





EAST RIDING  
OF YORKSHIRE COUNCIL

HAMBLETON  
DISTRICT COUNCIL



North Yorkshire  
County Council

RYEDALE  
DISTRICT COUNCIL



SELBY  
DISTRICT COUNCIL  
Moving forward with purpose



SCARBOROUGH  
BOROUGH COUNCIL



CITY OF  
YORK  
COUNCIL



North York Moors  
National Park



YORKSHIRE DALES  
National Park



York & North Yorkshire  
LOCAL ENTERPRISE  
PARTNERSHIP





## Foreword

I am pleased to be able to introduce this Housing Strategy Review for York, North Yorkshire and East Riding. The review follows on from our 2015-2021 Housing Strategy, summarising our high-level strategic housing priorities as we respond to Brexit, the global Covid 19 pandemic, and the challenges and opportunities of Local Government Reorganisation (LGR) as well as devolution for York and North Yorkshire. The Review sets out the current position across the patch in respect of the key priorities for housing and will form the basis of a new Housing Strategy from 2023 onwards. We hope that this Review will help influence action and investment during this period of transition as we work through LGR and move towards a new single North Yorkshire Council on 1st April 2023.

Lastly, a word of thanks to all our partners, who have worked so hard to help us deliver on our housing commitments, and without whom we would be unable to achieve as much as we do for our local communities. Our hope is that we can retain the best of our partnership working as we move forward. It is important that we do not lose momentum during this time of great change – despite exceeding our 30,000 completions target by 1,688 new homes (between 2015/16 and 2020/21), housing affordability remains a key issue. Alongside this there is an acute shortage of specialist accommodation, increasing homelessness and rising demand for temporary accommodation, added to which, the need to move at pace toward low carbon housing solutions means that there is much to be done.

*Richard Foster*

Councillor Richard Foster

Chair - York, North Yorkshire and East Riding  
Housing Board



# Contents

- Introduction ..... 1
- 1 Maintain housing supply whilst increasing the quality of new homes ... 3
- 2 Increase the supply of affordable housing ..... 8
- 3 Tackle homelessness ..... 24
- 4 Meet housing needs, including those of vulnerable households  
and those with specific needs ..... 15
- 5 Ensure that people have a decent home to live in ..... 21
- Summary of Priorities ..... 30

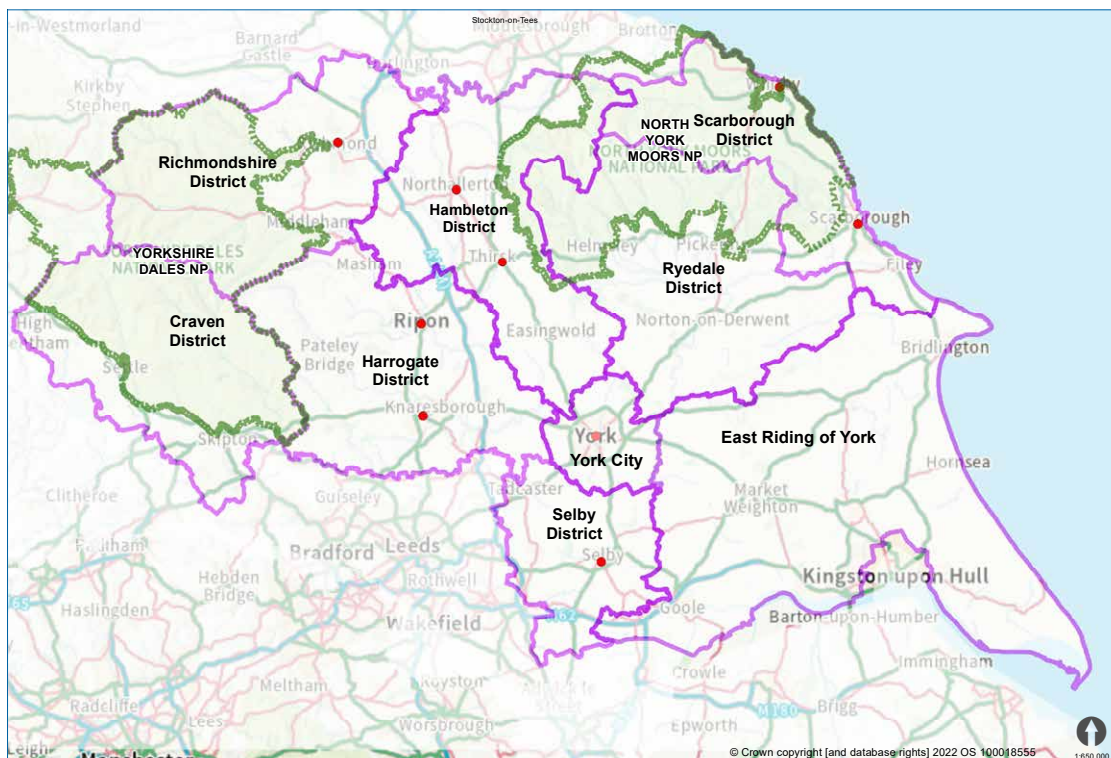
Appendices

- 1 How our priorities link with devolution asks ..... 31

# Introduction

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 1 April 2023. This review sets out what the strategic housing priorities are for York, North Yorkshire and East Riding during this transitional period. The new North Yorkshire Council will be approved by Parliament in early 2022 with elections to the new authority taking place in May 2022 and the creation of a new 'shadow authority'. We recognise the challenges and opportunities this change brings and are committed to ensuring that the housing needs of our residents and communities continue to be met going forward. In recognition that the Districts and Borough Councils cannot make commitments beyond March 2023, this Housing Strategy Review is therefore different to the previous Housing Strategy (2015-2021).

Housing is a key 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. The impact of the pandemic has been far reaching, exacerbating affordability challenges, and highlighting 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 matters 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.

**“We are committed to working with our partners to deliver new affordable homes that will help sustain our rural communities.”**

**Cllr Richard Foster, Chair of the North & East Yorkshire RHE Network**



[housing.org.uk/ruralhousingweek](https://housing.org.uk/ruralhousingweek)

**#RuralHousingWeek**

# 1

## 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 per annum for the three-year period 2017/18 to 2019/20.

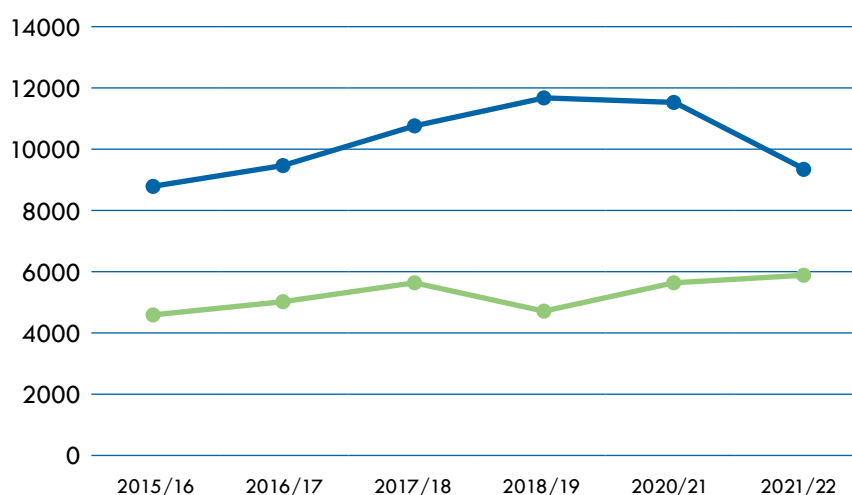
**Table 1.1: Residential planning permissions and completions 2015/16 to 2020/21**

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
<b>Total</b>	<b>61,851</b>	<b>31,688</b>

(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 (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)

—●— Permissions —●— Completions

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; 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%
East Riding	1688	1400	121%
NYMNPA	34	26	131%
YDNPA	32	46	70%
<b>Total</b>	<b>5,904</b>	<b>4,763</b>	<b>124%</b>

(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.’<sup>1</sup> 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 from 2022/23 onwards.

### **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

1. [www.gov.uk/government/news/vision-for-building-beautiful-places-set-out-at-landmark-design-event](https://www.gov.uk/government/news/vision-for-building-beautiful-places-set-out-at-landmark-design-event)



# 2

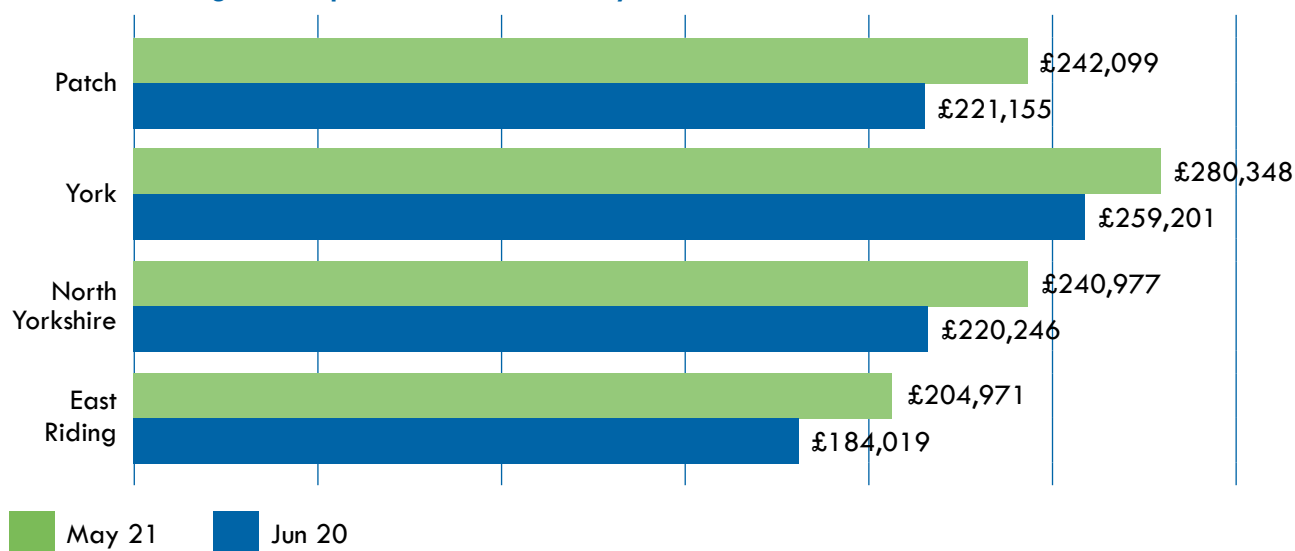
## Increase the supply of affordable housing

### Affordability

House prices have continued to rise across the area, despite record numbers of new homes being built (c.5,900 in 2020/21); 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, with prices up by 11% from £184,019 to £204,971<sup>2</sup>. 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)

2. Land Registry House Price Index

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.<sup>3</sup> The annual median income for the patch in October 2020 was £23,216; based on a 4.75 times income multiplier<sup>4</sup>, 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 - October 2020)

The affordability ratios based upon median house prices to workplace-based earnings<sup>5</sup> 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 incomes<sup>3</sup>, and beyond 4.75 times income lending practice<sup>4</sup>. 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

