

Minerals and Waste Joint Plan

Demographic and Economic Evidence Paper

July 2015

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1. Introduction

As minerals and waste planning authorities, North Yorkshire County Council, the City of York Council and the North York Moors National Park Authority are producing a Minerals and Waste Joint Plan which will set out the planning policies for minerals and waste developments up until 2030.

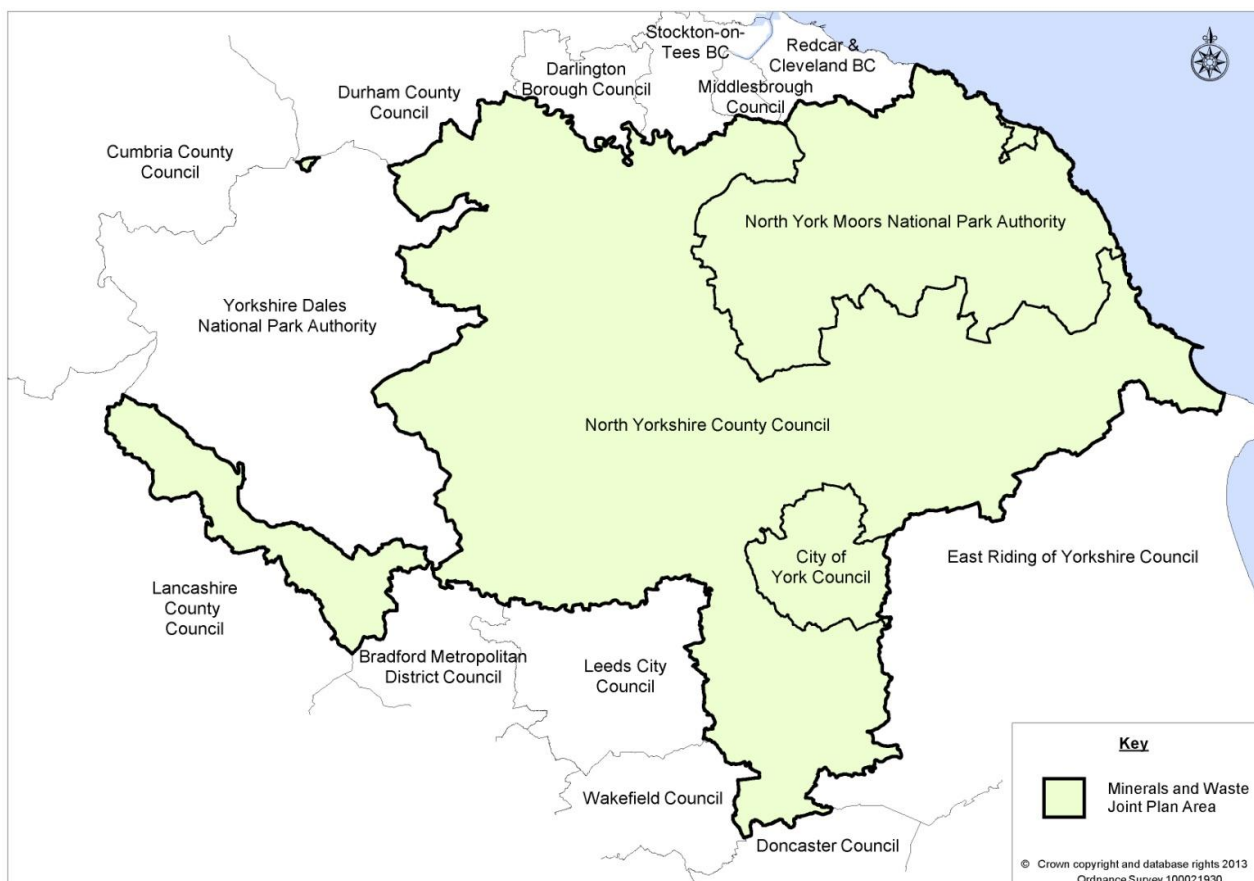


Figure 1: Minerals and Waste Joint Plan area

This Paper forms part of the Evidence Base which will support the preparation of the Minerals and Waste Joint Plan. The full list of evidence papers is available at www.northyorks.gov.uk/mwevidence and, alongside this paper, also includes an Environmental Evidence Paper, Cross-cutting Issues Evidence Paper and minerals and waste technical paper for each of the three authorities.

These Papers will help to provide a robust evidence base which will contribute to the justification of policy choices within the Minerals and Waste Joint Plan.

The National Planning Policy Framework (NPPF), which was published in March 2012 and replaces a wide range of national planning policy, requires Local Plans to be justified and 'based on proportionate evidence'¹. In addition the NPPF also requires Local Plans to be based on 'adequate, up-to-date and relevant evidence'². Therefore, the key aim of this report is to present evidence which is;

¹ DCLG, National Planning Policy Framework, March 2012 (para 182)

² *Ibid* (para 158)

- Proportionate
- Adequate
- Up-to-date, and
- Relevant to the Joint Plan area

The Joint Plan area is shown in Figure 1. The Minerals and Waste Joint Plan will cover up until 2030, therefore, where possible any data projections will be up to this year.

Please note that data relating to the Joint Plan area is not available for every source of information. Data in this report commonly relates to either North Yorkshire county (including both the North York Moors and Yorkshire Dales National Parks) or to North Yorkshire (as above) and York. The reason for this is the availability of specific data at varying levels. Part of the western boundary of the Joint Plan area is defined by the eastern boundary of the Yorkshire Dales National Park, whilst the north eastern boundary of the Plan area follows that of the North York Moors National Park. However, these boundaries do not follow ward boundaries, which are often the lowest spatial level of data, especially economic, provided by the Office of National Statistics. Similarly the National Park boundaries do not tie in with district, borough or county boundaries, which are also frequently used for data reporting. As most of the North York Moors National Park is covered under 'North Yorkshire' data it has not been considered appropriate to add in Redcar and Cleveland data in relation to most topics as only a small part of the Park is within this borough. The geographical coverage of data is specified throughout the report where it is not immediately clear.

The content of this report is derived primarily from factual sources, and is an 'evolving document' which will be updated as more contemporary evidence and legislation emerges. The interpretation of this evidence base and how it is represented in the Joint Plan is to be consulted upon as widely as possible. This will be carried out through a number of consultation exercises.

This Paper is not intended to be a fully detailed account of every item of relevant information and every policy that will be relevant to the Minerals and Waste Joint Plan. Instead, it highlights the main demographic and economic factors that will need to be taken into account along with a summary of any relevant policy and legislation. As stated above, the document is 'evolving' and will be updated and added to as work on the Joint Plan progresses.

Although in many cases common data is used, the Paper is distinctly different to the 'baseline' which underpins the Sustainability Appraisal. The baseline specifically identifies the sustainability issues which will inform the development of sustainability objectives and will set the basis for the identification of sustainability indicators. This Paper considers data and policies in terms of issues the Joint Plan itself may need to consider. There are clear interrelationships between the two, but for the purposes of presenting evidence it is considered preferential to distinguish between these.

If you consider that there are additional or alternative sources of information which would be of benefit to the production of the Minerals and Waste Joint Plan we welcome your comments and these will be utilised in future updates of the Evidence Base Papers.

Please note that with effect from 22nd February 2013 the Government formally revoked the Regional Strategy for the Yorkshire and Humber Region (RSS), with the exception of Green Belt policies relevant to York. From the 22nd February 2013 development plans across the former government office region, with the exception of York, will comprise the relevant local plan, and where they exist, neighbourhood plans. In York, the development plan will continue to include the Regional Strategy's Green Belt policies.

2. Characteristics of the Joint Plan area

The Minerals and Waste Joint Plan (MWJP) area comprises the three Minerals and Waste Planning Authorities of North Yorkshire County Council (which is the area of the county outside of the North York Moors National Park and the Yorkshire Dales National Park), the North York Moors National Park Authority and the City of York Council. The total size of the Joint Plan area is 6,718 square kilometres.

There are 7 district planning authorities within the boundary of North Yorkshire County Council:

- Craven District Council
- Hambleton District Council
- Harrogate Borough Council
- Richmondshire District Council
- Ryedale District Council
- Scarborough Borough
- Selby District Council

The North York Moors National Park Authority and the City of York Council are unitary planning authorities.

The Joint Plan area is bordered by the county of Lancashire and the Yorkshire Dales National Park to the west and County Durham and the unitary authorities of Darlington, Stockton on Tees, Middlesbrough and Redcar & Cleveland to the north. The City Councils of Bradford and Leeds lie to the south west. To the south and east are the metropolitan areas of Wakefield and Doncaster and the City of York, together with the East Riding of Yorkshire. The North Sea borders the Joint Plan area to the north east.

The three authorities cover distinctly different areas and therefore there is a diverse character to the joint plan area. North Yorkshire (outside the National Parks) is a largely rural county containing a number of small market towns plus the larger towns of Harrogate and Scarborough, along with two Areas of Outstanding Natural Beauty. The A1 and A1(M) run north-south through the centre of the area. The City of York area is mostly urban, focused upon the historic city of York itself. The North York Moors National Park was designated due to its 'intrinsic merits as an area of beautiful and unspoilt country and magnificent coast with a wealth of architectural interest'. It is largely rural, and the settlements in the Park are comparatively small.

The entire Joint Plan area is parished with the exceptions of Harrogate and Scarborough. There are approximately 605 parishes within or partly within the Joint Plan area with an average parish area of approximately 11.1 square kilometres.

3. Demographics

3.1 Population

The Joint Plan area's population currently stands at 788,732³, Table 1 below shows the split between the three areas and the changes in population between 2001 and 2011, and the estimated 2013 population. Table 2 shows the split of population amongst the districts and boroughs within the county of North Yorkshire.

	2001	2011	2001 11 % change	2013 Estimated Population
North Yorkshire county ⁴	569,660	598,400	+5%	602,700
City of York	181,094	198,100	+9.4%	202,400
North York Moors National Park	23,939	23,380	-2.3%	23,146*

Table 1: Population change 2001-2011, 2013 (ONS)

*Annual Small Area Small Area Population Estimates for National Parks, 2013

	Year					
	2008	2009	2010	2011	2012	2013
Craven	55,700	55,500	55,400	55,400	55,500	55,500
Hambleton	86,900	87,300	87,600	89,100	89,700	89,900
Harrogate	156,100	157,900	158,700	157,900	158,600	158,200
Richmondshire	51,400	52,800	53,000	52,000	53,900	53,900
Ryedale	53,300	53,600	53,600	51,800	52,100	52,200
Scarborough	108,500	108,500	108,600	108,800	108,600	108,200
Selby	81,600	82,200	82,900	83,400	84,100	84,700

Table 2: Population change in the boroughs and districts of North Yorkshire (ONS)

The population is expected to grow and to age with levels of health expected to improve through improving socio-economic conditions and health improvement plans and programmes.

3.2 Population Projections

It is projected that the Joint Plan areas population will increase by approximately 6% over the period 2014 to 2030 from 790,821 to 835,502. Over the same period North Yorkshire's population is expected to rise by 4.7% to 633,800 and the City of York's population is projected to increase by 9.6% to 222,400. The total population growth for both North Yorkshire county and York up to 2030 is projected to be 48,100.

³ ONS, 2013 Mid-Year Population Estimate. This is the sum of the population of the North York Moors National Park and the City of York plus an estimate of the population of the North Yorkshire County Council area outside of the two National Parks.

