# DRAFT York, North Yorkshire & East Riding Housing Strategy Review 2021 to 2023

This high-level Housing Strategy Review updates the strategic housing priorities for York, North Yorkshire and the East Riding (YNYER) for the period 2021 to 2023. During this period the two-tier system of local government currently in operation across North Yorkshire is changing and will be replaced by a new unitary council for North Yorkshire from 1st April 2023. This review sets out what the strategic housing priorities are for York, North Yorkshire and East Riding during this transitional period.

Housing is a determinant of health and wellbeing; it is also a driver of economic growth; it is therefore important to have in place strategic priorities for housing that will influence future action and investment and ensure inclusive and sustainable communities across the patch. Covid 19 has exacerbated affordability issues and highlighted long-term pressures linked to entrenched deprivation, the erosion of support infrastructure, and the lack of supported housing at the scale necessary to respond to need and demand. Working with partners to address these issues is essential if we are to ‘build back better’.

## Vision and priorities

It is within this context that the Partnership remains committed to its vision of *‘enabling more new homes, and for all housing to be of a quality, type and size that meets the needs of our urban, rural and coastal communities and supports economic growth’.*

To do this we need to:

1. Maintain current levels of housing supply whilst increasing the quality of new homes.
2. Increase the supply of affordable housing.
3. Tackle homelessness.
4. Meet housing needs, including those of vulnerable households and those with specific needs.
5. Ensure that people have a decent home to live in that facilitates their health and wellbeing.

### Maintain housing supply whilst increasing the quality of new homes

#### Housing numbers

Prioritised within the Housing Strategy 2015-2021, housing growth has accelerated across the patch with increased levels of both planning permissions and housing completions. The Strategy set a housing growth target of 5,000 homes per annum, which equated to 30,000 homes over the lifetime of the Strategy; this target was exceeded by 1,688 homes. Over the same period, planning permissions have significantly exceeded 5,000 homes per annum, with levels above 10,000 permissions for the three-year period 2017/18 to 2019/20.

**Table 1.1: Residential planning permissions and completions 2015/16 to 2020/21**

|  |  |  |
| --- | --- | --- |
| **Year** | **Permissions** | **Completions** |
| 2015/16 | 8,838 | 4,633 |
| 2016/17 | 9,471 | 5,076 |
| 2017/18 | 10,810 | 5,673 |
| 2018/19 | 11,730 | 4,728 |
| 2019/20 | 11,572 | 5,674 |
| 2020/21 | 9,430 | 5,904 |
| **Total** | **61,851** | **31,688** |

(Source: YNYER Housing Strategy Monitoring)

Housing Strategy monitoring illustrates the volume of residential planning permissions granted across the patch. Monitoring also shows that a significant proportion of residential planning permissions do not convert into housing completions (see Table 1.1 and Chart 1.1).

**Chart 1.1: Residential planning permissions and completions 2015/16 to 2020/21**

(Source: YNYER Housing Strategy Monitoring)

The distribution of housing supply indicates that there are some geographical challenges, especially linked to the north of the patch, including parts of Craven, the Yorkshire Dales and Richmondshire, as well as York, and we will continue to work to address these challenges.

**Table 1.2: 2020/21 housing completions & Local Plan targets**

|  |  |  |  |
| --- | --- | --- | --- |
| ***LPA*** | ***Completions*** | ***LPA Target*** | ***% of Target*** |
| *Craven* | *185* | *230* | *80%* |
| *Hambleton* | *607* | *290* | *209%* |
| *Harrogate* | *1262* | *669* | *189%* |
| *Richmondshire* | *36* | *180* | *20%* |
| *Ryedale* | *309* | *200* | *155%* |
| *Scarborough* | *550* | *450* | *122%* |
| *Selby* | *581* | *450* | *129%* |
| *York* | *620* | *822* | *75%* |
| *ERY* | *1688* | *1400* | *121%* |
| *NYMNPA* | *34* | *26* | *131%* |
| *YDNPA* | *32* | *46* | *70%* |
| ***Total*** | ***5,904*** | ***4,763*** | ***124%*** |

(Source: YNYER Housing Strategy Monitoring)

As a result of Local Plan reviews and changes to housing requirements across the patch, the housing target for YNYER is now 4,750 homes each year. It is likely that this will change further over the coming years as more Local Plan reviews take place; it is anticipated that the housing growth figure will reduce further as we head towards 2023, possibly reducing to 4,000 homes per annum.

#### Housing quality

The need to address housing safety standards post Grenfell needs no explanation; there is however recognition that the quality of homes is more than just housing standards. A new Office for Place has been set up by the Government to help *‘banish ugly developments and deliver beautiful, green homes and places.’[[1]](#footnote-1)* The updated National Planning Policy Framework (NPPF) places greater emphasis on place-making, design, beauty, the environment, and sustainable development, and linked to this the new National Model Design Code. It is within this context that work to develop a Design Guide takes on new significance locally. A Design Guide for YNYER is being developed around four strategic principles covering:

* Economic resilience
* Climate emergency
* Local identity and quality
* Health and wellbeing

The draft Guide has been developed in consultation with planners, developers and Registered Provider (RP) partners, with a view to being rolled out across the patch during 2022.

|  |
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| **To maintain housing supply whilst improving the quality of new homes we will:** |
| *Continue to monitor housing permissions and completions* |
| *Work with partners to enable housing supply, especially focusing on areas with delivery challenges* |
| *Oversee the completion of the YNYER Housing Design Guide* |
| *Ensure that Local Plan policies enable good quality new homes through the development of design codes* |
| *Work with our partners to facilitate high quality new housing* |

### Increase the supply of affordable housing

#### Affordability

House prices have continued to rise across the area, despite record numbers of new homes being built (c.5,900); long standing affordability issues have been exacerbated during the pandemic. Regionally, house prices rose by 12% across Yorkshire and the Humber in the year to April 2021 (this compares to 8.9% nationally), the average regional house price in April 2021 was £179,408.