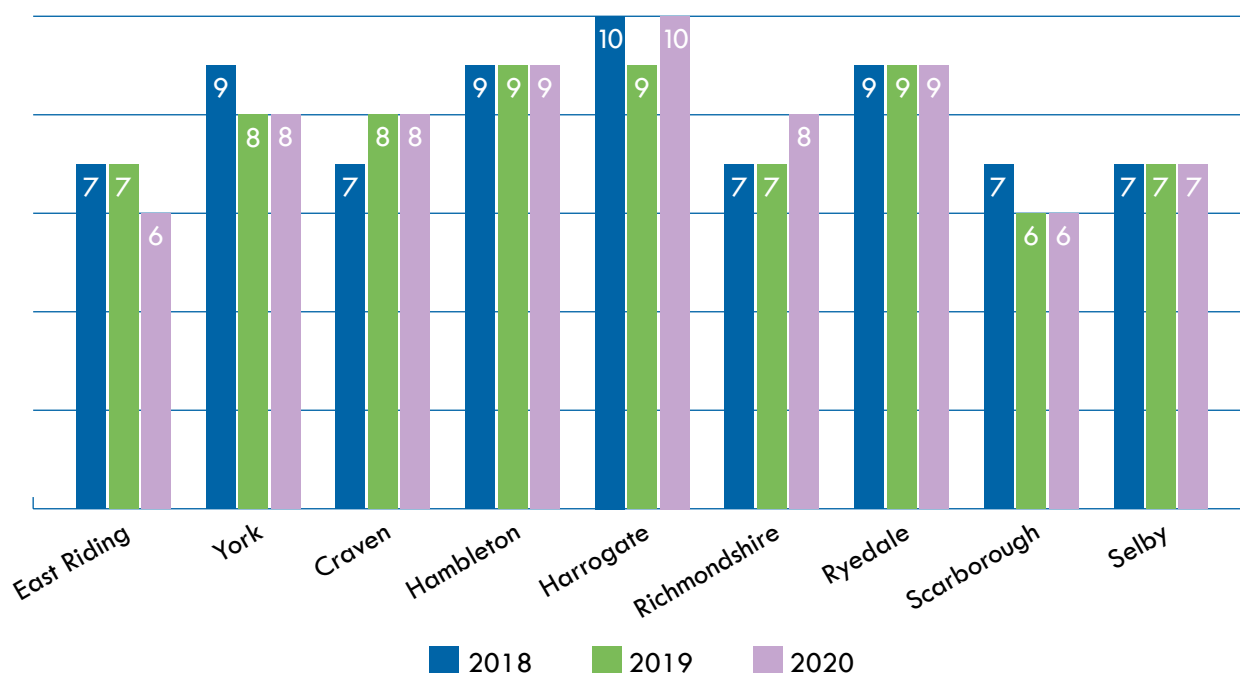
(Source: ONS - ratio of median house price to median gross annual (where available) workplace-based earnings)

<sup>3</sup> DCLG Strategic Housing Market Assessment Practice Guidance Version 2 August 2007

<sup>4</sup> Current mortgage lending practices would suggest a 4.75 times single or joint income could be considered

<sup>5</sup> [www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian](https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian)

**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<sup>6</sup> 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.

6. DCLG Strategic Housing Market Assessment Practice Guidance Version 2 August 2007

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

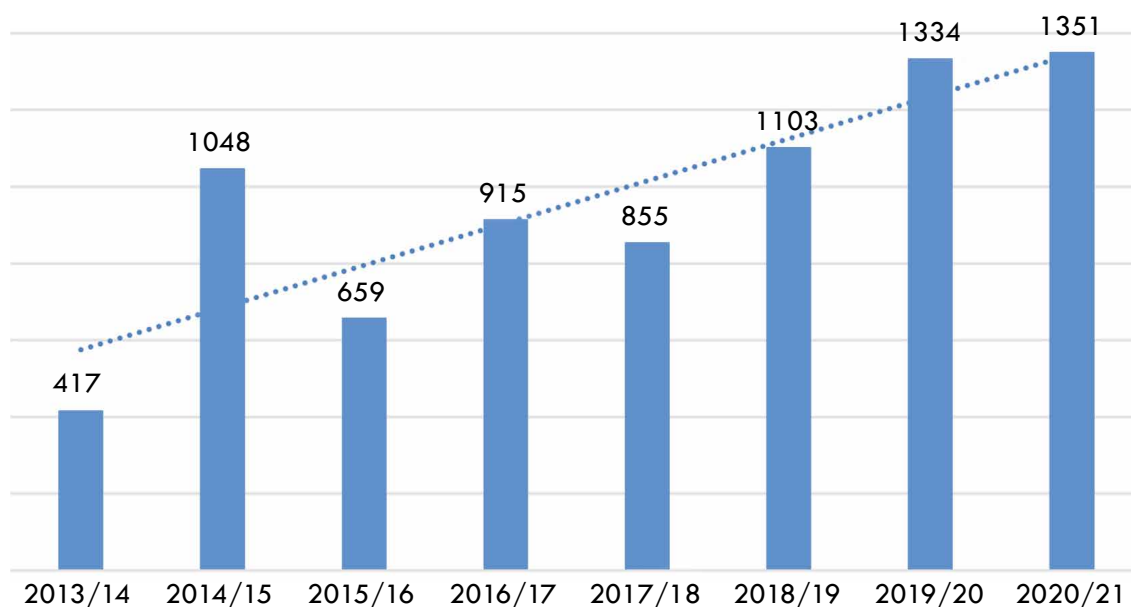
Local Authority	Median monthly private rental	Median monthly private rental for 2 bedrooms	Median monthly private rental for 4 or more bedrooms
Craven	£595	£575	£1,000
East Riding	£535	£515	£875
Hambleton	£595	£565	£900
Harrogate	£750	£725	£1,350
Richmondshire	£575	£545	£850
Ryedale	£625	£575	£1,000
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<sup>7</sup>)

## 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)

7. [www.ons.gov.uk/peoplepopulationandcommunity/housing/bulletins/privaterentalmarketsummarystatisticsinengland/april2020tomarch2021](https://www.ons.gov.uk/peoplepopulationandcommunity/housing/bulletins/privaterentalmarketsummarystatisticsinengland/april2020tomarch2021)

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
<b>Total</b>	<b>6,217</b>	<b>9,600</b>	<b>3,383</b>

(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, local communities, landowners, Parish Councils, and the Community Led Housing (CLH) Hub to ensure an ongoing supply of affordable rural homes.



Burneston Almshouses Community Led Housing Project



### To increase the supply of affordable housing we will:

- Monitor affordability and affordable housing delivery
- Work with partners, including the CLH Hub, to improve capacity to deliver affordable housing, including developing a housing compact with our RP partners, and tackle barriers 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 and the CLH Hub



# 3

## Tackle homelessness

### Homelessness prevention

Homelessness prevention is one of the biggest challenges that we will face over the next three years. Action to prevent homelessness across the patch has been successful over recent years with 4,216 households prevented from becoming homeless across North Yorkshire or having their homelessness relieved between 2018/19 and 2020/21. Tackling homelessness across the patch therefore remains a priority.

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

	2018/19	2019/20	2020/21
<b>Assessments</b>			
Total number of assessments made	2574	3378	2857
Owed a prevention duty <sup>1</sup>	1515	965	669
Owed a relief duty <sup>2</sup>	974	897	711
<b>Duties end</b>			
Total number of Successful Prevention and Reliefs	1334	1842	1040
<b>Main Duties</b>			
Total main duty decisions	287	450	259
Main duty Acceptances <sup>3</sup>	105	228	148

(Source: County Homelessness Group Monitoring)

<sup>1&2</sup> Excludes data for Harrogate 2019/20 & 2020/21

<sup>3</sup> Excludes Harrogate 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 pandemic has impacted on duty decisions and acceptances; with a reduction in assessments comes a reduction in decisions and acceptances.

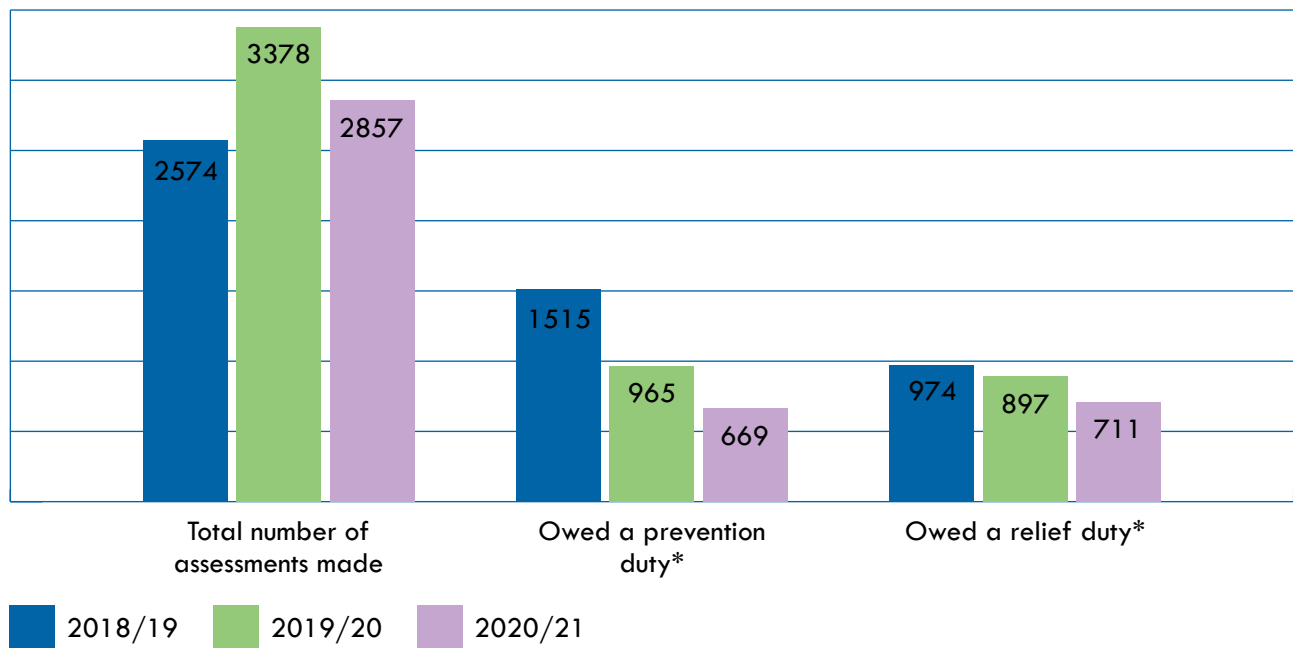
Over the next three years we anticipate that there will be an increased risk of homelessness as more households experience financial difficulties due to the pandemic; from 'cost of living' increases, to a shortage of homes for private rent. Alongside this, a short-term increase in households threatened with eviction is anticipated following the lifting of the ban on evictions.

### Lack of private rented accommodation

The lack of available homes within the private rented sector across the patch is a significant cause for concern. High house prices are incentivising landlords to sell up; whilst demand for 'staycations' is seeing an increasing number of landlords switch to holidays lets/air B&B. The scarcity of supply in the private rented sector is driving up rents, which has a disproportionate impact on vulnerable households and those reliant on benefits; these households are unable to compete for a home by offering landlords higher rents. Despite an increase in

the Local Housing Allowance (LHA) rates in 2020, the disparity between LHA rates and private rents remains a significant issue, for example, in Harrogate rent disparities range from £40 to £200 per month. These disparities necessitate the payment of 'top ups' to private landlords from councils to enable people to sustain their tenancies and stop them becoming homeless - as rents increase, so do the disparities and associated top up payments required. Given that helping people find a home in the private rented sector is pivotal to tackling homelessness, the contraction in the supply of private rented accommodation and increasing rent levels represents a big challenge going forward.

