

# **Statement of Common Ground**

## **1<sup>st</sup> Phase of Hearings**

**As agreed between City of York Council and the Authorities  
of Selby, Hambleton, Ryedale, Harrogate and East Riding of  
Yorkshire, and North Yorkshire County Council**

4 December 2019

## **Introduction**

1. This Statement of Common Ground (SoCG) has been prepared jointly between City of York Council and the authorities of Selby, Hambleton, Ryedale, Harrogate and East Riding of Yorkshire, alongside North Yorkshire County Council. The purpose of this SoCG is to inform the Inspectors of areas of agreement between the parties in relation to matter one ‘legal requirements’, to be heard during the 1<sup>st</sup> phase of hearings into the submitted draft York Local Plan (Local Plan) [CD001]. This SoCG confirms that there are no unresolved strategic issues between the authorities. It therefore forms part of the evidence required to demonstrate that the Council have complied with the duty to cooperate.

## **Background**

2. A strategic matter is defined as *‘sustainable development or use of land that has or would have a significant impact on at least two planning areas including (in particular) sustainable development or use of land for or in connection with infrastructure that is strategic and has or would have a significant impact on at least two planning areas’*<sup>1</sup>. It is important that in drawing up the Local Plan City of York Council recognises cross boundary strategic planning relationships and ensures that they are properly understood and addressed. The City of York Council has a long history of joint working and co-operation with its neighbouring authorities and North Yorkshire County Council to achieve better spatial planning outcomes. The Local Plan is no exception. York’s neighbouring authorities comprise:

- Selby District Council;
- Hambleton District Council;

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<sup>1</sup> Section 33A (4) (a) of the Planning and Compulsory Purchase Act 2004

- Ryedale District Council;
  - Harrogate District Council; and
  - East Riding of Yorkshire Council.
3. An additional signatory to this SoCG is North Yorkshire County Council in so far as they relate to the County Council's responsibilities, including those as the Local Highway Authority, Local Transport Authority, Local Education Authority and Local Planning Authority (Minerals & Waste).
4. During the production of the Plan the following strategic, cross boundary issues between the authorities have been identified:
- Extent of the housing market area;
  - Scale of housing growth;
  - Functional economic area;
  - Scale of employment growth;
  - Retail growth;
  - Leisure;
  - Transport;
  - Waste and minerals;
  - Renewable Energy;
  - Gypsies, Travellers and Showpeople;
  - Education Establishments;
  - Approach to the Green Belt; and
  - Climate Change.
5. The position on each of these issues is outlined in the following section.

## **Areas of Agreement**

6. The following have been identified as matters on which the parties agree relating to the identified cross boundary strategic issues listed a paragraph 4:

### *Extent of the Housing Market Area*

7. The Strategic Housing Market Assessment (2016) (SHMA) [SD051] sets out York's housing market area which covers City of York and extends to include Selby. This was based on examining migration and commuting patterns and house price dynamics. Self-containment rates for York and Selby exceed the typical 70% threshold as set out in Planning Policy Guidance (PPG) (id 2a-011-20140306) which justifies considering housing needs separately. The PPG recognises that where authorities are at different stages in plan-making they can build upon the existing evidence base of partner authorities, but should co-ordinate future housing reviews so they take place at the same time. When York commissioned its SHMA, Selby had already completed theirs, but the methodology was aligned. Selby were progressing a Site Allocations DPD to provide sufficient sites to meet the housing need (450 dwellings per annum (dpa)) in the adopted Core Strategy (2013). It was established through cross boundary working that York needed to identify through its SHMA the proportion of need to be met in the remaining part of the housing market area and for York to meet its own housing need. This was a pragmatic response to the two LPA's being at different stages of plan production.
8. Selby District Council agree that there are no outstanding unresolved strategic issues relating to the extent of the housing market area. In September 2019 Selby District Council agreed to progress a new Local Plan. Selby District Council have confirmed that they are at a very early stage in the preparation of the Local

Plan and are yet to establish how we will accommodate growth in the District however it would be their intention to meet their own needs within the Selby District administrative boundary. Selby District Council agree to continue to work positively with City of York Council on any emerging cross boundary strategic matters including future housing requirements as they progress the Local Plan.

