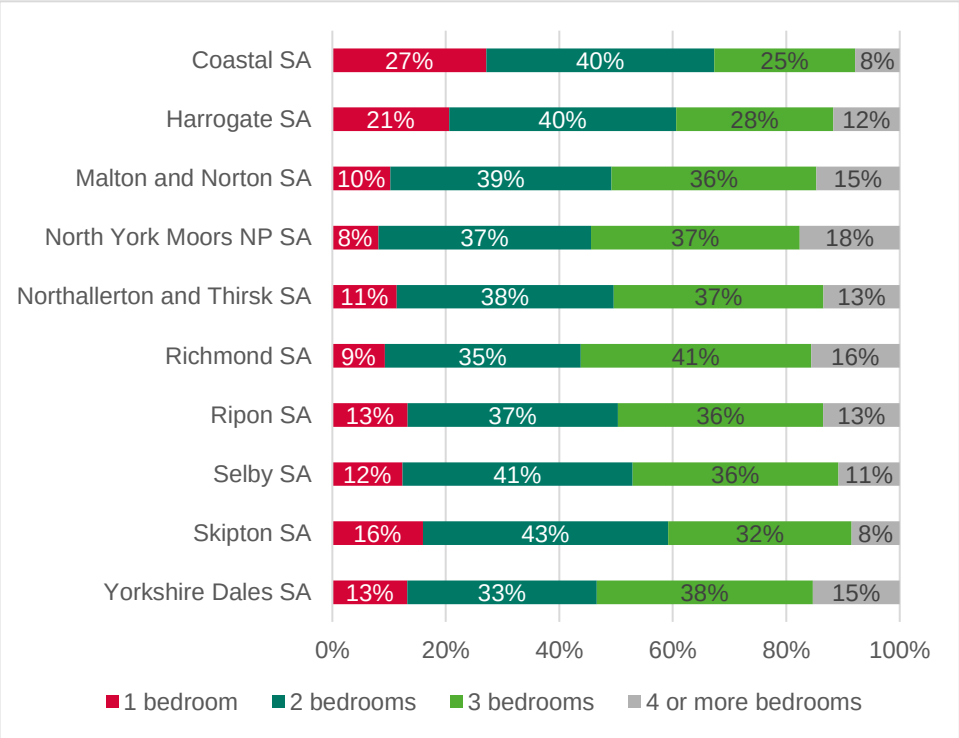


Source: Census 2021

11.36 When looking at the sub-HMAs in North Yorkshire, there are clear differences in the profile of privately rented dwellings. Privately rented dwellings in the Coastal and Harrogate sub-HMAs have a smaller profile in comparison to the other areas. Again, this is not surprising as they are home to the two largest urban centres in the county.

11.37 Conversely, the National Park sub-HMAs have comparatively lower levels of smaller rental properties. However, across all of the sub-HMAs, two- and three-bedroom rental properties are the prevailing size.

Figure 11.4 Proportions of privately renting households by bedroom size by North Yorkshire sub-HMA, 2021



Source: Census 2021

11.38 According to the “State of the Nation Report” the sector is dominated by smaller accommodation, which presents challenges to large families looking to grow and remain in the sector. This will also lead to more overcrowding and the data confirms that there are high levels of overcrowding in the Private Rented Sector...(to) just over 20% across North Yorkshire Council area.

Houses in Multiple Occupation

11.39 Houses in Multiple Occupation (HMOs) are defined as dwellings that are occupied by three or more unrelated people who share an amenity such as a lounge, kitchen or bathroom, and can have various layouts – bedsits, shared-house or flat.

11.40 Although HMOs are a specific type of sub-divided dwelling, they are occupied by a range of people. In non-university settlements, most HMOs are an important source of affordable accommodation for younger people, those in the low-wage economy and those with supported housing need.

11.41 A large HMO is a dwelling accommodating more than six unrelated persons sharing facilities and a small HMO accommodates between three and six unrelated persons. Housing legislation and the Planning Use Classes Order provides for different regulatory frameworks for managing HMOs.

11.42 Most HMO dwellings do not fall within either housing or planning regulations. Under housing legislation, an HMO requires a mandatory licence if the dwelling is three-storey or more. Planning permission for a change of use (Use Class C3 to C4/Sui Generis or vice-versa) for large HMOs is required. For small HMOs, a change of use (C3 to C4) is classed as permitted development.

11.43 At 256 the total number of households in HMOs as recorded by the Census in 2021 accounts for just 2% of the regional total.

11.44 The regional total is primarily focused on the Core Cities of Sheffield and Leeds and also York, which are home to substantial student populations which will drive the HMO market.

11.45 The majority of the HMOs in North Yorkshire are located in either Harrogate (103) or Scarborough (70). This is understandable as these are the most urbanised areas of North Yorkshire, with the largest number of households. There is also a relatively small student population in Scarborough.

Table 11.5 Number of HMOs by former authority, 2021

Geography	Total	% of North Yorkshire HMOs	% of Yorkshire and the Humber HMOs	Number of households in the area	% of households in the area
Craven	16	6.1%	0.12%	26,069	0.06%
Hambleton	19	7.3%	0.14%	40,802	0.05%
Harrogate	103	39.3%	0.76%	71,169	0.14%
Richmondshire	20	7.6%	0.15%	20,944	0.10%
Ryedale	15	5.7%	0.11%	24,714	0.06%
Scarborough	70	26.7%	0.51%	51,123	0.14%
Selby	16	6.1%	0.12%	39,560	0.04%
North Yorkshire	262	100%	1.93%	274,381	0.10%

Source: Census 2021

11.46 Data provided by the Council provides an accurate depiction of where the licensed HMOs in North Yorkshire are located (aside from Richmondshire where data is not available).

11.47 Although incomplete this data suggests a higher number of HMOs in the County than the Census. Although the actual number of licences HMOs is smaller.

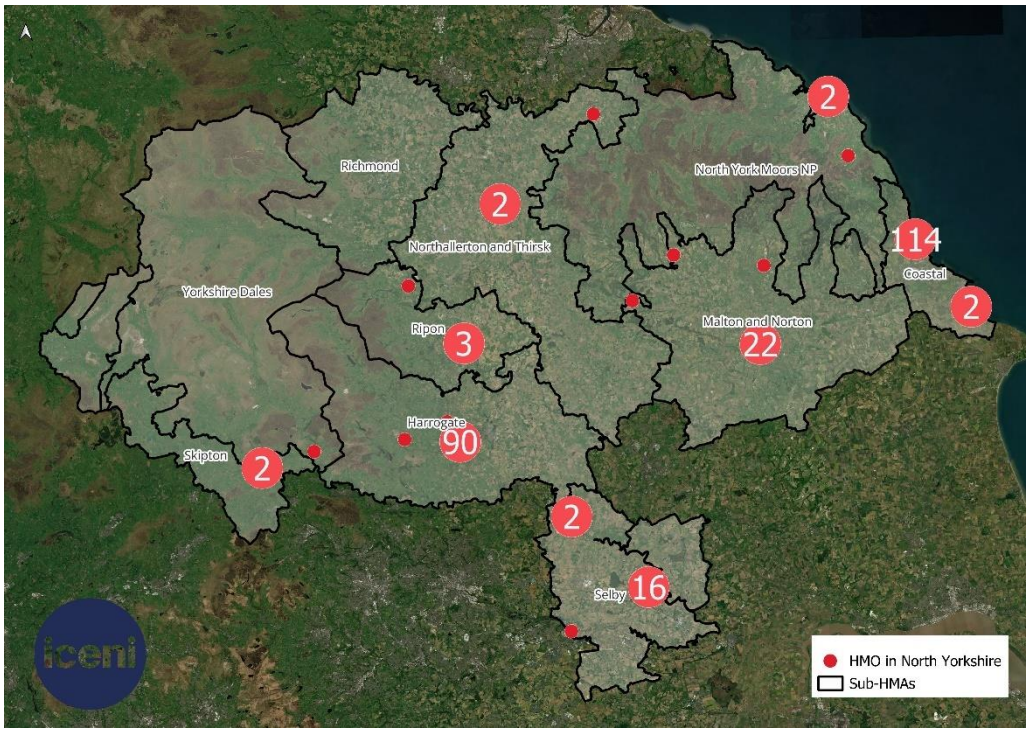
Table 11.6 Number of HMOs by former authority, 2023

	Estimates of HMOs	Estimate of Licensable HMOs	Actual Licenced HMOs
Craven	35	3	3
Hambleton	39	3	3
Harrogate	600	87	72
Richmondshire	30		
Ryedale	90	25	21
Scarborough	750	100	93
Selby	120		
North Yorkshire	1,664	218	192

Source: Local Authority Housing Statistics 2021

11.48 The map below illustrates the clustering of licensed HMOs in North Yorkshire. As shown, as well as Scarborough and Harrogate, there are smaller clusters in Malton and Norton and Selby sub-HMAs.

Figure 11.5 Houses in Multiple Occupation in North Yorkshire sub-HMAs



Source: North Yorkshire Council

11.49 The map below shows the location of HMOs in Scarborough. There is a fairly even distribution across the town of Scarborough although there is some clustering along Castle and Victoria Roads particularly around the train station.

Figure 11.6 Licensed HMOs within the Scarborough cluster



Source: North Yorkshire Council

11.50 A similar mapping exercise has also been completed in Harrogate as shown by the map below. Again, these are fairly spread out across the town but with some clustering to the north of the Town Centre.

Figure 11.7 Licensed HMOs within the Harrogate cluster



Source: North Yorkshire Council

Policy response

11.51 The Scarborough Houses in Multiple Occupation SPD sets out the former Council's approach to determining planning applications relating to Houses in Multiple Occupation (HMOs). The SPD recognises the role of HMOs stating:

> *"The private rented housing market in Scarborough Borough is complex, and there is a diverse demand for flexible housing. HMOs are occupied by a wide range of the population including young professionals, students and those on housing benefit. HMOs therefore have an important role to play in Scarborough's economy".*

11.52 The document provides a supplementary criteria-based policy and guidance that sets out the criteria required for the Council to support HMO development, which includes:

- Proposals not resulting in more than 10% of residential properties within a 100m radius of the site
- Proposals not resulting in there being two or more adjacent HMOs
- Proposals not resulting in “sandwiching” of other residential or visitor properties between two HMOs
- Proposals not resulting in there being four or more HMOs within a 200m stretch of a street.
- Proposals not having adverse impacts on the amenity of nearby properties.

11.53 It is recommended that the Council considers incorporating this policy into the emerging Local Plan, to apply to the urban areas of Scarborough and Harrogate at a minimum.

11.54 The use of an Article 4 direction can be used to remove national permitted development rights for the conversion of single dwellings into a small HMO (3 beds or less) where necessary to protect the local amenity or well-being of an area. However, this would need to apply to the smallest geographical area possible. This is set out in paragraphs 53 and 54 of the NPPF.

11.55 A blanket Article 4 approach is therefore not recommended to control HMO development in North Yorkshire or any of the sub-HMAs. If there is sufficient evidence of harm to amenity and well-being arising from HMO development in concentrated areas, of Scarborough and Harrogate in particular, there may be scope to bring in a limited Article 4 area to prevent further permitted development of small HMOs.

11.56 However, we recommend that the Council conduct a further assessment in order to determine this fully. This assessment could use the adopted SPD policy criteria as a starting point.

Engagement with Local Agents

11.57 To inform this report Iceni engaged with letting agents across North Yorkshire to get a better understanding of the lettings market from their perspective. This included engagement with:

- Carter Jonas, Regent House, 13-15 Albert Street Harrogate
- Rounthwaite & Woodhead, 53 Market Pl, Malton
- Irvings, 21 Market Place, Richmond
- Irvings, 52 Richmond Road, Catterick Garrison
- Davis Lund, 5a Kirkgate, Ripon
- Hunters, 23 Finkle Street, Selby
- Hunters, 1 High Street, Skipton
- Northallerton Estate Agency, 143 High St, Northallerton
- Robin Jessop, 4 North End, Bedale
- Robin Jessop, Marwood House, Railway Street, Leyburn
- Liam Darrell Estate Agents, Lower Clarke St, Scarborough
- Hunters, 33 Huntriss Row, Scarborough
- Astins, 47 Flowergate, Whitby
- Linley and Simpson (formerly Joplings), 19 Market Place, Thirsk
- CPH Property Services, St.Thomas Street, Scarborough
- Rounthwaite and Woodhead, Market Place, Kirkbymoorside

11.58 This information is provided anecdotally and is from the view of the agents. This might mean it contradicts data set out elsewhere in this report and may only reflect the part of the market in which they operate.

Coastal

11.59 The agents reported that many landlords are selling up in Scarborough and very few are buying to rent to replenish the PRS stock. They warned that there are going to be a lot of tenants without homes and more council homes need to be built to address this.

11.60 They noted that due to the low-wage economy, many people cannot afford to buy in the area, so there is an increased demand for rental properties. There is not considered to be enough rental properties to service demand.

11.61 The lack of supply has also pushed up the cost of rental property in Scarborough, although the agent in Whitby suggested that rent prices have slightly decreased in the last year. Landlords are now trying to reduce costs by managing properties themselves.

11.62 The agents also noted that some of the former PRS stock in Scarborough and Whitby is now being used for short-term lets (Airbnb's etc.) and as second holiday homes for those visiting for a weekend/week. One agent suggested this is only going to grow in popularity.

11.63 However, a further agent has stated that the holiday home/short-term let market is not as strong as in previous years, and many holiday companies are giving notice and returning to assured shorthold tenancy leases. Therefore, the position is unclear and should be monitored

11.64 There is also demand for rental properties from people moving to the area because they can work from home, so they choose to relocate to the coast, nearer to their families and/or at lower rental values than other areas.

11.65 There is also a strong demand from NHS workers and from staff of large employers such as Kingspan, McCains, and Schneider Electric. The demand from those working at the potash mine has fallen away over the last year.

Harrogate

11.66 The agents in Harrogate said that rents have increased in the last year due to an imbalance in supply and demand. This was driven by fewer properties becoming available to rent as people cannot afford to buy so remain in their rental homes for longer and landlords are also selling up

11.67 The agent suggested that the rental market in Harrogate tends to locals renting rather than incomers. The town also has a large buy-to-rent market due to lower house prices than the surrounding areas.

Malton and Norton

11.68 It was reported that fewer homes have been listed to rent than in the previous year and rents have on average risen. This is likely due to the market uncertainty and unaffordability of buying in the area.

11.69 The agents said that there tend to be more people moving into the area to rent than locals. Those moving to the area do so from all over the country.

11.70 Tenancy lengths typically run for many years as people cannot afford to transition to the buyer's market. The greatest demand in the area is for larger-family homes.

Richmond and Catterick

11.71 The market for renting properties has currently increased along with the price of rentals, due to more people moving into the area and an increase of house prices.

11.72 The lettings market in Richmondshire tends to be split fairly evenly between those moving to the area and those already local. In both cases, this is a result of being priced out of the purchase market or they cannot raise a deposit.

11.73 The agents noted that the length of time a tenant is renting in Richmondshire is increasing and they expect this to continue as affordability worsens.

Ripon

11.74 Agents in Ripon reported that rent has decreased slightly in the last year, due to a minor reduction in demand and a similar level of properties have become available for rent.

11.75 They reported that the lettings market in Ripon tends to be dominated by local demand and is fairly wide-ranging. This includes households

that cannot afford to buy or raise a deposit as well as others that are waiting for the market to settle.

11.76 There is a need for more family housing to rent in Ripon to help meet the demand.

11.77 There is also a buy-to-rent market, however, the future of this is uncertain given increased interest rates and legislation.

Selby

11.78 Fewer homes have been listed to rent and despite this, rental prices have fallen very slightly in the last year. The agent suggested that this may be due to the increasing number of homes listed for sale.

11.79 The rental market is split between people moving into the area from all over the country to work and locals continuing to rent.

11.80 The agents suggested that the greatest demand is for flats from young workers and retirees seeking to downsize. They also noted a demand for family houses.

11.81 The agents also reported the tenancy length have increased as people cannot afford to buy at the moment due to high interest rates.

11.82 Separately it was reported that some employees, particularly in Sherburn in Elmet were finding it difficult to recruit staff due to the lack of available labour.

Skipton

11.83 Rents in Skipton have decreased in the last year and fewer rental properties are coming to the market. This is likely to be due to a combination of more people renting for longer but house prices to buy starting to regulate.

11.84 Demand is split evenly between locals renting and people relocating to the town. The agents suggested that they do so from all over the country and it is often younger families who can work from home.

11.85 The agents noted that the purchase market is unpredictable, and the rental market could change if the cost to buy decreases as more people could afford to buy.

Northallerton and Thirsk

11.86 The agents noted that rental prices have not changed significantly over the last year, but that they were uncertain about how the prices will change in the near future.

11.87 They noted that many local people are still being forced into renting a home as they cannot afford to buy or put down a deposit on a house. This is despite many households renting for a considerable amount of time.

11.88 The agents highlighted a market for buy-to-let in Northallerton and this is for a mix of units including smaller homes, which may replenish the PRS stock.

11.89 In Thirsk, the lettings market is considered more active than the sales market, with comparatively more enquiries. The profile of tenants is mixed, with people moving generally for work purposes. First time renters are typically from in and around the Thirsk area.

11.90 The agent in Thirsk considered that a lot of landlords in the area are currently selling back to the market, as mortgage rates are not feasible for letting anymore, and there is not a lot of investor activity in the area.

11.91 This is an issue due to the already high demand for rental properties from tenants and the agent considers there to be a gap in the market. The outlook is that this situation will continue in the area.

North York Moors National Park

11.92 The market for renting in the North York Moors National Park is much smaller than in other areas of North Yorkshire. This is mostly driven by those who cannot afford to buy.

11.93 As noted by one agent, many landlords in the North York Moors area have become landlords ‘by default’ (i.e. through inheritance), and where there is a gap in the tenancy there is a trend of selling the property back to the market.

11.94 This has been exacerbated by new tenancy laws, and this is happening with larger investors also. One agent stated that they have not sold to a buy-to-let investor for more than a few months in the North York Moors.

11.95 The number of landlords is therefore falling, and this is an issue as there is a high demand from people looking to rent as illustrated by the 20 – 30 people enquiring for each new listing.

11.96 Agents considered that tenants in North York Moors are mostly local, but there is also a current dynamic of tenants moving from further afield.

11.97 There is a trend of potential tenants broadening their search from nearby areas such as Scarborough and Whitby and even areas further afield, such as York, due to pressures in those local markets.

Yorkshire Dales National Park

11.98 In the Yorkshire Dales National Parks rents have decreased in the last year has decreased and a similar number of properties have become available for rent.

11.99 The agent believes the fall in rent is for multiple reasons but mainly due to house prices falling and therefore more people buying homes rather than renting.

11.100 The rental market tends to be locals many of whom have rented for a long time and still cannot afford to buy a house but still want to stay living in the area.

PRS - Summary

11.101 In 2024, overall median rental costs were £695 per calendar month. Rental prices are generally higher than the regional median (£650) but remain below the national average (£850).

11.102 Rental costs increased by 40% between 2013/14 and 2022/23. This growth is higher than the regional trend indicating a strong rental market.

11.103 Between 2011 and 2021, the number of households privately renting in North Yorkshire grew by 19%.

11.104 Single-person households are over-represented in PRS, comprising 31% of private rented households but only 14% of all households.

11.105 North Yorkshire's private rental stock has a greater proportion of three- and four-bedroom homes compared to national averages.

11.106 At around 260 units as of 2021, HMOs make up a very small share of North Yorkshire’s housing stock (2%).

12. Second Home Ownership and Short Term Lets

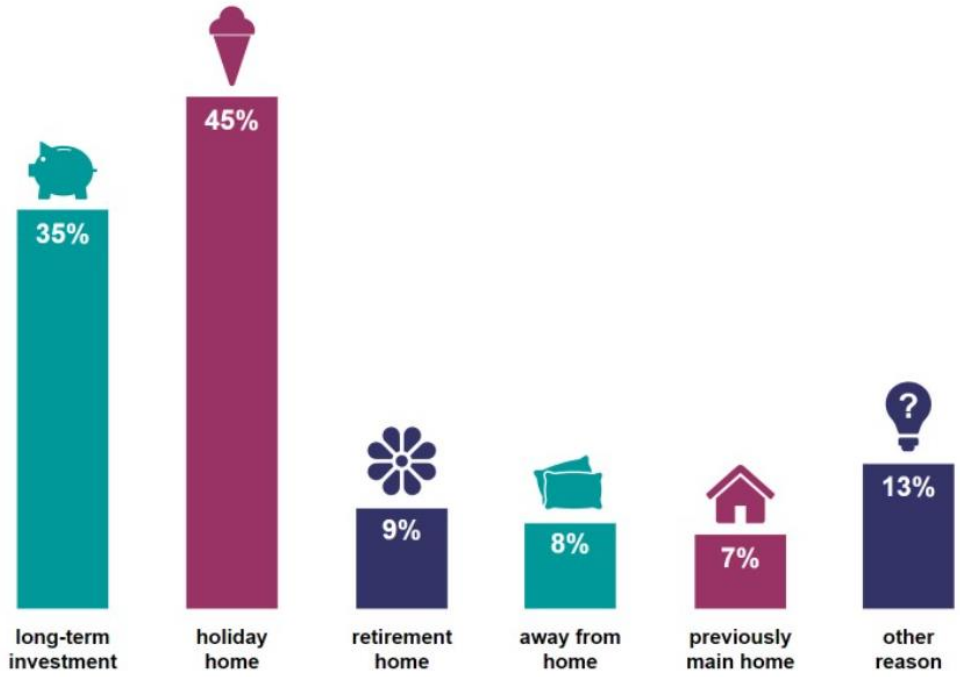
12.1 This section of the report examines the extent of second home ownership and holiday lets in North Yorkshire. It also examines potential planning policy responses to the management of the quantity of these homes.

12.2 While the provision of second homes is a natural response to an attractive location, particularly those areas which have a tourist economy, it can also have drawbacks. This includes increased demand for housing which can push up prices and make housing more unaffordable to local residents. This in itself can impact the local economy and its ability to attract and retain staff.

12.3 A Second Home, for the purposes of this report, is defined as a property that is not the owner's sole or main residence. The English Housing Survey[25] 2021-22 identified reasons for having a second home, these are illustrated in the figure below.

[25] https://www.gov.uk/government/statistics/english-housing-survey-2021-to-2022-second-homes-fact-sheet/english-housing-survey-2021-to-2022-second-homes-fact-sheet

Figure 12.1 Reason for Second Home



Source: MHCLG, English Housing Survey

12.4 As shown, around 80% of all second homes are either holiday homes (45%) or investment opportunities (buy to let) (35%). This equated to 809,000 second homes owned by English residents, which was an increase of 13% or 100,000 since 2011.

12.5 However, a significant proportion of holiday homes are outside the UK, with only 60% of those with a second home having one in the UK (482,000). This is also an increase from 48% in 2011, meaning that the UK is increasingly attractive for those seeking a second home.

12.6 The English Housing Survey also profiles those with a second home. This indicates that 58% of those with a second home were aged over 55. Around 78% of second home owners were owner occupiers of their main residence, while 46% were in the highest income quartile are working and 27% are retired. Only 8% have more than two properties. Couples with no dependent children are the most likely to be owner occupiers (54% of second home owners were this type).

12.7 As well as occupying second homes as a holiday home, many are also rented out either wholly or at times as holiday homes or short-term rentals for others to use. This is now typically through websites such as Airbnb or Vrbo.

12.8 A second home that is frequently occupied can bring economic benefits to the community, however, those that are unused for much of the year provide little or no benefit to the local community. It is also important to ensure that the existing supply is used better without undermining the role of tourism in some rural areas such as the National Parks.

12.9 It is also the case that large numbers of second homes and holiday lets can reduce the availability of long-term private rental housing and help drive up house prices through increased competition. This was indicated to us from the Council and National Park authorities where local businesses have noted a difficulty in recruiting staff due to high rental costs.

12.10 A high number of second homes, particularly if unoccupied for much of the year, can also have an adverse impact on local communities and the sustainability of local facilities. If not well managed, short term holiday lets can also lead to issues with anti-social behaviour.

Availability of Data

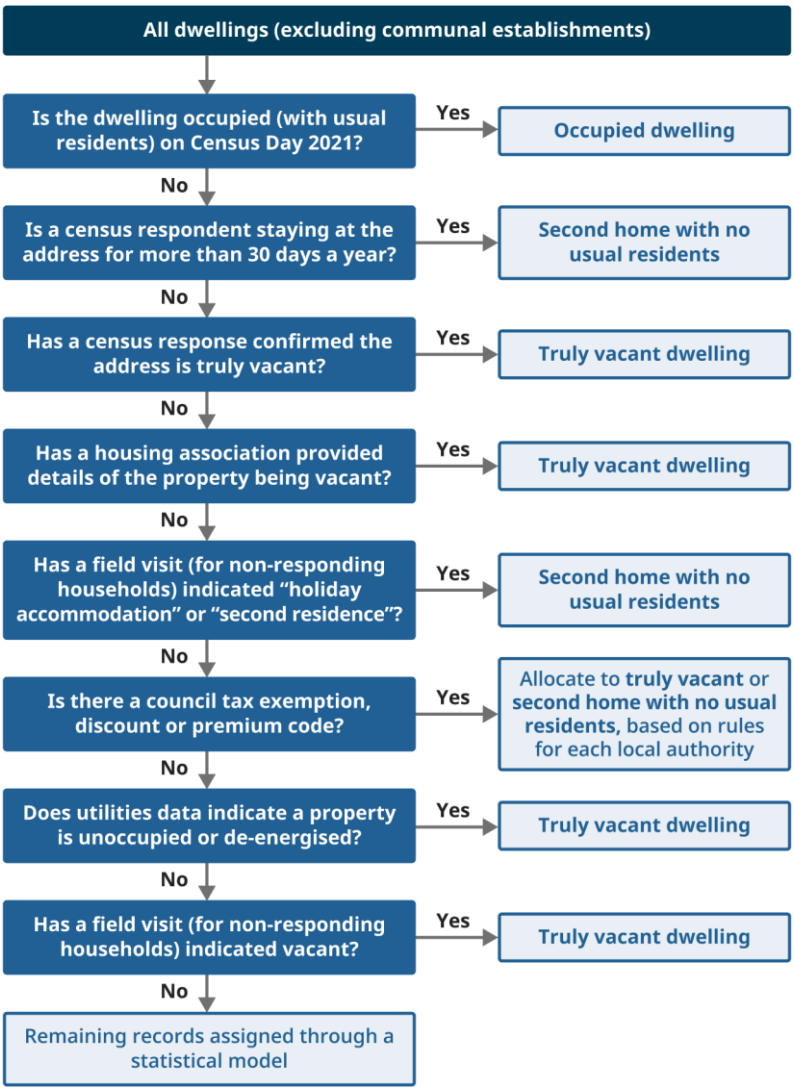
12.11 There is no single dataset which accurately identifies the number of second homes in a local area. A number of data sets need to be interrogated in order to establish the likely number and location of second homes. Census data and council tax data are commonly used, as well as published data on short-term rentals from websites such as AirDNA.com. However, these data sources are not without limitations which will be addressed in turn in the sections below.

Second Homes as Holiday Homes

12.12 The 2021 Census goes through a rigorous process of identifying second homes which is illustrated in the flow chart below. As shown,

those determined as second homes include homes which have no usual residents but are occupied more than 30 days per annum or where it is determined through a field visit that the property is a second residence or holiday home. Arguably, it does not capture all holiday homes, as it does not capture those second addresses that are stayed at as a holiday home for less than 30 days a year unless they are visited.

Figure 12.2 Census Process for Determining Truly Vacant Dwellings and Second Homes with no usual residents



Source: ONS, Census 2021

12.13 From this Census dataset, there are 4,360 second homes in North Yorkshire. This equates to 1.5% of the almost 300,000 homes in the County. This compares to 0.8% across the Yorkshire and Humber region and 0.6% nationally.

12.14 Whilst the dataset does not capture all holiday homes, at less than 2% of all stock this would suggest any impact on the overall North Yorkshire housing market is minor and would have very limited impact on the supply of family homes although there will be more localised impacts.

12.15 The slight majority of second homes in North Yorkshire lie within the former Scarborough local authority area (51%), with Craven (11%) and Richmondshire (14%) contributing around a quarter between them, and Ryedale a further 10%.

12.16 However, even in former Scarborough borough, the census data suggests that the number of second homes is still less than 4% of the dwelling stock.

Table 12.1 Dwellings used as a second home (2021)

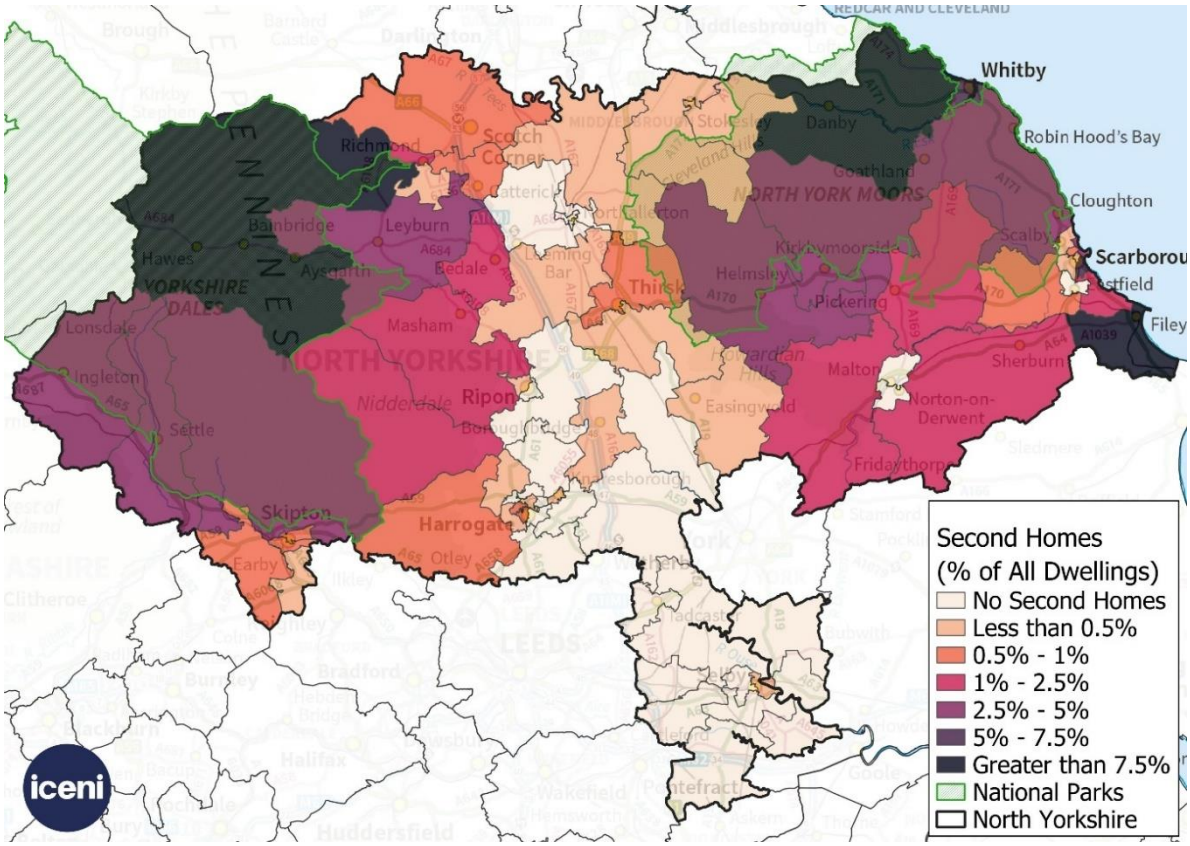
	Dwellings	Second Homes	% Second Homes	% Second Homes in North Yorkshire
Craven	28,673	495	1.7%	11.4%
Hambleton	43,574	170	0.4%	3.9%
Harrogate	75,386	300	0.4%	6.9%
Richmondshire	23,610	590	2.5%	13.5%
Ryedale	27,368	420	1.5%	9.6%
Scarborough	59,346	2,345	4.0%	53.8%
Selby	41,179	40	0.1%	0.9%
North Yorkshire	299,136	4,360	1.5%	100%
Yorkshire and The Humber	2,477,946	19,335	0.8%	
England	24,927,591	154,970	0.6%	

Source: ONS, Census 2021

12.17 Census data can be used to drill into smaller geographies as the map below shows there is a clear correlation between second homes and the National Parks, although the coastal areas along the former

Scarborough Borough have pockets of very high rates of second home ownership.

Figure 12.3 : % of Dwellings used as a second home by MSOA (2021)



Source: ONS, Census 2021

12.18 More specifically there is a very high concentrations of second homes in LSOAs representing the Filey Old Town and Beachfront (20%). Elsewhere in the County the highest rates of second homes can be found in Whitby[26] (in town and to the North of town in the North York Moors National Park including Sandsend), the areas around

[26] This is based on Census data and available output areas, and it is noted that locally derived evidence from 2021 identified Sandsend (Lythe parish) and Whitby parish as having very high levels of second homes/holiday lets with figures in the region of 38% and 20% respectively based on Council Tax and Business Rate records.

Scarborough Esplanade and South Cliff, in the Yorkshire Dales around Wensleydale and Swaledale (all above 10%).

12.19 In larger urban centres such as Scarborough these numbers across an LSOA or ward are unlikely to cause any sustainability issues for local services. However, there may be smaller areas within individual wards where there are higher levels of second home ownership which might give rise to some issues.

12.20 This would include towns such as Filey and Whitby and in large rural areas such as Swaledale and Wensleydale. These are all likely to be attractive areas for second homes as well as holiday homes or holiday lets.

Profile of Second Homes

12.21 The Census data also profiles the types of homes which are being used as second homes. This shows that the majority of second homes in the county are either flats or terraced properties, despite the fact that these typologies are the least common in North Yorkshire. This would align with the hotspots of Filey and Scarborough seafront.

12.22 Despite being the most common type of home in North Yorkshire, detached homes (33%) only comprise 19% of second homes. This might be due to the fact that many people seeking second homes either do so in urban areas where such properties are scarce or do not need larger homes because of their household composition.

Table 12.2 Second homes by accommodation type (2021)

Area Name	Detached	Semi-Detached	Terraced	Flat	Caravan	Total
Craven	80	70	220	60	65	495
Hambleton	50	35	55	20	10	170
Harrogate	60	35	70	110	25	300
Richmondshire	190	145	185	35	30	585
Ryedale	125	80	175	30	10	420
Scarborough	315	290	585	1,125	40	2,355
Selby	20	15	0	10	0	45
North Yorkshire	840	670	1,290	1,390	180	4,370
% NY Second Homes	19.2%	15.3%	29.5%	31.8%	4.1%	100.0%

Source: ONS, Census 2021

12.23 For similar reasons, the majority of second homes are 2 and 3-bedrooms homes. This would suggest that the target market for second home owners is likely to be similar to that of young families and also downsizers. This increased competition is likely to drive up prices in areas where there is a demand for second homes.

Table 12.3 Second homes by number of bedrooms (2021)

Area Name	1 Bedroom	2 Bedrooms	3 Bedrooms	4+ Bedrooms	Missing	Total
Craven	35	160	125	40	135	495
Hambleton	10	60	40	25	35	170
Harrogate	35	110	65	35	55	300
Richmondshire	40	200	165	65	120	590
Ryedale	20	165	115	45	75	420
Scarborough	290	1,085	480	225	265	2,345
Selby	0	15	15	10	0	40
North Yorkshire	430	1,795	1,005	445	685	4,360
% NY Second Homes	9.9%	41.2%	23.1%	10.2%	15.7%	100.0%

Source: ONS, Census 2021

Council Tax Data

12.24 Another assessment of the potential number of second homes in the county can be taken from Council Tax data. This data is only provided for North Yorkshire but is more recent than the census data. The data

suggests that there are approximately 8,572 second homes in the County as of October 2024, or 2.8% of all rated dwellings. This compares to 1.1% nationally, showing an above-average level of demand for second homes in North Yorkshire.

12.25 The Council Tax data is also around double the number declared in the Census, although things have moved on three years and the data is collected in different ways and have different definitions. The Council Tax definition is only for those homes which are furnished but not occupied as anyone's main home. This means it may include short-term lets, which are rented out for less than 140 days per year.

Table 12.4 Council Tax Second Home (October 2024)

	North Yorkshire	England
Total on Valuations List	305,295	25,675,421
Total Exempt Dwellings	9,226	747,958
Second Homes	8,572	279,870
% Second Homes	**2.8%**	**1.1%**

Source: Council Taxbase, 2024

12.26 In absolute terms the number of second homes in North Yorkshire has increased by 721 in the ten years between 2014 and 2024. This represents a growth of around 9%, although the number of vacant homes as a percentage of all rated dwellings has not changed (2.8%). The growth in North Yorkshire is also less than that seen nationally 11.3%.

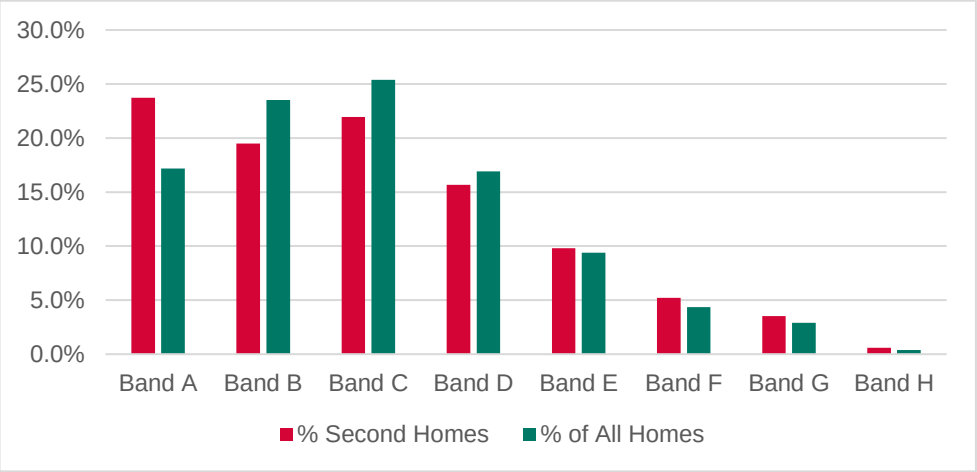
Table 12.5 Change in Second Homes - 2014-2024

	North Yorkshire	England
Second Homes 2024	8,572	279,870
Second Homes 2014	7,851	251,518
% Second Homes 2014	**2.8%**	**1.1%**
Change (2014-24)	721	28,352
% Change (2014-24)	9%	11.3%

Source: Council Taxbase, 2024

12.27 The Council Taxbase data also provides data on the number of second homes by Tax Band. This shows that there is a slight disproportionately low number of second homes in low to mid values B and C, although these are still very common and a high number in Band A which are the lowest value properties. This again suggests that the second home market is competing with first time buyers at the lower end of the market.

Figure 12.4 : Council Tax Second Home by Band (October 2024)



Source: Council Taxbase, 2024

12.28 There will also be former residential premises now operating as business premises (short term lets) that will no longer be picked up by the Council Tax data but may well be shown in Business Rates data. The loss of such premises will also impact on the supply of residential dwellings, although we did not have access to this data to quantify it.

Short-term Rental Data

12.29 The short-term rental data analysis company AirDNA[27] provides a snapshot of short-term lets in the County on Airbnb and Vrbo but not all listing websites and as such it can vary considerably.

[27] https://www.airdna.com

12.30 This shows that there are two markets operating in North Yorkshire as defined by the company (Scarborough and West Yorkshire28). Between these markets there are just over 13,000 total active listings of which around 1/3 are in Scarborough which would be slightly higher if York listings were excluded.

12.31 It is likely that some of the homes termed as second homes are not exclusively used by their owner who may at times list them as short-term rents. As such it is not clear to what degree there is overlap between the figures.

Table 12.6 Short Term Rental Data by Market Area (2025)

AirDNA Market Area	Total Active Listings	Occupancy	Revenue	Average Daily Rate
Scarborough*	4,495	62%	£37,200	£196
West Yorkshire	8,589	63%	£36,800	£193

Source: AirDNA.Com *loosely the former Scarborough borough

12.32 The AirDNA website also provides data on occupancy and revenue, which are similar across both markets. Around 62% of short-term lets are occupied. This generates an average revenue of around £37,000 per home per annum, based on an average daily rate of just over £190 per day.

12.33 The previous government set out its intention[29] to introduce a registration scheme for short-term lets in 2024 and provide a framework for this to be introduced through secondary legislation through the Levelling Up and Regeneration Act.

12.34 The government noted that “Short-term lets are an integral part of the UK’s visitor accommodation offer… (but that) the growth in short-term

[28] Although called West Yorkshire it doesn’t actually cover any part of West Yorkshire it actually covers North Yorkshire outside the former Scarborough local authority and York.

[29] https://www.gov.uk/guidance/delivering-a-registration-scheme-for-short-term-lets

lets has brought challenges, such as difficulty monitoring compliance with existing health and safety regulations, and the impact on the availability and affordability of homes in areas with higher numbers of short-term lets."

12.35 The government noted that the "light touch" registration scheme "will give all local authorities the information they need to identify short-term lets in their area and help them address community and housing impacts.". They also stated that they would "separately be introducing planning measures to provide local areas with more control over the future growth of short-term lets." This would include a new use class and associated PDR rights. However, due to the election these changes were never enacted.

12.36 The new Labour government have also failed to enact any policy to date; however it has indicated[30] that they "are considering what additional powers we might give to local authorities to enable them to better respond to the pressures they face as a result of the excessive concentrations of short-term lets and holiday homes.

Impact on Services

12.37 As mentioned previously, in rural areas or coastal villages with high levels of second home ownership there is a risk of services such as schools closing due to there being fewer locals using the area as a principal residence.

12.38 It has been sought to assess whether this might be an issue in Filey, Wensleydale and Swaledale, where the LSOA have at least 10% second homes, although the primary schools in Filey are outside of this area. School rolls in these areas have been examined to see if a

[30] https://www.landlordtoday.co.uk/breaking-news/2024/11/labour-pledges-stricter-clampdown-on-airbnb-style-short-lets/

concentration of second homes might be reducing the number of children attending schools in those areas.

12.39 It is difficult to conclusively identify any impact, as across the County the number of children (-2.4% between 2013-2023) and households with dependent children has been falling (-3.8% between 2011 and 2021). In 2021 there were 65,365 households with dependent children (24% of households) this compares to 67,992 on 2011 (26%).

12.40 Furthermore, the schools show varying impacts with West Burton CofE Primary Schools showing a very large fall (-61% since 2010/11). However. Filey Junior School (+9%) and Gunnerside Methodist Primary School (+44%) both showed an increase. The CofE Primary School opened in 2017 which suggests some growth. The Filey schools are close to capacity, but the rural schools are not at 50% capacity.

12.41 In Whitby, the situation is slightly different in that Eskdale school closed in 2024 and the newly merged high school (Whitby School) does not have any historic data, although Department for Education statistics state that it is still below capacity.

12.42 There are 7 primary schools within three miles of Whitby, although only four of these have trend data. These show that two of the schools (East Whitby and Ruswarp) had a declining school roll but the other two (Slieghts and Hawsker Cum Stainsacre) it is increasing.

12.43 There are also wider issues with fertility rates falling. ONS data shows that across England and Wales the number of children per woman in 2012 was around 1.95 and fell to 1.6 in 2020 meaning that it will be almost inevitable that the number of school age children will also fall. Although national fertility rates have shown a recent increase to 1.7 children per woman in 2021.

12.44 In North Yorkshire, the number of children per woman has always been around the national average with the exception of the former Hambleton area which is below average (1.45 Children per woman). This

represents a trend of significantly falling rates as it was 2.16 children per woman in 2012. Richmondshire was also historically above the national average and is now in line with it.

12.45 The analysis indicates that there are a range of factors that can lead to falling school rolls. There is no clear evidence that the level of second homes is causing such impacts in North Yorkshire. It appears likely that any impact from second homes would be relatively localised and diluted in the Coastal area by the wider settlements. However, in the rural areas, particularly the National Parks, increasing levels of second homes do risk the long-term sustainability of smaller settlements.

Policy Response

12.46 The analysis of available data indicates several areas with a particularly high concentration of second homes, including the urban areas of Filey, Whitby, and Scarborough, as well as specific parts of both National Parks.

12.47 It appears there is only a limited correlation between second-home ownership and the sustainability of local services in these towns, partly due to the broader range of services available and the fact that certain neighbourhoods within the larger settlements do not generate a substantial number of second homes.

12.48 It is recommended that the Council and National Park Authorities continue to monitor the situation through Council Tax returns and undertake further analysis of second-home and short-term let data on a finer grain (and potentially through business rates), to inform policy options in these areas.

12.49 The previous government proposed establishing a register of short-term holiday lets to address their increasing prevalence; however, this was never implemented. The current government has restated a commitment to introducing such a register, which would provide the

Council with more precise information on the scale and location of short-term lets in the County, if and when it is introduced.

12.50 Several policy measures could be employed to mitigate rising levels of second-home ownership. For instance, some areas (including the North York Moors National Park) have introduced planning policies aimed at second homes, commonly referred to as a “Principal Residence Policy.” These policies stipulate that any new dwellings must be used as the primary residence of those purchasing the property.

12.51 This type of policy is typically introduced in very small rural or coastal communities, usually through Neighbourhood Plans. There are no known large urban areas that have adopted such a policy, and in the North York Moors National Park, it only applies to housing outside the larger settlements.

12.52 The policy is enforced through a planning condition or a Section 106 agreement when granting planning permission, and as it applies exclusively to new-build housing, its overall impact on the existing housing stock is limited. Nonetheless, these restrictions can be placed in perpetuity and would need to be enforced by the Council.

12.53 The North York Moors National Park Authority (NYMNPA) suggests that, in addition to improving access to housing, properties subject to a local occupancy condition experience a reduction in market value of approximately 20–25%, while homes designated as Principal Residence housing are reduced by around 5%.

12.54 The latter of these can help to improve affordability to a lesser extent but can have unintended consequences on the wider delivery of affordable housing by impacting the viability of schemes.

12.55 Such a policy does not apply to existing housing stock, including current second homes, therefore it does not prevent the purchase of existing homes for use as second homes. Given that new-build housing only constitutes a small proportion of the total dwelling stock, its effect on

second-home ownership and housing affordability in urban areas is likely to remain limited.

12.56 A Principal Residence Policy is commonly applied at parish, neighbourhood, or ward level where around 20% of homes are used as second residences. This is because 20% is widely regarded as the threshold at which communities may become socially unviable. In the context of North Yorkshire this would only be applied to the Filey Old Town and beachfront area.

12.57 However, the Council has confirmed that the comprehensive assessment of second homes and holiday lets in 2021 in the former Scarborough Borough also showed that Whitby and Lythe Parish had very high levels of second homes and holiday lets (20% and 38% respectively)

12.58 As noted, there are other areas where over 10% of homes are either vacant or classed as second residences. It is recommended that these areas continue to be monitored through Council Tax data, to establish a more robust understanding of these rates. Further analysis will help inform the potential implementation of a Principal Residence Policy.

12.59 A further possible policy intervention would be to review Council Tax charges. Under Section 80 of the Levelling Up and Regeneration Act, the Council is permitted to apply a premium on second homes, and from April 2025 they will add a 100% premium to the Council Tax bill of any second home. This results in a 200% Council Tax charge, the maximum permitted under the legislation.

12.60 Analysis of short-term rental data suggests that over 13,000 entire homes in the County are currently used for short-term lets. This equates to approximately 4.3% of the County's 300,000 dwellings being unavailable for longer-term private rental.

12.61 Both the present and previous governments have indicated the potential introduction of a short-term let use class (C5), which could provide the

Council with greater scope to manage the loss of residential dwellings to short-term holiday lets. However, among a range of options, the previous government also consulted on whether changing a property from a C3 dwellinghouse to a C5 short-term let should be deemed permitted development.

12.62 If this change is introduced, the Council may wish to consider issuing an Article 4 Direction for selected parts of the County, removing this permitted development right. Such action would only be permissible in areas with clear evidence of a specific issue and, in line with existing guidance, should be targeted at the smallest feasible geographical area.

12.63 If a register of short-term lets is established, it would enable the Council to gather the necessary evidence to support an Article 4 Direction.

Second Homes - Summary

12.64 There is an above average level of second homes in the County and depending on the source of data there are between 4,000 and 8,000 second homes, some of which will contribute to the 13,000+ active holiday rental properties within York and North Yorkshire, which is around 4% of the total stock.

12.65 In some parts of the County second homes comprise up to 20% of all homes, with many others having more than 10%. In some of the more rural locations, this is not a sustainable position as local workers are being priced out of accommodation.

12.66 The Council could therefore consider a policy or policies which seek to limit second homes/holiday lets in new-build development in second-home hotpots. This could include Article 4 Directions to restrict the use of existing dwellings and principal residence policies, which restrict the use of new build homes.

13. Older Persons and those with a Disability

Introduction

13.1 This section studies the characteristics and housing needs of the older person population (over 65s) and the population with some form of disability. The two groups are taken together as there is a clear link between age and disability. It responds to Planning Practice Guidance on Housing for Older and Disabled People published by the Government in June 2019. It includes an assessment of the need for specialist accommodation for older people and the potential requirements for housing to be built to M4(2) and M4(3) housing technical standards (accessibility and wheelchair standards).

Older People

13.2 The table below provides baseline population data about older persons in North Yorkshire and compares this with other areas. The table shows the Council area has a notably older age structure than seen regionally or nationally with 26% of the population being aged 65 and over. The proportion of people aged 75 and over and 85 and over is also above equivalent figures for other areas.

Table 13.1 Older Persons Population, 2023

	North Yorkshire	Yorkshire/ Humber	England
Under 65	74.3%	81.3%	80.7%
65-74	12.9%	9.5%	9.9%
75-84	9.4%	6.7%	6.8%
85+	3.4%	2.5%	2.5%
Total	100.0%	100.0%	100.0%
Total 65+	25.7%	18.7%	19.3%
Total 75+	12.8%	9.2%	9.3%

Source: ONS

13.3 The table below shows the same data for sub-areas. This is based on the 2022 mid-year population estimates (MYE) and so is slightly different to the 2023 MYE as shown above. The analysis points to some variation in the proportion of older people, this being notably higher in the two National Park areas – Selby stands out as having the lowest proportion of people aged 65+.

Table 13.2 Older Persons Population, 2022 – sub-areas

	Under 65	65-74	75-84	85+	Total	Total 65+	Total 75+
Skipton	72.8%	14.0%	9.5%	3.7%	100.0%	27.2%	13.1%
Northallerton & Thirsk	72.5%	13.9%	10.0%	3.7%	100.0%	27.5%	13.6%
Harrogate	76.6%	11.7%	8.3%	3.4%	100.0%	23.4%	11.7%
Ripon	74.5%	12.3%	9.6%	3.6%	100.0%	25.5%	13.2%
Richmond	77.2%	12.0%	8.0%	2.8%	100.0%	22.8%	10.8%
Malton & Norton	72.6%	14.1%	9.7%	3.6%	100.0%	27.4%	13.3%
Coastal	72.6%	13.9%	9.9%	3.6%	100.0%	27.4%	13.5%
Selby	79.4%	11.1%	7.1%	2.4%	100.0%	20.6%	9.5%
NYM NP in NY	67.7%	17.6%	10.9%	3.8%	100.0%	32.3%	14.7%
YD in NY	67.2%	16.9%	11.8%	4.2%	100.0%	32.8%	15.9%
TOTAL NY	74.6%	13.0%	9.0%	3.4%	100.0%	25.4%	12.4%

Source: ONS, Population Estimates

Projected Future Change in the Population of Older People

13.4 Population projections can next be used to provide an indication of how the number of older persons might change in the future with the table below showing that North Yorkshire is projected to see a notable increase in the older person population. The projection linked to 5-year migration trends (2023-45) shows a projected increase in the population aged 65+ of around 36% - the population aged under 65 is in contrast projected to see a more modest increase (of 4%).

13.5 In total population terms, the projections show an increase in the population aged 65 and over of 58,300 people. This is against a backdrop of an overall increase of 78,600 – population growth of people aged 65 and over therefore accounts for 74% of the total projected population change.

Table 13.3 Projected Change in Population of Older Persons, 2023 to 2045 – North Yorkshire

	2023	2045	Change in population	% change
Under 65	466,490	486,792	20,302	4.4%
65-74	80,950	89,562	8,612	10.6%
75-84	58,751	87,863	29,112	49.6%
85+	21,438	41,977	20,539	95.8%
Total	627,629	706,194	78,565	12.5%
Total 65+	161,139	219,402	58,263	36.2%
Total 75+	80,189	129,840	49,651	61.9%

Source: Iceni/JGC - Demographic projections

Characteristics of Older Person Households

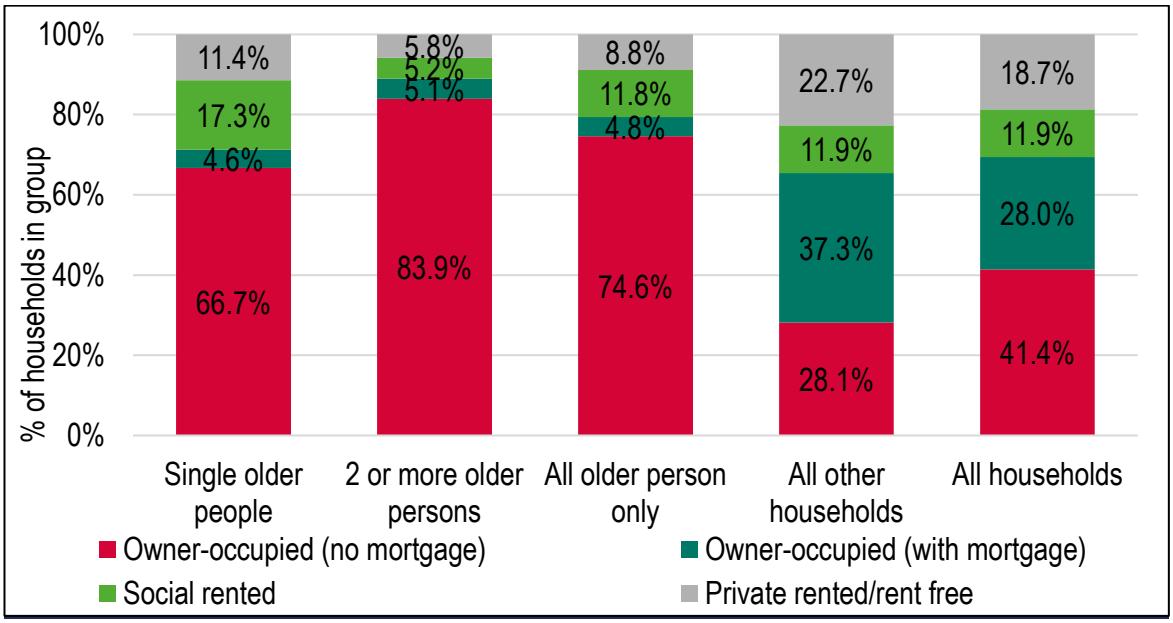
13.6 The figure below shows the tenure of older person households. The data has been split between single older person households and those with two or more older people (which will largely be couples).