The average property price in York rose from £259,201 in June 2020 to £280,348 in May 2021 (an increase of 8%). In North Yorkshire average prices rose by 9% from £220,246 in June 2020 to £240,977 in May 2021. East Riding saw the biggest percentage increase in average prices over this period, which rose by 11% from £184,019 to £204,971[[2]](#footnote-2). Across the patch the average house price increased from £221,155 to £242,099 over this period, a 9.5% increase.

**Chart 2.1: Average house prices June 2020 to May 2021**

(Source: House Price Index)

During this period of house price inflation, median incomes across the patch have fallen by an average of 5%, with East Riding seeing the biggest reduction with median incomes down by 9.6% on 2019.

**Table 2.1: Median income October 2020**

|  |  |  |  |
| --- | --- | --- | --- |
|  | **Weekly median income** | **Annual % change** | **Annual median income** |
| Yorkshire and The Humber | £440.90 | -1 | £22,926.80 |
| East Riding of Yorkshire | £443.30 | -9.6 | £23,051.60 |
| York | £456.00 | -2.8 | £23,712.00 |
| North Yorkshire | £440.10 | -2.2 | £22,885.20 |

(Source: ONS ASHE Table 8.1a)

Government guidance on affordable prices indicates that gross household incomes should be used to assess affordability. A household is assessed as able to afford to purchase a home if it costs 3.5 times the gross income of a single earner, or 2.9 times the income of dual income household.[[3]](#footnote-3) The annual median income for the patch in October 2020 was £23,216; based on a 4.75 times income multiplier[[4]](#footnote-4), this means that a single median income household could afford a mortgage of £110,278. Based on the average property price of £242,099 this leaves an affordability gap of £131,821. If Government definitions of affordability (3.5 times single income) are used this gap increases to £160,842.

**Table 2.2: Median income mortgage potential (single income)**

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|  | **Annual median income** | **4.75 X multiplier** | **3.5 X multiplier** | |
| Yorkshire and The Humber | £22,927 | £108,903 |  | £80,245 |
| East Riding of Yorkshire | £23,052 | £109,497 |  | £80,682 |
| York | £23,712 | £112,632 |  | £82,992 |
| North Yorkshire | £22,885 | £108,704 |  | £80,098 |
| Patch | £23,216 | £110,278 |  | £81,257 |

(Source: ONS ASHE Table 8.1a)

The affordability ratios based upon median house prices to workplace-based earnings[[5]](#footnote-5) remain high across the patch. Ratios vary from six in East Riding and Scarborough, to as high as nine in Hambleton and Ryedale, and ten in Harrogate. Again, these ratios are significantly above the Government’s definition of affordable based on 3.5 and 2.9 times incomes3, and beyond 4.75 times income lending practice4. Despite high levels of housing completions within these local authority areas, affordability remains a persistent issue, with increased new housing supply seemingly having little impact on affordability.

**Table 2.3: Affordability ratios**

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
|  | **2018** | **2019** | **2020** | | |
| East Riding | 6.65 | 6.51 | 6.37 | | |
| York | 8.87 | 8.22 | 8.04 | | |
| Craven | 7.49 | 7.63 | 8.3 | | |
| Hambleton | 9.06 | 8.96 | 9.05 | | |
| Harrogate | 10.22 | 9.13 | 10.19 | | |
| Richmondshire | 7.38 | 7.41 | 7.83 | | |
| Ryedale | 9.36 | 8.96 | 9.24 | | |
| Scarborough | 6.66 | 6.17 | 6.37 | | |
| Selby | 6.68 | 6.72 | 7.17 | | |
| (Source: ONS - ratio of median house price to median gross annual (where available) workplace-based earnings) | | | |
|  |
|  |

**Chart 2.2: Affordability ratios 2018-2020**

(Source: ONS - ratio of median house price to median gross annual (where available) workplace-based earnings)

Affordability issues are also linked to private rents. The Government defines[[6]](#footnote-6) a household as being able to afford market renting where the rent payable is up to 25% of gross household income. Based on median incomes, an affordable monthly market rent for the patch is £484 (Table 2.4). However, median monthly private rents for the patch are £622 per month (Table 2.5); this £138 differential means that median market rents are approximately 32% of median income. Even smaller two bed homes are unaffordable, with median monthly rents ranging from £515 in East Riding (where £480 per month is affordable), to £765 per month in York (where £494 is affordable). For larger family homes median rents range from £738 per month in Scarborough to £1,386 in York.

