Yorkshire Dales National Park Authority

Socioeconomic Wellbeing Assessment - YDNP

Report

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Executive Summary

i. This study establishes an up to date socioeconomic baseline of the YDNP, enabling an understanding of the changes that are taking place in its demography, community and economy. It explores the YDNP's strengths, weaknesses, opportunities and threats with respect to maintaining sustainable communities. The work also considers potential paths of future change.

ii. The findings of the study highlight significant differences across the YDNP's sub areas in terms of demographic trends and economic performance. A high proportion of employment growth in recent years has been concentrated in the Craven sub area. The structure of the economy is also changing. The tourism related sectors have recorded strong growth in recent years and have become more important to the YDNP's economy.

iii. The study identifies significant demographic and economic challenges. There are two primary challenges to the sustainability of communities in the YDNP:

1. A strong demographic inertia in its population – Over time this means a population with an increasingly greater proportion of people aged 65+ years and smaller cohort of school or working age people; and

2. The potential for a significant adverse economic shock to the farming economy – The farming economy now faces major uncertainty from two sources. First, the planned phasing out of the Basic Payment Scheme by 2027 and lack of clarity over its replacement. Second, the potential departure of the UK from the EU which is likely to result in the application of substantial tariffs to farmers' end products going to market.

iv. These two challenges have a number of important implications for the YDNP.

v. The demographic trend – if it continues as is projected – has implications for both businesses and the provision of community services in the YDNP.

vi. For businesses, the projected decline in the labour force over time means that they will increasingly have to look outside of the YDNP to meet their labour force needs. For some businesses, this may be feasible without a significant impact on operations. For others however, it may be increasingly difficult to find sufficient staff without having to pay wage premiums to attract people from further afield. This may impact upon profitability and viability. As a consequence, for these firms there will be an increasing pressure to relocate outside of the YDNP.

vii. In relation to the provision of community services, a greater number of people in older age groups will increase pressure on health and care services. The delivery of the latter in the YDNP is particularly challenging due to its remoteness in parts. At the other end of the age scale, declines in numbers of school age children will impact on the viability of providing provision. Some areas such as the Richmondshire and Eden sub areas will be affected more in this way.

viii. The potential for a significant adverse economic shock to the farming economy also has implications across businesses and community services. Most significant is the potential for a large number of farming businesses to close as they become unviable. This would generate a significant adverse shock to employment since farming employment accounts for around 1 in 6 jobs in the whole economy of the YDNP. In turn, this would likely to result in further families leaving the YDNP to find alternative employment and reductions in school age children. A large loss

of farming activity would also have implications beyond employment and population, due its role in community life and maintaining the landscape.

ix. Whilst there are opportunities for further farm diversification and to capitalise upon recent growth in the tourism related sector, it would take time for such adjustment to occur. There is also a question over whether there is sufficient additional tourism demand for all farms in the YDNP to diversify into tourism.

x. Alongside this report, the Strategic Housing Market Assessment (SHMA) has developed a comprehensive picture of housing demand, housing need and the deliverability of affordable housing in the YDNP. A number of issues have been identified which are interconnected with retaining and attracting a younger population. Further to the SHMA, this study highlights the dual function of housing in the YDNP economy. In considering future policy, care should be taken to avoid significant adverse impact on the tourism sector. Enabling growth of the tourism sector is particularly important at a time when the farming economy is facing acute challenges and opportunities for diversification are valuable.

xi. Overall, the main implication of the study findings is that delivering an effective economic growth agenda in the YDNP will be challenging. It will require careful decision-making and sufficient resource. The current socioeconomic trajectory of the YDNP indicates that its ability to maintain vibrant communities is likely to be reduced in the future. The status quo is becoming unsustainable. It may be possible to change this path but there is a need to be clear about the level of stimulus required to do so. Population and employment are intrinsically linked and it could be argued that both need to be encouraged in the YDNP in order to achieve communities that are sustainable.

xii. Evidence from the analysis of the YDNP and initiatives elsewhere targeting young people indicate that it is not necessarily investment in physical infrastructure that is the most effective approach (with the exception of broadband and mobile communications). There is already capacity for growth in the YDNP, for example in existing schools and health services. It is community-based initiatives, engagement of young people and marketing of place that may be the most effective tools. Nonetheless, there is also an argument for intervention to promote a better functioning housing market. This could take the form of taking development sites into public or community ownership to ensure delivery or taxation/subsidy measures to incentivise the private sector.

xiii. It is also clear that some locations just outside the YDNP serve an important role for residents of the YDNP in terms of both employment and services. Many of these locations are performing well and are less constrained than those within the YDNP. Supporting growth of these locations may be important in maintaining community sustainability within the YDNP.

xiv. Whilst the holistic view of recently launched local initiatives may be correct, such efforts will need to be of a scale that can drive change quickly. This may mean that additional funding is required from other sources. The potential for a transformational catalyst project (a major capital investment) alongside these interventions should also be investigated. For example, an educational outpost of a college or university would be a way of both increasing economic activity and offering something for younger people.

xv. The YDNPA will need to carefully consider these implications and evaluate the possible options for intervention through the new Local Plan and in working with other key stakeholders.

1 Introduction

1.1 Purpose of the Social, Economic and Housing Study

1. The Yorkshire Dales National Park Authority (YDNPA) has a legal duty to foster the social and economic wellbeing of communities within the YDNP. In August 2016, the YDNP was extended into southeast Cumbria and a small part of northeast Lancashire. At the same time, the YDNPA became the Local Planning Authority (LPA) for these areas.

2. In December 2018, the YDNPA started work on a new Local Plan that is intended to harmonise development strategy and detailed planning policy right across the whole YDNP. The new Local Plan will need to be based on up to date evidence.

3. From its work on previous Local Plans and the more recent National Park Management Plan, the YDNPA is aware of a number of significant challenges to the sustainability of communities in the YDNP. The publication of the most recent Census in 2013 revealed that the number of people living in the YDNP has ceased to grow for the first time since the 1960s. The Census also showed a population age structure with a very low representation amongst the under 30s and high representation amongst the over 65s. Further to this, demographic modelling carried out for the Local Plan examination in 2016 predicted that the resident population was likely to start shrinking.

4. In light of this, the YDNPA requires robust research to determine the social and economic state of the YDNP. It also requires a Strategic Housing Market Assessment (SHMA). The evidence generated will underpin the strategic objectives and policy responses in the next Local Plan and provide context for joint working on an emerging programme to attract younger people to live in the YDNP.

5. The YDNPA together with funding from Craven, Richmondshire and North Yorkshire County Councils, has commissioned Edge Economics to prepare a Social, Economic and Housing Study of the YDNP. To deliver the breadth of skills required for the commission, Edge Economics worked collaboratively with housing specialists, Arc4, and demographic experts, Edge Analytics.

6. The overall study comprises of two main parts:

   - Socioeconomic Wellbeing Assessment (this report) – undertaken by Edge Economics; and

   - Strategic Housing Market Assessment (SHMA report) – undertaken by Arc4.

7. A Demographic Evidence Report produced by Edge Analytics supports both parts. These pieces of work were undertaken in parallel in May to October 2019 with particular care taken to ensure consistency in core parameters.

1.2 Key objectives of the Socioeconomic Wellbeing Assessment

8. The overarching aim of the Socioeconomic Wellbeing Assessment is to establish a baseline of the social and economic state of the YDNP. And in doing so, to explore the area's strengths, weaknesses, opportunities and threats.

9. Accordingly, the assessment develops the evidence base in relation to:

   - The current population and age structure of the YDNP by district (Craven, Eden, Lancaster, Richmondshire and South Lakeland);
   - The potential for population to change over the next 20 years;
   - The current nature and scale of the economy, and its geographical distribution;
   - The potential for change in the economy over the next 20 years;
   - The implications of predicted changes in the population and economy for the future growth or decline of the workforce, businesses, and demand for services; and
   - The extent of reliance of the YDNP's communities on jobs, housing and services in settlements outside the YDNP.

10. The assessment will act as an evidence base that can be used to enable the YDNPA and its partners to understand the implications for the long-term sustainability of communities within the YDNP.

1.3 Structure of this report

11. The remainder of this report is structured as follows:

   - Section 2 sets out the policy context;
   - Section 3 outlines the socioeconomic baseline for the YDNP;
   - Section 4 outlines the future potential for change;
   - Section 5 reports the findings of a SWOT analysis exercise; and
   - Section 6 explores the implications for the YDNP.

12. An accompanying Appendix Report provides more detail on the socioeconomic baseline for the YDNP's constituent district sub areas.

2 Policy Context

2.1 Overview

13. This section provides a summary of the key policy documents that form the background policy context. The analysis takes into account the key priorities of these documents.

2.2 Economic development function

14. Broadly, the economic development function for the YDNP lies with the district councils within the strategic direction set out by the York, North Yorkshire and East Riding LEP and Cumbria LEP. The YDNPA is the planning authority for the area, providing development management and setting of planning policy to guide future development consistent with objectively assessed needs.

15. Clearly, these roles are interdependent with significant implications for shaping future development and economic prosperity of the YDNP. Accordingly, effective cooperation and consistency in policy interventions is crucial in enabling a coherent environment for businesses and residents.

2.3 National Park statutory purposes and duty

16. The statutory purposes of English National Parks are set out in Section 61 of the Environment Act 1995. These are:

    1. To conserve and enhance the natural beauty, wildlife, and cultural heritage of the national parks; and

    2. To promote opportunities for the understanding and enjoyment of the special qualities [of the national parks] by the public.

17. The purposes are underpinned in law by the 'Sandford Principle'. This makes it clear that the first purpose should take precedence over the second in cases of irreconcilable conflict.

18. The landscapes of National Parks have been home to communities and industry for thousands of years, and continue to be so. The National Park Authorities, therefore, also have a duty under Section 62(1) of the Environment Act:

    - in taking forward the national park purposes, [to] seek to foster the economic and social well-being of local communities within the National Park.

19. The most recent statutory guidance on the English National Parks is set out in 'English National Parks and the Broads: UK Government Vision and Circular 2010'.

2.4 YDNP Management Plan 2019-2024

20. The National Park Management Plan is a high-level, strategic document that aims to set out a clear 'direction of travel' within the YDNP.

21. The plan sets out the following vision for the YDNP:

"Through their passion for this special place, local people, businesses and organisations will keep the Yorkshire Dales National Park a thriving area. Its unique cultural landscape will be treasured for its stunning scenery, exceptional heritage and wonderful wildlife, and every year millions of people will be inspired to be a part of it."

22. It sets out six overarching objectives. By 2040, it will be:

    1. A distinctive, living, working, cultural landscape that tells the on-going story of generations of people interacting with their environment;
    2. Home to the finest variety of wildlife in England;
    3. Providing an outstanding range of benefits for the nation based on its natural resources, landscape and cultural heritage, which underpin a flourishing local economy;
    4. A friendly, open and welcoming place with outstanding opportunities to enjoy its special qualities;
    5. Resilient and responsive to the impacts of climate change, storing more carbon each year than it produces; and
    6. Home to strong, self-reliant and balanced communities with good access to the services they need.

23. Each element of this Vision carries equal weight. These overarching objectives are supported by 50 detailed partnership objectives.

2.5 York, North Yorkshire and East Riding LEP – Policy developments

24. The Strategic Economic Plan (SEP) is a single strategy for the YNYER LEP. The strategy sets out the key economic issues, opportunities and priorities for the area. It represents the key strategic document that sets the context for the LEP's investment of EU funds and those secured from Central Government through the Local Growth Deal. The SEP was first published in 2014 and then updated in 2016.

25. Whilst a further updated SEP has not published, there have been some significant developments in economic policy. The latest LEP Annual Update 'Good Growth in Distinctive Places' outlines the latest policy direction.

26. Key aspects within this include:

    - **Move toward investing in Natural Capital** – Natural Capital underpins rural and coastal economies. Urban economies and manufacturing sectors also have definable, intrinsic dependencies upon natural capital. As the LEP seeks to drive productivity and growth, it will seek to invest in these assets, better understanding the role they play in the economy and how they can create value chains and drive productivity;
    - **The start of the Grow Yorkshire programme** - Grow Yorkshire launched in April 2019 with a letter to government, highlighting industry priorities in the region and seeking support. The programme is bringing food and farming partners together to look at the opportunities for farming post CAP;

- **Emerging Local Industrial Strategy (LIS)** – The LIS will be underpinned by clean growth and inclusive growth. Growth is defined as 'good' when it meets and/or contributes to these core growth priorities and delivers growth that is good for people, places and the environment; and
- **Opportunities arising through the LEP Review** - As a result of the LEP review, in 2020 it is proposed that the YNYER LEP will merge York and North Yorkshire with Leeds City Region LEP, whilst East Riding will combine with the Humber LEP. Extended discussions are underway to try and bring this about. If a merger takes place, a new LEP will wield might in its geographic range and economic stature.

27. Further to this, in 2018/19 a new spatial framework identifying economic growth areas was identified and agreed by all local authorities of the LEP.

Summary

- The economic development function for the YDNP lies with the district councils within the strategic direction set out by the York, North Yorkshire and East Riding LEP and Cumbria LEP. The YDNPA is the LPA
- The National Park Management Plan is a high-level, strategic document that aims to set out a clear 'direction of travel' within the YDNP. It sets out a vision for the YDNP, underpinned by six overaraching strategic objectives for 2040. These are supported by 50 detailed partnership objectives
- There have been some significant recent policy developments with the York, North Yorkshire and East Riding LEP. The latest LEP Annual Update 'Good Growth in Distinctive Places' outlines the latest policy direction. Key aspects include:
    - Move toward investing in Natural Capital;
    - The start of the Grow Yorkshire programme;
    - Emerging Local Industrial Strategy (LIS); and
    - Opportunities arising through the LEP Review.
- In 2018/19 a new spatial framework identifying economic growth areas was identified and agreed by all local authorities of the YNYER LEP

3 Socioeconomic Baseline

3.1 Overview

28. This section develops a socioeconomic profile of the YDNP, including review of the YDNP's geography and key economic indicators. The purpose is to develop an understanding of the characteristics and drivers of the local economy. In turn, this enables an assessment of realistic expectations for economic growth. The findings are used to inform the consideration of future employment growth in the YDNP (see Section 4).

29. The profile focuses on the workforce in the YDNP; drawing on key indicators in relation to population, employment and travel to work movements. Data from the Office for National Statistics (ONS) and the evidence base supporting local policy documents is utilised alongside further local intelligence gained through stakeholder engagement. The latter has been particularly important in developing a more in depth understanding of some of the key trends in the economy. The outputs from Edge Analytics' demographic analysis are drawn upon in relation to population aspects.

30. A more detailed analysis of each of the constituent district sub areas of the YDNP is provided in the Appendix Report.

3.2 Data considerations

31. The poor fit of standard indicators and data to the YDNP boundary area is a significant issue, particularly as the YDNP straddles five constituent authorities. Further challenges include the alteration of the YDNP boundary in 2016 and the exclusion of some farming related activities from ONS datasets.

32. Efforts have been made to take these factors into account when presenting data. In some cases, the data available is poor or not comparable due to variations in how the data is defined and collected. Where necessary, this is highlighted within the appropriate sections along with any assumptions that have been applied.

33. The preparation of the socioeconomic baseline has also involved several site visits and discussions with key stakeholders in order to build up a picture of the economy. This has been valuable in sense-checking the results of the data analysis and incorporating local intelligence from local economic development stakeholders.

Reporting – Main economy and farming economy

34. The analysis of the YDNP is structured into the main economy and the farming economy.

35. The farming economy is best considered separately to the other sectors of the economy. This is for two reasons (i) the nature of BRES data reporting which excludes Farm Agriculture from the 'Agriculture, farming & Fishery' sector at the lower spatial scale and (ii) the farming economy has characteristics that make it distinct from the rest of the economy in the YDNP.

36. Where appropriate, reporting is structured to consider the main economy, farming economy and the whole economy.

BRES data

37. The Business Register and Employment Survey (BRES) provides a measure of workplace based employment.

38. In analysing trends in employment using BRES data there are some important factors to note:

    1. BRES data excludes members of the armed forces - The figures exclude MOD uniform employment but include MOD non-uniform employment (civil servants);

    2. BRES data at spatial scales below the district level (and therefore those used to construct the YDNP area) excludes Farm Agriculture. Data for the farming sector is therefore presented separately in the analysis; and

    3. In examining trends over time, a significant change in the methodology for the BRES was made recently. From January 2016, the coverage of the ONS Standard Business Survey Population was extended to include a population of solely Pay As You Earn (PAYE)-based businesses. Nationally, this improvement in coverage is estimated to have increased the business survey population by around 100,000 businesses, with a total of around 300,000 employment and 200,000 employees between December 2015 and January 2016. The increase in business population has led to an increase in the estimate of the number of employment and employees. For this reason, we make an adjustment for PAYE employment to enable a consistent measurement over the period.

Small area income estimates

39. The small area model-based income estimates are the official estimates of weekly household income at the middle layer super output area (MSOA) level in England and Wales. They are designated National Statistics which are calculated using a model-based method to produce 4 estimates of income. The estimates are produced using a combination of survey data from the Family Resources Survey and previously published data from the 2011 Census and a number of administrative data sources. The 4 different measures of income are:

    - total (gross) weekly household income
    - net weekly household income
    - net weekly household income (equivalised) before housing costs
    - net weekly household income (equivalised) after housing costs

40. The first two measures provide an indication of both average (mean) overall household income and average household income after taking into account tax payments and housing costs. The last two measures provide equivalised estimates of household income that take into account the composition of households. This enables meaningful comparisons between households with different numbers of occupants.

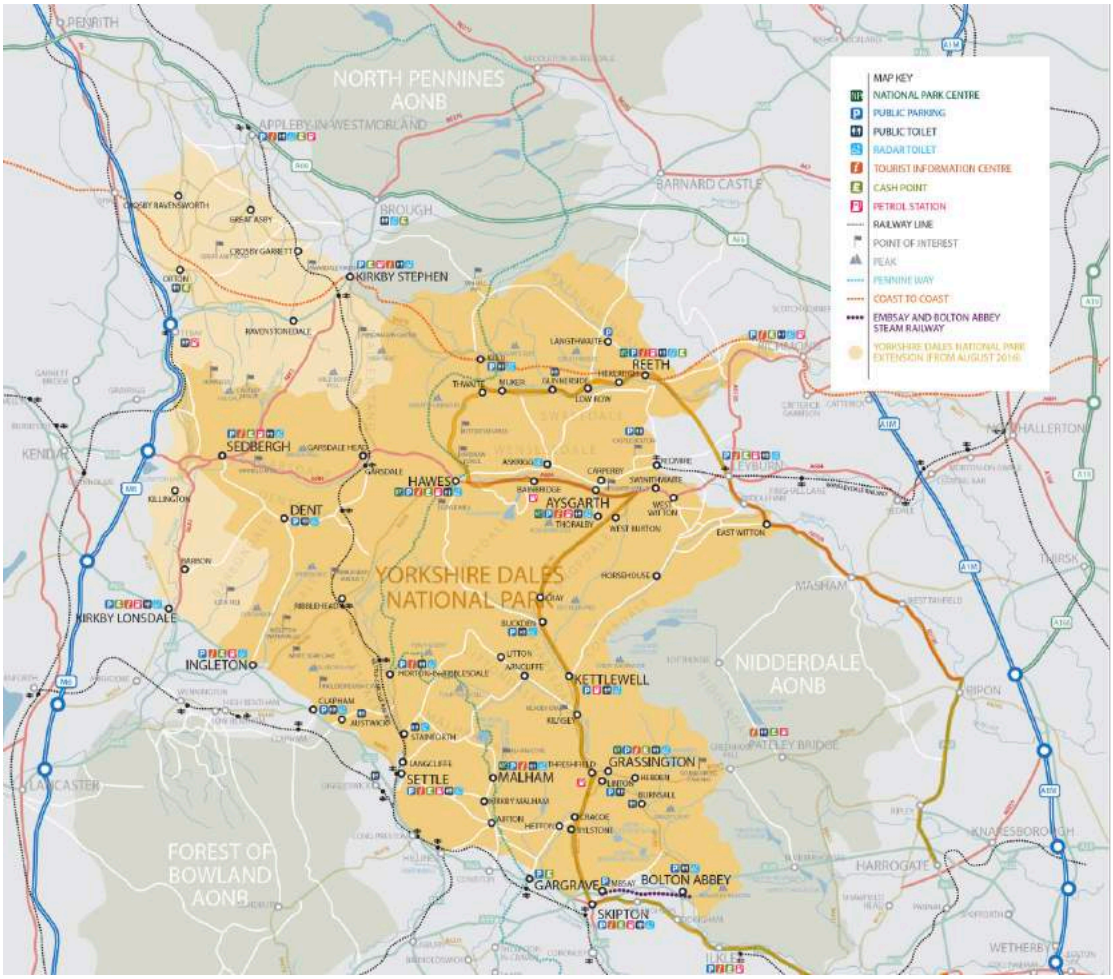
3.3 YDNP geography

Extent of the YDNP

41. The YDNP is an extensive part of rural upland northern England – covering an area of over 841 square miles (2,179 square kilometres)[1].