⁴ This is data for the whole County including both National Parks. Data for the County without the National Parks is not available for 2001

Year	Joint Plan area	North Yorkshire county	City of York
2014	790,821	605,200	202,900
2015	793,788	606,600	204,300
2016	796,668	608,300	205,600
2017	799,836	610,100	206,900
2018	803,003	612,000	208,200
2019	806,052	613,900	209,300
2020	808,933	616,000	210,400
2021	811,982	618,100	211,400
2022	815,231	620,100	212,500
2023	818,381	622,100	213,700
2024	821,430	624,000	215,000
2025	824,692	625,800	216,300
2026	827,460	627,500	217,700
2027	830,523	629,200	219,000
2028	833,372	630,800	220,200
2029	835,753	632,300	221,300
2030	838,502	633,800	222,400

Table 3: Population Projections for North Yorkshire and City of York, 2014 – 2030 (Mid-year estimates based upon 2011 Census)⁵

⁵ ONS, 2011 Census Based Subnational Population Projections (2015)

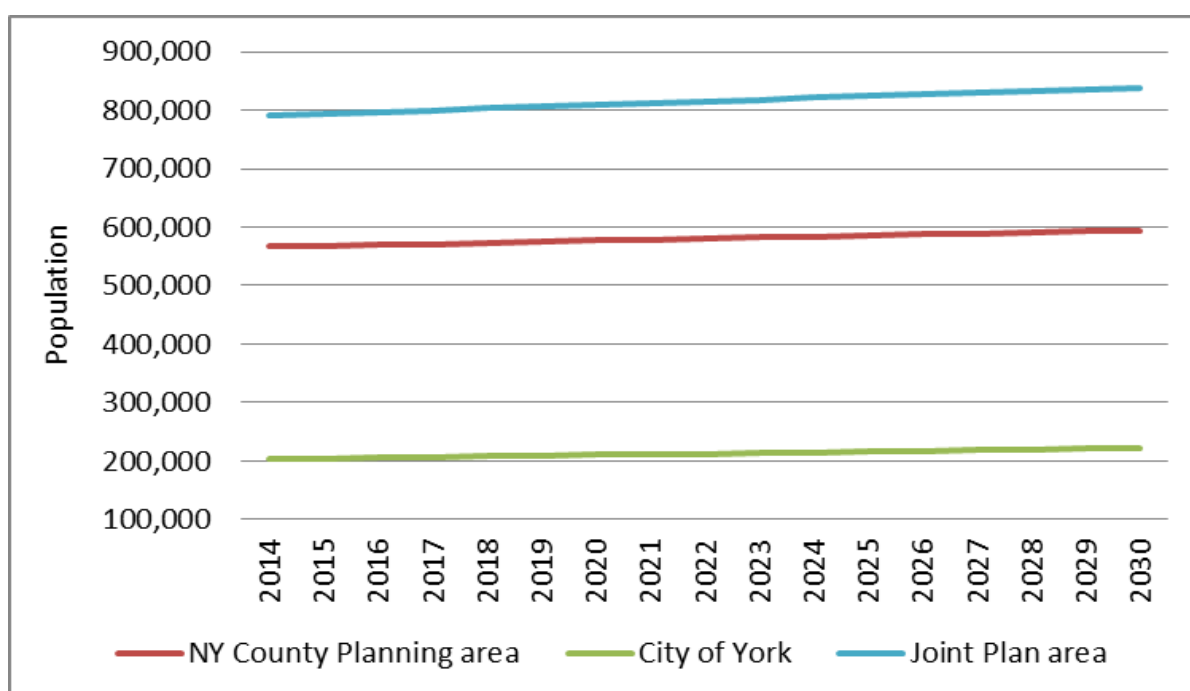


Figure 2: Population Projections for the Joint Plan area, North Yorkshire and City of York, 2014 – 2030 (Mid-year estimates based upon 2011 Census)⁶

Table 3 above demonstrates the trend of projected population growth over the period 2014 - 2030. This may have an impact upon the Joint Plan because population growth and the distribution of new development to meet this growth, may impact upon opportunities and constraints to the location of new minerals development and waste management facilities, as well as on requirements for minerals and the location of waste arisings.

3.3 An Ageing Population

In the 2011 Census it was revealed that North Yorkshire had a higher than the average national population age and it is projected that this will increase over the next 10 years. The average age of North Yorkshire residents is 43 whilst the regional and national average is 39. The average age of North York Moors National Park residents is 50⁷. The average age of residents in York is closer to the regional and national averages. In addition to this, the percentage of the population over 65 in North Yorkshire is 22% compared to 18% at a regional level and 17% in England as a whole⁸.

	Average Age of Residents
North Yorkshire county	43
City of York	40
North York Moors National Park	50
Craven	45
Hambleton	44

⁶ ONS, 2011 Census Based Subnational Population Projections (2015)

⁷ ONS, 2011, Characterisation of National Parks

⁸ ONS, 2011 Census Based Subnational Population Projections (2015)

Harrogate	42
Richmondshire	40
Ryedale	45
Scarborough	44
Selby	41
Yorkshire & Humber	39
England	39

Table 4: The Average Age of North Yorkshire Residents in 2011⁹

Whilst the average age of all North Yorkshire county residents is approximately 4 years above the national and regional average, this is even more significant in Ryedale, Craven, Scarborough and Hambleton Districts which have an average age approximately 5-6 years above the national average.

North Yorkshire and York both have a higher proportion of people aged 75 or over than regionally and nationally. It is predicted that this age group of the County's population will increase by 2.8 % over the period 2011 to 2021.

	2011	2021	% Change
North Yorkshire county	9.7 %	12.5 %	+ 2.8 %
City of York	8.4 %	9.8 %	+ 1.4 %
Yorkshire & Humber	7.8 %	9.1 %	+ 1.3 %
England	7.8 %	9.1 %	+ 1.3 %

Table 5: Population projections for people aged 75+ as a percentage of the whole population¹⁰

The population age profile of North Yorkshire and York is predicted to change in the coming years. North Yorkshire is expecting to see a fall in the number of young people, whilst both North Yorkshire and York are expecting a rise in the number of older age groups, over the period to 2021. The Joint Plan will not directly impact on population demographics.

3.4 Population Density and Distribution

With a population of 788,832 across 6,718 km², equating to approximately 117 persons per km², the Joint Plan area is largely sparsely populated. This varies considerably throughout the Plan area however with the City of York area having the largest concentration of people whilst the North York Moors National Park has around 16 people per km².

Across the county of North Yorkshire there are also wide variations in the distribution and density of the population. Approximately 44% of the North Yorkshire population live within the two Borough Councils of Scarborough and Harrogate. Whereas, in comparison only 18%

⁹ *Ibid*

¹⁰ *Ibid*

live within the District Councils of Richmondshire and Ryedale, more closely reflecting population densities in the National Parks.

3.5 Population Migration

The net migration of residents demonstrates the numbers of people moving into and out of the area from within England and Wales.

	Net Internal Migration
Joint Plan area	+ 1,994
North Yorkshire county	+ 1,300
City of York	+ 700
Yorkshire & Humber	- 2,200

Table 6: Net Internal Migration of residents within the Joint Plan area, June 2012 – June 2013¹¹

Table 6 shows that the Joint Plan area, North Yorkshire and York had a positive net migration of 1,994, 1,300 and 700 people respectively, showing that, in addition to births and deaths, migration was also contributing to the general increase in the population. This is in contrast to the regional figure for Yorkshire & Humber which saw a negative net internal migration of 2,200 people.

Net internal migration is a contributing factor to the overall growth in North Yorkshire's population and the impact this may have upon the Joint Plan has been discussed previously.

3.6 Ethnic Minorities

The proportion of black and minority ethnic groups in the area is summarised in the following table.

	Total Population	Black and Minority Ethnic Groups Population	Percentage (%)
North Yorkshire county	598,400	33,300	5.6 %
City of York	198,100	19,400	9.8 %
Craven	55,400	2,600	4.6 %
Hambleton	89,100	3,300	3.7 %
Harrogate	157,900	13,200	8.3 %
Richmondshire	52,000	3,400	6.6 %
Ryedale	51,800	1,900	3.8 %
Scarborough	108,800	5,200	4.8 %
Selby	83,400	3,700	4.5 %

¹¹ ONS, Internal Migration by Local Authorities in England and Wales, Year Ending June 2011 (Sept 2012)

Yorkshire and Humber	5,283,700	752,600	14.2 %
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Table 7: Black and minority ethnic groups populations, 2011¹²

The proportion of black and ethnic minority groups in both North Yorkshire and York is considerably lower than the regional figure, and in the North York Moors National Park is lower still at around 3%. This characteristic of the Joint Plan area is likely to have no impact upon the Minerals and Waste Joint Plan.

3.7 Life Expectancy

Life expectancy at birth in North Yorkshire is higher than the regional and national averages, as set out in Table 8 below. This varies across the area and is higher in Craven, Hambleton and Ryedale than in those districts and boroughs with more urban areas with life expectancy in Scarborough falling slightly below the national and regional male average.

	Male	Female
North Yorkshire county	80.1	83.7
City of York	79.4	83.5
Craven	81	84.7
Hambleton	81.2	85
Harrogate	80.9	84.2
Richmondshire	80.9	83.1
Ryedale	80.6	82.7
Scarborough	77.9	82.5
Selby	79	83.7
Yorkshire & Humber	78.5	82.2
England	79.4	83.1

Table 8: Life Expectancy (Years) at Birth for Males and Females, 2011-2013¹³

The Minerals and Waste Joint Plan has no direct impact on life expectancy, however by providing opportunities for minerals site reclamation for recreational and amenity use it may positively impact on health.

3.8 Health

Table 9 below presents the mortality rate of residents within North Yorkshire for all deaths. The Yorkshire and Humber Region and England are included for comparison purposes.

	All deaths, per 1,000 population
North Yorkshire county	9.9

¹² ONS, 2011 Census (2012). For the purposes of this data 'Black and Minority Ethnic Groups' is defined as all non-white British ethnic groups. Figures have been rounded to the nearest 100, so may not sum

¹³ ONS, Life expectancy at birth and at age 65, England and Wales, 2011-2013 (2015)

York	9.1
Craven	11.3
Hambleton	9.4
Harrogate	9.6
Richmondshire	8.2
Ryedale	10.2
Scarborough	8
Selby	8.5
Yorkshire & Humber	9.2
England	8.9

Table 9: Mortality rates per 1,000 of the population in 2009¹⁴

As can be seen from Table 9, North Yorkshire has a higher mortality rate, per 1,000 of the population, than both the regional and national average. However, health in the County is generally good with above regional and national rates for the amount of people suggesting they are in good or very good health (82%) and below average for the amount of people suggesting they are in bad or very bad health (4%). The notable exception is the Scarborough Borough which has converse results to the County as a whole when compared to national and regional averages¹⁵.

It is highly unlikely that the Minerals and Waste Joint Plan will have a direct impact on mortality rates. However, by encouraging mineral site reclamation for recreational and amenity use it could positively impact on health.

¹⁴ ONS, Deaths by cause of death - All deaths (rate per 100,000 people) (2012)

¹⁵ ONS, 2011 Census (2012)

4. Economy

The economy of the Joint Plan area is closely linked into developments at the global, national and local scale. Interdependencies exist both within and beyond the Yorkshire and Humber Region. The Region has a significant number of medium sized and large employers, many of whom face international not just national competition. Both the local policy context and macro-economic considerations will influence choices and investments made by businesses in the Joint Plan area.

