

# **Joint Position Statement between the City of York and Selby District Council in relation to the Housing Market Area, April 2020**

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## **Introduction**

1. This statement seeks to clarify the position agreed between the City of York Council and Selby District Council through the Duty to Co-operate in relation to the Housing Market Area. Specifically, the statement seeks to:
  - provide further clarification that any links between York and Selby only extend to part of the Selby area and that this is considered to support the approach taken by the Councils through the Duty to Co-operate to meet their own objectively assessed housing needs within their own administrative areas; and
  - to clarify that both Councils continue to maintain the position reached through the Duty to Co-operate that through the preparation of the York Local Plan and its submission and more recently with the review of the Selby Local Plan that it is not practical to seek to align the preparation of the two Plans and to consider housing needs jointly across the HMA.

## **Preparation of the Strategic Housing Market Assessment (SHMA)**

2. The 2004 Act refers to a Local Planning Authority's (LPA) 'area' and it is clear that the statutory duty for an LPA is and must be in relation to their area. Thus the primary duty of the LPA is to assess the needs of their local authority area.
3. Paragraph 47 of the NPPF (2012) requires Local Plans to meet the full objectively assessed need in the Housing Market Area (HMA). Paragraph 159 of the NPPF helps clarify this, in that it requires LPAs to have a clear understanding of housing needs 'in their area'. It then proceeds to require LPAs to prepare a Strategic Housing Market Assessment (SHMA) to assess their full housing needs, working with neighbouring authorities where 'HMAs cross administrative boundaries'. The LPA must have a clear understanding of their area's housing needs, but in assessing these needs it must prepare a SHMA which may cross boundaries.
4. Secondly, in recognition of PPG which specifies that LPAs should assess their development needs working with other local authorities in line with the duty to cooperate, the Council recognised its links with neighbouring authorities and in particular its links with Selby District Council (SDC).
5. The City of York Council's Duty to Co-operate Statement [CD020] summarises the Council's approach to strategic housing matters and the co-operation between neighbouring authorities in the preparation of the York Local Plan. In summary, prior to the commissioning of the 2016 City of York SHMA discussions took place between York and neighbouring authorities to explore whether a joint SHMA commission should be pursued to update the previous NY SHMA.

6. It was wholly agreed that a joint commission would ensure that the wider HMA could be understood and would ensure consistency in the data outputs for each constituent authority area. Whilst York, Ryedale, Hambleton and North York Moors National Park Authority agreed to commission a joint study it became clear through these discussions that both Selby District Council and Harrogate District Council had both recently commissioned their own SHMA updates using consultants GL Hearn.
7. At the point of seeking to commission a SHMA update for the York Local Plan Selby District Council (SDC) had recently completed a draft SHMA (June 2015) undertaken by GL Hearn to inform their Allocations DPD (Plan Selby) following the adoption of their Core Strategy. Harrogate Borough Council (HBC) had also recently commissioned a SHMA update using GL Hearn to inform their Local Plan. Consequently to ensure a consistent approach the remaining authorities (York, Ryedale, Hambleton and North York Moors National Park Authority) commissioned GL Hearn to produce a SHMA for their areas. The methodology and approach for this study were aligned with those already undertaken for Selby and Harrogate to ensure consistency in data sources and assumptions.
8. It is important to note that Selby District Council is now moving to the production of a new Local Plan, which will be prepared in line with the revised NPPF and in accordance with the Standard Methodology for the calculation of housing needs (See paragraph 27 onwards of this statement for more information).

#### **Selby District Council SHMA June 2015**

9. The Draft Selby District SHMA 2015 was also undertaken by GL Hearn and when analysed in accordance with the CURDS study showed that the most relevant defined HMA is York, which covers the north of the District including Selby Town. The self-containment analysis pointed towards a strong relationship with York and Leeds; with the strongest relationship in comparative terms being with York. However, the evidence suggested that this relationship is only with parts of Selby District, going onto say that different parts of the District could fall within different housing market areas.
10. In terms of travel to work areas, the SHMA said that Selby district was mostly covered by the York 2001 travel to work area (TTWA) which also extended into Harrogate, East Riding, Ryedale and Hambleton districts. This suggests a relatively strong economic inter-relationship with York. Settlements in the south-west of the District fell within a Wakefield TTWA. In the context of the Duty to Cooperate, the authorities with the strongest links to Selby were York, Leeds and Wakefield. There was also evidence of localised inter-relationships between Selby District and East Riding or Doncaster.
11. The updated 2011 commuting flows drawn from the 2011 census showed the largest outflows as being to Leeds and York, followed by Wakefield and East Riding. The Selby SHMA recognises different functional relationships with a range of neighbouring authorities.