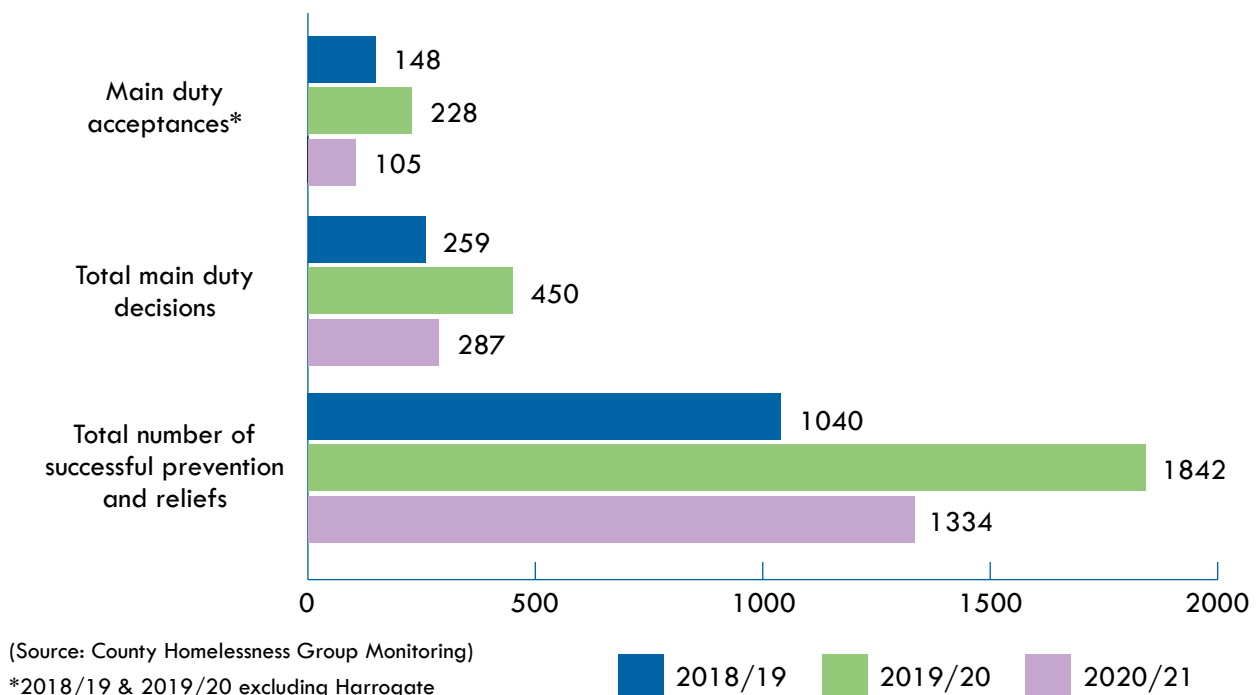
**Chart 3.1: North Yorkshire homeless assessments**



(Source: County Homelessness Group Monitoring)

\*North Yorkshire excluding Harrogate

**Chart 3.2: North Yorkshire homelessness duty decisions**



(Source: County Homelessness Group Monitoring)

\*2018/19 & 2019/20 excluding Harrogate

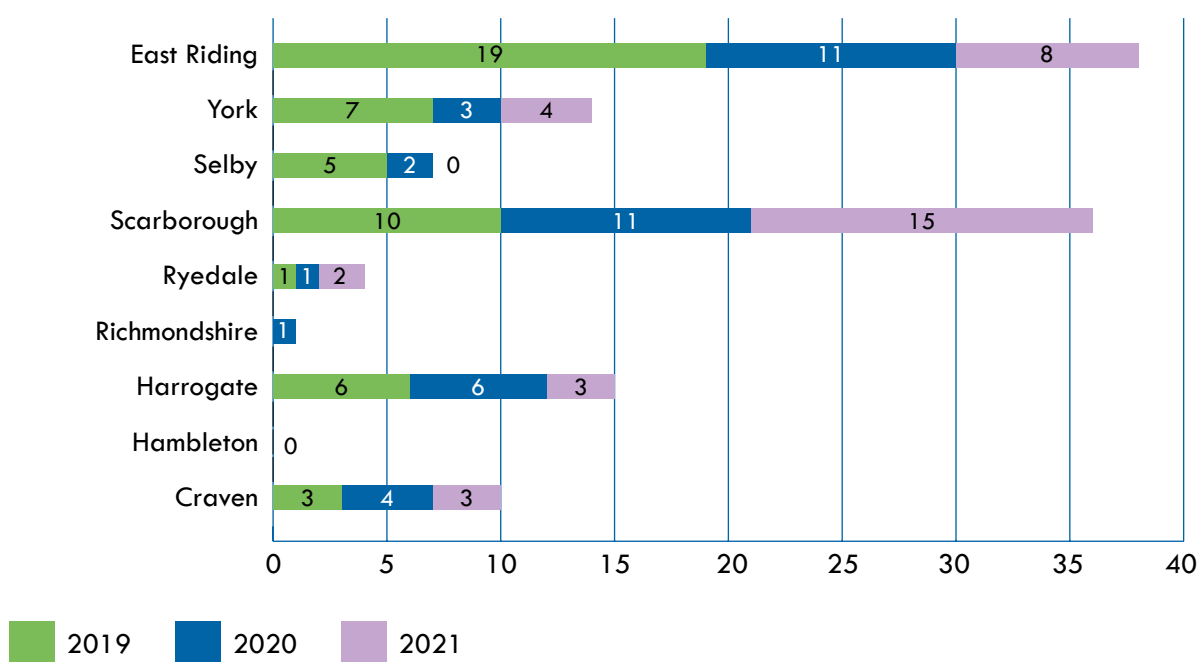
## Shared accommodation

Many of those looking to access the private rented sector with the support of LHA only qualify for the shared room rate of Housing Benefit, meaning that a one bed property is not an affordable option. There is a lack of shared accommodation across the patch generally, and approaches such as Selby's Tenant Find Scheme are essential to help those needing shared accommodation find a home. The Tenant Find scheme matches tenants and landlords, it offers landlords some incentive to provide accommodation; early support is also available to help with tenancy sustainment. The provision of this service is currently grant funded up until March 2022.

## Rough sleepers and specialist accommodation

During the first lockdown the Government required all housing authorities to get rough sleepers off the streets under the 'Everyone In' initiative. Rough sleepers and single homeless households tend to have the highest level of support needs, many are drug and alcohol dependent, in poor physical and mental health, and have a history of offending. Rates of rough sleeping have increased in Scarborough during the pandemic despite 'Everyone In' (see Chart 3.3 below); this is a concern with implications for future provision. There is a shortage of specialist accommodation across the patch for households with complex needs, this often results in households being housed out of area. The lack of specialist supported accommodation contributes to the 'revolving door' of homelessness as households are unable to sustain tenancies.

**Chart 3.3: Annual rough sleeper count 2019-2021**



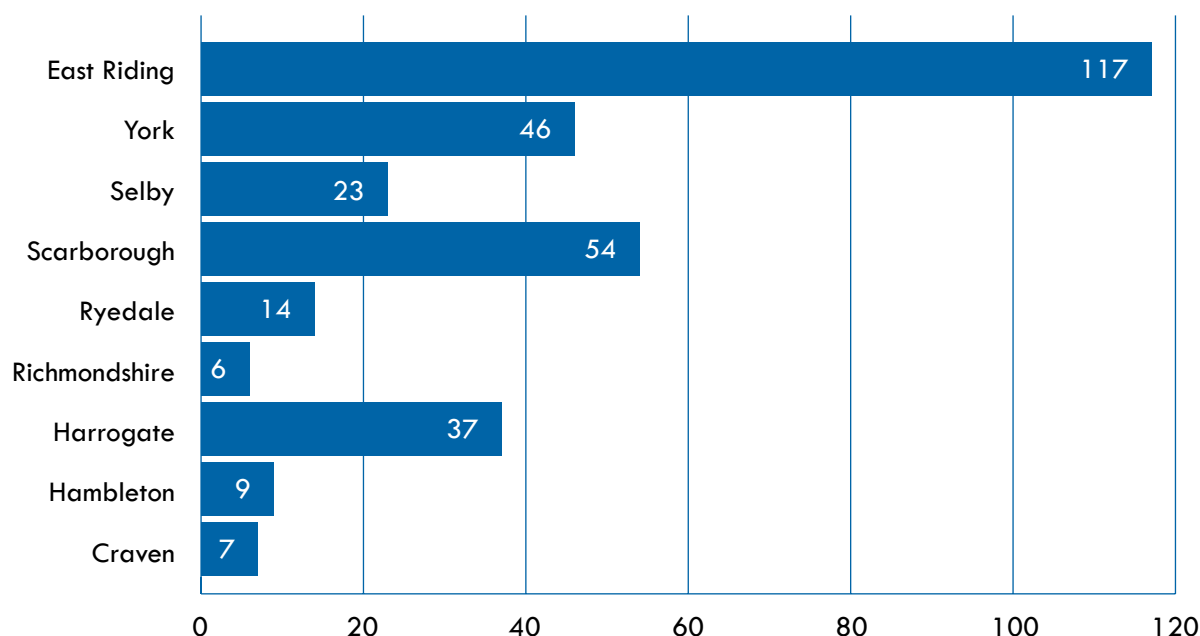
Source: [www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness](https://www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness)

## Temporary accommodation

The provision of temporary accommodation has a significant financial impact on council budgets; in Scarborough alone the cost of providing temporary accommodation has increased from £197,000 in 2019/20 to a projected £900,000 in 2020/21. Levels of temporary accommodation use have risen and are currently highest in East Riding, Scarborough, York and Harrogate (Chart 3.4). With a reduction in the availability of private rented accommodation, we are anticipating a significant increase in demand for temporary accommodation from households who rely on this type of housing. With high housing market values, a significant proportion of the population cannot access owner occupation and rely on renting their home from a private landlord. The reduction in private rented supply now means that many of these households find themselves facing homelessness and in need of temporary accommodation.

To help address the lack of supported housing and provide temporary accommodation in Scarborough, work is underway on a flagship supported housing scheme - ‘a place of change’. The proposed newbuild 40 unit supported housing facility will be a priority project for the new unitary authority as it represents a means of regaining control over temporary accommodation costs in the face of rising demand for accommodation and services from a client group with acute needs.

**Chart 3.4: Households in temporary accommodation snapshot 30 June 2021**



Source: LA data and PTE June 2021

Working with partners to develop a supply of both specialist and temporary accommodation across the patch will be essential to help tackle homelessness and rough sleeping, meet needs and mitigate further cost increases in the future. Increasing the supply of private rented accommodation and facilitating the ability of homeless households to access it will also be a key priority moving forward.