Economic growth in the Joint Plan area has been affected by the recent international economic crisis of 2008/09 and the resultant UK recession. This has hit the minerals industry significantly with sales falling by a quarter in some mineral types during 2009¹⁶. This is explained in part by the close links the minerals industry has with the construction industry which has been similarly hit, resulting in a fall in demand for construction products.

Waste arisings appear to have been similarly affected, with a 29% reduction in national Commercial and Industrial waste arisings between 2002/3 and 2009, at least in part being attributed to the prevailing economic conditions at the time of the 2009 Defra survey¹⁷.

UK economic growth has recovered since the recession with Gross Domestic Product (GDP) in 2014 2.6% higher than in 2013. Forecasts by the Office for Budget Responsibility (OBR) suggest that this growth will continue.¹⁸ Based upon historical trends this is likely to lead to a return to stronger demand for minerals within the Joint Plan area, and potentially arisings of waste.

As a result of the Government's reductions in the capital spending of departments, such as Department for Communities and Local Government and Department for Transport, demand from the public sector for minerals products is likely to reduce. However, with positive economic prospects projected this is likely to ultimately lead to a greater demand for mineral products from within the Joint Plan area, as sectors such as the construction industry grow.

The general uncertainty with regard to demand from the public and private sectors suggests that the Joint Plan needs to provide a level of flexibility to ensure minerals can be supplied at differing rates and there is available capacity for waste to be managed at appropriate facilities dependant on the prevailing demand for minerals and the production of waste.

The Joint Plan area has key transport and employment linkages with the developing "City Regions" of Leeds and Tees to the south and north respectively. The Leeds City Region comprises the districts of Bradford, Calderdale, Kirklees, Leeds and Wakefield in West Yorkshire, the whole of Barnsley in South Yorkshire, and in the Joint Plan area, the unitary authority of York and Selby and the southern parts of Craven and Harrogate Districts. The Government has committed to rebalancing growth across the regions and nations of the UK and is committed to the creation of a Northern Powerhouse.¹⁹ Leeds City Region will be critical in terms of improving economic performance, whilst spreading prosperity and improving quality of life. The Joint Plan area is an important supplier of minerals into the Leeds City Region, as well as the adjacent North East Region.

One of the key alterations by the Coalition Government, with specific reference to economic growth, was the creation of Local Enterprise Partnerships (LEPs). These non-statutory

¹⁶ BGS, United Kingdom Minerals Yearbook 2009, 2010

¹⁷ Defra, Waste Data Overview (June 2011)

¹⁸ HM Treasury, 2015 Budget

¹⁹ *Ibid*

bodies set the economic priorities of their local area. LEPs have been designed locally to meet local needs, but they share the common goal of tackling local barriers in order to grow the local economy. They are the focus for Government's local growth drive and as part of their role they can provide a strategic local vision²⁰.

There are four LEPs covering different parts of the Joint Plan area:

- York, North Yorkshire and East Riding LEP – covers all of the Plan area with the exception of the part of the North York Moors National Park in Redcar and Cleveland;
- Tees Valley LEP (Tees Valley Unlimited) – covers the part of the North York Moors National Park in Redcar and Cleveland;
- Leeds City Region LEP – covers Selby district, City of York Council and the southern parts of Craven and Harrogate districts;
- Humber LEP – Scarborough Borough Council works in partnership with the Humber LEP.

The York, North Yorkshire and East Riding Local Enterprise Partnership was recognised by the Government on the 10th February 2011. Below are the six priorities identified in the LEP's Strategic Economic Plan (March 2014):

- Profitable and ambitious small and micro businesses;
- A global leader in food manufacturing, agri-tech and biorenewables;
- Inspired people;
- Successful and distinctive places; and
- A well-connected economy.

and four ambitions:

- 20,000 new jobs;
- £3 billion growth;
- Every student connected to business;
- Double house building.

4.1 Business Activity

An active enterprise is defined as a business which has recorded activity at any point in the year²¹. This measure provides an indication of the economic activity within the Joint Plan area, by calculating the number of existing enterprises, deducting enterprises which are no longer trading and adding newly created businesses.

	Year		
	2009	2010	2011
North Yorkshire county	446	445	439
City of York	321	323	327
Craven	512	510	500

²⁰ DCLG, Supporting Local Growth, December 2011

²¹ ONS, Business Demography – 2010 Statistical Bulletin (Dec 2011)

Hambleton	468	461	446
Harrogate	502	505	501
Richmondshire	387	392	401
Ryedale	499	496	505
Scarborough	363	364	353
Selby	381	378	369
Yorkshire & Humber	317	315	312

Table 10: Active Enterprises per 10,000 of the population, 2009 - 2011²²

As can be seen from the table above, North Yorkshire has a far higher number of active enterprises per 10,000 of the population than the region as a whole, whilst the City of York is just above the regional average. The Craven and Harrogate areas have a particularly high rate of active enterprises and all District/Borough Council areas have a higher figure than the regional rate. The minerals and waste industries do have a positive impact upon the number of active enterprises within the Joint Plan area and the Joint Plan will look to support these industries in appropriate locations.

4.2 Industry Sectors

An important element of the Joint Plan area is the mixture of employment sectors which, when combined, contribute to its overall economy. Table 11 illustrates the percentage of employees within North Yorkshire, City of York and for comparative purposes in England, by sector from 2009-2011.

	North Yorkshire county			City of York			England		
	2009	2010	2011	2009	2010	2011	2009	2010	2011
Agriculture	5.9	6.0	6.1	0.5	0.5	0.5	1.2	1.2	1.2
Mining, Quarrying & Utilities	1.2	1.4	1.4	0.3	0.4	0.4	1.0	1.1	1.1
Manufacturing	9.6	9.9	9.8	4.2	4.2	3.8	8.7	8.6	8.5
Construction	4.8	5.0	5.2	4.1	4.5	4.1	5.2	4.7	4.7
Motor trades	1.9	1.8	2.2	1.3	1.3	1.6	1.8	1.8	1.9
Wholesale	5.1	4.7	4.7	2.4	2.2	2.1	4.2	4.3	4.2
Retail	10.6	9.8	10.3	12.8	12.3	12.5	10.5	10.3	10.3
Transport & Storage (including Postal)	3.1	3.2	4.4	9.1	8.9	11.3	4.7	4.6	4.6
Accommodation & Food Services	10.2	9.7	9.4	9.3	8.9	8.9	6.7	6.5	6.8
Information & Communication	3.5	3.3	3.5	2.8	2.2	2.2	4.0	4.0	4.1

²² ONS, Count of Active Enterprises 2009 – 2011 (2012)

Financial & Insurance	2.8	2.1	2.5	5.4	4.8	4.9	3.9	3.8	3.9
Property	1.8	1.4	1.7	1.5	1.3	1.3	1.8	1.7	1.7
Professional, Scientific & Technical	5.9	5.7	6.4	5.8	5.8	6.7	7.7	7.6	7.8
Business Administration & Support Services	5.0	5.0	4.5	6.1	7.0	5.7	7.7	8.0	8.2
Public Administration & Defence	4.1	4.5	4.0	5.1	5.3	4.7	5.1	5.3	4.8
Education	8.1	8.1	8.0	10.6	10.5	10.9	9.1	9.3	9.2
Health	12.0	12.9	11.6	13.7	14.8	13.5	12.1	12.5	12.4
Arts, Entertainment, Recreation & Other Services	4.5	5.4	4.5	4.7	5.1	4.8	4.7	4.7	4.6

Table 11: Percentage of North Yorkshire, City of York and England Employees within Employment sectors, 2009-2011²³

Between 2009-2011 the percentage of employees within the mining and quarrying sector in North Yorkshire was consistently higher than the national average. However, when taken in the context of the overall economy of the Joint Plan area this is relatively low, only accounting for 1.4% in North Yorkshire and 0.4% in the City of York in 2011. Unfortunately, this annual survey of employment sectors does not include a specific sector for those employed in waste management activities.

The Health Care sector is the largest employer in North Yorkshire accounting for 11.6% of employees in 2011. The Retail, Manufacturing, Accommodation & Food Services and the Education sectors are also important employers within the County. The proportion of North Yorkshire employees within the Agriculture and Accommodation & Food Services sectors are significantly higher than the national average whereas the proportion employed in the Business Administration & Support Services sector is significantly lower. This provides a useful insight into the characteristics of the North Yorkshire economy and where the strengths and weaknesses currently lie.

In the City of York the health care sector is also the largest sector, closely followed by retail and transport and storage, as may be expected in a large urban area.

In the North York Moors National Park, although detailed data such as that contained in Table 11 is not available, 40% of businesses are in the agriculture, forestry and fishing sector, with 10.6% in the wholesale and retail trade and 9.6% in accommodation and food services.²⁴

Implementation of the Minerals and Waste Joint Plan could have an impact on employment as there is likely to be a relationship between levels of minerals extraction, waste management activity within the Joint Plan area and employment in the relevant sectors.

4.3 Economically Active

²³ ONS, Business Register and Employment Survey 2009-2011 (2013) with the exception of the Agricultural Sector which is sourced from: Defra, 2010 Agricultural Survey (2011)

²⁴ Inter-Departmental Business Register, 2008 – quoted in North York Moors Economic Profile (DEFRA, 2010)

The definition of people who are considered to be 'economically active' includes people who are either employed or unemployed and are actively seeking work. Table 12 provides the percentage of residents of North Yorkshire, City of York, the Yorkshire & Humber region and England aged between 16-64, who are considered to fall into the category of 'economically active' as defined above.

	North Yorkshire	City of York	Yorkshire & Humber	England
2007	76.1	78.5	75.5	76.6
2008	80.3	79.9	75.1	76.8
2009	78.5	77.5	75.3	76.9
2010	78.8	75.2	75.1	76.3
2011	79.0	79.2	74.8	76.4
2012	80.2	82.5	76.1	77.6
2013	80.3	76.5	76.7	77.8
2014	79.4	75.9	76.3	78.1

Table 12: Economically Active rate of 16-64 year olds (%) from 2007 - 2014²⁵

From 2007 North Yorkshire has consistently had a higher proportion of working age residents economically active when compared to the regional average and, for all but one year, higher than the national average. This demonstrates that the Joint Plan area has a strong economic base and has good potential to grow its economy even further by utilising its existing workforce.

