



HARROGATE DISTRICT SITES & POLICIES DPD Duty to Co-operate: Initial Statement

May 2013



Working for you

1.0 INTRODUCTION

1.1 The Localism Act introduces a Duty to Co-operate on planning issues that cross administrative boundaries, particularly those that relate to strategic priorities as set out in paragraph 156 of the National Planning Policy Framework (NPPF)¹. The Duty applies to all public bodies and the Government expects joint working on areas of common interest to be *'diligently undertaken for the mutual benefit of neighbouring authorities'*.

2.2 The NPPF (2012) sets out further details on the how the duty to co-operate should be implemented and that local authorities should:

- work collaboratively with other bodies to ensure that strategic priorities across local boundaries are properly co-ordinated and clearly reflected in individual Local Plans. Joint working should enable local planning authorities to work together to meet development requirements which cannot be wholly met within their own area where to do so would cause significant harm to the principles and policies of the NPPF.
- take account of different geographic areas, including travel-to-work areas. In two tier areas, county and district authorities should co-operate with each other on relevant issues.
- work collaboratively on strategic planning priorities to enable delivery of sustainable economic growth in consultation with Local Enterprise Partnerships and with private sector bodies, utility and infrastructure providers

2.3 Local planning authorities will be expected to demonstrate evidence of having effectively co-operated to plan for issues with cross-boundary impacts when their Local Plans are submitted for examination.

2.4 This paper sets out the key cross boundary issues that have been identified in consultation with neighbouring authorities and the actions and/or responses to these as part of preparing the Sites and Policies Development Plan Document (DPD). This paper will be further revised before submission to provide a full account of the joint working/consultation that has been undertaken in preparing the Sites and Policies DPD. A short summary can be found in the Statement of Consultation.

3.0 IMPLEMENTING THE DUTY

3.1 Whilst the strategic policies of the Harrogate Local Plan have already been adopted it is still important for the Council to demonstrate that it has discharged its Duty to Co-operate obligations in respect of the Sites and Policies DPD. Prior to the publication of the Sites and Policies DPD, the Council has agreed with neighbouring authorities (and other authorities within the Leeds City Region (LCR) and the York and North Yorkshire Region (Y&NYR)) the content of a Duty to Co-operate table (see appendix 1).

¹ See appendix 1

4.0 KEY STRATEGIC ISSUES

- 4.1 The table at Appendix 1 sets out the key issues that have been identified either by HBC or other authorities. The issues have been categorised, noted in column 6, as set out below:
- A. No longer an outstanding issue of material significance
 - B. Differences remain that may be left to the Planning Inspector
 - C. The measures proposed to resolve the issue by Harrogate are accepted as satisfactory mitigation
- 4.2 The main cross boundary issue identified in the DtC table is in respect of the scale of housing growth that the Sites & Policies DPD is seeking to meet. The Harrogate Core Strategy was adopted in 2009 and included within it an annual housing requirement of 390 new homes per year. This figure reflected adopted RSS and was below the household projections of the time (650-800) and reflected the significant environmental and infrastructure constraints within the district that pointed to a much lower rate of housing development. It also reflected the aspirations of the RSS in its delivery of urban transformation.
- 4.3 Since the adoption of the Core Strategy the NPPF has been published that requires local plans to be 'positively prepared' and that meet 'objectively assessed needs' unless to do so would result in adverse effects that significantly and demonstrably outweigh the benefits. The Council has also recently published an updated Strategic Housing Market Assessment (SHMA) based on the 2008 ONS population projections. As with the earlier population projections these indicate a significantly higher housing need and demand (860-1060) for Harrogate District than the 390 new dwellings per annum.
- 4.4 The District's environmental and infrastructure constraints have not materially changed since the housing requirement was adopted in the Core Strategy. For example, there have been no major improvements in the capacity of the public and private transport network. The quality of the local environment throughout the District remains very high with many international, national and locally important heritage, landscape and ecological designations, and the statutory green belt forming critical assets of the District's local distinctiveness. Assessment work undertaken in preparing the Sites & Policies DPD has highlighted the adverse impacts of significant increases in housing growth above the 390 dwellings per annum.
- 4.5 The allocations within the Sites & Policies DPD meet the need for 390 new homes per year, together with a buffer of 5% as required by the NPPF. The table at Appendix 1 identifies an early review of the Core Strategy as appropriate mitigation to any potential land supply issue, an approach agreed with neighbouring authorities. It is this strategic level that is the most appropriate place to consider the annual housing requirement. The review of the Core Strategy will commence towards the end of 2013 and it will ensure that land supply issues are addressed well before the end of the current plan period.