13.7 The data shows that the majority of older persons households are owner occupiers (79% of older person households), and indeed most are owner occupiers with no mortgage and thus may have significant equity which can be put towards the purchase of a new home.

13.8 Some 12% of older persons households live in the social rented sector and the proportion of older person households living in the private rented sector is relatively low (about 9%).

13.9 There are also notable differences for different types of older person households with single older people having a lower level of owner-occupation than larger older person households – this group also has a much higher proportion living in the social rented sector.

Figure 13.1 : Tenure of Older Persons Households in North Yorkshire, 2021



Source: 2021 Census

13.10 The table below shows the tenure of older person households by sub-area (figures are for all older person households). This shows little difference between areas with a range from 77% of older persons being owner-occupiers in the Coastal cub-area, up to 83% in Harrogate. Figures for the proportions living in social and private rented housing also show relatively little variation across locations.

Table 13.4 Tenure of Older Persons Households in North Yorkshire, 2021 – sub-areas

	Owner-occupied (no mortgage)	Owner-occupied (with mortgage)	Social rented	Private rented	TOTAL
Skipton	74.3%	4.7%	12.0%	8.9%	100.0%
Northallerton & Thirsk	74.3%	4.9%	12.7%	8.1%	100.0%
Harrogate	77.6%	5.5%	9.5%	7.3%	100.0%
Ripon	74.1%	4.2%	12.6%	9.1%	100.0%
Richmond	72.3%	5.5%	12.2%	9.9%	100.0%
Malton & Norton	74.0%	3.7%	11.6%	10.7%	100.0%
Coastal	71.9%	4.7%	13.5%	9.9%	100.0%
Selby	74.8%	4.6%	13.6%	7.0%	100.0%
NYM NP in NY	76.0%	5.0%	8.0%	11.0%	100.0%
YD in NY	78.0%	4.3%	6.7%	11.0%	100.0%
TOTAL NY	74.6%	4.8%	11.8%	8.8%	100.0%

Source: 2021 Census

Disabilities

13.11 The table below shows the proportion of people who are considered as disabled under the definition within the 2010 Equality Act[31], drawn from

[31] The Census uses the same definition of disability as described in the Equality Act. This defines disability as a person with a physical or mental impairment that has a 'substantial' and 'long-term' negative effect on their ability to do normal daily activities.

2021 Census data, and the proportion of households where at least one person has a disability.

13.12 The data suggests that some 31% of households in the Council area contain someone with a disability. This figure is slightly lower than that seen across other areas. The figures for the population with a disability show similar patterns compared with other areas – some 18% of the population having a disability.

Table 13.5 Households and People with a Disability, 2021

	Households Containing Someone with a Disability		Population with a Disability	
	No.	%	No.	%
North Yorkshire	84,832	30.9%	107,986	17.5%
Yorkshire/Humber	786,454	33.7%	1,021,326	18.6%
England	7,507,886	32.0%	9,774,510	17.3%

Source: 2021 Census

13.13 The table below shows the same information for sub-areas; this shows a notably higher proportion of both population and households with a disability in the Coastal sub-area – there is relatively little difference between figures for other sub-areas.

Table 13.6 Households and People with a Disability, 2021 – sub-areas

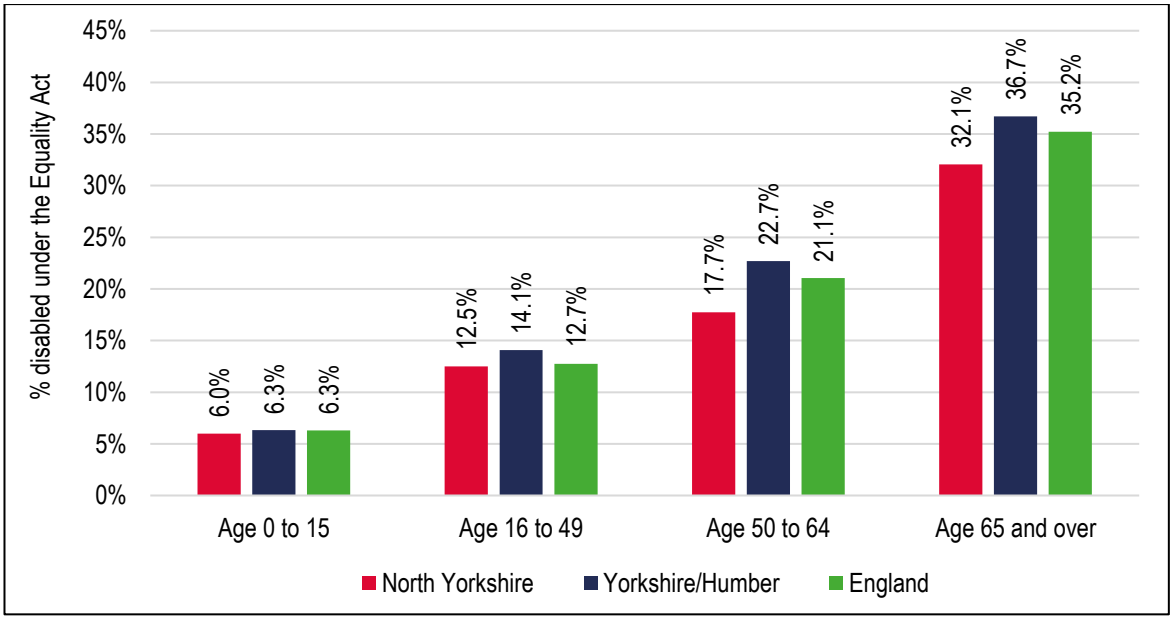
	Households Containing Someone with a Disability		Population with a Disability	
	No.	%	No.	%
Skipton	6,491	30.1%	8,157	17.3%
Northallerton & Thirsk	12,175	31.1%	15,142	17.4%
Harrogate	16,448	28.0%	21,065	15.7%
Ripon	3,649	29.4%	4,842	16.9%
Richmond	5,643	30.8%	7,171	16.2%
Malton & Norton	6,844	30.9%	8,592	17.5%
Coastal	16,875	36.6%	21,774	22.3%
Selby	11,860	30.0%	14,954	16.3%
NYM NP in NY	2,863	31.5%	3,676	18.2%
YD in NY	2,047	28.5%	2,524	16.4%
TOTAL NY	84,895	30.9%	107,897	17.5%

Source: 2021 Census

13.14 As noted, it is likely that the age profile will impact upon the numbers of people with a disability, as older people tend to be more likely to have a disability.

13.15 The figure below shows the age bands of people with a disability. It is clear from this analysis that those people in the oldest age bands are more likely to have a disability. The analysis also shows lower levels of disability in each age band within North Yorkshire when compared with the regional and national position.

Figure 13.2 : Population with Disability by Age



Source: 2021 Census

Health Related Population Projections

13.16 The incidence of a range of health conditions is an important component in understanding the potential need for care or support for a growing older population.

13.17 The analysis undertaken covers both younger and older age groups and draws on prevalence rates from the PANSI (Projecting Adult Needs and Service Information) and POPPI (Projecting Older People Population Information) websites. Adjustments have been made to take account of the age specific health/disabilities previously shown.

13.18 Of particular note are the large increases in the number of older people with dementia (increasing by 67% from 2023 to 2045 and mobility problems (up 54% over the same period).

13.19 Changes for younger age groups are smaller, reflecting the fact that projections are expecting older age groups to see the greatest proportional increases in population. When related back to the total projected change to the population, the increase of people aged 65+

with a mobility problem represents around 19% of total projected population growth.

Table 13.7 Projected Changes to Population with a Range of Disabilities – North Yorkshire

Disability	Age Range	2023	2045	Change	% Change
Dementia	65+	10,235	17,076	6,841	66.8%
Mobility problems	65+	26,921	41,561	14,639	54.4%
Autistic Spectrum Disorders	18-64	3,231	3,343	111	3.5%
	65+	1,385	1,886	500	36.1%
Learning Disabilities	15-64	8,415	8,736	321	3.8%
	65+	3,046	4,105	1,059	34.8%
Impaired mobility	16-64	20,900	20,422	-478	-2.3%

Source: POPPI/PANSI and Demographic Projections

13.20 Invariably, there will be a combination of those with disabilities and long-term health problems who continue to live at home with family, those who chose to live independently with the possibility of incorporating adaptations into their homes and those who choose to move into supported housing.

13.21 The projected change shown in the number of people with disabilities, coupled with the aging population and a desire to allow people to live in their own home for as long as possible provides clear evidence justifying delivering ‘accessible and adaptable’ homes as defined in Part M4(2) of Building Regulations, subject to viability and site suitability.

Need for Specialist Accommodation for Older People

13.22 Given the ageing population and higher levels of disability and health problems amongst older people, there is likely to be an increased requirement for specialist housing options moving forward. The box below shows the different types of older persons housing which are considered.

Definitions of Different Types of Older Persons' Accommodation

Age-restricted general market housing: This type of housing is generally for people aged 55 and over and the active elderly. It may include some shared amenities such as communal gardens but does not include support or care services.

Retirement living or sheltered housing (housing with support): This usually consists of purpose-built flats or bungalows with limited communal facilities such as a lounge, laundry room and guest room. It does not generally provide care services but provides some support to enable residents to live independently. This can include 24-hour on-site assistance (alarm) and a warden or house manager.

Extra care housing or housing-with-care (housing with care): This usually consists of purpose-built or adapted flats or bungalows with a medium to high level of care available if required, through an onsite care agency registered through the Care Quality Commission (CQC). Residents are able to live independently with 24-hour access to support services and staff, and meals are also available. There are often extensive communal areas, such as space to socialise or a wellbeing centre. In some cases, these developments are known as retirement communities or villages - the intention is for residents to benefit from varying levels of care as time progresses.

Residential care homes and nursing homes (care bedspaces): These have individual rooms within a residential building and provide a high level of care meeting all activities of daily living. They do not usually include support services for independent living. This type of housing can also include dementia care homes.

Source: Planning Practice Guidance [63-010]

13.23 The need for specialist housing for older persons is typically modelled by applying prevalence rates to current and projected population changes and considering the level of existing supply. There is no standard methodology for assessing the housing and care needs of older people.

13.24 The current and future demand for elderly care is influenced by a host of factors including the balance between demand and supply in any given area and social, political, regulatory and financial issues.

13.25 Additionally, the extent to which new homes are built to accessible and adaptable standards may over time have an impact on specialist demand (given that older people often want to remain at home rather than move to care) – this will need to be monitored.

13.26 There are a number of 'models' for considering older persons' needs, but they all essentially work in the same way. The model results are however particularly sensitive to the prevalence rates applied, which are typically calculated as a proportion of people aged over 75 who could be expected to live in different forms of specialist housing. Whilst the population aged 75 and over is used in the modelling, the estimates of need would include people of all ages.

13.27 Whilst there are no definitive rates, the PPG [63-004] notes that 'the future need for specialist accommodation for older people broken down by tenure and type (e.g. sheltered housing, extra care) may need to be assessed and can be obtained from a number of online tool kits provided by the sector, for example SHOP@ for Older People Analysis Tool)'.

13.28 The PPG does not specifically mention any other tools and therefore seems to be indicating that SHOP@ would be a good starting point for analysis. Since the PPG was published the Housing Learning and Information Network (Housing LIN) has removed the Shop@ online toolkit although the base rates used for analysis are known.

13.29 The SHOP@ tool was originally based on data in a 2008 report (More Choice Greater Voice) and in 2011 a further suggested set of rates was published (rates which were repeated in a 2012 publications). In 2016, Housing LIN published a review document which noted that the 2008 rates are 'outdated' but also noting that the rates from 2011/12 were 'not substantiated'. The 2016 review document therefore set out a series of proposals for new rates to be taken forward onto the Housing LIN website.

13.30 Whilst the 2016 review rates do not appear to have ever led to an update of the website, it does appear from reviewing work by Housing LIN over the past couple of years as if it is these rates which typically inform their own analysis (subject to evidence based localised adjustments).

13.31 For clarity, the table below shows the base prevalence rates set out in the various documents described above. For the analysis in this report the age-restricted and retirement/sheltered have been merged into a single category (housing with support).

Table 13.8 Range of suggested baseline prevalence rates (units per 1,000 people aged over 75) from a number of tools and publications

Type/Rate	SHOP@ (2008)[32]	Housing in Later Life (2012)[33]	2016 Housing LIN Review[34]
Age-restricted general market housing	-	-	25
Retirement living or sheltered housing (housing with support)	125	180	100
Extra care housing or housing-with-care (housing with care)	45	65	30-40 (‘proactive range’)
Residential care homes Nursing homes (care bedspaces), including dementia	65 45	(no figure apart from 6 for dementia)	40 45

Source: Housing LIN

13.32 In interpreting the different potential prevalence rates, it is clear that:

- The prevalence rates used should be considered and assessed taking account of an authority’s strategy for delivering specialist housing for older people. For example, the council’s Adult Social Care Team want to see more extra care and new alternative

[32] Based on the More Choice Greater Voice publication of 2008 (https://www.housinglin.org.uk/_assets/Resources/Housing/Support_materials/Reports/MCGVdocument.pdf). It should be noted that although these rates are from 2008, they are the same rates as were being used in the online toolkit when it was taken offline in 2019.

[33] https://www.housinglin.org.uk/_assets/Resources/Housing/Support_materials/Toolkit/Housing_in_Later_Life_Toolkit.pdf

[34] https://edocs.elmbridge.gov.uk/IAM/IAMCache/3793607/3793607.pdf

models (such as care suites) to provide alternatives to the reducing demand for traditional residential care.;

- The Housing LIN model has been influenced by existing levels of provision and their view on what future level of provision might be reasonable taking account of how the market is developing, funding availability etc. It is more focused towards publicly commissioned provision. There is a degree to which the model and assumptions within it may not fully capture the growing recent private sector interest and involvement in the sector, particularly in extra care; and
- The assumptions in these studies look at the situation nationally. At a more local level, the relative health of an area's population is likely to influence the need for specialist housing with better levels of health likely to mean residents are able to stay in their own homes for longer.

13.33 These issues are considered to provide appropriate modelling assumptions for assessing future needs. Nationally, there has been a clear focus on strengthening a community-led approach and reducing reliance on residential and nursing care – in particular focusing where possible on providing households with care in their own home such as through Technology Enabled Care. This could however be provision of care within general needs housing; but also care which is provided in a housing with care development, such as in extra care housing.

13.34 We consider that the prevalence rates shown in the 2016 Housing LIN Review is an appropriate starting point; but that the corollary of lower care home provision should be a greater focus on the delivery of housing with care. Having regard to market growth in this sector in recent years, and since the above studies were prepared, we consider that the starting point for housing with care should be the higher rate shown in the SHOP@ report (this is the figure that would align with the PPG).

13.35 Rather than simply taking the base prevalence rates, an initial adjustment has been made to reflect the relative health of the local older person population. This has been based on Census data about the proportion of the population aged 75 and over who have a long-term health problem or disability (LTHPD) compared with the England average. In North Yorkshire, the data shows slightly better health in the 75+ population and so a modest increase has been made to the prevalence rates.

13.36 A second local adjustment has been to estimate a tenure split for the housing with support and housing with care categories. This again draws on suggestions in the 2016 Review which suggests that less deprived local authorities could expect a higher proportion of their specialist housing to be in the market sector.

13.37 Using the 2019 Index of Multiple Deprivation (IMD) data, the analysis suggests former authorities in North Yorkshire are between the 75th (Scarborough) and 297th (Richmondshire) most deprived local authorities in England (out of 317) – taking a crude average of deprivation levels across the former authorities suggests the whole Council area would be around the 225th most deprived authority. This is a relatively low level of deprivation – this suggests a slightly greater proportion of market housing than a local authority in the middle of the range (for housing with support and housing with care).

13.38 The following prevalence rates, expressed as a need per 1,000 people aged 75 and over have been used in the analysis:

- Housing with support (market) – 61 units;
- Housing with support (affordable) – 56 units;
- Housing with care (market) – 29 units;
- Housing with care (affordable) – 13 units;
- Residential care– 38 bedspaces; and
- Nursing care– 42 bedspaces

13.39 It is also important to understand the supply of different types of specialist accommodation with the tables below showing various categories by sub-area. The first table is for housing with support and housing with care which are more likely to be self-contained dwellings with the second table looking at residential and nursing care bedspaces. The total figures have also been standardised on the basis of the number of units per 1,000 people aged 75 and over.

13.40 The analysis shows a total of just over 11,000 units of housing with support or care, which represents around 143 per 1,000 people aged 75 and over. There is some variation by sub-area with the Coastal area seeing the highest number (3,100 units) and also the highest proportion per population aged 75+. Lower supply is seen in Northallerton & Thirsk and Richmond (as well as within the Yorkshire Dales area within North Yorkshire).

13.41 For nursing and residential care, a lower level of supply is shown, with a total of 5,800 bedspaces, the highest number and proportion per 1,000 people aged 75+ being in Harrogate.

Table 13.9 Current supply of housing with support and housing with care by sub-area

	Housing with support		Housing with care		Total	Popn aged 75+ (2022)	Supply per 1,000 aged 75+
	Mark-et	Afford-able	Mark-et	Afford-able			
Skipton	173	817	133	81	1,204	6,291	191
Northallerton & Thirsk	367	180	140	291	978	12,058	81
Harrogate	642	960	217	95	1,914	16,007	120
Ripon	132	228	0	40	400	3,853	104
Richmond	36	255	36	92	419	4,805	87
Malton & Norton	228	319	168	50	765	6,611	116
Coastal	699	2,036	61	303	3,099	13,210	235
Selby	94	1,604	0	96	1,794	8,887	202
NYM NP in NY	16	218	64	14	312	2,963	105
YD in NY	12	75	0	42	129	2,479	52
TOTAL NY	2,399	6,692	819	1,104	11,014	77,164	143

Source: EAC

Table 13.10 Current supply of residential and nursing care bedspaces by sub-area

	Residential care	Nursing care	Total	Popn aged 75+ (2022)	Supply per 1,000 aged 75+
Skipton	213	353	566	6,291	90
Northallerton & Thirsk	277	422	699	12,058	58
Harrogate	580	1,138	1,718	16,007	107
Ripon	40	296	336	3,853	87
Richmond	112	242	354	4,805	74
Malton & Norton	185	118	303	6,611	46
Coastal	720	468	1,188	13,210	90
Selby	280	216	496	8,887	56
NYM NP in NY	60	0	60	2,963	20
YD in NY	27	61	88	2,479	35
TOTAL NY	2,494	3,314	5,808	77,164	75

Source: EAC

13.42 Taking the supply forward and using the prevalence rates suggested the table below shows estimated needs for different types of housing linked to the population projections. The analysis is separated into the various different types and tenures although it should be recognised that there could be some overlap between categories (i.e. some households might be suited to more than one type of accommodation).

13.43 Overall, the analysis suggests that there will be a need for housing with support (retirement/sheltered housing), particularly in the market sector – indeed currently the data suggests there is sufficient supply (a surplus) in the affordable sector.

13.44 The analysis also points to a need for housing with care (e.g. extra-care), again particularly in the market sector with the current need/demand and supply being broadly in balance. The analysis also suggests a need for some additional nursing and residential care

bedspaces in the longer term, but that need/demand and supply are currently broadly in balance for nursing care.

13.45 The analysis does not attempt to break down the need into sub-areas; however, the data on supply can be used to understand which locations currently have a higher or lower supply of different types of housing.

Table 13.11 Specialist Housing Need using adjusted SHOP@Review Assumptions, 2023-45 – North Yorkshire

		Housing demand per 1,000 75+	Current supply	Current demand	Current shortfall / surplus (-ve)	Additional demand to 2045	Shortfall /surplus by 2045
Housing with support	Market	61	2,399	4,911	2,512	3,041	5,553
	Affordable	56	6,692	4,489	-2,203	2,780	577
Total (housing with support)		117	9,091	9,400	309	5,820	6,130
Housing with care	Market	29	819	2,303	1,484	1,426	2,910
	Affordable	13	1,104	1,081	-23	669	646
Total (housing with care)		42	1,923	3,384	1,461	2,095	3,556
Residential care bedspaces		38	2,494	3,008	514	1,863	2,377
Nursing care bedspaces		42	3,314	3,384	70	2,095	2,165
Total bedspaces		80	4,199	6,392	584	3,958	4,542

Source: Derived from Demographic Projections and Housing LIN/EAC

13.46 The provision of a choice of attractive housing options to older households is a component of achieving good housing mix. The availability of such housing options for the growing older population may enable some older households to downsize from homes which no longer meet their housing needs or are expensive to run. This can help improve their quality of life.

13.47 It should also be noted that within any category of need there may be a range of products. For example, many recent market extra-care schemes have tended to be focused towards the ‘top-end’ of the market

and may have significant service charges (due to the level and quality of facilities and services).

13.48 Such homes may therefore only be affordable to a small proportion of the potential market, and it will be important for the Council to seek a range of products that will be accessible to a wider number of households if needs are to be met.

Engagement With Adult Social Care

13.49 To inform this report Iceni undertook consultation with the Council's Adult Social Care team. This included officers who are responsible for those aged over 65 and working age adults with a supported housing need. The summary of this discussion is set out below:

Current Stock and Trends

13.50 Over the years there has been a shift from one-bedroom to two-bedroom extra-care schemes, especially for shared ownership and full sales. However, some shared ownership schemes have reverted to rental due to poor sales.

13.51 More recent extra-care developments have been predominantly rental models which reflect the market and ultimately the mix will be the decisions made by providers.

13.52 Scheme sizes are also increasing, with typical sizes of between 40 and 60 units. Tenants of the existing extra-care units are usually aged 75 and over with strict eligibility criteria based on local connections.

13.53 The council are confident that the supply of extra-care accommodation supports downsizing, particularly in rural locations and for sales/SO markets, though data is not captured.

Commissioning

13.54 At present, the Council do not own any housing with care stock, but they do commission accommodation and, in some cases, they provide the care element.

13.55 Providers either buy sites from the Council or propose their own. In both cases, a needs assessment is required. The Council also provide a design and ethos guide and a best practice guide for designing extra care for dementia.

13.56 There are seven providers on the framework and when a site becomes available, they are required to tender for it. This would include providing pricing schedules which require detailed cost and funding breakdowns. Grants and commissioning decisions are financially driven.

Future Plans

13.57 The Council's ultimate policy is to shift away from residential care towards extra-care as this provides more appropriate levels of care in some cases and also makes financial sense.

13.58 The Council want 5 additional schemes in the medium term and more for longer-term needs. They also want social workers to first consider extra care rather than residential care to reduce costs and better meet needs.

13.59 In particular, the Council are keen to support people with complex needs, but it requires better staffing models and accommodation to do this.

13.60 The Council are also keen to address the needs of rural communities, and they are exploring a sheltered/extra-care hybrid for about 12 units, due to lack of critical mass in smaller settlements.

13.61 Current coverage is across the county but there is a significant shortfall of provision in Harrogate. At present, there is only one extra-care development in the town despite it being a major settlement and if it had

the same level of provision as Scarborough then it would have seven. There is also an identified gap in Bedale.

13.62 The land requirement for a new development is a minimum of 2 acres. These are challenging in areas like Harrogate, although there is one pipeline site at the edge of the town which is 3Ha.

13.63 There is a need to provide accommodation in better connected locations not least because the staff need to get to work.

Refurbishment

13.64 According to officers, extra-care units are refurbished every 10 years. None of the existing stock requires an immediate rebuild need, although some of the older developments have outdated features like single-person lifts and older alarm systems which need a digital upgrade.

13.65 Typically, there are eight voids in the stock at any one time for various reasons including refurbishment and a general turnover of stock. Voids are filled through a 300-person long waiting list, and they are allocated based on the level of care required and that provided to other residents with a balanced level of care sought across the development.

Cost and Private Sector

13.66 All the costs (rent, service charges, utilities) are set by providers and many residents are eligible for housing benefits. Generally, private extra-care units are more expensive and less monitored.

13.67 The Council seeks off-site affordable housing contributions from private C3 extra-care schemes and uses this funding to support affordable housing elsewhere.

Supported Housing for Under 55s

13.68 The majority of supported housing accommodation across North Yorkshire is for people with learning disabilities but in limited numbers, it also provides accommodation for people fleeing domestic violence, refugees, those with mental health issues and autistic people.

13.69 There are around 850 units (either rooms or s/c flats) across approximately 220 schemes. Of these, circa 85% are shared / HMO units.

13.70 Around 50% of the landlords of these schemes are charities or other not-for-profit organisations, 45% are Registered Providers and 5% are private landlords.

13.71 The latter have arisen as a result of historic practices and the Council intends to decommission these schemes, in line with their practice to only use regulated landlords moving forward.

13.72 The Council has around 300 people on the waiting list

- 45% need supported accommodation within the next 12 weeks
- 35% need supported accommodation within the next 3-12 months
- 20% are seeking to move within the next 1-5 years

13.73 North Yorkshire Council has developed the following definition of supported housing which is:

> *"Supported Living is a home of your own that you are supported to live in. This must include both of the following elements:*
>
> - *Housing-related support including living skills and help to maintain a tenancy and;*
> - *Eligible care & support needs to help with any care or support you might need to live independently."*
>
> *Supported Living accommodation can be shared with other people who need support to live independently, or an individual property in a range of different housing options depending on what is available in the local area. This can include people who live alone.*

There may be a shared element to the care related support available, which will be apportioned between the tenants."

Future Need

13.74 A report by the Housing LIN suggests the Council needs to double the supply of supported housing in the next 10 years, with much of it short-term need to address the waiting list and also re-provide the older stock.

13.75 The Council's focus is on increasing the supply with RPs who have ratings of 1 or 2 with the Regulator for Social Housing and less than 50% maladministration rate with the Housing Ombudsman.

13.76 However, many of the parties interested in developing supported housing currently are RP's using the leasehold model (often resulting in RSH ratings of 3 or 4) or Not-for-Profits who rely on Housing Benefit ruling the schemes to be specified exempt (which results in the council; not receiving the full rent costs from the Department for Work and Pensions (i.e. a budget deficit).

13.77 However, several schemes by Not for Profit organisations have recently been ruled as specified managed, which results in the Housing Benefit paid being capped at Local Housing Allowance rates.

13.78 The officers have noted that the areas of the greatest demand are Harrogate and Scarborough which are the two largest towns in the County.

13.79 They also noted that Integration with local communities and amenities is crucial for new development as is access to public transport for residents and staff.

13.80 The Officers also highlighted issues with second homes/holiday homes which are impacting the ability to deliver new supported housing as they make the market too expensive for supported housing developers in terms of both existing property and land.

13.81 The Council is coordinating the Children's, Adult Social Care and the Supported Housing Team to identify future accommodation needs of teens transitioning to adulthood as early as possible.

13.82 Currently, there are very few of Council extra-care schemes that have care providers with Care Quality Commission registrations that can support people with a learning disability, autistic people, people with mental health problems, thus, preventing these groups from accessing the breadth of extra-care across the county as they get older.

13.83 Given the high demand in North Yorkshire, when voids do occur this is usually reflective of the existing stock be shared accommodation, occupied by an ageing population or with referrals more typically being for younger adults. Consequently, this creates incompatibility issues between existing and new tenants that can prevent voids being filled.

Wheelchair User Housing

13.84 The analysis below draws on secondary data sources to estimate the number of current and future wheelchair users and to estimate the number of wheelchair accessible/adaptable dwellings that might be required in the future.

13.85 Estimates of need produced in this report draw on data from the English Housing Survey (EHS) – mainly 2018/19 data. The EHS data used includes the age structure of wheelchair users, information about work needed to homes to make them ‘visitable’ for wheelchair users and data about wheelchair users by tenure.

13.86 The table below shows at a national level the proportion of wheelchair user households by the age of household reference person. Nationally, around 3.4% of households contain a wheelchair user – with around 1% using a wheelchair indoors. There is a clear correlation between the age of household reference person and the likelihood of there being a wheelchair user in the household.

Table 13.12 Proportion of wheelchair user households by age of household reference person – England

Age of household reference person	No household members use a wheel-chair	Uses wheel-chair all the time	Uses wheel-chair indoors only	Uses wheel-chair outdoors only	TOTAL
24 and under	99.4%	0.3%	0.0%	0.3%	100.0%
25-34	99.3%	0.3%	0.1%	0.2%	100.0%
35-49	98.2%	0.5%	0.1%	1.2%	100.0%
50-64	96.9%	0.7%	0.4%	2.0%	100.0%
65 and over	93.1%	0.9%	0.4%	5.6%	100.0%
All households	96.6%	0.6%	0.3%	2.5%	100.0%

Source: English Housing Survey (2018/19)

13.87 The prevalence rate data can be brought together with information about the household age structure and how this is likely to change moving forward – adjustments have also been made to take account of the relative health (by age) of the population. The data estimates a total of 8,700 wheelchair user households in 2023, and that this will rise to 11,000 by 2045.

Table 13.13 Estimated number of wheelchair user households (2023-45) – North Yorkshire

	Prevalence rate (% of households)	Households 2023	Households 2045	Wheelchair user households (2023)	Wheelchair user households (2045)
24 and under	0.6%	4,621	5,248	30	34
25-34	0.6%	28,480	31,972	162	182
35-49	1.5%	57,545	63,552	866	957
50-64	2.1%	86,373	80,598	1,854	1,730
65 and over	5.6%	103,998	145,424	5,789	8,094
All households		281,017	326,792	8,701	10,997

Source: Iceni analysis

13.88 The finding of an estimated current number of wheelchair user households does not indicate how many homes might be need for this group – some households will be living in a home that is suitable for wheelchair use, whilst others may need improvements to accommodation, or a move to an alternative home.

13.89 Data from the EHS shows that of the 814,000 wheelchair user households, some 200,000 live in a home that would either be problematic or not feasible to make fully ‘visitable’ – this is around 25% of wheelchair user households.

13.90 Applying this to the current number of wheelchair user households gives a current need for 2,175 additional wheelchair user homes. If the projected need is also discounted to 25% of the total (on the basis that many additional wheelchair user households will already be in accommodation) then a further need for 574 homes in the 2023-45 period can be identified.

13.91 Added together this leads to a need estimate of 2,749 wheelchair user homes – equating to 125 dwellings per annum.

Table 13.14 Estimated need for wheelchair user homes, 2023-45

	Current need	Projected need (2023-45)	Total current and future need
North Yorkshire	2,175	574	2,749

Source: Iceni analysis

13.92 Furthermore, information in the EHS (for 2018/19) also provides national data about wheelchair users by tenure. This showed that, at that time, around 7.1% of social tenants were wheelchair user (including 2.2% using a wheelchair indoors), compared with 3.1% of owner-occupiers (0.7% indoors). These proportions can be expected to increase with an ageing population but do highlight the likely need for a greater proportion of social (affordable) homes to be for wheelchair users.

Table 13.15 Proportion of wheelchair user households by tenure of household reference person – England

Tenure	No household members use a wheel-chair	Uses wheel-chair all the time	Uses wheel-chair indoors only	Uses wheel-chair outdoors only	TOTAL
Owners	96.9%	0.5%	0.2%	2.4%	100.0%
Social sector	92.9%	1.6%	0.6%	4.8%	100.0%
Private renters	98.8%	0.1%	0.1%	0.9%	100.0%
All households	96.6%	0.6%	0.3%	2.5%	100.0%

Source: English Housing Survey (2018/19)

13.93 To meet the identified need, the Council could seek a proportion (potentially up to 5%) of all new market homes to be M4(3) compliant and potentially a higher figure in the affordable sector (potentially up to

10%). These figures reflect that not all sites would be able to deliver homes of this type. In the market sector these homes would be M4(3)A (adaptable) and M4(3)B (accessible) for affordable housing.

13.94 As with M4(2) homes it may not be possible for some schemes to be built to these higher standards due to built-form, topography, flooding etc. Furthermore, provision of this type of property may in some cases challenge the viability of delivery given the reasonably high build out costs (see table below).

13.95 It is worth noting that the Government has now reported on a consultation (Raising Accessibility Standards for New Homes[35]) on changes to the way the needs of people with disabilities and wheelchair users are planned for as a result of concerns that in the drive to achieve housing numbers, the delivery of housing that suits the needs of the households (in particular those with disabilities) is being compromised on viability grounds.

13.96 The key outcome is: 'Government is committed to raising accessibility standards for new homes. We have listened carefully to the feedback on the options set out in the consultation and the government response sets out our plans to mandate the current M4(2) requirement in Building Regulations as a minimum standard for all new homes'. This change was due to be implemented though a change to building regulations.

13.97 The consultation outcome still requires a need for M4(3) dwellings to be evidenced, stating 'M4(3) (Category 3: Wheelchair user dwellings) would continue as now where there is a local planning policy in place in which a need has been identified and evidenced. Local authorities will need to continue to tailor the supply of wheelchair user dwellings to local demand'.

[35] https://www.gov.uk/government/consultations/raising-accessibility-standards-for-new-homes

13.98 As well as evidence of need, the viability challenge is particularly relevant for M4(3)(B) standards. These make properties accessible from the moment they are built and involve high additional costs that could in some cases challenge the feasibility of delivering all or any of a policy target.

13.99 It should be noted that local authorities only have the right to request M4(3)(B) accessible compliance from homes for which they have nomination rights. They can, however, request M4(3)(A) adaptable compliance from the wider (market) housing stock.

13.100 A further option for the Council would be to consider seeking a higher contribution, where it is viable to do so, from those homes to which they have nomination rights. This would address any under-delivery from other schemes (including schemes due to their size e.g. less than 10 units or 1,000 square metres) but also recognise the fact that there is a higher prevalence for wheelchair use within social rent tenures. This should be considered when setting policy.

13.101 The Council Adult Social Care team also noted that the demand for M4(3) standard housing is high, and the Supported Housing team support the #ForAccessibleHomes campaign.

13.102 This campaign seeks 10% of new homes to be built to M4(3) standard and all new homes to be built to a minimum of M4(2) standard. This requirement which is effectively lifetime homes.

Summary – Older and Disabled People

13.103 A range of data sources and statistics have been accessed to consider the characteristics and housing needs of the older person population and the population with some form of disability. The two groups are taken together as there is a clear link between age and disability.

13.104 The analysis responds to Planning Practice Guidance on Housing for Older and Disabled People published by the Government in June 2019 and includes an assessment of the need for specialist accommodation for older people and the potential requirements for housing to be built to M4(2) and M4(3) housing technical standards (accessibility and wheelchair standards).

13.105 The data shows that North Yorkshire has an older age structure than seen regionally or nationally, but lower levels of disability compared with the national average. The older person population shows high proportions of owner-occupation, particularly outright owners who may have significant equity in their homes (75% of all older person households are outright owners).

13.106 The older person population is projected to increase notably moving forward. An ageing population means that the number of people with disabilities is likely to increase substantially. Key findings for the 2023-45 period include:

- a 36% increase in the population aged 65+ (potentially accounting for 74% of total population growth);
- a 67% increase in the number of people aged 65+ with dementia and a 54% increase in those aged 65+ with mobility problems;
- a need for around 6,100 additional housing units with support (sheltered/retirement housing) – around 90% in the market sector;
- a need for around 3,600 additional housing units with care (e.g. extra-care) – the majority (around 80%) in the market sector;
- a need for additional nursing and residential care bedspaces (around 4,500 in the period); and
- a need for around 2,750 dwellings to be for wheelchair users (meeting technical standard M4(3)).

13.107 This would suggest that there is a clear need to increase the supply of accessible and adaptable dwellings and wheelchair-user dwellings, as well as providing specific provision of older persons housing.

13.108 Given the evidence (an increase in the number of people with disabilities, an aging population and a desire to allow people to live in their own home for as long as possible), the Council could consider (as a start point) requiring all dwellings (in all tenures) to meet the M4(2) standards and around 5% of homes meeting M4(3) – wheelchair user dwellings in the market sector (a higher proportion of around 10% in the affordable sector).

13.109 Where the authority has nomination rights, the supply of M4(3) dwellings should be wheelchair-accessible dwellings (constructed for immediate occupation) and in the market sector, they should be wheelchair-user adaptable dwellings (constructed to be adjustable for occupation by a wheelchair user).

13.110 It should, however, be noted that there will be cases where this may not be possible (e.g. due to viability or site-specific circumstances) and so any policy should be applied flexibly.

13.111 In framing policies for the provision of specialist older persons accommodation, the Council will need to consider a range of issues. This will include the different use classes of accommodation (i.e. C2 vs. C3) and requirements for affordable housing contributions (linked to this, the viability of provision).

13.112 There may also be some practical issues to consider, such as the ability of any individual development being mixed tenure given the way care and support services are paid for.

14. Other Groups

14.1 This section of the report looks at a series of specific groups. While a housing need for these groups are identified, these are not in addition to the standard method (any version) but a component of it. Iceni considers that the decoupling from demographic projections, as well as the increase to housing need based on affordability, makes the standard method flexible to accommodate housing for these groups.

Service Personnel

14.2 The most recent Ministry of Defence (MOD) statistics suggest that there are 12,240 service personnel stationed in North Yorkshire, 1,200 of whom are civilians and 11,400 are in the regular forces. This makes up 89% of the total MOD presence within the Yorkshire and Humber region.

14.3 There are eight major military installations in North Yorkshire, including RAF and Army facilities. This includes Catterick Garrison, which is the largest British Army Garrison in the world.

14.4 To inform this report Iceni undertook consultation with the Estates team at the Defence Infrastructure Organisation (DIO) who support the armed forces by planning, building, maintaining, and servicing infrastructure. The summary of this discussion is set out below:

14.5 The MOD are undertaking a Strategic Defence Review led by Lord George Robertson and the findings will be published in the first half of 2025. This will give the MOD a better understanding of the scale and location of growth.

14.6 Of the eight major military installations in North Yorkshire the DIO was confident that five of these are a certainty to remain (Catterick Garrison,

RAF Dishforth, RAF Fylingdales, RAF Leeming and the Army Foundation College in Harrogate).

14.7 To this point, the MOD has sought to consolidate forces into a smaller number of larger sites. Broadly, this has seen a trend of moving personnel northwards and eastwards westwards including the substantial increase in the numbers stationed at Catterick Garrison.

14.8 Despite this, the number of MOD personnel in North Yorkshire has fallen from 15,760 in 2012 although it is higher than the 11,920 stationed in the County in 2015.

14.9 The DIO would like the policies in the Richmondshire Local Plan to be retained as these supported their ambitions to grow the town and achieve a mixed and balanced community which will support military operational needs.

14.10 These plans included delivering additional service family, accommodation, Town Centre regeneration and 1,300 private sector housing. These plans were set out in the high-level masterplan the DIO shared with the Council.

14.11 The DIO believe that the previously proposed expansion under the integrated review was tested out by Richmondshire Council during the Local Plan review and it could largely be accommodated within the existing infrastructure network.

14.12 The DIO aim to put in place the infrastructure needed for additional growth including transport and schools. They also seek greater flexibility from the council to help achieve these ambitions including rezoning military areas for service family accommodation (SFA).

14.13 In general, those who are being trained would receive barrack accommodation while trained personnel who are married or in a civil partnership are entitled to SFA.

14.14 However, the rules are likely to be changed in the not-to-distant future to also entitle those in a long-term relationship. This group already has access to SFA but not as a priority.

14.15 This change will likely increase demand for SFA, but they do not yet know by how much. There are a number of ongoing reviews underway including the Strategic Defence Review. However, these reviews have not yet concluded. The DIO are assuming that there will be a continued growth at Catterick and there is likely to be an increase in demand for SFA..

14.16 At present there are 5,000-6,000 regular personnel at Catterick and around 1,500 SFA of which 100-200 will be void at any one time. The remaining Service Personnel are in single living accommodation and in homes they own or rent themselves.

14.17 The DIO are not aware of any specific issues around accommodating service families or service leavers in North Yorkshire. If there are issues accessing accommodation it is likely to be in Catterick as there is high demand and little supply.

14.18 Where there has been a shortage of SFA the MOD has previously either directly purchased housing or block-booked private rental accommodation.

14.19 The DIO is also considering giving an allowance to personnel to stay in private rental accommodation, but they have not had to do this yet.

14.20 Iceni also engaged with the Cabinet Office to understand the veteran's accommodation needs. They informed us that MHCLG will be writing to the Local Authority concerning the Prime Minister's announcement seeking to remove the local connection requirement for local authorities to house homeless veterans.

14.21 The veteran’s data dashboard highlights that there are nearly 30,000 veterans in North Yorkshire which equates to 5.8% of the population

aged over 16. Of these 24,000 previously served in the UK regular armed forces and 4,600 in the reserves and 1,200 in both.

14.22 They reported that 0.8% of households owed a homelessness duty in the Yorkshire and Humber Region included a service veteran. The latest H-CLIC data suggests that 2% of households that presented themselves as Homeless in North Yorkshire have a support need and have served in the forces.

14.23 Operation Fortitude is the reducing homeless veteran programme and is a single point of contact for veterans seeking housing advice and wraparound support. This programme is delivered by Riverside at the Beacon in Catterick.

14.24 The Beacon offers supported housing to single veterans who are homeless or at risk of homelessness and who have support needs. It provides accommodation on a short-term basis (up to 18 months) and supports service users to develop the skills they need to live independently and go on to move on into independent housing in their area of choice. The Beacon also provides veterans with advice on housing, welfare benefits and other matters.

Policy Implications

14.25 The DIO have requested that the Council work with them to deliver their Master Plan for Catterick and believes the Richmondshire Local Plan provides an appropriate Policy Framework to achieve this.

14.26 Annex 2 of the NPPF identifies Military Personnel as Essential Key Workers. As such, accommodation specifically comes under the definition of affordable housing.

14.27 Depending on their incomes this group will already be accounted for within the affordable housing need and will largely not be additional to it.

14.28 The Planning Practice Guidance for First Homes also allows local authorities to set out their own criteria for accessing such housing. One

such criteria could be a key worker requirement which would include service personnel should the council seek to deliver first homes.

14.29 The PPG also stipulates that “local connection criteria should be disapplied for all active members of the Armed Forces, divorced/separated spouses or civil partners of current members of the Armed Forces, spouses or civil partners of a deceased member of the armed forces (if their death was wholly or partly caused by their service) and veterans within 5 years of leaving the armed forces”.

14.30 The most acute and pressing issue is likely to be finding accommodation for those transitioning out of the forces as well as existing personnel that are seeking to buy in the County.

14.31 Discount Market Sale or Shared Ownership could play a part in meeting this demand as it would provide a discounted route to home ownership and service personnel are already prioritised for this.

14.32 In addition, the Allocation of Housing (Qualification Criteria for Armed Forces) (England) Regulations ensure that service personnel (including bereaved spouses or civil partners) are allowed to establish a ‘local connection’ with the area in which they are serving or have served. This means that ex-service personnel would not suffer a disadvantage from any ‘residence’ criteria chosen by the Local Authority in their allocations policy.

Students

14.33 There are no Universities that are wholly located within North Yorkshire. However, Coventry University has a campus in Scarborough which has between 700 and 800 students, the vast majority of whom are full-time students.

14.34 Iceni have engaged with the University to understand the existing and future accommodation needs and aspirations of students and the

University over the Plan period. The campus provides a wide range of courses across cyber, nursing, sport, computing, education, engineering, health and social care.

14.35 The majority of students (80%) live in the local area with the remainder (140 to 160) having moved to the area to study. The University has a head lease with a 28-bed space private development with the remaining students (112 – 132 students) living in the general housing stock. These are principally housed in the town's HMOs, many of which are of a poor quality.

14.36 The quality of the stock in Scarborough impacts both current students and also the university's attractiveness to further out-of-area and foreign students.

14.37 The University are expecting around 1,000 students in the next (2024/2025) academic year however, the University's goal is to increase the student role by another 1,000 students to 1,800 students.

14.38 However, the University consider that they will only be able to do this by attracting more out-of-area students, and they will only be able to do that if they provide a suitable accommodation offer.

14.39 It is likely that the majority of additional students would come from Yorkshire and the North East Region as is the case with York St John University. However, the University also has an international recruitment, and they also hope to attract international students.

14.40 The university believes that the development of around 200 bedspaces would help them achieve this level of growth. However, they do not intend to build it themselves but rather they will rely on the private sector to deliver it and for the university to arrange a nomination agreement with them.

14.41 This level of development would be suitable to grow their offer for the first years with the PRS meeting the need for returning students. However, in the longer term, the university may seek additional accommodation.

14.42 The former Argos building in the town centre was earmarked for a private sector development which was a joint venture between the university, Wrenbridge, Buccleuch and the Council.

14.43 This development would have delivered 250 bedspaces of which the university was planning to take 200 units and the other 50 to be used by the NHS to meet local staffing needs. However, the application was rejected but the University hopes that a similar application might be welcomed by the new council.

14.44 The University also hopes that by providing modern, good quality, shared, student accommodation (with en-suite bathrooms and study space) it would be a catalyst for local landlords to improve their offer in the face of this competition. Ideally, the student accommodation would be in the town centre, and this would help drive the regeneration of the area and support the nighttime economy.

Policy response

14.45 There may be scope for a policy to support suitable PBSA development in Scarborough. The Council should consider working with the University of Coventry and the private sector to identify and allocate a suitable site(s) for the quantum of bedspaces necessary to meet the aspirations of the University.

Custom and Self-Build

14.46 As of 1st April 2016, and in line with the 2015 Act and the Right to Build, relevant authorities in England are required to have established and publicised a self-build and custom housebuilding register which records

those seeking to acquire serviced plots of land in the authority's area to build their own self-build and custom houses.

14.47 Each of the legacy authorities, Self-Build and Custom Housebuilding Registers was introduced on the 1st of April 2016 and there have now been 7.4 base periods[36] up to February 2024 when the newly merged Council created its own register.

14.48 The Council also introduced a local connection test for entry to the self and custom-build housing register and therefore it has both a part 1 and part 2 register. The Council also charge an administration fee to enter on to the register.

14.49 To date this register has a total of 53 entries. Of these 19 are on Part 1 of the Register (which means they have passed the local connection test) and 34 are on Part 2 of the Register which means they do not have a local connection.

14.50 The Council is required to grant sufficient planning permissions to meet the demand identified on the Register as per the 2015 Act (as amended) within 3 years of the end of each base period. Although there is no reporting mechanism to know if self-build homes have actually been delivered or the people on the register have secured a plot.

14.51 The Table below provides a base period breakdown of those individuals who have expressed demand for serviced plots of land by legacy authority. This is taken from Council monitoring data from the legacy Authorities. This data was collated in a slightly different manner in each area therefore it is inconsistent and also incomplete.

[36] A base period is a period of typically 12 months in which demand for custom and self-build is recorded. However, the first base period began on the day on which the register (which meets the requirement of the 2015 Act) was established and ended on 30 October 2016. Each subsequent base period is the period of 12 months beginning immediately after the end of the previous base period. Subsequent base periods will therefore run from 31 October to 30 October each year.

Table 14.1 Legacy Authority Self and Custom Build Register (2016 – 2024)

	Craven	Ham-bleton	Harro-gate	Richmond-shire	Rye-dale	Scar-borough	Selby	Total
Base Period 1*			65		5	4	3	77
Base Period 2	9		169		13	13	2	206
Base Period 3	12		137		15	7	2	173
Base Period 4	12		105		16	3	2	138
Base Period 5	19		94		17	6	2	138
Base Period 6	43		155	20	23	6	4	251
Base Period 7	20		46	7	18	6	15	112
Base Period 8	9		22	2	12	2	9	56
Base Period 9**	1		4	2			1	8
Unknown Period		127		6		1	2	136
Total	125	127	797	37	119	48	42	1295
Average	17	17	108	5	16	6	6	175

*Source: Right to build register monitoring * four months **three months*

14.52 If assessed over the 7.4 base periods, there has been a total of 1,295 registered expressions of interest in a serviced plot of land in North Yorkshire. This is an average of 175 plots per annum.

14.53 This average indicates the future need for plots, although the actual requirement will depend on the numbers entering the register. It is also worth noting that the downward trend in interest and therefore need may be lower going forward

14.54 The data above is a gross need, and the Council will need to permit an equivalent number of suitable plots to meet this need and any future entries on to the register minus any historic delivery.

14.55 This was set out in the Levelling Up and Regeneration Act which sees a more stringent requirement for the Council to demonstrate that this

supply is being occupied by those commissioning or customising the build before it can be counted towards the supply.

Location of Preference

14.56 As shown in the table above, the most sought-after location for custom and self-build was in the former Harrogate Authority, which comprised more than 50% of the aggregate register. This is followed by Hambleton, Craven and Ryedale.

14.57 Some of the legacy authorities also collected specific data about where plots where being sought. We have collated this data where it is available. and it shows that the greatest demand is for Harrogate Town (including Burn Bridge and Pannal), Skipton (and Ryedale generally), Scarborough and Bishop Monkton.

Broader Demand Evidence

14.58 To supplement the data from the Council's register(s), we have also looked to secondary sources as recommended by the PPG. For this we have purchased data from Custom Build Homes.'

14.59 This data demonstrates the anticipated market demand for custom and self-build housing based on the number of people subscribed to their register who are currently (as of February 2025) actively looking to custom or self-build their own homes within North Yorkshire.

14.60 The data kept on the register is provided voluntarily by private individuals who want to custom or self-build their own home in local authority areas across England, Scotland, and Wales.

14.61 The Register broadly mirrors the statutory processes in place to determine whether an applicant benefits from the “Right to Build” as set out in the Self-Build and Custom Housebuilding Act 2015 (as amended). To register, subscribers are required to confirm:

- Being aged 18 or older
- Current address, postcode, telephone number and email address
- Being a British Citizen, a national of an EEA state other than the UK or a national of Switzerland
- Their nationality
- Seeking to acquire a serviced plot of land to build a house to be their main residence

14.62 In total, there are 729 subscribers in the North Yorkshire Plan Area and a further 184 in North York Moors National Park and 163 in the Yorkshire Dales National Park within North Yorkshire. This would suggest that the previous registers do not underestimate the need.

14.63 The Custom Build Homes’ analysis highlights the following:

- Most prospective custom and self-builders are living with a partner (76%). Just over half have no children (53%).
- The age of respondents varies widely, but only 8% are younger than 36. Most prospective custom and self-builders are aged between 36-60 (83%). There are a few over 60 (9%).
- Most potential plot purchasers work full-time (80%), and the majority (77%) have household incomes over £60,000.
- Most (80%) potential plot purchasers are asset-rich with an existing home to sell. Less than the majority (44%) need a mortgage to fund their project.
- There is an overwhelming number of prospective purchasers (94%) who wish to follow the self-build model of designing a home from scratch.

- The preferred size of home would be a 4-bedroom property (41%) and a further 33% want to build three-bed properties.
- There are several reasons why people wish to custom or self-build a new home in the local area. The most popular reasons given are:
    - To create an energy-efficient home with low monthly bills;
    - To create appropriate living spaces;
    - To future-proof my home and lifestyle in retirement;
    - To create a space where I can work comfortably from home.

  The report concludes that there is a very strong market demand for custom and self-build housing in the local area.

14.64 We have looked to other secondary sources including data from NaCSBA - the national association for the custom and self-build housing sector.

14.65 It is also worth highlighting that the October 2020 survey undertaken by YouGov on behalf of NaCSBA found that 1 in 3 people (32%) are interested in building their own home at some point in the future, including 12% who said they were very interested.

14.66 Notably, almost half (48%) of those aged between 18 and 24 were interested in building their own home, compared to just 18% of those aged 55 and over.

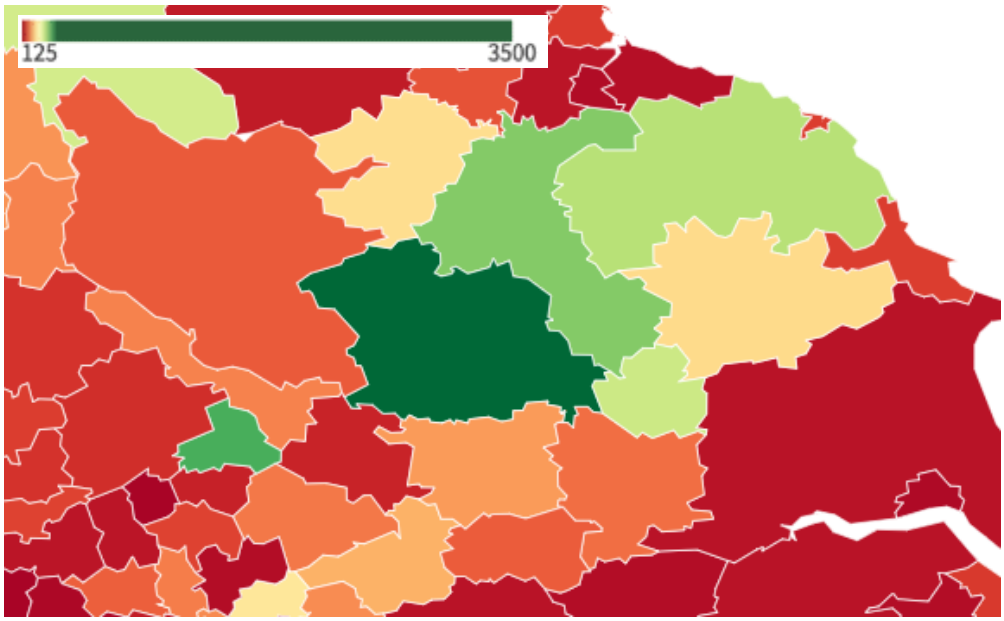
14.67 This is notable as, traditionally, self-build has been seen as the reserve of older members of society aged 55 and over, with equity in their property.

14.68 We can also draw on NaCSBA data to better understand the level of demand for serviced plots in North Yorkshire in relative terms. The association published an analysis with supporting maps and commentary titled “Mapping the Right to Build” in 2020.