**Table 2.4: Median income market rent affordability Oct 2020**

|  |  |  |
| --- | --- | --- |
|  | **Median income** | **25% of income** |
| East Riding | £23,052 | £480 |
| North Yorkshire | £22,885 | £477 |
| York | £23,712 | £494 |
| Patch | £23,216 | £484 |

#### (Source: ONS, ASHE)

Supply issues within the private rented sector are compounding affordability issues, with anecdotal evidence that demand for holiday lets and high sales values have led to landlords leaving the sector.

**Table 2.5: Median private rents – October 2019 to September 2020**

|  |  |  |  |
| --- | --- | --- | --- |
| **Local Authority** | **Median monthly private rental** | **Median monthly private rental for 2 bedrooms** | **Median monthly private rental for 4 or more bedrooms** |
| Craven | £595 | £575 | £1,000 |
| East Riding | £535 | £515 | £875 |
| Hambleton | £595 | £565 | £900 |
| Harrogate | £750 | £725 | £1,350 |
| Richmondshire | £575 | £545 | £850 |
| Ryedale | £625 | £575 | £1,000 |
| Scarborough | £550 | £550 | £738 |
| Selby | £595 | £550 | £995 |
| York | £775 | £765 | £1,386 |
| Y, NY, ER Ave | £622 | £596 | £1,010 |
| England | £730 | £700 | £1,350 |

#### (Source: ONS[[7]](#footnote-7))

#### Affordable housing supply

Persistent challenges in terms of housing affordability means that delivering more affordable homes remains a priority. Levels of affordable housing supply have more than doubled since 2015, rising from 659 in 2015/16 to 1,334 in 2019/20; however, our target of delivering 1,600 homes each year has not been met to date, with viability issues frequently impacting upon delivery.

**Chart 2.3: Affordable housing supply 2013/14 to 2020/21**

(Source: YNYER Housing Strategy Monitoring)

Delivery over the lifetime of the strategy has left us with a cumulative shortfall of 3,383 affordable homes across the patch.

**Table 2.6: Affordable housing completions 2015/16 to 2020/21**

|  |  |  |  |
| --- | --- | --- | --- |
| **Year** | **AH completions** | **AH target** | **Shortfall** |
| 2015/16 | 659 | 1600 | 941 |
| 2016/17 | 915 | 1600 | 685 |
| 2017/18 | 855 | 1600 | 745 |
| 2018/19 | 1,103 | 1600 | 497 |
| 2019/20 | 1,334 | 1600 | 266 |
| 2020/21 | 1,351 | 1600 | 249 |
| **Total** | **6217** | **9600** | **3383** |

(Source: YNYER Housing Strategy Monitoring)

As a result of Local Plan reviews the affordable housing target for 2021 to 2023 is 1,326 homes per annum. We are committed to ensuring that we continue to deliver affordable homes in our rural communities, in 2020/21 20% of the affordable homes we delivered were in rural areas. Our Rural Housing Enablers are central to helping us deliver new rural homes and we will continue to work with our partners, landowners, Parish Councils and local communities to ensure an ongoing supply of affordable rural homes.

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| **To increase the supply of affordable housing we will:** |
| *Monitor affordability and affordable housing delivery* |
| *Work with partners to improve capacity to deliver affordable housing, including developing a housing compact with our RP partners, and tackle challenges to delivery* |
| *Deliver at least 1,326 affordable homes per annum* |
| *Continue to enable an on-going supply of new rural housing through our Rural Housing Enablers* |

### Tackle homelessness

Tackling homelessness across the patch remains a priority.

**Table 3.1: Summary of homelessness monitoring North Yorkshire 2018/19 to 2020/21**

|  |  |  |  |
| --- | --- | --- | --- |
|  | **2018/19** | **2019/20** | **2020/21** |
| **Assessments** |  |  |  |
| Total number of assessments made1 | 2574 | 1915 | 1411 |
| Owed a prevention duty | 1515 | 965 | 669 |
| Owed a relief duty | 974 | 897 | 711 |
|  |  |  |  |
| **Duties end** |  |  |  |
| Total number of Successful Prevention and Reliefs2 | 1334 | 1169 | 1040 |
|  |  |  |  |
| **Main Duties** |  |  |  |
| Total main duty decisions3 | 207 | 360 | 259 |
| Main duty Acceptances4 | 105 | 228 | 148 |

(Source: County Homelessness Group Monitoring)

1No Harrogate BC data for 2019/20 & 2021

2 No Harrogate BC data for 2019/20

3 & 4 No Harrogate BC data for 2018/19 & 2019/20

Analysis of homelessness monitoring for North Yorkshire over the past three years indicates a drop in the number of assessments undertaken; it is anticipated that this is due to the pandemic. Similarly, there has been a corresponding reduction in the number of households owed a prevention duty. The picture in terms of households owed a relief duty however is mixed, in fact rates are higher than pre-pandemic levels (711 in 2020/21 compared to 690 in 2018/19).

**Chart 3.1: North Yorkshire homeless assessments (excluding Harrogate)**

(Source: County Homelessness Group Monitoring)

**Chart 3.2: North Yorkshire homelessness duty decisions (excluding Harrogate)**

(Source: County Homelessness Group Monitoring)

As with assessments, the pandemic has impacted on duty decisions and acceptances; with a reduction in assessments comes a reduction in decisions and acceptances.