4.7 No other issues identified in the table at Appendix 1 are considered to be of a nature that will affect the progress of the plan to examination and adoption.

NPPF: Strategic priorities as set out in paragraph 156 and reflected in the Duty to Co-operate table below

Local planning authorities should set out the strategic priorities for the area in the Local Plan. This should include strategic policies to deliver:

- the homes and jobs needed in the area;
- the provision of retail, leisure and other commercial development;
- the provision of infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat);
- the provision of health, security, community and cultural infrastructure and other local facilities; and
- climate change mitigation and adaptation, conservation and enhancement of the natural and historic environment, including landscape.

HARROGATE DUTY TO CO-OPERATE MEETING – STRATEGIC ISSUES RECORD SHEET

Strategic Issue	Impact	Evidence	Resolution / Mitigation	Monitoring	Actions/Response	NPPF Para 156 Link
<i>Summary of the issue arising in Harrogate's Local Plan preparation</i>	<i>Description of why it is a potential issue for neighbouring authorities</i>	<i>Evidence to show there is an issue</i>	<i>Details of how the issue can be overcome or managed / monitored</i>	<i>How the issue will be monitored including key indicators and trigger points</i>	<i>Agreed Actions</i>	<i>Relevant strategic priority in para 156</i>
Sustainable Development						
N/A						
Settlement Growth (see draft policies SG6 & SG9)						
<p>Scale of housing growth</p> <p><i>Note: In February 2009 the Harrogate District Core Strategy was adopted and the housing requirement of 390dpa contained therein reflected the housing requirement in the RSS adopted the year before. This housing requirement took account of much higher objectively assessed housing needs at the time, but evidence was provided and accepted at the public examination that Harrogate District had significant environmental and infrastructure constraints which warranted a much lower rate of housing development. (See also</i></p>	<p>Scale of growth proposed does not fully meet the objectively assessed need. This may lead to households meeting their housing needs in adjoining authorities (LCR Secretariat)</p> <p>The Leeds Core Strategy sets an ambitious housing target that meets the needs of the district and is not planning for any element of under provision in Harrogate. This would be a matter to be resolved within Harrogate's boundaries. Leeds City Council notes the commitment to undertake an early review of the Core Strategy and advocates that this should be undertaken as a matter of urgency</p>	<p>Strategic housing market assessment</p> <p>Geography of housing markets (DTZ work for RSS, NHPAU work nationally and local evidence)</p>	<p>Monitoring housing completions and housing choices being made</p> <p>Early review of Core Strategy</p> <p>Infrastructure investment to bring further land forward</p>	<p>Monitor housing completions and assess against Core Strategy Requirement</p>	<p>Harrogate is progressing the Sites & Policies DPD in order to ensure land supply is available to meet the Core Strategy requirement (plus buffer). Harrogate Borough Council has made a commitment to undertake an early review of the Core Strategy that will look at, amongst other strategic land uses, housing numbers and strategic allocations of land. The initial stages of this review will commence towards the end of 2013. This will ensure that land supply issues will be addressed well before the end of the current</p>	<p>Homes needed</p>

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<i>attached paper).</i>	<p><i>(Leeds CC)</i></p> <p>The Bradford Core Strategy will seek to set a housing target that meets the objectively assessed needs of the district and is not planning for any element of under provision in Harrogate. This would be a matter to be resolved within Harrogate’s boundaries. The Council notes the commitment to undertake an early review of the Core Strategy and advocates that this should be undertaken as a matter of urgency <i>(City of Bradford MDC)</i></p> <p>No significant cross boundary impact from the Harrogate housing market <i>(Richmondshire District Council)</i></p>				<p>plan period.</p> <p>Category C</p>	
Scale of housing growth in Ripon	<p>Potential transfer of housing need into Hambleton <i>(Hambleton District Council)</i></p> <p>The possible transfer of housing need into Hambleton District as a consequence of the scale of</p>				<p>The proposed level of growth is in line with the Core Strategy distribution policy and acknowledges recent higher housing levels in the City. Whilst no new employment sites are proposed in Ripon, land</p>	Homes needed