14.69 This document includes an output on the demand for serviced plots as a proportion of the total population relative to all other local authorities across England (see Figure below). This was based on the Legacy Authorities and the National Park and shows that:

- Harrogate – 272 Plots per 100,000
- Hambleton - 188Plots per 100,000
- North York Moors NP - 166 Plots per 100,000
- Richmondshire - 101 Plots per 100,000
- Ryedale - 99 Plots per 100,000
- Craven - 58 Plots per 100,000
- Selby - 50 Plots per 100,000
- Yorkshire Dales NP - 42 Plots per 100,000
- Scarborough - 30 Plots per 100,000.

Figure 14.1 Overall Demand for Self-Build Plots per 100,000 of Population



Source: NACSBA, 2020

14.70 Based on the legacy authority and national park population in 2021 this would equate to a need for around 877 units. Although there is a degree of double counting between the National Parks and the Legacy Authorities. The legacy authorities alone would generate a need for 829 dwellings.

Policy Response

14.71 The Self-Build and Custom Housebuilding PPG sets out how authorities can increase the number of planning permissions which are suitable for self-build and custom housebuilding and support the sector.

14.72 The PPG[37] is clear that authorities should consider how local planning policies may address identified requirements for self and custom housebuilding to ensure enough serviced plots with suitable permission come forward and can focus on playing a key role in facilitating relationships to bring land forward.

14.73 There are several measures which can be used to do this, including but not limited to:

- supporting Neighbourhood Planning groups where they choose to include self-build and custom-build housing policies in their plans;
- working with Homes England to unlock land and sites in wider public ownership to deliver self-build and custom-build housing;
- when engaging with developers and landowners who own sites that are suitable for housing, encouraging them to consider self-build and custom housebuilding, and facilitating access to those on the register where the landowner is interested; and
- working with local partners, such as Housing Associations and third sector groups, to custom build affordable housing for veterans and other groups in acute housing need.

14.74 An increasing number of local planning authorities have adopted specific self-build and custom housebuilding policies in their respective Local Plans to encourage delivery, promote and boost housing supply.

[37] Paragraph: 025 Reference ID: 57-025-20210508

14.75 There are also several appeal decisions in the context of decision-making which have found that paragraph 11(d) of the Framework is engaged in the absence of specific policy on self-build housing when this is the focus of a planning application.

14.76 A specific policy would typically express support for self-build and custom housebuilding and require that a minimum proportion of plots within development schemes (often over a certain size) are offered to self-builders or as custom-build plots and/or allocation of sites solely for the use. This is often known as the “Teignbridge Rule” after the first District Council to adopt the first self-build policy. In this instance, 5% of all developable housing land is allocated for custom and self-build on larger sites.

14.77 Iceni consider that in order to respond to demand in the sector, and in response to the PPG’s requirements, the Council should support, through planning policy, the submission and delivery of self-build and custom housebuilding sites, where opportunities for land arise and where such schemes are consistent with other planning policies.

14.78 If the Council does wish to pursue an approach seeking contributions from larger sites, then given typical build-out rates it should only seek to enforce such plots being properly marketed for 12 months and then the developer can revert to delivering these sites as market accommodation without significantly elongating the build-out period.

14.79 They may also wish to consider making the first three months of marketing these plots to those with a local connection or on the custom and self-build register with the remaining time widening it out to anyone else.

14.80 A further consideration for the Council is when demonstrating supply to meet this demand the Levelling Up and Regeneration Bill makes it harder for Councils to simply count CIL exemption sites. They now must demonstrate that these homes are specifically for self or custom-built

occupiers. The Council should therefore adapt its monitoring accordingly.

Children's Care Homes

14.81 The Care Standards Act 2000 defines a Children's Home stating 'an establishment is a children's home… if it provides care and accommodation wholly or mainly for children'. 'Wholly or mainly' means that most of the people who stay in the home must be children.

14.82 Key legislation relating to the accommodation and maintenance of a looked-after child is defined and outlined in Sections 22A to 22D of the Children Act 1989.

14.83 The legislation provides a framework within which decisions about the most appropriate way to accommodate and maintain children must be considered:

- Section 22A of the Children Act 1989 imposes a duty on the responsible authority when a child is in their care to provide the child with accommodation.
- Section 22B of the Children Act 1989 sets out the duty of the responsible authority to maintain a looked-after child in other respects apart from providing accommodation.
- Section 22C of the Children Act 1989 sets out how a looked-after child is to be accommodated.
- Section 22D of the Children Act 1989 imposes a duty on the responsible authority to formally review the child's case prior to making alternative arrangements for accommodation.
- Section 22G of the Children Act 1989 gives a local authority a general duty to secure sufficient accommodation for looked after children and it also requires local authorities to take strategic action in respect of those children they look after and for whom it would be consistent with their welfare for them to be provided with accommodation within their own local authority area.

14.84 In a Written Ministerial Statement[38] (WMS) made in May 2023, the Housing and Planning Minister reminded local authorities of their requirement to assess the housing need of different groups in the community including "accommodation for children in need of social services care".

14.85 The WMS said, "Local planning authorities should give due weight to and be supportive of applications, where appropriate, for all types of accommodation for looked after children in their area that reflect local needs and all parties in the development process should work together closely to facilitate the timely delivery of such vital accommodation for children across the country".

14.86 The WMS follows on from the Department of Education Implementation Strategy[39] to fix children's social care from February 2023. The "Stable Homes Built on Love" Strategy has undergone a recent consultation, the results of which have not yet been published.

14.87 The strategy outlines an ambition to transform Children's Care through six pillars. The first of these pillars makes it clear that providing support to families is the first priority. This ensures that children can remain in their family home for as long as possible (Pillar 1) and then within their wider family if this is not possible (Pillar 3).

14.88 If both the immediate and wider family cannot look after a child then Pillar 4 seeks to ensure that "when care is the best choice for a child, it is critical that the care system provides stable, loving homes close to children's communities."

[38] https://questions-statements.parliament.uk/written-statements/detail/2023-05-23/hcws795

[39] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1147317/Children_s_social_care_stable_homes_consultation_February_2023.pdf

14.89 To achieve this the strategy aims to increase and support foster carers; develop a programme to support improvements in the quality of leadership and management in the children's homes sector and pathfind Regional Care Cooperatives to plan, commission and deliver care places.

14.90 The report sets out a mission to "see an increase of high-quality, stable and loving homes available for every child in care, local to where they are from." To do this it suggests that an immediate action is to "boost the number of the right homes in the right places available for children as a matter of urgency."

14.91 The strategy notes "Local authorities have primary responsibility for the children in their care. This includes ensuring there is sufficient accommodation locally to meet the range of needs of children in care in their area" and that there is a "statutory duty to ensure there is sufficient provision for their children in care."

14.92 It also states that the DfE "will continue to build on our work reforming supported accommodation for 16- to 17-year-olds. Semi-independent provision, including supported lodgings, can be the right option for some older children, but only where it is high-quality, and the young person is ready for the level of independence it promotes."

14.93 The Department will also continue "with the Children's Home Capital Programme, which has seen £259 million of capital funding invested to increase provision in local authority-run open and secure children's homes. We are working with local authorities to create new children's homes and increase provision in their local area."

14.94 At a similar time, the government also launched a consultation on the "Children's Social Care National Framework[40]" and the "Children's Social Care Dashboard."

14.95 The Framework sets out some of the outcomes to be measured including Outcome 4 relating to those seeking to ensure "children in care and care leavers have stable, loving homes".

14.96 The indicators include the percentage of children in care living in foster care and living in residential care homes and the distance of placements from home. This is important to ensure stability of schooling and contact with their siblings. The framework recognises that this will mean prioritising foster homes rather than residential homes.

14.97 The outcome can also be achieved by leaders undertaking "sufficiency planning and work with other local authorities and partners to jointly invest in care options that meet the future needs of children."

Sufficiency Strategy

14.98 The previous sufficiency plan expired in March 2024, and a new plan is being developed. It only examined current needs and did not address future needs.

14.99 The Strategy shows that the population of Children in Care has increased over 2022/23, with 448 Children in Care as of 31st March 2023. This is an increase of 4.2% over the past 5 years – a much smaller rate of growth than the 9% reported nationally.

14.100 Of the 448 looked after children; 48.3% of them were female. 9% were of mixed, Asian, Black and other ethnic origin.

[40] https://consult.education.gov.uk/children2019s-social-care-national-framework/childrens-social-care-national-framework/supporting_documents/Childrens%20Social%20Care%20National%20Framework%20Consultation%20Document%20February%202023.pdf

14.101 Around 82% of Children in Care were placed within the North Yorkshire boundary on 31 March 2023. Of these:

- 74% of children live with foster carers;
- 7% were in residential settings;
- 11% of Children live in a Placed with Parents arrangement
- 8% live /semi-independently and
- 2% live in 'other' placements, such as secure placements or Health-focused placements.

14.102 With a marked increase in demand for Children's Social Care, the continuing cost of living crisis and the unrelenting demand for Unaccompanied Asylum Seeking Children (UASC) placements, forecasts for the coming three years show a likely upward trend. This will inevitably lead to increased demand for placements, potentially putting additional demand on the North Yorkshire placement sufficiency.

14.103 The strategy also highlights the other key challenges the Council faces which include the Increasing duration of care proceedings, driven by factors outside of the council's control which are leading to children remaining in care for longer

14.104 The Council also need to ensure they can continue supporting placement stability for those with complex needs. This will only be achieved by engaging with the wider network.

14.105 They also need to provide placements for a small number of complex teenagers that they have previously struggled to find places for.

14.106 The strategy also highlights the challenge of continuing to maximise the use of in-house provision. This includes supporting children to remain within their communities, and schools and retain connections.

14.107 Finally, the strategy highlights the challenge of meeting the rising demand for UASC placements as pressures mount in the National

Transfer Scheme. This includes providing support as UASCs transition out of care.

Engagement

14.108 To inform this report Iceni undertook consultation with the Children's team at North Yorkshire Council. The summary of this discussion is set out below:

14.109 Broadly there has been a noticeable increase in children requiring care, especially teenagers, many of whom have complex needs such as neurodiversity and emotional health difficulties, exacerbated by the COVID-19 pandemic and the cost-of-living crisis.

14.110 The strategy did therefore conclude that there is some concern around the current demand for residential care but that this would likely be resolved by the development develop two satellite children's homes linked to the existing hubs in Scarborough and Harrogate.

Planning and Capacity

14.111 The primary goal of the Children's care team is to provide short to mid-term residential care where required but to place children with families whenever possible.

14.112 The Council have had significant success in family placements, but this has decreased post-covid and is likely to be made worse by the cost of living crisis and also the increasing number of hard-to-place teenagers.

14.113 This is putting pressure on residential services and the currently available bedspaces are limited, particularly due to the over-18s causing logjams in the system.

14.114 The Council currently have two children's hubs (aka residential homes) in Scarborough and Harrogate which have a combined capacity of 6 bedspaces.

14.115 The Council's goal is to acquire or build a third hub in the south of the County (potentially around Selby), with preferences for locations with educational and health options.

14.116 The council are currently reviewing their stock of larger properties to assess their suitability for a new residential facility.

14.117 When hubs are full, placements are outsourced to private providers, within neighbouring authorities or using Independent Fostering Agencies (IFAs) in North Yorkshire. However, this is minimised with only seven children placed in an IFA.

14.118 However, this figure increases when disabled children are included as they require specialised care beyond what foster placements, or the existing provision can provide.

Disabled Children

14.119 Most disabled children who require residential care are placed out of authority due to their specialist needs and a lack of permanent provision in the County.

14.120 The Council are not seeking to provide additional suitable accommodation in the County, but efforts are being made to support families in caring for their children at home through domiciliary care, overnight options, and short breaks.

14.121 About 15 children are placed outside the authority at any given time due to capacity issues and a lack of specialist supply. There are facilities for shorter-term care for those seeking short breaks (<75) days or shared care (>75 days but in part living at home).

14.122 The three facilities in North Yorkshire are in Scarborough, Knaresborough and Northallerton and they provide capacity for 70-80 children.

14.123 There are also several private care homes which house out-of-area children who draw on the same health and education resources including Special Education Needs and Mental Health Support. The current figure for area children is about 250 children.

14.124 In general, the accommodation for disabled children needs to be overhauled, particularly for those with challenging behaviours.

16-18 Year Olds and UASC

14.125 There is a significant and growing need for move-on accommodation for 16 to 18-year-old care leavers. This includes a growing demand from unaccompanied asylum-seeking children (UASC).

14.126 In some cases, this group require both accommodation and support and when they do not require support there is still a lack of affordable housing for them to move into.

14.127 The Council may wish to consider this group when allocating new housing, this would address the problem and promote a mixed and balanced community.

14.128 At present, there is an issue around children that require support having to move accommodation to meet the regulatory needs of their age group. Currently, those under 16 are required to live in an Ofsted-regulated home and then move into a CQC-regulated home when they are 18.

14.129 A solution to this is to provide dually registered accommodation to improve stability and to avoid moving children twice. Opportunities for jointly registered accommodation should be explored, with a focus on planning for mixed communities.

14.130 The Children’s team also highlighted instances where legal covenants on new housing currently restrict domiciliary care. The team would like this investigated and changed to allow fairer access to those requiring support.

14.131 There are challenges for placing UASC in smaller market towns as there is a lack of diversity, which can be disappointing for them. Often this results in them moving as soon as they possibly can. In most instances, they move to the larger cities to be closer to cultural and familial links.

Policy Response

14.132 The WMS statement said “Local planning authorities should give due weight to and be supportive of applications, where appropriate, for all types of accommodation for looked after children in their area that reflect local needs”

14.133 Clearly the national and County policy direction is to provide in-situ support, followed by familial and foster support. Therefore, the demand for care homes will largely be determined by the success of these policies. Where this is not possible, then local authorities will be required to provide safe accommodation in the right places.

14.134 Given the identified need for additional residential care the Council could seek to identify suitable sites for one or two children with complex needs. There is also a need to identify larger sites for an additional three/four bedded residential home in the Selby area.

14.135 Such sites should align with the most appropriate locations according to Ofsted’s Location Assessment[41] For such accommodation. In summary, this includes ensuring safeguarding concerns are met and that children have access to services.

14.136 There will also be a need for supported accommodation for young adults leaving care and the Council should work with Registered

[41] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/339545/Children_s_homes_regulations_amendments_2014.pdf

Providers to explore opportunities to provide this through developer contributions and in the existing stock.

Other Groups Summary

Service Personnel

14.137 The most recent Ministry of Defence (MOD) statistics suggest that there are 12,240 service personnel stationed in North Yorkshire

14.138 The DIO would like the Council to support their ambitions to grow Catterick and achieve a mixed and balanced community which will support military operational needs.

14.139 This includes delivering service family accommodation to address changes in eligibility

14.140 There are nearly 30,000 veterans in North Yorkshire which equates to 5.8% of the population aged over 16.

14.141 The latest homelessness data suggests that 2% of households that presented themselves as Homeless in North Yorkshire had served in the forces.

Students

14.142 Coventry University has a campus in Scarborough which has between 700 and 800 students and the vast majority of which are full-time students.

14.143 The University's goal is to increase the student role by another 1,000 students to 1,800 students. But they will only be able to do this by attracting more out-of-area students, and they will only be able to do that if they provide a suitable accommodation offer.

14.144 The university believes that the development of around 200 bedspaces would help them achieve this level of growth. The Council should work

with the University and the private sector to identify and allocate a suitable site(s) for this.

Custom and Self-Build

14.145 To date, the North Yorkshire register has a total of 53 entries. However, the aggregate of the legacy authority register had an average annual entry of 175 people although this was on a downward trend.

14.146 This average indicates the future need for plots although the actual requirement will depend on the numbers entering the register.

14.147 The data above is a gross need, and the Council will need to permit an equivalent number of suitable plots to meet this need and any future entries on to the register minus any historic delivery.

Children's Care Homes

14.148 The Council's Sufficiency Strategy shows that the population of Children in Care has increased over 2022/23, with 448 Children in Care as of 31st March 2023.

14.149 This is an increase of 4.2% over the past 5 years – a much smaller rate of growth than the 9% reported nationally.

14.150 The Children's team officers noted that the increase in demand for Children's Social Care will inevitably lead to increased demand for placements, potentially putting additional demand on the North Yorkshire placement sufficiency.

14.151 The Council's goal is to acquire or build a third hub in the south of the County (potentially around Selby), with preferences for locations with educational and health options.

14.152 There will also be a need for supported accommodation for young adults leaving care and the Council should work with Registered Providers to explore opportunities to provide this through developer contributions and in the existing stock.

Part 2:

The Economy and Employment Land

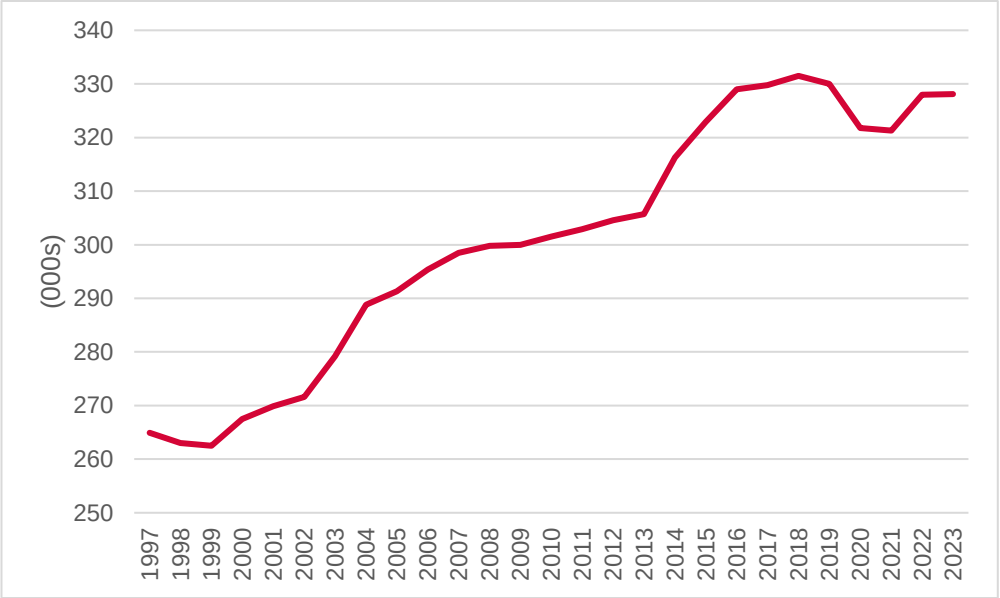
15. Local Economic Baseline

15.1 This section looks at a range of economic and labour market indicators for North Yorkshire.

Employment

15.2 The figure below shows total employment in North Yorkshire – as of 2023 there were 334,200 jobs (Experian data). Employment grew strongly from 1999 to 2018 at an average rate of 1.2%, before declining in 2018-21 by 10,200 jobs (340 jobs per annum). Since then, 6,800 jobs have been recovered.

Figure 15.1 Total Employment – North Yorkshire

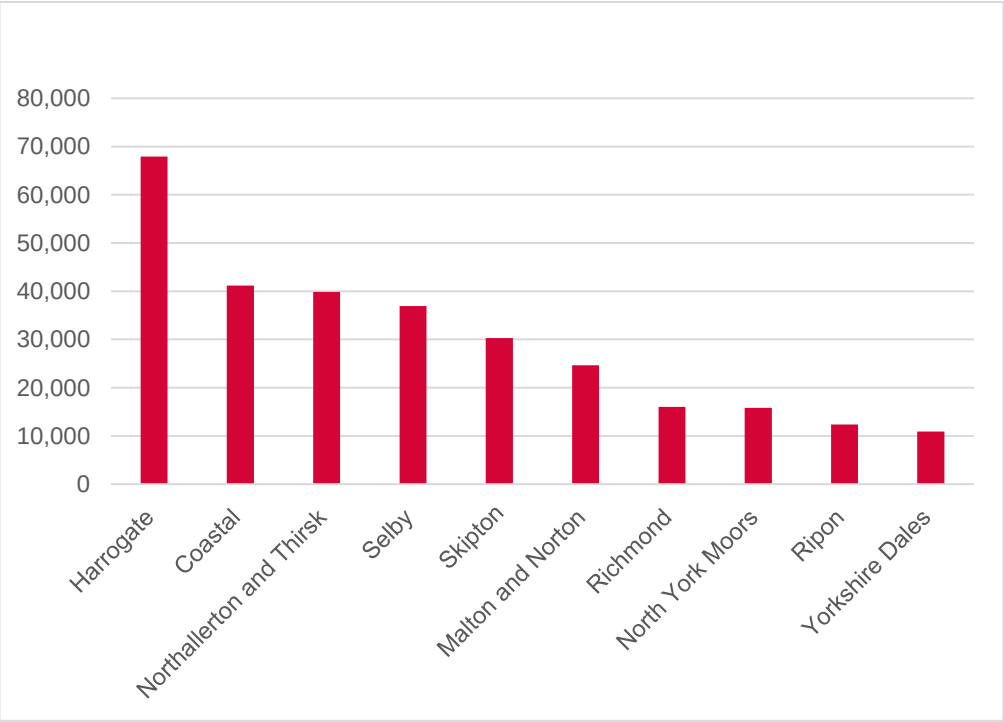


Source: Experian 2024

15.3 The figure below breaks down employment by submarket. BRES data has been used to estimate submarket employment and therefore total employment differs from the Experian data due to differences in data sources and data collection.

15.4 Harrogate has the highest concentration of employment with 67,950 jobs (23.0% of North Yorkshire employment). Coastal contains 412,000 jobs (13.9%) closely followed by Northallerton and Thirsk with 39,825 jobs (13.5%).

Figure 15.2 Employment by Submarket



Source: BRES 2022

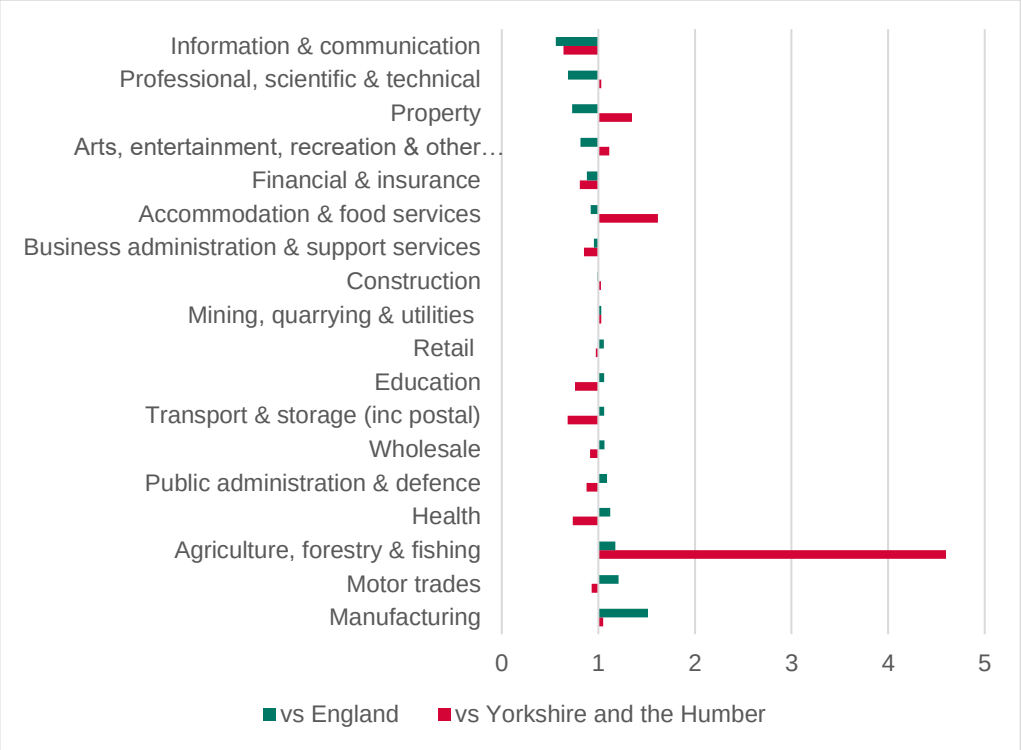
Employment sectors

15.5 The figure below shows the location quotient for North Yorkshire, which measures an area's sector specialisation in comparison to the region and England.

15.6 North Yorkshire has a higher concentration of employment in manufacturing; motor trades; agriculture, forestry and fishing; health and public administration and defence in comparison to England. When compared to the region of Yorkshire and the Humber, there is a much larger disparity in agriculture, forestry and fishing of over 4.5 times more employment in North Yorkshire. Accommodation and food services;

property; and arts and entertainment also see a higher concentration of employment in North Yorkshire than in the wider region.

Figure 15.3 Location Quotient – North Yorkshire vs Region and vs England



Source: Iceni analysis of BRES (2022)

15.7 The table below shows employment by sector. The greatest proportion of employment is in accommodation and food services at 35,100 jobs; this is followed by manufacturing with 32,200 jobs. retail at 28,000 jobs, administrative and support services (25,4000 jobs) and Education (23,4000 jobs). Experian provides a breakdown of the manufacturing sector below.

15.8 Over the past 10 years the sectors that have seen the greatest growth in percentage terms are the manufacture of pharmaceuticals, manufacture of transport equipment, administrative and support services and land transport storage and post.

Table 15.1 Employment by Sector – North Yorkshire

	Employment (000s)			% average annual growth	
Sector	**2003**	**2013**	**2023**	**10 year**	**20 year**
Accommodation & Food Services	29.1	29.8	35.1	1.1%	1.9%
Retail	30.2	27.2	28.0	-0.2%	0.5%
Administrative & Supportive Services	12.4	18.5	25.4	3.5%	3.7%
Education	23.0	25.6	23.4	0.2%	-0.5%
Professional Services	16.5	22.7	23.3	2.4%	1.1%
Wholesale	17.9	18.0	19.1	0.5%	0.9%
Health	12.1	15.2	18.5	2.2%	1.7%
Residential Care & Social Work	18.0	19.2	18.0	0.1%	-0.5%
Land Transport, Storage & Post	8.1	12.6	14.9	3.6%	1.9%
Public Administration & Defence	13.4	12.0	13.4	0.1%	0.6%
Food, Drink & Tobacco (manufacture of)	11.6	10.7	13.3	0.7%	2.5%
Specialised Construction Activities	10.3	10.3	13.2	1.8%	1.6%
Recreation	9.5	11.1	10.1	0.8%	-0.4%
Agriculture, Forestry & Fishing	11.1	15.1	9.7	-0.2%	-4.2%
Construction of Buildings	7.3	6.0	7.6	0.7%	1.5%
Other Private Services	7.3	6.9	7.6	1.1%	0.2%
Finance	5.9	6.1	7.3	1.3%	0.7%
Real Estate	3.1	5.1	4.7	2.6%	2.5%
Metal Products (manufacture of)	3.0	3.4	4.1	1.5%	2.2%
Computing & Information Services	2.5	3.2	4.0	2.7%	2.5%
Utilities	1.8	3.0	3.3	2.5%	1.6%
Non-Metallic Products (manufacture of)	2.6	2.1	3.1	1.1%	3.9%
Other Manufacturing	3.4	3.2	2.9	-0.8%	-1.3%
Transport Equipment (manufacture of)	0.9	1.6	2.6	5.0%	5.5%
Computer & Electronic Products (manufacture of)	2.3	2.8	2.5	0.5%	-0.3%
Civil Engineering	3.1	2.7	2.2	-1.1%	-2.2%
Wood & Paper (manufacture of)	1.8	1.4	1.9	0.7%	3.3%
Media Activities	3.2	4.2	1.6	-2.2%	-9.9%

Machinery & Equipment (manufacture of)	1.6	1.5	1.4	-0.7%	-0.5%
Extraction & Mining	2.1	1.2	1.2	-2.7%	-0.4%
Pharmaceuticals (manufacture of)	0.1	0.7	1.1	14.2%	8.2%
Printing and Recorded Media (manufacture of)	1.4	0.8	1.1	-0.2%	2.2%
Telecoms	0.5	0.4	0.7	2.0%	3.8%
Chemicals (manufacture of)	0.7	0.5	0.6	-0.3%	2.3%
Textiles & Clothing (manufacture of)	0.7	0.6	0.6	-0.9%	0.4%
Air & Water Transport	0.0	0.0	0.0	0.0%	0.0%
Fuel Refining	0.0	0.0	0.0	0.0%	0.0%
Insurance & Pensions	0.0	0.0	0.0	0.0%	0.0%
Total	278.5	305.4	327.5	0.9%	0.7%

Source: Iceni analysis of Experian data 2024

15.9 The following analysis uses Inter-Departmental Business Register (IDBR) data which is a comprehensive list of businesses and provides information on business activity and size.

15.10 The table below breaks down sector employment by submarket area. Sectors with over 10% employment have been highlighted. There is significant employment in wholesale and retail trade and administrative and support services across all submarkets. Professional, scientific and technical services also have a significant prevalence of employment in all submarkets except for Coastal. The Coastal submarket has a high proportion of employment in construction and accommodation and food services. Accommodation and food services employment is also high in North York Moors National Park and Yorkshire Dales reflecting the locations' role in the tourism industry.

Table 15.2 Employment by Submarket - % total submarket employment

	Coastal	Harrogate	Malton and Norton	North York Moors NP	Northallerton and Thirsk	Richmond	Ripon	Selby	Skipton	Yorkshire Dales
Accommodation and food service activities	18.5%	11.4%	8.1%	25.8%	7.5%	14.2%	13.5%	5.5%	9.2%	31.3%
Administrative and support service activities	8.3%	10.1%	6.5%	8.2%	15.4%	7.2%	5.1%	9.8%	24.1%	5.9%
Agriculture, Forestry and Fishing	0.9%	1.3%	4.3%	3.9%	3.6%	3.7%	2.1%	3.4%	0.8%	8.1%
Arts, entertainment and recreation	2.8%	2.2%	7.0%	5.5%	1.5%	4.4%	2.9%	1.2%	1.4%	6.6%
Construction	3.2%	4.7%	5.2%	4.5%	5.5%	6.8%	5.4%	5.6%	5.4%	4.7%
Education	6.9%	7.3%	6.1%	9.4%	5.2%	7.6%	6.7%	7.3%	7.4%	5.5%
Electricity, gas, steam and air conditioning supply	0.1%	0.0%	0.0%	0.3%	0.3%	0.0%	0.0%	2.5%	0.0%	0.0%
Financial and insurance activities	0.6%	3.6%	0.7%	0.2%	0.7%	0.6%	0.6%	0.4%	7.9%	2.4%
Human health and social work activities	18.3%	14.8%	7.3%	8.6%	11.4%	5.9%	9.8%	6.7%	6.7%	6.1%
Information and communication	0.8%	3.6%	0.7%	0.9%	1.1%	2.0%	1.6%	1.0%	1.6%	1.1%
Manufacturing	10.7%	5.7%	22.5%	7.6%	12.0%	5.0%	11.9%	21.5%	9.8%	3.0%
Mining and Quarrying	0.3%	0.0%	0.2%	1.6%	0.1%	0.7%	0.4%	0.2%	0.1%	1.2%
Other service activities	1.2%	1.4%	1.2%	2.4%	1.6%	1.9%	2.6%	1.1%	1.1%	1.5%
Professional, scientific and technical activities	3.2%	12.1%	8.7%	5.4%	4.7%	10.2%	5.8%	8.4%	5.3%	5.9%
Public administration and defence	5.3%	2.7%	2.6%	2.2%	9.9%	6.8%	0.9%	2.7%	2.2%	0.9%
Real estate activities	1.9%	1.2%	1.4%	1.6%	1.6%	1.4%	1.2%	0.8%	1.3%	0.9%
Transportation and storage	2.4%	3.0%	2.7%	2.1%	2.9%	4.2%	9.7%	10.5%	2.5%	2.8%
Water supply, sewerage, waste	0.2%	0.5%	0.4%	0.4%	0.8%	0.7%	0.1%	1.3%	0.3%	0.0%
Wholesale and retail trade; repair of motor vehicles and motorcycles	14.3%	14.5%	14.4%	9.1%	14.2%	16.6%	19.7%	10.2%	12.8%	12.0%

Source: Iceni analysis of IDBR data

Business composition

15.11 The following analysis looks at the business sector composition. In North Yorkshire there is a greatest proportion of businesses in the wholesale and retail sector at 15.6% - this is below the regional and above England's proportion. The second largest sector in terms of number of businesses is professional, scientific and technical services – slightly above the region but below England. North Yorkshire has a larger proportion of administrative and support, accommodation and food, health and education businesses than the region and England.

Table 15.3 Business Units by Broad Sector

	North Yorkshire		Yorkshire and the Humber	England
Broad Sector	No.	%		
Wholesale and retail trade; repair of motor vehicles and motorcycles	4,172	15.6%	16.7%	14.8%
Professional, scientific and technical activities	3,534	13.2%	12.5%	15.7%
Administrative and support service activities	3,219	12.1%	7.6%	8.5%
Construction	2,893	10.8%	13.6%	13.9%
Accommodation and food service activities	2,505	9.4%	7.8%	6.2%
Human health and social work	1,618	6.1%	4.3%	4.0%
Manufacturing	1,482	5.6%	6.5%	4.9%
Agriculture, Forestry and Fishing	1,236	4.6%	5.5%	3.9%
Information and communication	962	3.6%	4.5%	7.3%
Other service activities	917	3.4%	4.1%	4.0%
Real estate activities	809	3.0%	4.0%	4.3%
Education	743	2.8%	1.7%	1.8%
Transportation and storage	731	2.7%	6.2%	4.8%
Arts, entertainment and recreation	726	2.7%	2.3%	2.7%
Financial and insurance activities	570	2.1%	1.8%	2.3%
Public administration and defence; compulsory social security	333	1.2%	0.3%	0.3%
Water supply, sewerage, waste management and remediation	138	0.5%	0.4%	0.3%
Mining and Quarrying	61	0.2%	0.1%	0.0%
Electricity, gas, steam and air conditioning supply	29	0.1%	0.2%	0.2%
Total	**26,682**			

Source: Iceni analysis of IDBR data

15.12 The table below breaks down the proportion of businesses across the submarkets for each sector. As with employment, there is a significant proportion of administrative and support service businesses and wholesale and retail businesses across all submarkets. There is a particular concentration of health businesses in Coastal, Harrogate, Malton and North, Northallerton and Ripon.

Table 15.4 Business Units by Submarket - % of submarket businesses

	Coastal	Harrogate	Malton and Norton	North York Moors NP	Northallerton and Thirsk	Richmond	Ripon	Selby	Skipton	Yorkshire Dales
Accommodation and food service activities	9%	5%	7%	21%	5%	5%	6%	7%	4%	12%
Administrative and support service activities	12%	14%	10%	17%	12%	15%	13%	16%	16%	18%
Agriculture, Forestry and Fishing	2%	5%	8%	5%	10%	7%	6%	3%	9%	8%
Arts, entertainment and recreation	5%	2%	4%	6%	2%	3%	3%	1%	2%	9%
Construction	14%	11%	12%	8%	13%	12%	11%	11%	13%	10%
Education	3%	4%	1%	0%	3%	3%	2%	3%	3%	1%
Electricity, gas, steam and air conditioning supply	0%	0%	0%	1%	0%	0%	0%	1%	0%	0%
Financial and insurance activities	3%	5%	2%	0%	3%	4%	1%	4%	2%	1%
Human health and social work activities	13%	10%	12%	4%	13%	9%	14%	10%	10%	6%
Information and communication	1%	2%	0%	1%	2%	1%	3%	2%	1%	0%
Manufacturing	2%	3%	4%	2%	3%	3%	6%	6%	7%	2%
Mining and Quarrying	0%	0%	0%	0%	0%	0%	0%	1%	0%	0%
Other service activities	3%	3%	4%	6%	4%	3%	3%	4%	2%	6%
Professional, scientific and technical activities	8%	17%	12%	13%	9%	10%	13%	11%	9%	11%
Public administration and defence; compulsory social security	2%	2%	3%	3%	4%	4%	4%	2%	4%	3%
Real estate activities	4%	2%	3%	2%	2%	3%	4%	3%	2%	0%
Transportation and storage	2%	2%	2%	0%	2%	5%	2%	4%	3%	2%
Water supply, sewerage, waste management and remediation activities	0%	0%	0%	0%	0%	1%	0%	1%	0%	0%
Wholesale and retail trade; repair of motor vehicles and motorcycles	17%	14%	16%	11%	13%	15%	11%	11%	13%	10%

Source: Iceni analysis of IDBR data

15.13 The table below breaks down the business base by size band and compares to the region and England. North Yorkshire has a total of 18,400 micro businesses (0-4 employees) which represents 68.9% of the business base. This is significantly lower than the region (75.4%) and England (77.9%). As a result, North Yorkshire has a higher proportion of businesses in the other small and medium size categories of 5-9, 10-19, 20-49 and 50-99. The county has a smaller proportion of large businesses (+250 employees).

Table 15.5 Percentage of Business by Size Band

		0-4	5-9	10-19	20-49	50-99	100-249	250+
North Yorkshire	No.	18,393	3,946	2,410	1,309	387	161	75
	%	68.9%	14.8%	9.0%	4.9%	1.4%	0.6%	0.3%
Yorkshire and the Humber		75.4%	12.7%	6.3%	3.5%	1.1%	0.6%	0.4%
England		77.9%	11.3%	5.7%	3.1%	1.0%	0.6%	0.4%

Source: Iceni analysis of IDBR

15.14 The table below shows business survival rates in North Yorkshire compared to Yorkshire and the Humber and England between 2018 and 2023. The data strongly indicates that new start businesses in North Yorkshire tend to survive at a higher than average rate.

Table 15.6 Business Survival Rates vs Yorkshire and the Humber and England

	North Yorkshire	Yorkshire and the Humber	England
1 year - Born 2022	94.7%	93.4%	93.5%
2 year - Born 2021	78.5%	70.6%	71.1%
3 year - Born 2020	65.3%	58.1%	55.9%
4 year - Born 2019	56.1%	48.7%	47.2%
5 year - Born 2018	51.3%	43.5%	39.4%

Source: Business Demography ONS, 2023

High Opportunity Development Sectors

15.15 The North Yorkshire Combined Authority has identified 6 high opportunity development sectors:

- Industrial Biotechnology – future energy, bio renewables, decarbonisation;
- Healthy Ageing – biomedical research, care businesses, health and life science; MedTech;
- Creative and Digital – technology innovation, AI, film and TV, software development;
- Manufacturing – food manufacturing, vehicle assembly, precision engineering; the sector includes manufacture of metal products, electrical equipment, chemicals and coatings, packaging;
- Rail – infrastructure engineering and consultancy, research and innovation, Network Rail HQ activities, rail engineers.
- Agri-tech – agri-food and food-related research; automation, robotics and AI; controlled environment agriculture and vertical farming; artisan, vegan and specialist food and drink.

15.16 IDBR data has been used to map these subsectors to identify the scale of the sector, locational clustering and businesses sizes. The definitions

for each of the subsectors in terms of 5 digit SIC codes are set out in Appendix A3.

15.17 This analysis will be used to make locational recommendations and to identify the size of premises required to support the key subsectors.

Industrial Biotechnology

15.18 Due to niche profile of the sector not fully captured by 5 digit SIC codes, the following analysis includes energy generation, distribution and transmission activities. The industrial biotechnology subsector has an estimated 10 businesses supporting 434 jobs. Around 74% of employment is supported by just two businesses with over 100 employees.

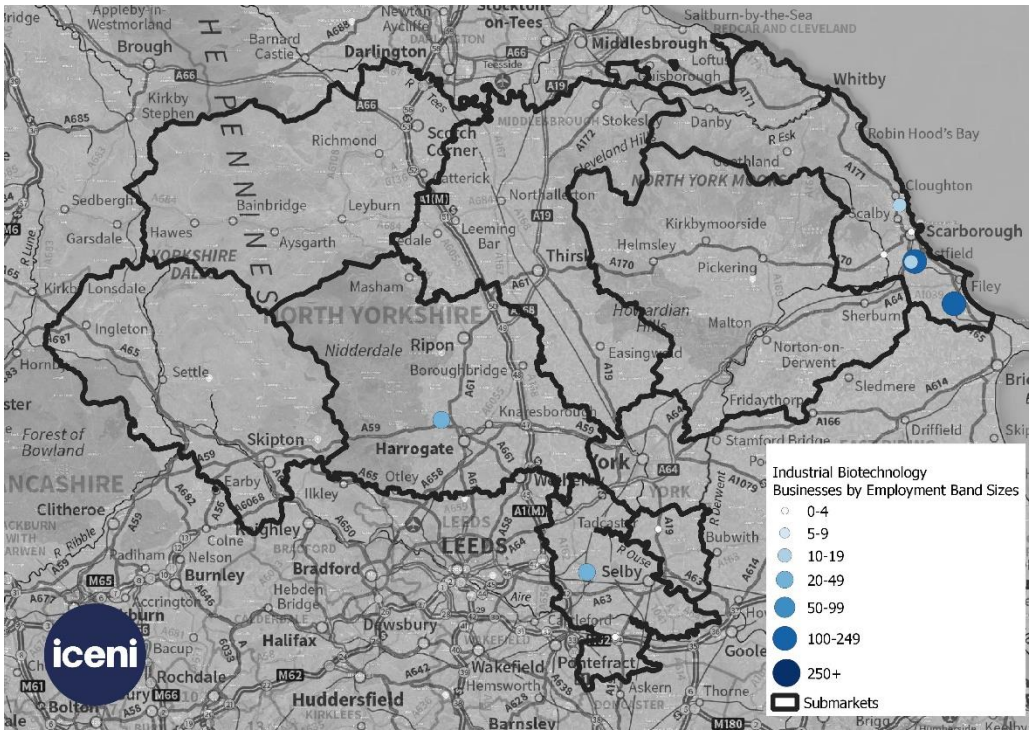
Table 15.7 Industrial Biotechnology Businesses and Employment by Size Band

Business Employment Size Band	Total Employment	% employment	No. of businesses	% businesses
0-4	10	2.3%	4	40.0%
5-9	0	0.0%	0	0.0%
10-19	28	6.5%	2	20.0%
20-49	75	17.3%	2	20.0%
50-99	0	0.0%	0	0.0%
100-249	321	74.0%	2	20.0%
250+	0	0.0%	0	0.0%
Total	**434**		**10**	

Source: Iceni analysis of IDBR data (2024)

15.19 The map below shows the spatial distribution of biotechnology businesses across North Yorkshire. Businesses are clustered on the east coast within the Coastal submarket. There are some medium size businesses in Harrogate and Selby.

Figure 15.4 Industrial Biotechnology Businesses by Employment Size Band



Source: IDBR 2024

Healthy Ageing

15.20 Businesses within this subsector include life science and clinical research, hospital and healthcare activities and elderly social care activities. There are 846 businesses within the sub-sector which support 23,578 jobs.

15.21 The majority of businesses are micro-businesses however this only supports 7% of employment. Just 7 large businesses provide 41% of sub-sector employment – a majority of this employment is within NHS institutions.

Table 15.8 Healthy Ageing Businesses and Employment by Size Band

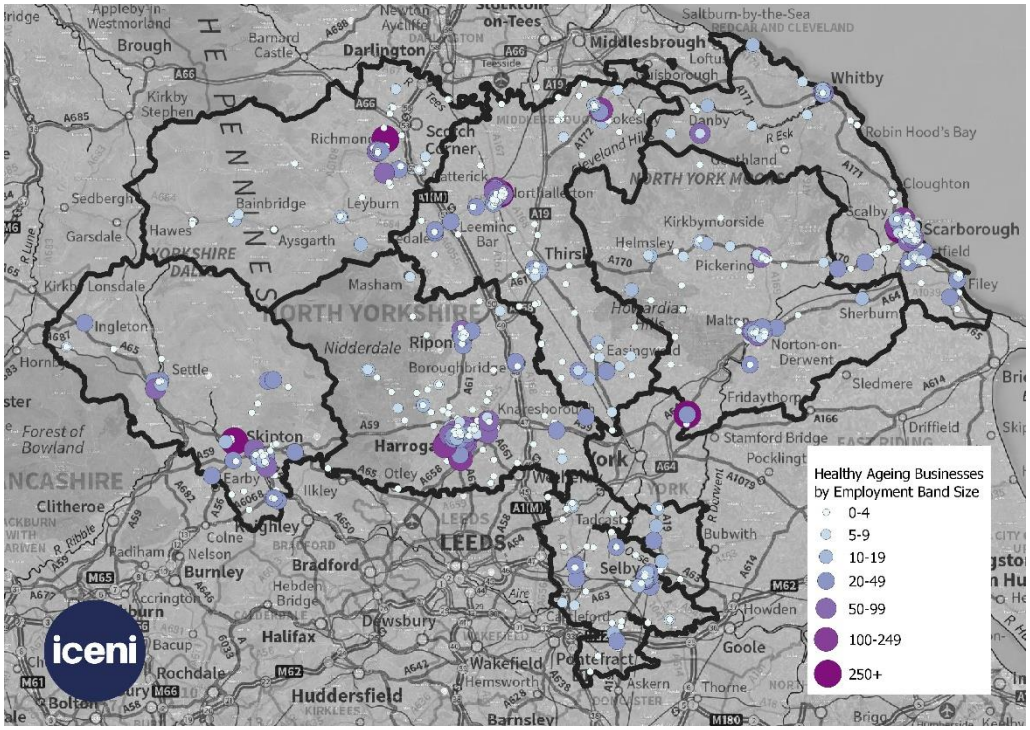
Business Employment Size Band	Total Employment	% employment	No. of businesses	% businesses
0-4	1,684	7.1%	485	57.3%
5-9	1,005	4.3%	104	12.3%
10-19	1,981	8.4%	97	11.5%
20-49	4,562	19.3%	108	12.8%
50-99	3,207	13.6%	37	4.4%
100-249	1,472	6.2%	8	0.9%
250+	9,667	41.0%	7	0.8%
Total	**23,578**		**846**	

Source: Iceni analysis of IDBR data (2024)

15.22 The map below shows the spatial distribution of healthy ageing businesses across North Yorkshire. Businesses are centred around the larger urban locations of Harrogate, Scarborough, Skipton, Northallerton, Richmond and Selby as these areas have higher populations.

15.23 Larger businesses are located mostly within Harrogate, Skipton and Richmond. There is also some clustering at York Bio Campus in Ryedale.

Figure 15.5 Healthy Ageing Businesses by Employment Size Band



Source: IDBR 2024

Creative and Digital

15.24 Analysis of IDBR data shows that there are 213 creative and digital businesses, supporting 1,204 jobs. A significant majority of businesses are micro businesses (0-4 employees) making up 85% of the business base. Over 30% of employment is supported by 10 businesses with 20-49 employees.

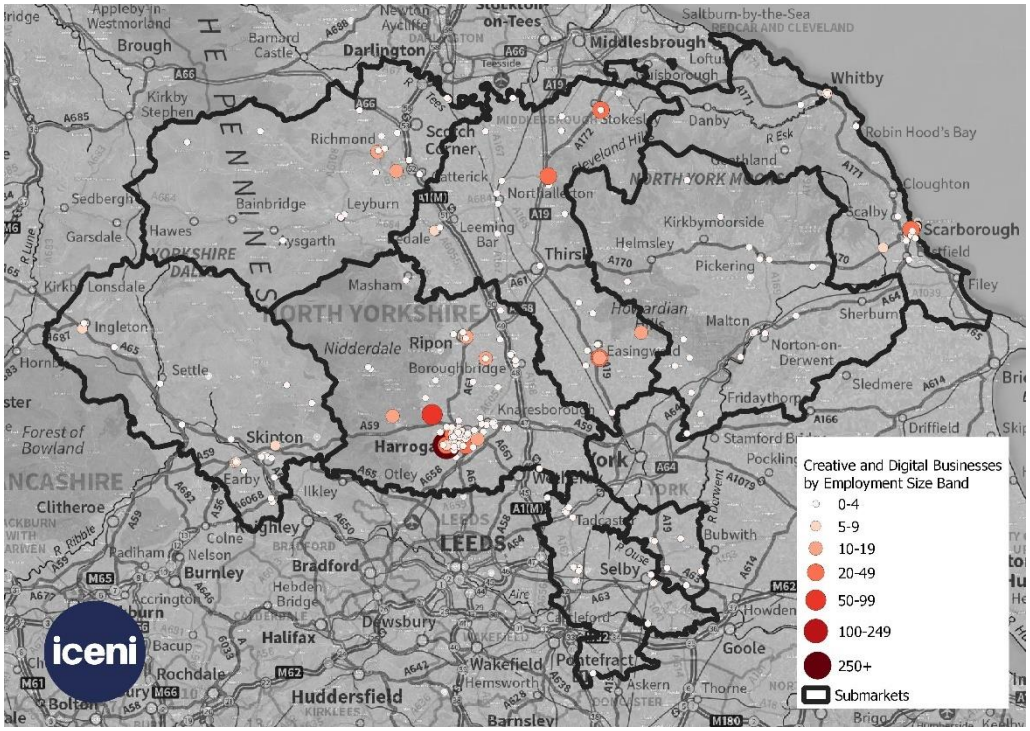
Table 15.9 Creative and Digital Businesses and Employment by Size Band

Business Employment Size Band	Total Employment	% Employment	No. of businesses	% businesses
0-4	286	23.8%	181	85.0%
5-9	79	6.6%	12	5.6%
10-19	97	8.1%	8	3.8%
20-49	366	30.4%	10	4.7%
50-99	53	4.4%	1	0.5%
100-249	0	0.0%	0	0.0%
250+	323	26.8%	1	0.5%
Total	**1204**		**213**	

Source: Iceni analysis of IDBR data (2024)

15.25 Digital and Creative businesses are concentrated primarily in Harrogate, within the town centre. There is some smaller clustering within Scarborough town, Skipton and Richmond.

Figure 15.6 Creative and Digital Businesses by Employment Size Band



Source: IDBR 2024

Manufacturing

15.26 Under the broad sector manufacturing classification, there are 1,480 manufacturing businesses supporting 31,675 jobs. Over half of businesses are micro businesses. There is a significant number of medium businesses with over 20 employees.

Table 15.10 Manufacturing Businesses and Employment by Size Band

Business Employment Size Band	Total Employment	% Employment	No. of businesses	% businesses
0-4	3,441	10.9%	822	55.5%
5-9	1,911	6.0%	266	18.0%
10-19	2,355	7.4%	155	10.5%
20-49	4,269	13.5%	130	8.8%
50-99	4,321	13.6%	57	3.9%
100-249	4,499	14.2%	29	2.0%
250+	10,879	34.3%	21	1.4%
Total	**31,675**		**1,480**	

Source: Iceni analysis of IDBR data (2024)

15.27 A deeper dive has been taken into the manufacturing sub-sectors in the table below. There are 256 food and drinks manufacturing companies of with 25 (~10%) have over 100 employees. The county has a significant number of metal and steel related manufacturing companies as well as electronics.

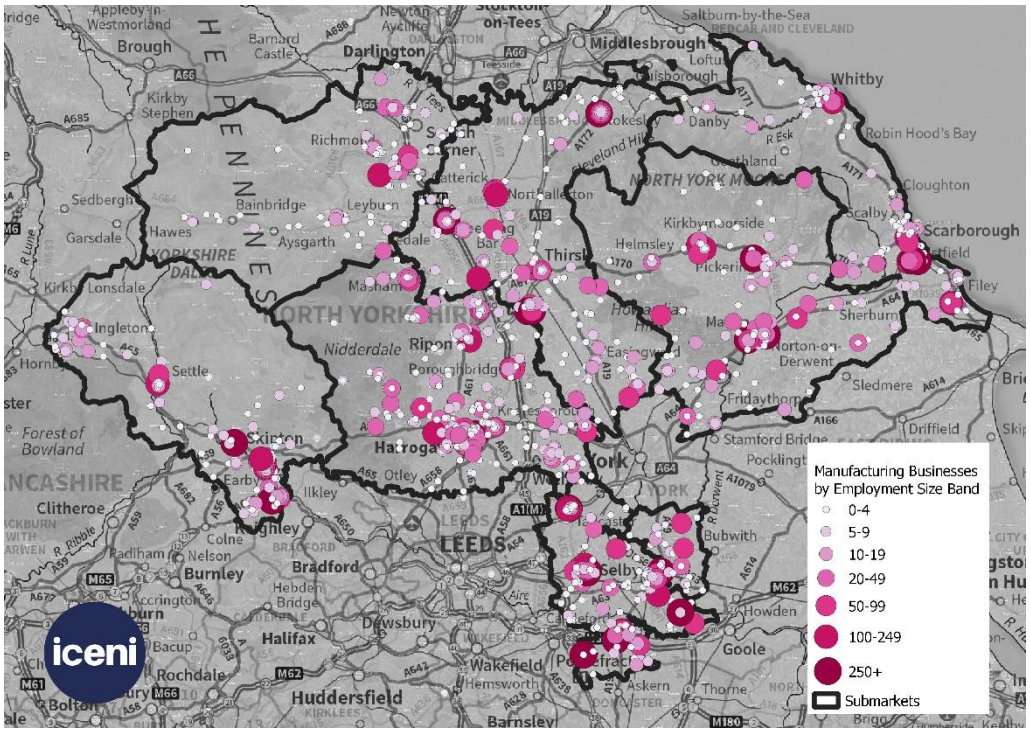
Table 15.11 Manufacturing sub-sector – Businesses by Employment Size Band

	0-4	5-9	10-19	20-49	50-99	100-249	250+	Total
Food and Drinks	103	38	38	32	20	12	13	**256**
Metal and Steel	107	32	20	15	9	3	2	**188**
Electronics	74	17	11	20	3	4	1	**130**
Vehicles	34	8	4	4	3	1	1	**55**
Plastics	18	10	8	6	3	2	1	**48**
Packaging				1	1	1		**3**
Other	486	162	74	53	18	6	3	**800**

Source: IDBR 2024

15.28 The map below shows the spatial distribution of manufacturing businesses across the county. There is a strong spread of businesses across the whole county with some evidence of clustering along the major road network.

Figure 15.7 Manufacturing Businesses by Employment Size Band



Source: IDBR 2024

15.29 Larger manufacturing businesses are mostly located at Sherburn in Elmet, Skipton, Harrogate, Scarborough and Leeming Bar. This is linked to labour force and the transport network.

Rail

15.30 Analysis of IDBR data shows that there are 238 rail-related businesses, supporting 37 jobs. A significant majority of businesses are micro businesses (0-4 employees) supporting a third of employment.