12. The concluded HMA was based on the 2011 commuting patterns. Specifically which of the major employment centres did the largest percentage of the population of a given area work in. This used Middle Super Output Area or MSOA level data and was set out in Figure 11 of that document.
13. The defined HMAs (see Figure 11) split the district in two with the North and East of the District including Selby town and Tadcaster in one HMA and the South and West of the District including Sherburn-in-Elmet and Eggborough in another. The former had closer links to York and the latter with Leeds.
14. Although an updated SHMA was published in January 2019, this document did not refer to housing market areas. This was because the core data sets i.e. the 2011 census had not been updated.

### **City of York Strategic Housing Market Assessment (2016) [SD051]**

15. Section 2 of the City of York Council Strategic Housing Market Assessment (SHMA) of June 2016 [SD051] sought to define the housing Market Area based on the guidance set out in the NPPF (2012), Planning Practice Guidance and the Planning Advisory Service “Objectively Assessed Need and Housing Targets Technical Advice Note” of July 2015<sup>1</sup>. Notably, this document was not yet published when the Selby work was undertaken.
16. This analysis began with the research study led by the Centre for Urban and Regional Development Studies (CURDS) at Newcastle University which set to define HMAs across England. In the CURDS study, York was defined as falling within a HMA which extended into parts of Harrogate, Selby and East Riding as well as the southern part of Hambleton District and the south and western parts of Ryedale. Figures 2 and 3 in the SHMA clearly show that areas to the north of Selby District (including Selby Town, Tadcaster and much of the north and east of the district) fall within this housing market area. It was clear from these figures that parts of Selby District also fall within the Leeds and Hull housing market areas.
17. An analysis of travel to work patterns was based on the 2011 Travel to Work Areas work undertaken by ONS. The travel to work areas were developed as approximations to self-contained labour markets i.e. areas where most people both live and work. The York travel to work area includes all of the City of York as well as the northern and eastern parts of Selby (including Selby town), the eastern parts of East Riding, the Southern parts of Hambleton and the western parts of Ryedale.
18. The 2016 City of York SHMA [SD051] went on to say that York has a very high level of self-containment which was not the case for Selby. Therefore the latter required to merge with other authorities to achieve the typical 70% self-containment rate of a standalone HMA set out in the PPG.

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<sup>1</sup> <https://www.local.gov.uk/sites/default/files/documents/objectively-assessed-need-9fb.pdf>

19. Given the close link between Selby and York particularly in travel to work terms where York has a strong influence in the immediately surrounding districts particularly Selby (as well as the southern parts of Hambleton and the eastern parts of Ryedale and East Riding), it was reasonable to test the self-containment rate of the combined area (see paragraphs 2.70-2.72).
20. The 2016 SHMA prepared by GL Hearn conclusions follow the triangulation of sources and the PAS guidance<sup>2</sup>, which at 5.9 recommended that HMA are drawn using local authority boundaries, as “*HMA boundaries that straddle local authority areas are usually impractical*”. This resulted in a housing market area which covered the City of York and extended to include Selby being identified. The SHMA report goes on to say that while GL Hearn proposed a HMA, which links to Selby and York, they do not consider housing need across the HMA because Selby has recently produced its own SHMA (2015) and this assessment does not seek to replicate it.
21. In this context, it is clear that the defining of HMAs is complex with both York and Selby having close relationships with each other but also with other adjoining authorities including Ryedale and Hambleton and Leeds and Wakefield respectively.
22. Further updates to the SHMA were published in 2017 [SD050] and 2019 [EX/CYC/14a], however, neither update changed the assumptions in relation to the housing market area. Again this was due to the core dataset i.e. the 2011 census not being updated in the interim.