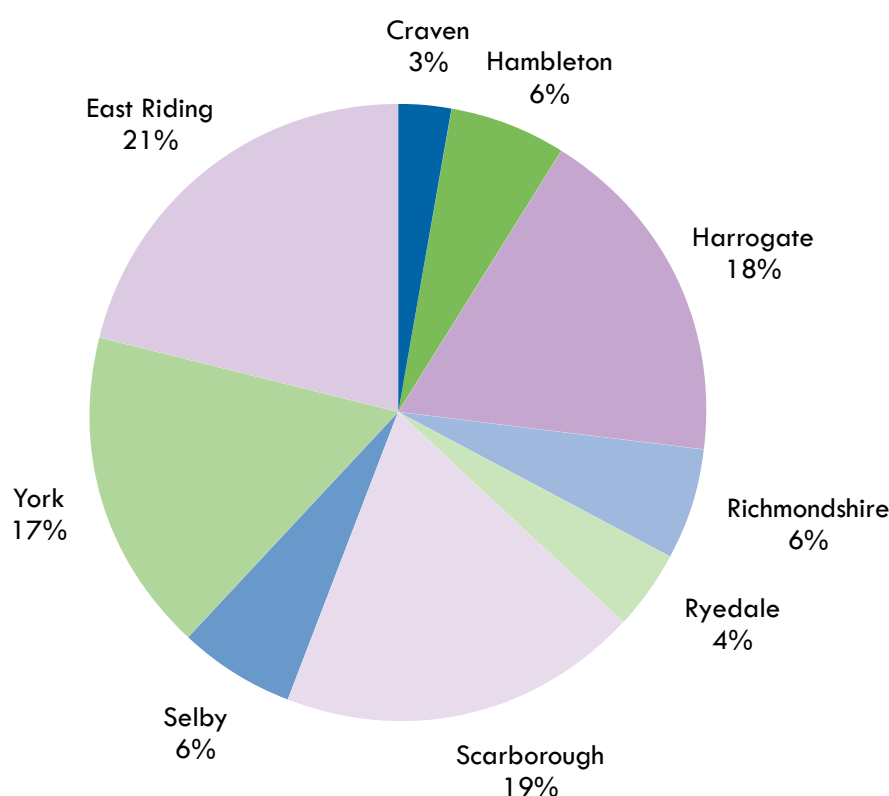
**Table 3.2: Homelessness grant allocations 2021/22**

Housing authority	Homelessness prevention grant £	Vulnerable renters top up £	Total grant £
Craven	79,153	16,597	95,750
Hambleton	125,406	26,295	151,701
Harrogate	405,235	84,969	490,204
Richmondshire	131,260	27,522	158,782
Ryedale	85,000	17,885	102,885
Scarborough	418,399	87,729	506,128
Selby	127,745	26,785	154,530
York	378,290	79,319	457,609
East Riding	477,494	100,120	577,614
<b>Total</b>	<b>2,227,982</b>	<b>467,221</b>	<b>2,695,203</b>

Source: [www.gov.uk/government/publications/homelessness-prevention-grant-2021-to-2022](https://www.gov.uk/government/publications/homelessness-prevention-grant-2021-to-2022)

The Government's Homelessness Prevention Grant is important in enabling the provision of homeless services, support and advice across the patch; this, alongside the vulnerable renters top up grant, helps councils to enhance the provision of their statutory homelessness services and proactively prevent homelessness. Over £2million of grant funding was spent across the area in total during 2021/22, enhancing critical service delivery to prevent and relieve homelessness. This funding is allocated by Government directly to local housing authorities. Whilst its distribution proportionately reflects historic levels of demand for services, it does not reflect the increased demand on services that councils are facing as a consequence of the pandemic. In areas where demand for services has increased exponentially due to covid, such as Scarborough, councils are facing a significant funding challenge to meet the cost of delivering their statutory homeless duties. Table 3.2 above and Chart 3.5 below indicate the level and distribution of homeless grant funding in 2021/22.

**Chart 3.5: Distribution of Government homelessness prevention grant in 2021/22**



Source: [www.gov.uk/government/publications/homelessness-prevention-grant-2021-to-2022](https://www.gov.uk/government/publications/homelessness-prevention-grant-2021-to-2022)

**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



# 4

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

### Specific needs

Across the patch Strategic Housing Needs Assessments (SHMAs) 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	3,525	2,800	2012-2029
Harrogate	1,071 - 1,134	1,323 - 1,407	2014-2035
Hambleton	1,423	505	2014-2035
Richmondshire	1,405	436	2014-2035
Ryedale <sup>8</sup>	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)

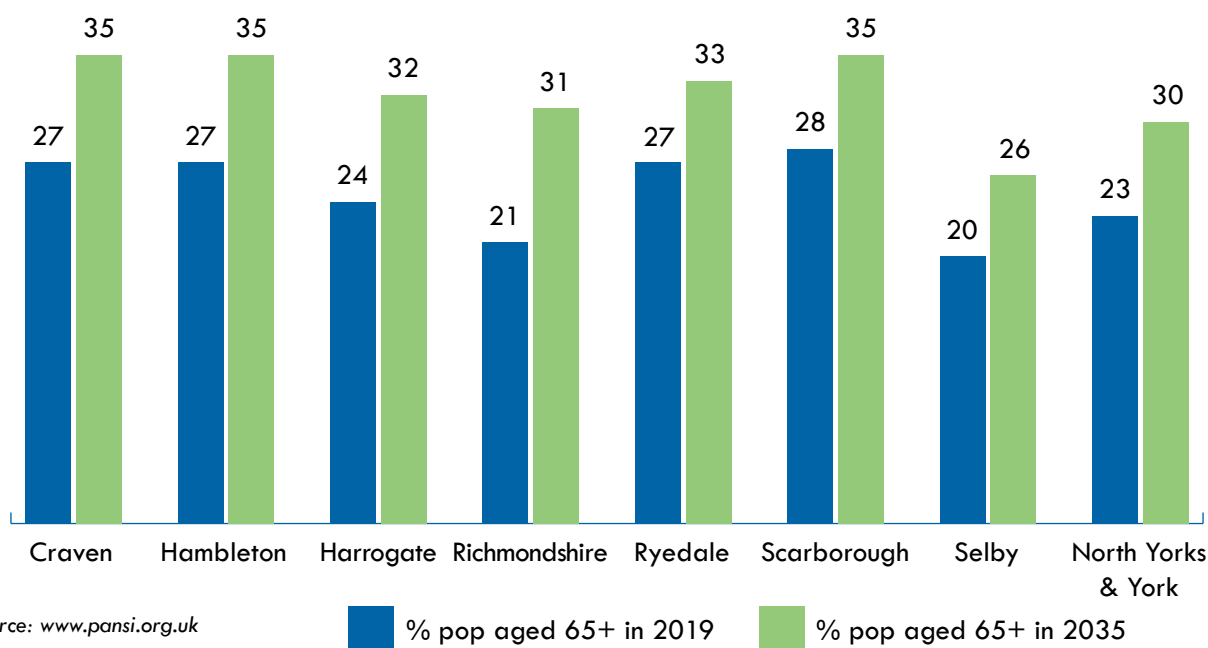
Supported Housing Strategies provide more detail on the housing needs and requirements for specific needs groups, which include: older people (55 and over), people with mental ill health, people with learning disabilities, young people (16-25), offenders and ex-offenders, people involved in substance misuse (drugs/alcohol), and people experiencing domestic abuse. To assist in the development of a strategic approach to supported housing for North Yorkshire, North Yorkshire Clinical Commissioning Group (CCG) is funding a two-year Housing Strategy Officer post, that will sit within North Yorkshire County Council's Adult Social Care Accommodation Team. The role will specifically lead on the development of a North Yorkshire wide Supported Accommodation Strategy for people with a Learning Disability, Autism and/or mental health condition. The aim is for the strategy to cover the full range of housing need from access to general needs accommodation, with support packages, through to specialist developed supported accommodation for individuals with complex health needs. The work includes completing a comprehensive housing needs assessment of likely future demand, working with local partners to agree a strategic approach to meeting that future need and coordinating the development and delivery of an action plan. The work is expected to commence in 2022.

8. Historic data, new SHMA data available 2022

## Older People

Our ageing population probably represents the most significant challenge we face in meeting the housing needs of our communities. In North Yorkshire 23% of the population is aged 65 or over; this figure is expected to increase to 31% by 2035. Scarborough has the highest population aged over 65 and is projected to see an 8.5% increase by 2035 - this is reflected in the identified need for over 4,000 units of specialist accommodation for older people across the Borough of Scarborough up to 2038 (see Table 4.1 above). For North Yorkshire, the greatest increase in overall population aged 65 and over is in Richmondshire, where an increase of 10% in this age cohort is projected.

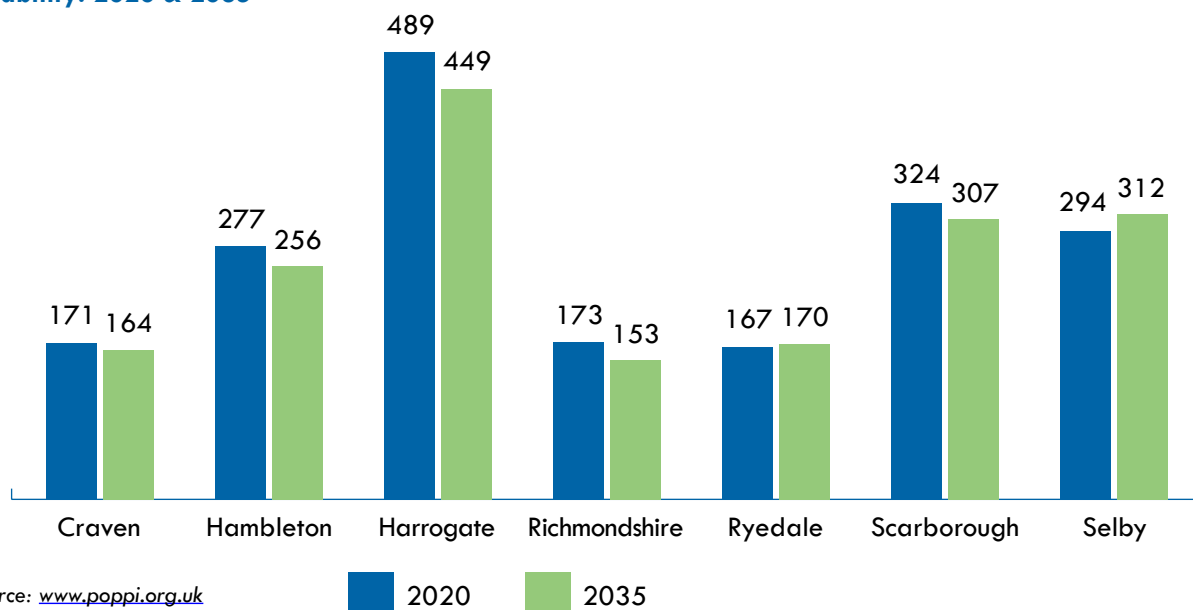
**Chart 4.1: % population North Yorkshire age 65 and over: 2019 and 2035**