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| **To tackle homelessness we will:** |
| *Reduce rough sleeping* |
| *Prevent and relieve homelessness* |
| *Ensure appropriate accommodation and support for all needs groups* |
| *Maintain and develop partnership working and strategic direction* |
| *Raise awareness of homelessness and housing issues, and improve access to services* |

### Meeting housing needs, including those of vulnerable households and those with specific needs

#### Specific needs

Across the patch Strategic Housing Needs Assessments identify the housing requirements for each local authority area, these include a summary of specialist housing requirements, usually based upon analysis of demographic data to establish an indicative need for specialist housing. As SHMAs have been carried out across a range of timeframes it is difficult to collate the data to establish a coherent picture of the overall level of need for specialist housing. A summary of the available data is set out in Table 4.1 below.

**Table 4.1: Summary of SHMA specialist needs data**

|  |  |  |  |
| --- | --- | --- | --- |
| **Local Planning Authority** | **Need for specialist housing for older people** | **Registered Care Beds** | **Timescale** |
| Craven | 2,552 | 685 | 2014-2030 |
| East Riding | 255 | 132-139 | 2016-2032 |
| Harrogate | 2,409 | 1083 | 2014-2035 |
| Hambleton | 1,423 | 505 | 2014-2035 |
| Richmondshire | 1,405 | 436 | 2014-2035 |
| Ryedale[[8]](#footnote-8) | 745 | 334 | 2014-2035 |
| Scarborough | 4,002 | - | 2022-2038 |
| Selby | 1,699 | 687 | 2020-2040 |
| York | 1,688 | 748 | 2012-2032 |

(Source: Local Authority Strategic Housing Market Assessments)

Supported Housing Strategies provide more detail on the housing needs and requirements for specific needs groups, which include: older people (55 and over), people with mental ill health, people with learning disabilities, young people (16-25), offenders and ex-offenders, people involved in substance misuse (drugs/alcohol), and people experiencing domestic abuse.

#### Accessible and adaptable

Home adaptations can improve the accessibility and usability of a person’s home environment. Demand for adaptations is increasing as people live for longer and live with multiple long-term health conditions or experience reductions in mobility. Home adaptations are an effective way of adapting existing homes to better meet the needs of older people and the less able. Research indicates that 85% of people aged over 85 live at home[[9]](#footnote-9), as we age our need for adaptations to enable us to remain living at home increases. Given the demographic profile of our area this is a significant challenge. We need to ensure that our homes are adaptable and accessible by:

* ensuring that a proportion of all new homes are built to accessible standards (M4(2) accessible and adaptable and (3) fully wheelchair adaptable or accessible); and
* delivering an effective programme of aids and adaptations, Disabled Facilities Grants, and handyperson schemes.

|  |
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| **To meet housing needs, including those of vulnerable households and those with specific needs, we will:** |
| *Continue to deliver efficient Disabled Facilities Grants services* |
| *Ensure that through our Local Plans we are delivering specialist accommodation for older people and appropriate accommodation for those needing registered care, as well as a proportion of accessible and adaptable homes* |
| *Work together to meet the identified needs of vulnerable households* |

### Ensure that people have a decent home to live in

#### Decent homes

Decent housing is a key determinant of health. Around 10 million people in England currently live in a home that presents a serious threat to their health and safety – defined by the Government as non-decent.[[10]](#footnote-10) Nationally we have an ageing housing stock profile; approximately 80% of the homes that we will be living in by 2050 have already been built[[11]](#footnote-11). There are an estimated 1.4 million homes in England that do not meet basic standards of decency, and around half of these homes are inhabited by people aged over 55[[12]](#footnote-12). As we age the chance of living in a non-decent home increases (29% of people aged 85 and over live in substandard housing[[13]](#footnote-13)). Locally our ageing population means that this is a concern.

The Government is currently reviewing the Decent Homes Standard and we await the outcome of this. Currently homes are classed as non-decent if they:

* Have a category 1 hazard under the Housing, Health and Safety Rating System.
* Are not in a reasonable state of repair.
* Do not have reasonably modern facilities and services.
* Do not provide a reasonable degree of thermal comfort.

Nationally stock condition is improving with the proportion of homes classed as non-decent falling from 33% in 2008 to 17% in 2019[[14]](#footnote-14). Similarly, there has been a decline in the proportion of homes rated with Category 1 hazards (21% nationally) under the Housing Health and Safety Rating System (HHSRS). Privately rented homes are still more likely to be rated with a Category 1 hazard (13%) than owner occupied homes (10%) or social rented homes (5%). *Is there any local data on decent homes or Cat 1 hazards?*

#### Fuel poverty

In February 2021 the Government published an updated Fuel Poverty Strategy and confirmed a new fuel poverty metric - Low Income Low Energy Efficiency (LILEE). Households are now assessed as being fuel poor if they are living in a property with an energy efficiency rating of band D, E, F or G, and have a disposable income below the poverty line. The Government’s fuel poverty target is to ensure that as many fuel poor households as reasonably practicable achieve a minimum energy efficiency rating of band C by 2030. Under the LILEE metric, if a household achieves band C or above it is no longer classified as being in fuel poverty. Data predating this change assessed between 13% and 17% of households across the patch as living in fuel poverty (Chart 5.1). Energy Performance Certificates indicate that across York and North Yorkshire only 31% of properties assessed were rated as band C or above (Table 5.1).