### **Timing of Local Plan production**

23. It is clear that the relevant Local Plans for the City of York (CYC) and for Selby District Council (SDC) have been produced to different timescales.
24. At the time that York sought to commission the SHMA jointly with the remaining neighbouring authorities SDC had already recently published their own SHMA and the Selby Core Strategy had been found sound following examination.
25. The Selby Core Strategy set out the district’s housing requirements based on the previous 2009 and 2011 SHMA with a requirement of 7,200 homes in the period 2011 to 2027, equating to the provision of 450 dwellings per annum. PLAN Selby (the site allocations DPD) was being prepared to deliver this requirement however this uses the updated 2015 Selby SHMA to make sure it is based on the most recent population and household projections. The 2015 SHMA for Selby concludes that there is an OAN of approximately 430 dwellings per annum which supports the adopted Core Strategy position. Thus the entirety of Selby’s needs were to be met in Selby. This work was completed before York sought to carry out its own SHMA work.

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<sup>2</sup> <https://www.local.gov.uk/sites/default/files/documents/objectively-assessed-need-9fb.pdf>

26. In these circumstances, the York Local Plan appropriately sought to meet the residual need for the remaining constituent part of the York and Selby HMA that being the City of York only.
27. At Full Council in September 2019 Selby District Council made the decision to begin work on a new comprehensive Local Plan. Work on the new plan is underway and consultation on the Issues and Options consultation took place between 24<sup>th</sup> January and 6<sup>th</sup> March 2020.
28. GL Hearn has recently been commissioned to update the Council's housing and employment land needs evidence. This work is timetabled to be complete by the end of July 2020. The timetable for the preparation of the new plan as set out in the current Local Development scheme can be seen below.

Key Stage of Local Plan Preparation	
Year	Key Stages
2019	Initial Evidence Gathering and Stakeholder Engagement Preparation of Issues and Options Consultation Document (Regulation 18)
2020	Preparation of Draft Local Plan (Regulation 18)
2021	Preparation of Publication Version of Local Plan (Regulation 19)
2022	Formal Submission to Secretary of State (Regulation 22)
2023	Adoption of new Local Plan (Regulation 26)

29. The current housing requirement for the Selby District as set out by the current standard methodology is a minimum of 342 dwellings per year. However, Officers are aware that the approach to the standard methodology is likely to change over the next twelve months. The Selby Local Plan will be prepared in line with the revised NPPF and any emerging National Planning Practice Guidance.
30. The work will also consider other factors when setting the areas housing need including economic growth potential. The most recent Selby SHMA suggested that to meet the needs of the local economy 410 new dwellings per annum were required each year.
31. It is recognised that although there is a shared housing market area with the City of York in practice this is restricted to northern parts of the District only, this is supported by the evidence produced in the SHMAs' of both Councils.
32. Both Councils recognise that there are clear functional links between York LA and the Selby District LA and both authorities have worked together, through the Duty to Co-operate, to ensure that housing needs are fully met across the Housing Market Area.
33. As part of the duty to cooperate discussions both Selby and York have agreed to meet their own OAN within their own authority boundaries. This is confirmed in the

consultation response from SDC through the Regulation 19 Consultation which states that “Discussions have been ongoing with City of York Council throughout the preparation of the Local Plan. As part of these discussions both Selby and York have agreed to meet their own objectively assessed housing need within their own authority boundaries”.


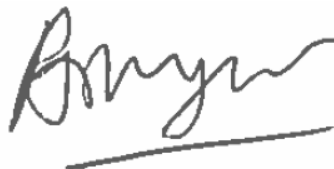
### **Statement of Common Ground**

34. In December 2019 a Statement of Common ground (dated 4 December 2019) was agreed between the City of York Council, Selby District Council, Hambleton District Council, Ryedale District Council, Harrogate Borough Council, East Riding of Yorkshire Council and North Yorkshire County Council (EX/SOCG/2). Paragraph 7 of the Statement of Common ground stated that:

*“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-01120140306) 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 coordinate 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”.*

35. Paragraph 8 goes onto conclude that, “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”.
36. It remains the position of both the City of York and Selby Councils that it is not practical to align the preparation of the two plans and that the agreed position remains that both authorities should seek to meet their own needs within their own administrative boundaries.

## Endorsement

<b>City of York Council</b>		
<i>Name and Position</i>	<i>Signature</i>	<i>Date</i>
<i>Cllr Andrew Waller</i>  <i>Executive Member for Economy and Strategic Planning</i>		27/05/2020
<b>Selby District Council</b>		
<i>Name and Position</i>	<i>Signature</i>	<i>Date</i>
<i>Councillor Richard Musgrave</i>		26/05/2020