42. The YDNP was extended in August 2016. The revised boundary covers new areas in Cumbria and into Lancashire – increasing the size of the YDNP by nearly a quarter. The revision brings the YDNP boundary to within touching distance of the Lake District National Park.

Figure 3.1: YDNP boundary



Source: YDNPA

Constituent district sub areas

43. The YDNP has five constituent district sub areas (Craven, Eden, Lancaster, Richmondshire and South Lakeland). The key settlements within these areas are summarised in Figure 3.2.

[1] YDNPA.

Figure 3.2: Constituent district sub areas

District	Sub area	Key centres outside the NP	Local service centres	Service villages	Small settlements
Craven	Wharfedale & Malhamdale	Skipton Gargrave (Pateley Bridge)	Grassington Threshfield	Airton Appletreewick Arncliffe Bolton Abbey Buckden Burnsall Cracoe Embsay Hebden Hetton Kettlewell Kirkby Malham Linton Malham	Calton Conistone Eastby Kilnsey Litton Rylstone Starbotton Stirton
	Ribblesdale & Chapel-le-Dale	Settle Giggleswick Ingleton Hellifield	Settle Giggleswick Ingleton	Austwick Clapham Horton Langcliffe Long Preston Stainforth	Stackhouse
Richmondshire	Wensleydale, Bishopdale & Coverdale	Leyburn Richmond Catterick Garrison (Kirkby Stephen)	Hawes Gayle	Askrigg Aysgarth Bainbridge Carlton Carperby East Witton Thoralby Thornton Rust West Burton West Witton	Appersett Breconbar Castle Bolton Hardraw Horsehouse Marsett Melmerby Newbiggin (Bishopdale) Sedbusk Stalling Busk West Scrafton Woodhall Worton
	Swaledale & Arkengarthdale		Reeth	Grinton Gunnerside Healaugh Hudswell Langthwaite Low Row Muker	Fremington Keld Marrick Marske Thwaite
South Lakeland	Dentdale, Garsdale, Rawthey Valley &	Kendal Kirkby Lonsdale	Sedbergh	Dent Millthrop	Garsdale Street Gawthrop

	Lonsdale				
Lancaster	Barbondale	Ingleton Kirkby Lonsdale			
Eden		Brough Kirkby Stephen		Crosby Garrett Crosby Ravensworth Great Asby Orton Ravenstonedale	

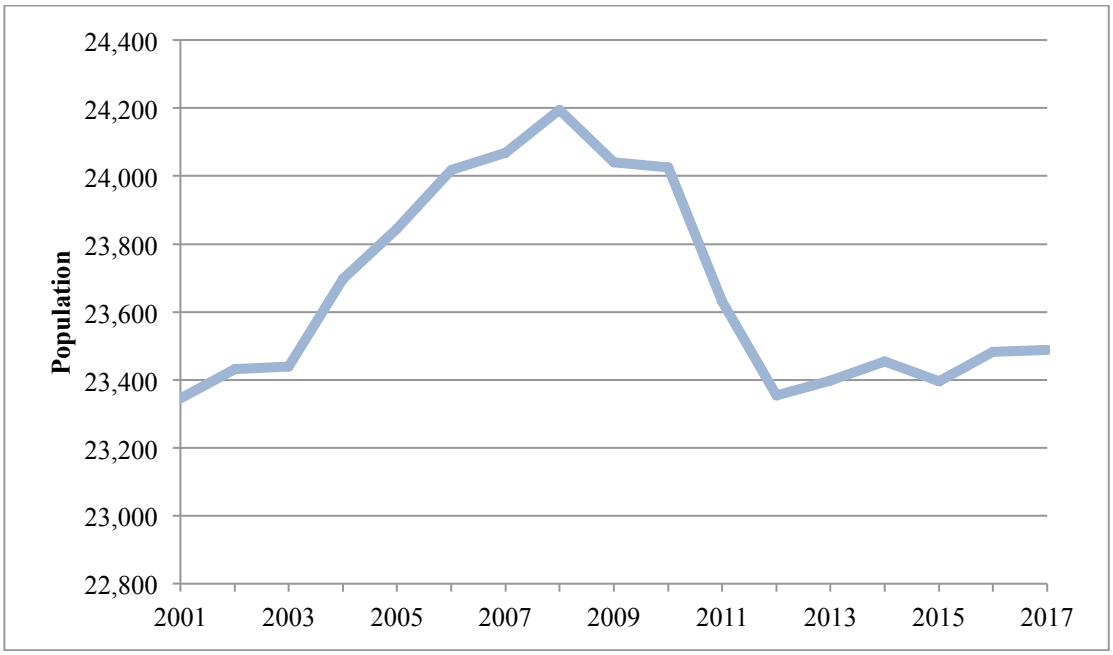
3.4 Population

44. The population of the YDNP was estimated as 23,488 at mid-year 2017.

45. The majority of the YDNP's population is located within the Craven, Richmondshire and South Lakeland district sub areas. Together these account for 88.7% of the YDNP's population in 2017.

46. In the period 2001-2017, the population of the YDNP grew by just 0.6%. The year 2008 represents a key point at which the trend changes. Prior to 2008, the population grew steadily (by around 3.6% over 2001-2008). In contrast, since 2008 the population has declined (by around -2.9% over 2008-2017). Much of the decline occurred in 2008-2012. Since 2012, the population has grown by 0.6%.

Figure 3.3: Total population in the YDNP, 2001-2017

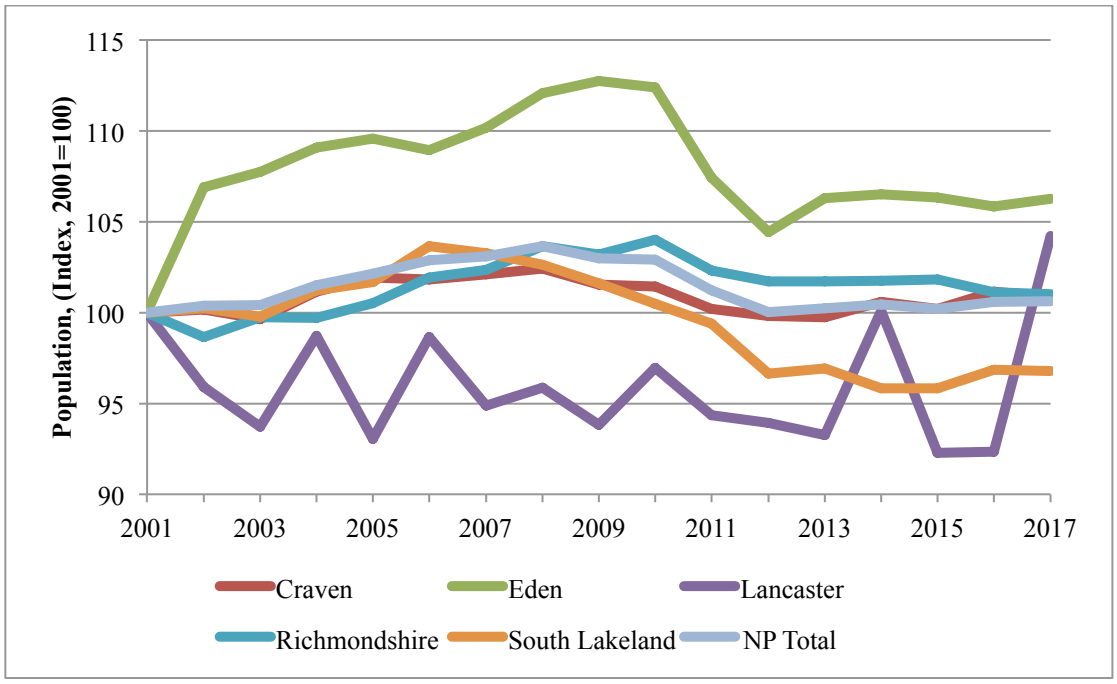


Source: Based on Edge Analytics demographic work

47. Population growth over the 2001-2017 period has been marginally positive (around 1%) in Craven and Richmondshire (the largest two sub areas). A decline in population of -3.2% occurred in South Lakeland. Whilst in percentage terms

population growth in the Eden and Lancaster district sub areas has been greater (6.3% and 4.2% respectively), these areas only account for a relatively small proportion (11.3%) of the YDNP's population.

Figure 3.4: Total population (Index 2001=100), YDNP sub areas, 2001-2017



Source: Based on Edge Analytics demographic work

48. In Craven and Richmondshire (the largest of the YDNP's district sub areas), there is a marked difference between population growth inside and outside of the YDNP. In the period 2001-2017, in Craven there was growth of only 0.9% inside the YDNP compared with 6.4% outside. In Richmondshire, there was growth of only 1% inside compared with 16.1% outside.

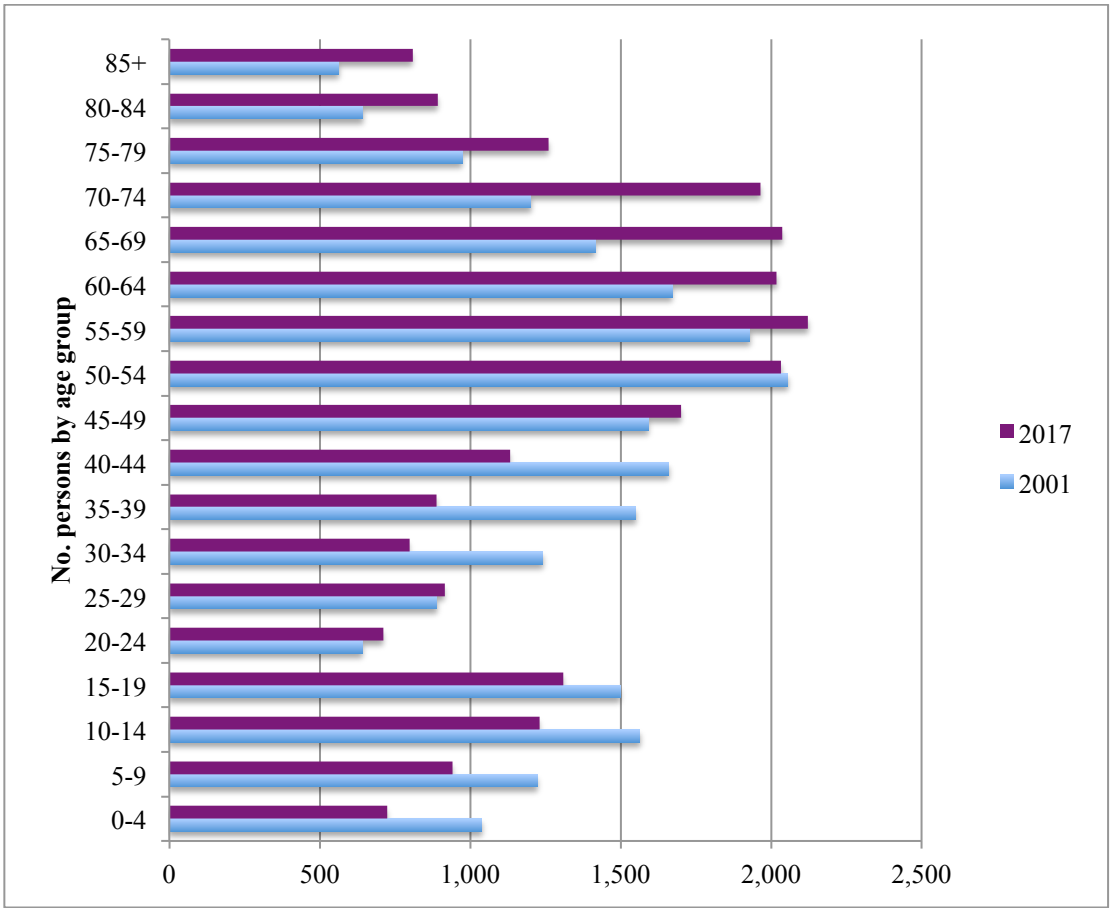
Figure 3.5: % change in population, inside and outside the YDNP, 2001-2017

District	% population change, 2001-2017	
	Within YDNP	Outside YDNP
Craven	0.9%	6.4%
Eden	6.3%	5.8%
Lancaster	4.2%	6.3%
Richmondshire	1.0%	16.1%
South Lakeland	-3.2%	2.1%

Source: Based on Edge Analytics demographic work

49. The age structure of the YDNP's population has changed over time. Pre-school, primary school and secondary school age-group populations have all declined since 2001 and particularly since 2010. In addition, the size of the core labourforce population has reduced by 7% since 2001. In contrast, the size of the 65+ age group has increased year-on-year, achieving a 45% growth rate over the sixteen-year period. In 2001, 21% of the YDNP's population was aged 65+. By 2017, this figure had increased to around 30%.

Figure 3.6: Population by age group, 2001 and 2017



Source: Based on Edge Analytics demographic work

50. Craven and Richmondshire (the largest of the YDNP's sub areas),have the greatest proportions of population aged 65+ (30.8% and 30.5% respectively).

Figure 3.7: Population aged 65+ and over, by YDNP sub area, 2001 and 2017

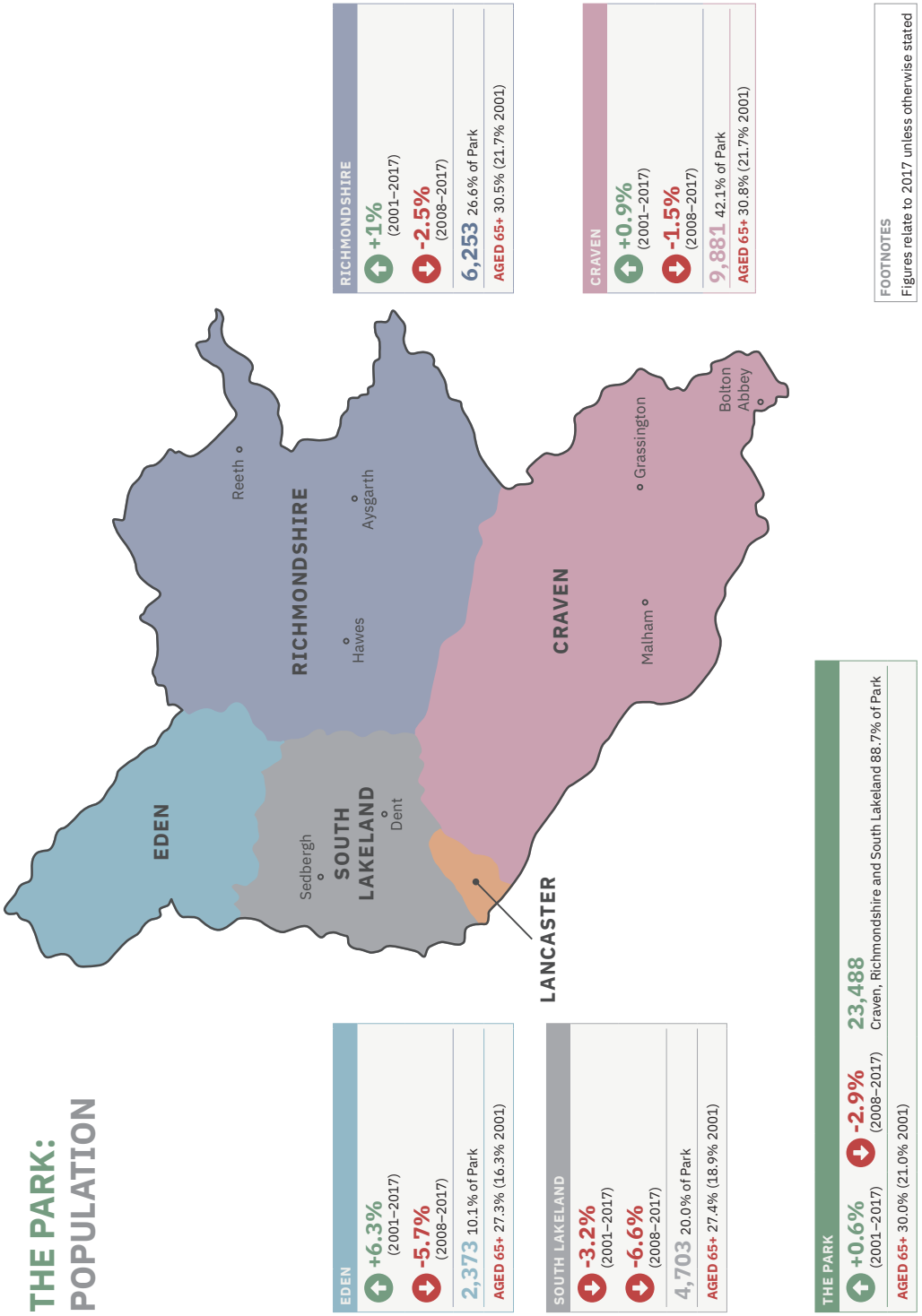
	% of population aged 65+ and over		
	2001	**2017**	**Change, 2001-2017**
The YDNP	20.5%	29.6%	9.1%
Craven sub area	21.7%	30.8%	9.1%
Eden sub area	16.3%	27.3%	11.0%
Lancaster sub area	13.9%	26.3%	12.4%
Richmondshire sub area	21.7%	30.5%	8.8%
South Lakeland sub area	18.9%	27.4%	8.5%

Source: Based on Edge Analytics demographic work

51. Overall, the demographic analysis indicates a relatively low growth profile since 2001 coupled with a rapid ageing of the population.

52. The following figure provides a summary of population in the YDNP.

Figure 3.8: Summary – Population in the YDNP



3.5 Economic activity

53. Data from the 2011 Census shows that the YDNP had an economic activity rate of around 80.9%. This is fairly healthy.

3.6 Employment

Main economy

54. There were 10,122 jobs in the main economy of the YDNP in 2017. The majority of jobs (around 74%) are within the Craven and Richmondshire sub areas.

Figure 3.9: Total employment in the YDNP by sub area (main economy), 2017

	2017	
Sub area	**No.**	**% of NP total**
Richmondshire	2,912	29%
Craven	4,594	45%
South Lakeland	1,815	18%
Eden	730	7%
Lancaster	71	1%
Total YDNP	**10,122**	**100%**

Source: BRES. Figures include PAYE employment

55. BRES data shows that employment in the YDNP expanded by 573 jobs (+6.5%) in 2009-2015. Following this, there was an expansion of 657 jobs (+6.9%) in 2015-2017.

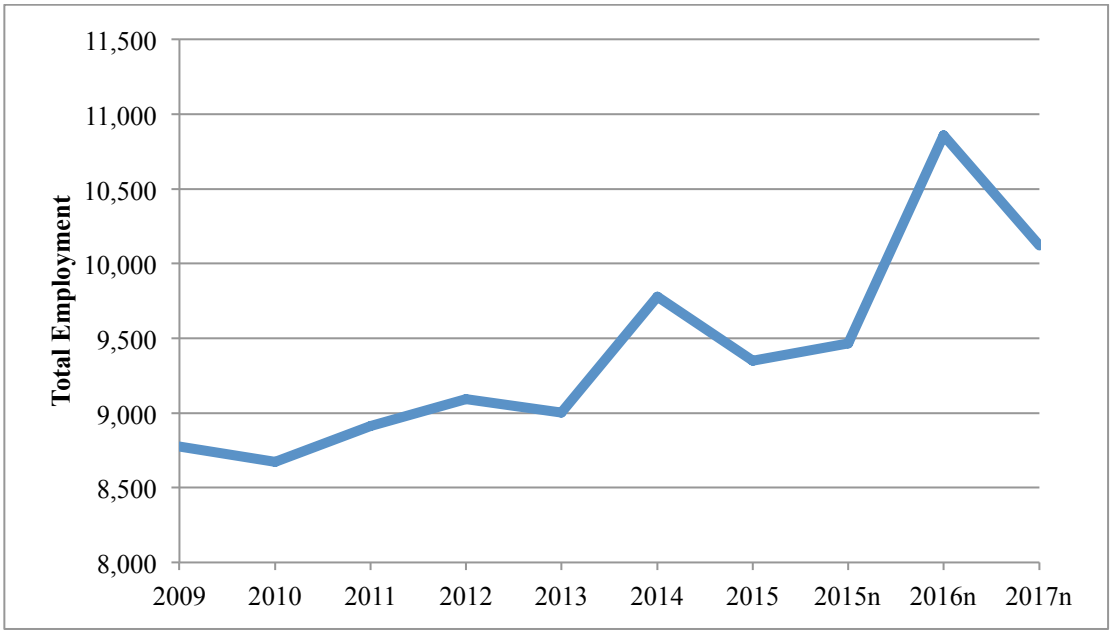
56. Over 2009-2017 (accepting discontinuity in BRES data), the employment level in the YDNP expanded by 1,344 jobs (+15.3%). This compares with aggregate growth of around 10,000 jobs (+5.4%) in the whole districts that extend into the YDNP. Adjusting for the BRES discontinuity (PAYE jobs) yields an adjusted growth figure of 1,230 jobs (+14.0%).