## Learning Disability

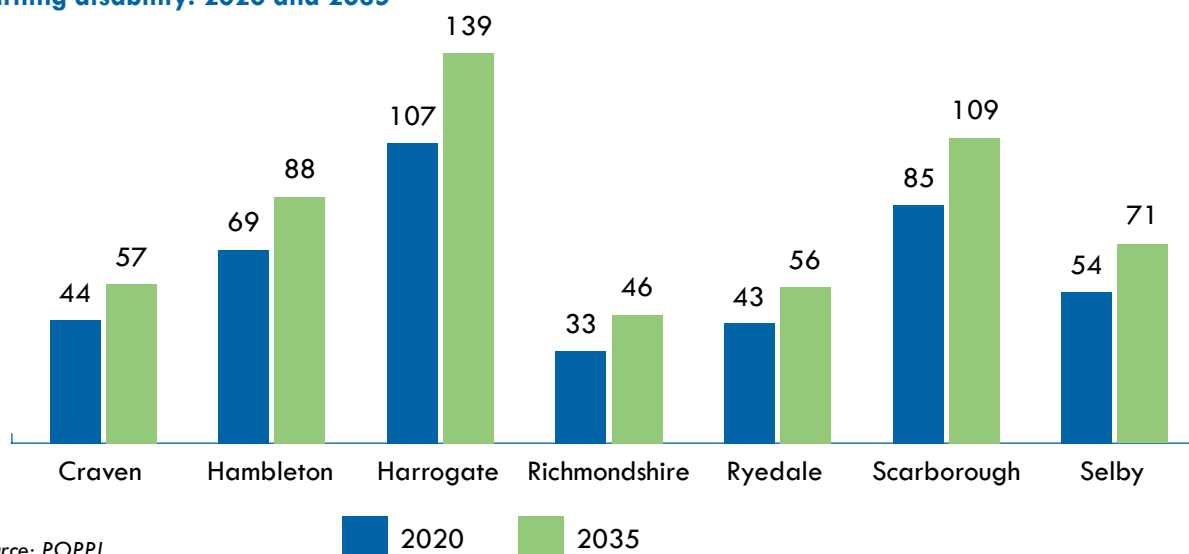
There are 2,653 people aged 18-64 across North Yorkshire and York estimated to have a moderate or severe learning disability, and hence are likely to be in receipt of some form of social care services. This figure is predicted to fall to 2,577 by 2035.

**Chart 4.2: Number of people age 18-64 North Yorkshire predicted to have a moderate or severe learning disability: 2020 & 2035**



Across North Yorkshire, the number of people aged over 65 with a learning disability is projected to increase by 30% by 2035, albeit from a relatively low baseline.

**Chart 4.3: Number of people in North Yorkshire age 65 and over predicted to have a moderate to severe learning disability: 2020 and 2035**



These data indicate that needs of those in the older age cohorts are increasing, whilst for those below 64 years of age numbers remain relatively consistent across North Yorkshire. The projected increase in need for those aged 65 and over with a moderate or severe learning disability has implications in terms of increased demand for accommodation suitable to meet the needs of this population as they age.

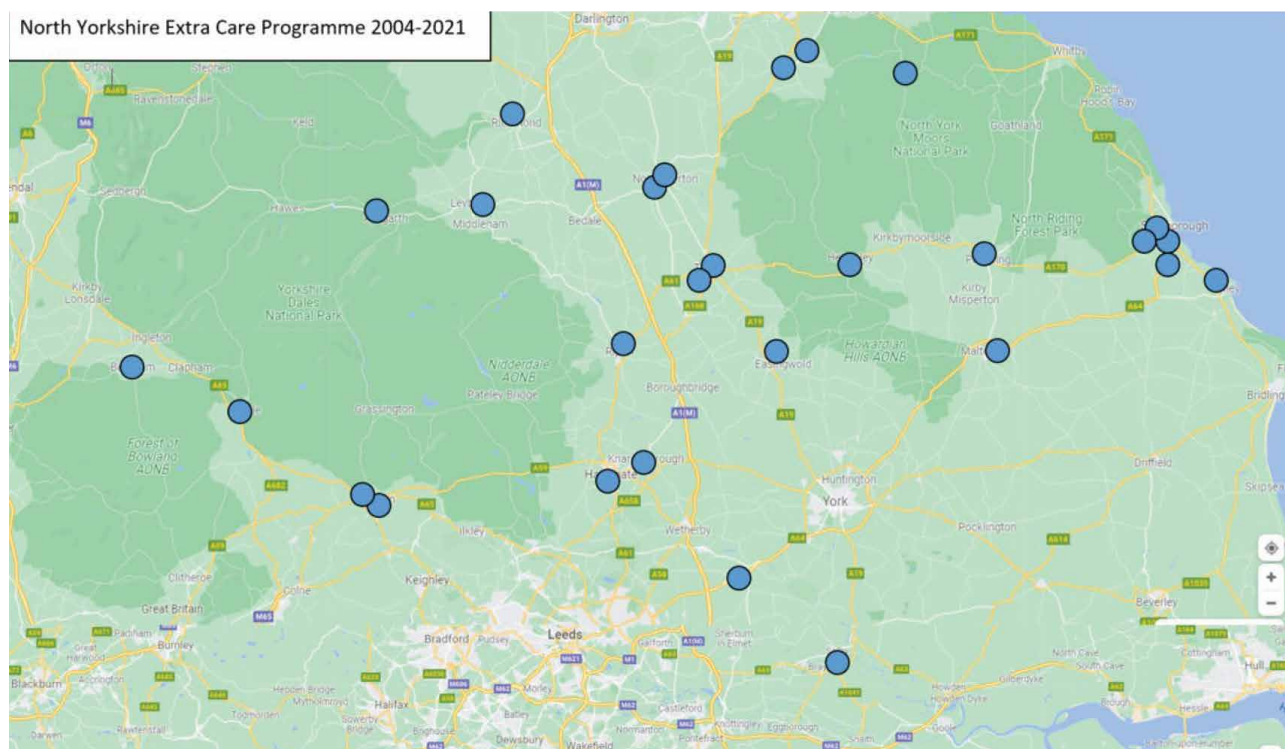
## Extra care

North Yorkshire has one of the largest Extra Care programmes in the country with 27 operational schemes providing over 1,400 units of accommodation with support. These schemes are currently commissioned by the County Council and delivered through a provider framework. To date Extra Care has focussed on meeting the needs of older people, predominantly in the market towns of North Yorkshire. Extra Care will continue to evolve to meet changing patterns of need, this is likely to include a focus on supporting people with more complex care and support needs up to and including the need for nursing care in Extra Care settings. There is also the need to develop smaller scale schemes for rural communities as the population continues to age.

## Supported housing

In North Yorkshire the County Council currently commissions supported housing for people with mental health needs, substance misuse and offenders. These services comprise both housing-based support through designated properties and floating support into people's existing homes. The services are time limited for up to two years, and work with people to develop the skills and resilience that they require to manage their own tenancies and live independently. The CCG funded review of Supported Housing in North Yorkshire will consider delivery models and property requirements of supported housing for the period up to 2035 and provide a sound basis for the new unitary council to deliver planned and cost-effective supported housing to meet identified need.

## Map 4.1: Location of Extra Care Schemes, North Yorkshire



Source: North Yorkshire County Council

## Supported living

Supported living provides long-term housing predominantly for people with learning disabilities, although it is available more generally to other need groups. In North Yorkshire, supported living is currently commissioned by the County Council and comprises both a housing and care offer based on a needs assessment. A recommissioning process is currently underway in North Yorkshire for supported living; this will be followed by a wider piece of transformation work to redesign supported living and ensure that both the housing and care offers are fit for the future.

## Accessible and adaptable homes

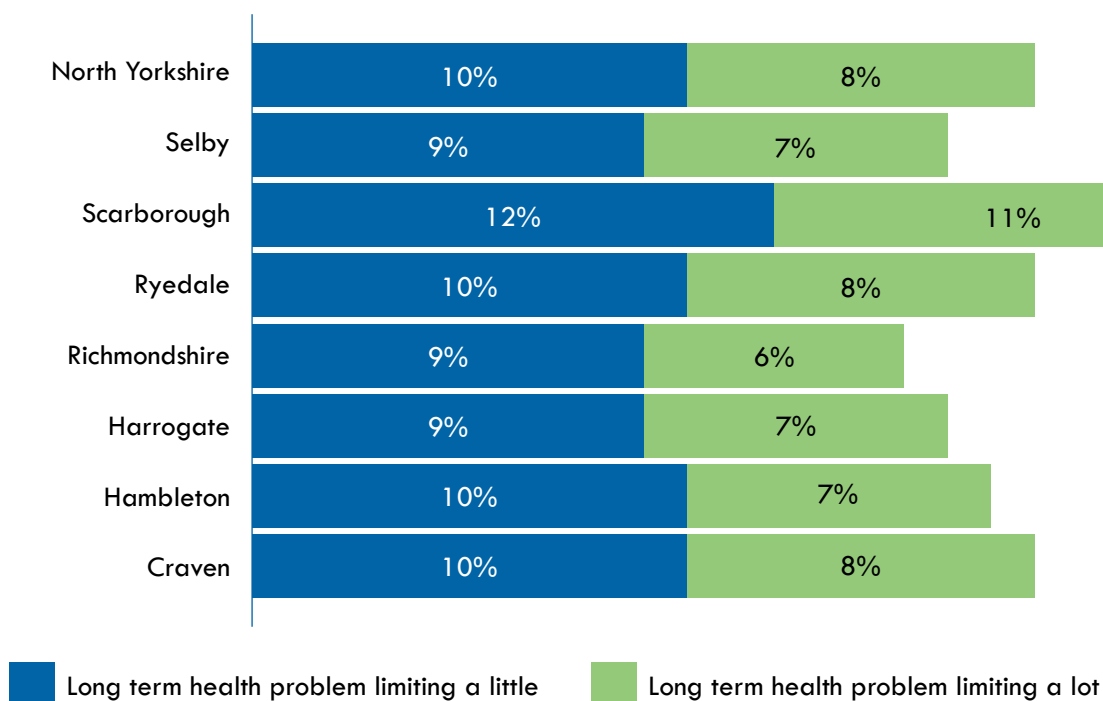
Home adaptations can improve the accessibility and usability of a person's home environment, enabling them to remain living independently. Demand for adaptations is increasing as people live for longer and live with multiple long-term health conditions or experience reductions in mobility. Home adaptations 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<sup>9</sup>; 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 M4(3) fully wheelchair adaptable or accessible); and
- delivering an effective programme of aids and adaptations, Disabled Facilities Grants (DFGs), and handyperson schemes.

As our population ages, the provision of new specialist homes alone will be insufficient to meet rising levels of need, therefore, the use of Better Care Fund allocations to provide DFGs and Home Improvement Agency services that support people living independently are a long-term priority. These services are critical across the patch but perhaps have greater significance in areas with higher concentrations of people with disabilities and ill health, combined with poorer housing stock condition.