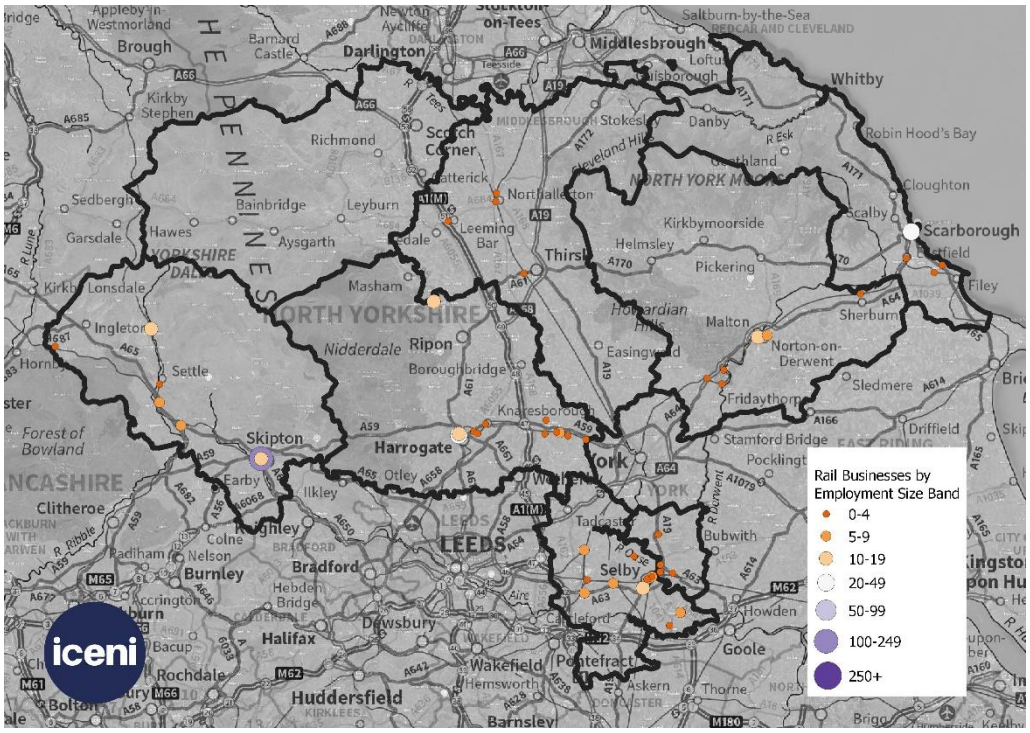
Table 15.12 Rail Businesses and Employment by Size Band

Business Employment Size Band	Total Employment	% employment	No. of businesses	% businesses
0-4	78	33%	24	65%
5-9	37	16%	6	16%
10-19	78	33%	6	16%
20-49	45	19%	1	3%
50-99	0	0%	0	0%
100-249	0	0%	0	0%
250+	0	0%	0	0%
Total	238		37	

Source: Iceni analysis of IDBR data (2024)

15.31 The map below shows the spatial distribution of rail businesses. Rail businesses are clustered around Selby, along the A49 near Knaresborough and at Settle and the surrounding areas.

Figure 15.8 Rail Businesses by Employment Size Band



Source: IDBR 2024

Agri-tech

15.32 Due to the classification methodology, the businesses included in this section may not all explicitly carry out agri-tech activities but include crop production, farming support, food processing, chemical manufacturing and agricultural machinery manufacturing.

15.33 Across North Yorkshire there are 713 agri-tech related businesses, supporting 6,177 jobs. A large majority of employment (36.4%) is supported by 3 large businesses (+250 employees).

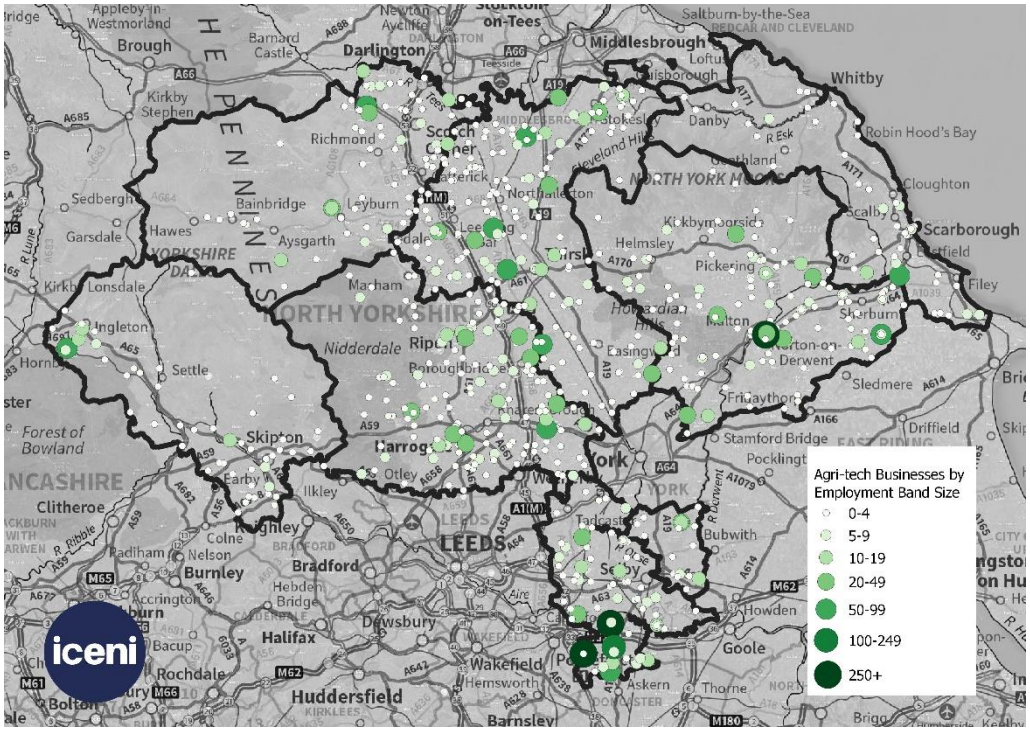
Table 15.13 Agri-tech Businesses and Employment by Size Band

Business Employment Size Band	Total Employment	% employment	No. of businesses	% businesses
0-4	1,184	19.2%	552	77.4%
5-9	615	10.0%	88	12.3%
10-19	513	8.3%	35	4.9%
20-49	728	11.8%	24	3.4%
50-99	717	11.6%	10	1.4%
100-249	174	2.8%	1	0.1%
250+	2,246	36.4%	3	0.4%
Total	**6,177**		**713**	

Source: Iceni analysis of IDBR data (2024)

15.34 The map below shows the spatial distribution of agri-tech businesses across North Yorkshire. There is an even spread of micro businesses across the whole county with signs of clustering along the major road network including the A1, A65 and A19.

Figure 15.9 Agri-tech Businesses by Employment Size Band



Source: IDBR 2024

15.35 In the south of the county in the Selby submarket there is evidence of a clustering of larger businesses, likely drawn by the labour supply benefits of the proximity to York.

Labour Market

15.36 The table below contains key labour market indicators for North Yorkshire and compares to the region and the UK. Due to survey nature of the data source, the 3 year average has been calculated for robustness.

15.37 North Yorkshire has a significantly lower unemployment rate of 2.1% than the region and the UK at 3.7-3.8%. Similarly, the economic activity rate is higher at 80.7%, compared to regional and national average of 76.9-78.4%.

15.38 North Yorkshire has a higher concentration of self-employment with 12.3% of the working age population self-employed, lower than the region 8.3% and the UK 9.2%. Job density is also higher in North Yorkshire at 0.93.

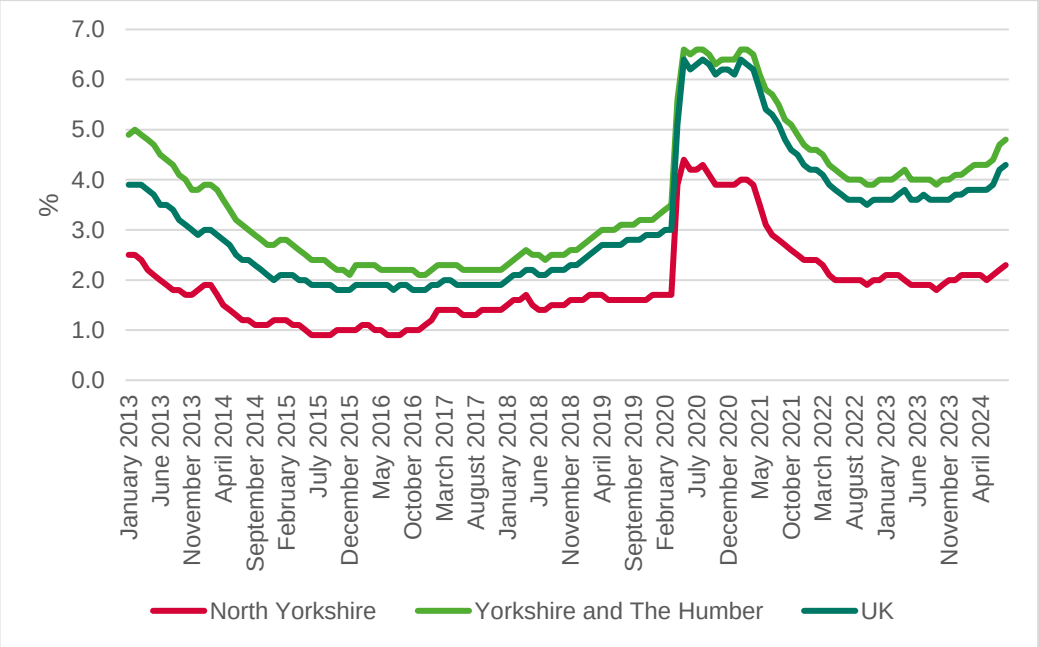
Table 15.14 Labour Market Key Indicators (Average 2022-24)

	North Yorkshire	Yorkshire and the Humber	UK
Unemployment Rate	2.1%	3.7%	3.8%
Economic activity rate	80.7%	76.9%	78.4%
Self-employed	12.3%	8.3%	9.2%
Jobs Density	0.93	0.82	0.87

Source: Annual Population Survey, Job Density ONS

15.39 In line with lower levels of unemployment, North Yorkshire also has lower levels of claimants of universal credit. This has been a trend historically. As of August 2024, just 2.3% of the working population were claiming universal credit, compared to 4.8% across the region and 4.3% of the UK.

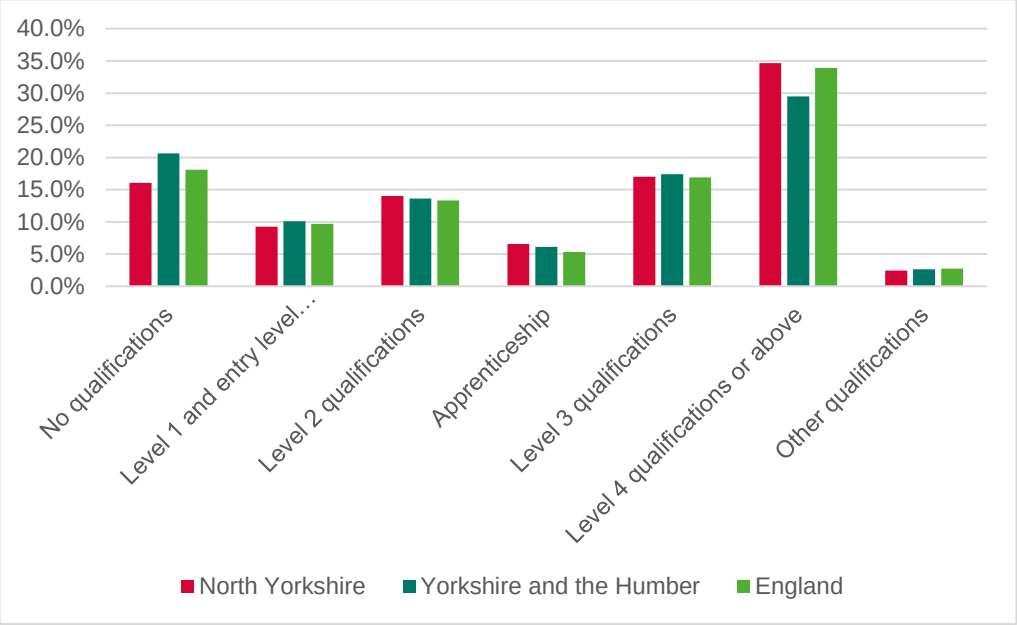
Figure 15.10 Claimant Count (% of working age population)



15.40 The figure below shows the highest level of educational attainment as a proportion of the working age population. A lower proportion of the population in North Yorkshire have no qualifications compared to the region and the UK.

15.41 Conversely, North Yorkshire has a higher proportion of university-educated (Level 4 +) population at 34.7%, compared to 29.5% in Yorkshire and the Humber and closely in line with the UK average of 33.9%.

Figure 15.11 Highest Level of Educational Attainment (% working age population)



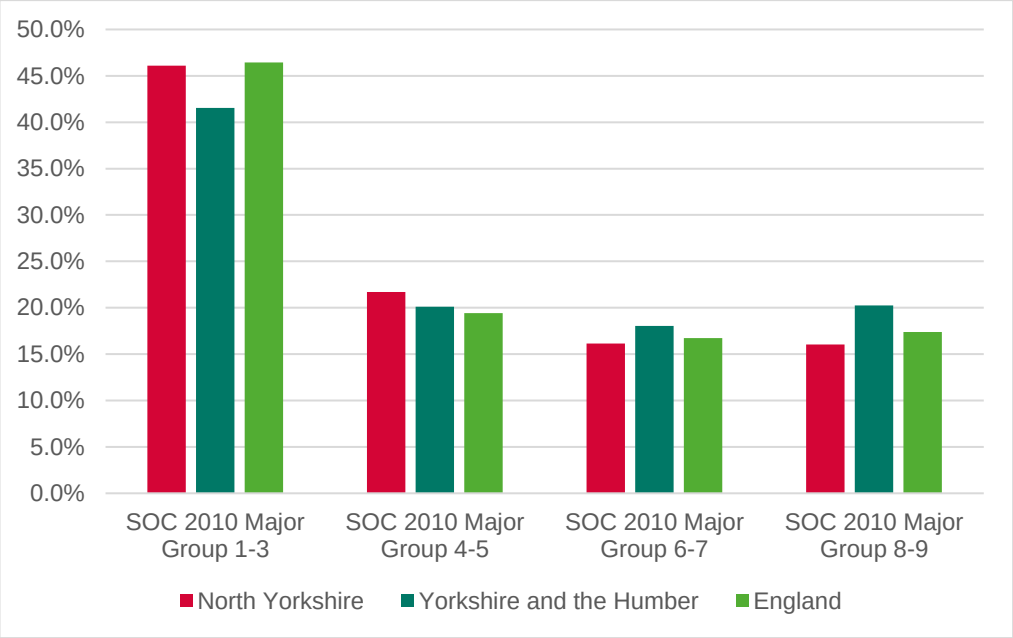
Source: Annual Population Survey

15.42 The figure below shows that North Yorkshire has a similar percentage of its population w working in the top three occupation groups[42] (managers, professionals and technical roles) at 46.1%, compared to England at 46.4%. This is significantly higher than the region at 41.6%.

15.43 Conversely, North Yorkshire has a lower percentage of its population in the lower occupational groups 6-9. The occupational levels can be closely tied with levels of educational attainment and earnings which are examined below.

[42] 1 = Managers, Directors & Senior Officials, 2 = Professional Occupations, 3 = Associate Prof & Tech, 4 = Admin & Secretarial, 5 = Skilled Trades, 6 = Caring, Leisure and Other Services, 7 = Sales & Customer Services 8 = Process Plant & Machine Operatives, 9 = Elementary Occupations

Figure 15.12 Population By Standard Occupation Group (2021)

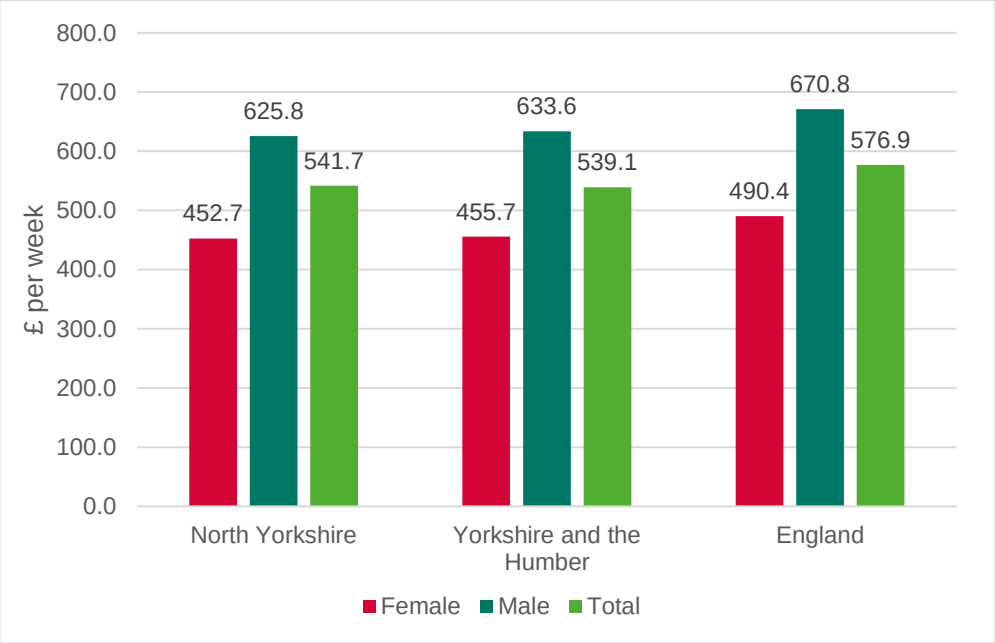


Source: Census 2021

15.44 The figure below shows median earnings per week for North Yorkshire residents, compared to the region and England. In total, North Yorkshire residents earn more than the regional average at £541.70 vs £539.10.

15.45 However, this is lower than the England average (£576.90). On average male residents earn 27.7% more than female residents, slightly lower than the regional average of 28.1% but higher than England (26.9%).

Figure 15.13 Median Earnings per Week - Resident-based

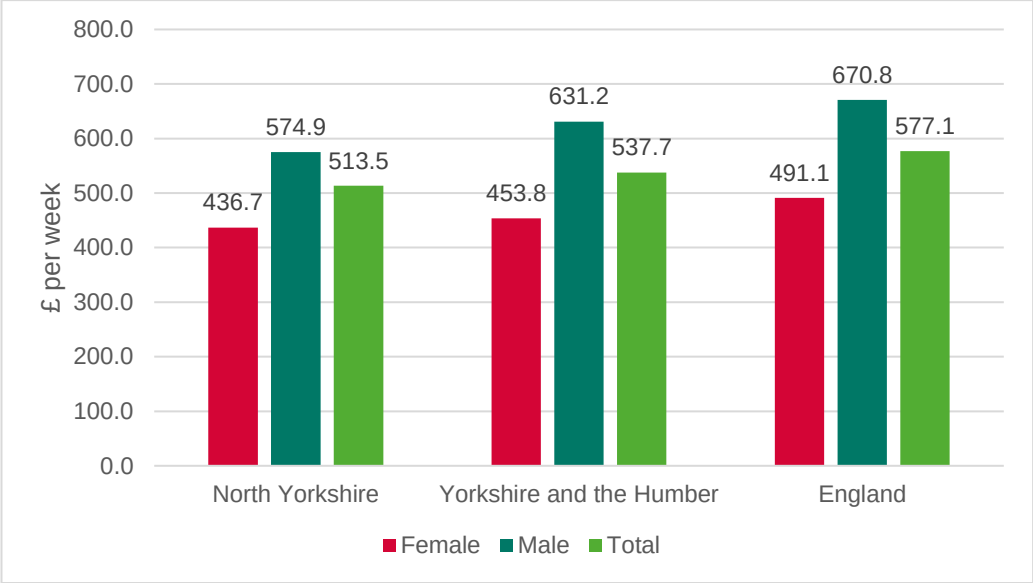


Source: Annual Survey of Hours and Earnings 2023

15.46 The figure below shows average workplace earnings of employees who work within North Yorkshire. Workers within North Yorkshire on average earn £28.20 less than residents.

15.47 This indicates that residents are commuting out to surrounding districts for higher-paid work (likely to neighbouring cities of York and Leeds) and there is in-commuting for lower-skilled jobs. Additionally, North Yorkshire workers at £513.50 earn less than the regional average of £537.70 and England (£577.10).

Figure 15.14 Median Earnings per Week - Workplace-based

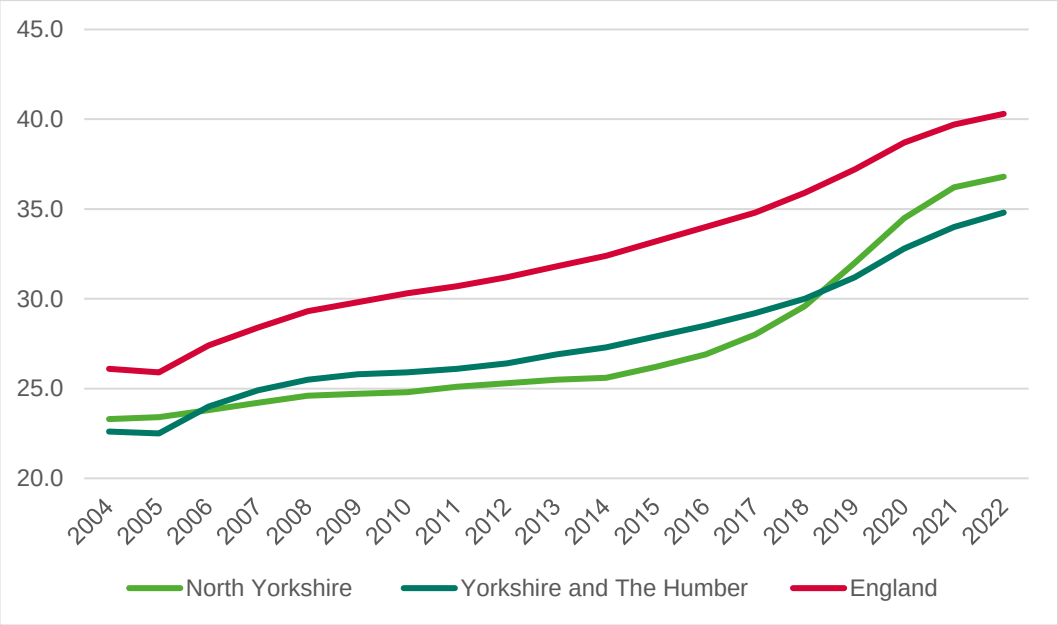


Source: Annual Survey of Hours and Earnings 2023

15.48 The figure below shows productivity in terms of GVA per hour worked. Historically, North Yorkshire had a lower productivity rate than the region and England.

15.49 However, since 2019, productivity gains have resulted in a level that exceeds the region. As of 2022, North Yorkshire's productivity was £36.80 per hour worked, higher than Yorkshire and the Humber at £34.80 but lower than the UK at £40.30.

Figure 15.15 GVA per hour worked (£)



Source: ONS – GVA per hour worked

Business Survey Findings

15.50 Iceni undertook a Business Land and Premises Survey to understand the views of businesses within North Yorkshire regarding their future growth potential and premises requirements. The survey included questions relating to the suitability of existing premises, as well as whether there may be a requirement to expand or relocate in the future – Appendix A4 provides the full list of survey questions.

15.51 The Survey was live between September and October 2024 and was publicised by the Council via the Council website, business newsletters and email distribution. The Survey was open to businesses across all sectors and sizes who rent/own at least one business premises.

15.52 In total, only 20 businesses completed the survey in full which is a low response rate. Although these include businesses from a wide range of sectors.

15.53 The majority of respondent businesses had been trading for over 10 years and all but one were SMEs (<250 employees).

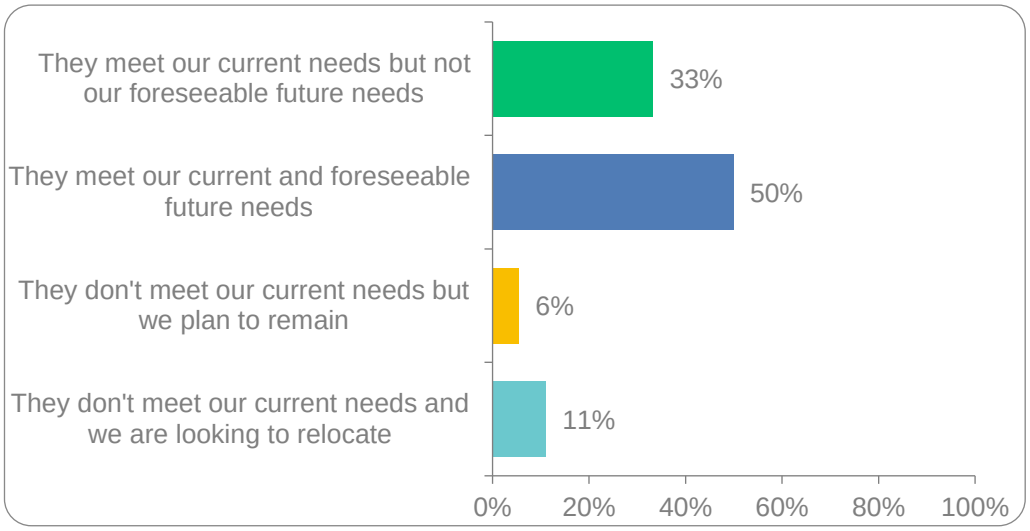
15.54 Approximately half of respondents predominantly sell their goods and services locally within North Yorkshire and approximately half of the businesses also reported that their supply chain was predominantly located within North Yorkshire.

15.55 Businesses were asked when their current premises were built. Over 55% of businesses stated that their premises were built earlier than the 1980s, and they are therefore occupying ageing properties.

15.56 Half of the respondents stated that there was no potential to expand their premises at their current site. Of the remaining responses, a quarter stated that there was potential to expand their current site and that they had plans to do this in the future. Around 12.5% stated that they had room to expand but no plans to do so, and 12.5% were unsure.

15.57 To understand future needs, the survey asked respondents to select one of four statements that best reflected how adequate their current premises are for their needs. Figure 15.16 below lists these statements and shows the proportion of respondents who chose each option.

Figure 15.16 Adequacy of Respondents' Business Premises



15.58 Half of respondents stated that their current premises meet their current and near future needs, whilst 33% stated that whilst their premises meet their current need, it does not meet their foreseeable future needs.

15.59 The most commonly stated reason for current premises not meeting future needs was that the business anticipated future growth and would therefore require expansion (including possible additional vehicle parking space). One third of businesses stated that they expect staff numbers to grow in the next 2 years, indicating a positive business environment.

15.60 The survey asked respondents to share their views on what they think are the key local barriers to business growth. Transport infrastructure was commonly stated within responses, both in terms of public transport infrastructure and road infrastructure, including car parking provision. Rail infrastructure was specifically noted by a number of respondents as an issue, particularly with regard to reliability. Weak transport links were noted by one respondent to limit access to jobs and services for those living in North Yorkshire.

15.61 Poor and costly utility infrastructure (water, electric, gas and telecoms) was also noted by one respondent to place limitations on growth.

15.62 The availability of skilled workers was stated by multiple respondents as a local barrier to business growth, with approximately half of the business respondents reporting issues in finding staff with the right skills.

15.63 The survey also asked questions around the impact of the COVID-19 pandemic and EU-exit on business premises requirements and growth trajectories. Unsurprisingly, businesses mentioned increased levels of working from home but also streamlining of business operations leading to reduced numbers of staff.

15.64 Multiple businesses stated that EU-exit has greatly reduced the number of overseas visitors, particularly affecting those within the accommodation & food and arts, entertainment & recreation sectors.

15.65 Businesses also noted the impact of changes to import/export fees, with one respondent mentioning that they are considering an EU-based warehouse to mitigate against this.

15.66 While the survey is not representative of all business, 50% of those that have responded have suggested that their premises don't meet their needs either now or in the future.

15.67 These businesses should be supported to grow in place where it is possible to do so and there should be a choice of alternative accommodation where they cannot. This might mean ensuring additional supply where vacancy rates are low.

15.68 The fact that 50% of businesses also highlighted a lack of access to skilled staff also illustrates the importance of aligning housing and employment growth and where this is not possible ensuring that public transport can support further commuting.

Local Economy SWOT Analysis

15.69 The table below summarises the Strength, Weaknesses, Opportunities and Threats for the North Yorkshire's Local Economy.

Table 15.15 SWOT Analysis

Strengths	**Weaknesses**
• Low unemployment, low claimant count and high job density • High business survival rates • High educational attainment • Increasing productivity levels • Strong tourism economy driven by National Parks and the coast • Strong manufacturing cluster, especially within food manufacturing	• Residents out-commuting for higher-value jobs • Low worker earnings • Weak office sector outside of Harrogate
Opportunities	**Threats**
• Growth potential in the high opportunity sectors of Agri-tech, Industrial Biotechnology, Healthy Ageing, Manufacturing, Rail and Creative and Digital • Strong agricultural sector provides opportunity for agri-tech innovation • Promote high-skilled / advanced manufacturing away from lower skilled jobs	• Challenging business environment (high energy costs, general inflation and potential reduced spending) may lead to a reduction in business survival rates and already low business formation rates. • Ageing population

16. Commercial Property Market

16.1 This section provides an assessment of the commercial property market in North Yorkshire, focused on offices (including office and research & development) and industrial (including industrial and warehouse/distribution space).

16.2 This assessment has been undertaken by Iceni Projects working with Fordy Marshall, commercial property agents and consultants based in Wetherby. It uses a variety of sources including take-up and availability data from CoStar, a commercial property database.

16.3 It should be noted that CoStar data can be weaker in relation to smaller and rural premises (as these tend not to get reported to the national database due to the local nature of occupier interest) and therefore data on this market section should be treated with caution.

16.4 Where relevant Valuation Office Agency (VOA) data is used. It includes a limited review of the latest commercial property literature and feedback from stakeholder/property agent consultation.

Industrial Market

United Kingdom Industrial Market Overview

16.5 According to CoStar, the heightened levels of occupier and investor demand for industrial property witnessed during the height of the pandemic have faded following an extended period of high inflation and elevated interest rates.

16.6 However, the sector continues to benefit from structural factors such as e-commerce, supply chain reconfiguration and the push towards net-

zero carbon emissions, which should continue to support leasing decisions and, in turn, unlock opportunities for investors.

16.7 Although most industrial landlords believe the sector remains in a relatively strong place, consolidation by distribution occupiers and retailers has turned net absorption negative over the past 12 months. Multiple warehouse closures larger than 500,000 sq.ft by the likes of GXO, JD Sports and Wilko have had an outsized impact. Vacancies (currently 4.7%) are rising but remain below their decade peak of 5.2%.

16.8 Rising vacancies have as much to do with increased supply as the slowdown in demand. Although construction activity has begun to ease, it remains elevated, with 55.5 million SF underway across the UK.

16.9 Construction starts have fallen away sharply in recent months, however, which will impact the near to medium-term pipeline. This is amid concerns over softening tenant demand, coupled with high build costs.

16.10 Still, larger developers such as Tritax, Segro and Panattoni are pressing ahead with significant schemes, aided by their superior purchasing power, large customer bases and ability to deliver best-in-class warehouses that satisfy the demands of increasingly ESG-conscious occupiers.

16.11 Tenant appetite for greener buildings is offering support to rental growth. Industrial properties with the highest energy-efficiency ratings continue to post stronger rent growth than their lower-rated or unrated counterparts and are expected to continue to do so.

16.12 Sector-wide rent gains have decelerated to 5.2% year-over-year as vacancies have inched up and occupiers face ongoing cost pressures. Rents are expected to keep growing, however, driven by relatively tight supply-demand conditions in some segments of the market.

16.13 Looking ahead, while CoStar's baseline forecast scenario calls for vacancies to rise in the coming months as new schemes deliver, landlords are likely to continue to hold the balance of negotiating power.

16.14 Owners of newer and more energy-efficient schemes are particularly well-positioned to take advantage of the relative undersupply of such product.

North Yorkshire Industrial Market Overview

16.15 The industrial market conditions in North Yorkshire are generally characterised by a tight availability of space, restricting market activity. Despite recent vacancy rate rises to 6%, this is heavily driven by sizeable move-outs in the big-box market.

16.16 The smaller end of the market (sub-100,000 sq.ft) remains significantly tighter than big boxes, with a vacancy rate of around 3%. Sensitivity analysis has been included throughout this chapter to explore this.

16.17 Negative market conditions have been skewed by significant move-outs at Sherburn in Elmet; Sherburn in Elmet serves a wider sub-regional West Yorkshire market and is not fully reflective of market conditions across North Yorkshire. GXO Logistics closed its sizeable facilities in Sherburn in Elmet and Selby.

16.18 In early 2024 the distribution occupier put its 600,000 sq.ft Sherburn in Elmet facility up for sublease or assignment on flexible terms through 2030. Its 125,000-SF Selby facility is available on a similar basis through 2029.

16.19 The closures are part of a global drive to reduce the firm's warehouse footprint and have also been linked to labour issues at Sherburn in Elmet.

16.20 Legal & General's shutting of a 550,000 sq.ft modular homes factory in the second half of 2023 was another big contributor to recent negative occupancy.

16.21 These second-hand warehouses, available in whole or in part, are competing with a relatively ample supply of new builds. Among the most notable is Firethorn Trust's Sherburn42, a 660,000 sq.ft speculative development of four warehouses sized from 58,000 sq.ft up to 280,000 sq.ft, which remained available in its entirety as of mid-2024.

16.22 Since the completion of these units, the amount of space under construction across North Yorkshire has shrunk markedly from 1.3 million sq.ft midway through 2023 to 88,000 sq.ft today.

16.23 North Yorkshire's changing supply-demand dynamic has brought about a slowdown in rental growth. It is running at 5.8% year-over-year, broadly in line with the national pace, having hovered around 6% from 2020–23.

16.24 While most of the market's larger facilities are not quoting rents, market participants say prime rents for Grade A big boxes of 100,000 sq.ft and above stand around £8–£9/sq.ft. Smaller new build facilities can command up to £15/sq.ft, partly reflecting high build costs.

16.25 Marrtree Business Park, a small multi-let scheme in Thirsk developed in 2020, has found letting success off rents of £8.50-£10/sq.ft, with several lettings signing there in the first half of 2024.

North Yorkshire Industrial Market – Agents' View

16.26 Principle occupier demand tends to concentrate along key arterial routes in the west of the County – those being the A1(M), A59, A64 corridors and around main urban areas.

16.27 Flight to quality for new modern space because of tightening of EPC requirements and companies looking more specifically at ESG requirements.

16.28 Significant interest from industrial occupiers in the smaller to mid-range size categories. With historically low capacity in the larger big box sector, the County has tended to miss this sector, so difficult to establish extent of market demand.

16.29 Several newer searches have emerged in the last couple of years for unit sizes in excess of 150,000sq.ft, which have struggled to be met (with exception of Sherburn in Elmet), so these tend to gravitate to North East or West Yorkshire with a wider pool of space options for occupiers to consider.

16.30 The recently consented site at Catterick, known as Catterick 52, J52 A1(M) will offer an alternative new big box option for the County, with a 50 acre logistics park. The developer, Eshton Group, are currently marketing a single large warehouse of 650,000 sq.ft, on a pre-let D&B basis, which represents possibly the largest floorplate option for North Yorkshire at the current time.

16.31 The current Co Star statistics showing an extremely high vacancy rate for the Selby submarket at 17.5% is not representative of the wider North Yorkshire market, caused almost entirely by the recent development of Firethorn Trust's speculative scheme of up to 660,000 sq.ft, as well as a couple of other notable vacancies.

16.32 Generally, the message is lack of supply and choice across the whole market, partly due to difficulty in funding speculative development and also corresponding lack of allocated and deliverable land in suitable locations.

16.33 Smaller to mid-sized requirements have a strong leaning towards freehold, as many occupiers seek to own and control their own property, driven often by a desire to hold in SIPP or on balance sheet.

16.34 Freeholds are highly sought after, but even more limited in availability as the asset class has shown very positive returns for investors over the last 2 decades, so owners are reluctant to trade. Where developers

have options to sell freehold interest, on new build property, valuations tend to be at levels in excess of £175 per sq.ft and higher for smaller unit sizes.

16.35 In some cases, viability is holding the market back from delivery - number of sites in the pipeline however many have become stuck due to servicing and infrastructure issues, including access to power, road network requirements, drainage, BNG land ownership issues etc.

16.36 In many situations, new developments require a significant large occupiers with pre-lets secured in order to support infrastructure provision as rents of sub £8 per sq.ft are not providing enough headroom in the land appraisal, a problem exacerbated by recent inflationary pressures in build cost generally. More sought after locations where higher rents of £10-11 per sq.ft have been more successful in delivery.

16.37 Good share of market interest is driven by manufacturing – recent deals include 250,000 sq.ft taken by a water bottling company, Shepley Spring Ltd at Flaxby (A1 J47); an extractor fan manufacturer, Envirovent Ltd took up 60,000 sq.ft at Harrogate West Business Park 2 years ago.

16.38 In September this year, Caddick Developments announced the preletting of a new 178,000 sq.ft purpose-built factory for Schneider Electric at Scarbrough Business Park, offering the company expansion space to triple its existing nearby factory in Scarborough. Manufacturing requirements tend to be more focused in locational needs, with access to suitable skilled labour being a major factor.

16.39 In the case of the new Schneider facility, the drive to net-zero and having a highly energy efficient property was reported to be a key criterion of their expansion. We expect to see a greater move by other larger scale employers and occupiers to seek similar requirements from their built property, which will lead to a need for development of new

stock, as the older industrial premises fail to meet the tightening EPC requirements.

16.40 Units of 20,000-30,000 sq.ft are highly in demand – occupiers looking for this size of space are unable to fit into standard terraced units. There is currently very limited supply in the market to suit this requirement. For example, Potterspace at Melmerby, Ripon, have planning consent secured to build two additional warehouse units, each of 25,000 sq.ft, and the agents acting, report that they have been shortlisted by an occupier considering taking both on a pre-let.

16.41 The earlier phases within this development, with unit sizes ranging from 12,500 sq.ft to 25,000 sq.ft were all secured on new leases either during construction, or via pre-lets. All at rents in the region £8 per sq.ft.

16.42 Many of the County's larger market towns such as Malton, Pickering, Skipton, Northallerton, Thirsk, Easingwold, Richmond and Ripon, have a well-established and reasonably strong local and regionally based commercial market.

16.43 In most cases these locations now also house a number of the National trade counter operators such as Screwfix, Toolstation, amongst others, competing with the more established local businesses which tend to hold property on a freehold basis. With interest from a wider market, there has been competition for space, and in many cases vacancy levels are very low, with pressure being placed on growth opportunities.

16.44 There are a number of examples where new developments in these market towns have shown great success, principally funded by privately owned investor developers willing to take a longer-term view.

16.45 Examples include the likes of Marrtree Investments who have developed out two phases of industrial units at the successful Martree Business Park in Thirsk over the course of the last 4 years, now boasting some 26 individual units, all built speculatively, ranging from circa 1,000 sq.ft to 5,000 sq.ft. Here the most recent rents have been

secured at £10 per sq.ft, and the park is now fully occupied, save for 1 unit.

16.46 Other examples include the equally successful Malton Enterprise Park, which has a similar profile, with some freehold disposals, but principally offering smaller units, and developed in phases by David Harrison Group Ltd. This development has been partially speculatively developed and partially on pre-let and pre-sale agreements.

16.47 The development by Lindum at Pickering, known as Pickering Park, where they have recently secured planning consent for some 184,000 sq.ft of industrial floorspace to expand the existing Thornton Road Business Park, and have installed the infrastructure to deliver new buildings on a design & build basis, offering space options from 1,000 – 20,000 sq.ft.

Industrial Stock

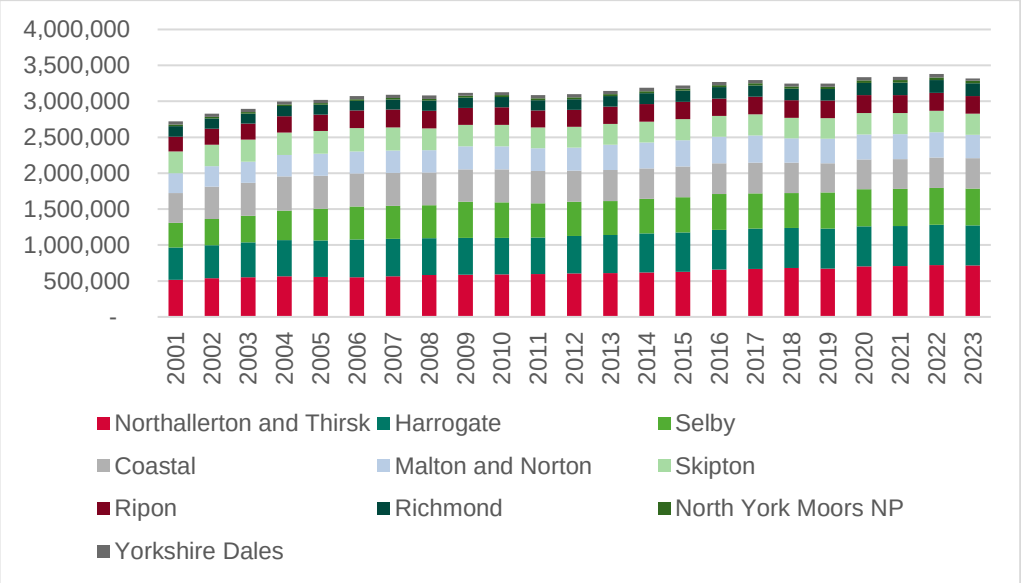
16.48 The VOA provide data on the total amount of industrial floorspace by Lower Super Output Area. The data for the North Yorkshire sub-market areas is presented in the figure below.

16.49 There is a total of 3.3 million sq.m of industrial floorspace in North Yorkshire, of which the highest concentration is within the Northallerton and Thirsk submarket at 21.6%. This is followed by Harrogate (16.8%) Selby (15.4%), and Coastal (12.8%).

16.50 There is very little industrial floorspace in North York Moors National Park (1.1% of total) and Yorkshire Dales (1.0% of total) submarkets due to their national park status limiting commercial construction.

16.51 In general, since 2001 industrial floorspace has increased. Over the past 10 years, industrial floorspace has grown at an average annual rate of 0.6%.

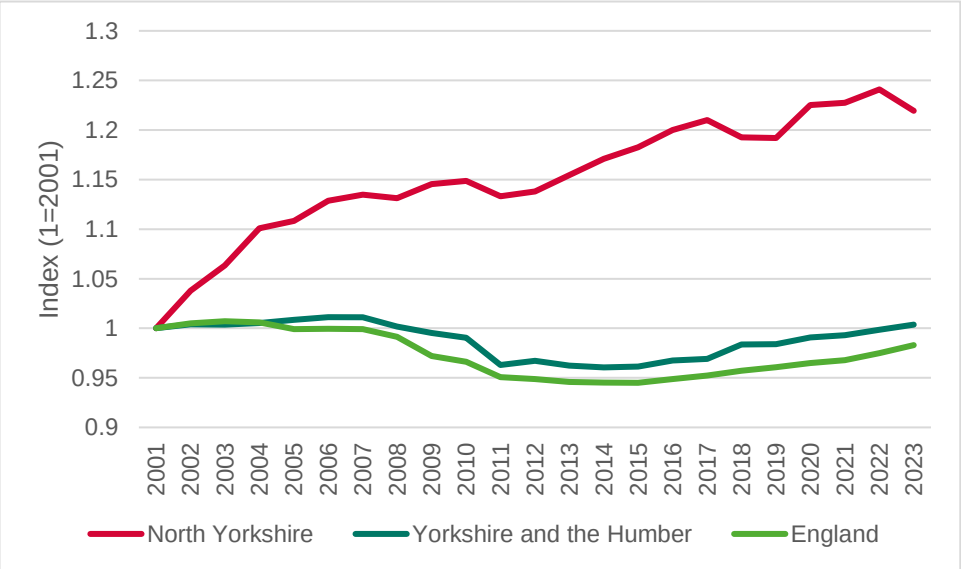
Figure 16.1 Industrial Floorspace (sq.m) 2001-23



Source: VOA 2023

16.52 The figure below shows how the amount of industrial floorspace in North Yorkshire has changed relative to Yorkshire and the Humber and England. Overall, North Yorkshire has seen a greater proportional increase since 2001; the region and England saw a decline from 2005 to 2010 and then a slight recovery towards 2001 stock levels. Overall North Yorkshire has seen steady growth in industrial stock since 2001.

Figure 16.2 Indexed Industrial Floorspace



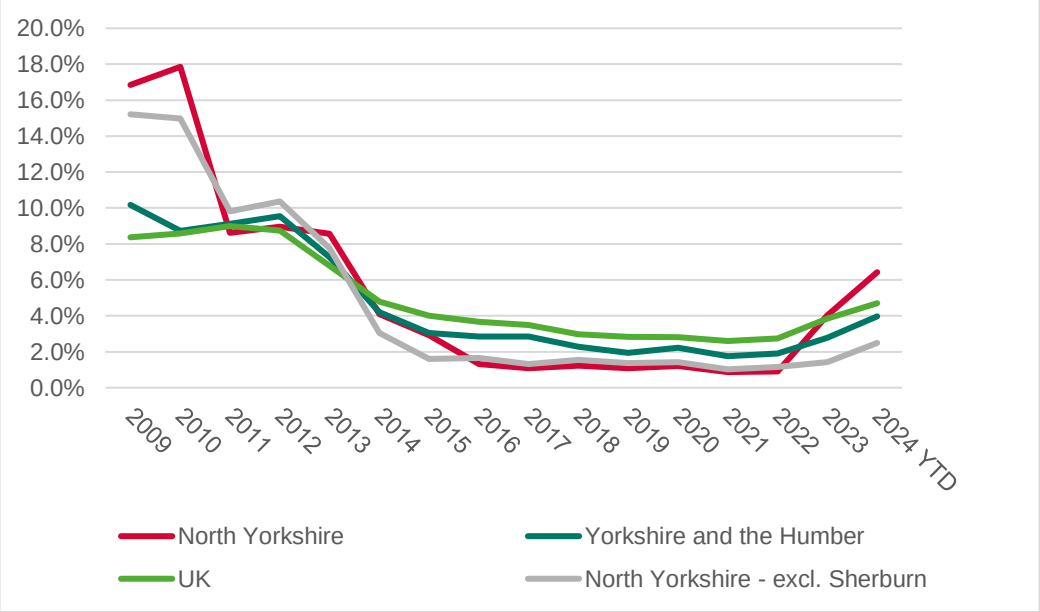
Source: Iceni analysis of VOA 2023

16.53 The figure below shows the vacancy rate for industrial floorspace in North Yorkshire, comparing rates for Yorkshire and the Humber and the UK. A sensitivity rate has been run to exclude Sherburn in Elmet, reflecting the area's role as a sub-regional site rather than purely serving the local North Yorkshire market.

16.54 Industrial vacancy rates in North Yorkshire saw a decline from a 2010 peak of 17.9%, to an all-time low of 0.9% 2021-22. Since then, vacancy rates have increased to 6.4% as of Q3 2024.

16.55 Vacancy rates excluding Sherburn in Elmet are significantly lower at 2.5%, below the regional average of 4.0% and UK of 4.7%. Vacancy rates of 5-10% are seen as an optimal level to allow for market churn and occupier choice - the North Yorkshire market has been supply-restricted for over a decade which has supressed market activity.

Figure 16.3 Industrial Vacancy Rates



Source: CoStar 2024

16.56 The table below shows the vacancy rate by the defined submarkets. For reference, the inventory (floorspace) CoStar has for each of the submarkets has been included to show the relative size of the submarket and therefore the significance of the vacancy rate. The

floorspace for each of the submarket differs to the VOA data due to differences in the way data is collected – VOA is based on business rates and CoStar is based on a number of sources and relies on agent information.

16.57 The vacancy rate is extremely low in a majority of the submarkets and sub-2% in Skipton, Coastal, Richmond, Harrogate and Ripon. On the whole the major markets are severely supply restricted. This is likely to be associated with both land availability, deliverability and viability.

16.58 Selby has an extremely high vacancy rate of 17.5% - this is driven by recent move-outs of +100,000 sq.ft units due to occupier structural changes and issues with labour pool accessibility.

16.59 These significant vacancies drive the overall North Yorkshire vacancy rate to 6.4%, despite exceeding the rate within a majority of the submarkets. Excluding Sherburn in Elmet from the submarket reveals that the vacancy rate across the local Selby market is much lower at 4.3%.

16.60 Higher vacancy rates in the smaller industrial markets in the National Parks are likely over-inflated as properties within the National Parks may only have a CoStar record because they are on the market and there is a larger inventory not picked up because they are owner-occupied or in rural remote locations.

Table 16.1 Vacancy Rate by Submarket

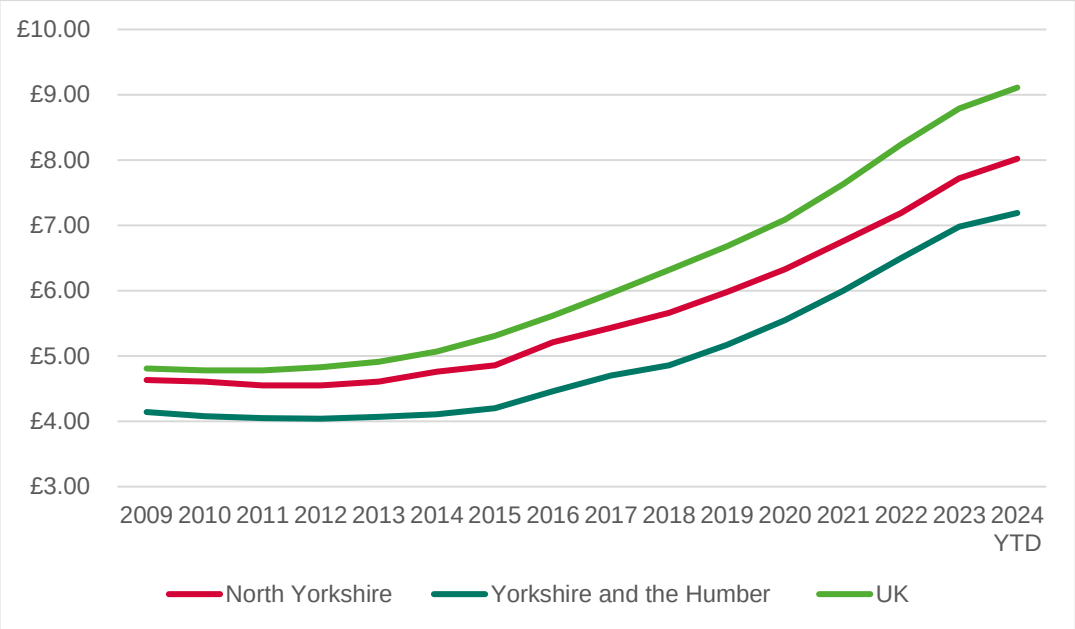
Submarket	CoStar Inventory (sq.m)	Vacant Floorspace (sq.m)	Vacancy Rate
Selby (*excl. Sherburn in Elmet)	1,174,451 (399,102)	169,368 (17,284)	17.5% (4.3%)
Skipton	253,634	2,339	0.9%
Coastal	345,402	3,679	1.1%
Richmond	72,134	910	1.3%
Harrogate	515,396	8,865	1.7%
Ripon	264,438	4,897	1.9%
Northallerton and Thirsk	494,541	11,162	2.3%
Malton and Norton	321,520	11,887	3.7%
North York Moors NP	1,957	197	10.1%
Yorkshire Dales	11,630	2,981	25.6%

Source: Iceni analysis of CoStar data

16.61 The figure below shows inflation-adjusted rents for industrial floorspace for North Yorkshire, the region and the UK. Industrial rents have been increasing consistently over the past decade since 2013 across all three areas – rents have increased at an average rate of 5.3% per annum in North Yorkshire over the past 10 years.

16.62 Industrial rents in North Yorkshire (£8.02 p.s.f Q3 2024) are below the UK average (£9.11 p.s.f) but above the Yorkshire and the Humber average (£.19 p.s.f).

Figure 16.4 Inflation-adjusted Industrial Rents (£/sq.ft)



Source: CoStar 2024

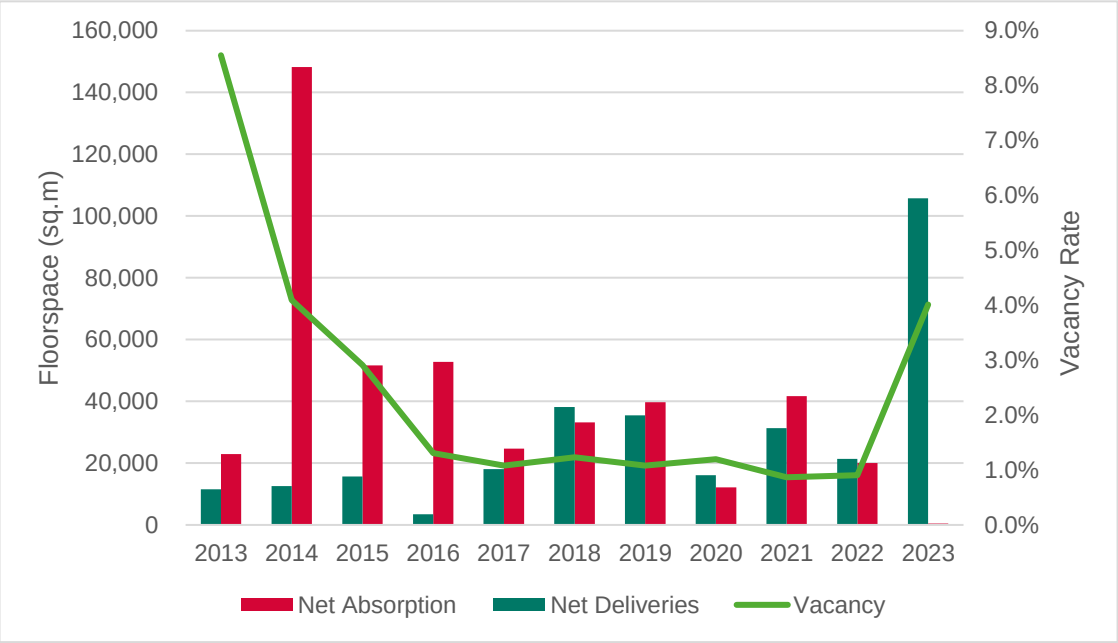
16.63 The figure below shows net absorption, net deliveries and the vacancy rate for the North Yorkshire industrial market. Net absorption indicates the net change in occupied floorspace (i.e. moves-ins minus moves-outs). Net absorption has been positive over the entirety of the past decade at an average rate of 40,691 sq.m per annum.