²⁵ ONS, Annual Population Survey, 2014

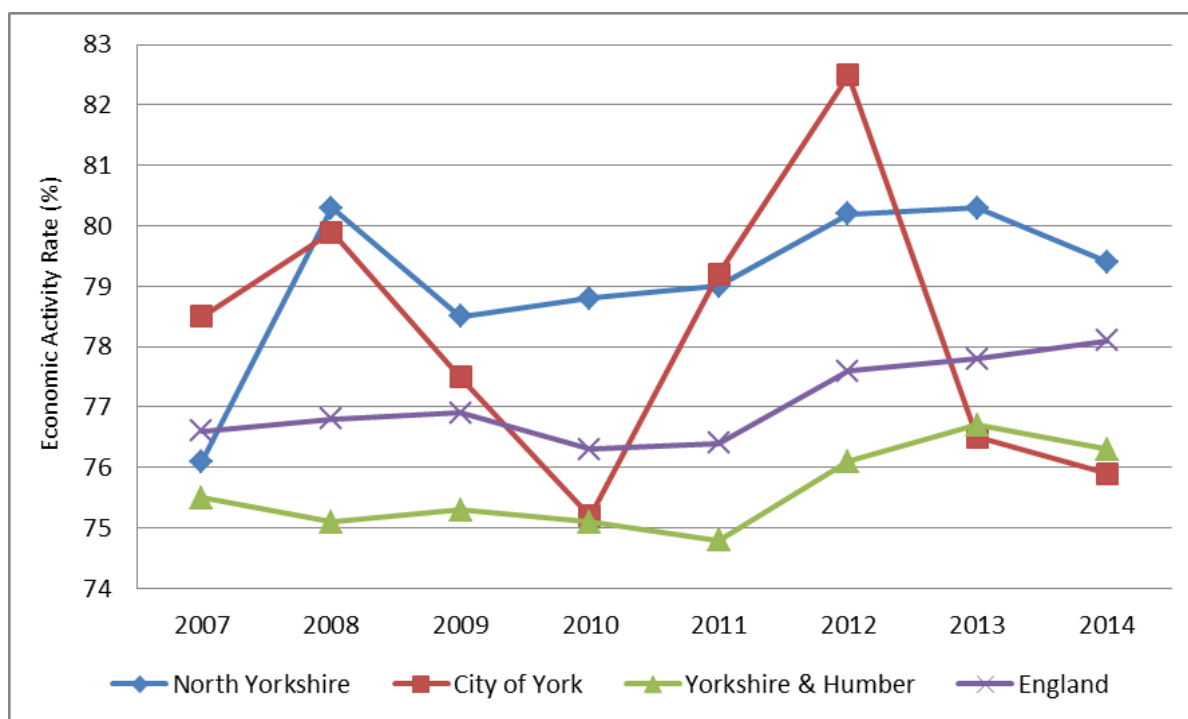


Figure 3: Economic Activity rate of 16-64 year olds (%) from 2007 - 2014²⁶

The impact that the Minerals and Waste Joint Plan may have upon the number of people economically active is likely to be small in percentage terms.

The definition of people who are considered to be 'economically inactive' include people who are not in work, but who do not satisfy all the criteria for unemployment, such as those in retirement or in full-time education and those who are not actively seeking work²⁷. Table 13 below provides the percentage of residents of North Yorkshire, City of York, the Yorkshire & Humber region and England aged between 16-64, who are considered to fall into the category of 'economically inactive' as defined above.

	North Yorkshire	City of York	Yorkshire & Humber	England
2007	23.8	21.5	24.5	23.4
2008	19.7	20.1	24.2	23.2
2009	21.3	22.4	24.6	23.1
2010	21.1	24.6	24.8	23.7
2011	20.9	20.6	25.0	23.6
2012	19.8	17.5	23.9	23.1
2013	19.7	23.5	23.3	22.6
2014	20.6	24.1	23.7	22.6

Table 13: Economically inactive rate of 16-64 year olds (%) from 2007 - 2014²⁸

²⁶ ONS, Annual Population Survey, 2014

²⁷ ONS, Economic Inactivity and the Labour Market, February 2002

²⁸ ONS, Annual Population Survey, 2014

The results from Table 13 above provide a converse position compared to the results from Table 12. From 2007 North Yorkshire has a consistently lower proportion of its working age residents economically inactive when compared to the regional figure and, for all but one year, lower than the national figure.

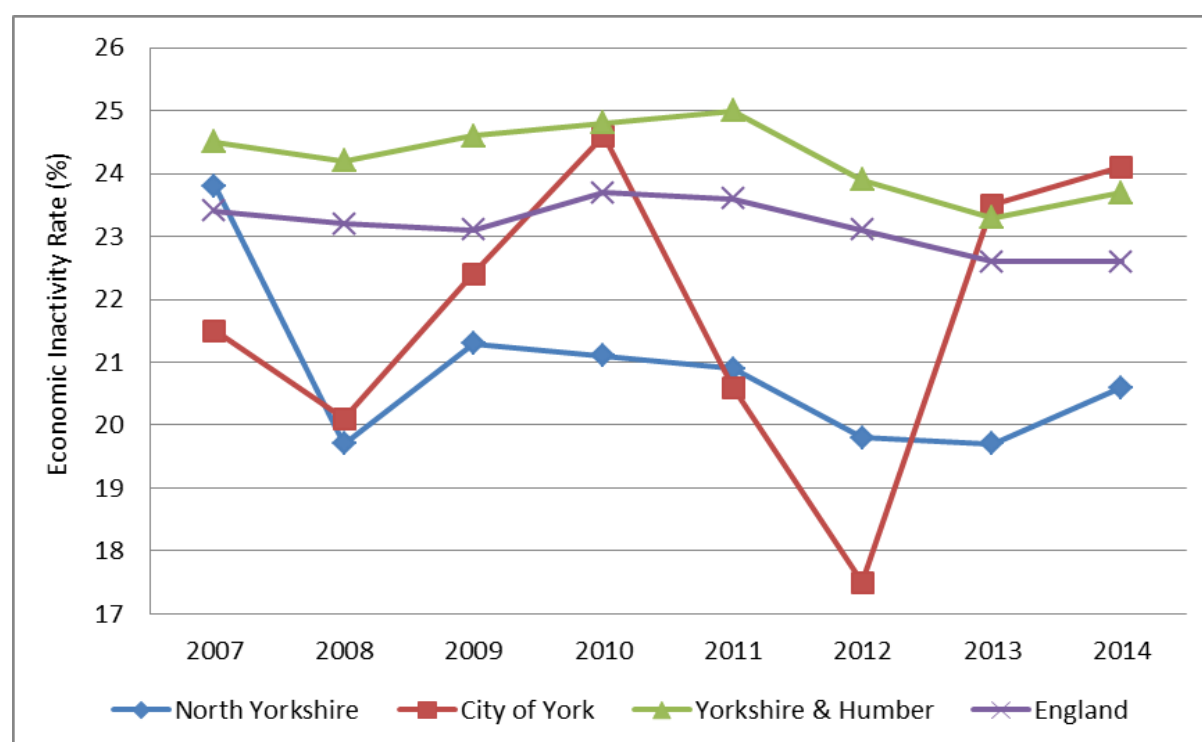


Figure 4: Economic Inactivity rate of 16-64 year olds (%) from 2007 - 2014²⁹

As previously stated the impact that the Minerals and Waste Joint Plan may have upon the number of people economically inactive is likely to be small in percentage terms.

4.4 Earnings

Gross weekly earnings show how much money (£) people who live and work within the Joint Plan area earn on a weekly basis, with regional and national figures provided for comparison purposes. However, Tables 14 and 15 provide a differentiation between those who live within the Joint Plan area and those who work within the Joint Plan area, this takes into account those who commute to work over the Joint Plan area boundary.

Year	North Yorkshire	City of York	Yorkshire & Humber	England
2007	427	472	425	464
2008	455	474	444	484
2009	465	479	452	495
2010	471	481	462	506
2011	478	487	461	504

²⁹ ONS, Annual Population Survey, 2014

2012	477	523	465	513
2013	479	526	479	520
2014	479	478	479	523

Table 14: Gross Median Weekly Earnings (£) of residents, 2007 - 2014³⁰

Year	North Yorkshire	City of York	Yorkshire & Humber	England
2007	406	461	422	463
2008	441	462	442	483
2009	442	475	450	495
2010	444	477	460	504
2011	454	477	460	504
2012	445	506	464	512
2013	454	526	479	520
2014	462	485	479	523

Table 15: Gross Median Weekly Earnings (£) of people who work within the area, 2007-2014³¹

The tables above illustrate that there is a significant difference between the gross median weekly earnings of those who live within North Yorkshire and those who work within North Yorkshire. For instance from 2007 – 2014 gross median weekly earnings for those living within North Yorkshire was consistently higher (or equal to in two cases) than the Yorkshire and Humber figure, whilst for those working within North Yorkshire it was consistently lower than the regional average. In terms of comparison against national earnings, in 2014 North Yorkshire gross median weekly earnings were £44 lower than the national average for those that live within the County and £61 lower for those that work within the County reinforcing the fact that throughout the period recorded North Yorkshire has consistently been lower than the national average.

Whilst being higher than regional averages, earnings for residents and those who work in the City of York are slightly closer the national average but are still lower, with the exception of two years.

³⁰ ONS, Annual Survey of Hours and Earnings - Resident Analysis, 2014

³¹ ONS, Annual Survey of Hours and Earnings - Workplace Analysis, 2014

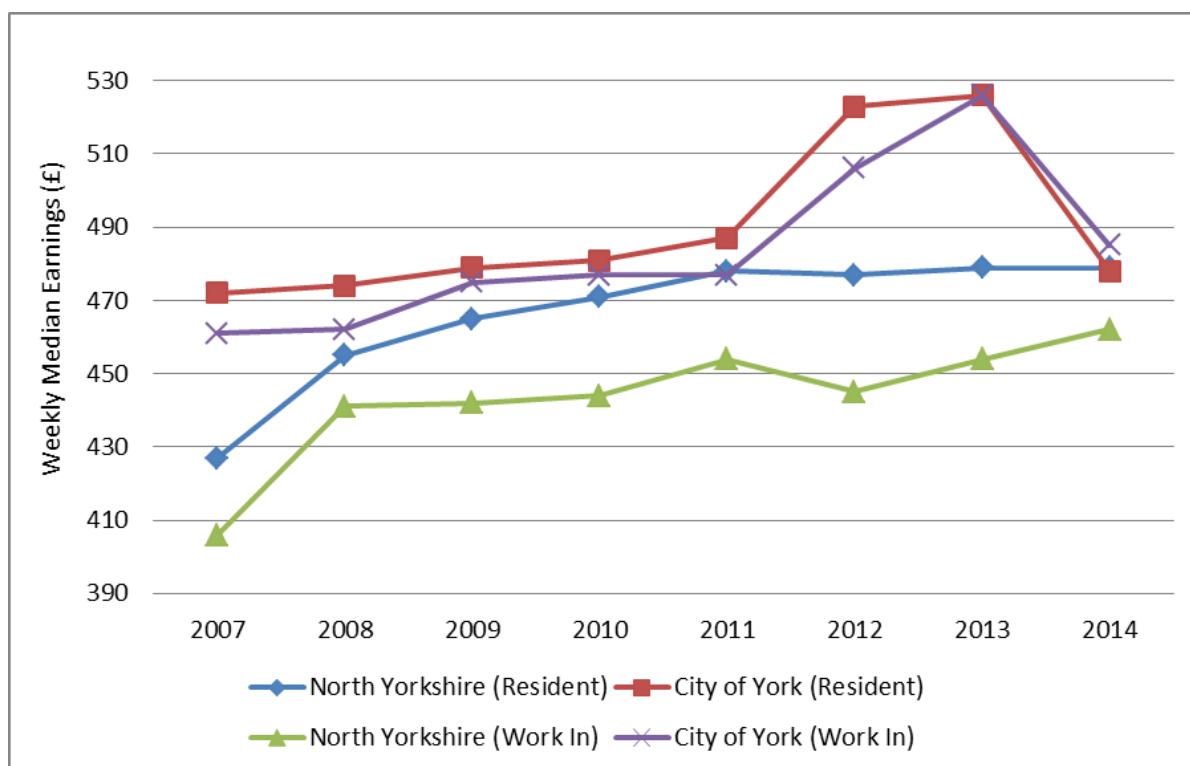


Figure 5: Gross Median Weekly Earnings for 'Residence within the area' and 'Work within the area', 2007 - 2014³²

With regard to growth in gross median weekly earnings for those who are resident within the Joint Plan area, North Yorkshire grew by 12% from 2007-2014 whilst York grew by only 1%, compared to a regional and national figure of 13%. In comparison, growth in gross median weekly earnings for those who work within North Yorkshire grew by 14% and for those who work in the City of York grew by only 5% from 2007-2014 whereas the figure for the Yorkshire & Humber region and England both grew by 14% and 13% respectively. This demonstrates that earnings are growing faster for those who live or work within North Yorkshire yet are growing slower for those who live or work in the City of York compared to the regional and national average. The impact this may have upon the development of the Minerals and Waste Joint Plan is minimal.