#### *Scale of Housing Growth*

9. The Local Plan seeks to meet its objectively assessed needs for development wholly within its unitary authority area. York's Local Plan appropriately seeks to meet the updated OAN of 790 dpa, sufficient to respond to market signals, economic and institutional growth, as well as making a significant contribution to affordable housing needs. In order to meet the housing requirement set out in Policy SS1, the schedule of sites set out in Policy H1 are proposed for residential development.
  
10. Local planning authority signatories agree that their respective plans, either adopted or currently being prepared will meet the objectively assessed level of housing requirement within their respective planning authority areas and that the City of York Local Plan is not required to accommodate any unmet housing requirements.

#### *Functional Economic Area*

11. The Employment Land Review (2016) [SD064] sets out the functional economic area for York. In recognition of York's position in the regional economy the Council is a member of two Local Enterprise Partnerships (LEP), the Leeds City Region and the York, North Yorkshire and East Riding LEPS. York is identified as

a strategic economic centre in the Strategic Economic Plans that underpin the Growth Deals of both LEPs. In particular, it is recognised as a knowledge hub, with university, research and talent, able to support to regional strategic objectives of improving productivity and delivering quality jobs. The city's positioning on the rail network also provides further opportunity for York to develop in its role as an economic centre for the wider region, particularly into North Yorkshire and East Riding. Building on the existing net inflow of travel to work to the city, the LEP strategies focus on improving transport infrastructure into regional hubs such as York.

12. Both the policy approach and the land supply in the Local Plan reflect the city's role in the wider regional economy. The Local Plan has been prepared to enable York to realise its economic growth ambitions. This includes York fulfilling its role as a key driver in the Leeds City Region and the York, North Yorkshire and East Riding LEP.
13. Local planning authorities signatories agree that York's functional economic area has been correctly identified to reflect its role in the wider regional economy.

#### *Scale of Employment Growth*

14. The York Local Plan will meet the full identified employment land needs identified in the Employment Land Review 2016 [SD064] (ELR) and ELR Update 2017 [SD063] with an appropriate level of employment land allocations to ensure flexibility. In doing so economic growth is focussed in the City Centre and other sustainable locations. The Plan seeks to provide sufficient housing allocations within the City of York to enable people to live and work in York

thereby seeking to minimise any increase in inward or outward commuting. The plan provides sufficient land to accommodate an annual provision of 650 jobs per annum and in doing so enables York to realise its economic growth ambitions as a key driver in the Leeds City Region and York, North Yorkshire and East Riding LEPs.

15. Local planning authority signatories agree that their respective plans will meet identified employment requirements within their respective planning authority areas and that there are no outstanding unresolved strategic issues relating to the scale of employment growth.

#### *Retail growth*

16. The Plan establishes a retail hierarchy policy and more specific policies relating to York City Centre, district and local centres and out of centre retail locations. This seeks to ensure that the vitality and viability of York City Centre and district and local centres should be maintained. The Local Plan seeks to control out of centre retailing to ensure that the potential for negative impacts upon the vitality and viability of centres in surrounding authority areas is minimised. The Local Plan seeks to reduce travel by private car and increase the use of more sustainable forms of travel.
17. Local planning authority signatories agree that there are no outstanding unresolved strategic issues relating to retail growth.

#### *Leisure*

18. There is a recognised international, national and regional draw of York as a leisure (tourism) destination. As part of this, York is the 'gateway' to Yorkshire

which creates linked trips; a wider tourist accommodation offer in neighbouring areas; and a need for wider tourism promotion. No specific cross boundary issues have been raised through duty to cooperate discussions in relation to leisure. The Plan seeks to maximise the use of more sustainable forms of transport for leisure trips through improving the public transport offer through strategic public transport improvements.