**Chart 5.1: Proportion of fuel poor households 2019**

*(Source: BEIS Fuel Poverty statistics)*

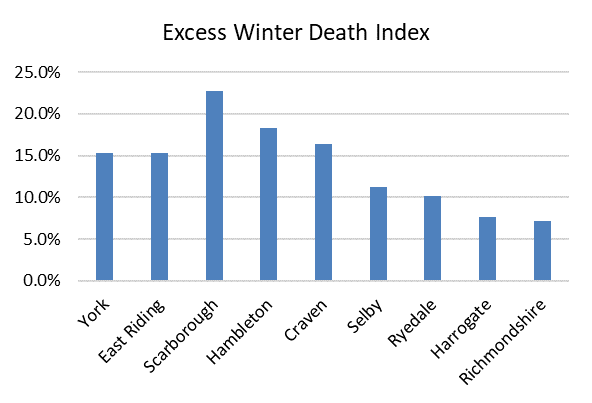
**Table 5.1: Dwellings by EPC (Energy Performance Certificates) Domestic Energy Rating update and include ERY**

|  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
|  | **Number of dwellings by EPC Domestic Energy Rating** | | | | | | | **Total** | **% Rated C or better** |
| **Area** | **A** | **B** | **C** | **D** | **E** | **F** | **G** |
| Craven | 9 | 1002 | 2933 | 5488 | 3089 | 1374 | 447 | 14342 | 27% |
| Hambleton | 38 | 1959 | 4746 | 9106 | 4584 | 2143 | 737 | 23313 | 29% |
| Harrogate | 106 | 1895 | 9515 | 17439 | 9066 | 3175 | 937 | 42133 | 27% |
| Richmondshire | 27 | 860 | 2707 | 5150 | 2694 | 1700 | 600 | 13738 | 26% |
| Ryedale | 66 | 1168 | 3004 | 4938 | 3187 | 1949 | 827 | 15139 | 28% |
| Scarborough | 39 | 2291 | 7525 | 12547 | 7076 | 2732 | 1116 | 33326 | 30% |
| Selby | 28 | 1971 | 6039 | 8347 | 3865 | 1337 | 429 | 22016 | 37% |
| York | 170 | 3611 | 13881 | 22639 | 7854 | 1664 | 443 | 50262 | 35% |
| Total | 483 | 14757 | 50350 | 85654 | 41415 | 16074 | 5536 | 214269 | 31% |
| Percentage | 0% | 7% | 23% | 40% | 19% | 8% | 3% | 100% | 31% |

*(Source: BEIS Fuel Poverty statistics)*

Excess winter deaths across the patch are illustrated in Chart 5.2, this shows that rates in Scarborough, Hambleton, Craven, East Riding and York are all above the national average, with rates in Scarborough and Harrogate also above the Regional average. Poor stock condition and fuel poverty can be contributory factors in respiratory illness and excess winter deaths.

**Chart 5.2:Excess Winter Death Index 2018 to 2019**



England

Yorkshire & the Humber

#### Decarbonisation

*(Source: ONS)*

#### Decent neighbourhoods

Proposals in the Social Housing White Paper seek to ensure that people have a good quality home and neighbourhood to live in. The Paper acknowledges the relationship between housing and physical and mental health, including Covid-19 transmissions. Rebalancing our priorities to focus on the quality of homes as well as the number of new homes delivered is important. We need to make sure that our homes are fit to live in and meet the needs of our communities at every stage of their lives. The Indices of Multiple Deprivation Living Environment Domain measures the quality of the local environment, the more deprived an area is, the higher the score. Table 5.2 indicates that Craven, Ryedale, and Scarborough score highly in terms of living environment deprivation.

**Table 5.2: Indices of Multiple Deprivation – Living Environment (this measures the quality of both the ‘indoor’ and ‘outdoor’ local environment) 2019**

|  |  |
| --- | --- |
| **Local Authority** | **Living Environment - Average Score** |
| Harrogate | 22.427 |
| York | 18.292 |
| Hambleton | 22.413 |
| Richmondshire | 19.284 |
| Selby | 14.733 |
| Craven | 33.925 |
| East Riding of Yorkshire | 17.541 |
| Ryedale | 34.572 |
| Scarborough | 28.305 |

*(Source: MHCLG)*

#### Carbon Reduction

The Government is committed to net zero emissions by 2050; part of the devolution aspirations for York and North Yorkshire is to become England’s first carbon negative economy. Delivering the Government’s carbon reduction agenda locally is complex, and we face specific challenges in our rural areas finding sustainable retrofitting solutions where there is less scope for economies of scale - homes are distributed across large rural geographies with no one predominant property archetype, rather than concentrations of similar property types in cities. Additional planning sensitivities in conservation areas, Areas of Outstanding Natural Beauty (AONB), and National Parks are also a consideration. Decarbonisation cannot be achieved without improvements to housing stock, addressing this challenge is a high priority.

Table 5.3 illustrates the extent of reliance upon fossil fuel heating systems across the patch, with Ryedale, Richmondshire and Hambleton relying heavily on oil heating, and all areas currently dependent upon gas as the single largest fuel type.