4.5 Unemployment

Levels of unemployment, as depicted by Job Seekers Allowance (JSA) claimant rates, are a valuable economic indicator. Table 16 below sets out JSA claimant rates for North Yorkshire, City of York, Yorkshire and Humber region and England as a whole. This provides useful comparator figures so as to judge North Yorkshire on a regional and national level.

Year	North Yorkshire	City of York	Yorkshire & Humber	*England
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³² ONS, Annual Survey of Hours and Earnings, 2014

2008	1.4	1.6	2.6	2.8
2009	2.5	3.0	4.6	4.8
2010	2.3	2.7	4.2	4.3
2011	2.4	2.6	4.6	4.7
2012	2.4	2.4	4.8	4.5
2013	1.9	1.8	4.3	4.0
2014	1.1	1.1	3.0	2.7

Table 16: Claimant Rates (% is a proportion of resident population aged 16-64) *(% is a proportion of claimant count and workforce jobs total), 2008-2014 (all counts taken in August)³³

The claimant rate in both North Yorkshire and York has followed the regional and national trends but is significantly lower than that in Yorkshire & Humber and in England.

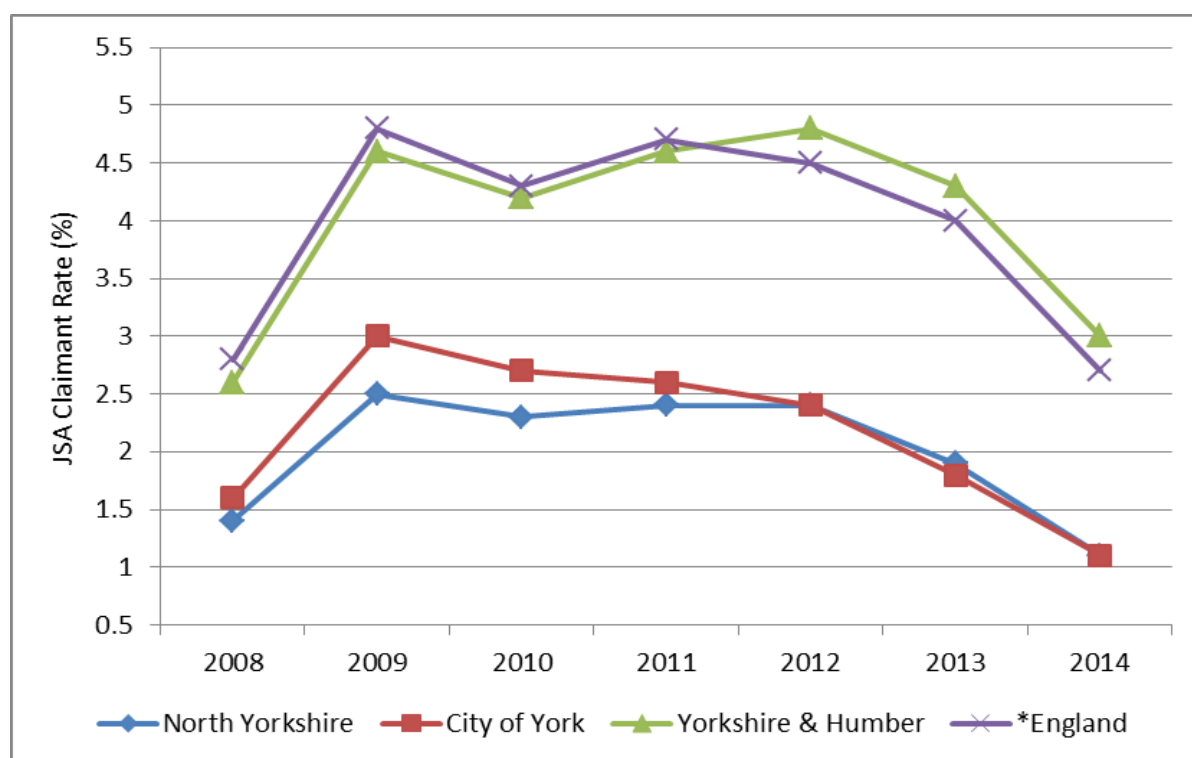


Figure 6: Job Seekers Allowance Claimant Rates (%), 2008 - 2014³⁴

These positive results demonstrate once again the strong economic base in the Plan area both when comparing nationally and regionally.

4.6 Deprivation

Deprivation, measured through an indices of multiple deprivation, can provide an insight into the failings of a local economy and the quality of life of a localities residents. Table 17 below provides details of the relative deprivation of North Yorkshire and its constituent Districts/Boroughs when compared to other local authorities in the UK.

³³ ONS, Claimant Count with Rates and Proportion, 2015

³⁴ *Ibid*

	Ranking *
North Yorkshire county	129
City of York	244
Craven	241
Hambleton	265
Harrogate	283
Richmondshire	261
Ryedale	200
Scarborough	83
Selby	236

Table 17: Indices of Deprivation 2010³⁵

* districts/boroughs/York ranked out of 354, North Yorkshire ranking is out of 149 counties, unitary / metropolitan areas and London Boroughs. The lower the figure the higher level of deprivation

The results shown in Table 17 would appear to suggest that levels of deprivation vary considerably across the Joint Plan area, with areas such as Harrogate and Hambleton scoring favourably and Scarborough less so.

North Yorkshire is the 20th least deprived County in the UK and the City of York is within the least deprived third of authorities. This would suggest that deprivation is not as prevalent an issue within the Joint Plan area as it may be in other areas of the country. However, by encouraging developments at appropriate locations within the Joint Plan area the Minerals and Waste Joint Plan could positively impact on North Yorkshire's economic well-being and result in the creation of employment opportunities.

4.7 Education

Table 18 provides a summary of educational attainment by measuring the percentage of 16 year olds achieving five or more A*-C grades in North Yorkshire and England, for comparison purposes.

Year	North Yorkshire	City of York	England
2006	64.2	62.1	57.5
2007	66.1	67.5	60.1
2008	69.9	68.5	64.6
2009	77.2	73.1	70
2010	81.6	80.7	76.3

³⁵ DCLG, 2010 Indices of Deprivation (March 2011)

2011	83.8	84.3	80.7
2012	85.7	88.1	83.2
2013	84.4	87.4	83.1
2014	69.5	73.5	65.8

Table 18: Attainment at GCSE level - % of 16 year olds achieving 5+ A*-C (and equivalent), 2006 - 2014³⁶

The table above shows that North Yorkshire and York both perform relatively well with regard to educational attainment, when compared to the national average. The Minerals and Waste Joint Plan is unlikely to have a direct impact on the qualifications of the population and vice versa.

4.8 The Minerals Industry

Tables 19 and 20 below provide details of direct and total minerals related employment in North Yorkshire and the regional and national figures, for comparison purposes, over the years 2011 to 2013.

In 2013, the minerals industry in the Joint Plan area directly employed almost 1,000 people. It should be noted that the Yorkshire Dales National Park makes a significant contribution to the production of limestone and sandstone and correspondingly generate considerable employment within these sectors.

	Joint Plan area			Yorkshire and Humber			England		
	2011	2012	2013	2011	2012	2013	2011	2012	2013
Sand and gravel	75	73	62	165	158	138	1,835	1,605	1,361
Sandstone	49	44	44	391	206	219	805	627	487
Limestone	139	132	155	164	160	182	1,805	1,757	1,792
Dolomite	5	10	29	41	27	30	315	327	143
Chalk	0	0	0	160	157	51	330	330	221
Clay and shale	7	5	5	68	39	40	307	371	313
Coal ³⁷	695	*695	*695	*1,804	*1,804	*1,804	4,249	*4,249	*4,249
Other (includes Potash)	0	0	0	0	0	0	1,657	1,432	479
Total³⁸	970	959	991	2,811	2,600	2,469	11,303	11,601	9,909

Table 19: Direct employment in the minerals sector for the Plan area, Yorkshire & Humber Region and England, 2011 - 2013³⁹. *Estimated

³⁶ DfE, Statistical First Release, January 2015

³⁷ The Coal figure is a peak employment figure

³⁸ Totals for regional and national figures include employment in the extraction of minerals which are not mined in North Yorkshire and thus are not the sum of the figures shown here

³⁹ Minerals Extraction in Great Britain, 2010, 2011 and 2012 (ONS). Coal figures from Coal Mining Production and Manpower statistics (2011), 2012 and 2013 Coal figure estimated

Please note that due to changes in question format over recent years, time series analysis of the data is not recommended.

	Joint Plan area			Yorkshire and Humber			England		
	2011	2012	2013	2011	2012	2013	2011	2012	2013
Sand and gravel	250	306	1,141	448	802	2,170	5,967	7,468	9,494
Sandstone	127	416	170	608	696	381	1,710	1,575	1,210
Limestone	465	752	54	578	847	1,750	5,758	5,600	12,898
Dolomite	8	14	1	165	177	230	681	859	1,164
Chalk	0	0	0	247	210	114	590	554	466
Clay and shale	7	5	12	93	62	58	509	614	607
Coal ⁴⁰	695	*695	*695	*1,804	*1,804	*1,804	4,249	*4,249	*4,249
Other (includes Potash)	0	0	0	0	0	0	1,990	2,206	1,515
Total ⁴¹	1,552	2,188	2,074	3,991	4,604	6,530	21,454	25,305	33,372

Table 20: Total employment in minerals related sector for the Plan area, Yorkshire & Humber Region and England, 2011-2013⁴². *Estimated

Please note that due to changes in question format over recent years, time series analysis of the data is not recommended.

Total employment in the minerals industry in the Plan area⁴³ in 2013 was 2,074, up from 1,552 in 2011. Although the publishers of the data warn that it should not be used for time series analysis, it provides an indication of the level of employment in the Joint Plan area compared to regional and national figures.

⁴⁰ The Coal figure is a peak employment figure

⁴¹ Totals for regional and national figures include employment in the extraction of minerals which are not mined in North Yorkshire and thus are not the sum of the figures shown here

⁴² Minerals Extraction in Great Britain, 2010, 2011 and 2012 (ONS). Coal figures from Coal Mining Production and Manpower statistics (2011), 2012 and 2013 Coal figure estimated.

⁴³ Plan area includes the Yorkshire Dales National Park and the whole of Cleveland. Most, if not all, of the employees in Cleveland will be employed in Boulby Potash Mine in the North York Moors National Park.