16.64 This has been matched by an equivalent net delivery of floorspace which sustained vacancy rates at sub-2%, keeping demand suppressed, in need of a supply injection.

16.65 In 2023 there was a net delivery of 32,903 sq.m of which nearly half of the constructed floorspace was driven by Sherburn 42, which currently remains largely unoccupied.

16.66 The scheme serves a wider sub-regional strategic need rather than catering to the local North Yorkshire market and therefore vacancy rates appear inflated, however the sub-10,000 sq.m market still remains severely supply-constrained.

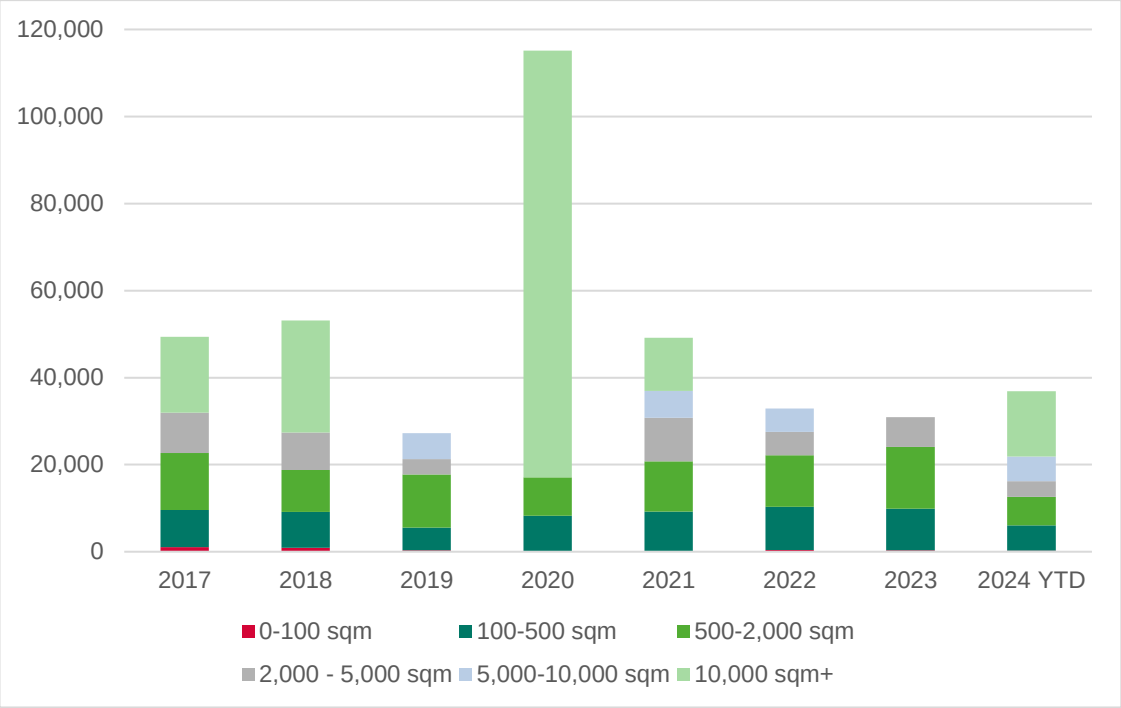
Figure 16.5 Net Absorption, Net Deliveries and Vacancy Rate – North Yorkshire Industrial



Source: CoStar 2024

16.67 The figure below shows industrial leasing activity from 2017 to Q3 2024 by size band of premises. On average 51,123 sq.m of floorspace is leased per annum – this is driven up by a 61,956 sq.m deal in 2020 by Clipper Logistics at Sherburn Industrial Area.

Figure 16.6 Industrial Leasing Activity by Size Band (sq.m)



Source: Iceni analysis of CoStar 2024

16.68 The table below breaks down the floorspace leased and the number of deals by size band. A large majority of floorspace leased (42.7%) is within properties over 10,000 sq.m, however, this was only driven by 7 deals (1.6% of deals). Over 60% of deals were for properties 100-500 sq.m and 21.5% for properties 500-2,000 sq.m indicating that market demand is concentrated in the small and mid-box market.

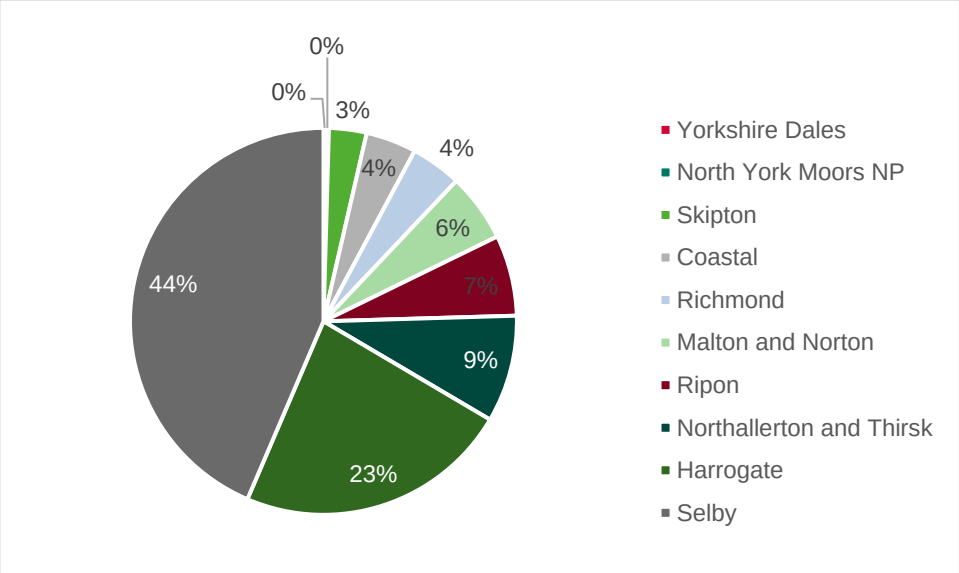
Table 16.2 Floorspace Leased and Number of Deals 2017- 2024 YTD

	0-100 sqm	100-500 sqm	500-2,000 sqm	2,000 - 5,000 sqm	5,000-10,000 sqm	10,000 sqm+
Floorspace leased	3,354	64,585	88,030	47,079	23,229	168,447
%	0.8%	16.4%	22.3%	11.9%	5.9%	42.7%
Number of Deals	54	270	96	15	4	7
%	12.1%	60.5%	21.5%	3.4%	0.9%	1.6%

Source: Iceni analysis of CoStar 2024

16.69 The figure below shows leasing activity by submarket – a majority of leasing activity was concentrated in Selby at 44%. This is followed by Harrogate (23%) and Northallerton and Thirsk (9%).

Figure 16.7 Leasing Activity by Submarket 2017 - 2024 YTD



Source: Iceni analysis of CoStar 2024

16.70 The table below shows the leasing activity by size band for each of the submarkets. Leasing of larger units (+5,000 sq.m) is concentrated in Selby primarily, with some limited activity in Harrogate, Richmond and Coastal. There is strong activity for sub-2,000 sq.m units in all of the other submarkets, excluding the National Parks.

Table 16.3 Leasing Activity by Submarket and Size Band 2017 – 2024 YTD

	0-100 sqm	100-500 sqm	500-2,000 sqm	2,000 - 5,000 sqm	5,000-10,000 sqm	10,000 sqm+	Total
Harrogate	13	57	30	5	1	1	107
Northallerton and Thirsk	12	78	14	2			106
Selby	7	31	14	3	2	5	62
Malton and Norton	8	29	10	1			48
Ripon	2	25	5	4			36
Coastal	3	18	9		1		31
Skipton	4	16	10				30
Richmond	2	10	3			1	16
North York Moors NP		2	1				3
Yorkshire Dales	3	4					7

Source: Iceni analysis of CoStar 2024

16.71 The following section looks at available industrial stock – in total, there is 590,500 sq.m of available floorspace across North Yorkshire. A majority of this is concentrated in Selby, which has an availability rate of 9.9%.

16.72 Other key submarkets of Northallerton and Thirsk and Harrogate have extremely low availability rates of 2.9% and 1.9%, respectively. Although Yorkshire Dales and North York Moors National Parks have higher availability rates this is not significant due to being relatively smaller markets.

Table 16.4 Industrial Availability by Submarket (September 2024)

Submarket	Available Floorspace (sq.m)	Availability (%)
Selby	207,687 (33,636)	17.7% (2.9%)
Coastal	16,504	4.8%
Malton and Norton	15,180	4.7%
Northallerton and Thirsk	11,472	2.3%
Harrogate	8,270	1.6%
Ripon	7,181	2.7%
Yorkshire Dales	4,971	42.7%
Skipton	2,339	0.9%
Richmond	496	0.7%
North York Moors NP	197	10.1%
Total	**274,297**	

Source: Iceni analysis of CoStar 2024

Office Market

National Office Market Overview

16.73 CoStar reports the national office vacancy rate continues to climb heading into the autumn of 2024, with space released onto the market still outweighing new leasing. Annual net absorption remains sharply negative at -6.4 million SF as ongoing structural change in the office sector combines with weak economic conditions to depress demand.

16.74 Momentum is picking up after a quiet start to the year, with national office take-up rising 25% in Q2 2024 amid robust demand for prime space in the City of London and regional hotspots like Manchester. However, leasing is still running comfortably below pre-pandemic levels.

16.75 There is now around 117 million SF of vacant office space across the UK, nearly double the amount vacant when the pandemic struck and the highest figure in 11 years. It is expected to reach 140 million SF in early 2026 as a wave of new buildings complete construction in an environment of weak aggregate demand. This would equate to a

vacancy rate of around 10%, up from 8.4% today and below 5% in March 2020. Average rents are projected to fall accordingly in the near term.

16.76 Some segments of the market continue to perform well. Best-in-class buildings are attracting tenants seeking sustainable space and good amenities, even if many firms are shrinking their office footprints in signing new deals.

16.77 Major regional city centres have regained some of their previous vigour, with prime rents growing strongly in places like Manchester, Edinburgh and Bristol.

16.78 Micro-location and the quality of the office space have never been more important in an increasingly polarised market, exemplified by the recent 97,000-SF letting by Johnson & Johnson at the ultra-sustainable Tempo building in Maidenhead, which was signed at a record rent in a town with one of the highest vacancy rates in the country.

16.79 Activity remains quiet in the investment market, especially at the larger end of the deal spectrum. Just £7.2 billion has been spent on UK offices over the past 12 months, well below the 10-year annual average of £22.6 billion.

16.80 Weak investor sentiment, high borrowing costs and rising vacancy will likely continue weighing on both activity and office prices in the coming months, with little chance of a meaningful rebound until early 2025.

16.81 Many deals that have closed recently have had a value-add or redevelopment angle, as falling prices and a belief in the long-term future of prime offices in the best locations lure some investors back into the fray, albeit on a very selective basis.

16.82 Further interest rate cuts should see investors slowly return for core opportunities at rebased prices.

North Yorkshire Office Market Overview

16.83 CoStar reports the North Yorkshire office market has a vacancy rate of 4.5%. This vacancy rate is 0.4% higher than it was this time last year. This increase in vacancy occurred because there was 54,000 SF of negative absorption and 14,000 SF was removed from inventory due to demolition.

16.84 Rents have decreased 0.2% in the past 12 months and are currently around £16.00/SF. Nothing is under construction in the North Yorkshire office market. In the past year, there have been 20 sales, which have traded for approximately £37.0 million in volume and 320,000 SF in stock.

16.85 Vacancy is 2.4% in 4 & 5 Star buildings, and 34,000 SF has been absorbed in this asset class over the past year. Within 3 Star buildings, vacancy is 6.1% and there has been 94,000 SF of negative absorption. Currently, 1.6% of 1 & 2 Star space is vacant, and 6,400 SF has been absorbed in this space type over the past 12 months.

16.86 Rents are around £21.00/SF in 4 & 5 Star buildings, £16.20/SF in 3 Star buildings, and £14.00/SF in 1 & 2 Star buildings. Year-over-year rent growth was flat in 4 & 5 Star buildings, -0.3% in 3 Star buildings, and -0.1% in 1 & 2 Star buildings.

16.87 Of the 20 sales in the past year, 2 were of 4 & 5 Star buildings, 16 were of 3 Star buildings, and 2 were of 1 & 2 Star buildings. Current vacancy is higher than its trailing three-year average of 4.0%.

16.88 However, this figure is lower than the national trailing three-year average of 7.3%. The market is approximately 6,300 SF larger than it was three years ago and is the result of roughly 26,000 SF of construction and roughly 20,000 SF of demolition.

16.89 Rents have increased 4.9% over the past three years. Meanwhile, average rents increased 5.3% nationwide. There have been 50 sales

over the past three years, amounting to £60.0 million in volume and 490,000 SF of inventory.

North Yorkshire Office Market – Agents View

16.90 The office market in North Yorkshire is relatively small with key markets centred around urban centres in particular Harrogate, Northallerton and Scarborough. Harrogate is the strongest office market in the County with a good provision of existing business parks and town centre facilities to accommodate existing premises.

16.91 Office demand in these areas is driven by public transport access and availability of amenities such as shops and restaurants, rather than more isolated out-of-town office parks.

16.92 In recent years, particularly post-Covid and the move to greater levels of work from home, office demand has stagnated, there have been lower levels of enquiries, and any demand has tended to be concentrated at the smaller end of the market (sub-500 sq.m).

16.93 North Yorkshire has historically not been home to larger scale private sector office occupiers as they are typically drawn to the neighbouring cities of Leeds and York which offer premises containing larger floorplates and higher concentration of population.

16.94 Demand for larger offices within North Yorkshire tends to be driven by the public sector, accommodating council offices, municipal offices and other public sector services within town centres.

16.95 There are some historical exceptions to this include Computershare and the Skipton Building Society, but these are largely indigenous businesses.

16.96 As with the industrial sector we are starting to experience moves by the larger occupiers to achieve more energy-efficient space, flexibility and this includes seeking to meet EPC and ESG requirements.

16.97 With some limited exceptions, at current levels, office rents are too low to support new-build speculative development, and any new space being built is generally on the back of specified occupier demand and on either a pre-let or pre-sale basis.

Office Floorspace

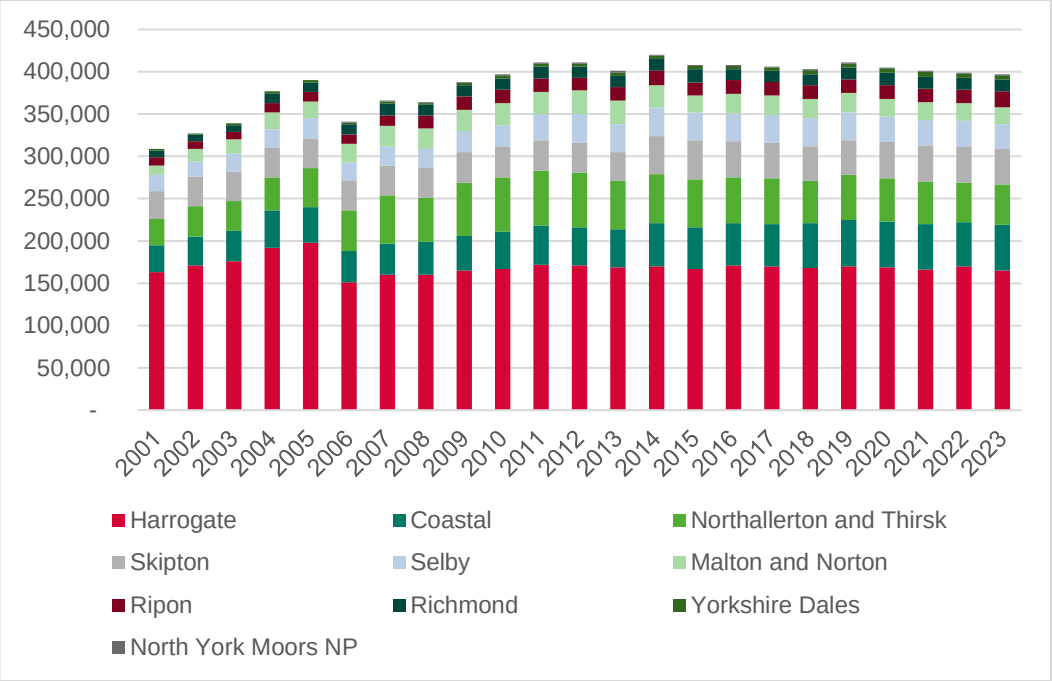
16.98 The VOA provide data on the total amount of industrial floorspace by Lower Super Output Area. The data for the North Yorkshire sub-market areas is presented in the figure below.

16.99 There is a total of 397,000 sq.m of office floorspace in North Yorkshire, of which the highest concentration is within Harrogate (42%), followed by Coastal (14%), Northallerton and Thirsk (12%) and Skipton (11%).

16.100 There is very little industrial floorspace in North York Moors National Park (0.3% of total) and Yorkshire Dales (1.3% of total) submarkets due to their national park status limiting commercial construction.

16.101 Office floorspace increased up to 2014 but has seen a reduction over the last 10 years at an average annual rate of -0.6%, this has been a result of permitted development rights – desirable urban locations such as Harrogate and Scarborough town centres have been office lost to residential conversions.

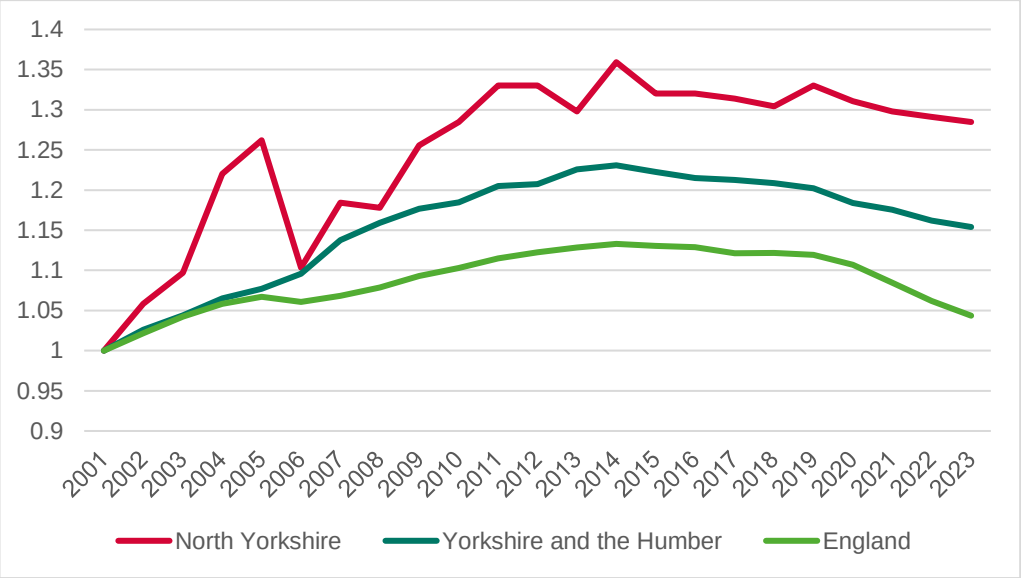
Figure 16.8 Office Floorspace – North Yorkshire



Source: VOA 2023

16.102 The figure below shows how the amount of office floorspace in North Yorkshire has changed relative to Yorkshire and the Humber and England. Overall, North Yorkshire has seen a greater proportional increase 2001-05 however since has followed a similar trend to the region and England, increasing until 2014 and then declining since.

Figure 16.9 Indexed Office Floorspace (2001=1)

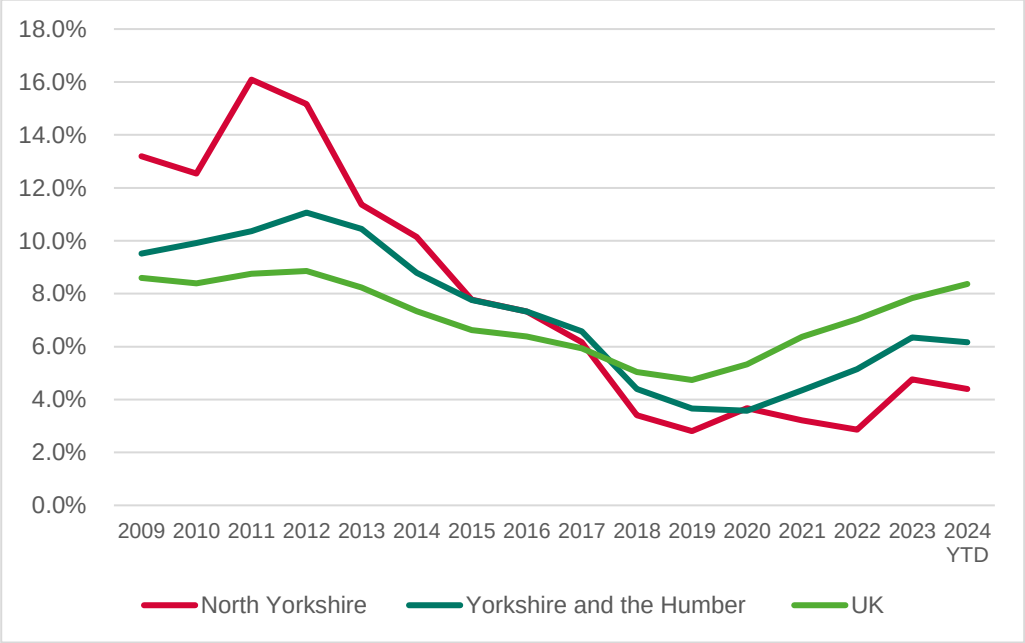


Source: Iceni analysis of VOA 2023

16.103 The figure below shows the vacancy rate for office floorspace in North Yorkshire, comparing rates for Yorkshire and the Humber and the UK.

16.104 Office vacancy rates in North Yorkshire have been on a downward trend since 2011, reaching an all-time low of 2.9% in 2022. Since then, the rate has increased slightly, likely due to the ongoing effects of the pandemic of increased home and hybrid working, currently sitting at 4.4% as of Q3 2024. The vacancy rate is below the regional rate of 6.2% and UK (8.4%).

Figure 16.10 Office Vacancy Rates



Source: CoStar 2024

16.105 The table below shows the office vacancy rate by the defined submarkets. For reference, the inventory (floorspace) CoStar has for each of the submarkets has been included to show the relative size of the submarket and therefore the significance of the vacancy rate.

16.106 The floorspace for each of the submarkets differs to the VOA data due to differences in the way data is collected – VOA is based on business rates and CoStar is based on a number of sources and relies on agent information.

16.107 The vacancy rate is at a healthy level of around 5-6% in the largest submarkets of Harrogate and Northallerton and Thirsk. The Coastal submarket has a low vacancy of 2.6% which may be restricting market activity and suppressing demand.

16.108 There is no vacant office floorspace recorded on CoStar in Richmond and North York Moors – although in reality there are likely to be unregistered vacancies.

Table 16.5 Office Vacancy Rate by Submarket

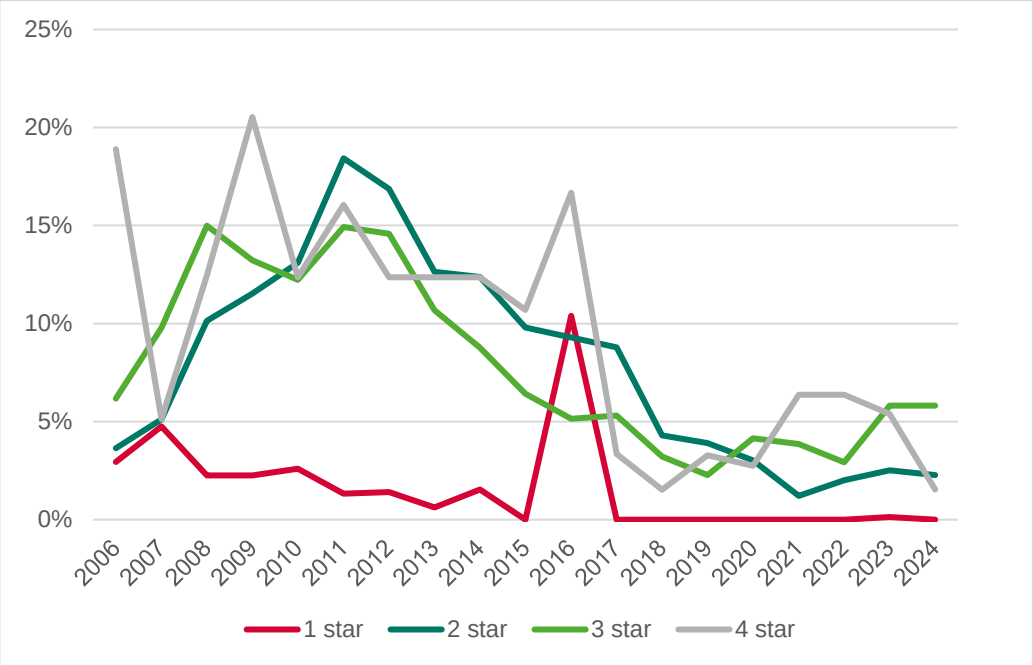
Submarket	CoStar Inventory (sq.m)	Vacant Floorspace (sq.m)	Vacancy Rate
Harrogate	276,091	12,838	4.65%
Northallerton and Thirsk	76,459	4,786	6.26%
Coastal	44,541	1,171	2.63%
Skipton	29,229	1,333	4.56%
Selby	29,229	2,470	8.45%
Malton and Norton	20,842	2,020	9.69%
Richmond	20,188	-	0.00%
Ripon	14,185	68	0.48%
North York Moors NP	1,275	-	0.00%
Yorkshire Dales	635	94	14.73%

Source: Iceni analysis of CoStar data

16.109 The figure below shows the office vacancy rate by star rating which represents the quality of the space with 1 star being the poorest and 5 stars best in class space.

16.110 There are no 5 star office spaces within North Yorkshire, however 4 star properties represent Grade A space as well. Overall vacancy rates are low across all levels of quality, with the lowest for 4 Star space at 1.5%. This represents the shift to higher quality, more flexible spaces following the pandemic in an effort to encourage workers back to the office.

Figure 16.11 Office Vacancy by Quality

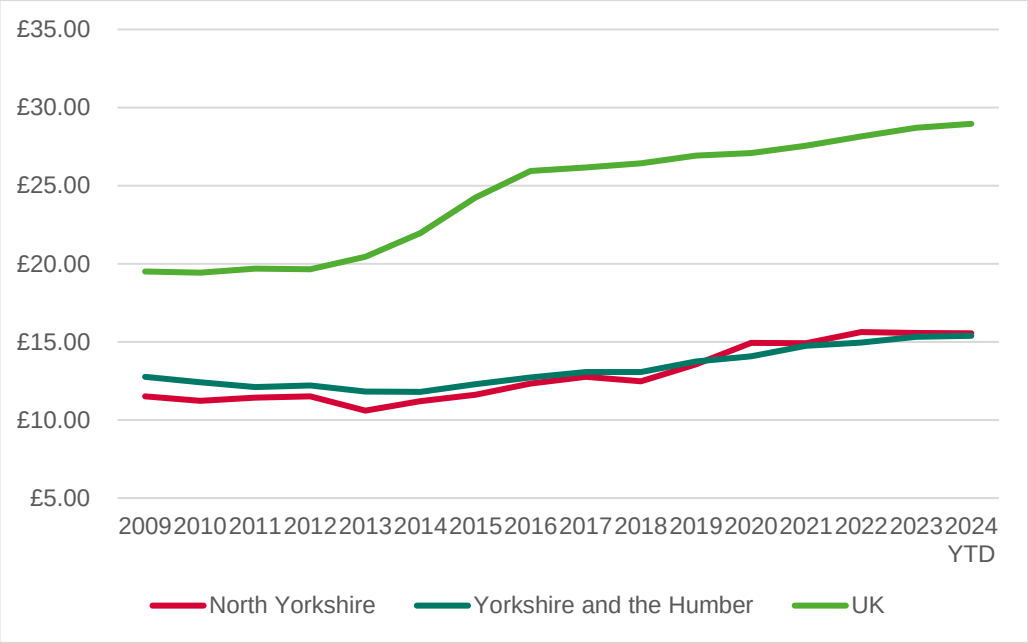


Source: CoStar

16.111 The figure below shows inflation-adjusted rents for office floorspace for North Yorkshire, the region and the UK. Office rents have remained fairly stable since 2020, previously growing at an average annual rate of 1.7%.

16.112 Office rents in North Yorkshire (£15.56 p.s.f Q3 2024) are below the UK average (£28.96 p.s.f) but above the Yorkshire and the Humber average (£15.39 p.s.f). Rents below £30 p.s.f are unlikely to support newbuild office for leasing.

Figure 16.12 Inflation-adjusted Office Rents (£/sq.ft)



Source: CoStar 2024

16.113 The table below breaks down average office rents by submarket. Harrogate has significantly higher rents than the other submarkets at £18.93 p.s.f. Whilst Yorkshire Dales has the second-highest average rent, this is supported by limited leasing information and likely relates to just one deals in the area.

Table 16.6 Average Office Rent by Submarket (£/sq.ft)

Submarket	Rent
Harrogate	£18.93
Yorkshire Dales	£13.67
Coastal	£12.34
Northallerton and Thirsk	£11.91
Skipton	£11.35
Selby	£11.35
Ripon	£9.76
Malton and Norton	£8.13
Richmond	£8.10
North York Moors NP	N/A

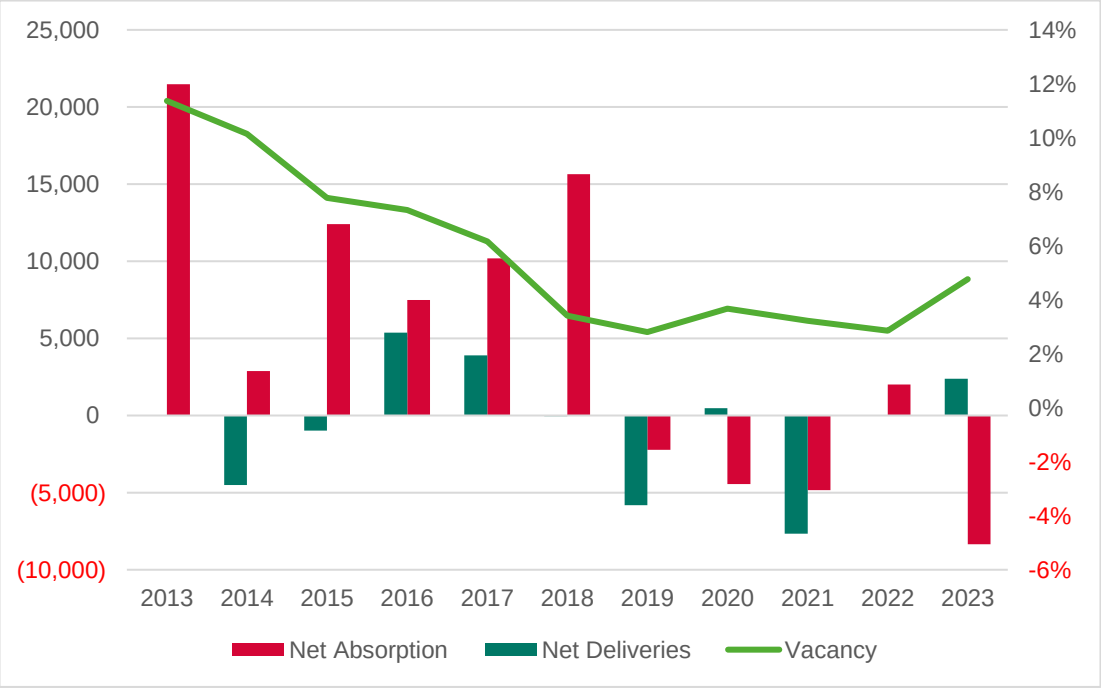
Source: CoStar 2024

16.114 The figure below shows net absorption, net deliveries and the vacancy rate for the North Yorkshire office market. Net absorption indicates the net change in occupied floorspace (i.e. move ins minus move outs).

16.115 Net absorption was positive from 2013 to 2018 however has been negative for every year since. The average net absorption over the past decade has been 4,752 sq.m.

16.116 Despite negative net absorption vacancy rates have remained low, however, this has been driven by net losses in office space, with a loss of 5,825 sq.m in 2019 and 7,669 sq.m in 2021, rather than sustained demand.

Figure 16.13 Net Absorption, Net Deliveries and Vacancy Rate – North Yorkshire Office

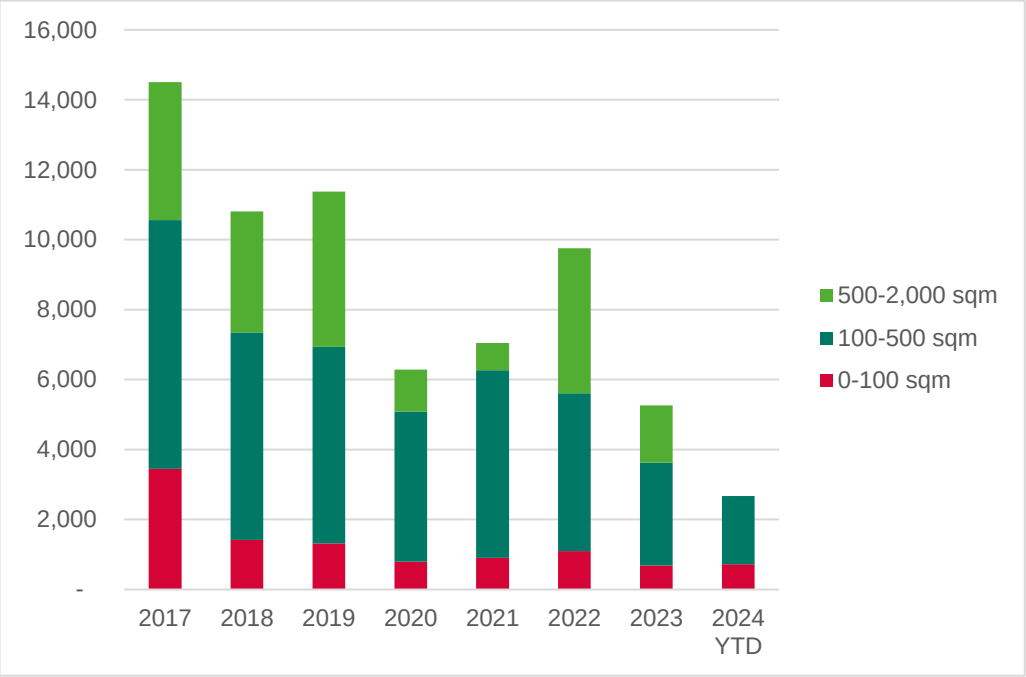


Source: CoStar 2024

16.117 The figure below shows office leasing activity from 2017 to Q3 2024 by size band of premises. On average 9,292 sq.m of floorspace is leased per annum, however, leasing activity has been declining since 2017.

There was a slight increase in activity in 2022, however, this hasn't been sustained since.

Figure 16.14 Office Leasing Activity by Size Band (sq.m)



Source: Iceni analysis of CoStar 2024

16.118 The table below breaks down the floorspace leased and number of deals by size band. A majority of leasing activity was concentrated in properties 100-500 sq.m (51% of floorspace leased).

16.119 In terms of deals, the majority of activity was within the <100 sq.m size band, closely followed by 100-500 sq.m indicating that market demand is concentrated at the smaller end of the market. Since 2017 there have been no deals greater than 4,100 sq.m.

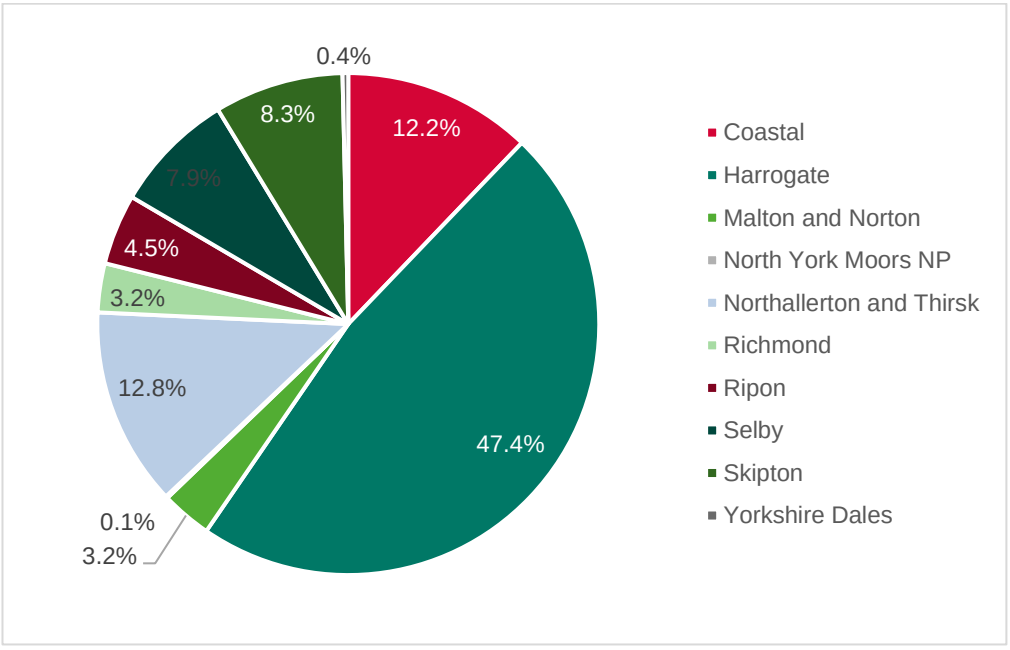
Table 16.7 Office Floorspace Leased and Number of Deals 2017-2024 YTD

	0-100 sqm	100-500 sqm	500-2,000 sqm
Floorspace leased	**10,404**	**37,700**	**19,611**
%	15.4%	55.7%	29.0%
Number of Deals	**219**	**177**	**23**
%	52.3%	42.2%	5.5%

Source: Iceni analysis of CoStar 2024

16.120 The figure below shows leasing activity by submarket – a majority of leasing activity was concentrated in Harrogate at 47%. This is followed by Northallerton and Thirsk (13%) and Coastal (12%).

Figure 16.15 Office Leasing Activity by Submarket 2017 - 2024 YTD



Source: Iceni analysis of CoStar 2024

16.121 The table below shows the leasing activity by size band for each of the submarkets. Leasing across band sizes is evenly balanced across all submarkets, with a clear focus on the smaller end of the market across the county. There have been no office deals over 2,000 sq.m in the period since 2017.

Table 16.8 Leasing Activity by Submarket and Size Band 2017 – 2024 YTD

	0-100 sqm	100-500 sqm	500-2,000 sqm	Total
Harrogate	95	78	16	189
Selby	37	23		60
Northallerton and Thirsk	22	32	2	56
Skipton	29	16	1	46
Coastal	18	10	2	30
Richmond	6	7	1	14
Malton and Norton	7	4	1	12
Ripon	4	5		9
Yorkshire Dales		2		2
North York Moors NP	1			1

Source: Iceni analysis of CoStar 2024

16.122 The following section looks at available office stock – in total there is 53,324 sq.m of available floorspace across North Yorkshire. A majority of this is concentrated in Harrogate, which has an availability rate of 9.4% - there are a number of larger office premises available including:

- Central House, Cardale Park (5,250 sq.m)
- Windsor House, Cornwall Road, Harrogate town centre (2,750sq.m)
- Hexagon House, St James Business Park (2,135 sq.m)

16.123 Skipton also has a considerably high availability rate with 10,400 sq.m of available floorspace however 7,500 sq.m of this is located within Gateway House, Skipton.

16.124 Across the rest of the submarkets there is a healthy availability rate allowing for market churn and occupier choice. There is little to no available office floorspace in Yorkshire Dales, Ripon, Richmond and North York Moors NP however these are not active office markets.

Table 16.9 Office Availability by Submarket

Submarket	Available Floorspace (sq.m)	Availability (%)
Harrogate	25,823	9.40%
Skipton	10,408	35.60%
Northallerton and Thirsk	6,411	8.40%
Malton and Norton	1,162	5.60%
Selby	895	3.10%
Coastal	738	1.70%
Yorkshire Dales	94	14.70%
Ripon	81	0.60%
Richmond	0	0.00%
North York Moors NP	0	0.00%
Total	**53,324**	

Source: Iceni analysis of CoStar 2024

Commercial Market Summary

North Yorkshire Industrial Market

16.125 North Yorkshire has approximately 3.3 million sq.m of industrial space, with significant concentrations in Sherburn in Elmet, Northallerton and Thirsk.

16.126 Industrial floorspace has seen an average annual growth of 0.6% over the past decade.

16.127 However, the industrial market in North Yorkshire is constrained by limited available floorspace, the lack of available land for development, funding issues, and high build costs.

16.128 Although the vacancy rate is 6% this is skewed by significant move-outs in the big-box sector in Sherburn in Elmet and Selby (where the vacancy rate is 17.5%).

16.129 These closures are part of broader strategies to optimise warehouse footprints and are compounded by labour issues.

16.130 The market for smaller industrial units (under 100,000 sq.ft) is tighter with a vacancy rate of approximately 3%.

16.131 New speculative developments, such as Firethorn Trust's Sherburn 42, provide substantial new space but face limited demand. Again, there are issues around the labour supply.

16.132 Despite this, agents report a growing need for big-box facilities away from Sherburn in Elmet, particularly in the range of 150,000 sq.ft. Premium locations remain highly sought after, with lower vacancy rates observed in many submarkets.

16.133 Rental growth has slowed, currently at 5.8% annually, which is on a par with national rates. Prime rents for larger units range from £8-£9/sq.ft, while smaller units can reach up to £15/sq.ft.

16.134 Demand is mainly concentrated along key transport routes such as the A1(M), A19 and M62, with a notable interest in quality spaces due to tightening environmental standards.

16.135 A sustainable shift towards energy-efficient and modern facilities is becoming increasingly important for occupiers, especially in manufacturing.

16.136 Overall, North Yorkshire's industrial market is marked by a supply crunch, particularly for smaller units and a challenging environment for new development. This dynamic is expected to continue as companies seek spaces that meet evolving operational and environmental standards.

North Yorkshire Office Market

16.137 North Yorkshire has 397,000 sq.m of office space with most concentrated in Harrogate. Office space has been declining since 2014 (-0.6% annually), largely due to residential conversions.

16.138 Vacancy rates are at 4.5% which is up by 0.4% from last year due to negative absorption and demolitions. These rates are still below regional (6.2%), and national (8.4%) levels and availability is focused on Harrogate and Skipton.

16.139 Average rents are £16 per sq.ft which is slightly down (-0.2%) from last year. For 4 & 5 Star buildings rents are £21 per sq.ft. Rents have been stable over the longer term but are typically below the UK average and above the regional average.

16.140 According to local agents, office demand is centred on Harrogate, Northallerton, and Scarborough. This is driven by a ready labour supply and public transport access and amenities.

16.141 Office market demand has stagnated post-COVID with demand for large private offices low and larger occupiers opting for Leeds and York and more energy-efficient spaces.

16.142 There is still some activity in the smaller office market (<500 sq.m) and no deals above 4,100 sq.m have been recorded since 2017.

16.143 Overall, the North Yorkshire office market has seen a slight increase in vacancy rates and stable rents over the past year.

16.144 Demand is concentrated in smaller spaces, driven by public sector needs, especially in Harrogate.

16.145 While the market has limited new development due to low rent levels, larger occupiers are increasingly focused on energy-efficient and flexible spaces.

16.146 Leasing activity is declining, and available office space is mostly concentrated in Harrogate.

17. Employment Outlook

17.1 This section of the report examines the forecast employment growth and links this to housing need. To do this we draw on forecasts produced by Experian and Oxford Economics.

17.2 We have also produced a sectoral analysis of these forecasts as well reminder of the labour supply scenario linked to demographic growth.

Methodologies

17.3 This section of the report looks at labour demand, labour supply and historic trends as per the PPG.

17.4 The labour demand scenario uses baseline Experian forecasts which are a top-down econometric model that allocates their anticipated national growth in each sector to the regional and then local authority level.

17.5 The national forecasts are disaggregated based on either how these sectors have performed regionally and locally relative to other areas or how the population is expected to grow. These labour demand forecasts provide a detailed summary of how each sector is expected to perform. However, as we discuss later the link between employment growth and floorspace growth is not often clear.

17.6 Often past trends are a good benchmark of where economic growth might continue and to what scale. However, they lack the informed policy direction at a national or local level which might mean past trends do not continue.

17.7 The labour supply forecasts can be directly linked to planned housing and therefore population growth however, unlike the labour demand model it does not include sectoral breakdown.

Labour Demand - Baseline Economic Growth

17.8 As illustrated in the chart below, the Experian baseline forecasts show a decline in employment at the start of the plan period, followed by growth from 2027 onwards. Overall, the Experian baseline scenario suggests an overall growth of 2.2% over 2023-45 plan period which is a total of 7,271 jobs (number of workers) or an average of 330 jobs per year.

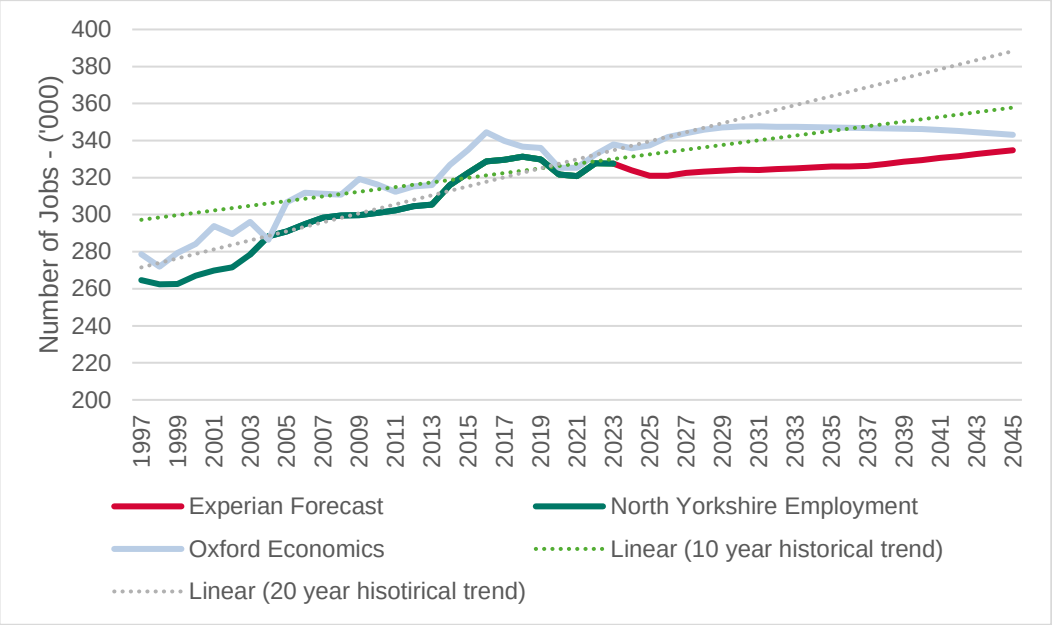
17.9 For comparison, the chart also includes an Oxford Economics (OE) forecast. Historical data varies due to differences in employment data sources and therefore the OE data starts from a higher base in 2023.

17.10 Despite this, the OE data forecasts a lesser growth of 5,240 over the 2023-45 plan period compared to the Experian forecasts. The OE projections forecast employment growth between 2023 and 2031 and then a consistent decline from 2031 onwards.

17.11 The both forecasts fall below the 10-year and 20-year historic trends by 2045. These historical growth trends are driven by years of strong growth that occurred 2013-16 which the Experian baseline does not forecast to continue.

17.12 The Oxford Economics forecasts tend to take a more pessimistic view on the future of the manufacturing sector than the Experian baseline forecasts. The baseline labour demand floorspace requirements modelling will refer to the Experian forecasts only.

Figure 17.1 Projected Baseline Growth (1997-2045)



Source: Experian and OE 2024

Historical Growth Projection

17.13 An alternative scenario uses the 10 and 20-year historical trend in employment as per the Experian data, which is then rolled forward over the plan period - as shown in Figure 17.1 above.

17.14 Rolling forward the historical 10-year average over the plan period forecasts a total employment growth of 48,620 jobs, a considerable 41,349 jobs more than the Experian baseline forecast. Employment growth under this projection is equivalent to an average of 2,114 additional jobs per annum.

17.15 Under the historical 20-year trend there is a forecasted total employment growth of 56,350 jobs equivalent to 2,450 jobs per annum.

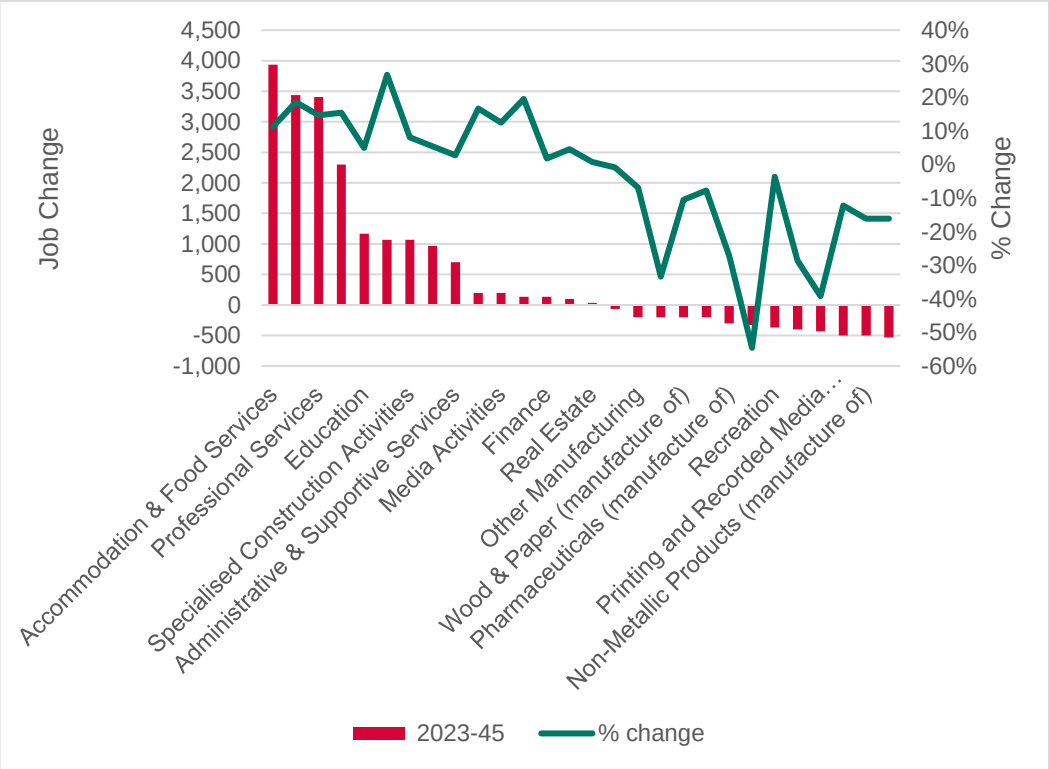
17.16 This indicates that the Experian baseline forecasts significantly deviate from past employment growth trends and do not use historical growth as a component of the baseline forecasts but are rather driven by the

top-down macroeconomic outlook. The baseline forecasts may under-estimate future employment growth.

Sectoral Analysis

17.17 This section relies on the Experian employment forecasts. There are a number of sectors which are expected to see the most significant growth include, in absolute terms, accommodation and food services (+3,940 jobs), health (+3,440 jobs), professional services (+3,410 jobs), land transport (+2,300 jobs).

Figure 17.2 Projected Baseline Growth by Sector (2023-2045) (no. of jobs 000s)



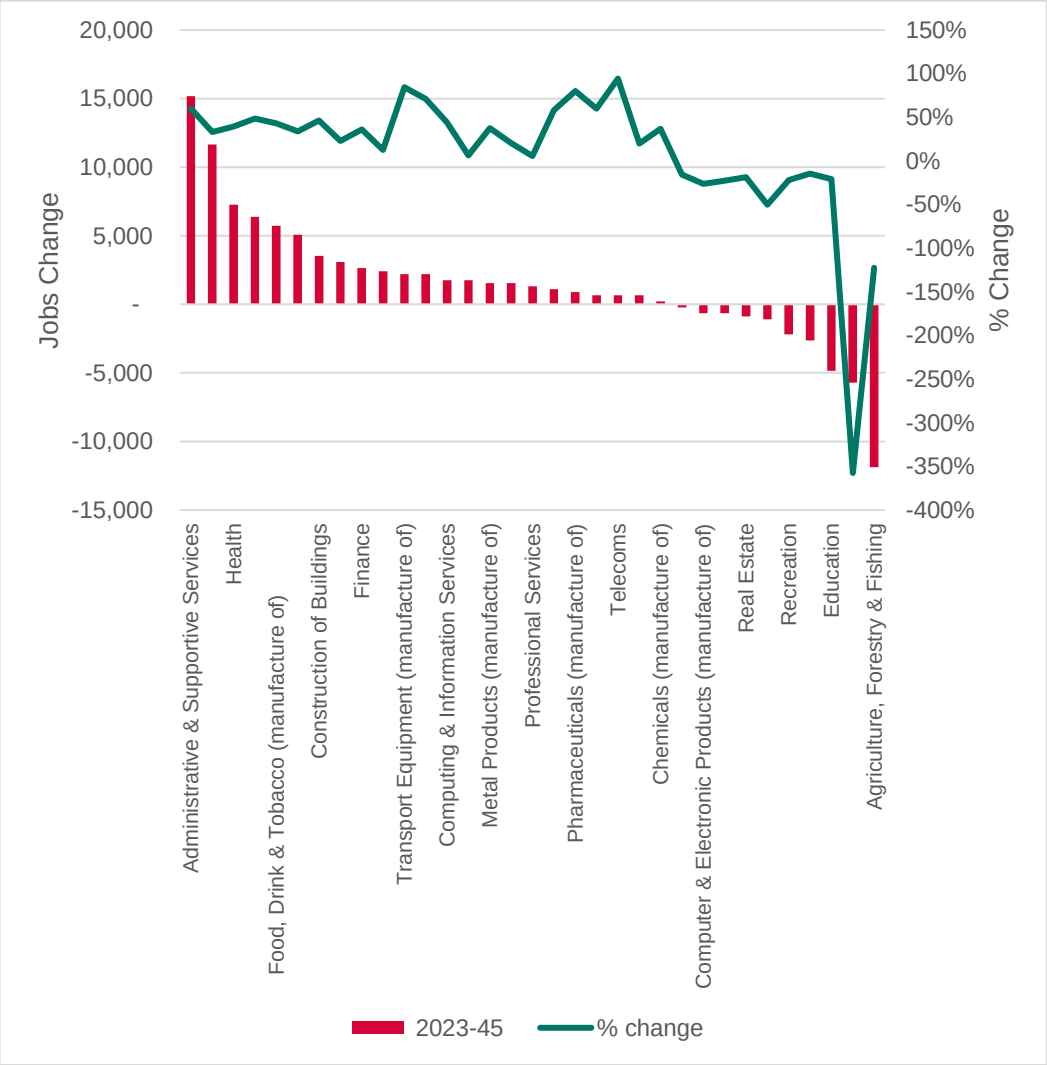
Source: Experian 2024 *sectors with no employment have been excluded from the chart

17.18 In percentage terms the largest growth is expected in computing & information services (+27%), telecoms (+19%), health (+19%) and land transport (+15%).