**Table 5.3: Estimated proportion of dwellings with an Energy Performance Certificate by main fuel type or method of heating used in central heating 2019**

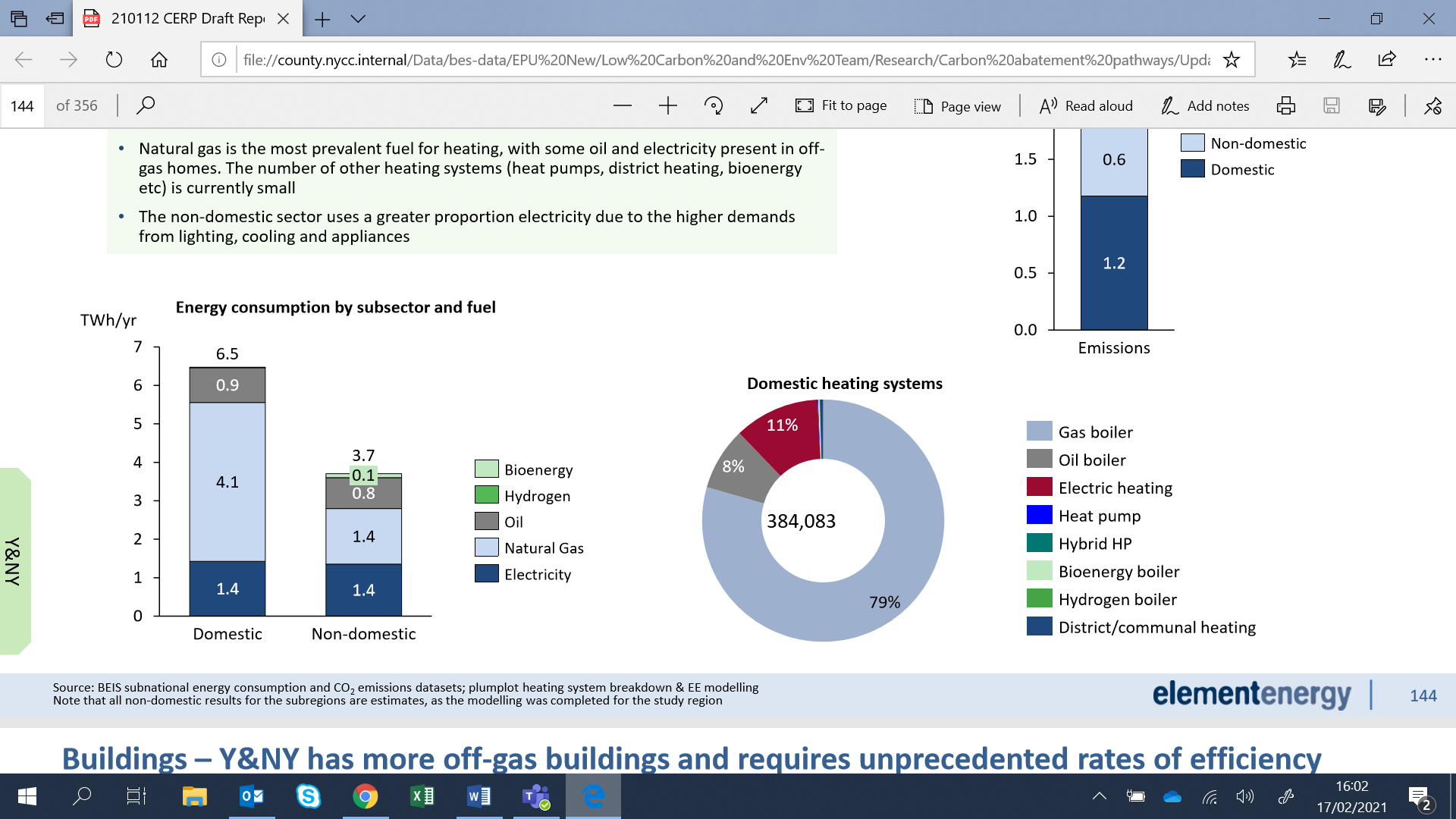
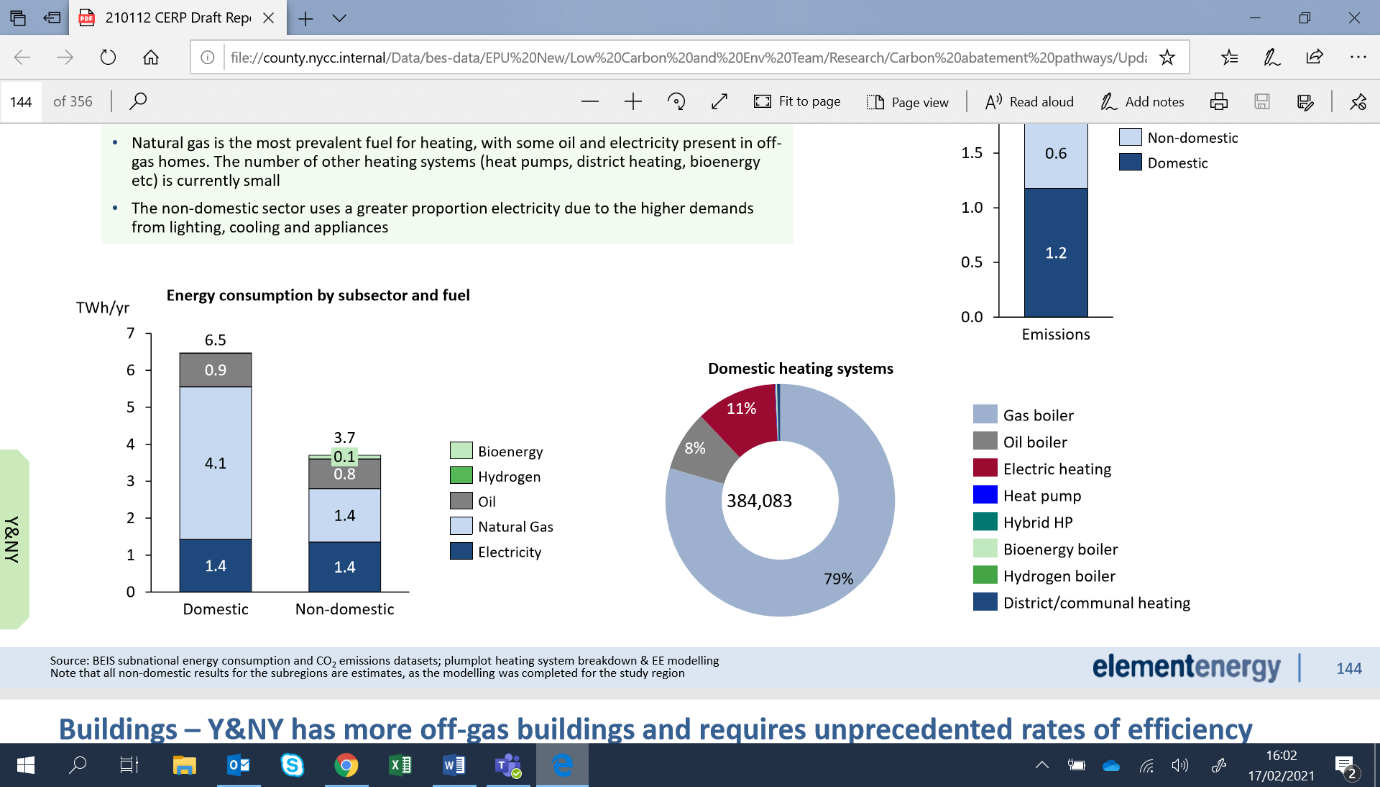
|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| **Local Authority** | **Community heating scheme** | **Electricity** | **Heat pump** | **Mains gas** | **Oil** | **Other** |
| York | 2.23 | 13.82 | 0.37 | 81.23 | 1.18 | 0.59 |
| East Riding | 0.55 | 7.77 | 0.92 | 80.23 | 6.67 | 3 |
| Harrogate | 1.37 | 8.37 | 1.9 | 76.49 | 8.67 | 2.77 |
| Scarborough | 1.1 | 13.39 | 1.03 | 75.9 | 5.27 | 2.24 |
| Selby | 1.21 | 8.44 | 1.09 | 72.07 | 11.46 | 5.15 |
| Craven | 2.13 | 11.49 | 1.14 | 70.71 | 10.09 | 3.84 |
| Hambleton | 1.69 | 10.5 | 2.62 | 59.02 | 20.47 | 5.19 |
| Richmondshire | 2.26 | 10.71 | 1.92 | 55.31 | 24.36 | 5.18 |
| Ryedale | 1.75 | 10.06 | 2.55 | 51.84 | 23.64 | 9.5 |