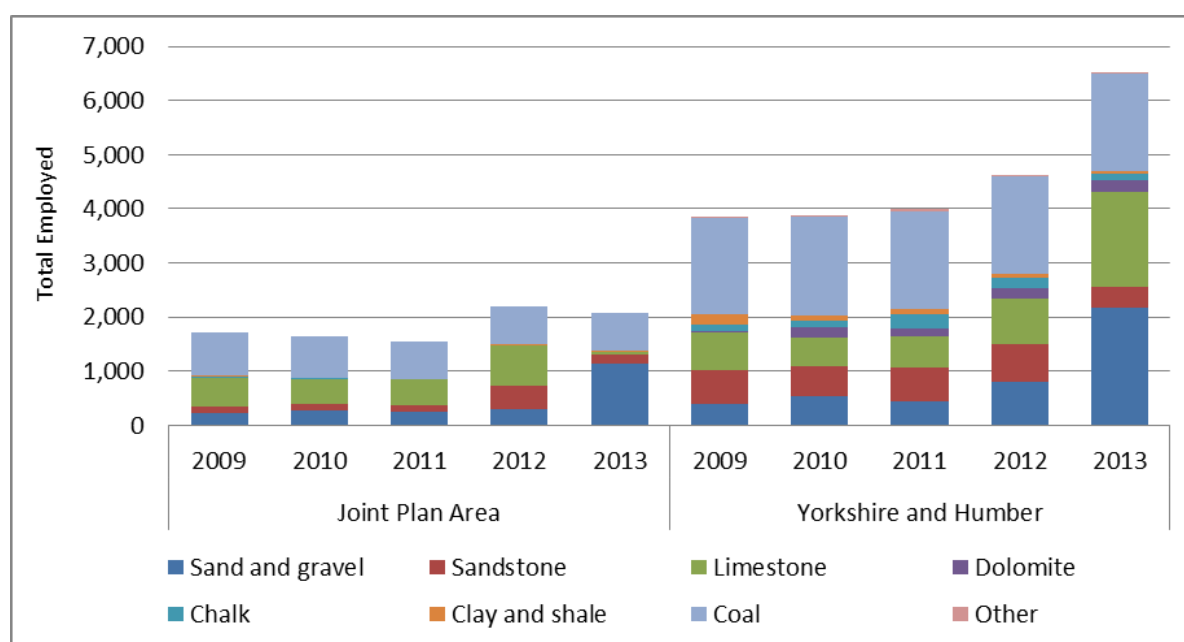


Figure 7: Total employment in minerals related sector for the Joint Plan area and Yorkshire & Humber Region by mineral type, 2009-2013⁴⁴

Tables 19 and 20 demonstrate the impact minerals related developments and supporting sectors can have upon employment figures. Table 19 shows that with regard to direct employment coal, sand & gravel and sandstone are the biggest sectors which all contribute significantly to the Joint Plan area. In 2013, of those directly employed in working sand & gravel in North Yorkshire, these accounted for 45% of the people employed within this type of mineral extraction for the entire Yorkshire & Humber region. Table 20 demonstrates the total people employed in minerals related activities. This additional indirect form of employment, supported by the minerals sector, accounts for approximately one half of the total number of people employed in North Yorkshire in the minerals related sector in 2013.

Other minerals related employment in the Plan area is likely to arise through onshore gas development and the production of secondary and recycled aggregates but figures for these sectors are not currently available.

From 2008/09 onwards the minerals industry in the UK and beyond, like all other sectors, has been dominated by the global financial crisis and resultant recession. Reduction in the demand for aggregates has led to a trend of mothballing and closure of quarries. The Minerals Product Association has reported that nationally crushed rock and sand and gravel sales during 2009 fell by 25% and 23% respectively⁴⁵. Future predictions for aggregate demand and the resultant activity within the minerals sector are currently unclear.

The Minerals and Waste Joint Plan can impact directly on employment levels in this sector, for example by resulting in the creation of employment opportunities in the minerals/aggregate recycling industry. In addition, enabling appropriate developments within the Joint Plan area, can positively impact on a locality's economic well-being.

4.9 The Waste Industry

⁴⁴ Minerals Extraction in Great Britain, 2010, 2011 and 2012 (ONS). Coal figures from Coal Mining Production and Manpower statistics (2011), 2012 and 2013 Coal figure estimated.

⁴⁵ BGS, United Kingdom Minerals Yearbook 2009, 2010

There is not comparable annual employment data for the waste management sector within North Yorkshire, such as a yearly record of employees within specific divisions of the sector. However, the 2011 Census has recorded that 2,249 people are directly employed within in the 'Water Supply, Sewerage, Waste Management and Remediation Activities' sector within North Yorkshire and York⁴⁶. This sector is not exclusive to the waste management industry but it does provide one of the most up-to-date and accurate estimations of employment data currently available.

The figure provided by the 2011 Census indicates that the waste management sector provides a relatively small but important source of employment within the Plan area on a similar level to the minerals extraction sector.

As stated above the Minerals and Waste Joint Plan can impact directly on employment levels in the waste management sector. This can be as a result of the development of waste management facilities, such as material recycling facilities, leading to the creation of employment opportunities within the recycling industry and in addition, the creation of indirect jobs in other support sectors.

5 Settlements

The Joint Plan area is large and varied with hundreds of settlements. These settlements range from the City of York, to large towns such as Harrogate which has a population of 76,095, to smaller market towns and small rural villages.

Outside of the main urban areas, the Joint Plan area is predominantly rural. Defra's 2005 Rural Classification Report found that around 56% of the Joint Plan area's population lives outside urban settlements. North Yorkshire is classified as 'predominantly rural' and York as 'other urban' (i.e. not major or large urban). Five of the seven districts (Craven, Hambleton, Richmondshire, Ryedale and Selby) are classified as Rural 80 (districts with at least 80% of their population in rural settlements and larger market towns). 'Significantly Rural' (SR) districts have more than 26% of their population in rural settlements and larger market towns.

	Rural% (including Large Market Town population)	Rural Classification
North Yorkshire county	69	Predominantly Rural
York	17.2	Other Urban
Craven	86.46	R80
Hambleton	100.00	R80
Harrogate	43.74	SR
Richmondshire	100.00	R80

⁴⁶ ONS, 2011 Census (2012)

Ryedale	100.00	R80
Scarborough	45.75	SR
Selby	100.00	R80
Yorkshire & Humber	25.23	-

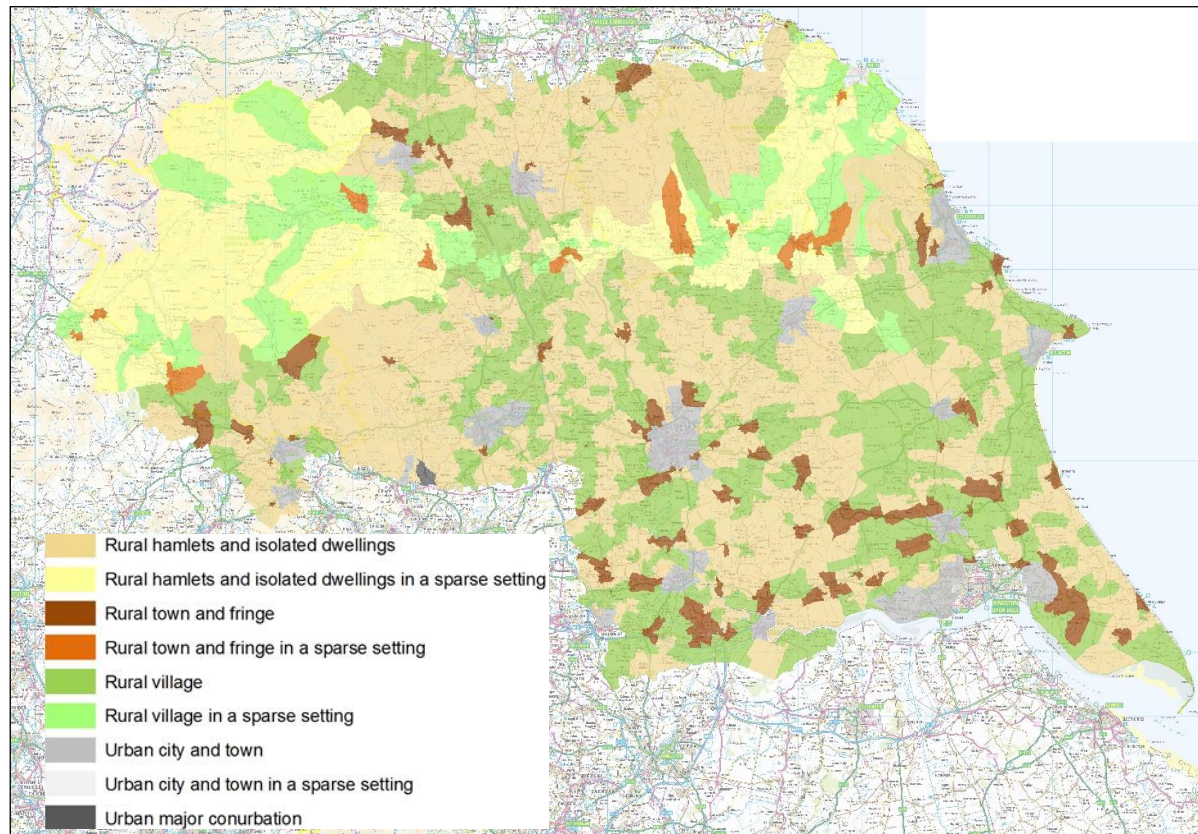
Table 21: The percentage of the population who are considered to be living in rural areas, 2009⁴⁷

In addition to the urban settlements that lie within the Joint Plan area boundary, cities of Bradford and Leeds are in relatively close proximity to its southern boundary and the substantial towns of Darlington, Stockton and Middlesbrough lie to the north.

5.1 Settlement Descriptions

Each of the main settlements are described below, including a summary of how they are envisaged to grow in the future. A more in-depth description of how this growth fits into the wider district/borough growth plans is continued further in the document. Following the revocation of the Regional Spatial Strategy there is no adopted classification system for the settlements and therefore the settlements have been grouped for the purpose of this report in terms of their relative population size.

The figure below illustrates the distribution and range of settlements within the North Yorkshire sub-region (and the East Riding of Yorkshire) in 2011.



⁴⁷ Defra, Local Authority Classification Report, 2009

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Figure 8: York, North Yorkshire and East Riding of Yorkshire Rural/Urban Classification in 2011⁴⁸

The figure above distinguishes between urban (settlements above 10,000 population) and rural areas whilst also providing a more detailed account of the types of settlement, ranging from urban cities and towns, such as Harrogate and Scarborough, to rural hamlets and isolated dwellings.

The figure reiterates the findings above that the County of North Yorkshire has concentrated pockets of urban areas but is predominantly rural whereas City of York is largely urban in character.

5.1.1 Larger Settlements

York

York is the centre of the City of York Local Authority area. The 2011 Census found that the population of the city was 153,455.

The City of York Draft Local Plan Preferred Options proposes future housing growth for the City. However, at present York's housing figures are to be confirmed at a future date.

Harrogate

The Spa Town of Harrogate, which lends its name to Harrogate Borough Council, the administrative authority for the area, is located approximately 8 km north of the boundary with Leeds City Council and 95 km west of the North Sea coast.

With regard to the planned growth of the town the Council's adopted Core Strategy sets out that over the next 10 years the amount of housing built will be approximately 188 new dwellings per year, accumulating to 1,880 new homes by 2023.

However, with the withdrawal of the Harrogate District Sites and Policies DPD in June 2014 the Council has stated that it will review the proposed housing provision in the emerging Local Plan. As an interim measure figures in the Strategic Housing Market Assessment will be utilised until updated.