17.19 Employment losses are expected in food, drink and tobacco manufacturing (-1,330 jobs), other private services (-1,270 jobs), public administration and defence (-1,230 jobs), wholesale (-1,030 jobs) and agriculture, forestry and fishing (-1,030 jobs).

17.20 The figure below shows the sector breakdown of the employment growth associated with the 10-year historical growth projection.

Figure 17.3 Projected Employment Growth by Sector – 10-year historical trend (2023-45)



Source: Iceni analysis of Experian 2024 *sectors with no employment have been excluded from the chart

17.21 This projection leads to significant growth in administrative and support services (+15,180 jobs); accommodation and food services (+11,660

jobs); health (7,260 jobs); specialised construction activities (+6,380 jobs) and manufacture of food, drink and tobacco (+5,720 jobs).

17.22 The projection outcomes involve the continued decline in agriculture, forestry and fishing (-11,880 jobs); media activities (-5,720 jobs), education (-4,840 jobs); residential care and social work (-2,640 jobs) and civil engineering (-1,100 jobs). However, a long-term decline in residential care and social work is unlikely given ageing population trends.

Labour Supply Scenario

17.23 A scenario has been developed with the future labour supply associated with housing growth drives future employment outcomes. Based on the recommended figure of 2,500-3,000 dwellings per annum, as per Table 8.24, this would support in the region of 44,000 to 60,000 jobs.

17.24 The lower bound projection of the labour supply (44,000 jobs) broadly aligns with the 10-year historical employment trend projection outcome of 48,620 jobs, although baseline forecasts are much below the supply-driven scenario.

17.25 The upper bound of 60,000 jobs growth is higher than any forecast or past employment growth trend (including the higher 20-year historical trend) and the market evidence does not suggest that there is demand for this level of job growth locally. This could therefore lead to significant out-commuting to neighbouring areas.

17.26 These considerations are aside from matters relating to supply constraints which could mean that delivering both the housing and employment land to support this higher level of growth would likely be challenging. That said, the planning practice guidance requires a labour supply scenario to be considered when assessing employment land needs. We are therefore required to translate this level of job growth

into a sectoral employment forecast and the approach to this is set out below.

Employment Outlook Summary

17.27 The Experian baseline forecast shows that overall, there will be a growth of 7,271 jobs over the 2023-45 plan period. This will take the form of a decline in employment up to 2027, followed by consistent growth onwards.

17.28 Experian forecast that in absolute terms, accommodation and food services, health, professional services and land transport are expected to see the most significant employment growth. There are large forecast declines in manufacture of food, drink and tobacco, other private services, public administration and defence and agriculture.

17.29 Forecast growth under the Experian baseline forecast is lower than the 10 and 20-year historic trend. A continuation of the last 10-year and 20-year trends lead to a future outcome in 2045 of 48,620 jobs and 56,350 jobs, respectively.

17.30 The labour supply scenario linked to the recommended housing growth figure of 2,500-3,000 dwellings per annum shows a growth of 44,000-60,000 jobs.

18. Employment Land Requirements

18.1 In this section, we consider the requirement for employment land and floorspace over the period from 2023-45. The requirements for employment land are disaggregated for the office and Industrial uses. These correlate with Use Class E(g)(i) offices and E(g)(ii) R&D and E(g)(iii) industrial (light), B2 Industrial and B8 Warehousing.

18.2 When considering the scale of future needs the Planning Practice Guidance (PPG, 2019) requires consideration of:

- sectoral and employment forecasts and projections (labour demand);
- demographically derived assessments of future employment needs (labour supply techniques); and
- analysis based on the past take-up of employment land and property and/or future property market requirements.

18.3 There are relative benefits of each approach. Econometric forecasts take account of expected economic growth in each sector relative to the past. A detailed model is required to translate forecasted changes in employment by sector to floorspace use classes and estimate gross floorspace and land requirements. This is explained in detail below.

18.4 In reality there may also be distortions between typical floorspace densities and future needs caused by replacement demand requirements or productivity gains (as explored below). This means that labour demand scenarios, driven by employment forecasts, may be less suitable for some activities – particularly industrial.

18.5 Labour supply scenarios allow for an alignment of jobs and homes, but they do not take into account the economic role of a given area. Increased labour supply does not necessarily correlate to greater commercial demand outside of population drive sectors (education, health, retail). They assume people move to an area to work there when

this is not always the case. It also assumes the level of housing growth will be deliverable.

18.6 Past take-up of land and floorspace is based on the actual delivery of employment development, which is useful; but does not take account of the implications of potential growth in labour supply associated with housing growth nor any potential differences in economic performance relative to the past.

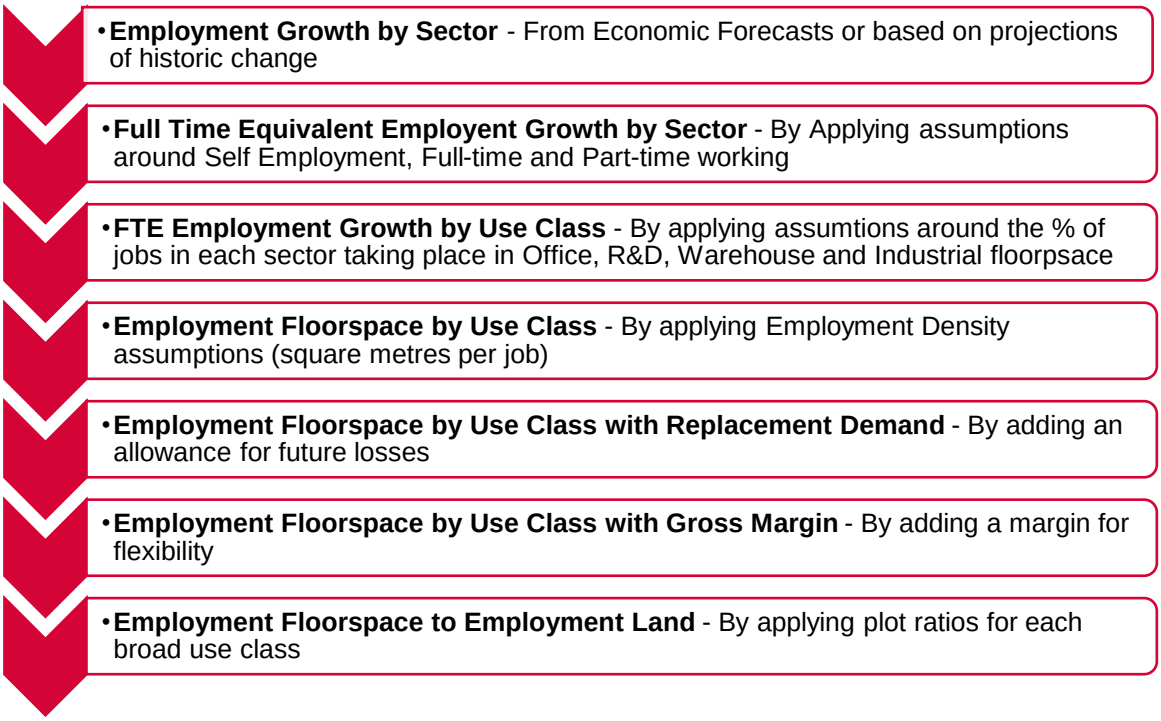
18.7 Monitoring data for employment floorspace trends has been drawn from Council monitoring data (for the 2016/17– 2023/24 period). The Council data is also used to understand replacement demand.

18.8 The quantitative evidence here is supplemented by the wider analysis of the market and economic dynamics set out earlier in this report. We have also included within this section an estimate of demand based on net absorption trends and forecasts.

Labour Demand

18.9 Jobs forecasts are translated to employment floorspace requirements through a series of steps.

Figure 18.1 Overview of Labour Demand Model



18.10 The first step is to translate forecast employment growth into full-time equivalent (FTE) employment growth. This is required as the employment densities used relate to FTE jobs. Iceni has used the current BRES ratios of part time and full-time employment to generate the FTE outcomes.

18.11 Table 18.1 shows that forecast FTE jobs growth over the period from 2023 to 2045 is equivalent to c. 5,640 jobs under the Experian baseline scenario and 35,829 – 49,191 under the Labour Supply Scenario.

Table 18.1 Total Jobs and FTE Jobs Growth by Model, 2023-2045

Model	Total Jobs	FTE Jobs
Experian Forecast	7,271	5,640
10-year historical	48,620	40,894
Labour Supply	44,000 – 60,000	35,829 – 49,191

Source: Iceni analysis of Experian / BRES data

18.12 The next step translates FTE employment growth by sector into FTE employment growth by use class. For the purposes of this study, we

have proportioned the number of FTE jobs in each sector into jobs in Industrial, Warehouse, Office and R&D floorspace.

18.13 Whilst overall there is a growth in FTE shown by the Experian forecast, there is a loss of FTE jobs that are within E(g)/B2/B8 premises of 9,419. Employment growth is therefore primarily occurring within sectors that do not require employment land. Under all scenarios, the minority of employment growth is expected in jobs in employment premises (E(g)(i-iii), B2 and B8).

Table 18.2 FTE Jobs Growth by Model and Use Class, 2023-2045

Model	FTE Jobs	FTE Jobs in E(G)(i-iii), B2 and B8 Premises
Experian Forecast	5,640	-9,419
Labour Supply (44,000 – 60,000)	35,838 -	10,079 -15,068
10-year historical trend projection	40,894	22,550

Source: Iceni analysis of Experian / BRES data

18.14 To translate FTE employment growth to floorspace we have assumed a set of employment densities[43], which are set out in Table 18.3 below. These are informed by the Homes and Communities Agency Employment Density Guide third edition[44], but also take into account Iceni Projects' experience and the nature of development in North Yorkshire.

43 Employment Densities are the assumed floorspace per FTE e.g. for5offices it is assumed that every FTE will have 14 sqm (GEA) of floorspace

44 https://www.kirklees.gov.uk/beta/planning-policy/pdf/examination/national-evidence/NE48_employment_density_guide_3rd_edition.pdf

Table 18.3 Employment Densities Assumptions - Gross Employment Area per job

	Office	R&D	Industrial	Warehouse
Employment Density (sqm)	12	50	40	70

Source: HCA Employment Densities Guide: 3rd Edition (Drivers Jonas Deloitte, 2015), adapted by Iceni Projects

18.15 Applying these employment densities to the FTE forecasts results in the employment floorspace requirement set out in Table 18.4. We have also undertaken a sensitivity analysis for office space with greater levels of working from home.

18.16 This is informed by Iceni Projects review of information published by real estate agency Savills, Remit Consulting and RICS on the occupancy of in-use office floorspace pre and post pandemic.

18.17 The pandemic has clearly seen an increase in home-working – in particular in office-based sectors – as well as hybrid working, whereby workers spend part of the week in the office and part at home, with the emergence of 3/2 and 2/3 working patterns.

18.18 Office market trends are responding and will potentially reinforce around good quality space designed to facilitate interaction and collaboration between staff; and locations which support social and leisure activities.

18.19 Offices may contain specific spaces for teams/zoom calls and businesses may need to consider floorspace needs on the more popular, mid-week days.

18.20 ONS 2023 data showed that 40% of all UK working adults work from home at some point in the week with 16% solely working from home.

Based on this information Iceni Projects has concluded that post-pandemic office occupancy is around 30% of pre-pandemic levels. Therefore, we have reduced levels of employment growth and replacement demand in the 'Post-Pandemic Working from Home' scenario by a 30% factor.

18.21 The need calculations also take into account a 'margin for flexibility.' This allows for the allocation of sufficient land to cover inaccuracies in forecasting, helps to provide a choice of sites to facilitate competition and allows for delays in any sites coming forward.

18.22 Based on past experience and industry standards, we recommend that a 'margin for flexibility' equivalent to two years' worth of gross completions for offices and five years for industrial and warehousing should be used. This equates to a total of 10,153 sqm for office, 310 sqm for R&D, 126,583 sqm for industrial and 127,028 sqm for warehousing (see table 18.5 for average completions).

18.23 The modelled forecasts are net changes and do not take account of replacement demand, such as from existing companies requiring upgraded floorspace or for existing or allocated sites for employment lost to other uses such as residential.

18.24 In considering how much employment land to allocate, it is therefore appropriate to consider this as an additional influence, particularly with notable losses to residential identified and some of the area's stock being quite aged.

18.25 However, we do not recommend that replacement demand should be assumed to be at the full rate of historic losses as some losses will be due to structural changes in the economy, which means that less floorspace is required to accommodate the same number of jobs and/or economic activity.

18.26 The calculations therefore assume that replacement demand will be the equivalent of half the rate of historical losses for industrial / warehouse

(being 44,439 sqm per annum for industrial and 57,413 sqm for warehousing) and at 20% of historical losses for offices and R&D (1,510 sqm per annum for office and 174 sqm for R&D).

18.27 The replacement rate for offices is lower because whilst vacancy is low, rents are stagnating and market feedback is that future needs are weaker, whereas industrial rents are climbing suggesting continued demand.

18.28 Once the flexible margin and replacement demand are accounted for the Experian baseline forecasts result in a need a 33,300 sqm of office space; 20,700 sqm of R&D; 7,000 sqm of industrial; and 167,200 sqm warehousing space. The margin and replacement demand components are positive whilst the baseline need particularly for industrial is negative.

18.29 The 10-year historical trend labour demand produces a significantly higher forecasted need of 72,900 sqm of office; 33,000 sqm of R&D; 620,000 sqm of industrial; and 421,400 sqm of warehousing space.

Table 18.4 Employment Floorspace Requirement by Labour Demand Model Baseline and Labour Supply Scenario, 2023-2045 (sqm)

	Labour Demand - Experian Scenario	**Labour Demand – 10 year historical trend**	**Labour Supply (44,000)**	**Labour Supply (60,000)**
Office	30,838	87,529	86,282	110,434
Office Post Pandemic WFH 30%	21,587	61,270	60,397	77,304
R&D	20,178	32,468	47,413	59,277
Industrial	-164,049	448,846	-2,248	68,236
Warehouse	-17,263	236,977	139,769	208,176
Including margin for flexibility (equal to 2 years' worth of gross deliveries for office and 5 years for industrial/warehouse)				
Office	40,992	97,682	96,435	120,587
Office Post Pandemic WFH 30%	31,740	71,424	70,550	87,457
R&D	20,487	32,777	47,723	59,587
Industrial	-37,466	575,429	124,335	194,819
Warehouse	165,518	364,005	266,797	335,203
Including replacement demand @50% of rate of historical losses for industrial / warehouse and @20% of rate for offices				
Office	42,502	99,192	97,945	122,097
Office Post Pandemic WFH 30%	33,250	71,598	72,061	88,967
R&D	20,662	32,951	47,897	59,761
Industrial	6,972	619,868	168,773	239,257
Warehouse	167,178	421,417	324,209	392,616

Source: Iceni analysis of Experian data

18.30 The Labour Supply model forecasts a need range consisting of 72,000-89,000 sqm office space; 47,900-59,800 sqm R&D space; 168,800-239,300 sqm industrial space; and 324,300-392,600 sqm warehousing space.

Past Completions

18.31 Historic completions, based on local authority monitoring data, have been considered and projected forward to provide an indication of future floorspace needs. Both gross and net historic completions have been considered:

- **Gross completions** are useful as they inherently take into account all demand, including replacement demand (on-site and off-site redevelopment and redeployment). However, using gross completions may overestimate demand given some historic gross completions may have been on plots where the previous use was the same (i.e. redevelopment for the same use but with newer stock).

- **Net completions** can mask the need as they include all losses, they do not inherently take into account replacement demand and will underestimate needs.

18.32 An appropriate historic completion-based projection of need may therefore be in-between the gross and net completion trends. Table 18.5 shows the average gross completions and estimated net completions over the time period for which Local Authority Monitoring data is available (2016/17-2023/24). Data for former Richmondshire was only available for the 2014/15-2018/19 period and therefore, the average for this period has been used solely for Richmondshire.

18.33 Net completions have been calculated by subtracting the losses of employment floorspace from the gross total. It should be noted that losses data is missing for the former Selby district. Due to data availability issues, only net completions data was available for Richmondshire, and therefore is only included in the net completions data and not the average gross completions or losses total.

Table 18.5 North Yorkshire average Completions and Losses* (sqm) - 2016/17-2023/24**

	Gross Completions	Losses	Net Completions*
Office	5,077	-328	4,784
R&D	155	-38	117
Industrial	19,934	-3,386	16,548
Warehouse	20,023	-4,514	15,509
Mix (industrial and warehouse)	10,765	-956	9,809

Source: Iceni analysis of Local Authority data *Does not sum due to unavailability of gross completions and losses data for former Richmondshire **2014/15-2018/19 for former Richmondshire only

18.34 The above data is also available at the legacy authority level and can be found in Appendix A6.

18.35 Due to missing historical losses data, an alternative net completions trend has also been derived from VOA data. Floorspace requirements derived from this model can only be provided as broad office and industrial need, as the data does not split out R&D and separate industrial and warehousing. The VOA trend has been run using a 10-year trend (2013-23).

18.36 The historic average VOA records (net) have then been projected forward to estimate employment floorspace requirements for 2023-45. Floorspace completions classified as mixed (industrial and warehouse) in the table above have been split equally across the two industrial and warehouse categories for the purpose of forecasting future needs.

18.37 The results of the historic completions-based projections are presented in Table 18.6, these include a consideration of replacement demand (for net completions only) and a margin for flexibility.

18.38 To reiterate, for gross completions, an allowance for replacement demand has not been added as gross completions inherently take replacement demand into account as they ignore losses.

Table 18.6 Employment Floorspace Requirement by Completions Projection, 2023-2045 (sqm)

	Gross Completions	Net completions	VOA 10 year
Office	111,687	104,465	-8,800
R&D	3,407	2,574	
Industrial	556,968	471,954	387,200
Warehouse	558,912	449,078	
Replacement Demand @50% of rate of historical losses for industrial / warehouse and @20% of rate for offices			
Office	111,687	105,975	-7,189
R&D	3,407	2,748	
Industrial	556,968	516,393	484,369
Warehouse	558,912	506,491	
Margin for Flexibility (equal to 2 years' worth of gross deliveries for office and 5 years for industrial/warehouse)			
Office	121,840	115,472	1,767
R&D	3,717	2,982	
Industrial	683,551	623,656	790,036
Warehouse	685,937	608,554	

Source: Iceni analysis of Local Authority data

Past Take-Up (Net Absorption)

18.39 A third supply-based calculation looks at past take-up of floorspace occupied (rather than land delivered) measured by net absorption using CoStar data. As explained in the Property Market Review chapter this is the balance between the amount of space moved into and moved out of (i.e. Net absorption = Move ins – Move outs).

18.40 This differs from the net completions-based projections in that it predicts future floorspace requirements directly based on demand for floorspace rather than past completions of floorspace (which is a proxy for floorspace demand).

18.41 CoStar has data on net absorption for North Yorkshire's office and industrial markets. Table 18.7 shows the average rate of absorption since 2009. We have grouped industrial and warehousing as for rural areas CoStar does not differentiate well between the two types of floorspace and a combined forecast is likely to be more reliable.

18.42 It is important to note that not all deals are captured by CoStar, particularly for smaller owner-occupied estates in rural areas, so the data will inherently under estimate need.

Table 18.7 Average Net Absorption (sqm)

Time Period	2009-2023
Office	3,939
Industrial and Warehousing	29,043

Source: Iceni analysis of CoStar data

18.43 The historic net absorption rates for the 2009-2023 period presented in the table above have then been projected forward to estimate employment floorspace requirements for 2023-45.

18.44 The estimated floorspace requirements below also show the employment floorspace requirements after considering a margin for flexibility. It should be noted that an allowance for replacement demand has not been added as the net absorption-based projection would already include such deals.

Table 18.8 Employment Floorspace Requirement by Net Absorption Projection, 2023-2045 (sq.m)

Types	Net Absorption
Office	86,660
Industrial/Warehousing	638,951
Margin for Flexibility (equal to 2 years' worth of gross deliveries for office and 5 years for industrial/warehouse)	
Office	97,121
Industrial/Warehousing	892,555

Source: Iceni analysis of CoStar data

18.45 Further analysis has been carried out on the net absorption trend at a submarket level to guide indicative recommendations around future employment requirements at a submarket level. The percentage of average historical net absorption that occurred within each submarket has been used to apportion the overall North Yorkshire requirement.

Table 18.9 Office Net Absorption Requirement by Submarket (sq.m)

	Average 2009-23	% net absorption	Requirement incl. margin 2023-45
Harrogate	1,140	14.4%	15,282
Richmond	640	8.1%	8,575
Malton and Norton	598	7.5%	8,011
Northallerton and Thirsk	463	5.8%	6,211
Coastal	419	5.3%	5,610
Ripon	288	3.6%	3,865
Selby	197	2.5%	2,644
Skipton	197	2.5%	2,644
North York Moors NP	47	0.6%	632
Yorkshire Dales	6	0.1%	83

Source: Iceni analysis of CoStar data

Table 18.10 Industrial Net Absorption by Submarket (sq.m)

	Average 2009-23	% net absorption	Requirement incl. margin 2023-45
Selby	8,249	28.9%	226,956
Northallerton and Thirsk	7,962	27.9%	219,041
Harrogate	4,132	14.5%	113,687
Malton and Norton	2,809	9.9%	77,269
Ripon	2,104	7.4%	57,890
Coastal	1,574	5.5%	43,293
Skipton	921	3.2%	25,340
Richmond	685	2.4%	18,849
Yorkshire Dales	73	0.3%	2,016
North York Moors NP	-6	0.0%	-174

Source: Iceni analysis of CoStar data

Overall Need Conclusions

18.46 Iceni have undertaken a range of detailed modelling scenarios to consider the future employment land needs of the County. The table below summarises the total employment land need 2023-45 for each broad-use class across the various models discussed above.

18.47 Table 18.11 summarises the future employment floorspace modelling. These floorspace requirements have been converted into land requirements in table 18.12 – this has been converted using a plot ratio of 0.5 for office and R&D floorspace and 0.4 for industrial and warehouse floorspace.

18.48 The recommendations below refer to the land requirements as per table 18.12.

Office and R&D

18.49 The modelling produces an office need range of 0.4 – 24.4ha with the VOA model at the lower bound and the labour supply (60,000 scenario)

at the upper bound. It is recommended that North Yorkshire plan for an office need of **6.7ha** deduced from the labour demand model adjusted for home working.

18.50 This is the lowest modelled output but is likely to be the most realistic taking into account the current and foreseeable market conditions. A more optimistic position would be the 20ha historic labour demand model which aligns with the net absorption rate.

18.51 For R&D, it is recommended that 4.1 ha is planned for, (derived from the labour demand model) reflecting the opportunity to capture spin-out and scale-up business emerging from university research in York and existing bio-tech clustering in Harrogate.

Industrial and Warehousing

18.52 For industrial employment land including warehousing, the modelling provides a range of 44ha to 342ha with the Experian baseline labour demand model at the lower bound and the gross completions at the upper bound.

18.53 The labour demand model can be discounted due to a weakening job to industrial floorspace relationship which therefore underestimates industrial land need.

18.54 Given commercial market feedback regarding historic industrial under-supply it is appropriate to discount the net absorption model which may be affected by suppressed demand.

18.55 It is recommended that North Yorkshire plans for the 342ha of industrial land deduced by the gross completions model. Although this is the highest model it is considered the appropriate due to commercial market conditions of low vacancy across the whole county - which is masked by high vacancy levels at the Sherburn in Elmet strategic site - and a long-term lack of industrial sites restricting occupier choice and market churn.

Table 18.11 Employment Floorspace Requirement Summary, 2023-45 (including margin and replacement demand) (sqm)

Floorspace (Sq.m)	Experian Baseline – Labour Demand	10 year historical – Labour Demand	Labour Supply (44,000)	Labour Supply (60,000)	Gross Completions	Net Completions	VOA	Net Absorption
Office	42,502	99,192	97,945	122,097	121,840	115,472	1,767	97,121
Office WFH	33,250	71,598	72,061	99,967				
R&D	20,662	32,951	47,897	59,761	3,717	2,982		
Office and	**53,912**	**104,549**	**119,958**	**159,728**	**125,557**	**118,454**		
Industrial	6,972	619,868	168,773	239,257	683,551	623,656	790,036	892,55
Warehouse	167,178	421,417	324,209	392,616	685,937	608,554		
Industrial	**174,150**	**1,041,285**	**492,982**	**631,873**	**1,369,488**	**1,232,210**		
Total*	**228,062**	**1,145,834**	**612,940**	**791,601**	**1,495,045**	**1,350,664**	**791,803**	**989,676**

**WFH for labour demand models*

Figures include margin and replacement demand where appropriate.

Table 18.12 Employment Land Requirement Summary, 2023-2045 (including margin and replacement demand) (Ha)

Area (Ha)	Experian Baseline – Labour Demand	10 year historical – Labour Demand	Labour Supply (44,000)	Labour Supply (60,000)	Gross Completions	Net Completions	VOA	Net Absorption
Office	8.5	19.8	19.6	24.4	24.4	23.1	**0.4**	**19.4**
Office WFH	6.7	14.3	14.4	20.0				
R&D	4.1	6.6	9.6	12.0	0.7	0.6		
Office and R&D Subtotal*	**10.8**	**20.9**	**24.0**	**31.9**	**25.1**	**23.7**		
Industrial	1.7	155.0	42.2	59.8	170.9	155.9	**197.5**	**223.1**
Warehouse	41.8	105.4	81.1	98.2	171.5	152.1		
Industrial Subtotal	**43.5**	**260.3**	**123.2**	**158.0**	**342.4**	**308.1**		
Total*	**54.3**	**281.2**	**147.2**	**189.9**	**367.5**	**331.7**	**197.9**	**242.6**

**WFH for labour demand models*

Figures include margin and replacement demand where appropriate.

19. Employment Land Supply

19.1 This chapter summarises the supply of employment land in North Yorkshire. Employment land supply has three components – existing allocations for previously adopted plans, extant employment permissions and vacant land within existing employment sites.

19.2 The table below details the extant allocations remaining in the adopted local plans for the historical local authorities. In total, there are 242ha of allocated land, of which 132ha has outline or full planning permission for employment development.

19.3 The majority of allocations are designated as or have permission for mixed-use. There is one allocation of 3.3ha that is dedicated for office use only.

19.4 The table below summarises the extant allocations position for the historical local authorities. A detailed table containing information on planning permissions can be found in Appendix A7.

Table 19.1 Extant Allocations by Historical Local Authority

Historical Local Authority	Extant Allocations (Ha)
Hambleton	68.0
Harrogate	49.5
Selby	44.4
Scarborough	36.9
Ryedale	30.8
Craven	12.6
Total	**242.2**

Source: Iceni analysis of local authority monitoring (2023/24)

OFFICIAL - SENSITIVE

Table 19.2 Extant Allocations

Historical LA	Site Name	Allocated Site Area (Ha)	Remaining Site Area - not completed (Ha)	Use Class permitted / allocated	Status
Craven	Land east of Skipton Bypass, Skipton (SK049)	6	6	B1/B2/B8	No planning application
	Land south of Skipton Auction Mart, Skipton (SK113)	3	0	B1/B2/B8	Built out - contains New Craven College (2018/19525/FUL)
	Skipton Rock Quarry, Skipton (SK135)	1.1	1.1	B2/B8	No planning application
	Land south of Runley Bridge Farm and west of B6480 (SG064)	2.6	2.6	B1/B2	Planning permission for 7,317 sq.m of B1/B2 development + car dealership and residential development.
	Land adjacent to southern edge of industrial estate, off New Road and west of Tatterthorn Lane (IN022 and IN035)	2.9	2.9	B1/B2/B8	No planning application
Hambleton	Land north of Dalton Old Airfield Industrial Estate, Dalton (DAL1)	24.6	21.8	B2/B8	2.8ha / 3,429 sq.m B2 completed (19/01626/FUL) Remainder of site has outline planning permission for 57,387 sq.m of B2/B8 (17.8ha). No planning on 4ha of site

	Land west of Shires Bridge Business Park, Easingwold (EAS2)	2.6	2.6	B1c/B2/B8	Planning permission for 0.04ha (363 sq.m of mixed industrial) 2.51 ha residual - no planning application
	Land at Aiskew Moor, north of Wensleydale Railway, Leeming Bar (LEB3)	20.7	20.7		No planning application. Scoping opinion and permission granted for enabling junction works
	Land to the west of Darlington Road, Northallerton to the south of The Hawthornes (NOR2)	8.9	8.5		Planning permission for 1,951 sq.m of B8; 1,395 sq.m of E(g)(i) office and 18,116 sq.m of B2 Remaining employment land reduced based on only 95% of E(g)/B class floorspace in extant permission
	The former Northallerton Prison, East Road, Northallerton (NOR3)	1.5	0	N/A	Built out - no further development potential
	East of Stokesley Business Park (STK2)	4.9	4.5	B1/B2/B8	0.44ha completed for GT Atkinson (735 sq.m) - 4.49ha residual
	Southeast of Terry Dicken Industrial Estate, Stokesley (STK3)	4.6	4.6	B1/B2/B8	No application
	Sowerby Gateway', Cedar Road, Sowerby (TIS3)	11.6	5.3	B1/B2/B8	6.3ha built out - outline application on entire site for 27,960 sq.m B1c
Harrogate	Playing fields, Harrogate College, Harrogate (H16)	3.3	3.3	B1/B2/B8	No planning application
	Land at Wetherby Road, Harrogate (H28)	6.9	6.9	B1/B2/B8	No planning application
	Land south of Barker Business Park, Melmerby (MB3)	3.2	2.3	B1/B2/B8	Part completed - 2.3ha residual with extant planning
	Land at Melmerby Industrial Estate / Land to the north of Baker Business Park- (MB6)	5.2	5.2	B1/B2/B8	Pending application for maintenance facility
	Land West of Barker Business Park, Melmerby (MB8)	12.1	12.1	B1/B2/B8	No planning application

	South of Almsford Bridge, Pannal (PN18)	12.7	12.7	B1/B2/B8	No planning application
	Land at Station Parade (H37)	0.5	0.5	B1/B2/B8	No planning application
	Land east of Lady Lane, Harrogate (H51)	3.3	3.3	B1a	Planning permission for a mixed use scheme including 20,000 sq.m of office floorspace
	Dragon Road car park, Harrogate (H63)	0.7	0.7	B1/B2/B8	No planning application
	Former Cattle Market, Knaresborough (K17)	0.3	0.3	B1/B2/B8	No planning application
	Claro Barracks, Ripon (R25)	2.0	2.0	E (g)	Planning permission for mixed used development including 2ha of employment land (class E)
	Land at Westholme Road, Masham (M11)	2.6	0.2	B1/B2/B8	Planning permission - employment component of 750 sq.m (est. 0.2ha)
Ryedale	Broad location for employment land - land east of A169 and north of A64 Old Malton	9.3	9.3	B1/B2/B8	SD12 – Allocation. Broad location
	York Road Industrial Estate	6.8	0	B1/B2/B8	Built out
	Agri-Business Park and Business Technology Park, Edenhouse Road	17.8	15.0	B1/B2/B8	Outline application for entire site - part built out
	Land at Norton Grove, Norton	2.1	2.1	B1/B2/B8	No planning application
	Land to the west of Kirkby Mills Road, Kirkbymoorside	0.5	0	B1/B2/B8	Built out
	Land to the south of Thornton Road Industrial Estate, Pickering	6.6	4.4	B1/B2/B8	Planning permission for E(g) and B2 development. Part built out - 6,443 sq.m completed 2023/24 Assumed 2/3 of site available
	Land to the South of Sylatech, Kirkbymoorside	0	0	B1/B2/B8	Not included in supply as not available to wider market.

	Land to the south of Malton Foods (Zwanenberg), Amotherby	0	0	B1/B2/B8	No application - Not included in supply as not available to wider market.
	Land to the north of BATA, Amotherby	0	0	B1/B2/B8	No application - Not included in supply as not available to wider market.
Scarborough	Land to the North East of Burton Riggs, Scarborough Business Park (EMP-A1)	1.1	1.1	B1/B2/B8	Planning permission for 2,282 sq.m of mixed industrial
	Land at Hopper Hill Road, Scarborough Business Park (EMP-A2)	0.9	0.6	B1/B2/B8	Part complete - 0.3 ha built out, 0.41ha extant permission, residual of 0.19 once built out
	Land to east of Hunmanby Estate (EMP-A3)	1.9	1.9	B1/B2/B8	Planning permission for 6,226 sq.m of mixed industrial
	Land to north and south of Cayton Approach, Scarborough Business Park (EMP-A4)[45]	24.2	21.0	B1/B2/B8	Planning permission – 3.2ha complete. 4.55ha under construction
	Land to south of Plaxton Industrial Estate (EMP-A5)	11.0	11.0	B1/B2/B8	Planning permission for 5,047sqm of B2 on part of site
	Whitby Business Park (SBC Only) (WBPAAP)	1.3	1.3	B1/B2/B8	Planning permission on Scarbrough section - further 8.75ha available in North York Moors NP
Selby	Olympia Park	33.6	33.6	B1/B2/B8	Outline planning permission for a mixed use development
	Selby Business Park, Brayton	8.5	1.8	B1/B2/B8	No current application for remaining land
	Land at London Road, Tadcaster	9.0	9.0	B1/B2/B8	No application
			Total	**242.2**	
			Total with permission	**131.8**	

[45] Further land safeguarded to the south of Scarborough Business Park under Policy EG4 (not included at this time)

19.5 The table below breaks down employment commitments by use class and historical local authority as of 2023/24. A significant quantum of industrial pipeline supply is concentrated in Selby (65%).

19.6 Whilst Selby has a significant portion of the pipeline office supply, the majority of this (14,500 sq.m) is within the Former Kellingley Colliery.

19.7 The extant planning permissions have been given in gross terms due to availability of data however it is of note that there are significant planned office losses in Harrogate totalling 21,322 sq.m. Depending on the nature of these offices their provision may need to be replaced in part.

Table 19.3 Gross Extant Employment Commitments by Historical Local Authority (sq.m)

Historical Local Authority	Office E(g)(i)	R&D E(g)(ii)	Factory E(g)(iii)/ B2	Warehouse B8	Mixed Industrial E(g)(iii)/ B2/B8
Craven	4,016	-	5,244	5,313	31,576
Hambleton	74	-	9,036	7,396	27,627
Harrogate	11,685	115	33,219	4,808	103,685
Richmondshire	-	-	1,000	10,000	84,913
Ryedale	990	-	2,649	3,989	13,318
Scarborough	1,264	-	1,444	-	2,921
Selby	21,686	-	57,641	43,849	214,567[46]
Total	**39,715**	**115**	**110,233**	**75,355**	**478,607**
Land (Ha)[47]	**8**	**0**	**28**	**19**	**120**

Source: Local Authority Monitoring 2023/24

[46] Includes Gascoigne Wood permitted June 2024, outside of 2023/24 monitoring year

[47] Based on 0.5 plot ratio for office and R&D and 0.4 for industrial and warehouse

Vacant Land within Existing Employment Sites

19.8 The table below summarises vacant plots identified through the assessment of existing employment sites. This includes vacant land that is not an existing allocation or extant planning permission. There is a total of 9.7ha of vacant land within existing industrial sites of which 0.3ha could be suitable for office / R&D use given the nature of the site and the remaining 9.4ha for mixed industrial use.

Table 19.4 Summary of vacant plots within existing employment sites

Site	Vacant Plot (Ha)	Suitable use	Historical LA
Sherburn Enterprise Park – 1	3.4	Industrial	Selby
Sherburn Enterprise Park - 2	0.4	Industrial	Selby
Cardale Park	0.3	Office / R&D / Light Industrial	Harrogate
Canal Wharf	0.2	Industrial	Craven
Selby Road (South)	0.4	Industrial	Selby
Skipton Road	0.1	Industrial	Craven
Riparian Way	0.2	Industrial	Craven
Manse Lane	0.3	Industrial	Harrogate
Bar Lane	2.4	Industrial	Harrogate
Selby Business Park	2.0	Industrial	Selby
Angus Fire	1.2	Industrial	Craven
Carr Lane	1.6	Industrial	Hambleton
Total	**11.5**		

Source: Iceni analysis

19.9 The table below provides a summary of the supply position in North Yorkshire. There is a total of 11 ha of office, 0 ha R&D, 28 ha industrial, 19 ha warehouse and 404 ha of mixed use land. The total supply is 462 ha.

Table 19.5 Summary of Employment Land Supply

Supply	Office E(g)(i)	R&D E(g)(ii)	Factory E(g)(iii)/ B2	Ware-house B8	Mixed Use	Total
Extant permissions 2023/24	8	0	28	19	120	175
Allocations	3	0	0	0	239	242
Vacant sites	0.3				12	12
Total	**11**	**0**	**28**	**19**	**374**	**432**

Source: Iceni analysis of local authority monitoring data

20. Supply and Demand Balance and Recommendations

20.1 The table below nets off the employment land supply from the forecasted need for the 2023-45 plan period. In total, there is need for 353ha against a 432ha supply, meaning an oversupply of 79ha of land.

20.2 Breaking it down by use class, there is a small oversupply of land for office use of 4ha however, a significant proportion of the supply is concentrated in ancillary offices that sit alongside industrial space rather than traditional office premises.

20.3 In light of this, office employment land is broadly balanced, however replacement of older stock may still be required - this discussed further in this chapter. There is a small shortfall of R&D employment land of 4ha.

20.4 Whilst the table shows a shortfall for industrial and warehousing land individually, this is because supply is concentrated in mixed-use industrial permissions and allocations which cannot be separated out. If Industrial warehousing and mixed industrial are aggregated there is a sufficient supply to satisfy the need as a whole.

Table 20.1 Demand Supply Balance 2023-45

	Office	R&D	Industrial (Factory)	Warehousing	Mixed Industrial	Total
Need (Ha)	7	4	171	171	-	353
Supply	11	0	28	19	374	432
Residual	+4	-4	-143	-152	+374	+79

Source: Iceni analysis

20.5 The table below shows the indicative demand-supply balance by the former local authorities to provide a finer grain to our analysis. The 342ha

of industrial need has been apportioned based on the rate of historical completions. The table also shows the industrial vacancy rate, as an indicator of market demand.

20.6 The analysis indicates that although there is an industrial oversupply across the county spatially there is a demand-supply mismatch.

20.7 Specifically, there is a significant industrial oversupply in Selby, which is reinforced by a significantly higher vacancy rate of 15%. Harrogate and Hambleton have also seen higher levels of industrial completion historically however industrial supply in those areas will fail to meet future needs.

20.8 Furthermore, vacancy rates of 1-2% indicate that the market has been historically under delivering, of which with the exception of Selby and Ryedale is across the board. That said the situation in Ryedale is still a reasonably low level of vacancy couples with the residual need.

20.9 Each submarket is discussed in more detail later in this section.

Table 20.2 Indicative Industrial Demand-Supply Balance by Historical LA*

Historical LA	Need	Supply	Residual Need	Industrial Vacancy Rate
Craven	22	24	+2	2.0%
Hambleton	115	81	-34	2.3%
Harrogate	97	85	-12	1.8%
Richmond-shire	10	24	+14	0.5%
Ryedale	50	36	-14	3.2%
Scarborough	19	38	+19	2.5%
Selby	30	129	+99	15.1%

*Differences in need / supply totals may differ due to rounding

Source: Iceni analysis of council monitoring data

20.10 The following section provides broad recommendations for each use class and then more refined recommendations by submarket, reflecting on market signals, engagement findings and the relevant historical local authority indicative demand-supply balance.

Office

20.11 At a strategic level, demand-supply analysis shows a small oversupply of office space, indicating that there is no need to allocate further land for office development.

20.12 A review of existing supply shows that the majority of supply is located within Selby and Harrogate. 14,500 sq.m of ancillary office space will be brought forward at Former Kellingley Colliery and nearly 6,000 sq.m of new office space is to be delivered at Allerton Park (currently under construction). Both of these developments will provide ancillary office space to the industrial units on site rather than traditional office premises.

20.13 Given the structural shift to working patterns following the pandemic towards a home/hybrid working model, office demand has stagnated. Despite low vacancy levels across the County, rental levels are not at a level to support speculative new build office space, even in Harrogate, where average rents are £18-20 per sq.ft.

20.14 Any new office space coming forward is generally as a result of specified occupier demand of on a pre-let/pre-sale basis.

20.15 Leasing activity has continued to slow down; however, the limited activity has been focused on the smaller end of the market (sub-500 sq.m), where there is still demand for serviced and managed office space.

20.16 Changing working patterns have also seen a rise in demand for high-quality spaces with strong ESG credentials. More stringent regulations may also mean that some stock may have to be upgraded or replaced before it can be re-let.

20.17 As a response to the market, the County should encourage the refurbishment of existing aged office stock, particularly within Harrogate, to provide high-quality, flexible office space and the smaller end of the market.

20.18 Larger HQ buildings that have remained vacant for a prolonged period of time (+6 months with appropriate marketing) could be repurposed into smaller units.

20.19 More widely, there is an opportunity for the County to support the delivery of small workspaces in rural areas. Reflecting on the assessment of existing sites, business parks such as Farfield Business Park, Broughton Hall, Wykeham Business Centre and Crabtree Hall Business Centre, are all fully let and in demand.

20.20 Given the highlighted viability issues, the delivery of new spaces may need public sector involvement to support funding.

R&D

20.21 The demand-supply analysis indicates that there is a small shortfall of land for R&D of 4ha. There is currently limited R&D space in the pipeline. Existing provision is concentrated in Harrogate (Cardale Park and Co-lab) and at York Biotech Campus at Sand Hutton, and both are fully let.

20.22 The County has an opportunity to capture bio-technology, clean energy and agri-tech spin-out and scale-up businesses emerging from academic institutions in York and Leeds that have outgrown incubator units.

20.23 The delivery of a lab and technology park or extension to existing sites in Harrogate or Sand Hutton would capture this employment opportunity. The site should have good accessibility to academic institutions in York and Leeds, allowing for sufficient high-skilled labour access.

20.24 There is also opportunity within the Skipton submarket, building on clustering around existing R&D and health-related manufacturing business at Skipton and Gargrave, requiring a mix of R&D and manufacturing space.

20.25 Additionally, the heavy presence of the farming and food production businesses within the County offers the opportunity to capture an agri-tech cluster.

20.26 Activities such as vertical farming have high energy requirements and so power availability should be a key consideration.

General Industrial

20.27 There is a shortage of smaller units (<5,000 sq.m) across the whole County, reinforced by sub-3% vacancy levels across much of the area. Units of this size typically accommodate grow-on space for smaller businesses which have outgrown their current premises.

20.28 According to local agents, due to a lack of industrial space, these businesses are being lost to neighbouring authorities. **Further provision of small and medium units of up to 5,000 sq. m will allow businesses and jobs to be retained within the County.**

20.29 Many of the County's larger market towns have well-established and strongly performing industrial markets that see local businesses competing for space against national and regional operators.

20.30 These locations would benefit from appropriate extensions to existing industrial estates or the development of new industrial parks. Specific locational recommendations for industrial development can be found within the submarket breakdown.

20.31 There is a need to deliver new high-quality, modern space due to the incoming tightening of EPC credentials and occupiers' increasing ESG requirements. **The refurbishment and redevelopment of aged stock**

should be considered in locations where accessibility to the strategic and main road network is strong.

20.32 In recent years, there has been a lack of industrial supply coming forward due to economic uncertainty, high interest rates and high construction costs. However, the pipeline supply will begin to improve within the short and medium term in line with economic conditions.

20.33 In addition, power connectivity is a commonly reported issue preventing industrial development from coming forward. This is due to the large upfront costs and longer lead in times.

20.34 A strategic approach to this issue will help support further delivery and any additional allocations should ensure there are no issues now in the future within their locality. Providing a choice within the market will also address any non-delivery issues from sites where this is an issue.

Strategic Manufacturing and Warehousing Units

20.35 As with the general industrial market, the strategic unit market has seen a pivot toward high quality stock with high ESG credentials / BREAAM rating.

20.36 Inward investment enquires tend to be focused on the A1(M) corridor and have included steel contractors; distribution; automotive manufacturing and assembly; food processing and manufacturing.

20.37 Given its strong military presence at Catterick and Leeming Bar and elsewhere North Yorkshire is in an optimal position to capture defence manufacturing demand driven by geo-political uncertainty and the on-shoring of production as a result.

20.38 The County has already seen enquiries from defence manufacturing occupiers. **The County should continue to engage with potential occupiers to understand their future needs and earmark sites in response to this.**

20.39 There is a strong pipeline of strategic stock coming forward in the Selby area with nearly delivered units at Sherburn-in-Elmet and consented schemes at Kellingley Colliery and Gascoigne Wood. **It is recommended that the County protect these sites as employment sites and support the delivery of industrial space at these locations.**

20.40 A key issue emerging in the logistics market is the lack of labour accessibility. Due to the location of the A1(M) within North Yorkshire, strategic warehousing stock tends to be in isolated locations with poor connections to major settlements.

20.41 As a consequence, there is consistent feedback that workers within the strategic logistics sector commute in from outside of the county from places such as Wakefield and Leeds or business struggle with recruitment.

20.42 To address this the location of housing and/or improved transport links should be a consideration when examining the distribution of growth.

Submarket Recommendations

Selby

20.43 The analysis above shows that spatially there is a significant oversupply of industrial employment land within Selby. Pipeline industrial supply within the area also far exceeds the historical completions trend, implying that the market may not be able to absorb new employment sites as they are completed. This has already been evident at Sherburn-in-Elmet,

20.44 Some over-supply in Selby can be expected due to the role of the area in serving a wider need beyond North Yorkshire. Many sites in the Selby area, particularly around Sherburn-in-Elmet serve a floating A1(M) corridor need.

20.45 The food manufacturing cluster within North Yorkshire is driving supply chain activities in the distribution sector, in particular in the south of the district where the M62 meets the A1(M), providing connection to Leeds, Manchester and Liverpool.

20.46 However, a large quantum of Selby's industrial supply is concentrated in isolated brownfield sites that may face labour shortage issues. These sites have extant planning permission and have been recommended for protection as existing employment sites to support delivery.

20.47 Kellingley Colliery proposals include a rail freight connection and around 1.45 million sq.ft (135,000 sq.m) of manufacturing and distribution floorspace.

20.48 The majority of this site is likely to serve a wider regional if not national need with units of over 735,000 sq.ft (68,000 sq.m). However, the site will also provide units of 15,000-170,000 sq.ft which will meet some local need with North Yorkshire although its proximity to Knottingley (Wakefield) will inevitably mean that it will also address some of the need outside of the county.

20.49 Eggborough Power Station has proposals to be a Microsoft data centre campus. If these proposals go ahead, the site will need to be removed from the employment land supply. Given Selby's over-supply of employment land, a further site will not need to be allocated to replace this.

20.50 With much of Selby's supply meeting a regional and national need, there remains a lack of smaller employment sites attached to key settlements or extending existing industrial parks. Existing industrial sites in Selby town and Tadcaster should be redevelopment or extended to support this given their proximity to the population base.

Harrogate and Ripon

20.51 As discussed above, Harrogate is the key office market within the County. Whilst the delivery of new office space is not viable,

refurbishment of existing office space should be supported to retain businesses looking for high quality space.

20.52 The indicative analysis suggests that there is an under-supply of industrial land in Harrogate, with the industrial vacancy rate sitting at 1.8%.

20.53 Despite this, existing allocations within Harrogate are not coming forward, with key sites such as Wetherby Road and Almsford Bridge having no planning application submitted. Further investigation of deliverability issues should be carried out before rolling forward historical Harrogate local plan allocations.

20.54 All of the submarket's industrial estates are well-let and the recently delivered 'Potterspace' providing units of 1,000-2,500 sq.m at Melmerby was a success, with all units let during construction or as a pre-let.

20.55 The site assessments identified vacant plots within Manse Lane, Fearby Road, Melmerby Industrial Estate and Bar Lane that could accommodate further development. Development of the remaining plots at Marston Business Park should also be supported.

20.56 Beyond this, extensions to existing industrial sites in Harrogate town, Ripon and Knaresborough or new sites on key road corridors such as the A658 and A59 should be identified to bring forward much needed local industrial supply.

Northallerton and Thirsk

20.57 The submarket broadly covers the historical local authority of Hambleton which sees a large indicative supply shortfall of c.34ha based on historical completions.

20.58 The submarket has a clustering of food manufacturing businesses, primarily located at Leeming Bar and Dalton. The development of further industrial space on the existing allocation in Dalton should be

supported. The site's proximity to A1 J49 is also attractive for distribution activities.

20.59 Leeming Bar also benefits from strong connectivity to the A1 and further development should be supported here for mid and big box units (5,000 sq.m +).

20.60 The Northallerton industrial area is a key industrial site for local businesses, sustainably attached to the existing town. Following the build-out of the northern expansion of the site, further opportunities in this location should be considered.

20.61 The industrial areas in and around Thirsk operate well and have limited availability. Renewal of aging stock should be supported where stock is poorer quality and aging.

20.62 Stokesley Business Park is key employment site for businesses in the north of the submarket given the limited other employment provision in the North York Moors National Park area. Expansion of this site should be encouraged to retain businesses that may otherwise be lost to nearby Teesside.

20.63 In the south of the submarket, surrounding Easingwold, there are a number of small-scale rural business centres. These are all well-let and further provision should be supported, noting the above discussion around potential public funding to support deliverability.

Coastal

20.64 The Coastal submarket operates as a mostly self-contained market given the lack of strategic road network and its position between the sae and the National Park. The market is concentrated in the towns of Scarborough and Whitby.

20.65 The indicative demand-supply analysis for Scarborough indicates that there is a sufficient balance of employment land supply. A key element of this supply is land at Scarborough Business Park which is part-

complete / under-construction and will continue to come forward throughout the plan period. Additionally, further safeguarded land to the south of the business park provides opportunity for further expansion.

20.66 There have been increasing inward investment enquiries for the area, in addition to the demand from organic local business growth. There is a need to provide a range of unit sizes to accommodate and retain businesses at all points of their lifecycle. New provision should focus on the mid-box range given that the submarket does not have any notable strategic distribution activity.

20.67 It is noted that there is an increasing risk of leisure uses encroaching on industrial areas within the submarket. Policy wording regarding the protection of existing employment areas will be key to avoid further erosion of available stock for industrial occupiers.

Richmond

20.68 Indicative supply-demand analysis indicates that for the historical Richmondshire area there is sufficient employment land supply. However, vacancy rates of 0.5% suggest that there is a supply-demand imbalance in the market. Although it should be noted that delivery of the pipeline of supply could help alleviate the ultra-low vacancy rates.

20.69 Gallowfields Industrial Estate is an extremely popular and sought after location at full occupation. Opportunities for expansion should be considered to meet excess demand for the location.

20.70 Land at Colburn Business Park remains largely unbuilt but is a sustainable location given its attachment to the settlement and proximity to the A1. The site should be protected as an employment site to prevent being lost to other uses.

20.71 The presence of Catterick garrison presents the opportunity for defence manufacturing in the wider area, with some evidence of early inward investment interest. Mid to big box units will be required to capture this investment.

20.72 The Council is encouraged to work with the MOD/DIO to develop the wider Garrison to ensure their and their suppliers' needs are best met.

20.73 Catterick 52 has outline planning consent and will provide units from 1,500 to 60,400 sq.m and will contribute to the sought-after A1 industrial supply.

Skipton

20.74 This sub-area effectively covers the former Craven Local authority and includes Skipton town and Cross Hills as the main cluster of industrial activity within the submarket, with some smaller estates located in Settle, Bentham and Ingleton.

20.75 The indicative supply-demand analysis shows that the submarket is broadly balanced, however it has some demand side pressures, implied by the 2% vacancy rate.

20.76 Where dated and/or of poor-quality stock exists, refurbishment or redevelopment should be encouraged. Extensions to existing industrial areas in Skipton and Cross Hills would also be welcomed by the market, support local business retention and alleviate the demand-side pressures.

20.77 Office provision at Broughton Hall Business Park is fully let and a key asset in supporting small businesses. Opportunities to provide office space such as this would be desirable.

20.78 Vacant HQ buildings such as the former Computershare site in Skipton should be considered to re-use as small business office spaces, viability permitting.

Malton and Norton

20.79 The Malton and Norton sub-area broadly aligns with the former Ryedale Local Authority. Supply-demand analysis for this area indicates that

there is a shortfall of industrial supply, reinforced by low vacancy rates of 3.2%.

20.80 Industrial demand in the submarket is driven primarily by organic local business growth and expansion. There is a shortage of grow on space for local businesses to move into and local businesses are not willing to re-locate to elsewhere in the County due to their localised workforce.

20.81 The towns of Malton, Pickering and Kirkby Mills have successful and sought after industrial areas. Recent delivery of new space at York Road Industrial Estate was successful and quickly let, providing a bespoke local offer.

20.82 Expansion of existing business parks across the submarket should be supported.

Yorkshire Dales and North York Moors National Park

20.83 We have not assed the need for employment floorspace specifically in the National Parks – as North Yorkshire Council is not the planning authority for these areas - although they do form part of the county wide need. Our site assessments also cover a number of sites in these areas, and we have made recommendations as to their future use. However, again these are informal recommendations as the National Parks act as their own planning authorities, and their site-by-site approach will be informed by their own views.

20.84 While no definitive need for the National Parks has been sought there will still be a need albeit minor, furthermore many of the overarching principles still apply, i.e. support upgrading of the existing stock and ensure there is choice and competition in the market where vacancy rates are low.