57. As highlighted in the detailed analysis of individual district sub areas sections in the Appendix Report, there are some aspects that have a large influence on the employment change figures. In the Richmondshire sub area, there is the opening of new Wensleydale Creamery facilities in 2015. In the Craven sub area, much of the growth recorded occurs in a Lower Super Output Area (SOA) which includes areas outside of the YDNP around Skipton. To illustrate the effect of these two factors, adjusted overall employment growth figures for the YDNP in 2009-2017 are:

    - Removing growth from Wensleydale Creamery +11.3%
    - Removing Wensleydale Creamery and Skipton LSOA +3.3%

58. These adjustments are made with respect to the +14.0% growth figure.

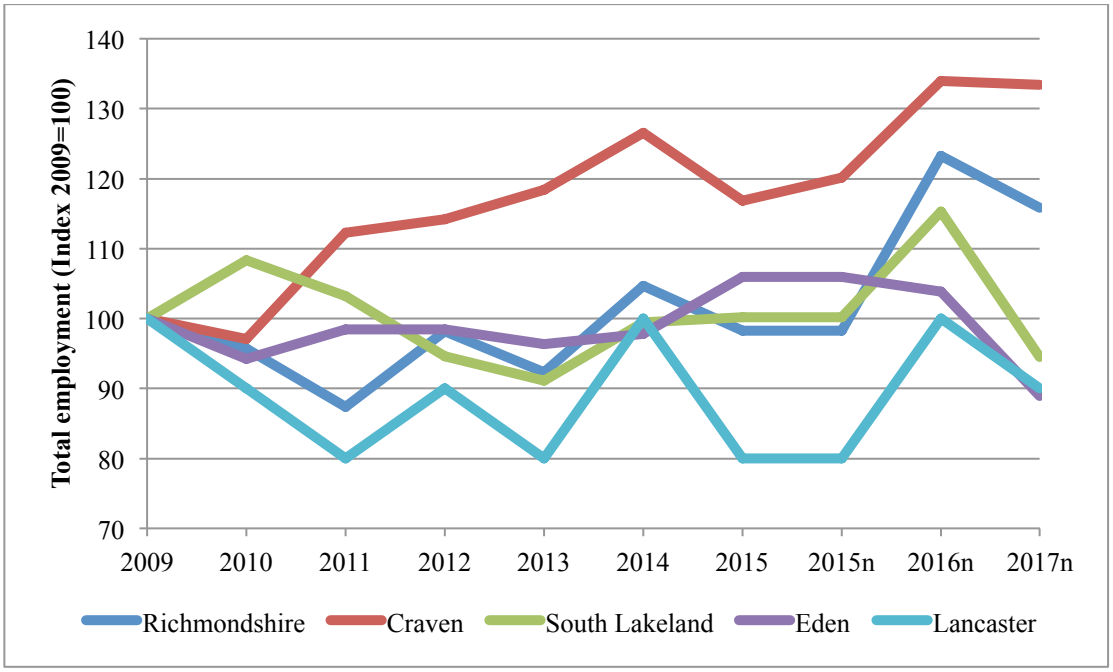
Figure 3.10: Total employment in the YDNP (main economy), 2009-2017



Source: BRES. Figures denoted 2015n, 2016 and 2017n include PAYE employment

59. The overall performance in the YDNP masks significant differences across its constituent district sub areas. Broadly, the trend in employment has been upwards in Craven and Richmondshire (the two largest areas in terms of total employment). Employment levels in the other three sub areas have fluctuated year to year and were lower in 2017 than 2009.

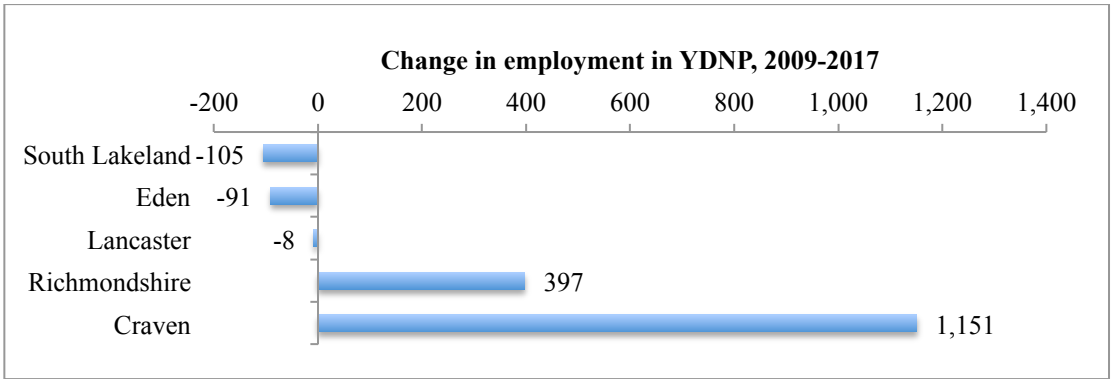
Figure 3.11: Total employment in the YDNP by sub area (main economy), 2009-2017



Source: BRES. Figures denoted 2015n, 2016 and 2017n include PAYE employment

60. Examining total change in employment by district sub area shows that by far the most growth has occurred in Craven. In absolute terms, this growth is the order of three times the growth in Richmondshire.

Figure 3.12: Total employment by sub area (main economy), 2009-2017 (Index 2009=100)



Source: BRES. Figures for 2017 include PAYE employment and are unadjusted for identified major influences

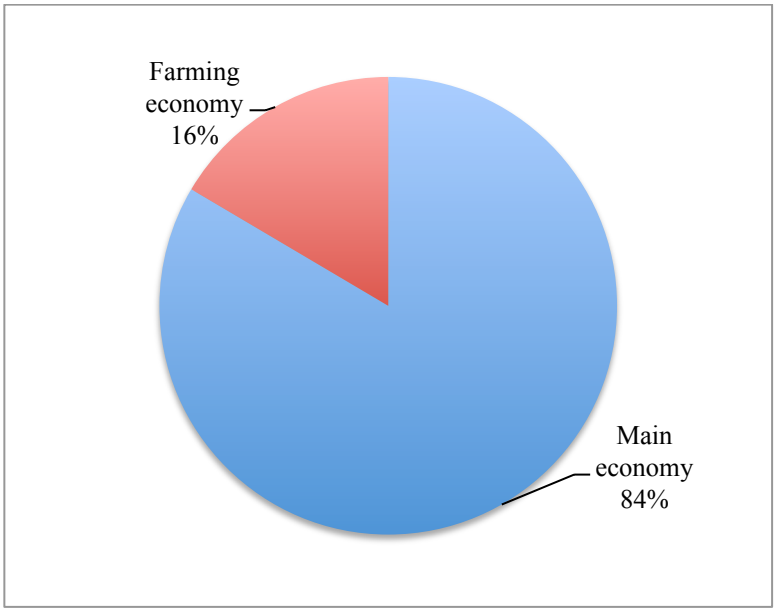
Farming economy

61. There were around 2,000 jobs in the farming economy of the YDNP in 2017.

Whole economy (main economy and farming economy)

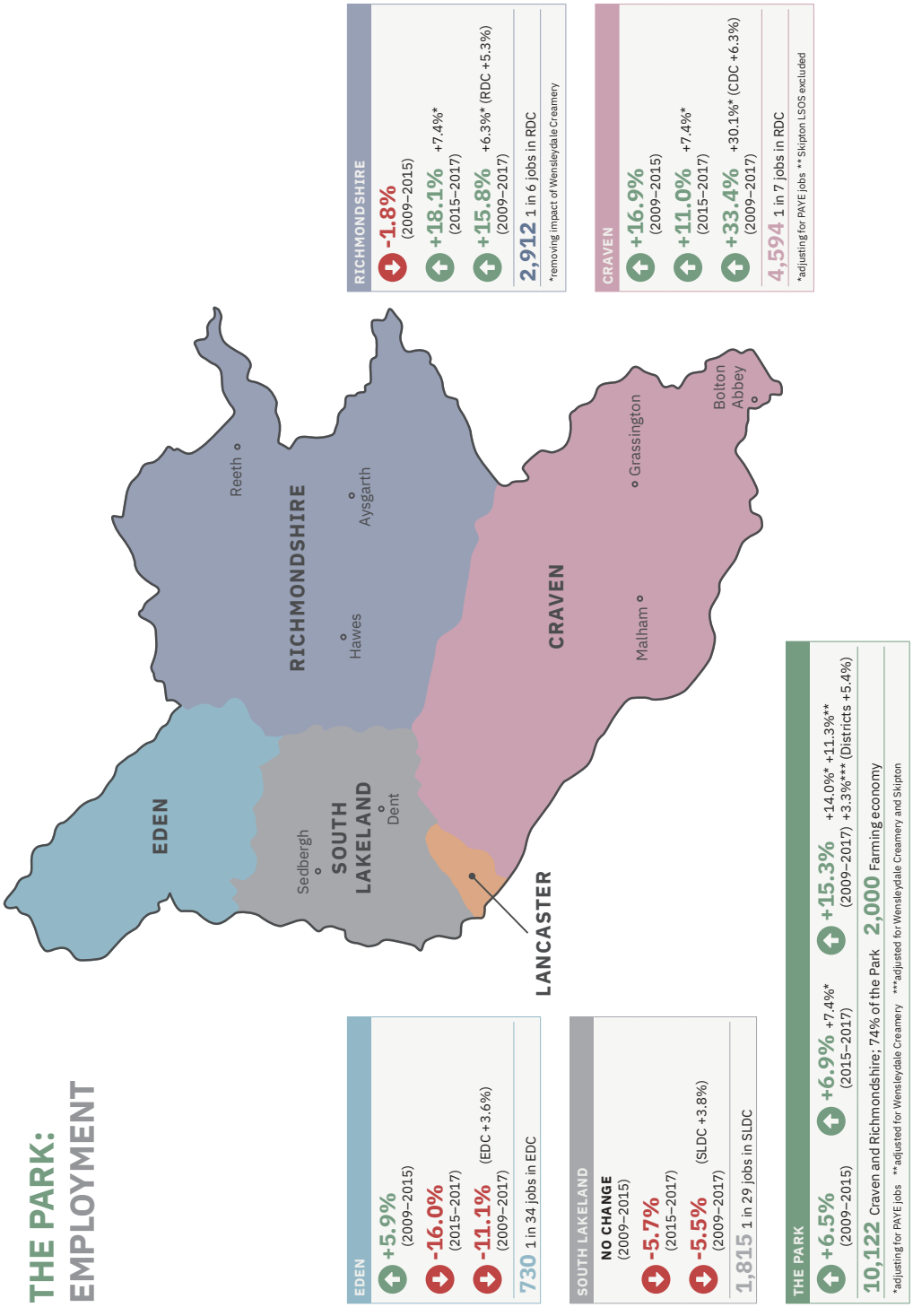
62. In aggregate, there were around 12,122 jobs in the whole economy of the YDNP in 2017 (comprising of 10,122 in the main economy and 2,000 in the farming economy). The farming economy therefore accounts for around 1 in 6 jobs in whole economy of the YDNP.

Figure 3.13: Total employment (whole economy), 2017



Source: Main economy - BRES. Figures for 2017 include PAYE employment and are unadjusted for identified major influences. Farming economy - DEFRA and local survey data.

Figure 3.14: Summary – Employment in the YDNP



3.7 Industrial structure

Main economy

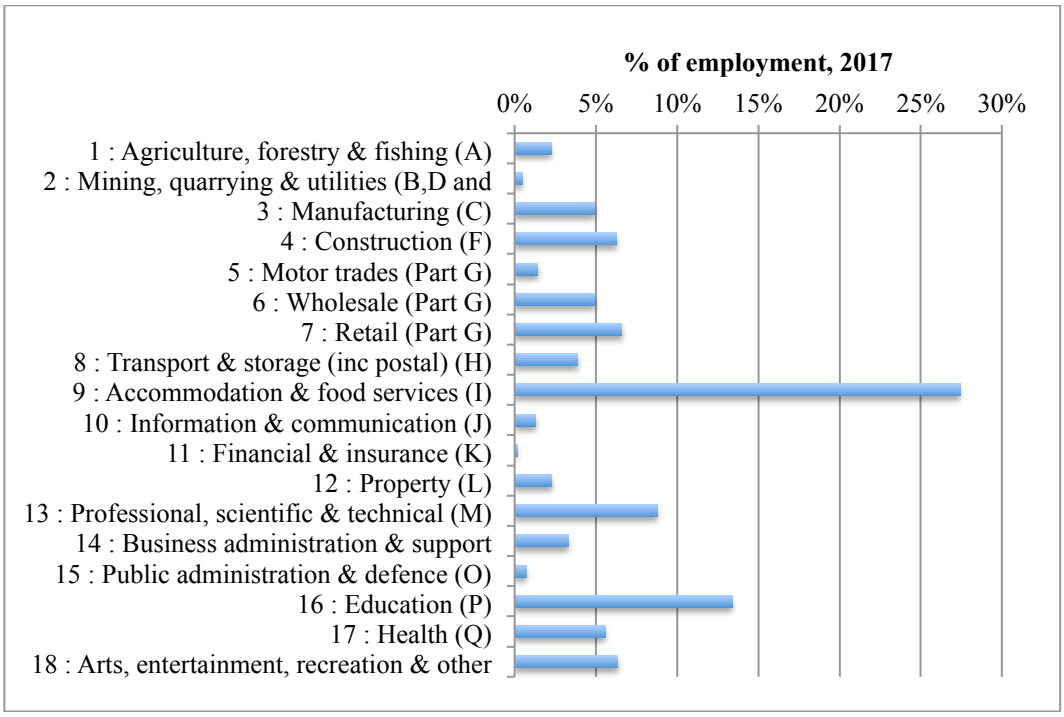
63. Examination of BRES data by industrial sector for 2017 (the latest available year) shows the composition of the main economy in the YDNP. It should be noted that figures for LSOAs (and therefore the YDNP) do not include Farm Agriculture. Farm Agriculture is included in district level figures.

64. The three largest sectors in the main economy of the YDNP are:

- Accommodation & food services (27.4% of total jobs);
- Education (13.4%); and
- Professional, scientific & technical (8.8%).

65. Together, these three sectors account for around 1 in 2 jobs within the main economy of the YDNP.

Figure 3.15: Industrial structure (main economy), 2017



Source: BRES. Figures include PAYE employment

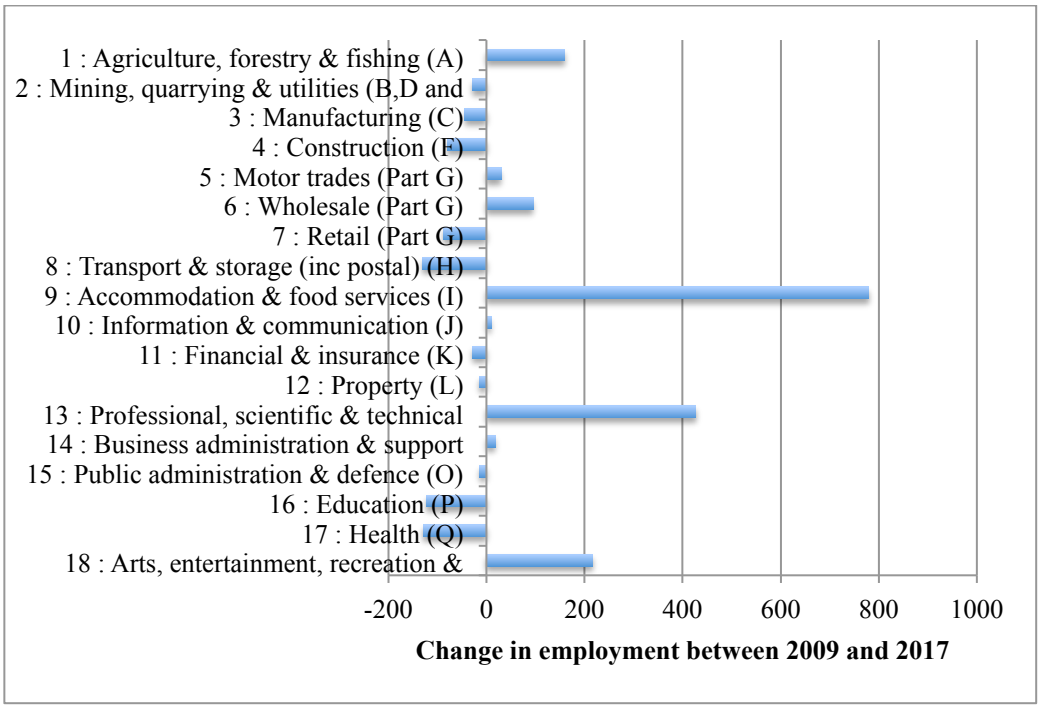
66. BRES data by industrial sector for the 2009-2017 period shows wide variation in performance across sectors. Examination of the three sectors that account for the largest proportion of total employment in 2017 shows the following performance:

- Accommodation & food services (+ 779 jobs);
- Education (-122 jobs) and
- Professional, scientific & technical (+427 jobs).

The expansion in employment in the Accommodation & food services sector is particularly significant given it accounts for a large proportion of employment in the main economy. The Arts, entertainment, recreation & other services sector

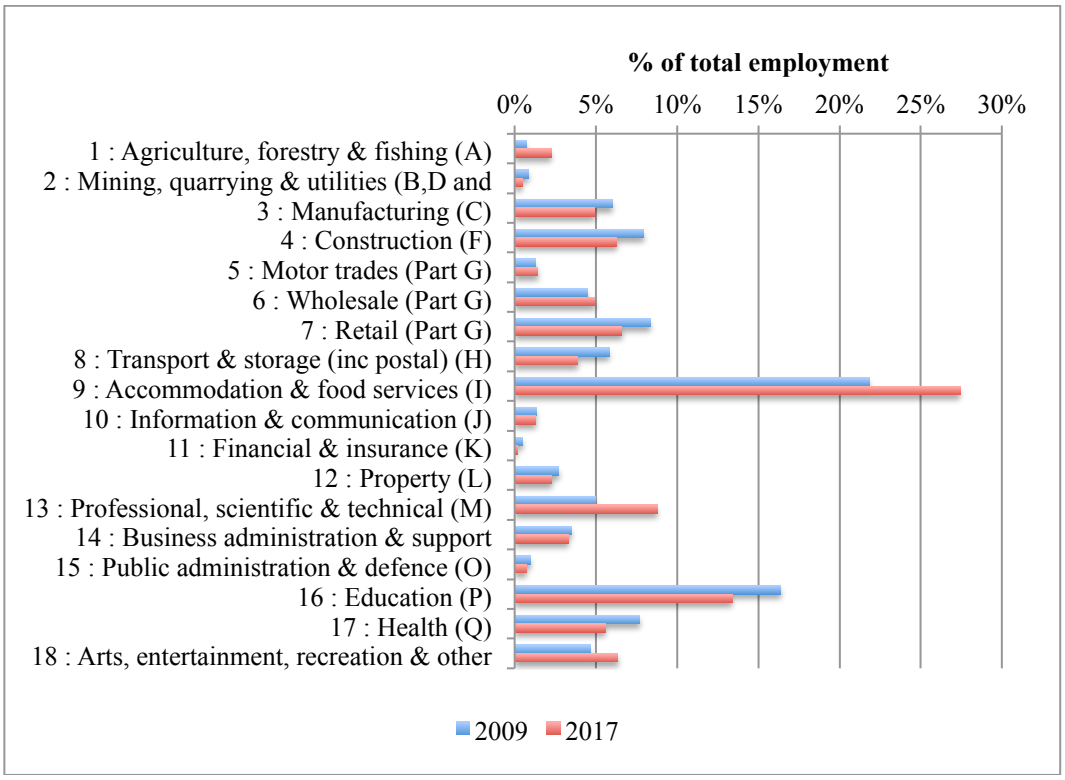
also performed relatively well. Both are tourism related. The largest contractions in employment in absolute terms were in the Transport & storage (-130 jobs), Health (-129 jobs) and Education (-122 jobs) sectors.