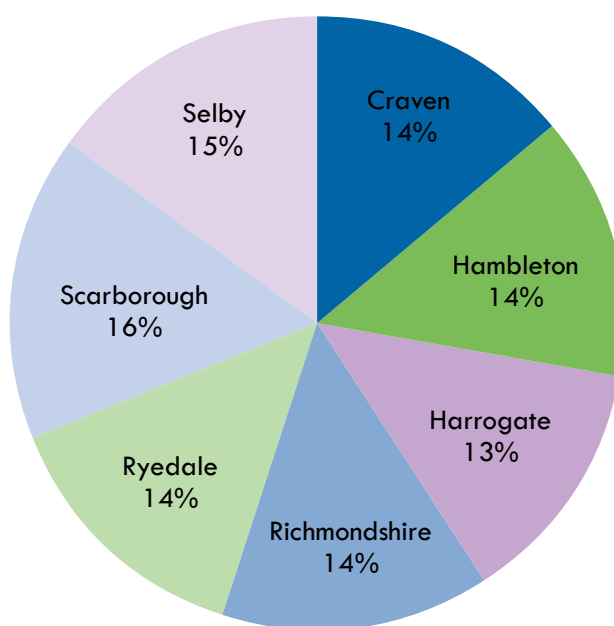
9. Laing and Buisson 2017

**Chart 4.4: North Yorkshire long-term health problems<sup>10</sup>**



Source: Census 2011

**Chart 4.5: North Yorkshire proportion of over 65s living with limiting long term illness<sup>11</sup>**



Source: Census 2011

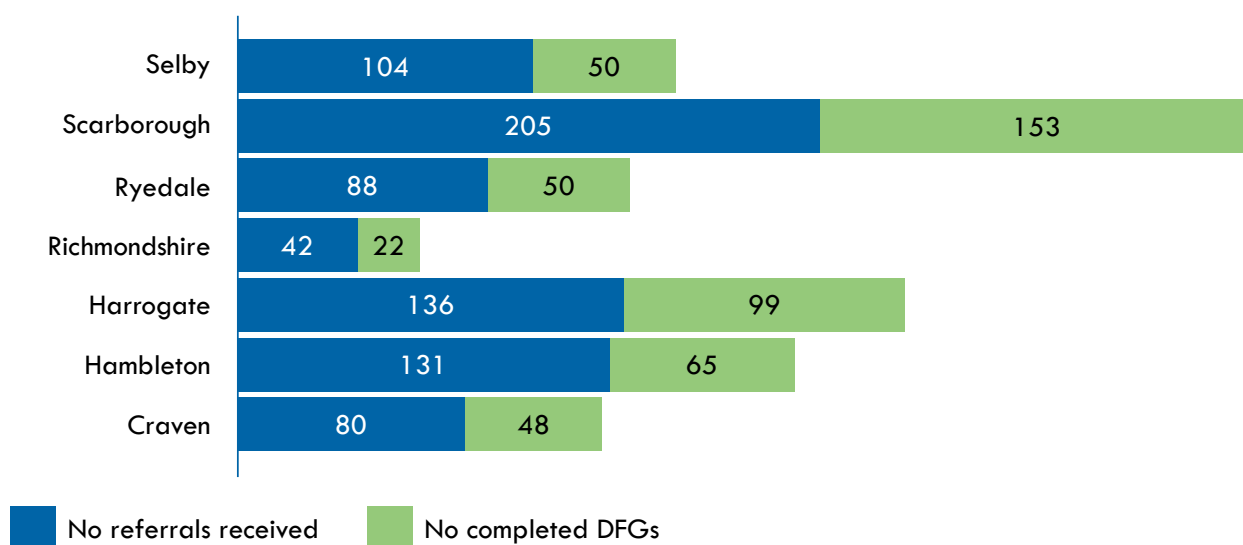
Within the context of North Yorkshire, Scarborough stands out as having proportionately higher long term health problems (Charts 4.4 and 4.5). Given this, the need and associated demand for DFGs is unsurprisingly higher in Scarborough (Chart 4.7). This geographical distribution of demand for DFGs in North Yorkshire is unlikely to change, however, the County's aging population means that the volume of demand will increase across the patch as people age.

10. Figures rounded

11. Figures rounded



**Chart 4.7: North Yorkshire DFG referrals and completions 2020/21**



Source: White Rose Home Improvement Agency

During 2021/22 there has been an increase in referrals for DFGs; this has driven up demand across North Yorkshire. This rise in demand has coincided with market forces that, due to Brexit and the pandemic, have seen the cost of labour and building materials rise dramatically. A shortage of contractors, significant increases in the cost of building materials, and a sharp increase in demand, means that many councils have a backlog of DFG cases, with prioritisation systems having to be implemented for the first time; higher costs means fewer applicants can be helped.

**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
- Develop a Supported Housing Strategy for North Yorkshire
- Work together to meet the identified needs of vulnerable households

# 5

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

### Decent homes

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.<sup>12</sup> Nationally we have an ageing housing stock; approximately 80% of the homes that we will be living in by 2050 have already been built<sup>13</sup>. 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<sup>14</sup>. As we age the chance of living in a non-decent home increases (29% of people aged 85 and over live in substandard housing<sup>15</sup>). 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 seen to be improving with the proportion of homes classed as non-decent falling from 33% in 2008 to 17% in 2019<sup>16</sup>. 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%). The Partnership area has an overall housing stock of approximately 545,000 homes based on recent Valuation Office Agency (VOA) figures; the tenure mix of stock across the patch is illustrated in Table 5.1 below.

**Table 5.1: Tenure mix**

	Owner Occupation	Social Housing	Privately Rented
Craven	73.1%	9.0%	15.4%
Hambleton	69.5%	12.9%	15.1%
Harrogate	71.1%	9.1%	17.5%
Richmondshire	63.9%	10.8%	22.4%
Ryedale	67.1%	12.9%	16.8%
Scarborough	65.8%	12.4%	19.5%
Selby	75.0%	12.0%	11.0%
<b>North Yorkshire</b>	<b>69.6%</b>	<b>11.2%</b>	<b>16.8%</b>
York	66.1%	14.0%	17.9%
East Riding	75.3%	9.1%	13.7%

Source: Census 2011

12. [www.ageing-better.org.uk/good-home-inquiry](http://www.ageing-better.org.uk/good-home-inquiry)

13. Boardman et al 2015

14. The Good Home Inquiry

15. Department for Communities and Local Government 2016)

16. English Housing Survey 2019

Whilst the private rented sector (PRS) across the patch is roughly in line with the national average, there are higher proportions in some districts (Scarborough and Richmondshire), with very high concentrations in parts of Scarborough (over 50% in inner urban area of Scarborough). Based on recent national estimates, the PRS has grown by up to 20% since 2011, although in the last two to three years there are signs that this is slowing down, even contracting due to the impact of Covid and wider market trends.

According to the English Housing Survey 2019, the proportion of properties not meeting the Decent Homes Standard within the PRS is far higher at 26% compared to owner occupation (18%) and social rented (12%). In addition, the age of the housing stock across North Yorkshire, and particularly within certain districts (Craven, Ryedale and Scarborough), is much higher than nationally.

**Table 5.2: Proportion of pre 1919 homes**

	Proportion of housing built pre-1919
Craven	36.7%
Hambleton	23.0%
Harrogate	28.1%
Richmondshire	25.1%
Ryedale	31.6%
Scarborough	33.8%
Selby	15.1%
<b>North Yorkshire</b>	<b>27.6%</b>
York	16.9%
East Riding	18.1%
England	20.8%

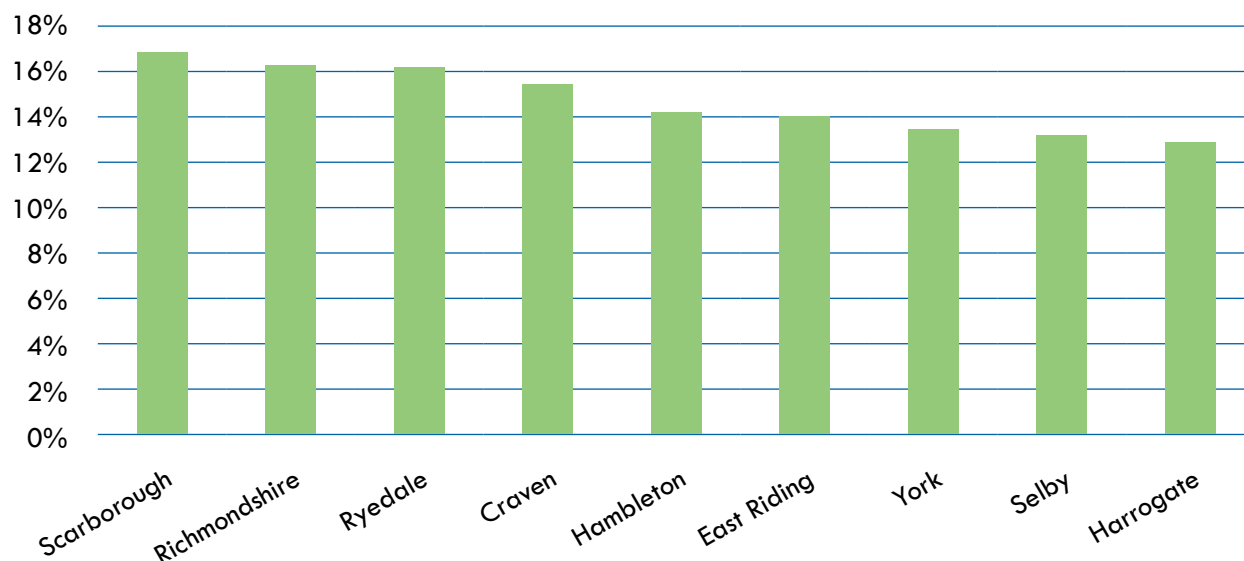
Source: Valuation Office Agency: Council Tax Stock of Properties

The combination of high rates of PRS and older housing stock has implications for the standard of the stock, especially in relation to both energy efficiency and stock condition.

## Fuel poverty

Tackling fuel poverty shall remain a key priority across the patch. The proportion of households in fuel poverty is 14.6% across North Yorkshire, compared to 13.4% nationally. The areas with the highest proportions of fuel poverty are Richmondshire (16.3%), Ryedale (16.1%) and Scarborough (16.8%). Within more deprived areas (such as central Scarborough) over 25% of households are in fuel poverty. There is also a correlation between fuel poverty and private rented accommodation, with almost 27% of private rented households nationally being in fuel poverty<sup>17</sup>.

17. Source: BEIS sub regional tables 2021

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

(Source: BEIS Fuel Poverty statistics)

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 34% of properties assessed were rated as band C or above (Table 5.3).