20.85 At present, the Parks do have a higher vacancy rate than the rest of the county but due to the low overall supply, the rates can be skewed by only a few vacant units.

20.86 There will also be a need to support the rural economy and in some cases, this might mean providing additional affordable smaller office and industrial space.

Site Assessment Summary

20.87 The recommendations from the site assessment of existing employment sites have been summarised below. The full site assessments have been found in the separate North Yorkshire Site Assessment Report.

ID	Site Name	Submarket	Recommendation
1	Willymath Close, Burniston	Coastal	Retain
2	Lower Clark Street / Durham Street	Coastal	Retain
3	Melrose Street / Dean Road	Coastal	Retain and encourage regeneration
4	Gladstone Lane and Cleveland Lane	Coastal	Release
5	Sherwood Street / Belle Vue Street	Coastal	Release
6	Manor Road Business Park	Coastal	Retain
7	Londesbrough Road	Coastal	Retain
8	Spring Bank	Coastal	Retain
9	Barry's Lane	Coastal	Retain
10	Queen Margarets Industrial Estate	Coastal	Retain
11	Scarborough Business Park	Coastal	Retain
12	Havers Hills, Eastfield	Coastal	Retain
13	Clarence Drive, Filey	Coastal	Retain
14	Hunmanby Industrial Estate	Coastal	Retain
15	Betton Farm, Racecourse Road	Coastal	Retain
16	Farfield Business Park	Coastal	Retain

17	Wykenham Business Centre	Coastal	Retain
18	Larpool Industrial Estate	Coastal	Retain
19	St Hilda's Business Centre	Coastal	Retain
20	Whitby Business Park, Cholmley Way	Coastal	Retain / Amend Boundary
21	Sneaton Lane, Ruswarp	North York Moors NP	Retain
22	Kingspan, Sherburn	Malton and Norton	Retain
23	Norton Grove Industrial Estate	Malton and Norton	Retain
24	Eden Camp Business Park	Malton and Norton	Retain
25	Showfield Lane Industrial Estate	Malton and Norton	Retain
26	The Maltings, Malton	Malton and Norton	Retain
27	York Road Industrial Estate	Malton and Norton	Retain
28	BATA, Amotherby	Malton and Norton	Retain
29	Westgate Carr Industrial Estate, Pickering	Malton and Norton	Retain
30	Thornton Road Industrial Estate, Pickering	Malton and Norton	Retain / Amend Boundary
31	Kirkby Mills Industrial Estate, Kirkbymoorside	Malton and Norton	Retain
32	Perry Slingsby/Marshall Slingsby, Kirkbymoorside	Malton and Norton	Retain
33	Sawmill Lane Industrial Estate, Helmsley	Malton and Norton	Retain
34	Sheriff Hutton Industrial Estate, Sheriff Hutton	Malton and Norton	Retain
35	York Biotech Campus	Malton and Norton	Retain / Consider Expansion
36	Northallerton Industrial Area	Malton and Norton	Retain / Amend Boundary
37	Finkills Way, Northallterton	Malton and Norton	Retain

38	Stokesley Business Park	Malton and Norton	Retain / Amend Boundary
39	Dalton Gates	Malton and Norton	Release
40	Crabtree Hall Business Centre, Little Holtby, Hackforth	Malton and Norton	Retain
41	Leeming Bar Industrial Estate	Malton and Norton	Retain
42	The Craft Yard, Bedale	Malton and Norton	Release
43	Station Road, Thirsk (incl. Europark)	Malton and Norton	Retain
44	Sowerby Gateway	Malton and Norton	Retain
45	Carlton Miniott Business Park	Malton and Norton	Retain / Encourage regeneration
46	Alanbrooke Business Park, Topcliffe	Malton and Norton	Retain
47	Dalton Old Airfield Industrial Estate	Malton and Norton	Retain / Amend Boundary
48	Tholthorpe Business Park	Malton and Norton	Retain
49	Moor Lane Industrial Estate, near Tholthorpe	Malton and Norton	Release
50	Longbridge House / Easingwold Business Park	Malton and Norton	Retain
51	Hawk Creative Business Park, Easingwold	Malton and Norton	Retain
52	Shires Bridge Mill, Easingwold	Malton and Norton	Retain
53	Greenpark Business Centre, near Sutton-on-the-Forest	Malton and Norton	Retain
54	Carr Lane/ Cleveland Industrial Estate, southeast of Easingwold	Malton and Norton	Retain
55	Cardale Park	Harrogate	Retain
56	Claro Park	Harrogate	Retain
57	Hornbeam Park	Harrogate	Retain
58	Plumpton Park	Harrogate	Retain
59	Manse Lane	Harrogate	Retain

60	St James Park, Knaresborough	Harrogate	Retain / Amend Boundary
61	Marston Business Park	Harrogate	Retain
62	New York Mills	Harrogate	Retain
63	Riffa Park	Harrogate	Retain
64	Aske Hall	Richmond	Retain
65	Colburn Business Park	Richmond	Retain / Consider industrial uses on site
66	Gallowfields Estate	Richmond	Retain
67	Gatherley Road, Bromton on Swale	Richmond	Retain
68	Walkerville Industrial Estate	Richmond	Retain
69	A1(M) J52 – Catterick Central	Richmond	Protect
70	Harmby Road (Leyburn Business Park)	Richmond	Retain
71	A1(M) J53 – Scotch Corner	Richmond	Protect
72	Moor Park, Melsonby	Richmond	Protect
73	Harelands Courtyard Offices, Melsonby	Richmond	Protect
74	Western House Business Park, Melsonby	Richmond	Protect
75	Bar Lane	Ripon	Retain
76	Boroughbridge Road	Ripon	Retain
77	Dallamires Lane	Ripon	Retain
78	The Maltings, Ure Bank Top	Ripon	Retain
79	Melmerby Industrial Estate/Barker Business Park	Ripon	Retain
80	Fearby Road	Ripon	Retain
81	Access 63, Selby	Selby	Retain
82	Olympia Park, Selby	Selby	Retain
83	Selby Road (South), Eggborough	Selby	Retain
84	North Point Business Park, Selby Road (North)	Selby	Retain

85	Former Eggborough Power Station	Selby	Protect
86	Konnect 62 (former Kellingley Colliery)	Selby	Protect
87	Selby Business Park	Selby	Retain
88	Drax Power Station	Selby	Retain/Upgrade
89	Sherburn Enterprise Park	Selby	Retain
90	Sherburn 2	Selby	Protect
91	The Maltings, Fenton Lane, Sherburn In Elmet	Selby	Protect
92	Gascoigne Wood	Selby	Protect
93	Church Fenton Creative Studios	Selby	Protect
94	Station Road, Tadcaster	Selby	Retain
95	York Road, Tadcaster	Selby	Release
96	Airedale Business Centre / Snaygill Industrial Estate	Skipton	Retain
97	Engine Shed Lane	Selby	Retain
98	Sandylands Business Park	Skipton	Retain
99	Belle Vue Square	Selby	Retain
100	Skipton Auction Mart	Selby	Retain
101	Gateway House	Selby	Release if vacancy continues
102	Skipton Building Society	Selby	Retain
103	Skipton Rock Quarry	Selby	Retain
104	Aireside Mills, Cononley	Skipton	Release
105	Riparian Way, Cross Hills	Skipton	Retain
106	Junction Mills, Crosshills	Skipton	Retain
107	Skipton Road Industrial Estate, Cross Hills	Skipton	Retain
108	Hayfield Mill, Glusburn	Skipton	Retain

109	Broughton Hall Business Park BD23 3AE	Skipton	Retain
110	Canal Wharf and Industrial Estate	Skipton	Retain
111	Systagenix, Gargrave	Skipton	Retain
112	Land adjacent to Gargrave Station	Skipton	Release
113	Soworth Industrial Estate	Skipton	Retain
114	The Sidings	Skipton	Retain
115	Angus Fire	Skipton	Retain
116	Bentham Auction Mart	Skipton	Retain
117	Bentham Industrial Estate	Skipton	Retain
118	New Road Industrial Estate	Skipton	Retain
119	Thornton Yard, Ingleton	Skipton	Retain
120	John Roberts Paper Mill	Skipton	Retain

21. Distribution of Growth

Introduction

21.1 The purpose of this chapter is to examine the potential distribution of growth across the identified sub-areas in North Yorkshire. While this includes figures for the National Parks, other considerations will have to be made when it comes to allocating housing to these areas.

21.2 This section of the report was also updated to reflect the latest standard method post-December 2024 changes to the NPPF and March 2025 affordability ratios.

21.3 There is no guidance on how housing should be distributed within a local authority, and it will ultimately be a choice for the Council, taking into account factors including environmental and infrastructure constraints as well as the supply of suitable land.

21.4 This chapter attempts to inform those decisions by examining potential distribution options based on a range of different scenarios linked to housing, demographics and the economy. It should however, be stressed that there is unlikely to be a perfect match which addresses all these issues.

Pro-rata housing stock, population and households

21.5 The table below looks at data for dwelling stock and households as of the 2021 Census and population data for 2022 (from ONS mid-year population estimates). The table also shows the pro-rata split between different locations.

21.6 In general, the patterns are similar, although there are notably higher proportions of dwelling stock in the Coastal area (and both National Parks) compared with households and population– this situation highlights higher proportions of vacant homes and smaller household sizes in these areas.

Table 21.1 Number of dwellings, households and population by sub-area

	Dwellings		Households		Population	
	No.	%	No.	%	No.	%
Skipton	23,217	7.8%	21,615	7.9%	47,894	7.7%
Northallerton & Thirsk	41,741	14.0%	39,173	14.3%	88,578	14.2%
Harrogate	62,116	20.8%	58,731	21.4%	136,701	21.9%
Ripon	13,266	4.4%	12,433	4.5%	29,205	4.7%
Richmond	19,925	6.7%	18,275	6.7%	44,485	7.1%
Malton & Norton	24,157	8.1%	22,176	8.1%	49,671	8.0%
Coastal	53,146	17.8%	46,238	16.8%	98,134	15.7%
Selby	41,178	13.8%	39,581	14.4%	93,613	15.0%
NYM NP in NY	11,248	3.8%	9,082	3.3%	20,074	3.2%
Yorkshire Dales in NY	9,135	3.1%	7,182	2.6%	15,541	2.5%
TOTAL NY	299,129	100.0%	274,486	100.0%	623,896	100.0%

Source: ONS (including 2021 Census)

Affordability

21.7 A key feature of the Government's Standard Method is the use of affordability ratios, typically based on a workplace median house price to full-time earned income (of employed people). As of 2024, the price-to-income ratio stood at 7.95 and had averaged a slightly higher 8.59 over the previous five-years.

21.8 Data collected in the housing needs assessment does not allow for the same affordability ratio to be calculated, as data on earnings is not available at a smaller area level. However, data is available for median house prices and household income and this is used in the table below to show relative affordability – the final column of the table standardises

the information to match an overall County-wide ratio (from 2024) of 8.59 – although some caution should be used in interpreting this figure given the data used.

21.9 The analysis shows Malton and Norton and then Harrogate as the most unaffordable areas (outside of the two National Parks), with the most affordable area being Selby, although interestingly, this is not the area with the lowest house prices – that being the Coastal area, which also sees relatively low incomes.

Table 21.2 House prices, incomes and affordability ratios by sub-area

	Median house price	Median household income	Affordability ratio	Standardised affordability ratio
Skipton	£250,000	£39,900	6.27	8.58
Northallerton & Thirsk	£260,000	£43,100	6.03	8.25
Harrogate	£315,000	£47,300	6.66	9.11
Ripon	£275,000	£43,300	6.35	8.69
Richmond	£236,000	£42,300	5.58	7.63
Malton & Norton	£270,000	£39,900	6.77	9.26
Coastal	£190,000	£33,100	5.74	7.85
Selby	£235,000	£44,000	5.34	7.30
NYM NP in NY	£325,000	£42,200	7.70	10.53
Yorkshire Dales in NP	£355,000	£43,100	8.24	11.27
TOTAL NY	£262,500	£41,800	6.28	8.59

Source: Iceni analysis

21.10 Running this analysis through the standard method (December 2024), the calculation results in the following distribution of growth. Whilst this seeks to replicate the Standard Method (December 2024), it should not be seen as an indication of total need as it is slightly lower (-135dpa) than the North Yorkshire-wide figure due to a misalignment between the sub-area totals (2021) and the county-wide total (2023).

Table 21.3 Housing Need Approximation Using Local Data

	Dwellings	Standardised affordability ratio	Dwelling Increase	Affordability Adjustment	Housing Need	% of Growth
Skipton	23,217	8.58	186	168%	312	8%
Northallerton & Thirsk	41,741	8.25	334	162%	540	14%
Harrogate	62,116	9.11	497	178%	885	22%
Ripon	13,266	8.69	106	170%	180	5%
Richmond	19,925	7.63	159	150%	239	6%
Malton & Norton	24,157	9.26	193	181%	350	9%
Coastal	53,146	7.85	425	154%	656	16%
Selby	41,178	7.30	329	144%	474	12%
NYM NP in NY	11,248	10.53	90	205%	185	5%
Yorkshire Dales in NP	9,135	11.27	73	219%	160	4%
TOTAL NY		8.59	2,393		3,980	100%

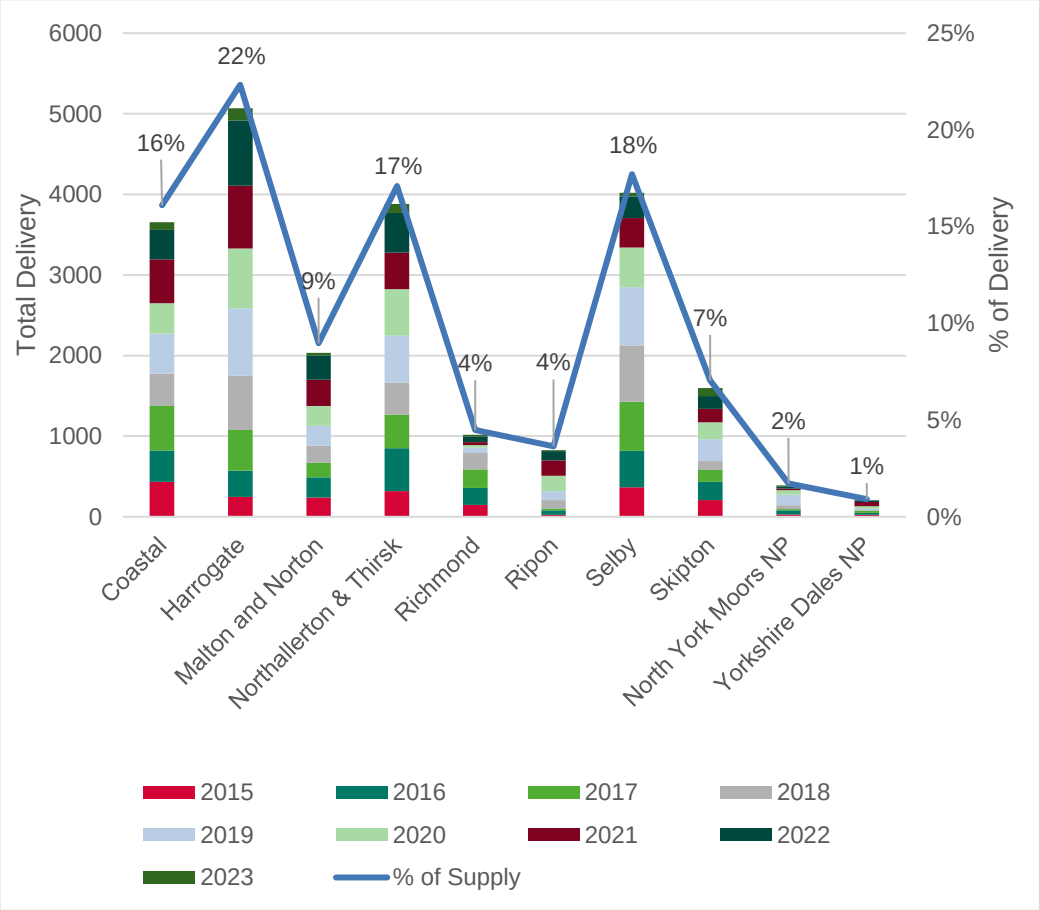
Source: Iceni analysis

Completions

21.11 The bar chart depicts the net annual number of new dwellings completed by fiscal year in North Yorkshire from 2015/16 to 2023/24. Due to data availability, this is broken down by former local authority area, including those parts of the area which fall within the National Parks.

21.12 This indicates both the previous availability of land and arguably where the market is seeking to deliver homes. As shown, the most successful areas of delivery are Harrogate and Hambleton, which may be connected to the recent adoption of the Local Plans. There is over 10% of delivery in Scarborough and Selby.

Figure 21.1 Net housing completions in North Yorkshire by Former Local Authorities (2015/16-2023/24)

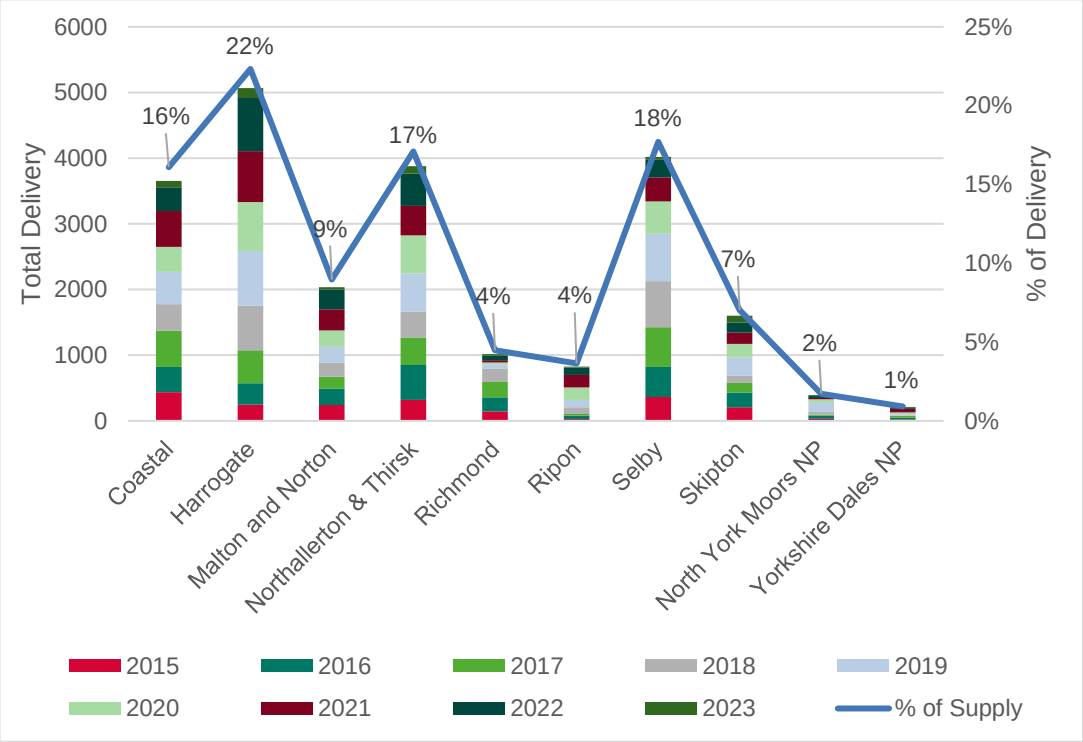


Source: North Yorkshire Council

21.13 There is data for the split of homes within Richmondshire between the National Park and the Plan Area. This shows that approximately 7% of dwellings were completed in the National Park parts of Richmondshire, which equates to 0.3% of all housing delivery.

21.14 A further source of this information comes from the issuing of Energy Performance Certificates to new dwellings. This can be mapped to the sub-areas rather than the former local authorities. As shown in the table below, Harrogate remains the largest area of delivery alongside Selby, Northallerton and Thirsk and the Coastal Area.

Figure 21.2 : Net housing completions in North Yorkshire by Sub-Area 2015-2023



Source: EPC,2024

21.15 The National Parks have also seen far fewer completions, with only 1.7% of the total being delivered in the North York Moors National Park and 0.9% in the Yorkshire Dales National Park. Again, this reflects previous capacity, which might not be the same going forward.

Population trends

21.16 The analysis below looks at trends in population change for the 2012-22 period. This analysis is useful as trend-based projections (were they to be available at a smaller-area level) would be based on past trends in population change and the components of this change (births, deaths and migration).

21.17 However, it should be noted that population change can be influenced by past housing delivery - areas seeing higher past delivery often also see

higher levels of population growth. This analysis should therefore be treated with caution as it can simply reflect past spatial strategies.

21.18 In terms of the figures, it is notable that not all areas have seen population growth, with Richmond standing out with a 7% decline in population over the period studied – the two National Park areas also saw a population decline.

21.19 When looking at the strongest growth, it can be seen that Selby stands out, with an 11% population increase, accounting for nearly half of all population change seen across the County. Harrogate accounts for around a third of population change, although the Skipton and Malton & Norton sub-areas both saw a higher increase from their 2012 base.

Table 21.4 Population changes by sub-area (2012-22)

	2012	2022	Change	% change	% of change
Skipton	45,661	47,894	2,233	4.9%	11.2%
Northallerton & Thirsk	85,955	88,578	2,623	3.1%	13.2%
Harrogate	130,545	136,701	6,156	4.7%	30.9%
Ripon	29,182	29,205	23	0.1%	0.1%
Richmond	47,946	44,485	-3,461	-7.2%	-17.4%
Malton & Norton	46,594	49,671	3,077	6.6%	15.4%
Coastal	97,240	98,134	894	0.9%	4.5%
Selby	84,331	93,613	9,282	11.0%	46.6%
NYM NP in NY	20,702	20,074	-628	-3.0%	-3.2%
Yorkshire Dales in NP	15,807	15,541	-266	-1.7%	-1.3%
TOTAL NY	603,963	623,896	19,933	3.3%	100.0%

Source: ONS mid-year population estimates

21.20 Assuming that the Council does not want to plan for negative housing growth in these areas, the distribution figures are locked to zero (although

this will still result in a falling population). The growth is then recast in the areas where there has been growth to get a revised distribution.

Age structure

21.21 A final demographic analysis looks at the age structure of different areas, in this case it is considered that locations with a high proportion of older persons might seek higher housing numbers to help balance the working-age and older population – the analysis therefore only looks at the population aged 16 and over (called the adult population for the purposes of this analysis).

21.22 This shows relatively high proportions of older persons in Skipton, Northallerton & Thirsk, Malton & Norton and Coastal (as well as the two National Park areas). In contrast, Selby in particular shows a low proportion of adults aged 65+. When looking at overall totals, the analysis points to around a fifth of people aged 65 and over as living in Harrogate, along with 17% in the Coastal sub-area.

Table 21.5 Older person (aged 65+) population by sub-area (2022)

	All aged 16+	Aged 65+	% aged 65+	% of those aged 65+
Skipton	40,438	13,000	32.1%	8.2%
Northallerton & Thirsk	75,154	24,341	32.4%	15.4%
Harrogate	113,887	31,957	28.1%	20.2%
Ripon	24,419	7,451	30.5%	4.7%
Richmond	37,140	10,148	27.3%	6.4%
Malton & Norton	41,954	13,614	32.4%	8.6%
Coastal	82,862	26,888	32.4%	17.0%
Selby	76,721	19,307	25.2%	12.2%
NYM NP in NY	17,506	6,467	36.9%	4.1%
Yorkshire Dales in NP	13,673	5,107	37.4%	3.2%
TOTAL NY	523,754	158,280	30.2%	100.0%

Source: ONS mid-year population estimates

21.23 Areas with an ageing population are likely to require a greater level of housing delivery to ensure a continued labour supply.

Affordable housing

21.24 A further analysis is to consider the locations of affordable housing need, with the analysis below looking at both the proportion of the need in each area and also a standardised figure to see which areas appear to have a more acute need (this latter analysis appears in the affordable housing section).

Table 21.6 Affordable housing need by sub-area

	Net Need	% of County total	Estimated households (2021)	Net need per 1,000 households
Skipton	173	7%	21,615	8.0
Northallerton & Thirsk	324	13%	39,173	8.3
Harrogate	600	24%	58,731	10.2
Ripon	108	4%	12,433	8.7
Richmond	201	8%	18,275	11.0
Malton & Norton	200	8%	22,176	9.0
Coastal	327	13%	46,238	7.1
Selby	362	15%	39,581	9.1
NYM NP in NY	93	4%	9,082	10.2
Yorkshire Dales in NY	69	3%	7,182	9.6
TOTAL NY	2,458	100%	274,486	9.0

Source: Iceni analysis

21.25 The analysis shows that around a quarter of the affordable need arises in the Harrogate area, with this area also seeing a relatively high need in relation to the number of households. On this latter measure, it is, however, the case that the highest need is shown to be in Richmond, with the two National Park areas also showing high standardised needs.

Economic Factors

21.26 The following analysis seeks to examine the potential distribution of growth based on economic factors. However, this analysis is supply blind, so it will not reflect the ultimate distribution of growth, which is likely, at least in part, to be in line with identified supply.

Historical Employment Completions

21.27 The table below shows the split of gross completions of employment floorspace by sub-area over the 2016/17 to 2023/24 period. Over a third (33%) of employment development has been located within the Northallerton and Thirsk sub-area (principally along the A1(M), followed by 17% in Harrogate and 16% in Malton and Norton. For office floorspace in particular, 27% of development has been concentrated in Skipton, 18% in Harrogate and 18% in Malton and Norton and 15% in Richmond.

21.28 A further consideration is that the significant delivery of Industrial floorspace in Selby has not yet been picked up in this monitoring data. This includes the Sherburn 42 development in Sherburn-in-Elmet and the Kellingley Colliery redevelopment, which are largely complete and vacant.

Table 21.7 Average Gross Completions by Sub-Area 2016/17-2023/24

	Office		Industrial		Total	
	Sq.m	**%**	**Sq.m**	**%**	**Sq.m**	**%**
Northallerton and Thirsk	386	8%	17,032	30%	17,418	**33%**
Ripon	173	3%	3,697	22%	3,870	**7%**
Harrogate	897	18%	7,968	14%	8,864	**17%**
Malton and Norton	895	18%	7,384	13%	8,279	**16%**
Selby	414	8%	4,467	8%	4,881	**9%**
Skipton	1,327	27%	3,316	6%	4,643	**9%**
Coastal	144	3%	2,747	5%	2,890	**5%**
Richmond[48]	754	15%	1,423	2%	2,176	**4%**
Yorkshire Dales National Park	-	0%	237	0%	237	**0%**
North York Moors National Park	-	0%	-	0%	-	**0%**
Total	**4,987**		**48,270**		**53,258**	

Source: Iceni analysis of Local Authority Monitoring 2016/17-23/24

Net Absorption

21.29 Net absorption indicates the net take-up of employment floorspace and is a key indicator of demand for commercial floorspace. The table below shows average net absorption by sub-area for the 2009-23 period.

[48] Net completions, data only available for 2014/15-18/19 period

Table 21.8 Average Net Absorption by Sub-Area 2009-23

	Office		Industrial		Total	
	Sq.m	%	Sq.m	%	Sq.m	%
Selby	197	5%	8,249	29%	8,447	**26%**
Northallerton and Thirsk	463	12%	7,962	28%	8,425	**26%**
Harrogate	1,140	29%	4,132	14%	5,272	**16%**
Malton and Norton	598	15%	2,809	10%	3,406	**10%**
Ripon	288	7%	2,104	7%	2,393	**7%**
Coastal	419	10%	1,574	6%	1,992	**6%**
Richmond	640	16%	685	2%	1,325	**4%**
Skipton	197	5%	921	3%	1,118	**3%**
Yorkshire Dales National Park	6	0%	73	0%	79	**0%**
North York Moors National Park	47	1%	-6	0%	41	**0%**
Total	3,996	100%	28,503	100%	32,499	**100%**

Source: Iceni analysis of CoStar 2024

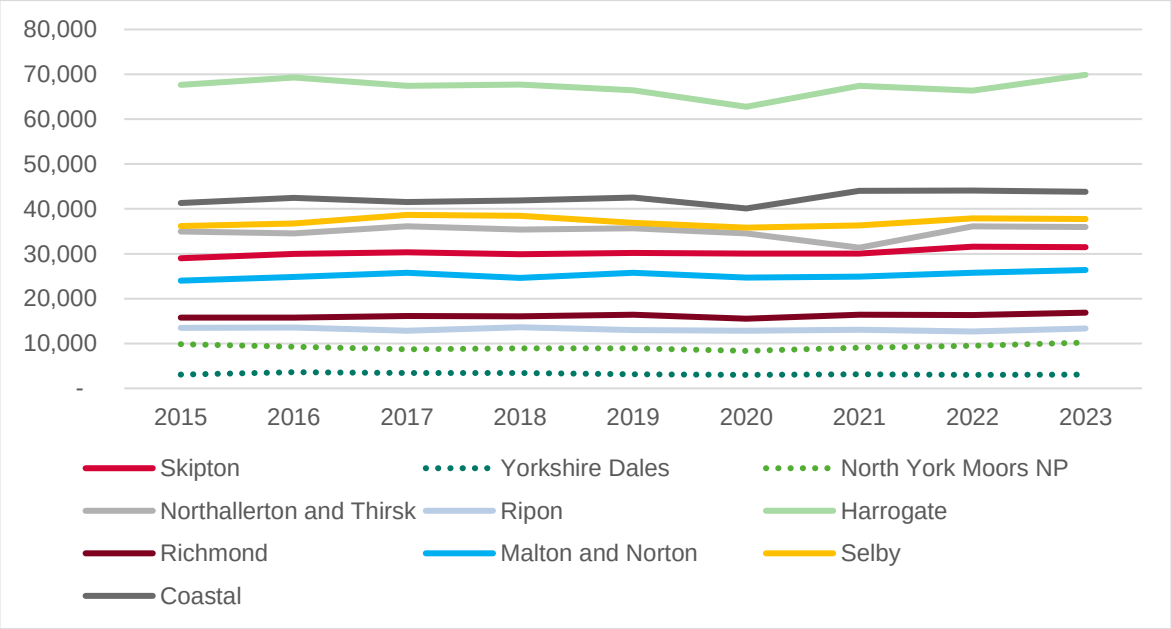
21.30 As shown, the Selby and Northallerton, and Thirsk sub-areas saw the greatest floorspace take-up, both at 26%, driven by industrial floorspace demand and again reflecting the main transport corridors in the County. The greatest take-up of office space was concentrated in Harrogate (29%), which is the principal office location in the County.

Historical Employment

21.31 The figure below shows total employment by sub-area for the 2015-23 period, demonstrating that the delivery of additional stock has not materially changed the scale of employment in any area, and no area is strongly outpacing another.

21.32 As shown majority of employment is concentrated within the Harrogate sub-area, followed by the Coastal, Selby, Northallerton and Thirsk and Skipton sub-areas. Perhaps unsurprisingly, the two national parks have the lowest levels of employment, along with the smaller sub-areas of Ripon and Richmond.

Figure 21.3 Employment by Sub-Area 2015-23



Source: Iceni analysis of BRES 2023

21.33 The table below provides the distribution of current employment by sub-area, in addition to the distribution of historical employment growth. The distribution of existing employment provides a good indication of where there is a need for additional employment floorspace provision i.e. where the largest markets are. Similarly, historical growth trends are a good indication of future employment growth and where additional floorspace provision will be required to support this if growth continues in the same vein.

21.34 Harrogate contains nearly a quarter of the sub-area's employment, followed by Coastal (25%), Selby (13%) and Northallerton and Thirsk (12%).

21.35 Regarding historic employment growth, the Coastal (19%), Skipton (18%), Harrogate (17%) and Malton and Norton (17%) sub-areas have seen the majority of employment growth, and this may indicate future demand.

Table 21.9 Employment Distribution (2023)

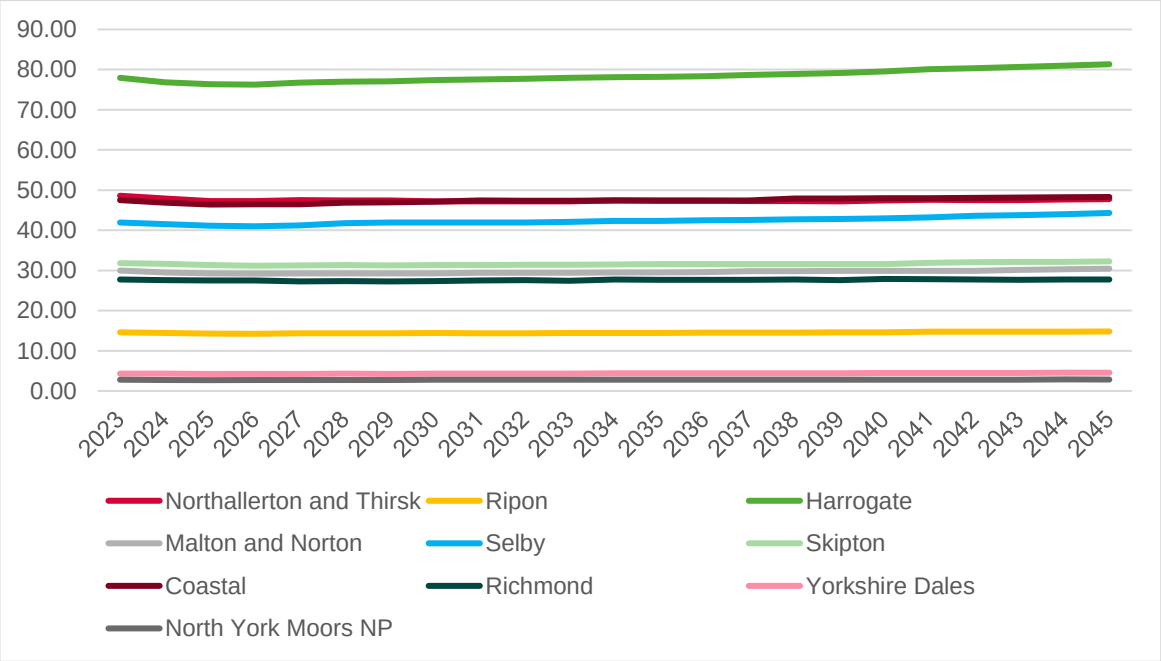
	2023 Employment	Current %	Employment Change 2015-23	% of NY Growth
Harrogate	69,885	**24%**	2,260	**17%**
Coastal	43,840	**15%**	2,550	**19%**
Selby	37,725	**13%**	1,560	**11%**
Northallerton and Thirsk	35,995	**12%**	1,030	**8%**
Skipton	31,445	**11%**	2,445	**18%**
Malton and Norton	26,375	**9%**	2,375	**17%**
Richmond	16,865	**6%**	1,130	**8%**
Ripon	13,325	**5%**	-125	**-1%**
North York Moors National Park	10,200	**4%**	350	**3%**
Yorkshire Dales National Park	3,050	**1%**	0	**0%**
Total	288,705		13,575	

Source: Iceni analysis of BRES 2023

Experian Forecasts

21.36 The figure below shows the Experian forecasts by sub-area. These are primarily based on the former local authorities with Harrogate, Ripon and the National Park sub-areas split by the current split taken from BRES data.

Figure 21.4 Experian Employment Forecasts by Sub-Area



Source: Experian, 2024

21.37 As illustrated, growth in the baseline forecasts is relatively flat in all sub-areas except Harrogate. The total job growth forecast presented in Figure 21.4 varies slightly from the North Yorkshire job growth total of 7,271 within the HEDNA report.

21.38 The table below shows the breakdown of the change in jobs by sub-area. This includes non-b class jobs, so it will not reflect the distribution of employment land need as set out in the Labour demand scenarios.

21.39 Assuming that the distribution of floorspace cannot be negative, Northallerton and Thirsk's proportion is assumed to be 0%, and the remainder has been redistributed across the other sub-areas based on their baseline growth.

Table 21.10 Estimated Employment Change by Sub-Area

	Est. Employment Change 2023-45	% Employment Change	Floorspace distribution
Northallerton and Thirsk	-856	-12%	0%
Ripon	230	3%	3%
Harrogate	3,419	48%	43%
Malton and Norton	444	6%	5%
Selby	2,410	34%	30%
Skipton	438	6%	5%
Coastal	769	11%	10%
Richmond	22	0%	0%
Yorkshire Dales	210	3%	3%
North York Moors	65	1%	1%
Total	**7,150**		

Source: Iceni analysis of Experian (note this difference in total from the NY-wide figure)

Conclusions

21.40 As set out above, a range of scenarios have been examined for each sub-area, which are summarised in the table below. The results for each sub-area have also been examined in more detail after the table.

21.41 However, it should be reiterated that the Council is only required to meet the need across the County rather than any more localised need identified herein. Ultimately, this distribution of growth is within the Council's gift to direct based on its chosen strategy. This information should be used to guide that strategy.

21.42 It should also be stressed that there is no right and wrong distribution, although the principles of sustainable development should apply, with homes and jobs being broadly in balance.

21.43 Each area will also have its own requirements, and it is unlikely that a single scenario would be most appropriate across all areas. It is also the

case that one scenario might run counter to another scenario, and it will be for the Council to choose the most appropriate strategy for each area.

21.44 For example, one area may well have limited demand for commercial floorspace due to its location, but due to its ageing population, may still require a supply of housing to ensure the existing economy is not harmed by labour supply shortages.

Table 21.11 Summary of Scenarios by Sub-Area

	Pro Rate Housing Stock	Affordability/Standard Method	Completions	Population - Past Trends	Affordable Housing Need	Age Structure	Experian Forecasts - BRES Split (for Harrogate and NP)	BRES Trends (LSOA)	Commercial Trends - Completions	Commercial Trends - Absorption
Coastal	18%	16%	16%	4%	13%	17%	10%	19%	5%	6%
Harrogate	21%	22%	22%	25%	25%	20%	43%	17%	17%	16%
Malton & Norton	8%	9%	9%	13%	8%	9%	5%	17%	16%	10%
Northallerton & Thirsk	14%	14%	17%	11%	13%	15%	0%	8%	33%	26%
Richmond	7%	6%	4%	0%	8%	6%	0%	8%	4%	4%
Ripon	4%	5%	4%	0%	4%	5%	3%	0%	7%	7%
Skipton	8%	8%	7%	9%	7%	8%	5%	18%	9%	3%
Selby	14%	12%	18%	38%	14%	12%	30%	11%	9%	26%
North York Moors NP	4%	5%	2%	0%	4%	4%	1%	3%	0%	0%
Yorkshire Dales	3%	4%	1%	0%	3%	3%	3%	0%	0%	0%
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

Source: Iceni, 2025, Blue = Housing Element, Orange= Economic Elements

21.45 Another example is that some areas may well have seen strong growth, as indicated by completion and population trends, however, this was as a consequence of a period when the supply of land was greater, and continued growth at this level may be unsustainable. Although this would need to be tested during the preparation of the Local Plan, and is outside the scope of this commission.

21.46 The supply of land may also present an opportunity (or not) to deliver housing in a particular area and the Council may wish to direct delivery to such areas. Infrastructure investment may also direct the location of growth as would regeneration strategies.

21.47 The following bullet points set out a consideration of development potential in each sub-area, but it should be stressed that other considerations will also be valid.

Coastal

- **Demographics & Housing Stock**: As of 2021, the Coastal area had 53,146 dwellings (17.7% of NY total) and 42,219 households (16.8% of NY total). The population was 97,988 in 2022 (15.7% of NY total).
- There are higher levels of private renting compared to the North Yorkshire average. Flat completions represented 25% of total completions between 2011-2024.
- The average house size delivered was 95 sqm, the smallest among the sub-areas. Under-occupation exceeds 35% of households.
- **Housing Market**: The Coastal sub-area was among the least expensive overall in terms of median house price in 2024. It saw the strongest compound annual growth in median house price (2019-2024).

- Pockets of relative affordability exist in the Coastal sub-HMA, including in Scarborough. The estimated lower quartile price was £145,000, the lowest among the sub-areas, and the lower quartile rent was £600 pcm, also the lowest.

- The net need for affordable housing is estimated at 327 dwellings per annum, representing 7.1 net need per 1,000 households. 78% of households in need are unable to buy or rent, the highest proportion among the sub-areas. The estimated supply of affordable housing from relets/resales is highest in the Coastal area.

- Average rental cost was £700 pcm in 2024. Agent insights for Scarborough indicate demand is from a mix of demographics, including young families, remote workers, and locals. This is a shift from pre-COVID sales (returnees/retirees).

- Retirees are downsizing to bungalows, but no new ones are being built. Concerns exist about local infrastructure capacity for more homes.

- The Coastal area has a higher number and proportion of housing with support/care units per 1,000 people aged 75+.

- The majority of second homes lie within the Coastal area. Areas like Filey and Whitby are likely attractive for second homes/holiday lets. AirDNA data shows a high number of active short-term rental listings in their defined Scarborough sub-area (4,495).

- HMOS in the sub-area are clustered around Scarborough, and they play an important role in providing accommodation for younger people, low-wage workers, and those on housing benefits.

- **Employment Land**: The Coastal sub-area has a particular concentration of health businesses. It has 12.8% of North Yorkshire's industrial floorspace and 11.2% of office floorspace.

- Average office rents were £15.50 p.s.f and the office vacancy rate were 2.63%. The Coastal sub-area saw significant office leasing activity (12%) between 2017-2024.

- Local agents report office demand is centred on Scarborough. The Coastal area appears to have weaker commercial demand, perhaps due to its more remote location from major markets.

- **Range of Scores** - 4% -19% - Median Score - 15% - This area appears to have weaker commercial demand, but it is home to one of the larger settlements in the County as such it has a considerable amount of stock and linked to this would have a large distribution of the SM if applied locally. Similarly, the area has one of the largest affordable housing need within the County (327 units / 13%).

- The area also has a relatively aged population, which will need replacing within the labour force. There is a disconnect between housing completions and population growth, suggesting, as other sources do, an impact of second home ownership.

Harrogate

- **Demographics & Housing Stock**: As of 2021, Harrogate had 62,116 dwellings (20.7% of NY total) and 58,776 households (21.3% of NY total). The population was 136,628 in 2022 (21.8% of NY total).

- The area has lower levels of social rented tenure compared to the North Yorkshire average. Flat completions were a significant proportion of total completions between 2011-2024 (referred to as Harrogate. Under-occupation exceeds 35% of households

- **Housing Market:** Harrogate was among the most expensive sub-areas overall in terms of median house price in 2024. The estimated lower quartile price was £245,000, and the lower quartile rent was £900 pcm.

- The estimated income gap between renting and buying was £13,000, the second highest after NYM NP.
- The net need for affordable housing is estimated at 600 dwellings per annum, the highest among the sub-areas. Although the estimated supply from relets/resales is highest in Harrogate after the Coastal area.
- The average rental cost was £1,050 pcm in 2024, the highest among the sub-areas. Harrogate saw the most sales activity between 2019-2024.
- Over the decade to 2024, Harrogate was one of the few areas to indicate a positive upward trend in sales activity.
- The proportion of people in the PRS increased significantly between 2011-2021, which includes a clustering of Houses in Multiple Occupation (HMOs) in the town.
- **Employment Land:** Harrogate has the highest concentration of office floorspace (42%) and a significant concentration of industrial floorspace (16.8%). Average office rent was £18.93 p.s.f. significantly higher than other submarkets. The office vacancy rate was 4.65%.
- Harrogate also saw significant industrial leasing activity (23%) and the majority of office leasing activity (47%) between 2017-2024 YTD.
- Local agents report office demand is centred on Harrogate, driven by labour supply, transport access, and amenities. Demand is particularly strong for smaller office needs.
- **Range of Scores**: 16%-43% - Median Score - 22% - Harrogate demographics and housing stock trends point towards a high need for housing, as does its strong economy, and the market would also seek to deliver here. It also has a high affordable housing need, which can be addressed through the provision of additional homes.

Malton & Norton

- **Demographics & Housing Stock:** As of 2021, Malton & Norton had 24,157 dwellings (8.0% of NY total) and 22,138 households (8.0% of NY total). The population was 49,615 in 2022 (7.9% of NY total).
- Under-occupation exceeds 35% of households. The average number of bedrooms in social rented homes (2.20) is among the highest.
- **Housing Market:** Estimated lower quartile price was £210,000 and lower quartile rent was £750 pcm. The estimated income gap between renting and buying was £12,000.
- The net need for affordable housing is estimated at 200 dwellings per annum. The average rental cost was £695 pcm in 2024. Around 61% of households in need are unable to buy or rent, the lowest proportion among the sub-areas.
- **Employment Land:** Malton & Norton has a particular concentration of health businesses. It has 6.5% of North Yorkshire's industrial floorspace and 5.2% of office floorspace.
- Average office rent was £16.13 p.s.f. The office vacancy rate was 9.69%. The commercial market signals suggest a stronger demand for growth than demographic and housing stock indicators, reflecting recent strong trends.
- **Range of Scores:** 5%-17% - Median Score - 9% - The commercial market signals suggest a stronger demand for growth than the demographic and housing stock indicators. This is reflective of strong recent trends, but as the area is largely rural, it does not have as high a distribution for pro-rate or age structure.

Northallerton & Thirsk

- **Demographics & Housing Stock:** As of 2021, Northallerton & Thirsk had 41,741 dwellings (13.9% of NY total) and 39,183 households (14.2% of NY total). The Population was 88,578 in 2022 (14.2% of NY total).
- Detached completions represented 43%, the highest proportion (referred to as Hambleton). Under-occupation exceeds 35% of households. The average number of bedrooms for owner-occupied homes (3.19) is among the highest in NY.
- **Housing Market:** Pockets of relative affordability exist in the Northallerton & Thirsk sub-HMA. The estimated lower quartile price was £205,000, and the lower quartile rent was £750 pcm.
- The estimated income gap between buying and renting was £11,000. Although local agents suggest prices have decreased over the last year.
- The net need for affordable housing is estimated at 324 dwellings per annum. The average rental cost was £695 pcm in 2024.
- Sales activity saw a positive trend over the decade to 2024 (5.9%). There is a lower supply of housing with support/care units per 1,000 people aged 75+.
- The market is static with homes staying on the market for up to four months, but most properties achieve their asking price. The majority of sales are to locals, with a mix of people relocating.
- **Employment Land:** Northallerton & Thirsk has the highest concentration of industrial floorspace (21.6%) and a significant concentration of office floorspace (19.3%).

- The average office rent was £16.97 p.s.f. The office vacancy rate was 6.26%. Northallerton & Thirsk saw significant industrial leasing activity (9%) and office leasing activity (13%) between 2017-2024 YTD.
- Local commercial agents report office demand is centred on Northallerton, driven by labour supply, transport access, and amenities. Local commercial agents also suggest the A1 corridor is in high demand for commercial growth.
- **Range of Scores:** 0%-33% - Median Score - 14% - The commercial market signals suggest a stronger demand for growth, and agents also suggest the A1 corridor is in high demand.
- In contrast, the Experian forecasts suggest the makeup of the economy is seeing negative growth, but completions have been strong, and there is a relatively high level of affordable housing need (3rd highest requirement across the County).

Richmond

- **Demographics & Housing Stock:** As of 2021, Richmond had 19,925 dwellings (6.6% of NY total) and 18,266 households (6.6% of NY total). The population was 44,471 in 2022 (7.1% of NY total).
- There are higher levels of private renting compared to the NY average, with the lowest levels of home ownership (though still higher than the national average). Under-occupation exceeds 35% of households.
- **Housing Market:** Pockets of relative affordability exist in the Richmond sub-HMA. The estimated lower quartile price was £185,000, and the lower quartile rent was £725 pcm.
- The estimated income gap between buying and renting was £8,000. The net need for affordable housing is estimated at 201 dwellings per

annum, the highest rate per household among the sub-areas. The estimated supply from relets/resales is among the lowest.

- The average rental cost was £800 pcm in 2024. There are very low levels of properties available at or below LHA rates (none in 2023).
- There is also a below average supply of housing with support/care units per 1,000 people aged 75+.
- **Employment Land:** Richmond has 6.1% of North Yorkshire's industrial floorspace and 5.1% of office floorspace. Average office rent was £15.63 p.s.f. The office vacancy rate was 0.00%.
- **Range of Scores:** 0%-8% - Median Score - 5% (although average is 15%) - The commercial market signals suggest a strong demand for growth and agents also suggest the A1 corridor is in high demand.
- In contrast, the Experian forecasts suggest the makeup of the economy is seeing negative growth, but completions have been strong, and there is a reasonable affordable housing need (201 units per year).

Ripon

- **Demographics & Housing Stock:** As of 2021, Ripon had 13,266 dwellings (4.4% of NY total) and 12,431 households (4.5% of NY total). The population was 29,180 in 2022 (4.7% of NY total).
- Under-occupation exceeds 35% of households. The average number of bedrooms is close to the North Yorkshire average across tenures.
- **Housing Market:** The areas surrounding Ripon show lower affordability. The estimated lower quartile price was £210,000 and the lower quartile rent was £795 pcm.

- The estimated income gap between buying and renting was £10,200. The net need for affordable housing is estimated at 108 dwellings per annum.
- The average rental cost was £635 pcm in 2024. Sales activity saw a slight positive trend over the decade to 2024 (4.3%)
- **Employment Land:** Ripon has 3.6% of North Yorkshire's industrial floorspace and 3.6% of office floorspace. The average office rent was £14.33 p.s.f. The area has a very low office (0.5%) and industrial (1.9%) vacancy rates.
- **Range of Scores:** 0%-7% - Median Score - 4% - Ripon has relatively low percentages across all scenarios. This reflects the fact that it is a reasonably rural location and close to the Harrogate sub-area, which may cater to a lot of the demand and provide a range of services.

Skipton

- **Demographics & Housing Stock:** As of 2021, Skipton had 23,217 dwellings (7.7% of NY total) and 21,584 households (7.8% of NY total). The population was 47,876 in 2022 (7.7% of NY total).
- Flat completions represented 30% of total completions between 2011-2024 (referred to as Craven). Under-occupation exceeds 35% of households.
- **Housing Market:** The Skipton sub-area was among the least expensive overall in terms of median house price in 2024.
- The estimated lower quartile price was £190,000 and lower quartile rent was £750 pcm. The estimated income gap between buying and renting was £8,000. The net need for affordable housing is estimated at 173 dwellings per annum.

- The average rental cost was £650 pcm in 2024. Sales activity saw a slight negative trend over the decade to 2024 (-0.7%).
- **Employment Land:** Skipton has 9.2% of North Yorkshire's office floorspace and 8.4% oof industrial floorspace. The average office rent was £16.00 p.s.f and the office vacancy rate were 4.6%.
- **Range of Scores:** 3%-18% - Median Score - 8% - Similar to Ripon, Skipton also has low percentages across most scenarios except for jobs trends which have increased notably since 2015. This is linked to hospitality and construction jobs, whether this level of economic growth can continue remains to be seen and the economic forecasts suggest that is less likely.

Selby

- **Demographics & Housing Stock:** As of 2021, Selby had 41,178 dwellings (13.7% of NY total) and 39,550 households (14.4% of NY total). The population was 93,565 in 2022 (15% of NY total).
- Flat completions represented 6% of total completions between 2011-2024. The average flat size delivered was 59 sqm, the smallest among the sub-areas. Despite this, under-occupation exceeds 35% of households.
- **Housing Market:** The Selby sub-area has pockets of relative affordability. The estimated lower quartile price for existing dwellings was £195,000 and lower quartile rent was £750 pcm.
- The estimated income gap (income required to buy vs. rent privately) was £9,000. The net need for affordable housing is estimated at 362 dwellings per annum.

- The average rental cost was £650 pcm in 2024. The area also has the highest availability of properties at or below Local Housing Allowance rates (10.9% in 2023).

- **Employment Land:** Selby has 15.4% of North Yorkshire's industrial floorspace and 7.3% of office floorspace. The industrial market conditions are generally tight on space, but the Selby submarket shows an extremely high vacancy rate (17.5%), which is driven by a recent closure and by large speculative scheme.

- Selby saw the greatest proportion of industrial floorspace take-up (26%) and industrial leasing activity (44%) between 2017-2024 YTD. The average office rent was £16.68 p.s.f. The office vacancy rate was 8.45%

- **Range of Scores:** 9%-38% - Median Score - 14% - Selby has already seen a considerable amount of growth, this is particularly manifest in commercial absorption trends and population change.

- Local agents also suggest that the growth is slowing, and that while new build commercial developments are occurring, some of these remain vacant because of the lack of labour supply. Nevertheless, the need for affordable housing with the area remains relatively high (362 per annum).

North York Moors NP:

- **Demographics & Housing Stock**: As of 2021, NYM NP (in NY) had 12,423 dwellings (4.1% of NY total) and 10,199 households (3.7% of NY total). The population was 22,236 in 2022 (3.6% of NY total).

- The area has a lower level of social rented tenure compared to the NY average. Under-occupation is particularly high, approaching 60% of households.

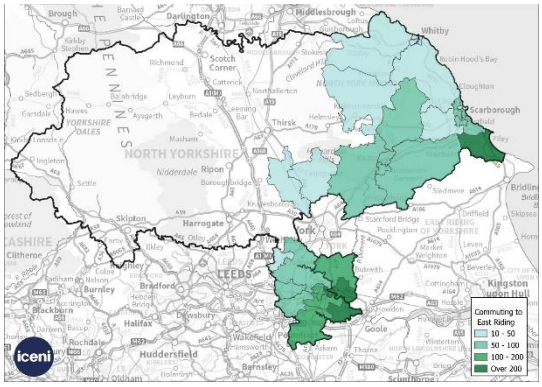
- **Housing Market:** NYM NP was among the most expensive overall in terms of median house price in 2024. The estimated lower quartile price was £255,000, the second highest, and lower quartile rent was £900 pcm, the second highest.
- The estimated income gap between those able to rent and those able to buy was £15,000, the highest among the sub-areas.
- The net need for affordable housing is estimated at 93 dwellings per annum, the second highest rate per household. The estimated supply from relets/resales is the lowest.
- The area saw the least sales activity between 2019-2024. Flats represent the smallest proportion of sales.
- **Employment Land:** There is very little industrial floorspace in the North York Moors National Park. It also has 0.3% of North Yorkshire's office floorspace. The office vacancy rate was 0.00%.
- **Range of Scores:** 0%-5% - Median Score - 2% - The North York Moors National Park has a very low maximum score, reflecting the lack of development (commercial and residential) and the relatively sparse nature of National Parks.
- While there is a high level of affordable housing need this needs to be balanced with the wider duties and purpose of the National Park. North Yorkshire Council is also not the local planning authority for this area.