Figure 3.16: Industrial structure (main economy), change in jobs 2009 to 2017



Source: BRES. Figures for 2017 include PAYE employment

Figure 3.17: % of employment by industrial sector (main economy), 2009-2017



Source: BRES. Figures for 2017 include PAYE employment

Farming economy

67. The management of the YDNP by farmers and landowners is intrinsically important to the landscape's conservation and to protect some of Britain's rarest habitats and species. Farms are important rural businesses and are vital to rural society. There is a strong Farmer Network in the Yorkshire Dales.

68. Detailed work on farms in the YDNP was undertaken in 2015 as part of a study funded through the YNYER LEP[2]. The aim of the study was to identify business investment and training needs, skill gaps, predict training demand and to determine how this should be offered and priority areas for diversification.

69. The study area of this work included the Yorkshire Dales and Nidderdale AONB. This area is characterised by many small family livestock farms, dominated by those categorised as LFA (Less Favoured Area) livestock units (mainly extensive beef and sheep farms). At this time, around 82% of farms in the YDNP were classed as LFA livestock. The number of commercial farms was reasonably static, with 839 in the Park with the total labour force of 1,988 people.

70. The combined results of the 2015 study (broader than the YDNP) showed that average profits were £19,806 (2013/14) with income from public funding at an average of £47,743 per farm. This shows the high reliance on public funding (Basic Payment Scheme and Environmental Schemes) in return for managing their farms for public benefit.

71. It is noted that the figures in the 2015 study relate to YDNP pre the extension of its boundaries. The most up to date figure for the number of farms including the extension area is 1,153 and relates to 2016.

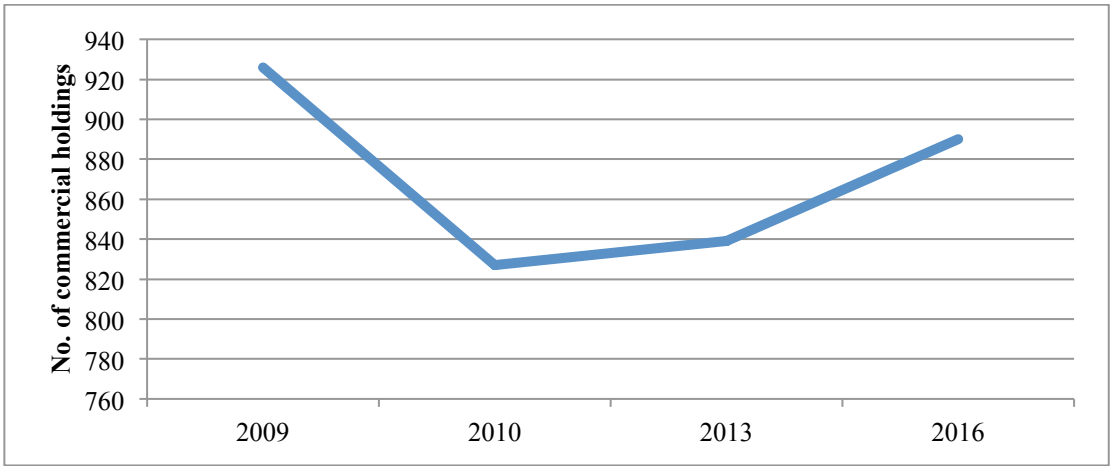
72. In addition, while relating to the pre-extension area, DEFRA data provides trend data on farm holdings and employment up until 2016[3]. Over the period 2009-2016, the number of commercial holdings decreased -3.9% and the number in employment increased by 4.2%. There were considerable changes year to year however, with a clear period of contraction in 2009-2010 and period of growth since 2010.

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[2] 'Yorkshire Dales and Moors Farm Innovation Project', Paul Harper, Yorkshire Dales Farmer iNetwork Paul Burgess, Nidderdale AONB Fiona Tweedie, ADAS Consulting Ltd (July 2015). See: https://www.businessinspiredgrowth.com/wp-content/uploads/2017/01/ABC-YDMFI-Project-Report.pdf

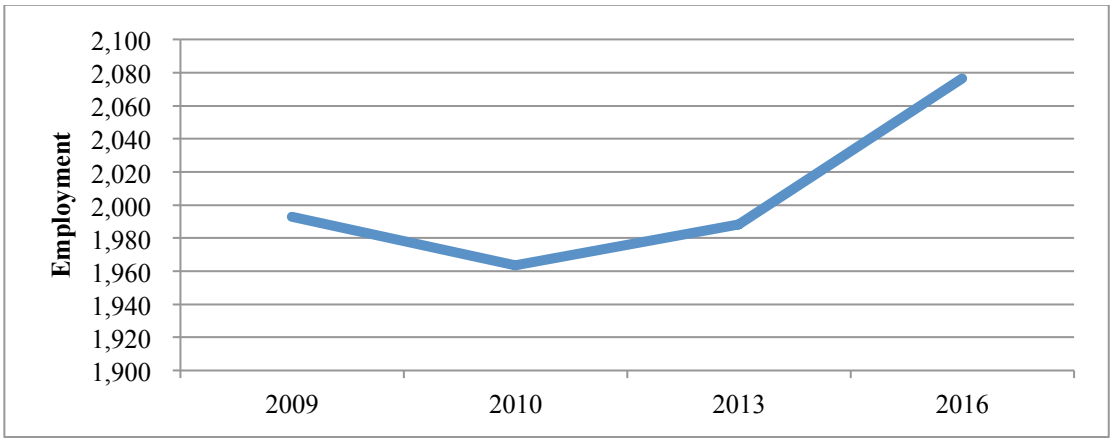
[3] An update of this data is due later this year.

Figure 3.18: Commercial farm holdings in the YDNP, 2009-2016



Source: DEFRA data, pre Park extension.

Figure 3.19: Farm employment in the YDNP, 2009-2016



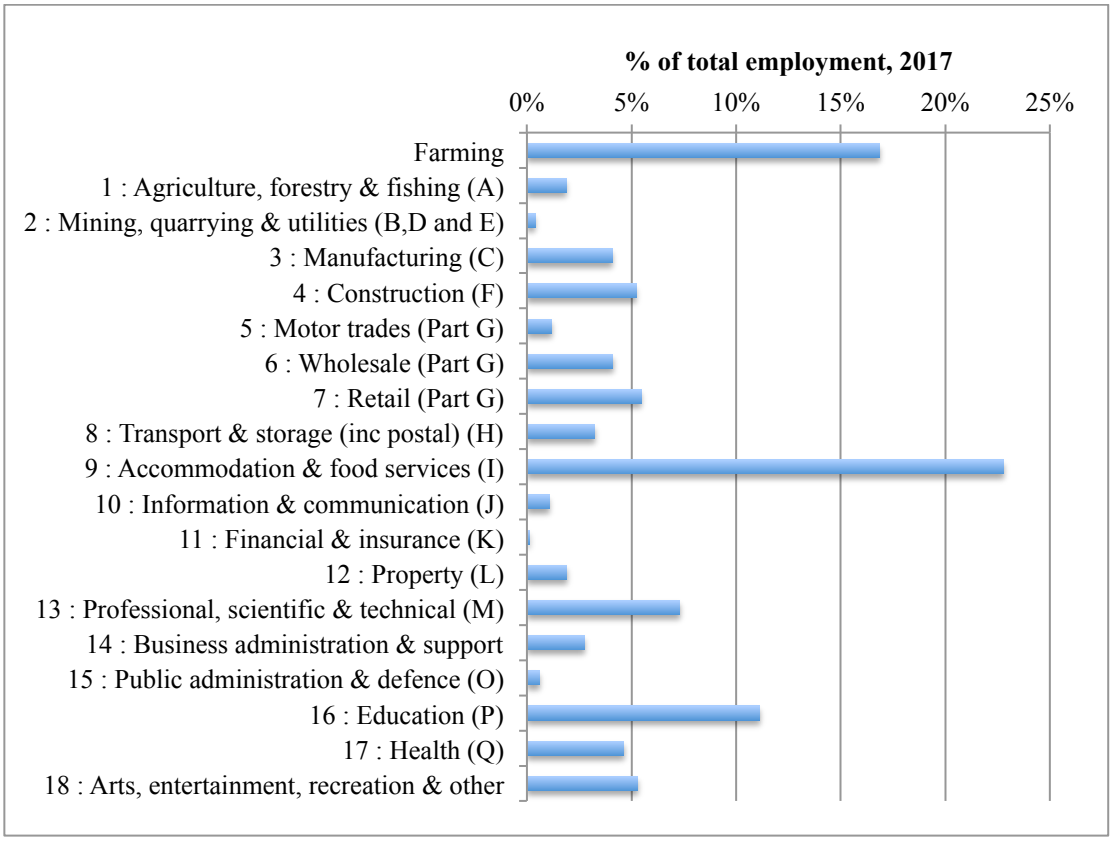
Source: DEFRA data, pre Park extension.

Whole economy (main economy and farming economy)

73. The following figure shows total employment by industrial sector for the whole economy of the YDNP in 2017. The three largest sectors are:

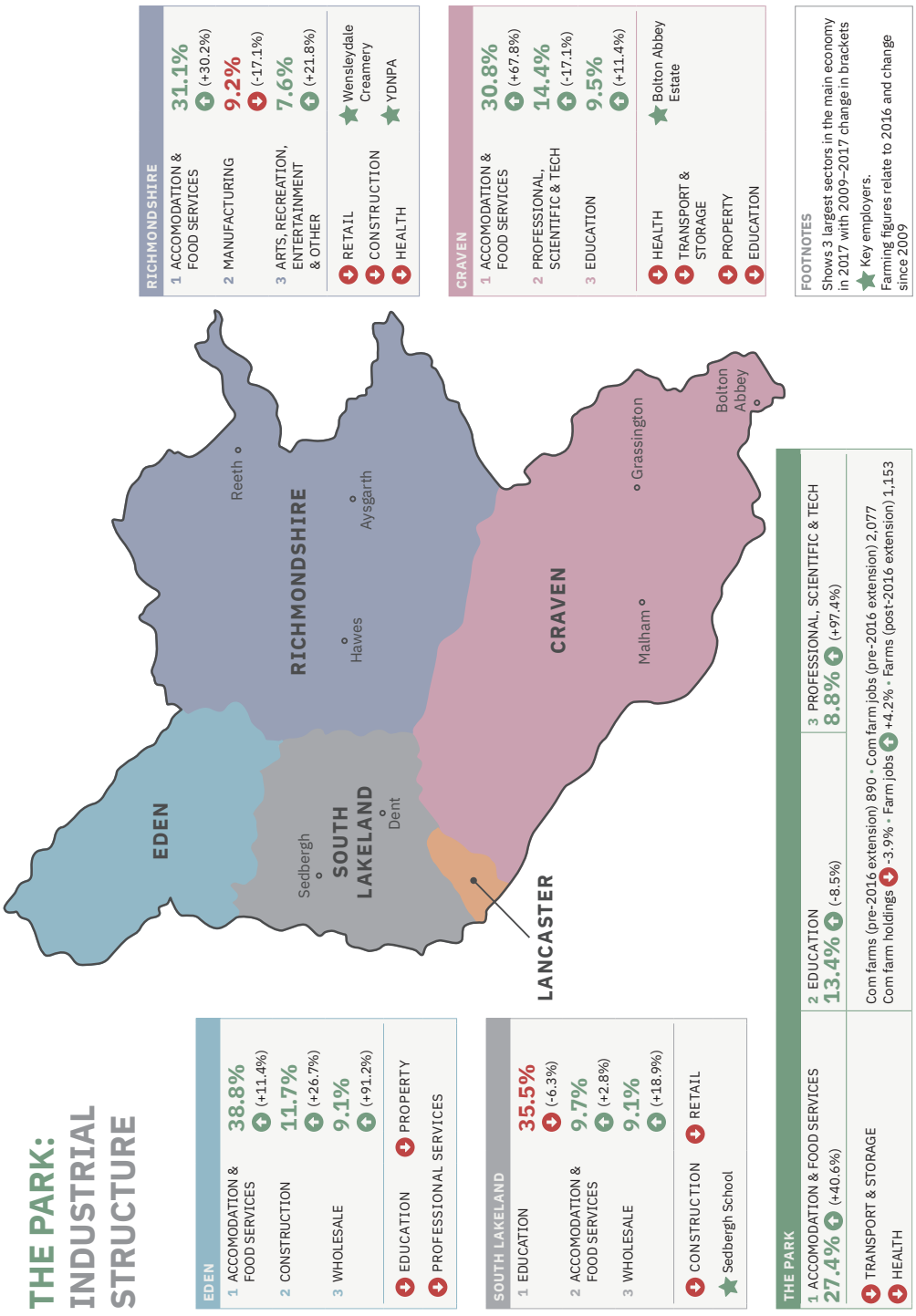
- Accommodation & food services;
- Farming; and
- Education

Figure 3.20: Industrial structure (whole economy), 2017



Source: BRES and DEFRA data.

Figure 3.21: Summary – Industrial structure of the YDNP



Income

74. Income data is only available down to Mid Super Output Area (MSOA) level so an approximation is used to the YDNP area.

75. The average total annual income in 2015/16 was highest in Lancaster (£45,400) and lowest in Richmondshire (£36,800). There is some caution with the Lancaster figure as this covers a much wider area than just the YDNP. Accordingly, taking an average of the other four district sub areas is a more reasonable proxy for the average level across the YDNP. This yields a figure of £38,208.

Figure 3.22: Average annual income, 2015/16

Sub area	Income	as % of highest MSOA in district
Eden	37,800	90.0%
South Lakeland	38,700	85.2%
Lancaster	45,400	94.0%
Craven	39,533	87.3%
Richmondshire	36,800	79.0%

Source: Small area income estimates for middle layer super output areas, England & Wales, 2015/16

76. Net income after housing costs as a % of net income before housing costs provides a useful indicator of the impact of housing costs on net income. A higher percentage indicates a lesser impact of housing costs on net income.

77. The average of the other four sub areas for net income after housing costs as a proportion of net income before housing costs is 93.5%. Across the YDNP's constituent sub areas, the highest figure was in South Lakeland (96.1%) and lowest in Richmondshire (90.3%). Housing costs therefore appear to have to greatest impact on net income in the Richmondshire part of the YDNP.

Figure 3.23: Net income after housing costs % of before housing costs, 2015/16

Sub area	Net income after housing as % of before
Eden	93.2%
South Lakeland	96.1%
Lancaster	92.5%
Craven	94.2%
Richmondshire	90.3%

Source: Small area income estimates for middle layer super output areas, England & Wales, 2015/16

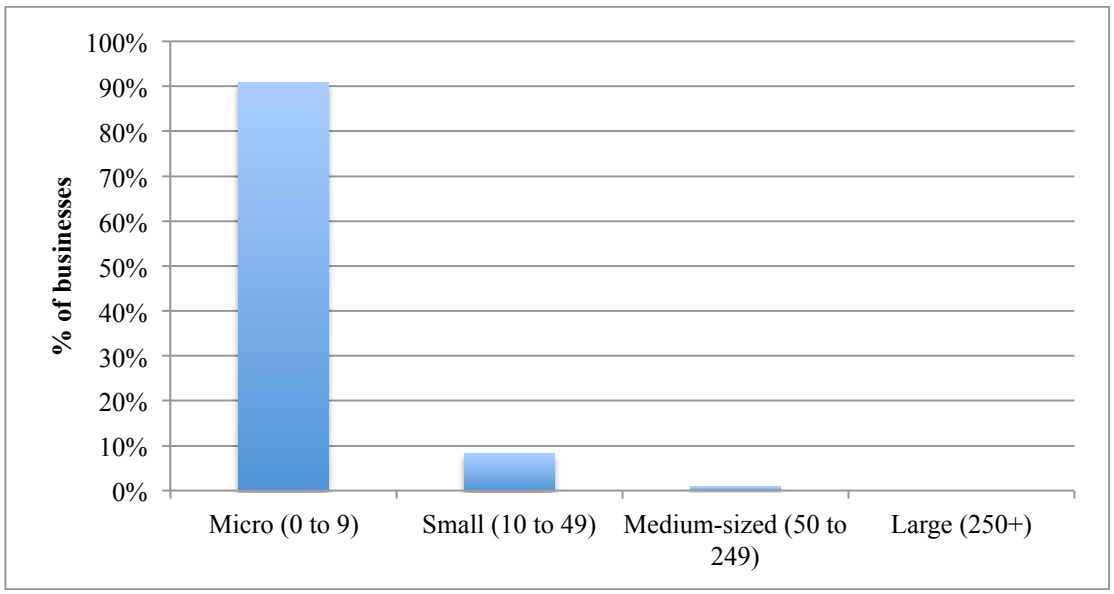
Business profile

78. UK business count data from the ONS provides a picture of the shape of the business base. This data is only available down to MSOA level so an approximation is used to the YDNP area.

79. There are around 4,000 businesses in the YDNP. The majority of businesses in YDNP (90.8%) are micro businesses with less than 10 employees. Small

businesses (10 to 49 employees) account for around 8.4% of businesses. There are no large businesses of more than 250 staff in the YDNP.

Figure 3.24: Businesses by size (number of employees), 2018

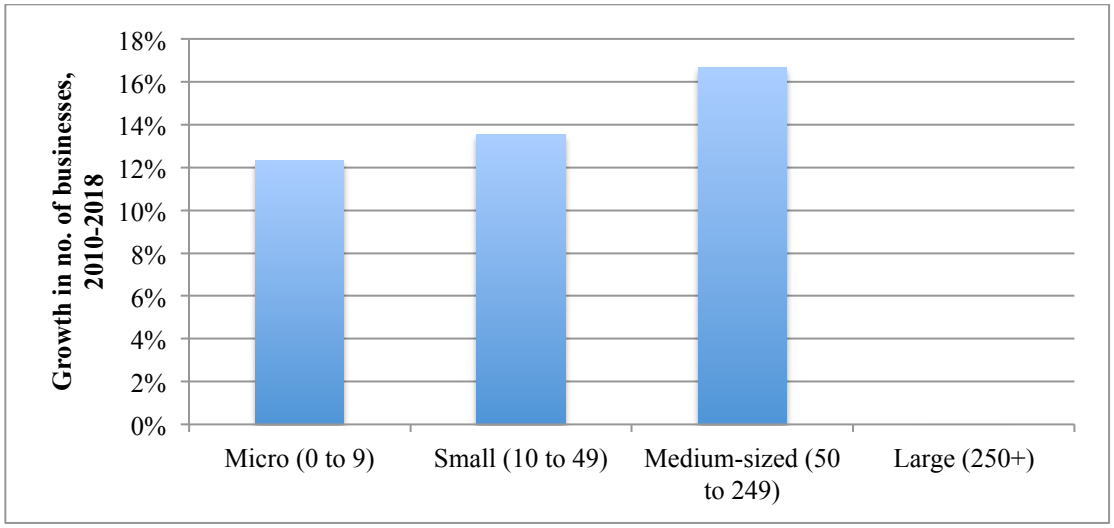


Source: ONS UK Business Counts, based on IDBR

80. Over the period 2010 to 2018, the total business count in the YDNP increased by around 12.5%. Primarily the Craven sub area drove this growth. Positive growth was also experienced in the Richmondshire and South Lakeland sub areas. There was a fall in businesses in the Eden sub area.

81. Examining trends by business size shows that in percentage terms, the number of medium sized businesses (50-249 employees) has grown the most in the YDNP. The number of these businesses grew by 16.7% over 2010-2018. Positive growth was also experienced in both micro and small businesses.