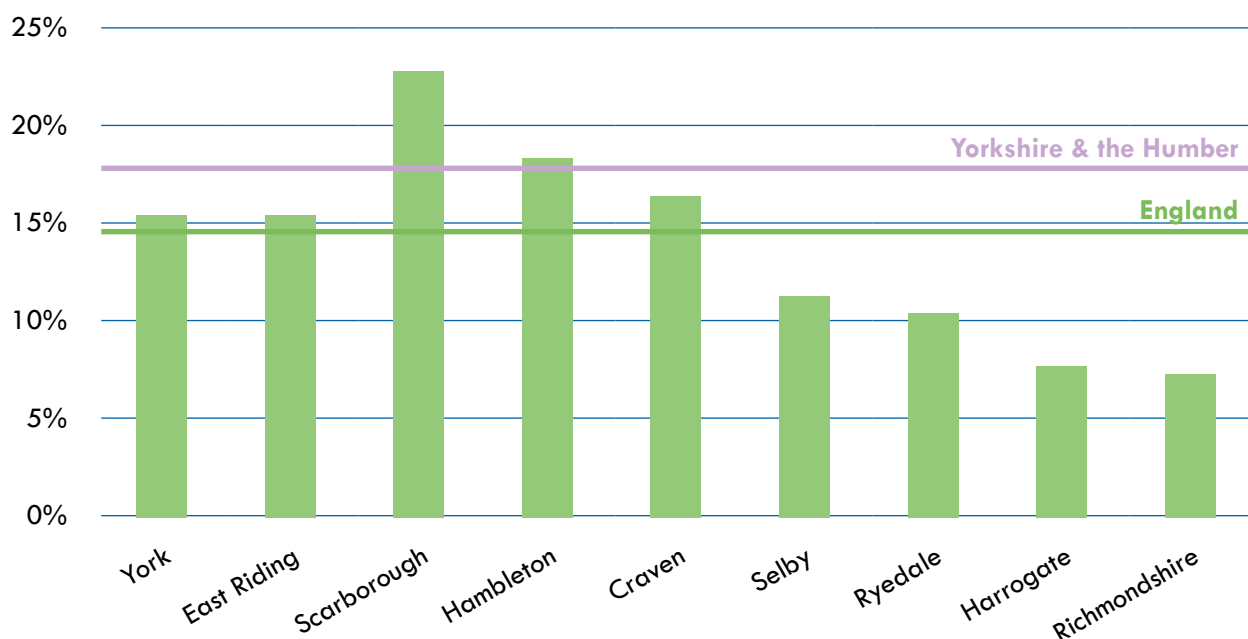
**Table 5.3: Dwellings by EPC (Energy Performance Certificates) Domestic Energy Rating**

Area	A	B	C	D	E	F	G	Total	% Rated C or better
Craven	23	1,920	4,256	7,866	4,021	1,688	496	20,270	31
Hambleton	82	4,273	7,715	13,055	6,599	2,810	865	35,399	34
Harrogate	149	5,818	14,228	24,541	11,421	3,628	1,052	60,837	33
Richmondshire	39	1,409	4,288	7,363	3,744	2,067	699	19,609	29
Ryedale	84	2,531	4,064	6,950	4,861	2,459	1,006	21,955	30
Selby	225	4,609	8,392	11,232	4,853	1,591	513	31,415	42
Scarborough	58	4,256	10,806	17,765	9,424	3,308	1,356	46,973	32
York	239	5,826	20,641	30,604	9,047	1,811	503	68,672	39
East Riding	263	12,317	28,158	50,177	22,568	7,413	2,582	123,478	33
Total	1,162	42,959	102,548	169,553	76,538	26,775	9,072	428,608	34
Percentage	0.3	10.0	23.9	39.6	17.9	6.2	2.1		

Source: Energy Performance of Buildings Data: England and Wales, [epc.opendatacommunities.org/login](https://epc.opendatacommunities.org/login) Energy Performance Certificates issued up to and including 30 September 2021

Excess winter deaths across the patch are illustrated in Chart 5.2, this shows that the rate of excess winter death 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 death.

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



## Stock condition

Officers enforce a range of laws aimed at improving poor housing conditions in private sector housing with a focus on the Private Rented Sector (PRS). The approach is both proactive and reactive. Proactive activity includes work to ensure that the national mandatory scheme for Licensing of Houses in Multiple Occupation (HMOs) is administered and enforced through an inspection regime. Reactive work to tackle poor conditions in the private sector responds to a range of complaints from tenants who are living in homes that are rented in poor condition and/or poorly managed. Councils have a duty to take appropriate action when they find the most serious category 1 hazards; they also have a power to take action for less serious, but still dangerous, category 2 hazards. Councils also have legal duties and powers under other legislation. While comparisons are difficult given differences in recording methods, evidence shows that enforcement action continues to be necessary to deal with unsafe and unhealthy housing across the patch (see Table 5.4 below).

**Table 5.4: Action taken to tackle poor conditions/practice in the private rented sector 2020/21**

	Complaints or requests for service received	Number of Notices serviced under Housing Act 2004 to remedy Cat 1 & 2 Hazards (Including Hazard Awareness Notices)	Number of Housing enforcement actions under other legislation - for instance EPA'90, PHA'36 or Building Act '84	Number of Civil Penalty Notices served	Number of prosecutions commenced
York	249	118*	12	0	0
Craven	66	2	0	0	0
East Riding	771	57	2	0	0
Hambleton	239	10	0	0	0
Harrogate	191	47	1	7	0
Richmondshire	36	3	0	0	0
Ryedale	79	1	0	0	0
Scarborough	369	277	0	0	6
Selby					

\* Number of hazards identified 5 cat 1, 118 cat2. One notice may contain more than one hazard



With stock profiles indicating significant proportions of old and very old properties (Table 5.2), tackling stock condition issues within existing housing is a crucial priority - not only in addressing fuel poverty and excess winter death, but in helping us to deliver on carbon neutral commitments. Areas with a predominance of older private rented housing have very significant issues and challenges that require a particular emphasis.

The Index of Multiple Deprivation (IMD) 2019 illustrates the scale of the problem within certain parts of North Yorkshire. The Living Environment (Indoors) Domain is based on the following indicators:

- Houses without central heating: the proportion of houses that do not have central heating.
- Housing in poor condition: the proportion of social and private homes that fail to meet the Decent Homes standard.

Based on this indicator, over 15% of North Yorkshire's Lower Super Output Areas (LSOAs) are within the most 5% deprived nationally, with over 26% being within the most 20% deprived nationally.

**Table 5.5: Living environment (indoors) domain summary**

Local authority	Number of LSOA within each district	Number of LSOAs in most deprived 10% nationally: Living environment domain	Number of LSOAs in most deprived 5% nationally: Living environment domain
Craven	32	15	7
Hambleton	50	13	7
Harrogate	104	17	6
Richmondshire	34	8	5
Ryedale	30	16	10
Scarborough	71	27	21
Selby	50	1	0
<b>N Yorks Total</b>	<b>371</b>	<b>97 (26.1%)</b>	<b>57 (15.4%)</b>
York	120	6	1
East Riding	210	19	8
<b>Partnership area</b>	<b>701</b>	<b>122 (17.4%)</b>	<b>66 (9.4%)</b>

Source: Index of Multiple Deprivation 2019

This broadly indicates that there are almost three times as many homes of poor standard in North Yorkshire compared to England as a whole. However, within Craven, Ryedale and Scarborough, over 28% of LSOAs are within the 5% most deprived nationally, and 43% are within the 10% most deprived nationally. These are striking figures, which illustrate the scale of the problem within parts of North Yorkshire. Over the wider Partnership area, there appear to be lower rates of poor standard properties within East Riding and York. However, this masks known concentrations of older private rented housing within parts of Bridlington and Goole in East Riding. Bridlington has a similar stock profile, and faces similar challenges, to Scarborough in terms of the concentration of older, poor quality private rented homes within its central area. Within Goole concentrations of private rented housing have led to the designation of an Additional Licensing Scheme within the town. These areas, with high concentrations of older private rented housing have higher levels of deprivation than elsewhere in the patch. This is especially true within parts of Scarborough where there are a number of areas that fall within the top 1% of the most deprived nationally<sup>18</sup> based on this domain; in effect, potentially some of the worst housing conditions in England. Within these localities, the PRS accounts for more than 50% of the housing stock, illustrating the strong correlation between the PRS and poorer stock condition in these localities.

18. Index of Multiple Deprivation: living environment (indoors) domain

## Selective licensing

To tackle these entrenched issues within Scarborough, selective licensing has been adopted. Two selective licensing designations, covering 2,000 households have been implemented to date, with a third one recently approved by Government and due to commence in May 2022. Within the designated selective licensing areas currently, 100% of all private rented properties have been licensed, and over 75% have received at least one inspection. To date over 450 Category One Hazards in these properties have been resolved (the most serious health and safety related issues in housing accommodation), alongside this, a further 3,000 other issues have also been resolved.

Whilst most landlords have complied with the requirements of the scheme, not all have, and sixteen successful prosecutions have been secured for various housing and licensing offences to date. Several properties have been prohibited, and, where needed, interim management orders have been put in place. Overall, it is a proactive approach to improving standards in these, our most deprived neighbourhoods.

Selective licensing schemes forge strong partnerships with key stakeholders, including the Fire Service and the Police. The approach to tackling poor housing does not just focus on enforcement, there is an excellent working relationship with the National Residential Landlords Association; the Landlord Forum is essential for the dissemination of good practice and landlord training initiatives. Lessons from selective licensing can help us target key interventions in other areas across the patch where there are high concentrations of deprivation and PRS housing. Targeting enforcement approaches and multi-agency partnership working are two of the measures that can be utilised to tackle these challenges.

## Other initiatives

City of York Council secured £162,000 from the then Ministry of Housing and Local Government (MHCLG) to develop a regionally recognised landlord qualification to support good landlords and improve the provision of decent, well-maintained homes for tenants. A total of 300 funded places for landlords and letting agents are being delivered by 11 regional councils through an online platform. The funding will also enable training for 128 housing enforcement officers from across the region, providing the investigative skills to tackle criminal landlords who rent out unsafe and substandard accommodation. By empowering officers, working together, and sharing best practice we aim to crack down on more criminal landlords, getting them to improve or leave the market completely. The resources will also help ensure that the Electrical Safety Standards in the Private Rented Sector (England) Regulations 2020 are implemented. Harrogate Borough Council has made good use of Civil Penalty Notices (CPN); CPNs can be served on landlords who do not comply with statutory notices served under the provisions of the Housing Act 2004. To date CPNs have been served levelling penalties of over £110,000. This money is ring fenced to be used solely for increasing enforcement activity.

## Improving Energy Efficiency

One of the biggest challenges we face over the coming years is ensuring that our housing stock becomes more energy efficient. Whilst we need to increase energy efficiency standards for new build housing, the greater challenge is to improve the energy efficiency of the existing housing stock. The Government has a clear agenda for improving the energy efficiency of the nation's housing stock as part of its plan for the country to become carbon neutral by 2050. As part of that agenda, the Government has recently consulted on "Improving the Energy Performance of Privately Rented Homes in England and Wales"; this considers a range of options including upgrading the EPC requirement to C grading for all new tenancies from 2025, and all tenancies by 2028.

Across parts of North Yorkshire, the proportion of dwellings rated lower than an EPC C is over 70% (see Table 5.3). The vast majority of these properties will be in the private sector (both owner occupied and privately rented). Within particular locations (such as central Scarborough), there is a high proportion of housing with single-skin construction and poor insulation. These homes fall within areas of high deprivation, and have lower relative values, which has resulted in low investment in stock improvement. These homes are our least energy efficient. A high proportion of such properties will currently fall below the EPC C grading and require significant investment to bring them to that standard.

High numbers of properties lack central heating within parts of North Yorkshire. Craven, Ryedale and Scarborough all have much higher levels of properties lacking central heating compared to the national average. Within certain locations, where there are concentrations of older stock and private rented housing,

the proportions are considerably higher. For example, in the selective licensing areas in central Scarborough, around 12% of properties lack central heating. In addition, housing stock across our rural areas is equally problematic, being of older construction and with many homes, especially those within the two National Parks, being reliant on oil and solid fuel energy sources.

**Table 5.5: Proportion of properties with no central heating**

Local Authority	
Craven	4.2%
Hambleton	2.0%
Harrogate	2.6%
Richmondshire	1.7%
Ryedale	3.6%
Scarborough	4.5%
Selby	1.9%
York	2.6%
East Riding	2.3%
England	2.7%

Source: OCSI: Scarborough and North Yorkshire Local Insight Reports: 2019

Through the White Rose Home Improvement Agency (WRHIA) Scarborough and Ryedale Councils have been proactively working with a range of partners to address these challenges, including retrofitting central heating systems, and developing new renewable systems. Taking this work forward, over the coming years, the WRHIA will make use of the Warm Homes Fund (WHF), Green Homes Local Authority Delivery Fund (LAD2) and ECO fund to provide more first-time gas central heating systems and air source heat pumps to properties that currently lack central heating. At the same time, the WRHIA will also use LAD2 funding to provide a wider range of energy efficiency measures to other households in fuel poverty. With LAD3 funding coming on stream soon, we will also look to source funding additional to introduce further measures.