Scarborough

The coastal town of Scarborough, lends its name to Scarborough Borough Council, the administrative authority for the area. Scarborough is a popular tourist destination as well as being home to around 50,000 people.

The Draft Local Plan for Scarborough Borough Council sets out the number of dwellings allocated to the town of Scarborough as 100 over the plan period. However, when you also take into account the adjacent villages of Newby, Scalby, Eastfield, Cayton and Osgodby, this rises to 4950 dwellings over the plan period.

5.1.2 Smaller towns and market towns

⁴⁸ ONS, Defra, DCLG, 'LEP Detailed Rural Urban Maps', January 2014

Knareborough

The town of Knareborough, which falls within the administrative boundary of Harrogate Borough Council, is located approximately 5 km to the east of Harrogate and approximately 14 km to the west of the boundary with City of York Council. The 2011 Census found that the population of the town was 15,538⁴⁹.

Harrogate Borough Council's adopted Core Strategy sets out the growth strategy for the town with regard to housing apportionments. This states that over the next 10 years approximately 55 new dwellings will be added to the housing stock every year, equating to 550 new dwellings by 2023.

Skipton

The town of Skipton, which falls within the administrative boundary of Craven District Council, is located approximately 5 km to the north west of the Bradford Metropolitan District Council boundary and 8 km to the north east of the Lancashire County Council boundary. The 2011 Census found that the population of the town was 14,644⁵⁰.

Craven District Council's emerging Local Plan sets out a preferred growth strategy for the entirety of the LPA area and it states that over the next 15 years 113 new dwellings will be added to the existing housing stock of the southern area every year, the majority of which will be located in and around Skipton, equating to 1,245 new dwellings by 2030.

Richmond/Catterick Garrison

The town of Richmond and the closely located Catterick Garrison, which fall within the administrative boundary of Richmondshire District Council, are located approximately 11 km to the south of the boundary with both Durham County Council and Darlington Borough Council. At its nearest point the North Sea coast is approximately 45 km to the north east of the town. The 2011 Census found that the population of Richmond was 8,423 and Catterick Garrison was 15,267⁵¹.

Catterick Garrison is a key base for the Ministry of Defence in the UK and has been identified within the 'Catterick Garrison Long Term Development Plan' as a potential super-garrison with an aim of making it the Army's premier base in the Northern UK⁵² which will potentially increase the number of people garrisoned there significantly.

Richmondshire District Council's adopted Local Plan 2012-2028 Core Strategy sets out the growth strategy for both the Catterick Garrison and the town of Richmond itself. This document states that Catterick Garrison and its surrounding villages will add approximately 126 new dwellings to its existing housing stock every year up until 2028, whereas Richmond will add 16 houses every year, totalling 1,900 and 250 new dwellings respectively over the next 15 years. In addition to this, provision is also made for the development of 300 - 500 homes for military service families accommodation at the Catterick Garrison by 2028 if required in addition to the general housing requirement⁵³.

Northallerton

⁴⁹ ONS, 2011 Census (2012)

⁵⁰ *Ibid*

⁵¹ *Ibid*

⁵² Defence Estates, Catterick Garrison Long Term Development Plan Refresh, April 2008

⁵³ Richmondshire District Council, Local Plan 2012-2028 Core Strategy (December 2014)

The town of Northallerton, which falls within the administrative boundary of Hambleton District Council, is located approximately 16 km south of both Darlington Borough Council and Stockton Borough Council boundaries. At its nearest point the North Sea coast is approximately 40 km to the north east of Northallerton. The 2011 Census found that the population of the town was 18,887⁵⁴.

Hambleton District Council's adopted Core Strategy, covering the part of the District outside the North York Moors National Park, sets out the growth strategy for the town and this states that over the next 8 years approximately 95 new dwellings will be added to the town's housing stock every year. This equates to 760 new dwellings by 2021.

Thirsk

The town of Thirsk, which falls within the administrative boundary of Hambleton District Council, is located approximately 29 km south of the boundary with Stockton Borough Council and 34 km north of the boundary with Leeds City Council. The 2011 Census found that the population of the town was 10,251⁵⁵.

Hambleton District Council's adopted Core Strategy sets out the growth strategy for the town and this states that over the next 8 years approximately 77 new dwellings will be added to the existing housing stock every year, totalling 616 new dwellings by 2021.

Ripon

The Cathedral City of Ripon, which falls within the administrative boundary of Harrogate Borough Council, is located 26 km north of the boundary with Leeds City Council and 37 km south of the boundary with Darlington Borough Council. The 2011 Census found that the population of the town was 16,700⁵⁶.

Harrogate Borough Council's adopted Core Strategy sets out the growth strategy for the town, with regard to housing apportionments. This states that provision will be made for approximately 31 new dwellings every year up until 2023, equating to a total of 310.

Malton

The Market Town of Malton, which falls within the administrative boundary of Ryedale District Council, is located approximately 13 km north of East Riding of Yorkshire boundary and 16 km north east of the City of York boundary. At its nearest point the North Sea is approximately 31 km to the north east of the town. The 2011 Census found that the population of the town was 12,253⁵⁷.

The adopted Ryedale Local Plan Strategy (September 2013) sets out the growth strategy for the town of Malton (including Norton), in which it states that approximately 100 new dwellings will be added to the housing stock of the town every year up until 2027, totalling 1,500 new dwellings⁵⁸.

Whitby

The historic coastal town of Whitby falls within the administrative boundary of Scarborough

⁵⁴ ONS, 2011 Census (2012)

⁵⁵ *Ibid*

⁵⁶ *Ibid*

⁵⁷ *Ibid*

⁵⁸ Ryedale District Council, Local Plan Strategy (September 2013)

Borough Council, and is located 26 km north west of the town of Scarborough. The 2011 Census found that the population of the town was 13,203⁵⁹.

The Draft Local Plan for Scarborough Borough Council sets out the number of dwellings allocated to the town of Whitby as 700 over the plan period. An Area Action Plan for Whitby Business Park has been adopted jointly with the North York Moors National Park Authority. The Plan allocates 14ha of land at the Business Park to meet future employment needs for the town.

Helmsley

Helmsley is the main market town of the North York Moors National Park. The Helmsley Plan has been prepared jointly by Ryedale District Council and the North York Moors National Park. The Plan allocates land for 210 dwellings, a 60 unit extra care facility and 1.9ha of employment land.

Selby

The town of Selby, which lends its name to administrative authority of Selby District Council, is located 13 km to the east of Leeds City Council boundary and 8 km to the west of the East Riding of Yorkshire boundary. The 2011 Census found that the population of the town (including three adjoining villages) was 25,130⁶⁰ making it the largest Principal Town by population but still significantly lower than the Sub-regional Towns of Harrogate and Scarborough.

The adopted Selby District Council Core Strategy (September 2013), establishes that provision will be made for the delivery of a minimum of 2,500 dwellings in the period up to 2027.⁶¹

5.1.3 Rural Villages

As stated above there are over 700 rural villages in North Yorkshire, each with its own specific characteristics. However, some generalisations can be made, including; a low population figure, low density of population, a wide range of economic and social characteristics ranging from the very wealthy to the most deprived.

The consideration of rural villages is important within the context of an evidence base supporting a Minerals and Waste Joint Plan because of the disproportionate effect mineral extraction sites can have upon rural areas, due to the fact that minerals can only be worked where they occur.

5.2 Local Planning Policy

This section sets out information on the current progress that all District and Borough Councils in North Yorkshire have made with regard to their Local Plans and how these may impact upon minerals and waste related development within their local authority area. The importance of cooperating with the District/Borough Councils within North Yorkshire is emphasised in the National Planning Policy Framework where it advises that 'In two tier areas, county and district authorities should cooperate with each other on relevant issues. Local planning authorities should work collaboratively on strategic planning priorities to

⁵⁹ ONS, 2011 Census (2012)

⁶⁰ ONS, 2011 Census (2012)

⁶¹ Selby District Council, Core Strategy (October 2013)

enable delivery of sustainable development'. This is relevant to the North Yorkshire minerals and waste planning authority area where a two-tier planning system operates. The City of York Council and the North York Moors National Park Authority are unitary planning authorities, and the relevant elements of their wider planning policies are also considered below.

The strategies for the District/Borough Councils are essentially based around the concentration of further development within existing service centres, thus continuing the existing settlement pattern for the Plan area.

5.2.1 Craven District Council

Craven District Council, outside of the Yorkshire Dales National Park, have consulted on the first informal draft of the Local Plan and are expecting to publish a second draft in Summer 2015. The Councils' Local Development Scheme (Local Plan Timetable) sets a target date of 2016/17 for the adoption of the Local Plan.

Recent consultation into the growth strategy for the Craven District, with regard to the number of houses to be built, has been set out in the consultation of a Draft Local Plan (Sep 2014). This states that the average annual rate of provision in Craven will be 160 dwellings per year over the next 15 years equating to 2,400 dwellings in total. The Draft Local Plan also sets out the apportionment of housing requirement to general areas in the district, with approximately 113 dwellings allocated to the Southern area, which includes Skipton, 22 dwellings allocated to the Mid area, and approximately 25 dwellings allocated to the North area⁶².

5.2.2 Hambleton District Council

Hambleton District Council, outside of the North York Moors National Park, has both an adopted Core Strategy and a Development Policies DPD. In addition, an Infrastructure Delivery SPD is also underway and this is likely to be out for consultation in late 2010.

The growth strategy for the Hambleton District, with regard to the scale of new housing, is a projected growth of 290 dwellings to be built per annum between 2011-2016 and 260 dwellings to be built per annum between 2016-2021. The location of this growth is primarily focused towards the Northallerton and Thirsk areas, with the Bedale, Easingwold and Stokesley areas accommodating the remaining growth⁶³.

5.2.3 Harrogate Borough Council

Harrogate Borough Council, outside of the Yorkshire Dales National Park, adopted their Core Strategy in February 2009. A Sites and Policies DPD was submitted to the Planning Inspectorate but withdrawn in June 2014 as a result of the Inspectors concerns. As a result of this the Council has decided to stop work on the Site and Policies DPD and begin preparing a Local Plan which is expected to be adopted in Spring 2018.

The growth strategy for the Harrogate Borough is set out in their adopted Core Strategy. This states that the borough will make provision for 390 homes per annum between 2004-2023. Almost half of this settlement growth will be within the Harrogate area whilst just over one fifth will be in the villages and countryside of the Borough. The remaining growth will be

⁶² Craven District Council, Draft Local Plan, September 2014

⁶³ Hambleton District Council, Core Strategy, April 2007

focused towards Knaresborough and Ripon whilst Masham and Pateley Bridge will see settlement growth of between 2 and 3.5%⁶⁴.

The withdrawal of the Harrogate District Sites and Policies DPD was due to concerns raised by the Planning Inspector into the scale of housing provision proposed, which was in line with the Core Strategy detailed above. The Council will review the proposed housing provision in the emerging Local Plan. As an interim measure the Council has set out the housing land supply position as 3.3 years using the lower Strategic Housing Market Assessment requirement of 862 dwellings per annum and 2.7 years using the higher requirement of 1086 dwellings per annum. These figures are provisional and the housing supply provision will be formally updated in due course.⁶⁵

5.2.4 Richmondshire District Council

Richmondshire District Council, outside of the Yorkshire Dales National Park, adopted their Local Plan 2012–2028 Core Strategy on 9th December 2014.