Figure 3.25: Growth in no. of businesses by size (employees), 2010-2018

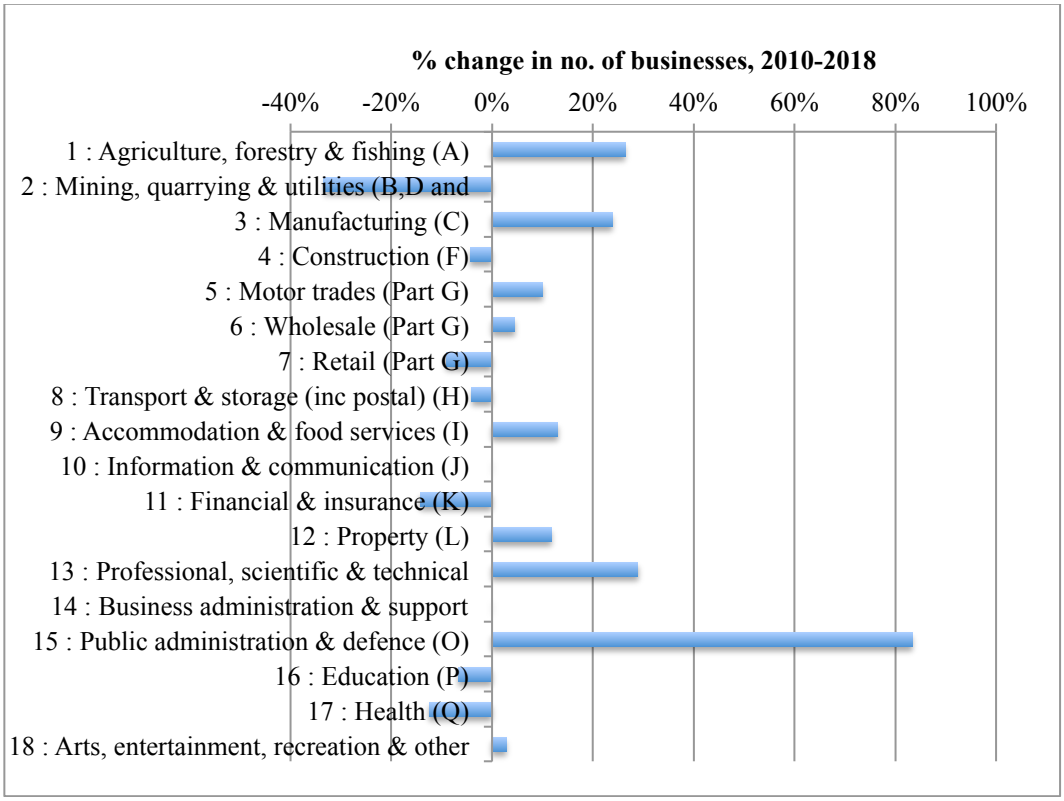


Source: ONS UK Business Counts, based on IDBR.

82. Looking at the percentage change in the number of businesses by sector over 2010-2018, the Public administration & defence, Professional, scientific & technical and Agriculture sectors exhibited the greatest growth.

83. There were decreases in the number of businesses in several sectors, including Mining, Finance & Insurance, Health, Retail, Education and Construction sectors. The number of agricultural businesses grew by 26.4% over this period – from 1,250 to 1,580 businesses.

Figure 3.26: Growth in no. of businesses by industry, 2010-2018



Source: ONS UK Business Counts, based on IDBR.

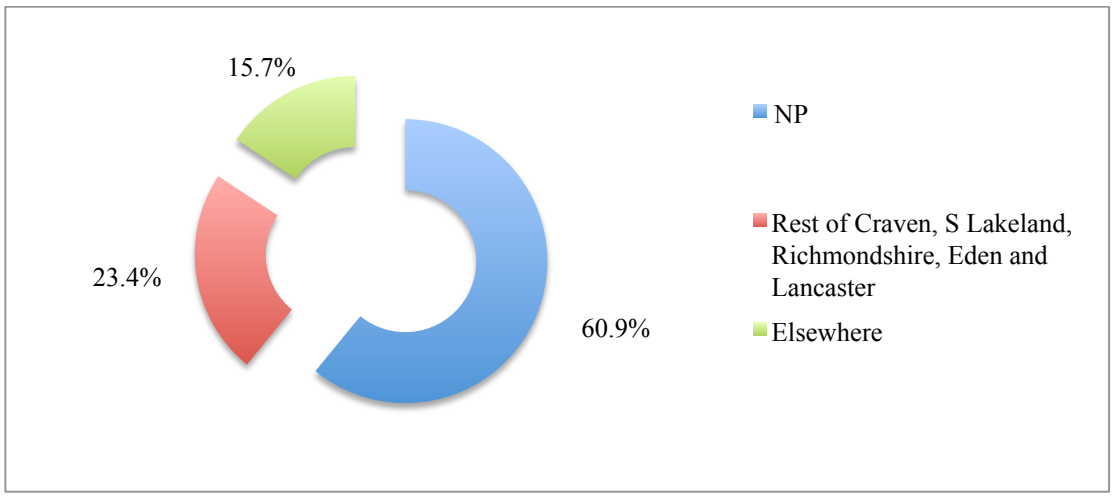
3.8 Travel to work

84. Origin-destination data published by the Office for National Statistics (ONS) provides data on the travel to work patterns of individuals[4]. This can be used to understand patterns across different the YDNP.

85. Overall, the YDNP has a relatively low level of self-containment; 60.9% of those who live within the YDNP also work within the YDNP. There is net out commuting with a ratio of resident workers to workplace-based employment of 1.09.

[4] 2011 Census.

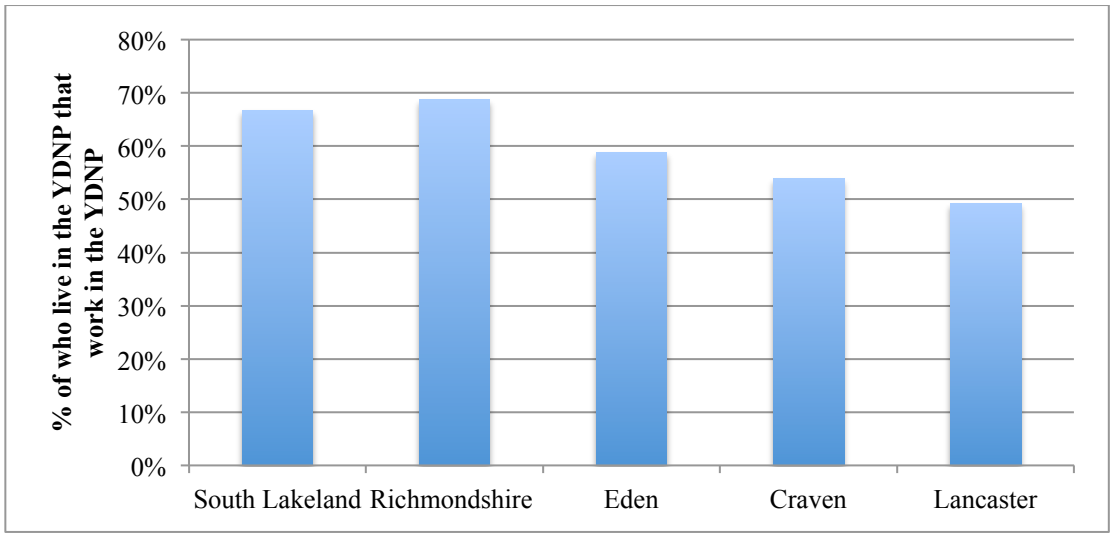
Figure 3.27: Work locations for those who live in the YDNP



Source: Census 2011

86. Levels of self-containment vary across the YDNP's sub areas. In the two largest sub areas, Richmondshire had a higher level of self-containment (68.8%) compared with 54.0% in Craven. Of all sub-areas, Richmondshire has the highest self-containment and Lancaster the lowest.

Figure 3.28: Self-containment by sub area



Source: Census 2011

3.9 Local service provision

Education

87. There are 23 primary schools, 1 mainstream secondary school and 3 independent schools in the YDNP[5].

[5] It is noted that Arkengarthdale school (included in these figures) closed in July 2019. Figures also include Clapham School on the boundary of the YDNP.

88. In aggregate, primary school roll numbers in the YDNP have decreased by -1.4% over the last 5 years (2014 – 2019). The Richmondshire and Eden sub areas experienced falls in primary roll numbers over this period.

89. Secondary school numbers in the YDNP grew by 20.1% while independent school numbers increased by 18.5%. Many areas of the YDNP are reliant on provision of secondary education outside. College provision is also only provided outside.

Figure 3.29: School roll numbers in the YDNP, 2014-2019

School	Pupils on roll		Change, 2014-2019	
	2014	2019	No.	%
Primary	1,328	1,310	-18	-1.4%
Secondary	164	197	33	20.1%
Independent	675	800	125	18.5%

Source: Drawing on Edge Analytics demographic analysis using DfE data

Health

90. In terms of primary care, GP services are provided in 13 sites. These perform well in terms of the average number of registered patients per GP compared with the average for England of 2,087 patients.

91. Secondary care facilities are located some distance away outside of the YDNP.

Figure 3.30: Primary care facilities in the YDNP

Sub area	Sites	GPs	Registered patients	Registered patients per GP
Craven	4	29	34,711	1,197
Richmondshire	3	5	5,808	1,162
Eden	4	10	9,707	971
South Lakeland	2	5	4,294	859
	13	**49**	**54,520**	**1,113**

Source: NHS data. Sites include some just outside the YDNP boundary. Craven figure includes provision in Ilkley that is part of the practice in Grassington.

Transport

92. Key road links include a number of A road routes, including:

- A684 - a key east-west route across the YDNP, providing access to Hawes to the east and the M6 to the west; and
- A683 - a key north-south route, providing access to Kirkby Stephen to the north and Kirkby Lonsdale to the south.

93. Bus services within the YDNP run throughout the year linking the main towns, villages, and popular attractions, with additional services running during the summer months mainly on Sundays and Bank Holidays.

94. The Settle–Carlisle railway line has several stations in the YDNP.

Communications

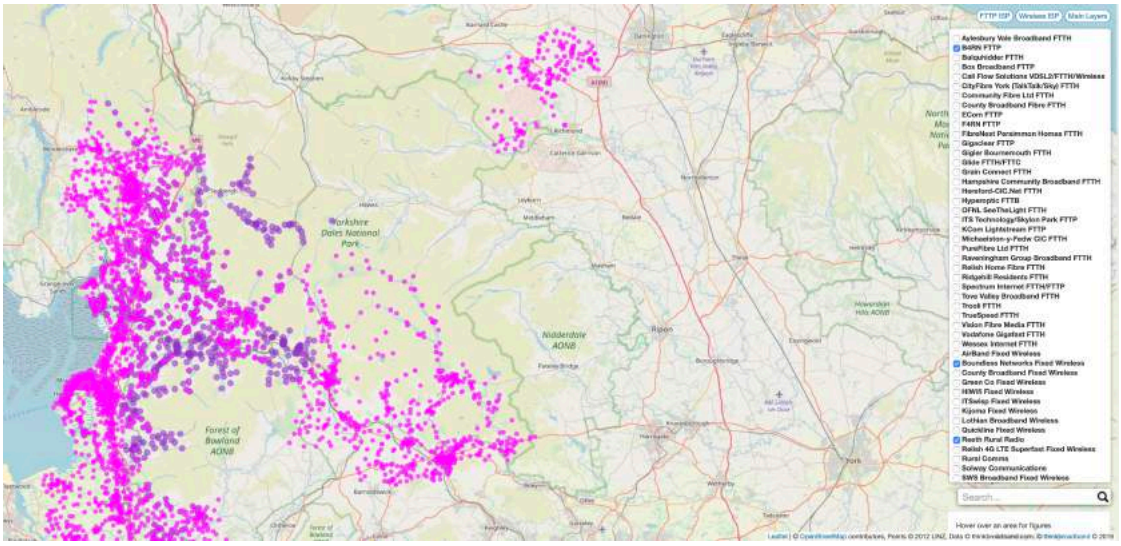
95. Levels of broadband coverage are variable across the YDNP. Some areas have recently acquired faster access through expansion programmes making use of government funding to assist with viability. Parts of the YDNP have access to very high speed broadband (e.g. B4RN fibre), in excess of that available in some urban areas. Coverage across the YDNP as a whole varies however.

96. The following map shows current connectivity across the YDNP. Coverage maps have constraints and the results are not definitive. For example, connection reporting practices vary across providers. The map shown includes service dots for B4RN, Boundless Networks Fixed Wireless and Reeth Rural Radio.

97. B4RN has been particularly active in rolling out coverage across the western part of the YDNP. Consultation with B4RN indicates that the B4RN coverage dots mean that the service is live and B4RN can connect anyone who wants service in a short time frame and it will be at 1Gbs. B4RN report coverage differently to all the others in that they only classify a postcode as "in service" once they have dug to it and actually connected customers and are in a position to connect all/any property in the postcode. The dots in the map are live service areas that do not include the areas that B4RN has started building into until those go live.

98. The other providers such as Boundless, use theoretical radio coverage and record all the postcodes as "properties passed" and hence put a dot on them. There is no guarantee that any property can actually get connected as there are many line of sight issues such as trees in the way which block connections.

Figure 3.31: Broadband connectivity in the YDNP



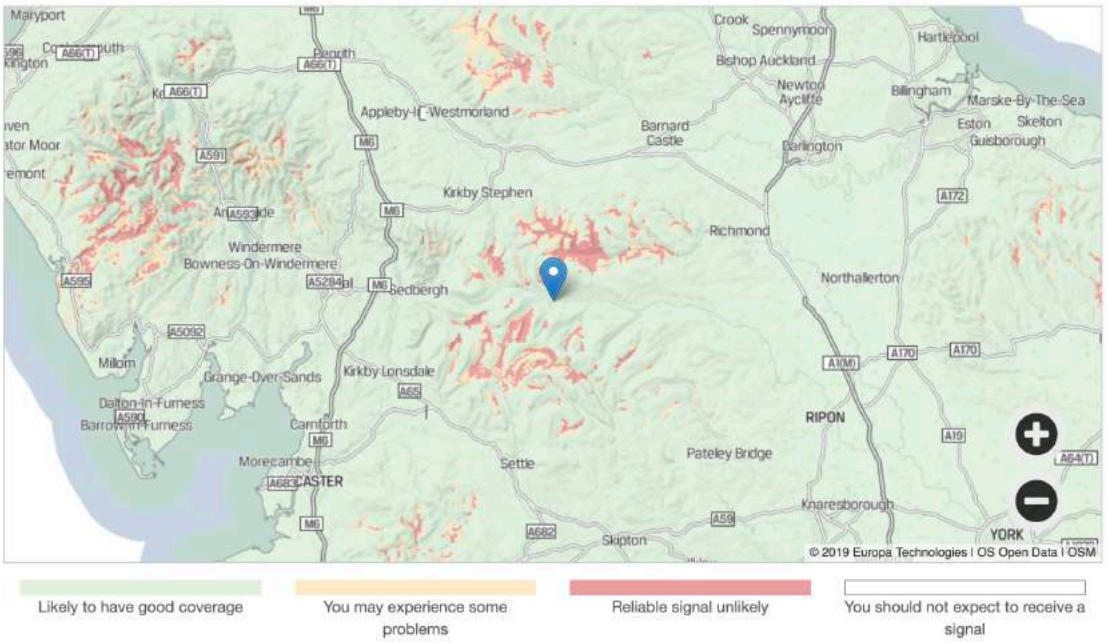
Source: Thinkbroadband.com

99. Discussions with B4RN indicate that the company continues to actively expand connections in the YDNP. B4RN is a community interest company (not for profit) and provides superfast fibre. Superfast fibre provides a significant gain for most properties connected, of which 90% are on less than 10mb beforehand. The following is noted in relation to current B4RN coverage, planned activity and the future:

- Broadband is either under build or planned in the next 12-18 months in around 50% of the YDNP. Broadly, the part of the YDNP to the west of the Settle-Carlisle railway line has been covered;
- Recent activities include locations at Ingleton, Chapel le Dale to Ribbleshead, Dent, Barton and Sedbergh. Plans for Hawes have been submitted;
- B4RN could potentially be in a good position for further delivery. It has recently completed capital raising through community bonds. The company was planning the remaining 50% of the YDNP but this is now under reassessment. State aid and pockets of sterilisation (e.g. north of Grassington) are issues going forward;
- The current government voucher system means services must be delivered by 2021. Delivery relies on vouchers but there is an issue with state-aid which impacts viability e.g. cases where a significant number of properties are not eligible for vouchers due to state-aid. It is understood that around 1,000 of 11,000 properties have a state-aid issue;
- Government vouchers are worth £1,500 per property. Where there are no properties affected by state-aid issues, the vouchers cover most costs. The more state-aid properties there are (and therefore less vouchers that can be applied for) the less of total scheme cost is covered. The shortfall has to be made up by households through crowd funding;
- There are particular issues with viability of future schemes in North Yorkshire due to the piece meal delivery of schemes e.g. not completing all properties in line with natural topography; and
- The part of the YDNP that B4RN are least likely to look at is the section east of the Settle-Carlisle line and north of the A684.

100. There are issues with mobile connectivity in the YDNP – for both voice and data services. Whilst coverage is generally good in some areas, it is non-existent or unreliable in others. The following figure shows coverage is typically good along the A684 corridor running through Hawes but weaker both to the north and south of this.

Figure 3.32: Mobile connectivity in the YDNP



Source: Ofcom data. Differs by provider. Map shown for Vodafone 4G voice call coverage (outside)

Other services

101. Across the YDNP, there are challenges with the continued provision of a range of community services. For example, high street banking presence has become an issue, driven by the national trend for reduction in branch services with less populated areas being particularly at risk. For some communities in the YDNP, there is a need to travel outside to access these services. Increasingly, there is a reliance on community volunteers for the provision of some services.

102. The retail sector at a national level is undergoing a period of sharp change, with the rolling back of high street store presence by many major retailers. Like many other less densely populated areas, the YDNP's centres face increased challenges as a result.