## Minimum Energy Efficiency Standards

During 2020/21 City of York Council bid for £100,000 from the Department of Business, Energy and Industrial Strategy (BEIS) to enable councils to participate in a national project to commence the enforcement of Minimum Energy Efficiency Standards (MEES) in the PRS and to contribute to the development of a national toolkit to aid other councils in England and Wales in enforcing the MEES Regulations in the future.

## 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 5.6 illustrates the extent of reliance upon fossil fuel heating systems across the patch, with homes in Ryedale, Richmondshire and Hambleton relying heavily on oil heating; all areas are currently dependent upon gas as the single largest fuel type. As we work towards becoming carbon neutral we need to move away from reliance on fossil fuels and develop a better understanding and use of renewable technologies. There will be an increasing reliance on the use of Air Source Heat Pumps and similar renewable technologies going forward. In terms of new build properties, the introduction of Part L (conservation of fuel and power) of the Building Regulations, which comes into force in 2022, and the proposed implementation of the Future Homes Standard in 2025, should enable all future homes to be built to far higher energy efficiency standards.

**Table 5.6: 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)

Within the social housing sector, there will also be challenges for RPs to ensure that their existing stock is able to meet the new requirements. Although most social rented stock is mainly of post-1945 construction, it will still require substantial investment to retrofit existing homes. Where RPs have acquired existing private homes for use as temporary accommodation for homeless persons for example, there is a particular concern over whether these properties will meet the new EPC requirements. We will provide support to, and collaborate with, RPs in the retrofitting of their existing stock and ensuring new properties built achieve net zero carbon.

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:

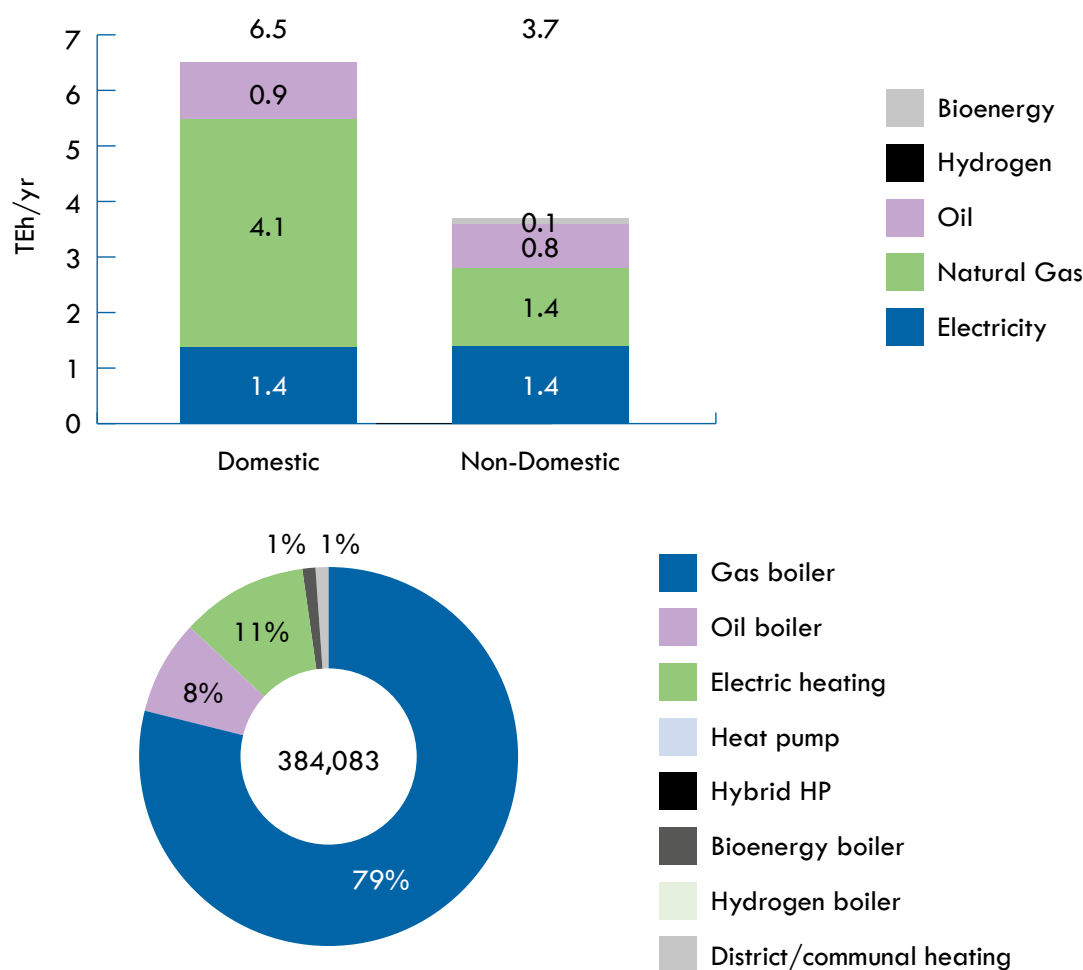
- Approximately two thirds of emissions are from domestic buildings.
- A high proportion of homes and businesses (c.20%) are not connected to the gas network, with higher resulting oil consumption and limited future heating system options (harder to deliver green gas such as hydrogen). These are likely to require heat pumps where suitable, or hybrid heat pumps fuelled by electricity and bio-LPG.
- A larger proportion of detached homes (21%) and 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<sup>19</sup>.
- 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 CO<sub>2</sub><sup>20 21</sup>.

19. Local Industrial Strategy evidence base

20. Data from: Energy and Low Carbon Development Opportunities in York, North Yorkshire and East Riding and Kingston-upon-Hull, University of Leeds, 2018

21. Local Industrial Strategy evidence base

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



(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<sup>22</sup>. The overall number of homes estimated as requiring upgrading to reach EPC 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.<sup>23</sup>

**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
- Continue to support our selective licensing schemes
- Work with Registered Providers to enable them to draw down Government funding, such as the social housing decarbonisation fund.

22. arc<sup>4</sup> 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.  
 23. arc<sup>4</sup> analysis based upon the Commons Environmental Audit Committee (March 2021) cost estimates midpoint of £2,400

# Summary of Priorities

**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

## **2. 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, tackling barriers to delivery, and working with the CLH Hub
- Delivering at least 1,326 affordable homes each year
- Enabling an on-going supply of new rural housing through our Rural Housing Enablers and the CLH Hub

## **3. 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

## **4. 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
- Develop a Supported Housing Strategy for North Yorkshire
- Working together to meet the identified needs of vulnerable households

## **5. Ensure that people have a decent home to live in by:**

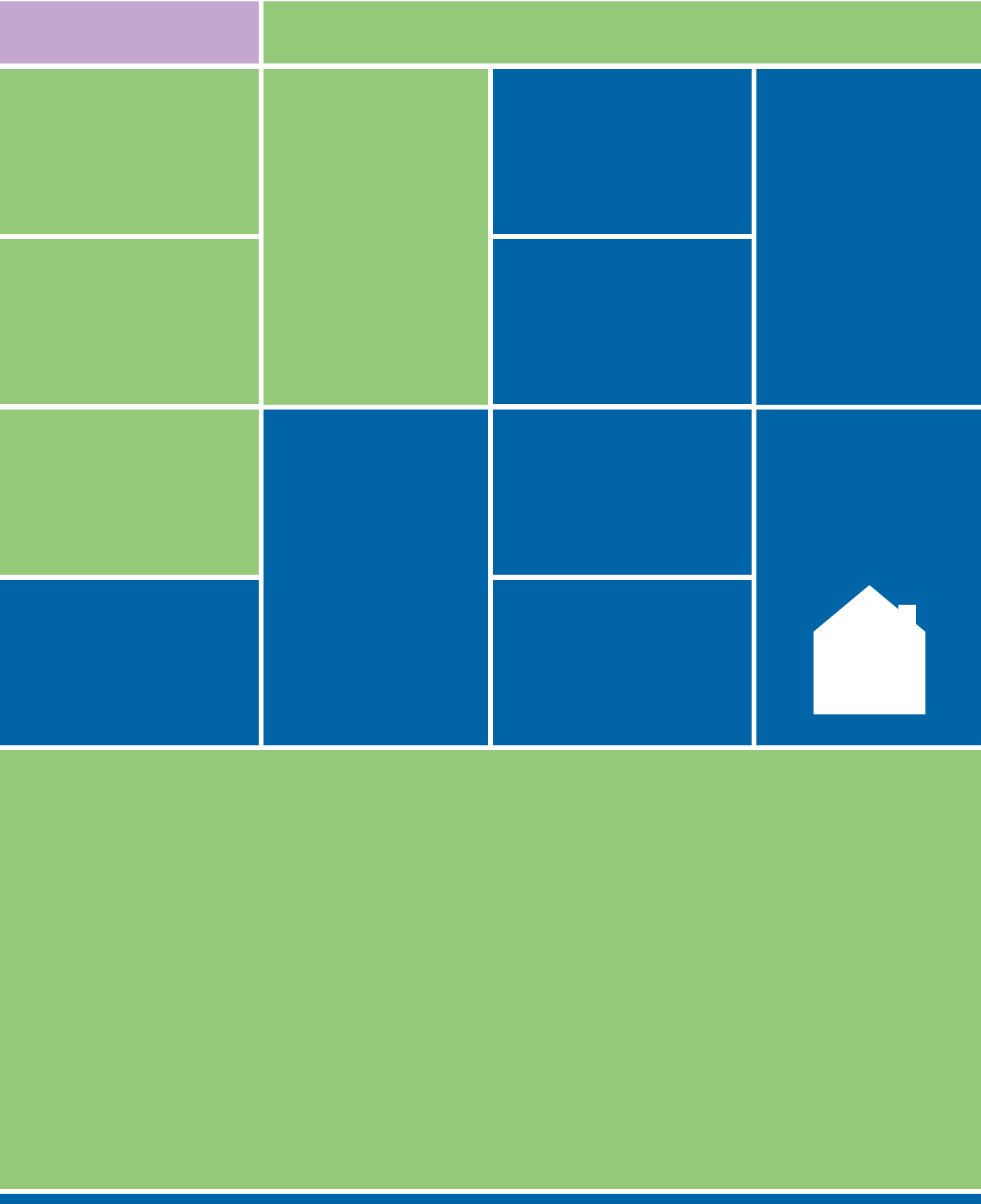
- Monitoring fuel poverty and tracking progress towards EPC band C
- Working with partners to implement the carbon abatement pathway
- Tackling stock condition issues
- Enforcing standards in the private rented sector
- Continue to support our selective licensing schemes
- Work with Registered Providers to enable them to draw down Government funding, such as the social housing decarbonisation fund

# A1

## Appendix: How our priorities link with devolution asks

	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	✓	✓	✓





EAST RIDING  
OF YORKSHIRE COUNCIL

HAMBLETON  
DISTRICT COUNCIL



This information is available in alternative formats and languages