



EXAMINATION OF THE CITY OF YORK LOCAL PLAN

2017-2033

PHASE 1 HEARINGS

Matter 2 – The housing strategy

The Housing Market Area

CITY OF YORK COUNCIL STATEMENT

The Housing Market Area (HMA)

2.1 We understand that the Council considers York to be within an HMA which includes the City of York and the area of Selby District Council, but that the two Councils are identifying housing need within their administrative areas separately.

a) **Is that correct?**

Response

2.1.1 Yes, as set out within Chapter 2 of The City of York Strategic Housing Market Assessment (June 2016) [SD051] “we would consider that the HMA which covers the City of York extends to include Selby”. This was based on examining (as per the PPG) migration and commuting patterns and house price dynamics. For the reasons explained below the two Council are identifying housing need within their administrative areas.

If so:

b) **Is the identification of the HMA formed on a robust evidential basis?**

Response

2.1.2 Yes. The identification of the HMA was based on work in the SHMA 2016 [SD051] and SHMA Update 2017 [SD050]. The house price analysis undertaken in these documents showed a limited correlation between York and Selby, although this was not the case for commuting and migration patterns. The latter two analyses drew on data from the 2011 census which is still the most robust and comprehensive dataset available.

2.1.3 The migration patterns show that weighted gross migration flows to and from York are with Selby (3.81 moves per 1,000 head of population). Weighted gross moves show a more accurate level of relationship between areas and the scale of those areas than net moves. This is because equally large in and out-flows could potentially cancel each other out.

2.1.4 However, when long distance moves are excluded (as these can show University and Retirement moves) the self-containment rate for York and Selby exceeds the “typically” 70% threshold as set out in the PPG (ID 2a-011-20140306) (78.1% of those moving to somewhere in the City and 80.1% of those moving from somewhere in the City) (see 2.70 of 2016 SHMA [SD051]). It is also worth noting (see 2.69 of same document) that in its own right York’s self-containment “increases to 81% and 78% as a percentage of those leaving and arriving in the city respectively”. The reduced rate reflects Selby’s

relationship with a number of larger neighbouring cities (York, Wakefield and Leeds).

2.1.5 In commuting terms the York Travel to Work Area (TTWA) extends beyond the City into a number of neighbouring authorities including Selby, Hambleton Ryedale and the East Riding of Yorkshire. This is primarily a function of people commuting to York as an Economic centre. As of 2011 Selby 5,093 people commuted from Selby to York, the second highest of any local authority exporting people to York (behind the East Riding of Yorkshire). Although it should be noted that East Riding has a much stronger relationship with Hull than with York.

2.1.6 More recent migration data published by the ONS and based on NHS registrations shows that there is still a considerable level of movement between York and Selby. As the table below shows Selby is the 3rd most popular destination of people moving from York and also the 3rd most popular origin of those moving to the city. Although in weighted terms the relationship between York and Selby remains strong.

Destination (Population)	Moves from York	Weighted Moves Per 1,000 Population	Origin (Population)	Moves to York	Weighted Moves Per 1,000 Population
East Riding	1,051	1.93	Leeds	930	0.93
Leeds	1,021	1.02	East Riding	814	1.50
Selby	1,011	3.38	Selby	532	1.78

Source: ONS Based on NHS data (2018)

2.1.7 This information suggested that there were relationships between York and Selby which justified the identification of this HMA, albeit that self-containment was relatively high as set out above.

c) What is the justification for assessing housing needs separately?

Response

2.1.8 Please refer to the Council’s response to the Inspectors in November 2018 [EX/CYC/7]. The Council recognises that the HMA covers York and Selby District and that both authorities have worked together, through the Duty to Co-operate, to ensure that housing needs are fully met across the Housing Market Area.

2.1.9 Although the cross boundary work undertaken established that there is a wider HMA that covers both the York and Selby local authority areas, the

SHMA 2016 identified that York has a high level of self-containment. Further, the timing of the Selby SHMA and plan preparation for PLAN Selby has meant that there was a need for York through its SHMA to identify the proportion of need to be met in the remaining part of the HMA and that it was therefore most appropriate for York to meet its own OAN.

- 2.1.10 This was a pragmatic response to the two local authorities being at different stages of their local plan. The PPG states that “Where Local Plans are at different stages of production, local planning authorities can build upon the existing evidence base of partner local authorities in their housing market area but should co-ordinate future housing reviews so they take place at the same time.” [ID 2a-007-20150320]. This will be achieved through the Duty to Cooperate although the requirement to assess needs at the same time is not mentioned in the PPG in relation to housing needs.
- 2.1.11 As part of the duty to cooperate discussions both Selby and York have agreed to meet their own OAN. This was 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”.
- 2.1.12 The Duty to Co-operate Addendum [EX/CYC/23] provides a summary of the consultation undertaken with prescribed bodies as part of the Proposed Modifications Consultation (PMC) in June/July 2019. Table 1 summarises the responses to the PMC pertaining to strategic cross boundary issues. This confirms that discussions have been ongoing between SDC and CYC throughout the preparation of the Plan and that both SDC and CYC have agreed to meet their own OAHN within their own authority boundaries. SDC confirm that they are satisfied that the amended housing figure (790) is underpinned by robust evidence in the form of the updated SHMA which has applied an uplift to take account of economic growth.
- 2.1.13 This approach is further justified by the subsequent delay in the Selby Local Plan preparation which has taken place since the submission of the York Local Plan in May 2018 and the Proposed Modifications Consultation in June/July 2019. In September 2019 Selby District Council (SDC) decided not to proceed with its Site Allocation DPD and to produce a new Local Plan. The new Local Plan is at a very early stage in its production and SDC have confirmed that based on the 2014 household growth projections using the standard methodology the minimum number of homes the Council must plan for is 365 dwellings per annum, which is less than the figure of 450 dwellings per annum identified in the adopted Core Strategy (2013). SDC are yet to

establish whether it is appropriate to plan for a higher level of need than the standard model suggests and will seek to work positively with City of York Council on any emerging cross boundary strategic matters including future housing requirements as we progress the Local Plan.

2.1.14 Given the timing of Plan production and the fact that York has a high level of self-containment (as identified in the SHMA 2016 and at paragraph 2.1.4) the approach to meeting housing needs established through the Duty to Co-operate has enabled the objectives of the policy to be met as it allows both York to meet its areas need but also ensures that the wider needs of any HMA including links with Selby have been met.