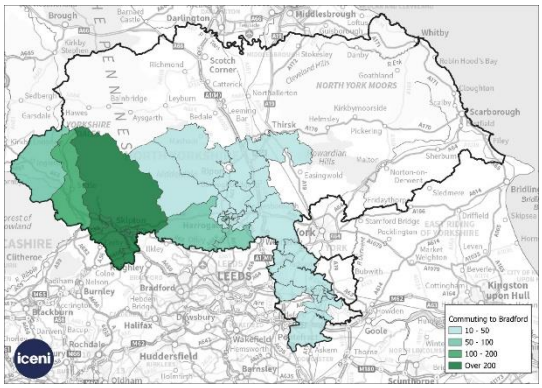
Yorkshire Dales NP in North Yorkshire:

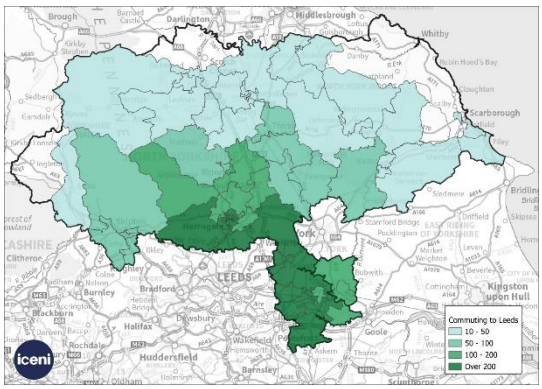
- **Demographics & Housing Stock:** As of 2021, YD NP (in NY) had 9,135 dwellings (3.0% of NY total) and 7,162 households (2.6% of NY total). The population was 15,543 in 2022 (2.5% of NY total).

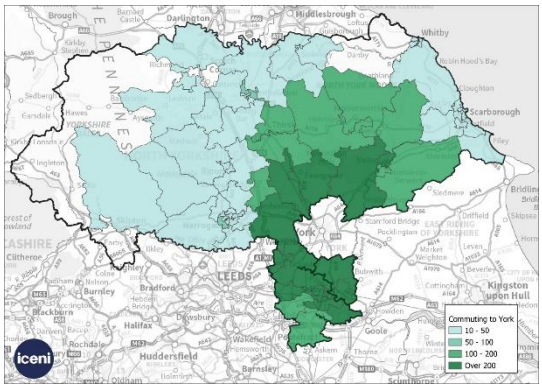
- There are lower levels of social rented tenure compared to the North Yorkshire average. Under-occupation is particularly high, approaching 60% of households.
- **Housing Market:** YD NP was among the most expensive areas overall in terms of median house price in 2024.
- The estimated lower quartile price was £265,000, the highest among the sub-areas, and the lower quartile rent was £925 pcm, the highest.
- The estimated income gap between the cost to buy and rent was £16,000, the highest among the sub-areas.
- The net need for affordable housing is estimated at 69 dwellings per annum. The estimated supply from relets/resales is the lowest.
- The area has the least sales activity between 2019-2024 and saw a slight negative trend over the decade to 2024 (-1.3%).
- The area also had a lower supply of housing with support/care units per 1,000 people aged 75+.
- **Employment Land:** Yorkshire Dales has 0.2% of North Yorkshire's industrial floorspace and 0.2% of office floorspace. The average office rent was £17.85 p.s.f., the second highest, but this is supported by limited leasing information and likely relates to just one deal. The office vacancy rate was 14.73%.
- **Range of Scores:** 0%-4% - Median Score - 2% - Like the Yorkshire Dales National Park in North Yorkshire has a very low maximum score reflecting the lack of development (commercial and residential) and the relatively sparse nature of National Parks. Any development also needs to consider the wider duties and purpose of the National Park. North Yorkshire Council is also not the local planning authority for this area.

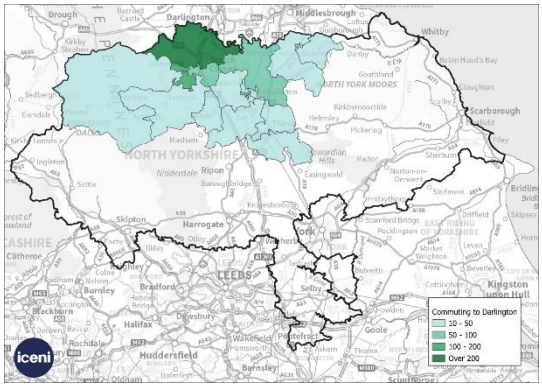
A1. Flows to individual Employment Centres.

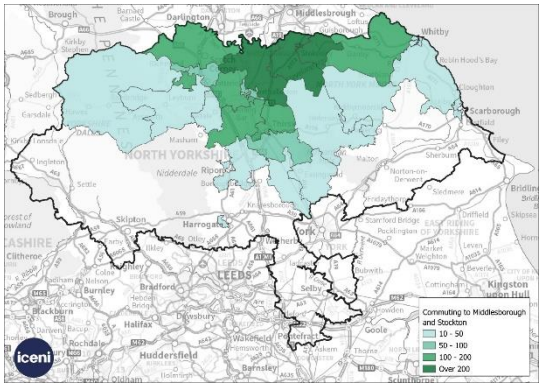


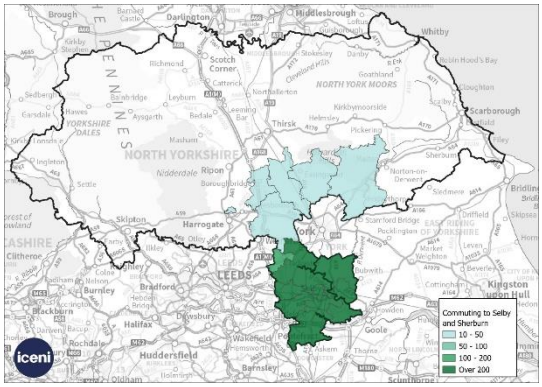


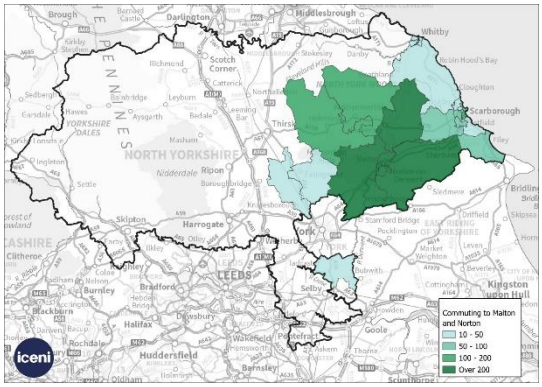


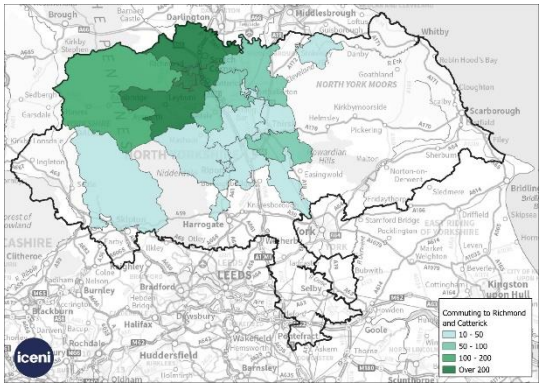


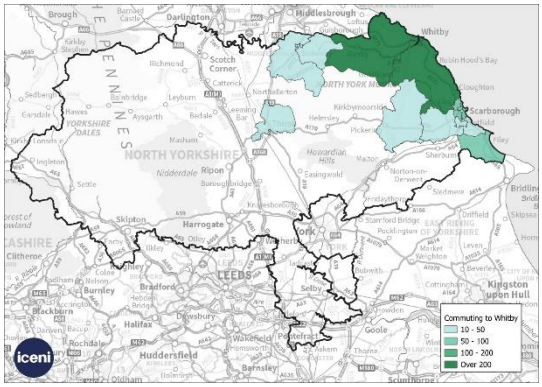

Commuting to Darlington
10 - 50
50 - 100
100 - 200
Over 200

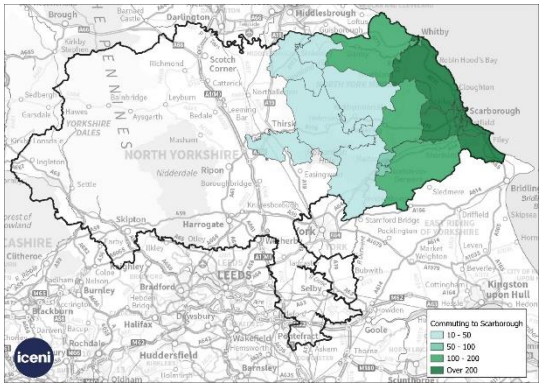

Commuting to Middlesborough and Stockton
10 - 50
50 - 100
100 - 200
Over 200

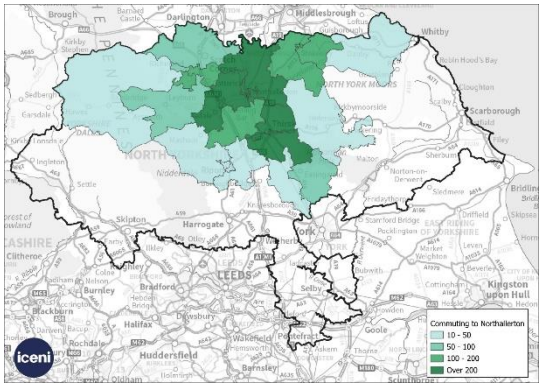

Commuting to Selby and Sherburn
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50 - 100
100 - 200
Over 200

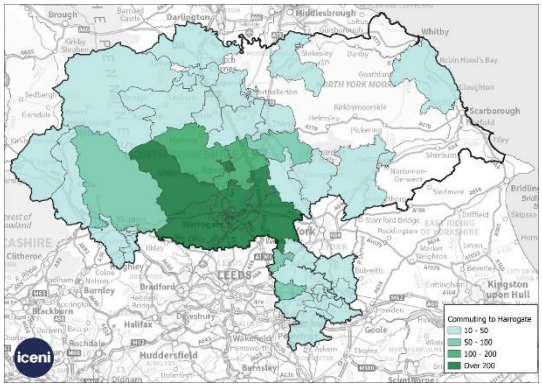

Commuting to Malton and Norton
10 - 50
50 - 100
100 - 200
Over 200

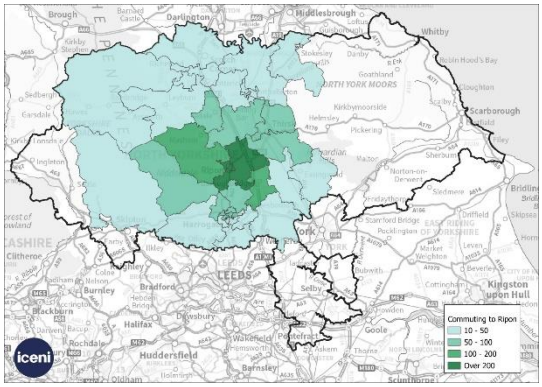

Commuting to Richmond and Catterick
10 - 50
50 - 100
100 - 200
Over 200
iceni

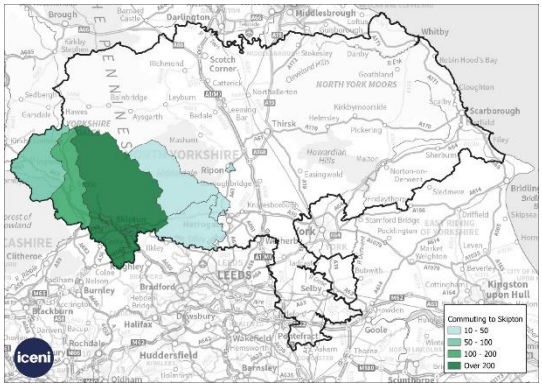

Commuting to Whitby
10 - 50
50 - 100
100 - 200
Over 200
iceni


Commuting to Scarborough
10 - 50
50 - 100
100 - 200
Over 200
iceni


Commuting to Northallerton
10 - 50
50 - 100
100 - 200
Over 200
iceni


Commuting to Harrogate
10 - 50
50 - 100
100 - 200
Over 200
iceni


Commuting to Ripon
10 - 50
50 - 100
100 - 200
Over 200
iceni


Commuting to Skipton
10 - 50
50 - 100
100 - 200
Over 200
iceni

A2. December 2024 NPPF Analysis

A2.1 In December 2024, the Labour government announced a set of changes to the NPPF including changes to the standard method for calculating housing need.

A2.2 This was a simplified approach which amended the Step 1 and 2 and removed Step 3 and 4 from the previous calculations. Step 1 is no longer linked to demographic projections and is now a flat 0.8% growth in housing stock per annum.

A2.3 Step 2 continues to be an affordability uplift but with two modifications. Firstly, rather than taking the most recent year's affordability ratio an average of the last five years is used. Secondly, rather than add a 0.25% uplift for every 1% above 5 the affordability ratio is, the uplift is now 0.9% (see formula below).

$$Adjustment\ Factor = \frac{Average\ Affordability\ Ratio - 5}{5} x0.9$$

A2.4 The table below sets out the Standard Method (December 2024) for North Yorkshire as of March 2025 taking into account more recent affordability ratios. As shown under the current standard method the housing need in North Yorkshire is 4,115 dwellings per annum.

Table A2.1 Standard Method (December 2024) – North Yorkshire

	North Yorkshire
Total Dwelling Stock	305,798
Step 1. Annual Dwellings Stock Increase (0.8%)	2,446
Average Affordability Ratio (2020-24)	8.59
Uplift	168%
Step 2. Housing Need	4,115

Source: MHCLG, 2024

A2.5 This represents an increase of 2,754 dwellings per annum or 202% from the previous standard method (December 2023) of 1,361 dpa.

A2.6 The following tables set out the key findings of this report based on the revised standard method (December 2024). In all cases, this takes account of the increased population driven by higher migration, should this level of housing be delivered and occupied.

Plan Area Need

A2.7 As a sensitivity, we have also re-run the same calculations based on the housing stock outside of the two National Parks, i.e. the North Yorkshire Plan Area, the result of which is shown in the table below.

Table A2.2 Standard Method (December 2024) – Excluding National Parks

	North Yorkshire Excluding National Parks
Total Dwelling Stock	278,746
Step 1. Annual Dwellings Stock Increase (0.8%)	2,230
Average Affordability Ratio (2021-23)	8.59
Uplift	168%
Step 2. Housing Need	3,751

Source: MHCLG, 2024

A2.8 It should again be noted that this does not mean the difference between the County need and the Plan area need should be met in the National Parks. Because of the duty and purpose of the National Parks it would be incorrect to apply the standard method to these areas where the purpose is to conserve and enhance the natural beauty, wildlife and cultural heritage rather than provide housing, although obviously this is important toIt should again be noted that this does not mean the difference between the County need and the Plan area need should be

met in the National Parks. Because of the duty and purpose of the National Parks it would be incorrect to apply the standard method to these areas where the purpose is to conserve and enhance the natural beauty, wildlife and cultural heritage rather than provide housing, although obviously this is important to.

A2.9 Notwithstanding the figures suggested in this report, the contribution of the respective National Park areas towards meeting housing need within the County, and any corresponding reduction to the housing need figure within the North Yorkshire Local Plan area, is an ongoing Duty to Cooperate and plan-making matter between the respective planning authorities.

Population

A2.10 The table below shows that that with delivery of 4,115 dpa (90,530 homes over 22-years) it is projected the population would increase by 187,200 people, a 30% increase – changes are seen across all broad age groups.

Table A2.3 Projected population change 2023 to 2045 by broad age bands – delivery of 4,115 dwellings per annum

	2023	2045	Change in population	% change from 2023
Under 16	93,075	123,227	30,152	32.4%
16-64	373,415	455,842	82,427	22.1%
65 and over	161,139	235,736	74,597	46.3%
Total	627,629	814,805	187,176	29.8%

Source: Demographic Projections

Labour Force

A2.11 Given the stronger population growth and changes to people of working-age, the labour supply under the revised Standard Method (December 2024) is projected to be quite substantial – increasing by 91,000 compared to 8,500 with the current method. This in turn could lead to an estimated 94,250 jobs being supported.

Table A2.4 Estimated change to the economically active population (2023-45) – North Yorkshire

	Economically active (2023)	Economically active (2045)	Total change in economically active	% change
4,115 dpa	308,488	399,534	91,046	29.5%

Source: Iceni analysis

A2.12 Running a jobs growth of 94,250 jobs through a labour supply model derives a need for 287 ha of employment land over the plan period of which 42 ha is for office and R&D and 245 ha for industrial and warehousing.

A2.13 This scenario does not impact the overall employment land need conclusions as the conclusions do not rely on the labour supply models but instead draw from a labour demand model based on employment forecasts and a gross completions trend.

Affordable Housing Need

A2.14 Projecting how affordable need might change is arguably to most difficult analysis when set against a different housing number. That is because it is the Government's view that building more homes will

improve affordability and therefore, arguably the affordable housing need should, in theory, go down.

A2.15 Conversely, building more homes will increase the number of households and, therefore over time might increase the number of households who might have an affordable housing need.

A2.16 Finally, increased delivery might see additional affordable homes being built and therefore translate into higher relet supply in the longer term. Although it is difficult to estimate this future supply.

A2.17 Given these uncertainties, the analysis below looks solely at the demographic implications of an increase in housing delivery, in this case the likely increase in the number of newly-forming households. It is estimated that the number of newly-forming households would increase by around 30% under the revised Standard Method (December 2024) compared with the trend-based projections used in the main analysis in this report; this increase being lower than the change when looking at population or households – reflecting the fact that many newly-forming households are projected to arise from existing households in the Borough.

Table A2.5 Estimated Need for Affordable Housing (per annum)

	Current need	Newly forming house-holds	Existing house-holds falling into need	Total Gross Need	Relet/ resale supply	Net Need
Skipton	19	206	56	281	107	173
Northallerton & Thirsk	33	383	74	491	166	324
Harrogate	56	658	163	877	277	600
Ripon	12	127	38	177	69	108
Richmond	18	220	34	273	72	201
Malton & Norton	23	231	79	333	133	200
Coastal	48	410	180	639	311	327
Selby	32	440	108	580	218	362
NYM NP in NY	12	86	32	130	37	93
Yorkshire Dales in NY	8	62	19	89	19	69
Total NY	261	2,823	784	3,869	1,411	2,458

Source: Iceni analysis

A2.18 Overall, it is estimated there would be a need for 2,458 affordable homes per annum, up by 35% from the main assessment (from 1,823 per annum).

Housing Mix

A2.19 The table below shows the modelled housing mix if linking to the higher revised Standard Method (December 2024) figure – this can be compared with equivalent data in Section 10.

A2.20 Generally, the higher housing number drives a slightly larger profile of homes being needed in the market sector (more 'family-sized' 4+-

bedroom homes) – the differences are arguably not sufficiently large to change the overall conclusions in the main body of the report.

Table A2.6 Modelled Housing Mix (linked to delivery of 4,115 dpa) (2023-45)

	Market	Affordable home ownership	Affordable housing (rented)	
			General needs	Older persons
1-bedroom	6%	17%	20%	46%
2-bedrooms	28%	40%	37%	54%
3-bedrooms	44%	33%	39%	
4+-bedrooms	23%	10%	4%	

Source: Iceni Analysis

Older and Disabled Persons Need

A2.21 The last two tables below look at the analysis of needs from older person households and the need for wheelchair user housing. In both case the needs increase from the main analysis in the report, although the uplifts are quite modest in comparison with the general increases (in population and households) envisaged when going from the previous Standard Method (December 2023) to the revised Standard Method (December 2024).

A2.22 This is because the modelling builds in additional migration (to get to the higher housing figure) and in-migrants are more likely to be people of working-age (and associated children) and therefore not needing older persons housing and less likely to be a wheelchair user.

A2.23 Consequently, the proportion of the total housing figure showing as a 'need' in these groups goes down as the overall housing number goes up.

Table A2.7 Specialist Housing Need in North Yorkshire using adjusted SHOP@Review Assumptions (linked to delivery of 4,115 dpa) -2023-45

		Housing demand per 1,000 75+	Current supply	Current demand	Current shortfall / surplus (-ve)	Add-itional demand to 2045	Shortfall / surplus by 2045
Housing with support	Market	61	2,399	4,911	2,512	3,578	6,091
	Affordable	56	6,692	4,489	-2,203	3,271	1,068
Total (housing with support)		117	9,091	9,400	309	6,849	7,158
Housing with care	Market	29	819	2,303	1,484	1,678	3,162
	Affordable	13	1,104	1,081	-23	788	765
Total (housing with care)		42	1,923	3,384	1,461	2,466	3,927
Residential care bedspaces		38	2,494	3,008	514	2,192	2,706
Nursing care bedspaces		42	3,314	3,384	70	2,466	2,536
Total bedspaces		80	4,199	6,392	584	4,657	5,242

Source: Derived from Demographic Projections and Housing LIN/EAC

Table A2.8 Estimated need for wheelchair user homes (linked to delivery of 4,115 dpa), 2023-45

	Current need	Projected need (2023-45)	Total current and future need
North Yorkshire	2,175	835	3,010

Source: Iceni analysis

A3. High Potential Growth Sectors Definitions

Agri-tech

- 1100- Growing of cereals (except rice), leguminous crops and oil seeds
- 1130 - Growing of vegetables and melons, roots and tubers
- 1190 - Growing of other non-perennial crops
- 1210 - Growing of grapes
- 1300 – plant propagation
- 1500 – Mixed farming
- 1610 - Support activities for crop production
- 1629 - Support activities for animal production (other than farm animal boarding and care) n.e.c.
- 10110 - Processing and preserving of meat
- 10120 - Processing and preserving of poultry meat
- 20590 - Manufacture of other chemical products n.e.c.
- 28302 - Manufacture of agricultural and forestry machinery other than tractors

Rail

- 29201 – Manufacture of bodies (coachwork) for motor vehicles – relevant rail-related businesses only
- 33170 - Repair and maintenance of other transport equipment n.e.c - relevant rail-related businesses only
- 42120 - Construction of railways and underground railways
- 49100 - Passenger rail transport, interurban

- 49200 - Freight rail transport
- 52212 - Operation of rail passenger facilities at railway stations
- 52219 - Other service activities incidental to land transportation, n.e.c. - relevant rail-related businesses only

Digital and Creative

- 18201 - Reproduction of sound recording
- 58210 - Publishing of computer games
- 58290 - Other software publishing
- 59111 - Motion picture production activities
- 59120 - Motion picture, video and television programme post-production activities
- 59131 - Motion picture distribution activities
- 59200 - Sound recording and music publishing activities
- 60100 – Radio broadcasting
- 60200 - Television programming and broadcasting activities
- 62011 - Ready-made interactive leisure and entertainment software development
- 62012 - Business and domestic software development

Industrial Biotechnology

- 27120 - Manufacture of electricity distribution and control apparatus
- 35110 - Production of electricity
- 35120 - Transmission of electricity
- 35130 - Distribution of electricity
- 35140 - Trade of electricity

- 35220 - Distribution of gaseous fuels through mains
- 35230 - Trade of gas through mains
- 35300 - Steam and air conditioning supply

Healthy Aging

- 21100 - Manufacture of basic pharmaceutical products
- 21200 - Manufacture of pharmaceutical preparations
- 71200 - Technical testing and analysis
- 72110 - Research and experimental development on biotechnology
- 72190 - Other research and experimental development on natural sciences and engineering
- 86101 – Hospital activities
- 86102 – medical and nursing home activities
- 86210 – General medical practice activities
- 86220 – Specialists medical practice activities
- 86140 – Other human health activities
- 87100 – Residential nursing care facilities
- 87300 - Residential care activities for the elderly and disabled

Manufacturing

- Broad Sector definition: Manufacturing (C)

A4. Business Land and Premises Survey Questions



North Yorkshire Business Land and Premises Survey 2024

North Yorkshire Council have commissioned this survey to understand the views of businesses across North Yorkshire about their future growth potential and premises requirements. It seeks to understand the suitability of your existing premises, as well as whether you might need to expand or are likely to move to new premises. We are interested in hearing from businesses across all sectors who rent or own at least one business premises.

The Survey will take approx. 10 minutes to complete. Your response is important to us so that we can plan for suitable and sustainable employment land and premises and ensure that the district's businesses can thrive and prosper in North Yorkshire.

The Survey will inform a 'Housing and Economic Needs Development Assessment' which will support the review of the Council's Local Plan. The results will also be used to inform other emerging economic strategies.

All individual business responses will be treated as fully confidential and non-identifiable. Information will be held securely by North Yorkshire Council and their contracted consultants (Iceni Projects) and will be used solely for the purposes of the work as stated.

We ask for your details on the survey so we can contact you to discuss your comments if we need to. You will not be contacted about your answers unless you opt in to be contacted and provide your details.

Your comments may be included in the final report, but your name and details will not appear next to them without your consent. All comments will be kept solely for the purposes of this consultation and will be destroyed 12 months after it closes.

If you require further information on how the Council collects and processes your personal data, please refer to the following privacy notice: Planning policy consultations privacy notice | North Yorkshire Council

Introduction and Nature of Business

1. What is the name of your business?

2. Please provide a brief description of your main business activity

3. What is your business' postcode? [If you have multiple premises, please provide the postcode of your primary premises and answer all subsequent questions regarding this primary site]

4. Which of these categories best reflects the nature of your business?
   - Agriculture, forestry & fishing
   - Mining and quarrying
   - Manufacturing
   - Electricity, gas, steam and air conditioning supply
   - Construction
   - Wholesale and retail trade; repair of motor vehicles and motorcycles
   - Transportation and storage
   - Accommodation and Food (including tourism)
   - Information and communication
   - Finance and insurance
   - Real estate activities
   - Professional, scientific & technical activities
   - Administrative & support service activities
   - Public administration and defence; compulsory social security
   - Arts, entertainment and recreation
   - Other service activities

5. What is your approximate annual turnover (£000's)?
   - 0-49
   - 50-99
   - 100-249
   - 250-499
   - 500-999
   - 10,000-49,999
   - 50,000+
   - Unsure

6. How long has your business been trading / operating?
   - Less than 1 year
   - 1-2 years
   - 3-4 years
   - 5-10 years
   - Over 10 years
   - Unsure

7. Where do you predominantly sell your goods/services?
   - Locally within North Yorkshire
   - Locally within the Yorkshire and Humber region
   - UK (other than Yorkshire and Humber)
   - International – Europe
   - International – outside of Europe

8. Where are your supply chain predominantly located?
   - Locally within North Yorkshire
   - Locally within the Yorkshire and Humber region
   - UK (other than Yorkshire and Humber)
   - International - Europe
   - International - outside of Europe

Premises

9. What type of premises do you occupy?
   - Office
   - Industrial i.e. manufacturing
   - Warehouse i.e. storage/distribution
   - Retail
   - Leisure / hospitality
   - No current business premises (e.g. online/working from home)
   - Other (please specify)

10. What is the approximate floorspace of your premises?
    - 0-500 sq.m (0 - 5,382 sq.ft.)
    - 501-1,000 sq.m (5,393 - 10,764 sq.ft.)
    - 1,001-5,000 sq.m (10,775 - 53,820 sq.ft.)
    - 5,001-10,000 sq.m (53,830 - 10,7639 sq.ft.)
    - 10,001+ sq.m (10,7650 sq.ft)
    - Unsure

11. Approximately when was the premises built?
    - Pre 1980s
    - 1980-1990
    - 1990-2000
    - 2000-2010
    - 2010-2020
    - 2020-2024
    - Unsure

12. What is the premises' current EPC energy efficiency rating?
    - A
    - B
    - C
    - D
    - E
    - F
    - G
    - Unsure

13. Is there potential to expand your premises at your current site?
    - Yes – and we have plans to expand at this site in the future
    - Yes – but we have no plans to expand at this site in the future
    - No
    - Unsure

14. Which of the following best reflects how adequate your current premises are for your needs?
    - (A) They meet our current needs but not our foreseeable future needs
    - (B) They meet our current and foreseeable future needs
    - (C) They don't meet our current needs but we plan to remain
    - (D) They don't meet our current needs and we are looking to relocate

    IF (A):

15. Why do you think that your current premises won't meet your future needs?
    - Open

    Skip to Relocation section

    IF (B):

    Skip to Staffing section.

    IF (C):

16. What factors at the current site / location do you feel restrict your business operation or growth potential?
    - Open

17. Why do you plan to remain at your current site despite it not meeting your needs?
    - Open

    Skip to Staffing section

    IF (D):

18. What factors regarding the current site / location do you feel restrict your business operation or growth potential?
    - Open

    Move on to Relocation section

Relocation

19. When do you think you are likely to look to relocate?
    - In the next 1-5 years
    - In the next 5-10 years
    - 10+ years
    - Unsure

20. How would you rank the following in terms of priorities if you were to relocate: [Low Priority / Desirable / Highly desirable / Essential]
    - Proximity to current location
    - Proximity to the Urban Centre
    - Proximity to universities / other educational institutions
    - Proximity to similar businesses
    - Access to public transport
    - Access to Strategic Road Network
    - Adequate parking
    - Quality of premises
    - Cost/affordability of premises
    - Size and layout of premises
    - Space to expand
    - EPC energy efficiency rating
    - Quality of surrounding environment
    - Access to amenities such as restaurants/cafes
    - Other (please specify)

21. What floorspace would you likely need if you were to relocate?
    - 0-500 sq.m (0 - 5,382 sq.ft.)
    - 501-1,000 sq.m (5,393 - 10,764 sq.ft.)
    - 1,001-5,000 sq.m (10,775 - 53,820 sq.ft.)
    - 5,001-10,000 sq.m (53,830 - 10,7639 sq.ft.)
    - 10,001+ sq.m (107,650+ sq.ft)
    - Unsure

22. What type of accommodation would you require?
    - Office
    - Industrial i.e. manufacturing
    - Warehouse i.e. storage/distribution
    - Retail
    - Leisure/hospitality
    - Bespoke/other – please specify

23. Is there a specific location you would prefer to be located close to?
    - Catterick
    - Filey
    - Harrogate
    - Knaresborough
    - Malton and Norton
    - Northallerton
    - Pickering
    - Richmond
    - Ripon
    - Scarborough
    - Selby
    - Skipton
    - Tadcaster
    - Thirsk
    - Whitby
    - Teesside Surrounds
    - York Surrounds
    - Other

24. What tenure would you prefer?
    - Freehold
    - Leasehold
    - No preference
    - Unsure

Staffing

25. Including yourself, how many employees do you have?
    - One
    - Two
    - Three
    - Four
    - 5 to 9
    - 10 to 49
    - 50 to 249
    - 250 +
    - Unsure

26. Do you expect staff numbers to grow in the next 2 years?
    - Yes – please provide an estimate of how many additional staff you expect to employ in the next 2 years
    - No
    - Unsure

27. Have you had any issues in finding staff with the right skills?
    - Yes – please explain and identify what skill levels are difficult to recruit
    - No
    - Unsure

Business Prospects

28. Are you expecting your annual business turnover to grow in the next 2 years?
    - Yes – please provide an estimate of how much you expect your annual business turnover to grow in the next 2 years (%)
    - No
    - Unsure

29. What do you think are the key local barriers to growth?

30. Has the COVID-19 pandemic permanently affected ways of working in your business?
    - Yes – please explain
    - No

31. Has the COVID-19 pandemic changed your business' requirements in terms of premises?
    - Yes – please explain
    - No

32. Has EU – exit permanently changed your business strategy or growth potential?
    - Yes – please explain
    - No

33. Are there any other new ways of working or technologies that impact your business or sector?
    - Yes – please explain
    - No

Final Questions

34. Do you have any further comments?

35. Would you be happy to take part in a follow-up discussion? If so, please provide your name and contact details

A5. Employment Forecasts by Legacy Authority

Table A5.1 Forecasted Change in Employment 2023-45 by Historic Local Authority

	Use Class	Craven	Hambleton	Harrogate	Richmond-shire	Ryedale	Scarborough	Selby	Total
Accommodation & Food Services	Other	534	534	868	868	534	234	434	4,005
Administrative & Supportive Services	35% Office / 5% R&D / 5% industrial / 5% warehouse	534	-200	234	-100	0	-100	200	567
Agriculture, Forestry & Fishing	Other	0	-200	-100	-200	-200	-100	-300	-1,100
Air & Water Transport	20% Warehouse / 80% other	0	0	0	0	0	0	0	0
Chemicals (manufacture of)	Industrial	0	0	-100	0	0	0	0	-100
Civil Engineering	10% office, 10% industrial	100	-129	0	0	0	0	0	-29
Computer & Electronic Products (manufacture of)	10% R&D / 90% industrial	0	0	-200	0	0	-200	-100	-500
Computing & Information Services	80% Office/10% R&D/5% warehouse	0	100	770	100	0	0	200	1,170

Construction of Buildings	10% warehouse/90% other	100	-100	0	0	0	100	0	100
Education	5% office / 95% other	200	0	334	100	100	200	234	1,168
Extraction & Mining	Other	100	0	0	0	0	100	0	200
Finance	80% office/ 20% other	-100	0	200	0	0	0	100	200
Food, Drink & Tobacco (manufacture of)	90% industrial / 10% office	-100	0	-632	-100	-300	0	0	-1,132
Fuel Refining	10% office	0	0	0	0	0	0	0	0
Health	5% office / 95% other	138	434	1502	100	100	0	236	2,510
Insurance & Pensions	80% office / 20% other	0	0	0	0	0	0	0	0
Land Transport, Storage & Post	20% industrial / 20% warehouse / 60% other	100	100	300	100	235	0	1168	2,004
Machinery & Equipment (manufacture of)	Industrial	-100	0	-100	0	0	0	0	-200
Media Activities	50% office / 45% industrial / 5% warehouse	0	0	200	0	0	0	0	200
Metal Products (manufacture of)	Industrial	-200	0	-100	-100	-200	0	0	-600
Non-Metallic Products (manufacture of)	Industrial	-100	0	-100	-121	-200	0	-100	-621

Other Manufacturing	25% R&D / 75% industrial	-100	0	-229	-121	0	0	100	-349
Other Private Services	Other	-200	-232	-300	-200	-100	0	-100	-1,132
Pharmaceuticals (manufacture of)	Industrial	-400	0	0	0	0	0	0	-400
Printing and Recorded Media (manufacture of)	Industrial	-100	-100	-100	0	0	0	-100	-400
Professional Services	80% office / 15% R&D / 5% other	434	334	1002	200	434	0	769	3,174
Public Administration & Defence	60% office / 40% other	-100	-533	-200	-100	0	0	-100	-1,033
Real Estate	60% office / 40% other	0	0	0	0	140	0	0	140
Recreation	Other	0	36	0	-65	-100	0	0	-130
Residential Care & Social Work	Other	0	100	400	100	0	0	134	734
Retail	20% warehouse / 80% other	-100	-300	200	-300	0	0	-200	-700
Specialised Construction Activities	Other	200	0	200	200	100	0	234	934
Telecoms	5% office / 95% other	0	-100	0	0	0	0	0	-100
Textiles & Clothing (manufacture of)	Industrial	-100	-100	-100	-100	0	0	0	-400

Transport Equipment (manufacture of)	Industrial	0	0	0	0	0	0	0	0
Utilities	5% office / 95% other	0	-200	0	0	0	0	-200	-400
Wholesale	10% industrial / 70% warehouse / 20% other	-100	-300	-200	-132	-100	0	-200	-1,032
Wood & Paper (manufacture of)	Industrial	-100	0	-100	0	0	0	0	-200
Total		539	-856	3649	130	444	234	2410	6,550

Source: Experian 2024

A6. Employment Completions by Legacy Authority

Table A6.1 Average Gross Completions - 2016/17-2023/24**

	B1a	B1b	B1c	B2	B8	Mixed
Craven	1,251	76	1,150	1,080	1,086	
Hambleton	371	15	1,422	4,742	7,597	3,271
Harrogate	1,314	-	1,482	2,060	6,106	4,704
Richmondshire*	754	-	537	275	611	-
Ryedale	831	64	1,411	2,669	1,387	1,918
Scarborough	144	-	410	613	851	872
Selby	414	-	1,165	918	2,385	-
Total Avg.	5,077	155	7,577	12,357	20,023	10,765

Source: Iceni analysis of Local Authority data

*Net completions available only

**2014/15-2018/19 for former Richmondshire only

Table A6.2 Average Net Completions - 2016/17-2023/24**

	B1a	B1b	B1c	B2	B8	Mixed
Craven	1,202	76	- 219	755	1,071	-
Hambleton	214	15	1,422	4,742	6,199	3,271
Harrogate	1,284	- 38	1,482	848	3,400	3,953
Richmondshire	754	-	537	275	611	-
Ryedale	767	64	1,429	2,344	1,359	1,867
Scarborough	113	-	293	557	485	719
Selby*	414	-	1,165	918	2,385	-
	4,748	117	6,109	10,439	15,508	9,809

Source: Iceni analysis of Local Authority data

*no losses data available

**2014/15-2018/19 for former Richmondshire only

A7. Employment Allocations

Historical LA	Site Name	Allocated Site Area (Ha)	Remaining Site Area - not completed (Ha)	Use Class permitted / allocated	Status	Extant Planning ref.	Policy
Craven	Land east of Skipton Bypass, Skipton (SK049)	6	6	B1/B2/B8	No planning application	N/A	For B1/B2/B8 employment uses
	Land south of Skipton Auction Mart, Skipton (SK113)	3	0	B1/B2/B8	Built out - contains New Craven College (2018/19525/FUL)	N/A	Mixed employment development including B1, B2, B8 and/or expansion of Craven Cattle Mart Ltd and Craven College.
	Skipton Rock Quarry, Skipton (SK135)	1.1	1.1	B2/B8	No planning application	N/A	For B2/B8 employment uses

	Northern part of Sowarth Industrial Estate (SG060)	1.7	0	Commercial mixed use incl. Employment, retail and leisure	No planning application - no net gain of employment land so excluded from supply	N/A	A commercially led mixed use regeneration opportunity on the northern part of Sowarth Industrial Estate, Settle offering potential to enhance this part of town. Site to include a mix of employment, retail, and leisure uses, with an element of residential.

	Land south of Runley Bridge Farm and west of B6480 (SG064)	2.6	2.6	B1/B2	Reserved matters permission (2021/22605/REM) for Phase 1 of development as per outline (62/2017/18064) for 7,317 sq.m of E(g)(iii)/B2/B8. Pending application (ZA23/25397/REM) for phase 2 which includes a further 2,655 sq.m of employment floorspace.	62/2017/18064 - Outline application with some matters reserved for an employment led mixed-use development, comprising the construction of a new Business Park incorporating B1 Business Units, B2 General Industrial units, a car dealership and residential development - 7,317 sq.m of B2/B8 2021/22605/REM ZA23/25397/REM	Total site 5ha for mixed with a minimum of 2.6ha for employment, 1.6ha for green infrastructure.

	Land adjacent to southern edge of industrial estate, off New Road and west of Tatterthorn Lane (Extensions to existing employment area) (IN022 and IN035)	2.9	2.9	B1/B2/B8	No planning application	N/A	For B1/B2/B8 employment uses

Hambleton	Land north of Dalton Old Airfield Industrial Estate, Dalton (DAL1)	24.57	21.77	B2/B8	2.8ha / 3,429 sq.m B2 completed (19/01626/FUL) Remainder of site has outline planning permission for 57,387 sq.m of B2/B8 (17.8ha). No planning on 4ha of site	21/00331/HYB - Hybrid planning application seeking a) Outline planning permission for employment development comprising industrial uses (Class B2/E(g)(iii)) and/or storage or distribution uses (Class B8), including ancillary office space, with associated infrastructure and landscaping; and b) Full planning permission for creation of new main access and road spur with associated	Research and development of products and processes, industrial processes, general industrial or storage and distribution and associated landscaping.

						infrastructure. Associated reserved matters : 22/02948/REM ; ZB24/00732/REM	
	Land west of Shires Bridge Business Park, Easingwold (EAS2)	2.55	2.55	B1c/B2/B8	Planning permission for 0.04ha (363 sq.m of mixed industrial) 2.51 ha residual - no planning application	ZB23/02568/FUL - Construction of a block of three work units and parking (0.04ha / 362.3 sq.m of mixed industrial)	Research and development of products and processes, industrial processes, general industrial or storage and distribution and associated landscaping.

	Land at Aiskew Moor, north of Wensleydale Railway, Leeming Bar (LEB3)	20.65	20.65		No planning application. Screening opinion (23/00296/SCR). Enabling permission for junction off bypass (22/01621/FUL)	N/A	Research and development of products and processes, industrial processes, general industrial or storage and distribution and associated landscaping.
	Land to the west of Darlington Road, Northallerton to the south of The Hawthornes (NOR2)	8.93	8.54	B1a/B2/B8	Planning permission for 1,951 sq.m of B8; 1,395 sq.m of E(g)(i) office and 18,116 sq.m of B2 Remaining employment land reduced based on only 95% of E(g)/B class floorspace in extant permission	20/02689/HYB - 1,951 sq.m B8 (trade counter); 351 sq.m drive thru; Phase 2 outline: 465 sq.m petrol station; 167 sq.m drive thru; 1,395 sqm B1a office; 18,116 sq.m B2 industrial units;	For employment uses 'B' class

	The former Northallerton Prison, East Road, Northallerton (NOR3)	1.46	0	N/A	Built out - no further development potential	N/A	
	East of Stokesley Business Park (STK2)	4.93	4.49	B1/B2/B8	0.44ha completed for GT Atkinson (735 sq.m) - 4.49ha residual	14/00230/OUT - Outline application for an extension to existing business park for B1, B2 and B8 uses - residual 5,502 sq.m ZB23/02300/FUL - 0.283 ha for construction of B2/B8 building (960 sq.m) within outline application boundary	For B1/B2/B8 employment uses

	Southeast of Terry Dicken Industrial Estate, Stokesley (STK3)	4.57	4.57	B1/B2/B8	No application	N/A	Research and development of products and processes, industrial processes, general industrial or storage and distribution and associated landscaping.

	Sowerby Gateway', Cedar Road, Sowerby (TIS3)	11.6	5.3	B1/B2/B8	6.3ha built out - outline application on entire site for 27,960 sq.m B1c 0.44ha - 2 detached units (20/00623/FUL) 3.9ha - Econ truck park and yard (21/02748/REM & 20/01128/REM) 2ha - Martree Business Park	10/02373/OUT - Outline application for a mixed use development comprising of 925 dwellings (C3), employment (B1, B2 & B8) , neighbourhood centre, comprising: shops (A1), financial and professional services (A2), restaurant(s) and cafe(s) (A3), drinking establishment(s) (A4), hot food takeaway(s) (A5), hotel (C1), extra-care facility (C2) and medical centre and other non-residential	

						institutions (D1), primary school (D1), community uses including recreation playing pitches and allotments, car parking and means of access (all matters reserved apart from means of access). Phase I residential 107 dwellings & Phase I commercial (B1c) all details to be considered as amended by plans received by the former Hambleton District Council on 20th September 2011 and 7th October 2011	

Harrogate	Playing fields, Harrogate College, Harrogate (H16)	3.28	3.28	B1/B2/B8	No planning application - refused application for 89 dwellings and 3G sports pitch and changing pavilion	N/A	H16 B1/B2/B8
	Land at Wetherby Road, Harrogate (H28)	6.85	6.85	B1/B2/B8	No planning application	N/A	H28 B1/B2/B8

	Land south of Barker Business Park, Melmerby (MB3)	3.2	2.3	B1/B2/B8	Part completed - 2.3ha residual with extant planning / no planning status 0.2ha (464 sq.m mixed industrial) complete - 17/01977/FUL 0.28ha (557 sq.m B2) complete - 18/02165/FUL 0.27ha (950 sq.m mixed industrial) complete - 17/00702/FUL 0.18ha (358 sq.m) complete - 18/02164/FUL	18/03377/FUL MAJ - Erection of extension to existing warehouse and office building and of fencing; Formation of access and of car park; Landscaping (0.73ha / 2,790 sq.m B1c) 20/02140/FUL MAJ - Erection of detached building for B8 storage and distribution with landscaping (2,753 sq.m / 0.68ha)		MB B1/B2

	Land at Melmerby Industrial Estate / Land to the north of Baker Business Park- (MB6)	5.16	5.16	B1/B2/B8	Pending application for maintenance facility	ZC23/04253/FULMAJ - Erection of 853 sq.m maintenance facility and 172 sq.m (gross) ancillary offices with new vehicular access, parking, 120 sq.m covered wash bay and associated infrastructure.	B1/B2/B8 MB6
	Land West of Barker Business Park, Melmerby (MB8)	12.14	12.14	B1/B2/B8	No planning application	N/A	B1/B2/B8 MB8
	South of Almsford Bridge, Pannal (PN18)	12.7	12.7	B1/B2/B8	No planning application	N/A	B1/B2/B8 PN18

	Land at Station Parade (H37)	0.48	0.48	B1/B2/B8	No planning application	N/A	Mix of offices, residential and retail. Masterplanning will take place as part of wider Harrogate Gateway masterplan

	Land east of Lady Lane, Harrogate (H51)	3.28	3.28	B1a	Planning permission for a mixed use scheme including 20,000 sq.m of office floorspace	18/05202/EIA MAJ - Outline planning application for the demolition of a redundant agricultural structure and mixed-use development for up to 480 residential dwellings, land for employment purposes, a local retail centre and associated infrastructure, public open space, landscaping and a sustainable urban drainage system (SuDS). Vehicular access will be taken from	Mixed use - 418.ha residential and 3.28 ha employment

						Lady Lane & Whinney Lane. All matters reserved except for means of access	
	Dragon Road car park, Harrogate (H63)	0.72	0.72	B1/B2/B8	No planning application	N/A	
	Former Cattle Market, Knaresborough (K17)	0.32	0.32	B1/B2/B8	No planning application - withdrawn application for light industrial unit	N/A	

	Claro Barracks, Ripon (R25)	2	2	E (g)	Planning permission for mixed used development including 2ha of employment land (class E)	20/02973/EIAMAJ - Outline application, with means of access (from Clotherholme Road and Kirkby Road) for consideration, for a mixed-use development comprising: up to 1300 dwellings (Use Class C3), up to 60 extra care accommodation units (Use Class C2), retail, food and drink (Use Classes E, F2 and sui generis), community facilities (Use Classes E, F1, F2 and sui	gross site area of 43.5ha - 22.95ha for resi and 2ha for employment

						generis), 2ha of employment land (Use Class E), Primary School (Use Class F1), sports pitches with ancillary facilities (Use Class F2), public open space, landscaping, demolition of existing buildings and structures, and associated works.	

	Land at Westholme Road, Masham (M11)	2.6	0.2	B1/B2/B8	Planning permission - employment component of 750 sq.m (est. 0.2ha)	Outline permission granted for 60 dwellings 17/01057/OUTMAJ construction of commercial units (Use Class B1/B2/B8/D2) and informal public open space.(750 sq.m)	
Ryedale	Broad location for employment land - land east of A169 and north of A64 Old Malton	9.3	9.3	B1/B2/B8	Allocation (broad location)	NA	SD12
	York Road Industrial Estate	6.8	0	B1/B2/B8	Built out	N/A	SD12 Commitment B1,B2,B8

	Agri-Business Park and Business Technology Park, Edenhouse Road	17.8	15	B1/B2/B8	Outline application for entire site - part built out - 2.81 ha complete 0.92ha - highways depot (21/00442/MFUL) 0.966ha - showroom, office and workshop building (21/00981/MFUL) 0.925ha - two storey office (19/00839/FUL)	14/00426/MOUTE - Erection of new livestock market (sui generis) comprising circa. 2,850 sq. m floorspace: Agricultural Business Centre comprising circa. 6,010 sq.m m of floorspace for uses within Use Class A1, A2, A3, D1, B1, B2, B8 and agricultural vehicle sales (sui generis); and new Business Park comprising circa. 19,040 sq. m of floorspace for uses within Use Class B1,	SD12 Commitment B1,B2,B8

						B2, and B8 including premises for The Ginger Pig comprising 1,790 sq.m m of floorspace (for uses falling within Class B1, B2, B8 and A1) ZE23/06814/MFUL | Erection of 3 no. drive thru units, together with associated landscaping, boundary treatments, car parking, servicing, internal roads, access and associated works	
	Land at Norton Grove, Norton	2.08	2.08	B1/B2/B8	No planning application	No planning application	SD12 Commitment B1,B2,B8

	Land to the west of Kirkby Mills Road, Kirkbymoorside	0.49	0	B1/B2/B8	Built out	N/A	SD12 Commitment B1,B2,B8

	Land to the south of Thornton Road Industrial Estate, Pickering	6.6	4.4	B1/B2/B8	Planning permission for E(g) and B2 development. Part built out - 6,443 sq.m completed 2023/24 Assumed 2/3 of site available	16/00346/MOUTE - Hybrid Planning Application comprising 1) application for full planning permission for a 5,127 sq. m purpose built production unit (E1(g)Use) on the eastern area of land to the South of Thornton Road Industrial Estate with associated infrastructure comprising construction of access road from Thornton Road Industrial Estate, car parking, servicing, drainage works and landscaping 2)	SD12 Allocation B1,B2,B8

						application for outline planning permission for the erection of 5,900 m2 of Business Units (E1(g) Use) and 5,990 sq.m m of Industrial Units (B2 Use)	

	Land to the South of Sylatech, Kirkbymoorside	0	0	B1/B2/B8	Not included in supply as not available to wider market. Pending application for mixed use scheme including commercial building for expansion of Sylatech and 67 dwellings. Outline pending for phase 2 of expansion of commercial expansion		SD13 - Expansion land for existing employers. In the event that sites are not required by respective company they will not be available to other businesses uses

	Land to the south of Malton Foods (Zwanenberg), Amotherby	0	0	B1/B2/B8	No application - Not included in supply as not available to wider market.		SD13 - Expansion land for existing employers. In the event that sites are not required by respective company they will not be available to other businesses uses
	Land to the north of BATA, Amotherby	0	0	B1/B2/B8	No application - Not included in supply as not available to wider market.		SD13 - Expansion land for existing employers. In the event that sites are not required by respective company they will not be available to other businesses uses

Scarborough	Land to the North East of Burton Riggs, Scarborough Business Park (EMP-A1)	1.1	1.1	B1/B2/B8	Planning permission for 2,282 sq.m of mixed industrial	**21/02697/FL**|Erection of 19no. B2, B8 and E(g) industrial units **(0.6ha) - no further scope for development once built out**	B1, B2, B8
	Land at Hopper Hill Road, Scarborough Business Park (EMP-A2)	0.9	0.6	B1/B2/B8	Part complete - 0.3 ha built out, 0.41ha extnant permission, residual of 0.19 once built out	**16/01979/FL**|Proposed development of Industrial Units for B1, B2 and B8 uses with ancillary retail uses **(0.41)**	B1, B2, B8

	Land to east of Hunmanby Estate (EMP-A3)	1.9	1.9	B1/B2/B8	Planning permission for 6,226 sq.m of mixed industrial	2/01727/FL| Erection of 23 Industrial units for the purposes of Use-class B2 and E(g)(iii) and B8 (being general & light industrial use & storage/distribution), with parking, access road, street lighting and landscaping around relocated pond/wetland	B1, B2, B8

	Land to north and south of Cayton Approach, Scarborough Business Park (EMP-A4)	24.2	21	B1/B2/B8	Planning permission - 3.2ha developed since adoption. 4.55ha under construction (Schneider Factory)	ZF23/01244/RM - Reserved matters approval in relation appearance, landscaping, layout and scale for the regrading of site (to include removal of excess material stockpiling) and phased construction and expansion of a manufacturing, research and development building with ancillary office space, associated storage and distribution space (Use Classes E(g)(i)(ii), B2,	B1, B2, B8 and other approved uses

						B8), car parking, servicing, landscaping, drainage infrastructure, substation, sprinkler tanks and pump house (4.55ha) (UNDER CONSTRUCTION) 15/01948/OL - Application for a new planning permission to replace extant planning permission 05/01991/OL for a Business Park (B1, B2 and B8 uses) and car showrooms, hotel, ancillary retail, associated highway works,	

						car parking and landscaping ZF23/01244/RM - Reserved matters approval in relation appearance, landscaping, layout and scale for the regrading of site (to include removal of excess material stockpiling) and phased construction and expansion of a manufacturing, research and development building with ancillary office space, associated storage and distribution	

						space (Use Classes E(g)(i)(ii), B2, B8), car parking, servicing, landscaping, drainage infrastructure, substation, sprinkler tanks and pump house (4.55ha) (UNDER CONSTRUCTION) ZF23/00683/FL - Extension to warehouse and associated alterations to site layout (0.66ha) 223sq.m of B8 23/00290/FL – Erection of bus depot… and provision of battery energy	

						storage (1.7ha) (conditions discharged) 20/01829/RM – B1, B2 and B8 Employment Units (5000sqm floorspace) (1.35ha) (possibly expired, though Decision Notice not clear)	
	Land to south of Plaxton Industrial Estate (EMP-A5)	11	11	B1/B2/B8	Planning permission for 5,047sqm of B2		B1, B2, B8

	Whitby Business Park (SBC Only) (WBPAAP)	1.25	1.25	B1/B2/B8	Planning permission on Scarbrough section - further 8.75ha available in North York Moors NP	**18/00470/FL**|15 no. industrial/warehouse units with associated roads, parking and landscaping	Whitby Business Park Area Action Plan - 1.25ha falls within Scarborough and 8.75 in North York Moors plan area
Selby	Sherburn in Elmet	27.42	0		Built Out		

	Olympia Park	33.6	33.6	B1/B2/B8	Outline planning permission for a mixed use development	2012/0541/EIA | Hybrid application for Olympia Park comprising of 863 dwellings, Public House/Restaurant, food retail unit, fast food unit, primary school, public open space, landscaping works and other associated infrastructure works (outline application) and highway & drainage infrastructure (including road bridge over the existing railway line and new link road from A63 Bypass), landscaping works,	Strategic location for mixed-use development - 1,00 new homes and 23ha of employment land up to 2027, with a further 10.6ha reserved for longer-term employment use

						demolition, remediation and restoration of site, construction of playing field, bowling green, play spaces, sports and community hub building, allotments and noise mitigation features (full application)	
	Selby Business Park, BRAYTON	8.5	1.75	B1/B2/B8	No current application. Previously applied for residential development. Previously put forward for residential in the local plan.	No current application.	BRAY/1 B1, B2, B8
	TAD/3 - Land at London Road, Tadcaster	9	9	B1/B2/B8	No current application	No current application.	B1, B2, B8