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	<p>housing growth planned for Ripon could result in some of that need filtering through to some of the smaller villages in Hambleton District on the west side of the Park, but this would be dealt with through adopted policies which restrict new housing to that needed to meet affordable or local need (<i>North York Moors National Park Authority</i>)</p>				<p>is proposed for a food cluster at Melmerby creating a balancing effect with housing provision Category A</p>	
<p>Scale of housing growth in Knaresborough and (to a lesser extent) Harrogate</p>	<p>Potential for increased commuting to York (<i>City of York Council</i>)</p>	<p>The City of York is an important employment centre within the sub-region. York has the highest GVA output in the [North Yorkshire and York] sub-region and is the only authority to have a significant inflow of daily travel to work trips (5,500). 1609 daily Inward commute trips to York from Harrogate District (Local Government North Yorkshire and York Transport Strategy and Baseline Report 2010)</p>	<p>New A59 (Poppleton Bar) Park & Ride facility in York is likely to intercept many of these additional commuting trips. Also improvements to the York-Harrogate-Leeds rail line and services could encourage mode shift from road to rail for commuting, business and leisure trips</p>	<p>Traffic monitoring on A59 and ticket data for York-Harrogate-Leeds line</p>	<p>Draft Policy IN3 seeks to reserve land for a rail halt on land to the east of Knaresborough and the Council are currently exploring feasibility with partners. In addition, the Council is working with partners on appropriate improvements to the Leeds – Harrogate – Knaresborough – York railway line. Emerging policies together with those in the adopted Core Strategy seek to reduce car use and promote the use of public transport,</p>	<p>The provision of infrastructure for transport. Climate change mitigation and adaptation.</p>

Strategic Issue	Impact	Evidence	Resolution / Mitigation	Monitoring	Actions/Response	NPPF Para 156 Link
					walking and cycling. Category C	
Housing supply flexibility	Scale of planned growth includes a 5% buffer over and above the Core Strategy requirement			Monitoring of annual completions	The planned buffer goes some way towards off-setting the issue identified under scale of housing growth. Category C	Homes needed
Windfall allowance	A cautious approach is being taken to the windfall allowance (being applied to the last 2 years of the first 5 years supply)			Monitoring of annual completions	Historically Harrogate has experienced high levels of windfall development, more than has been accounted for in the first 5years supply. Again this potentially provides for greater flexibility. Category C	Homes needed
Homes for Local People (see draft policies HLP6 & HLP7)						
Meeting housing need	Link to comments on the scale of growth Impact on adjoining authorities of not meeting local need (<i>LCR Secretariat</i>)	Strategic Housing market assessment Geography of housing markets (DTZ work for RSS, NHPAU work nationally and local evidence)		Monitoring of affordable housing delivery	See response above Category C	Homes needed
Jobs & Business (see draft policy JB5)						
Scale of employment growth <i>Note: the Core Strategy makes provision for some 45 ha of employment land, comprising 37ha of</i>	No cross boundary issues identified	Employment Land Review		Annual monitoring of employment permissions/ completions	Sufficient land is being identified in the Sites & Policies DPD to meet the employment land requirement set out in the Core Strategy.	Jobs needed

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<i>committed employment land and 5ha of new land.</i>					Employment land provision will be re-examined as part of the Core Strategy review. Category A	
Scale of employment growth in Harrogate and Knaresborough	Increased commuting on A59 from York to Harrogate and Knaresborough (<i>City of York Council</i>)	1601 daily Inward commute trips to Harrogate District from York (Local Government North Yorkshire and York Transport Strategy Baseline Report 2010)	improvements to the York-Harrogate-Leeds rail line and services could encourage mode shift from road to rail for commuting, business and leisure trips	Traffic Monitoring on A59 and ticket data for York-Harrogate-Leeds line	The scale of new employment land is relatively modest. Out of the 45ha of provision, 37ha is already committed and the amount of new employment land is a relatively small proportion. Draft Policy IN3 seeks to reserve land for a rail halt to the east of Knaresborough. In addition, the Council is working with partners on appropriate improvements to the Leeds – Harrogate – Knaresborough – York railway line. Emerging policies together with those in the adopted Core Strategy seek to reduce car use and promote the use of public transport, walking and cycling. Category C	Transport infrastructure

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Travel						
Surface access to LBIA	The airport is working with LPAs and LHAs to identify interventions to improve surface access. This may require land to be protected for future improvements. (authorities affected are Bradford, Leeds and Harrogate and NYCC as highway authority) (<i>LCR Secretariat</i>)	Emerging airport master plan Studies by local highway authorities & WY ITA	Protection of the land required to deliver the surface access improvements		The proposed aspiration for improved rail access to LBIA from Leeds, Harrogate, Knaresborough and York, does not currently require safeguarded land within Harrogate District. Harrogate is part of the Harrogate Line Officers Group, along with York, NYCC and Metro where any future issues can be picked up. NYCC have not indicated that routes need protecting for improved road access to stations/airport. Category A	Transport infrastructure
Parking Provision	The setting of parking standards at a level that would make Harrogate District disproportionately more attractive for development in preference to other neighbouring authorities outside North Yorkshire (<i>City of York Council</i>)	Replacement of PPG13 ('Maximum Parking Standards')		York and North Yorkshire Spatial Planning and Transport Board.	Draft Policy TRA5 sets out the Council's approach to parking provision in relation to applications for development. NYCC set out parking standard for local authorities within North Yorkshire. Any issues regarding differences in provision can be discussed through the York and	Para 155 (vision and agreed priorities for the sustainable development of an area.