(Source: ONS)

To understand the action required to achieve our carbon reduction targets the LEP has undertaken a Carbon Abatement Pathway Study, which sets out technically robust pathways to carbon neutrality. The study found that:

* Approximately two thirds of emissions are from domestic buildings.
* A high proportion of homes and businesses (c.20%) are not connected to the gas network, with higher resulting oil consumption and limited future heating system options (harder to deliver green gas such as hydrogen). These are likely to require heat pumps where suitable, or hybrid heat pumps fuelled by electricity and bio-LPG.
* A larger proportion of detached homes (21%) & bungalows (16%) relative to the national average (16% & 10% respectively); this means a significant proportion of larger homes which are less space constrained and typically have high heat demand.
* A higher proportion of very old (pre-1919) homes (24% relative to 19% nationally); typically these are less well insulated and often more difficult to retrofit.
* The majority of emissions from buildings arise from heat generation. Low carbon heating options include heat pumps, hybrid heat pumps, district/communal heating, hydrogen boilers or bioenergy.
* Ambitious energy efficiency improvements are needed in the 2020s, retrofitting over 250,000 homes, to reduce energy demand and support the technical feasibility of low carbon heating systems such as heat pumps.
* Key challenges remain around infrastructure (electricity system, H2 & district heating), quality and consumer acceptance of heat pumps and achieving high thermal efficiency.
* Installing heat pumps in all 30,000 off-gas houses in YNYER would create £60-240 million in economic value, of which the majority would be expected to accrue to local installers[[15]](#footnote-15).
* If 30% of all new homes were of modular construction, this would lead to c800 such homes being built in the YNYER and Hull area per year to 2035. Costs would be equivalent to other new builds, but with higher housing quality and a 26% reduction in gas use. This would lead to annual fuel savings per household of c£230 and annual carbon savings per household of c1.3 tonnes CO2[[16]](#footnote-16).[[17]](#footnote-17)