Key points

Population

- The population of the YDNP was estimated as 23,488 at mid-year 2017
- The majority of the YDNP's population is in the Craven, Richmondshire and South Lakeland district sub areas. Together these account for 88.7% of the YDNP's population in 2017
- In 2001-2017, the population of the YDNP grew by just 0.6%. The year 2008 is a key point at which the trend changes. Prior to 2008, the population grew steadily
- In three district sub areas, population growth over the 2001-2017 period has been marginally positive (around 1%). These include Craven and Richmondshire
- In Craven and Richmondshire (the largest of the YDNP's district sub areas), there is a marked difference in population growth trends inside and outside the YDNP. In 2001-2017, in Craven there was growth of only 0.9% inside compared with 6.4% outside. In Richmondshire, there was growth of only 1% inside compared with 16.1% outside
- Pre-school, primary school and secondary school age-group populations have all declined since 2001, and particularly since 2010. In contrast, the size of the 65+ age group has increased. In 2001, 21% of the YDNP's population was aged 65+. By 2017, this figure increased to around 30%
- Craven and Richmondshire (the largest of the YDNP's district sub areas), have the greatest proportions of population aged 65 years+ (30.8% and 30.5% respectively)

Employment

- There were 10,122 jobs in the main economy of the YDNP in 2017
- The majority of jobs (around 74%) are within the Craven and Richmondshire district sub areas
- Over 2009-2017, the employment level in the YDNP's main economy expanded by 1,344 jobs (+15.3%). This compares with aggregate growth of around 10,000 jobs (+5.4%) in the whole districts
- Broadly, the trend in employment has been upwards in Craven and Richmondshire (the two largest areas in terms of total employment). Employment levels in the other three district sub areas were lower in 2017 than 2009
- By far the most growth in employment in absolute terms has occurred in Craven
- Some aspects have a large influence on the employment change figures. Adjusted overall employment growth figures for the YDNP in 2009-2017 are:
    - Removing growth from Wensleydale Creamery +11.3%
    - Removing Wensleydale Creamery and Skipton LSOA +3.3%

  These adjustments are made with respect to the +14.0% growth figure.
- The three largest sectors within the main economy of the YDNP are the Accommodation & food services, Education and Professional, scientific & technical sectors. Together, these account for around 1 in 2 jobs within the main

economy

- There has been a significant expansion in employment in the Accommodation & food services sector over the period 2009-2017. The Professional, scientific & technical sector and Arts, entertainment, recreation & other services sector also performed posted growth
- There have been contractions in employment in the Transport & storage, Health and Education sectors
- The Accommodation & food services, Professional, scientific & technical and Arts, entertainment, recreation & other services sectors have become more important in terms of employment
- The farming sector is highly reliant on public funding (Basic Payment Scheme and Environmental Schemes). The most up to date figure for the number of farms including the YDNP's extension area is 1,153 and relates to 2016. The workforce is approximately 2,000 people
- In aggregate, there were around 12,122 jobs in the whole economy of the YDNP in 2017 (comprising of 10,122 in the main economy and 2,000 in the farming economy). The farming economy therefore accounts for around 1 in 6 jobs in whole economy of the YDNP

Business profile

- There are around 4,000 businesses in the YDNP
- The majority of businesses in YDNP (90.8%) are micro businesses with less than 10 employees
- In 2010 to 2018, the total business count in the YDNP increased by around 12.5%. Primarily the Craven sub area drove this growth. Positive growth was also experienced in the Richmondshire and South Lakeland sub areas. There was a fall in businesses in the Eden sub area

Travel to work

- Overall, the YDNP has a relatively low level of self-containment. Around 60.9% of those who live within the YDNP also work within the YDNP
- Levels of self-containment vary across the YDNP's constituent district sub areas. In the two largest district sub areas, Richmondshire has a higher level of self-containment (68.8%) compared with 54.0% in Craven

Local service provision

- In aggregate, primary school roll numbers in the YDNP have decreased by -1.4% over the last 5 years (2014 – 2019). The Richmondshire and Eden sub areas have experienced falls in primary roll numbers
- Secondary school numbers in the YDNP grew by 20.1% while independent school numbers increased by 18.5%
- Many areas of the YDNP are reliant on provision of secondary education outside. College provision is also only provided outside
- GP services perform well in terms of the average number of registered patients per

GP. Secondary care facilities are located some distance away outside

- Parts of the YDNP have access to very high speed broadband (e.g. B4RN fibre), in excess of that available in some urban areas. Some areas have recently acquired faster access through expansion programmes making use of government funding to assist with viability. Coverage across the YDNP as whole varies however.
- B4RN has been particularly active in rolling out coverage across the western part of the YDNP. Discussions with B4RN indicate that the company continues to be actively expanding connections. A number of constraints to future expansion are identified however
- There are issues with mobile connectivity in the YDNP – both for voice and data services. Whilst coverage is generally good in some areas, it is non-existent or unreliable in others
- Across the YDNP, there are challenges with the continued provision of a range of community services. For some communities in the YDNP, there is a need to travel outside to access these services. Increasingly, there is a reliance on community volunteers for some services
- The retail sector at a national level is undergoing sharp change, with the rolling back of high street store presence by many major retailers. Like many other less densely populated areas, the YDNP's centres face increased challenges as a result

4 Potential for Future Change

4.1 Overview

103. This section considers the potential for future change in the population and economy of the YDNP over the period to 2040.

4.2 Approach

Population

104. The modelling undertaken by Edge Analytics provides forecasts of future population in the YDNP. This is used, along with local evidence, to consider the potential path of population change.

105. Five trend scenarios consider how the YDNP's population profile might evolve under different migration assumptions:

- **SNPP-2014:** this scenario uses the ONS 2014-based SNPP for each of the five intersecting local authorities and applies its growth assumptions to the YDNP geography;
- **SNPP-2016:** this scenario uses the ONS 2016-based SNPP for each of the five intersecting local authorities and applies its growth assumptions to the YDNP geography;
- **PG-Short Term:** this scenario considers the most recent mid-year population evidence, to derive a trend scenario based upon migration histories from the last six years (2011– 2017);
- **PG-Long Term:** this scenario considers a longer-term history of evidence, drawing its migration assumptions from the 2001–2017 time-period;
- **Net-Nil:** this scenario is included to provide an indication of demographic change that would result from a situation where migration is having no overall net effect upon the YDNP's annual population growth/decline, whilst continuing to affect age-group differences.

106. To mitigate the on-going effects of low population growth and rapid ageing of the population, the YDNP will require a change to its net migration profile, maintaining and attracting younger age cohorts. Longer-term alterations to the migration profile will invariably be underpinned by suitable housing provision. To complement the trend scenarios and to consider how different levels of housing provision might alter the demographic profile of the YDNP, a series of 'dwelling-led' scenarios have been formulated:

- **Dwelling-led +10:** this scenario evaluates the impact of a housing growth trajectory of +10 new homes per year;
- **Dwelling-led +30:** this evaluates the impact of a housing growth trajectory of +30 new homes per year;
- **Dwelling-led +50:** this evaluates the impact of a housing growth trajectory of +50 new homes per year; and

- **Dwelling-led +70:** this evaluates the impact of a housing growth trajectory of +70 new homes per year.

107. These 'dwelling-led' scenarios evaluate the demographic implications of a defined housing growth trajectory, matching dwelling numbers to household numbers using a vacancy rate and matching households to population using household representative rates and communal population statistics.

108. Further detail on the modelling is provided in the Edge Analytics Demographic Evidence Report.

Economy

109. The potential for future change in the economy of the YDNP is explored from several angles – with a focus on total employment and the nature of this employment.

110. Key sources of data on market conditions have been utilised to identify key sectors and trends. This has been augmented, drawing upon intelligence held within the YDNPA, our considerable experience of the local economy and data from local businesses. In addition to the quantitative work, the analysis of the future potential of the economy has a significant focus on qualitative information – based on specific consultation with local stakeholders.

111. Important aspects of this task include consideration of:

- The potential for changes in the shape of work;
- The potential for the existing indigenous base to expand/contract; and
- The potential for new businesses to be attracted into the YDNP.

112. The analysis considers both the overall employment demand in the YDNP and its constituent district sub areas.

4.3 Population

113. This section considers how the YDNP's population could potentially change over the next 20 years. A summary of the results is provided here, further detail is provided in the Edge Analytics Demographic report.

114. The Net-Nil scenario indicates the degree to which the YDNP's population would decline in the absence of annual migration effects, with a 15.5% reduction estimated by 2040. All other scenarios record a positive annual impact of migration, with a range of population growth outcomes from -10% under the SNPP-2016 scenario to +5.3% under the Dwelling-led +70 scenario.

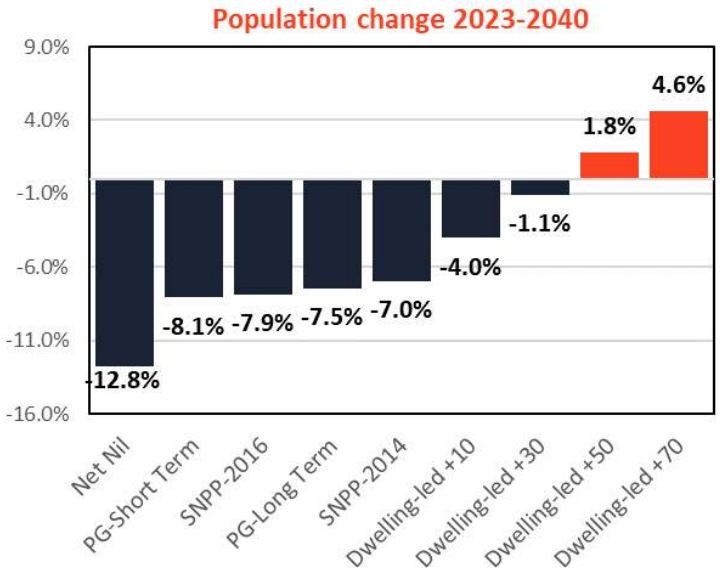
115. A 9% decline in population is projected by 2040 under the SNPP-2014 that, under MHCLG's standard methodology, provides the starting point for the assessment of future housing need. The PG-Short Term and PG-Long Term scenarios, using more recent historical evidence, estimate relatively similar growth outcomes to the SNPP-2014 but with a less severe decline in the housing requirement, with the maintenance of a slightly more youthful migration profile.

116. The current age-profile of the YDNP means that its population growth outlook will always be constrained, indicated by the fact that even with housing growth of +70 per year, population change is estimated at a modest 5.3% between 2017 and 2040.

117. Under all scenarios, growth of the older-age population is immutable, emphasising the impact that further ageing of an already relatively old age-profile has upon the YDNP. What does alter under each of the scenarios is the change in the younger, 0–70 age-groups, depending upon the degree to which in-migration (driven by higher housing growth) influences the scenario.

118. The following figure shows projected population change for the YDNP for the plan period consistent with the YDNPA's new Local Plan (2023-2040).

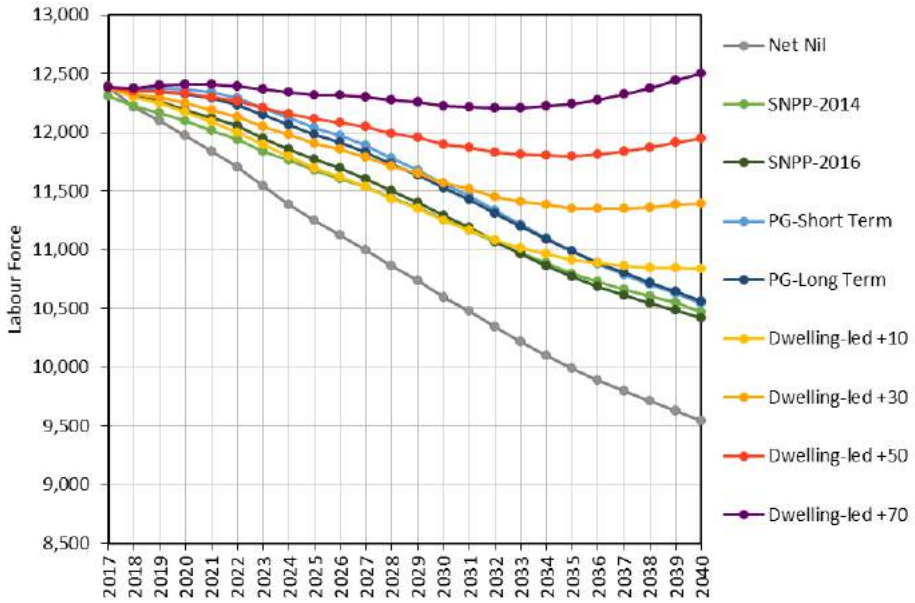
Figure 4.1: Population change in the YDNP, 2023-2040



Source: Edge Analytics using ONS data

119. These projections have significant implications for the size of the future labour force in the YDNP. Under the Net Nil scenario, the current labour force estimate of almost 12,500 declines to approximately 9,500 by 2040 – a contraction of around 24%. In contrast, the highest housing growth scenario, Dwelling-led +70, maintains a labour force of approximately 12,500 throughout the forecast period.

Figure 4.2: Labour force growth trajectory in the YDNP, 2017-2040



Source: Edge Analytics using ONS data

120. Based on the available evidence and if there is no intervention, future growth is likely to be somewhere within the range indicated by the PG-Short Term and Dwelling-led +10 scenarios (-8.1% to -4.0% population change in 2023-2040).

4.4 Economy

121. This section considers how the nature and scale of the YDNP's economy, and its geographical distribution, could potentially change over the next 20 years.

The shape of work

122. The shape of modern work has evolved over recent years. Whilst some form of property remains necessary, the way workplaces look and behave has been undergoing substantial change. A range of factors has driven this trend. From the perspective of businesses, there has been a need to improve the cost effectiveness of their property portfolio, whilst also providing an environment that enables them to attract staff, collaborate and innovate. From the perspective of individuals, there has been a desire to work more flexibly and avoid the stresses of the daily commute. A significant part of this is the move towards increased home-based working and co-working spaces.

123. There is the potential for the YDNP to capitalise upon this trend, leveraging its unique assets such as the quality of its natural environment. Such activity is already taking place to some extent in the YDNP. However, the potential for increased adoption in the future is reliant upon sufficiently robust infrastructure being in place to attract such workers. Communications infrastructure (including fast broadband and reliable mobile connectivity) is key, as are transport connections. Looking ahead, whilst significant improvements to broadband connectivity have been delivered in the YDNP in recent years, there remain barriers to achieving consistent fast coverage across its entirety. The availability of affordable housing (both for purchase and rental) and the availability of co-working spaces are further constraints.

124. In relation to live/work, there only appears to be an existing offer in the YDNP that would appeal to older age groups with significant capital. This has implications for the ability of the YDNP to attract new working age residents from younger age groups. If live/work is to become a more substantial part of the YDNP's economy then there is need for careful thought on the nature of provision. There also needs to be good broadband coverage and effective marketing of the area around an appropriate live/work business model rather than just enabling the provision of bespoke units.

125. Improving the attractiveness of the YDNP to home-based and remote workers could assist in bringing new residents of working age into the YDNP. This would support population growth and further employment.

Changes in the indigenous business base

126. There is potential for the existing indigenous base in the YDNP to either expand or contract in the future. Changes to employment in indigenous businesses could arise from:

- Expansion or contraction in a firm's business activities;
- Changes in profitability and in some cases viability;
- Changes in labour productivity; and
- The movement of business operations outside of the YDNP.

127. A large proportion of the existing business base in the YDNP is accounted for by micro and small-sized businesses. A supportive policy environment could assist these businesses to grow and employ more people. In some cases, this growth will necessitate a move in premises, at which point it is important that the YDNP has a sufficiently competitive offer in order to the minimise the movement of successful businesses outside (and therefore leakage of employment).

128. The YDNP is home to a small number of larger employers. These play a vital role in supporting the economy and communities. As with smaller businesses seeking to expand, it will be crucial to ensure that the business environment is sufficiently supportive. This will enable these businesses to grow within the Park and minimise the relocation of operations outside. The relocation of these businesses outside of the YDNP would result in the loss of significant numbers of jobs that would be hard to replace quickly. Nonetheless, it is acknowledged that there are some operations that are only in the YDNP for historic reasons and inevitable changes in market conditions may lead to the loss of these businesses either completely or partially. For example, several manufacturing businesses have closed or moved outside of the YDNP over past years.

129. It is clear that locations outside of the YDNP can provide a strong alternative offer to businesses. In particular, the proximity offered to connections to Leeds, Manchester and London are important for many businesses. Also important for larger businesses is the ability to access a ready pool of labour. There is some evidence that perceived planning constraints within the YDNP are acting as a factor in business relocations from the YDNP. Businesses often find that they can more readily find a strong offer (including less restrictive planning regime) just outside.

130. It is noted that although new workspace units have been delivered historically in the YDNP, these have been primarily public sector enabled initiatives.

131. The risk of businesses moving out of the YDNP to expand or seek better quality accommodation, or indeed workforce is expected to become greater in the future unless the competitiveness of its business environment is improved. For example, the availability of a suitable workforce could become more of an issue in the future given the demographic modelling projects a shrinking labour force in the YDNP. Improvements outside of the YDNP, whilst positive overall for the districts in which they sit, may also incentivise movement out of the YDNP. Improvements along the A1 corridor are one example of this.

132. There is also a distinction in the outlook for businesses in the main economy and the farming economy:

- Main economy – The outlook for the main economy is broadly positive, in particular for tourism related businesses which have experienced strong growth in recent years; and
- Farming economy – There is significant uncertainty in the outlook for the farming economy. This uncertainty arises from a number of factors including the future of the basic payment scheme and potential departure of the UK from the European Union.

133. The uncertainty in the outlook for the farming economy is particularly significant since it accounts for around 1 in 6 jobs in the YDNP's whole economy. There is the potential for a significant negative shock to the YDNP's economy.

Attraction of new businesses

134. A further way in which employment in the YDNP could change is through the attraction of new businesses into the YDNP. With the exception of the attraction of micro-businesses brought with new residents attracted to the YDNP, the potential to attract new businesses to locate in the YDNP is limited. A significant catalyst would be required to attract a larger firm into the YDNP.

135. It is noted that the YDNP does not have any major large scale inward investments planned that either bring a new employer and/or generate a catalyst for economic activity. For example, a new polyhalite mine is planned in the North York Moors National Park. The project is expected to generate over £100billion for the UK economy over a period of 50 years.

Implications for employment to 2040

136. Anticipating future employment growth is particularly challenging at the time of this report. The current macroeconomic environment in the UK is unique. In particular, there has been a period of protracted uncertainty around the potential departure of the UK from the European Union. There is also the potential for a change of government and therefore the direction of national economic policy. The YDNP economy may be impacted by a number of adverse exogenous factors.

137. Notwithstanding this, the preceding analysis has identified that future employment growth is most likely to be derived from two sources:

1. Increased home-working and co-working – bringing new residents into the YDNP with their businesses and offering the opportunity for existing residents to pursue this form of employment to access roles that they wouldn't have been able to otherwise; and

2. Expansion of the indigenous business base in the main economy – through company growth and increased employment opportunities. In particular, the tourism related sector is an area of growth opportunity.

138. There is the potential to increase wage levels in the YDNP through these sources, in particular through enabling more professional services activities through home-working and co-working practices. It is acknowledged however that the tourism-related sector is likely to account for a significant proportion of growth and is typically characterised by lower wage levels.

139. The future loss of employment is most likely to occur through:

1. Complete closure of indigenous businesses due to viability issues;
2. Movement of indigenous businesses out of the YDNP to secure a more competitive businesses environment; and
3. An adverse shock to the farming economy.

140. The third of these has the most potential impact on employment and the sustainability of rural communities in the YDNP. The path of future employment will be heavily determined by the resolution of uncertainties in the Farming economy.

4.5 Key economic drivers by district sub area

141. Specific conclusions relating to the key economic drivers in the district sub areas are set out below. These have important implications for employment growth in different areas of the YDNP.

Richmondshire

142. In the Richmondshire sub area, the Wensleydale Creamery is an influential economic driver.

143. The firm has successfully expanded in recent years and is well embedded in the local economy. As the success of the firm continues, there is the potential for expansion and/or reorganisation of activities in the future. This could potentially have a significant impact on future employment in the Richmondshire sub area.

144. Development activity on allocated employment sites will also impact upon employment in this area of the YDNP. An employment land capacity study of the Upper Dales was undertaken in 2015[6] that examined a number of employment sites and the potential for growth. At the present time, little further development/expansion of these sites has occurred.

145. More widely in Richmondshire as a whole, the main drivers of future employment growth are expected to be Colburn, Catterick Garrison and the A1 corridor including Scotch Corner. Three pertinent drivers of future economic growth in the district have been identified (the completion of the A1 upgrade, expansion of MOD presence at Catterick Garrison and the Designer Retail Outlet at Scotch Corner). These drivers are expected to support increased economic growth in Colburn, Catterick Garrison and the A1 corridor around Scotch Corner.

[6] 'Employment Land Development Capacity of the Upper Dales' Edge Economics for Richmondshire District Council (June 2015).

Craven

146. In the Craven sub area, the Bolton Abbey Estate is an influential economic driver (it is noted that the Estate's influence extends beyond Craven, as a cross boundary economic stakeholder).

147. Future growth in the Estate is expected to primarily take the form of increased indirect employment in tenant businesses. There is significant opportunity in this area – for example, to support further farm diversification and capitalise upon the tourism market.

148. There has been considerable activity relating to farm diversification over the last few years. The number of farms on the Estate has decreased from 86 to 46 over the last 25 years (but covering the same area). This reflects the need for large-scale farms to achieve viability and activity to diversify income (e.g. barn conversions, holiday lettings and camping).

149. New developments occur as the result of both Estate led initiatives (where they invite bids) and from tenants approaching the Estate. Sometimes the Estate co-invests in schemes. Typically, in aggregate this amounts to £100-250k per annum. Consultation with the Estate indicates that planning can be a constraint, particularly in terms of time taken to get schemes through the system. The Estate shares the ethos of planning restrictions however - it wants to maintain a balance between growth and preservation of the environment.

150. More widely in Craven as a whole, the areas of future development are identified in the Craven Local Plan. Whilst these are outside of the YDNP, any future economic outputs may also benefit the YDNP.

Eden

151. In the Eden sub area, there are no specific highly influential economic drivers.

152. The Eden sub area has generally performed more weakly than Eden District as a whole in terms of employment growth. There are no particular catalysts to suggest that this will change in the future.

153. The main opportunity for growth is in the Accommodation & food services sector.

154. One of Eden's strengths is its access to the M6 for commuting and for visitors from northern England and southern Scotland. Proximity to the recently designated Lake District World Heritage Site and the buoyant Lake District economy may also be close enough to bring economic benefits to the area.