Richmondshire District Council's Local Plan Core Strategy sets out the growth strategy for the entire Plan area and states that an annual housing completion rate of 180 dwellings will be achieved up to 2028. This document states that 62% of this will be directed towards the Catterick Garrison, 8% towards the town of Richmond, 7% to Leyburn, 13% to Primary Service Villages, 5% to Secondary Service Villages and the remainder to elsewhere in the Plan area. As stated above an additional 300 - 500 dwellings may be provided at Catterick Garrison over the plan period if required but this will be dealt with separately and planned for flexibly to account for changing national priorities⁶⁶.

5.2.5 Ryedale District Council

Ryedale District Council's Local Plan Strategy, covering the area of the District outside of the North York Moors National Park, was adopted in September 2013.

The Ryedale Local Plan Strategy establishes a level of house building of an average annual completion rate of 200 units, in order to deliver at least 3,000 (net) new homes over the period 2012 to 2027. Approximately 50% of the planned supply will be directed to Malton and Norton, with 25% to Pickering, 10% to Kirkbymoorside, 5% to Helmsley and 10% to the Service Villages⁶⁷.

5.2.6 Scarborough Borough Council

Scarborough Borough Council, outside of the North York Moors National Park, published a Draft Local Plan in May 2014.

The Draft Plan makes provision for the delivery of around 9,200 dwellings over the plan period. This will be met through a combination of allocations set out in the Plan, totalling approximately 6,500 dwellings, completions from the period 2011/14 and existing commitments. The Draft Plan sets out Housing Allocations with the following total number of

⁶⁴ Harrogate Borough Council, Core Strategy, February 2009

⁶⁵ Harrogate Borough Council, Sites and Policies DPD Withdrawal FAQs (June 2014)

⁶⁶ Richmondshire District Council, Local Plan 2012-2028 Core Strategy (December 2014)

⁶⁷ Ryedale District Council, Local Plan Strategy (September 2013)

dwelling by settlement: Scarborough – 100; Newby and Scalby – 940; Eastfield – 1,420; Cayton – 2,450; Osgodby – 40; Whitby – 700; Filey – 140; Service Villages such as Hunmanby and Seamer – 520; Rural Villages such as Gristhorpe – 80.

5.2.7 Selby District Council

Selby Core Strategy was adopted in October 2013 and establishes that provision will be made for the delivery of a minimum of 450 dwellings per annum in the period up to March 2027. However, after taking account of housing planning permissions, housing land allocations will be required to provide for a target of 5,340 dwellings between 2011 and 2027. With regard to the location of dwellings (that are yet to gain planning permission) the document proposes that 2,500 new dwellings will be allocated to the town of Selby (does not include three adjoining villages) 700 dwellings in Sherburn-in-Elmet, 360 dwellings in Tadcaster and 1,780 dwellings in Designated Service Villages⁶⁸.

5.2.8 North York Moors National Park Authority

The North York Moors National Park Authority adopted their Core Strategy and Development Policies in 2008. This contains both strategic planning policies and development management policies.

Reflecting National Park purposes and the accepted role of National Parks in meeting local housing needs only, the Core Strategy and Development Policies does not identify a housing target for the Park. Instead, the focus is on enabling housing for local needs and affordable housing to take place where it is needed. Based upon past completion rates, it envisages around 26 units to be completed per annum.

5.2.9 City of York Council

The City of York LDF Core Strategy was submitted for examination in early 2012, but in light of the changes to the planning system at the national level the decision was taken to withdraw from examination and instead move forward with a Local Plan. However, following a motion agreed at a Full Council Meeting in October 2014, the publication draft of the York Local Plan is currently not progressing through its statutory consultation, pending further consideration of the Council's housing requirements and how it should meet those requirements.

5.3 Adjoining Minerals and Waste Planning Authorities

Due to the size and shape of the Joint Plan area, there are a large number of adjoining minerals and waste planning authorities. In total, 12 minerals and waste planning authorities directly adjoin the Joint Plan area:

- Leeds City Council
- Darlington Borough Council
- Stockton-on-Tees Borough Council
- Middlesbrough Council
- East Riding of Yorkshire Council
- Bradford Metropolitan District Council

⁶⁸ Selby District Council, Core Strategy (October 2013)

- Durham County Council
- Wakefield Council
- Lancashire County Council
- Doncaster Metropolitan Borough Council
- Yorkshire Dales National Park Authority
- Redcar and Cleveland Borough Council

All the above planning authorities have a responsibility to produce minerals and waste planning policies which will form part of the 'development plan'. Those which are unitary authorities, together with lower tier district/borough authorities, also need to produce policies for non-minerals and waste related issues, such as housing and commercial developments, which may nevertheless have implications for minerals and waste planning.

It is important that relevant strategies and policies of adjacent authorities are taken into consideration when developing policies for the Plan area. The National Planning Policy Framework provides guidance on this issue: 'Public bodies have a duty to cooperate on planning issues that cross administrative boundaries, particularly those which relate to the strategic priorities set out in paragraph 156 [of the NPPF]. The Government expects joint working on areas of common interest to be diligently undertaken for the mutual benefit of neighbouring authorities.'⁶⁹

As the position in terms of policy production is continually evolving, the relevant Council websites provide the most up-to-date picture. However, the current position of Local Planning Authorities with regard to the emerging and adopted documents which constitute their development plans, and details of housing allocations for specific authority areas which may have a significant impact upon the Plan area, are summarised below.

5.3.1 Leeds City Council

Leeds City Council adopted their Core Strategy in November 2014. The Plan states that between 2012-2028 70,000 (net) new dwellings will need to be added to the housing stock of the City to meet forecasted demand. This will be accommodated with 3,660 dwellings per year between 2012/13 and 2016/17, totalling 18,300, but then increasing to 4,700 new dwellings per year between 2017/18 to the end of the plan period, totalling 51,700. It is also anticipated that 500 dwellings per year will be developed on small and unidentified sites, totalling 8,000 new dwellings over the plan period. This indicates that development pressure from housing will steadily grow throughout the plan period.

With regard to the Council's preferences for the location of new housing a sequential approach is preferred, starting with the city centre and the main urban area, moving to locations within major towns and so on until extensions to small settlements are considered. As a general principle it also stated that growth in the south of the Authority will be encouraged whereas growth in the north of the Authority will be managed. The Joint Plan area borders the Leeds City Council Authority to the north and east which suggests that development pressure on the northern border will not be as strongly felt as that on the eastern border.

Leeds City Council adopted their Natural Resources and Waste DPD on the 16th January 2013 and this now constitutes part of the Development Plan for the area.

5.3.2 Tees Valley

⁶⁹ DCLG, National Planning Policy Framework, March 2012 (Para 178)

The Tees Valley grouping referred to includes those authorities that adjoin the Joint Plan Area; Middlesbrough, Redcar & Cleveland, Stockton-on-Tees and Darlington.

All of these Authorities have adopted Core Strategies. Middlesbrough adopted its Core Strategy in 2008, which states that between 2011-2023 a net addition of 4,285 dwellings will be added to the housing stock of the area. The location of this housing is focused towards specific regeneration points, the majority of which are close to or within the urban area of Middlesbrough.

Redcar & Cleveland adopted their Core Strategy in 2007 and this states that 540 new dwellings need to be added to the housing stock of the authority between 2011-2021. The focus of this housing development will be the regeneration areas of Greater Eston, Redcar and East Cleveland.

Stockton-on-Tees adopted their Core Strategy in March of 2010 and this document states that 6,940 new dwellings will be added to the housing stock between 2011-2024. The majority of this development will be directed towards the Core Area, which includes the River Tees corridor from Bowesfield in the south to the boundary with Middlesbrough in the east, and Stockton itself.

Darlington adopted their Core Strategy in May 2011. This document sets out the housing growth for the area and states that approximately 5,800 new dwellings will be added to the housing stock of the area between 2011-2026. The distribution of this housing development will be directed primarily towards the Darlington Urban Area, the Town Centre Fringe and the North Western Urban Fringe.

The Joint Tees Valley Minerals and Waste Core Strategy Development Plan Document (DPD), which covers the five Tees Valley Local Authorities was adopted on the 15th September 2011. The DPD contains the long-term spatial vision and strategic policies needed to achieve the key objectives for minerals and waste developments in the Tees Valley. The Minerals and Waste Policies and Sites DPD, which was also adopted, identifies specific sites for future minerals and waste development, setting out a limited range of policies which will be used to assess minerals and waste planning applications⁷⁰.

5.3.3 East Riding of Yorkshire Council

The emerging East Riding Core Strategy was examined by the Planning Inspectorate in November 2014. Following this, a number of policies have been identified as requiring modifications and a consultation of these changes was undertaken in May 2015. The modified Strategy will subsequently be resubmitted to the Planning Inspectorate prior to any confirmation of adoption.

A Joint Minerals DPD and Joint Waste DPD are being prepared with Hull City Council and these are both expected to be adopted in Spring 2017.

5.3.4 City of Bradford Metropolitan Borough Council

The City of Bradford Core Strategy was submitted for Examination by an Inspector in December 2012. The Council is currently preparing a schedule of main and additional modifications to the submitted Plan in response to the Inspectors recommendations.

5.3.5 Durham County Council

⁷⁰ Tees Valley, Joint Minerals and Waste DPD, September 2011

On 25th April 2014 the County Durham Plan was submitted to the Secretary of State for examination by the Planning Inspectorate. The appointed Inspector produced an Interim Report into the soundness of the Plan on 18th February 2015 which raised a number of issues. In May 2015 the Council decided to pursue its concerns into the findings of the Inspector through a Judicial Review.

5.3.6 Wakefield Council

Wakefield Council adopted its Core Strategy and Development Policies DPD on 15 April 2009. This was then followed on 9th December 2009 with the adoption of a Waste DPD.

5.3.7 Lancashire County Council

Lancashire County Council adopted their Minerals and Waste Core Strategy in February 2009 which replaced the Lancashire Minerals and Waste Local Plan.

5.3.8 Doncaster Metropolitan Borough Council

Doncaster MBC, which borders the Plan area to the south, has prepared a Joint Waste Plan with Barnsley and Rotherham councils. This document was adopted in March 2012 and now constitutes as part of the Development Plan for the council areas.

5.3.9 Yorkshire Dales National Park

The Yorkshire Dales National Park is currently reviewing the adopted 2006 Local Plan and the policies contained within the 1998 Minerals and Waste Local Plan. This will culminate with a Local Plan which replaces both these documents. The Yorkshire Dales Housing Development Plan was adopted in 2012 and this contains a number of updated policies to guide the location, type and tenure of housing development within the National Park.

Contact Details for the respective Planning Authorities

North Yorkshire County Council

Minerals and Waste Policy, Planning Services, North Yorkshire County Council, County Hall, Northallerton, North Yorkshire, DL7 8BR

Tel: 01609 780780

Email: mwdf@northyorks.gov.uk

City of York Council

Planning and Environmental Management, City of York Council, West Offices, Station Rise, York, YO1 6GA

Tel: 01904 552255

Email: localplan@york.gov.uk

North York Moors National Park Authority

Planning Policy, The Old Vicarage, Bondgate, Helmsley, York, YO62 5BP

Tel: 01439 772700

Email: policy@northyorkmoors.org.uk

Contact us

Minerals and Waste Joint Plan, Planning Services, North Yorkshire County Council,
County Hall, Northallerton, North Yorkshire, DL7 8AH

Tel: 01609 780780 Email: mwjointplan@northyorks.gov.uk

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Tel: 01609 532917 Email: communications@northyorks.gov.uk