**Chart 5.3: Energy Consumption by subsector and fuel**



Element Energy, Carbon Abatement Study

(Source: Carbon Abatement Study)

The cost of decarbonising our homes is difficult to quantify. Estimates indicate that £677 million will be needed to decarbonise our social housing stock alone[[18]](#footnote-18). The overall number of homes estimated as requiring upgrading to reach EPC band C across the patch is 350,000, which is nearly 1,000 homes a year needing retrofitting up to 2035. The overall cost of decarbonising our housing is estimated as being £13billion across the patch by 2050.[[19]](#footnote-19)

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| **To ensure that people have a decent home to live in we will:** |
| *Monitor fuel poverty and track progress towards EPC band C* |
| *Work with partners to implement the carbon abatement pathway* |
| *Tackle stock condition issues* |
| *Enforce standards in the private rented sector* |

# Summary of priorities

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| --- |
| **To enable more new homes, and ensure that all our homes are of a quality, type and size that meet the needs of our communities and support economic growth we will:** |
| 1. Maintain housing supply whilst improving the quality of new homes by: |
| * Continuing to monitor housing permissions and completions |
| * Working with partners to enable housing supply, especially focusing on areas with delivery challenges |
| * Overseeing the completion of the YNYER Housing Design Guide |
| * Ensuring that Local Plan policies enable good quality new homes through the development of design codes |
| * Working with our partners to facilitate high quality new housing |
| 1. Increase the supply of affordable housing by: |
| * Monitoring affordability and affordable housing delivery |
| * Working with partners to improve capacity to deliver affordable housing, including developing a housing compact with our RP partners, and tackling challenges to delivery |
| * Delivering at least 1,326 affordable homes each year |
| * Enabling an on-going supply of new rural housing through our Rural Housing Enablers |
| 1. Tackle homelessness by: |
| * Reducing rough sleeping |
| * Preventing and relieving homelessness |
| * Ensuring appropriate accommodation and support for all needs groups |
| * Maintaining and developing partnership working and strategic direction |
| * Raising awareness of homelessness and housing issues, and improving access to services |
| 1. Meet housing needs, including those of vulnerable households and those with specific needs, by: |
| * Continuing to deliver efficient Disabled Facilities Grants services |
| * Ensuring that through our Local Plans we are delivering specialist accommodation for older people and appropriate accommodation for those needing registered care, as well as a proportion of accessible and adaptable homes |
| * Working together to meet the identified needs of vulnerable households |
| 1. Ensure that people have a decent home to live in by: |
| * Monitoring fuel poverty and tracking progress towards EPC band C |
| * Working with partners to implement the carbon abatement pathway |
| * Tackling stock condition issues |
| * Enforcing standards in the private rented sector |

# Appendix: How our priorities link with devolution asks

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| --- | --- | --- | --- |
|  | **Quality places** | **Thriving businesses and people** | **Green future** |
| Maintaining housing supply whilst improving the quality of new homes |  |  |  |
| Increasing the supply of affordable housing |  |  |  |
| Tackling homelessness |  |  |  |
| Meeting housing needs, including those of vulnerable households and those with specific needs |  |  |  |
| Ensuring that people have a decent home to live in |  |  |  |

1. <https://www.gov.uk/government/news/vision-for-building-beautiful-places-set-out-at-landmark-design-event> [↑](#footnote-ref-1)
2. Land Registry House Price Index [↑](#footnote-ref-2)
3. DCLG Strategic Housing Market Assessment Practice Guidance Version 2 August 2007 [↑](#footnote-ref-3)
4. Current mortgage lending practices would suggest a 4.75 times single or joint income could be considered [↑](#footnote-ref-4)
5. <https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian> [↑](#footnote-ref-5)
6. DCLG Strategic Housing Market Assessment Practice Guidance Version 2 August 2007 [↑](#footnote-ref-6)
7. <https://www.ons.gov.uk/peoplepopulationandcommunity/housing/bulletins/privaterentalmarketsummarystatisticsinengland/april2020tomarch2021> [↑](#footnote-ref-7)
8. Historic data, new SHMA data available 2022 [↑](#footnote-ref-8)
9. Laing and Buisson 2017 [↑](#footnote-ref-9)
10. <https://www.ageing-better.org.uk/good-home-inquiry> [↑](#footnote-ref-10)
11. Boardman et al 2015 [↑](#footnote-ref-11)
12. The Good Home Inquiry. [↑](#footnote-ref-12)
13. Department for Communities and Local Government 2016) [↑](#footnote-ref-13)
14. English Housing Survey 2019 [↑](#footnote-ref-14)
15. Local Industrial Strategy evidence base [↑](#footnote-ref-15)
16. Data from: Energy and Low Carbon Development Opportunities in York, North Yorkshire and East Riding and Kingston-upon-Hull, University of Leeds, 2018 [↑](#footnote-ref-16)
17. Local Industrial Strategy evidence base [↑](#footnote-ref-17)
18. arc4 calculation based on Inside Housing research (national survey of RPs) Dec 2020, caveats include speed of conversion, with earlier interventions being more costly. Data excludes shared ownership and market rent units. [↑](#footnote-ref-18)
19. arc4 analysis based upon the Commons Environmental Audit Committee (March 2021) cost estimates midpoint of £2,400 [↑](#footnote-ref-19)