South Lakeland

155. In the South Lakeland sub area, Sedbergh School is a highly influential economic driver. Given the significant employment and local spend generated by the School, its future activity will be a key determinant of employment growth in the sub area.

156. As with Eden, one of South Lakeland's strengths is its access to the M6 for commuting and for visitors from northern England and southern Scotland. Proximity to the recently designated Lake District World Heritage Site and the buoyant Lake District economy may also be close enough to bring economic benefits to the area.

157. The success of the Sedbergh Economic Partnership - established in 2017 – will also influence the economy. The Partnership includes the YDNPA, SLDC, local businesses (including Sedbergh School) and community groups. An economic study of Sedbergh was undertaken in 20177. This has informed the Partnership's development of a short term Economic Action Plan (2018-2020) that identifies key projects, investment and lead organisations. Projects include activities across education, broadband, public transport, community engagement, tourism, visitor accommodation, marketing, retail, physical regeneration and promoting Sedbergh as a place to work.

158. One of the larger projects - Cumbria Education Centre for Advanced Technology & Science (CECATS) - is led by Sedbergh School. The project seeks to improve, education, training & career outcomes of young people (3-18) in Cumbria by coordinating, promoting & complementing STEM (science technology engineering & mathematics) initiatives. Phase 2 of the project would see investment in new build incubator space, technology workshop, conference at the proposed Bush Lane site (at a cost of approximately £4m).

159. Based on the 2017 economic study and work of the Partnership group, there is a perception that Sedbergh Town Centre is struggling to find a role and is not punching its weight as a visitor destination despite its proximity to the M6. Many of the initiatives in the Economic Action Plan try to address current constraints.

160. The success of initiatives outlined in the Economic Action Plan over the coming years will influence the economy in this part of the YDNP.

4.6 Role of housing in the economy

161. The SHMA undertaken by Arc4 provides a detailed analysis of the housing market in the YDNP. Further to this, it is important to emphasise some important points about the role of housing in the YDNP from an economic perspective.

162. Housing serves a role as both a place for residents to live and for tourists to visit. Whilst surveys of YDNP residents have highlighted concerns about the availability of suitable housing for people to live in as their permanent residence, in considering future policy care should be taken to avoid significant adverse impact on the tourism sector. Holiday letting property is crucial in supporting the tourism industry (which has been an area of strength in the YDNP's economy in recent years). The provision of holiday lettings will play a role in enabling further growth in the sector, bringing income into the area and supporting employment. Enabling growth of the tourism sector is particularly important at a time when the farming economy is facing acute challenges and opportunities for diversification are valuable.

163. Accommodating this growth needs to be balanced with the need to ensure a functional housing market for permanent residents and preserve the environment of the YDNP. In relation to future policy interventions, important considerations include:

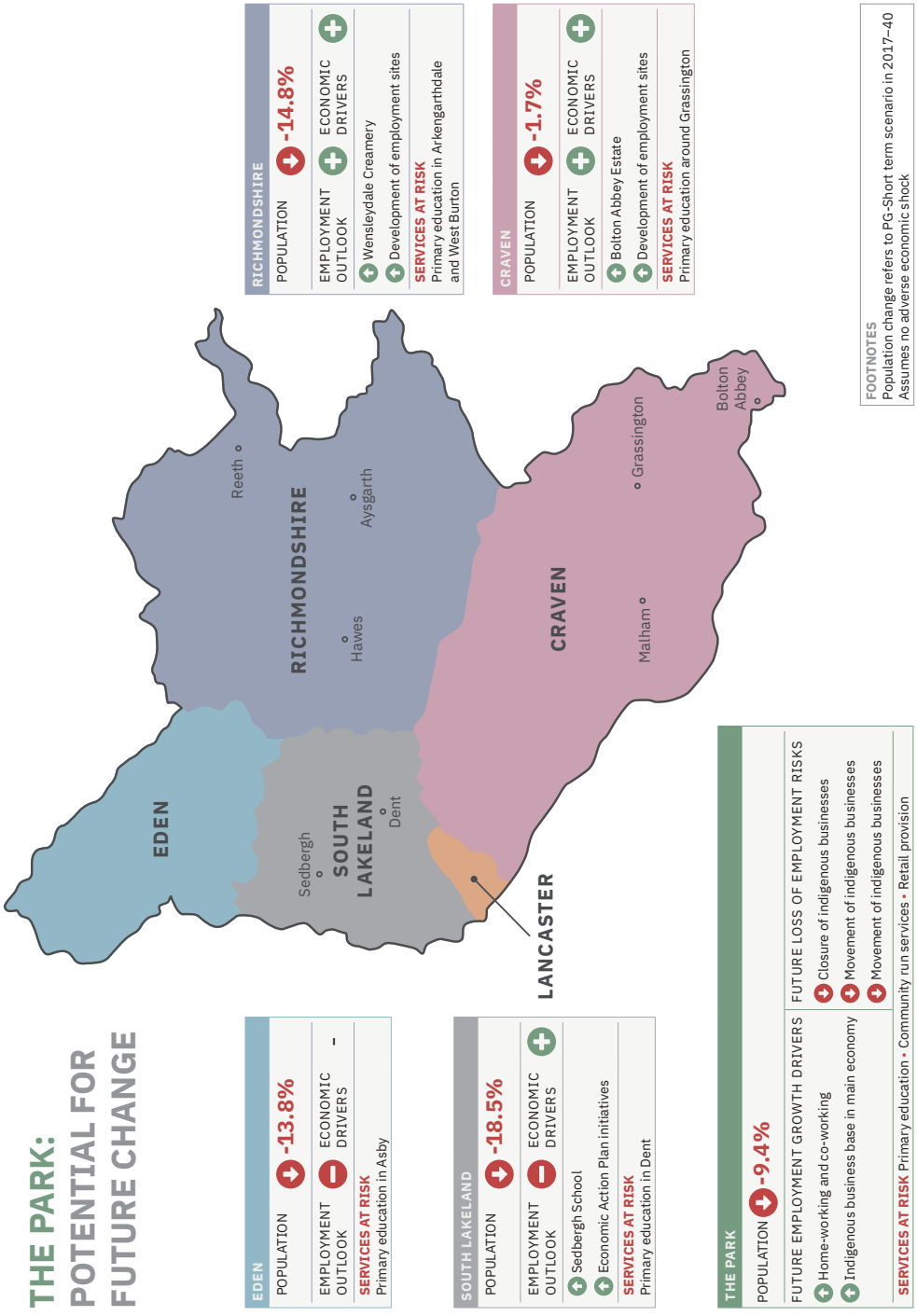
- The distributive economic effects of changes in asset value relating to planning policies – For example, planning permission for a barn to a residential use will immediately cause a substantial uplift in value. These are substantive financial movements that can be bought, sold and borrowed

[7] 'Sedbergh Economic Study' by Douglas Wheeler Associates, August 2017.

against. Such changes may also influence patterns of economic activity in the YDNP;

- Differentiation between tourist and residential properties – The more differentiated the tourist and residential properties are, the less they will be substitutes for one another. This means that the impacts of one market upon the other will be less;
- The difference between empty second homes and holiday lettings – Empty second homes will generate less economic benefits to the YDNP (e.g. through local spend) than holiday lettings properties; and
- The appropriate level of holiday lettings in the context of environmental preservation objectives – There are 4,000-5,000 unused barns across the YDNP. This is a large number and consideration will need to be given as to what the appropriate ceiling is for re-use and how to identify the characteristics of those most suitable.

Figure 4.3: Summary of potential future change in the YDNP



Summary

- Strong demographic change is projected in the YDNP. Without intervention, future population growth is likely to be in the range of the PG-Short Term and Dwelling-led +10 scenarios (-8.1% to -4.0% in 2023-2040)
- The population projections have significant implications for the size of the future labour force in the YDNP. Under the Net Nil scenario, the current labour force estimate of almost 12,500 declines to approximately 9,500 by 2040
- Future employment growth is most likely to be derived from two sources:
    - Increased home-working and co-working; and
    - Expansion of the indigenous business base in the main economy.
- There is the potential to increase wage levels in the YDNP through these sources, in particular through enabling more professional services activities. It is acknowledged however that the tourism-related sector is likely to account for a significant proportion of growth and is typically characterised by lower wages
- Future employment losses are most likely to occur through:
    - Complete closure of indigenous businesses due to viability issues;
    - Movement of indigenous businesses out of the YDNP to secure a more competitive businesses environment; and
    - An adverse shock to the farming economy.
- The third of these has the most potential impact on employment and the sustainability of rural communities in the YDNP
- There are specific factors to consider in individual sub areas of the YDNP
- In the Richmondshire sub area, the Wensleydale Creamery is an influential economic driver. Development activity on allocated employment sites will also impact upon employment in this area of the YDNP
- In the Craven sub area, the Bolton Abbey Estate is an influential economic driver. Future growth in the Estate is expected to primarily take the form of increased indirect employment in tenant businesses
- In the Eden sub area, proximity to the Lake District World Heritage Site and the buoyant Lake District economy may also bring economic benefits to the area
- In the South Lakeland sub area, Sedbergh School is a highly influential economic driver. Given the significant employment and local spend generated by the School, its future activity will be a key determinant of employment growth. The success of initiatives outlined in the Sedbergh Economic Action Plan over the coming years will influence the economy in this part of the YDNP
- Housing serves a role as both a place for residents to live and for tourists to visit. Whilst there are concerns about the availability of suitable housing for people to live in, in considering future policy care should be taken to avoid significant adverse impact on the tourism sector. Enabling growth of the sector is particularly important at a time when the farming economy is facing acute challenges and opportunities for diversification into tourism are valuable

5 SWOT Analysis

5.1 Overview

164. This section presents the findings of a Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis of the YDNP. The SWOT analysis is undertaken with respect to the goal of maintaining a sustainable economy in the YDNP. The findings of the socio-economic baseline and analysis of future potential inform this exercise.

165. The findings of the SWOT analysis provide a foundation upon which recommendations for future actions are made in Section 6. The analysis incorporates evidence provided by the National Park Resident Survey 2018, SHMA undertaken by Arc4 and previous research in the Upper Dales. It also takes into account the recent commencement of the Attracting Younger People Initiative.

166. The SWOT analysis is followed by examples of policies to stimulate rural economies and to retain and attract younger households along with a selection of approaches adopted internationally.

5.2 National Park Resident Survey

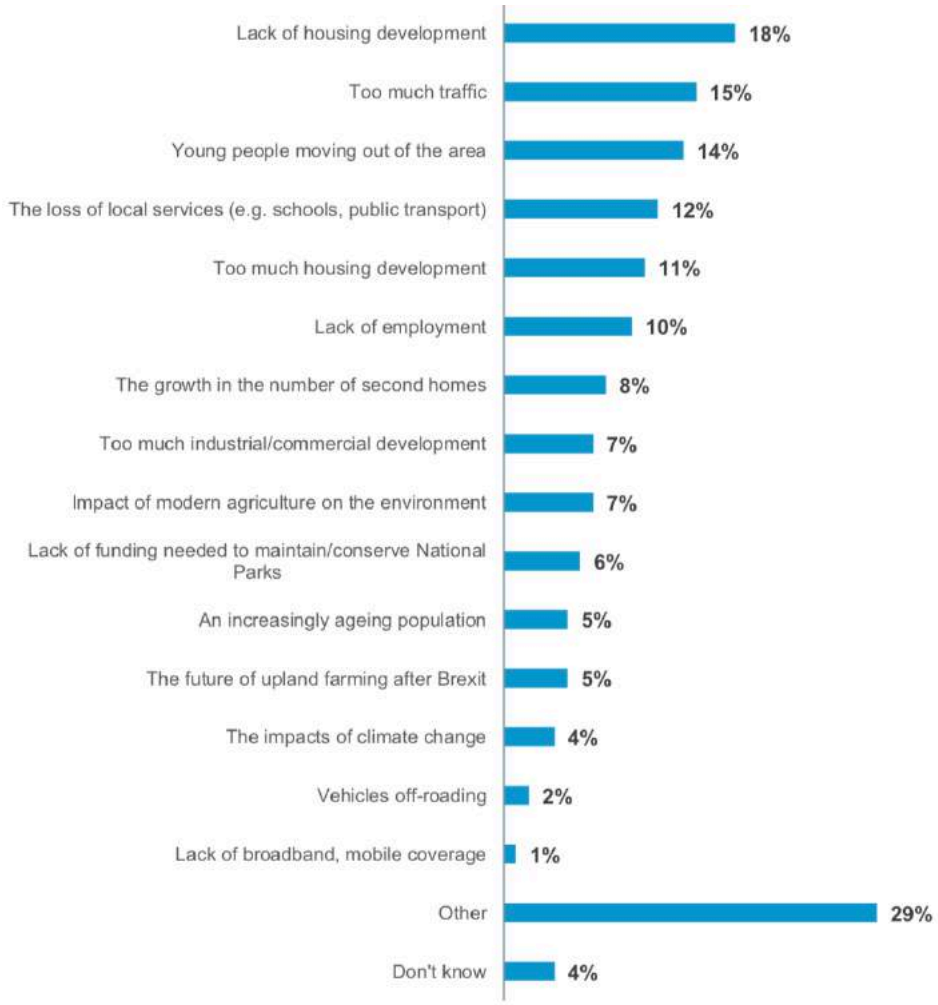
167. A survey of YDNP residents was undertaken in 2018 by independent research agency Enventure Research. This was the fifth Residents' Survey, having previously been conducted in 1999, 2004, 2009 and 2014. It considered a representative sample of 1,000 YDNP residents, the majority having lived in the YDNP more than 10 years.

168. The key findings of the survey most pertinent to this study include the following:

- Many residents believe there are threats to and pressures on the YDNP, with a perceived lack of housing development and affordable housing at the forefront of residents' minds, exacerbated by the growth in the number of second homes;
- Many perceive that the loss of local services and young people moving out of the area are significant threats and pressures;
- Some believe that there is too much traffic in the YDNP and this is a threat; and
- Residents think that helping farmers, landowners and local people with conservation is also important.

169. Whilst a significant proportion of respondents (46%) thought that there were significant threats to or pressures on the YDNP, it is notable that this proportion had reduced since the 2014 survey (when it was previously 60%). Nonetheless, a significant proportion does still perceive significant threats or pressures. These are outlined in the following figure.

Figure 5.1: Response to 'What do you think these significant threats and pressures are?'



Source: Park Visitor Survey (2018).

5.3 SHMA on housing matters

170. The Strategic Housing Market Assessment (SHMA) undertaken by Arc4 provides evidence to help shape the future housing and related strategies and policies of the YDNP.

171. The SHMA evidence base is prepared in accordance with the requirements of the February 2019 National Planning Policy Framework (NPPF) and associated Planning Practice Guidance (PPG). The findings from the study provide an up-to-date evidence base for policy development, in accordance with Government policy and guidance. The SHMA includes a consideration of housing need based on the standard method for assessing need as set out in February 2019 PPG, the need for affordable housing, the size, type and tenure of future housing and the needs of specific groups.

The SHMA has recommended an annual dwelling target of 50-67 dwellings each year across the YDNP over the plan period 2023 to 2040.

5.4 Attracting Younger People Initiative

172. In 2017, Members approved an action to work with district councils and other partners to promote the YDNP as a place for working age households to live and work. This specifically included supporting the 'Great Place: Lakes and Dales' project led by South Lakeland and Craven District Councils, and which aims to retain and attract younger people and business to the rural corridor that links Skipton (Craven) in the south and Grasmere (South Lakeland) in the north by developing more creative and cultural opportunities. The delivery of this project – alongside other actions – developed into a potential wider initiative to attract younger people (18-44) to the YDNP. This was approved in 2019.

173. The aim of the initiative is:

> "To halt and then reverse the decline in the number of younger people (18 to 44 year olds) living in the Yorkshire Dales National Park."

174. It has set the following objectives to be achieved by 2024:

1. Create at least 400 new dwellings in a range of tenures, sizes, types and prices;
2. Increase the number and quality of jobs, so as to increase gross value added (GVA) by 10%;
3. Deliver at least one significant economic development project in each of Craven, Eden, Richmondshire and South Lakeland;
4. Connect Grassington, Hawes, Reeth, Sedbergh, and their surrounding 'service villages', to fibre-to-the-premises broadband, and secure at least the Universal Service Obligation (10 mbps) for the rest of the YDNP;
5. Provide basic mobile phone coverage across the YDNP, and ensure 4G (or better) services are available on all networks in Grassington, Hawes, Reeth, Sedbergh and their surrounding service villages;
6. Seek to retain access to local services — like primary schools and GP surgeries — that are essential to the long-term viability of local communities; and
7. Undertake a 5-year programme of measures to promote the YDNP as a place to live for younger, working age households.

175. These objectives are included in the National Park Management Plan 2019-24 and have therefore already been subject to widespread consultation and comment.

176. A number of the actions are already underway, and it is intended that the Action Plan will evolve as actions are completed and new requirements and opportunities are identified. For example, it is expected that lessons learned from 'Great Place: Lakes and Dales' will then be rolled out to other parts of the YDNP. The county councils will also have a role to play in delivering particular aspects of the Action Plan.

5.5 Upper Dales Study, 2008

177. A number of key issues in relation to business space were identified in the Upper Dales Study undertaken by Arup in 2008:

1. **The need to complement the provision of business space with a range of business support and enterprise interventions** - in order to stimulate enterprise and support business growth (to address demand side factors). The provision of business space (to address supply side constraints) needs to be linked to this;

2. **The need to supply the right type and quality of space, including live-work space to meet modern business needs** - The type of business units provided in recent years have been suitable for general business, light industrial and storage use, but has not been fit-for-purpose for office-based knowledge-intensive creative industries and professional services, which could form a key part of the new rural economy. There could be an important role for live-work space to meet these types of business needs;

3. **The difficulty in sustaining the necessary rental levels to stimulate commercial interest in providing high quality office space** - Planning constraints and property costs exacerbate this problem; and

4. **The problems of scale, both in terms of demand and the overall market supply of business space** - In terms of supply, because the range and quantity of existing business space in the area is so limited, any new provision is likely to constitute a step-change in the overall supply of space (whereas in an urban area it would be a drop in the ocean), and there may be a lag between supply and take-up. In terms of demand, one of the main challenges for growing micro businesses in rural areas is the transition from single person businesses located "at the kitchen table" to taking on staff, dedicated space and associated costs, commitments and risks. If the available space is too large, the major increase in overhead costs could be unsustainable. The way forward may be to look at more flexible models of provision of workspace, perhaps along a "serviced office" model as opposed to standalone business units.

178. Whilst many of the 2008 study's conclusions remain pertinent, it is important to recognise that the current public sector funding environment is very different from that in 2008. The total level of public funds available has reduced substantially following the Late 2000s Recession. At the present time, there is considerable political and economic uncertainty in the UK and it is not clear how this environment will evolve going forward.

179. Whilst some sources of potential funding exist, applications are highly competitive and must demonstrate strong economic impact and greater certainty in respect of long-term financial sustainability. The process for securing current government funding is also relatively costly and onerous, often requiring significant amounts of time and specialist support.

5.6 SWOT analysis

180. This section sets out the results of a SWOT analysis exercise.

181. The SWOT analysis is intended to consider the objectives of the YDNP and to identify the internal and external factors that are favorable and unfavorable to achieving these objectives. Strengths and weakness are internally related, while opportunities and threats focus on the external environment.

182. The analysis examines:

- **Strengths** - characteristics of the YDNP that give it an advantage over other areas;
- **Weaknesses** - characteristics of the YDNP that place it at a disadvantage relative to others;
- **Opportunities** - elements in the environment that the YDNP could exploit to its advantage; and
- **Threats** - elements in the environment that could cause trouble for the YDNP.