19. Local planning authority signatories agree that there are no outstanding unresolved strategic issues relating to leisure.

#### *Transport*

20. City of York Council has undertaken transport modelling to assess at a strategic level the impacts of employment and housing growth on the local road network and the strategic road network (SRN), namely the A64. This has involved discussions about the outputs from the transport model with its neighbours, as necessary and appropriate (e.g. Harrogate Borough Council for the A59, Selby District Council for the A19 and North Yorkshire County Council as the Local Highway Authority and Local Transport Authority). The Council is also working in Partnership with Highways England to determine the impacts of the submitted Local Plan on the operation of the A64 and its junctions with the primary road network, and any future mitigation requirements on the SRN. This includes the commission of a bespoke Mesoscopic 'baseline model' of the A64 to be used for the purposes of producing future year traffic forecasts on the A64 and thereby determine the impacts of the Local Plan on the A64.
21. Discussions have also taken place between Highways England, East Riding of Yorkshire Council and City of York Council to assess the impact of the potential



developments in both Local Plans on the A64/A166/A1079/Elvington Lane junction at Grimston Bar. These discussions seek to understand the cumulative impact of development proposed across both authorities' areas, and find viable methods to deliver mitigation at this junction when required. Both Authorities are committed to continue to work together on this matter as both Local Plans are delivered and reviewed.

22. Local planning authority signatories agree to continue to work together to resolve any capacity issues on the local road network and the strategic road network that may occur as a result of development during the plan period.
23. North Yorkshire County Council agree to continue to work with City of York Council to resolve any capacity issues on the local road network that may occur as a result of development during the plan period.

#### *Waste and Minerals*

24. The Local Plan includes strategic level policies on minerals and waste. Existing facilities should be safeguarded, and new facilities developed to manage residual municipal waste. Suitable alternative facilities for municipal waste and other waste streams are also to be identified. In doing so, sterilisation of potential future sources of minerals extraction should be avoided.
25. Alongside the Local Plan the Minerals and Waste Joint Plan has been prepared with North Yorkshire County Council and North Yorkshire Moors National Park Authority which is currently at examination. The joint plan will ensure that all three authorities can make decisions on planning applications for minerals and waste development over the period to the end of 2030. The decision to prepare

a joint plan was taken in 2013 recognising the benefits and efficiencies of joint working.

26. North Yorkshire County Council agree that there are no outstanding unresolved strategic issues relating to waste and minerals.

#### *Renewable Energy*

27. Policy CC1 encourages the development of renewable and low carbon energy generation. To assist in the assessment of proposals coming forward the Council will encourage applicants to use a sensitivity framework for North Yorkshire and York<sup>2</sup>.
28. Local planning authority signatories agree that there are no outstanding unresolved strategic issues relating to renewable energy.

#### *Gypsies, Travellers and Showpeople*

29. It was identified through joint working that uncoordinated provision of suitable sites for gypsies, travellers and showpeople could lead to over-provision or under provision at the Sub-regional/Sub-area level. The impact would extend to surrounding authorities if York doesn't meet its own needs. York's identified needs for gypsy, travellers and travelling showpeople will be met over the plan period as set out in Policy H5. City of York Council is not looking to other neighbouring authorities to accommodate unmet need. None of the adjoining authorities have formally approached the Council about accommodation needs for their authority areas.

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<sup>2</sup> Managing Landscape Change: Renewable & Low Carbon Energy Developments – a Landscape Sensitivity Framework for North Yorkshire and York (AECOM Environment 2012)

30. Local planning authority signatories agree that there are no outstanding unresolved strategic issues relating to gypsies, traveller and showpeople.

#### *Education Establishments*

31. In preparing the Local Plan, consideration has been given to patterns of cross boundary travel to education establishments outside York and cross boundary travel into York's education establishments from outside York. Site specific policies for the strategic sites identified in the Local Plan seek to ensure the provision of new or enlarged education establishments to meet the needs identified from the site/s. The Local Plan will ensure there are sufficient modern preschool, primary and secondary education facilities within the city to meet education needs.
32. Local planning authority signatories and North Yorkshire County Council agree that there are no outstanding unresolved strategic issues relating to education provision.

#### *Approach to the Green Belt*

33. The Local Plan has for the first time defined the inner and (where appropriate) outer boundaries of the Green Belt. Detailed boundaries shown on the policies map follow recognisable physical features that are likely to endure such as streams, hedgerows and highways. Outer boundaries have been drawn in a way which is mindful of the outer boundary already established by neighbouring authorities. As set out in Policy SS2, the Green Belt boundaries will safeguard the special character and setting of the historic City.

34. Local planning authority signatories agree that there are no outstanding unresolved strategic issues relating to the approach to the Green Belt.


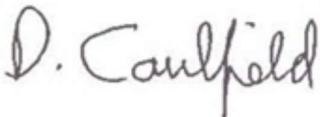



#### *Climate Change*



35. The strong policy linkages between climate change, renewable energy, flood management, green infrastructure and minerals planning agendas have been recognised through joint working and have been taken into account in preparing the Local Plan. A key policy thread running through the Local Plan is minimising and adapting the effects of climate change. Policies are included in the plan which directly and indirectly address climate change, as well as the topics outlined above. The spatial strategy directs development away from areas of importance for green infrastructure and high flood risk and to the main urban area or where there is, or can create, access to services and transport. Climate change continues to be recognised as a cross boundary issue to ensure, for example, that flood risk is not exacerbated downstream.
36. Local planning authority signatories agree that there are no outstanding unresolved strategic issues relating to climate change. Parties will continue to work together through the Duty to Co-operate to ensure the issue of climate change is addressed.

#### **MATTERS ON WHICH PARTIES DISAGREE:**

37. There are no areas of disagreement in relation to strategic, cross boundary issues.

## Endorsement

| <b>City of York Council</b>   |  |             |
|---|--|-------------|
| <i>Name and Position</i>  | <i>Signature</i>   | <i>Date</i> |
| Mike Slater<br>Assistant Director<br>Planning and Public<br>Protection            |    | 04/12/2019  |
| <b>Selby District Council</b>   |  |             |
| <i>Name and Position</i>  | <i>Signature</i>   | <i>Date</i> |
| Dave Caulfield<br>Director of<br>Economic<br>Regeneration &<br>Place              |     | 04/12/2019  |
| <b>Hambleton District Council</b>   |  |             |
| <i>Name and Position</i>  | <i>Signature</i>   | <i>Date</i> |
| James Campbell<br>Planning Policy<br>Manager                                      |   | 03/12/2019  |
| <b>Harrogate Borough Council</b>  |  |             |
| <i>Name and Position</i>  | <i>Signature</i>   | <i>Date</i> |
| Natasha Durham<br>Planning Manager<br>(Policy)                                    |  | 03/12/2019  |
| <b>East Riding of Yorkshire Council</b>   |  |             |
| <i>Name and Position</i>  | <i>Signature</i>   | <i>Date</i> |
| John Craig<br>Forward Planning,<br>Housing Strategy<br>and Development<br>Manager |   | 03/12/2019  |

| <b>North Yorkshire County Council</b>                                       |   |             |
|---|---|-------------|
| <i>Name and Position</i>  | <i>Signature</i>  | <i>Date</i> |
| David Bowe<br>Corporate Director<br>Business &<br>Environmental<br>Services |  | 04/12/2019  |
| <b>Ryedale District Council</b>   |   |             |
| <i>Name and Position</i>  | <i>Signature</i>  | <i>Date</i> |
| Jill Thompson<br>Planning and<br>Development<br>Manager                     |  | 04/12/2019  |