183. The SWOT analysis is undertaken with respect to the objective of maintaining a sustainable economy in the YDNP.

Strengths

- A well recognised destination nationally and increasingly internationally
- A central location in northern England and Great Britain
- An attractive natural environment with special qualities such as tranquillity, dark skies, extensive open access areas, high quality rights of way network, clean air and clean water (as fully detailed in the YDNP Management Plan)
- Existing capacity to absorb people without needing new infrastructure e.g. GP services, school spaces, empty roads, lack of congestion, adequate water supply, minerals availability, low crime and well developed voluntary services
- Growth in employment in the main economy in Craven and Richmondshire sub areas
- Significant growth in employment in the Accommodation & food services sector
- Growth in the Professional, scientific & technical sector and Arts, entertainment, recreation & other services sector
- Growth in the number of businesses
- A business base predominantly made up of SMEs, meaning less reliance on large firms for employment
- Parts of the YDNP have access to very high broadband speeds in excess of those available in some urban areas
- Some well established larger employers
- Demonstrated resilience to adversity amongst communities
- Establishment of local led economic initiatives (e.g. Sedbergh Economic Group)

- Establishment of Attracting Younger People Initiative
- Some entrepreneurs entering the YDNP to open businesses

Weaknesses

- Some communities are situated a long distance from major settlements
- An age structure with a high representation of older age groups that has grown over time and is projected to grow further in the future
- An age structure with a low representation of pre-school and school aged children that has declined over time and is projected to decline further in the future – with implications for sustainability of education provision
- Demographic projections for a significant contraction in the available labour force in the future
- Falls in employment in the Eden, South Lakeland and Lancaster district sub areas
- Dependence on 3 sectors for providing employment in the main economy
- Declines in employment in the Transport & storage, Health and Education sectors
- Poor profitability and low income levels in the farming economy which accounts for 1 in 6 jobs
- While there may be solutions to adding value in farming, the risk/reward is unattractive on an individual scale
- Inferior access to well paid job opportunities
- A relatively low level of self-containment, relying on outside for employment
- High impact of housing costs on net income
- Significant gap between housing permissions and delivery levels
- No college provision and most secondary provision outside
- Difficulties in unlocking housing and employment sites
- Constraints due to frequency and timing of public transport services in/out
- Some settlements not as vibrant as they could be
- A high proportion of second homes in some areas
- Reliance on some health services outside (e.g. A&E hospitals)
- A more restrictive planning environment
- Lack of some services in some areas (e.g. High Street Banking)
- Some cases of businesses closing due to viability issues or moving out
- A lack of high quality co-working space provision
- Little development coming forward on allocated employment sites

- The availability of suitable housing – both to buy and rent
- Low levels of private sector investment and lack of major public sector capital investment
- Rural/urban disparity in broadband, mobile coverage and digital connectivity
- Many traditional farm buildings are under-used
- The economic development function is disparate sitting across several players

Opportunities

- Potential to capitalise upon growth in the tourism sector
- Potential to increase rates of farm diversification
- Developing an offer capitalising on synergies with significant investments in infrastructure outside (e.g. LEP investments along A1 Corridor)
- Some buoyant locations just outside the YDNP could provide more of a role in providing employment opportunities and co-working spaces
- The development of the circular economy
- Future opportunities to secure LEP money guided by the emerging LIS in which 'Natural capital' could be a priority – e.g. climate change mitigation, peat bogs etc
- Opportunities to repurpose farm buildings arising from the consolidation of farms

Threats

- The continuing of decline in the manufacturing sector, which is one of the three largest employment sectors in the main economy
- Contraction in the retail sector due to trends taking place at the national level
- The Basic Payment scheme is phasing out in 2020 to 2027 with uncertainty over its replacement – without this, farms are unviable and employment at risk
- The potential departure of the UK from the EU, and in particular the impact on the farming economy whose end markets may be significantly impacted
- More attractive employment prospects and more affordable housing outside may encourage younger people to leave to YDNP or deter them from returning
- Relocation of employers out of the YDNP due to changing markets and/or better business environments outside
- Existing rural development funding comes primarily from the EU and is only available until March 2021
- Uncertainty in forward LEP funding – the Shared Prosperity Fund is expected to take over from LGF/EU funds but the scale of funds is not known

5.7 Examples of policies to retain and attract younger households

184. The projected demographic change is one of the primary threats to maintaining a sustainable community in the YDNP. In light of this, some examples of policies to stimulate rural economies and to retain and attract younger households are provided below. In addition, a selection of approaches adopted internationally is highlighted.

185. It is noted that some of these policies include measures that are currently outside of the powers of the YDNPA.

186. Many other rural parts of the world face similar issues associated with retaining and attracting younger populations. In particular, there is recent published evidence in relation to approaches adopted in Canada, USA and EU.

187. Based on this evidence, some of the essential elements for any intervention strategy include:

- Clearly identifying what makes a community unique;
- Ensuring a critical list of essential community attributes are in place – for example, an entrepreneurial culture, high-speed internet, access to a good school and innovative housing options;
- Listening to Millennials; and
- Effectively marketing why Millennials should want to leave their urban homes to live and work in a rural place.

Figure 5.2: Examples of policies to attract younger households

Policy type	Example measures
Job creation strategies and programmes	• Creating jobs and training placements within employers (funded) • General economic strategies to create jobs
Education, skills development and technical training	• Working with local educational institutions and employers to provide skills development and technical training • Facilitating access to courses at institutions further afield via online courses
Youth involvement in the community	• Creation of Youth Councils • Creation of opportunities for community involvement
Financial incentives	• Financial incentive to live in the area • Gifting of land/right to live • Tax incentives

Figure 5.3: Examples of approaches adopted internationally

Location	Issues and approaches
EU	The EU's rural population has fallen by 1.2% (2011-2016), while the overall EU-28 population has increased by 1.4%. GDP per capita in rural areas is 72.9% of the EU28 average. 18.8% of young people (aged 15-24) in rural areas (EU-28) were unemployed in 2016. A considerable part of migration in the EU is represented by an age group between 25-50. Migration from rural areas can be characterised as leaving to go to towns and suburbs or cities within the same EU MS, as well as migration to other EU MSs. (Source: CAP context indicators 2014-2020 - 2017 update - Eurostat). Some examples of recent initiatives in the EU include: • **The Odisseu project** - A Spanish initiative funded under LEADER works towards reducing depopulation and brain drain by organising paid internships in rural areas, interconnecting rural youth with companies and supporting generational renewal on farms. See https://enrd.ec.europa.eu/sites/enrd/files/w27_rural-youth_odisseu_es_fernandez.pdf • **Baba Residence (Bulgaria) project** - where young people spend time living in villages and engaging with elderly people experiencing life in a traditional rural setting. See https://enrd.ec.europa.eu/sites/enrd/files/w27_rural-youth_babaresidence_bg_kolev.pdf • **The Scottish Association of Young Farmers** - SAYFC is a specific participative structure, Agri and Rural Affairs, set up to help ensure that rural youth are actively involved in policy making, contributing to better social inclusiveness. See https://enrd.ec.europa.eu/sites/enrd/files/w27_rural-youth_youth_uk-scot_allison.pdf • **Schickelsheim project** - Walking a smart transformation path with awareness via digitisation, by allowing for a decentralisation of the workforce and increased services, is at the core of the philosophy of the project launched in a remote German village of Schickelsheim. See https://enrd.ec.europa.eu/sites/enrd/files/w27_rural-youth_digitisation_de_haller.pdf • **Youth-targeted communication** - personally delivered by young and charismatic communicators from the rural area, can be very effective, as shown by one of the most famous vloggers from Finland, Joona Hellman,. See https://enrd.ec.europa.eu/sites/enrd/files/w27_rural-youth_digitisation_de_haller.pdf • **Buy local initiative** - To improve local economies, buying local products is fundamental, so the organisation Rural Youth Austria launched an initiative that aims to motivate young people to buy local products using flash mob techniques and campaigns tools. See https://enrd.ec.europa.eu/sites/enrd/files/w27_rural-youth_localfood_at_saurwein.pdf
Washington County, Illinois' Five Strategies for Retaining and Attracting Youth to Rural Communities	Alarmed at the outflow of Millennials from the county (with a population of 14,000 — its largest town and county seat, Nashville, has 3,100 residents), Washington Country turned to University of Illinois Faculty of Extension researcher, Pamela Schalhorn, to help identify measures that could be taken to stem the flow, as well as attract young newcomers. Schalhorn's research resulted in the following five recommendations: 1. **Provide improved high-speed internet service -** This was considered the highest priority in virtually all the research material Schalhorn reviewed. Enables students to take online classes remotely from universities located miles away. Young people can diversify by using the internet to earn additional income by starting online businesses. Young people utilise high-speed internet for movies, television (streaming), phones, computer games, news, social

	networking, and more. They consider it a fundamental aspect of their lives; 2. **Invest in "youth priorities" and make communities more attractive to young people** - "Millennials are adventurous, creative and enjoy interacting with other young people," says Schalhorn. "Make sure you have a coffee shop (internet café). Micro-breweries are also very popular and create other recreational opportunities for young people to hang out. Millennials crave hang out spaces or what they call "third spaces" – not home, not work. They do not find traditional bars inviting. They want to be with others their age, drink beer, play cards, beer gardens are OK, talk with friends and hear music."; 3. **A community, supportive of its small businesses, that strives to have an entrepreneurial culture and builds economic opportunities though entrepreneurship -** "Millennials are the 'entrepreneurial generation.' They enjoy being creative and innovative. Millennials want entrepreneurial education, and the sooner the better. Make sure entrepreneurial opportunities and incentives for young people are available; 4. **Actively engage and consult your youth in your community development planning process** - Make certain they know you would like them to stay, or to return after they finish school. Make sure they know their opinions and ideas matter by including them in your community planning process. Make sure they are included in any planning that will affect them. Millennials enjoy working with older people, so inviting them into the governmental process now allows them to become better leaders in the future; and 5. **Market your community to young people** - "Remember, what future will your community have without them? People who market the attractiveness of small towns need to emphasize the small business friendliness of their respective communities to prospective entrepreneurs as millennials tend to be very entrepreneurially minded. Start marketing your community to the young people you want — millennials like news, but it must be digital and short. T.V. and newspapers will not reach them. They also rely on peer-to-peer recommendations, so finding young people that enjoy living in the community to recommend it to their friends can be your best advertising. Once they enjoy living in the community, millennials will market for you via Twitter, Facebook, Instagram, etc. – Make sure you have online news sources available for them to access." Schalhorn points to a study by Caitlin Howley and Kimberly Hambrick, who suggest lower income youth with lower socio-economic and educational attainment levels, often want to leave their rural home areas, but generally stay because they don't have the option to do so. On the other hand, middle to high income youth (higher socio-economic levels) with higher educational attainment levels are more likely to want to stay to raise their families near family and friends, but feel pressured to leave to find economic opportunities. "Ultimately, both a community's income and educational levels are dropping as these young people leave. Finding ways to retain and attract youth to your rural community is critical. Providing higher income jobs for these young people is difficult, as we all know, however, providing opportunities and a culture for these young people to create their own jobs through entrepreneurship while investing in places for them to network with other millennials could provide the incentive they need to stay or return after they are finished with school."
Yoshino, Japan	In Japan, 27% of the population is aged 65+ and the urban population is exploding. Prime minister Shinzo Abe's government has implemented various incentives to encourage young people to procreate and populate rural areas. This top-down approach isn't changing trends fast enough. Instead, small-scale, community-driven projects are having the best results. These local initiatives tackle the underlying issues, while creating social and economic opportunities at the same time. The most successful Japanese initiatives intended to slow the stream of youth fleeing farming areas for the cities, are tourism-based. People crave a sense of belonging and instead of looking for it in our places of origin, often travel to find it. Yoshino is an industrial riverside town in the Nara prefecture that attracts hoards of tourists for one month each year, who take selfies in front of its legendary cherry blossoms, then leave — outside of blossom season, it's rapidly becoming a ghost

	town. With a population of around 7,000, there are just 10 children in the local kindergarten, and an estimated 200 people leave each year for urban centres. The Yoshino Cedar House is a new project initiated by Airbnb co-founder Joe Gebbia. It is a two-story cedar cabin with guest accommodation on the second floor and a room on the ground floor that doubles as kitchen/dining areas for guests and a community gathering space for locals. A designated group of elders runs the operation, hosting guests and introducing them to the wealth of surrounding culture and the cast of local characters, such as forest walks with "the guardian of the forest," sake distilling, chopstick manufacturing, and sushi-making classes with the local chef. All the profits feed back into the community. On the surface, a steady flow of tourists keeps small businesses alive and sparks employment opportunities. Aside from the small-scale economic injection for the elderly and potential for teenagers to become tour guides, younger residents see the fascination that outsiders find in the place where they come from; it provides an opportunity for the locals to tell the particular story of Yoshino, and in so doing fosters a sense of pride in place.
Fogo Island, Newfoundland, Canada	Fogo Island off the Newfoundland coast provides another example of a community pride-inducing initiative. The issue of youth migration from Fogo Island was drastically accelerated when the Government of Canada introduced a moratorium on cod fishing in 1992, which decimated the island's principal industry, economy, and self esteem overnight. To counter this, local returnee Zita Cobb opened the Fogo Island Inn in 2013. Th Inn became a lifeline for the island's dwindling population. It is part of Cobb's Shorefast Foundation initiative, which provides seed funding for small businesses and intends to inspire young islanders to stick around and keep local culture alive for future generations.
Iowa, USA	Iowa Business Growth has led numerous efforts in remote and rural communities in the American Midwest. A particular focus is on attracting and retaining young people to rural communities. Interventions are rooted in a combination of culture and entrepreneurialism, addressing at least some of the things most young people are looking for in the places they choose to live. Key to the success of interventions is that rural communities need to do at least two things well: • Identify what makes them unique, then convey that effectively to potential young newcomers; • Recognise the importance of various factors to young people, and do whatever is required to ensure as many of them as possible are in place.
Kimberley, BC, Canada	Building a local economy around outdoor adventure activities can work — and work well — for a small mountain town, boosting the local economy and attracting large numbers of youthful creative types, some of whom decide to stay. The town of Kimberley has ensured that it has many of the "small town must-haves" for attracting Millennials has focused on its outstanding outdoor culture as its most unique asset. Where Kimberley stands out centres on its entrepreneurial culture. The recent formation of the Kimberley Outdoor Alliance headed up by outdoor blogger Matt Mosteller and like-minded outdoor industry advocates in Kimberley has been significant. Essentially, the Alliance is based on the observation that the town's alpine location plus the existence of most of "small town must-haves", perfectly positions it to lure entrepreneurs and businesses focused on the very pursuits that attract so many of the town's visitors. To put it succinctly, any small mountain town with an adjacent ski hill can attract skiers — but what about the companies that make the skis, boots, poles, and clothing they use? While just getting underway, the initial goal of the Alliance is to reach out to potential economic development stakeholders and secure funding resources to launch its first phase, including the following objectives: • Develop start-up priorities and immediate goals and objectives.

	• Create a directory of the existing outdoor industry community already living and operating in Kimberley, and initiate collaboration within this community to kick-start the Alliance. • Initiate stakeholder presentations and meetings to secure start-up funding and resources. The ultimate goal is to attract bright young entrepreneurs and cutting edge small and medium-sized businesses, generate sustainable jobs, a stewardship mindset, and predictable tax revenues for the town. Brands, retailers, and outfitters will benefit by taking advantage of programs and close-to-home access support for employees and those in nearby communities. Planned initiatives include: • Kimberley Outdoor Alliance Base Camp - a collaborative workspace and outdoor industry hub. • Kimberley Outdoor Alliance Propulsion Lab - an incubator and accelerator program to mentor new outdoor industry start-ups. • Kimberley Outdoor Alliance Gear-Park - a gear builders' centre developed in the Kimberley Light Industrial Park • Trade Missions - the creation of outdoor industry trade events such as Outdoor Retailer, Snow Industries Association, Interbike, and Mountain Ventures Summit; and • Industry symposia and outdoor industry press camps. The point here is that just as many young people are looking for more than just a job, many entrepreneurs and businesses are also looking for locations that both reflect their products, and the lifestyle those products support.

Source: Edge drawing on EU research and 'Youth Attraction: Rural Challenges, Successes' research by BC Rural Centre (November 2018).

6 Implications for the YDNP

188. The up to date socioeconomic baseline established by the study enables an understanding of the changes taking place in the demography, community and economy in the YDNP. The consideration of potential future change highlights the potential paths for the future.

189. The findings of the study suggest that delivering an effective economic growth agenda in the YDNP will be challenging. It will require careful decision-making and sufficient resource.

The two greatest challenges to community sustainability in the YDNP are:

1. **A strong demographic inertia in its population** - Over time this means a population with an increasingly greater proportion of people aged 65 years and over. At the same time, the proportion of the population at pre-school and school age is declining as is the working age population; and

2. **The potential for a significant adverse economic shock to the farming economy** – The farming economy in the YDNP has for some time faced challenges in profitability and income levels.

   At the present time however, it faces major uncertainty from two sources (i) the phasing out of the Basic Payment Scheme by 2027 with a lack of clarity over its replacement, and (ii) the potential departure of the UK from the EU with consequent application of substantial tariffs to end products going to market.

190. These challenges have a number of important implications for the YDNP.

191. The demographic trend – if it continues as is projected – has implications for both businesses in the YDNP and the provision of community services. For businesses, the projected decline in the labour force over time means that they will increasingly have to look outside of the YDNP to meet their labour force needs. For some businesses, this may be feasible without a significant impact on operations. For others however, it may be increasingly difficult to find sufficient staff without having to pay wage premiums to attract people from further afield. This may impact upon profitability and viability. As a consequence, for these firms there will be an increasing pressure to consider relocating outside of the YDNP (with a the potential for a leakage of current employment).

192. The demographic inertia also has significant implications for community services. A greater number of people in older age groups will increase demand for health and care services. The delivery of the latter in the YDNP is particularly challenging due to its remoteness in parts. At the other end of the age scale, the declines in the numbers of school age children will put pressure on the financial sustainability of providing provision within the YDNP. Some areas such as the Richmondshire and Eden sub areas will be affected more in this way.

193. The potential for a significant adverse economic shock to the farming economy also has implications across businesses and community services. Most significant is the potential for a large number of farming businesses to close as they become unviable. This would generate a significant adverse shock to employment since farming employment accounts for around 1 in 6 jobs in the whole economy of the YDNP. In turn, this would likely to result in further families leaving the YDNP to find alternative employment with consequent

reductions in school age children. A large loss of farming activity would also have implications beyond employment and population, due its role in community life and maintaining the landscape.

194. Whilst there are opportunities for further farm diversification and to capitalise upon recent growth in the tourism related sector, it would take time for such adjustment to occur. There is also a question over whether there is sufficient additional room in the tourism market for all farms in the YDNP to diversify into tourism related activity.

195. Alongside this report, the SHMA has developed a comprehensive picture of housing demand, housing need and the deliverability of affordable housing in the YDNP. A number of issues have been identified which are interconnected with retaining and attracting a younger population (mitigating the demographic inertia referred to above). Further to the SHMA, this study highlights the dual function of housing in the YDNP economy. In considering future policy, care should be taken to avoid significant adverse impact on the tourism sector. Enabling growth of the sector is particularly important at a time when the farming economy is facing acute challenges and opportunities for diversification are valuable.

196. The current socioeconomic trajectory of the YDNP indicates that its ability to maintain vibrant communities is likely to be reduced in the future. The status quo in the YDNP is becoming unsustainable. It may be possible to change this path but there is a need to be clear about the level of stimulus required to do so. Population and employment are intrinsically linked and it could be argued that both need to be encouraged in the YDNP in order to sustain communities.

197. Evidence from the analysis of the YDNP and initiatives elsewhere targeting young people indicate that the key implication for the YDNP is that it is not necessarily investment in physical infrastructure that is the most effective approach (with the exception of broadband and mobile communications). There is already capacity for growth in the YDNP, for example there is capacity for growth in existing schools and health services. It is community-based initiatives, engagement of young people and marketing of place that may be the most effective tools. Nonetheless, that there is also an argument for intervention to promote a better functioning housing market. This could take the form of taking development sites into public or community ownership to ensure delivery or taxation/subsidy measures to incentivise the private sector.

198. Whilst the holistic view of recently launched local initiatives may be correct, such efforts will need to be of a scale that can drive change quickly. This may mean that additional funding is required from other sources. The potential for a transformational catalyst project (a major capital investment) alongside these interventions should also be investigated. For example, an educational outpost of a college or university would be a way of both increasing economic activity and offering something for younger people.

199. At the same time as there are two substantial challenges to the YDNP's future, the YDNP must continue to contend with the economic challenges of its rural nature. Rural areas cannot compete with urban areas on many economic metrics and in order to attract and retain a population they must rely on the strength of their offer in areas such natural environment and quality of life.

200. The YDNPA will need to carefully consider these implications and evaluate the possible options for intervention through the new Local Plan and in working with other key stakeholders.