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					North Yorkshire Spatial Planning and Transport Board. Emerging policies together with those in the adopted Core Strategy seek to reduce car use and promote the use of public transport, walking and cycling. Category C	
Environment & Quality of Life (See draft policies EQ3 & EQ7)						
Extent of the Green Belt	The Core Strategy makes clear that there will be no changes to the Green Belt boundary (Policy EQ3)	SHLAA			Sufficient land to meet the housing and employment requirement set out the Core Strategy can be found in sustainable locations that mean that a localised review of the Green Belt was not required. As part of the review of the Core Strategy a localised review of the Green Belt maybe required. Category A	Green Belt
Special Protection Area	Bradford City Council's Habitats Regulation Assessment of the South Pennine Moor SPA and also the SPA across the border in Harrogate has flagged potential impacts from		The emerging Habitats Regulations Assessment for the Sites and Policies DPD.		Officers are aware of the emerging issues from Bradford's Habitats Regulations Assessment and are working with them on any cross boundary issues. This	

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	development in their Core Strategy. Impacts include loss of supporting habitats and also visitor pressure.				<p>work is yet to be finalised.</p> <p>The emerging Habitats Regulations Assessment for the Harrogate District Sites and Policies DPD is being prepared in consultation with Bradford City Council and will include consideration of impact (including in combination effects) on the South Pennine Moors SPA/SAC. It is not considered that the content of the Harrogate District Sites and Policies DPD is likely to cause any significant cross boundary issues.</p> <p>Category C</p>	
Communities (note no allocations are proposed)						
Gypsy and Traveller accommodation	Small Gypsy and Traveller pitch requirement identified. No proposals to allocate land.	Gypsy and Traveller Study (Draft 2013)	Core Strategy policy C2 provides a criteria based policy against which applications for Gypsy and Traveller sites will be determined		The need identified in the Study is local need generated within Harrogate. The need identified is small (7 pitches up to 2028) and the nature of it is such that cross boundary transfer of such needs is not predicted. The study	Homes needed

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					<p>does not highlight any demand for accommodation for shown people along the A1 corridor with in Harrogate District.</p> <p>Category C</p>	
Infrastructure (see draft policy IN2 and IN3)						
<p>Site for a rail station at Manse Farm, Knaresborough</p> <p>Improvements to the capacity for and reliability of services on the Leeds Harrogate York line</p> <p><i>Note: Core Strategy policy TRA3 makes provision to improve public transport and associated infrastructure with a view to improving the capacity, quality and convenience of routes between Harrogate and Knaresborough to Leeds and York</i></p>	<p>More people travelling on the line particularly into Leeds</p>	<p>Business Case for a rail station at Manse Farm and wider improvements to the Leeds-Harrogate-York line (Railplan 7)</p>	<p>Improving our understanding of the impacts of increased use of the rail service (e.g. greater demand for park & ride facilities)</p>	<p>Patterns of travel and overall patronage</p> <p>Changes in demand for parking at railway stations</p>	<p>Initial work has been undertaken to look at the business case for a new station at Manse Farm. This will feed into wider work looking at the business case for the improvement of the Leeds-Harrogate-York Railway Line as a whole, on behalf of North Yorkshire County Council, Metro, City of York and the Borough Council. This work includes access from all points on the Harrogate line to LBIA. This work, once in place, will enable the partners to take advantage of future funding opportunities for rail infrastructure improvements</p> <p>Category C</p>	<p>Transport infrastructure</p>

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Delivering improved green infrastructure	Facilitating the delivery of the priorities agreed in the city region GI strategy <i>LCR Secretariat)</i>	LCR GI Strategy	Actions to support the interventions identified in the strategy e.g. the Central Ure landscape project, Carbon Capture and wood fuel projects		Harrogate is producing a Green Infrastructure Guide that sets out the Council's expectations for the delivery of green infrastructure. The guide, where appropriate makes reference to projects identified in the LCR GI Strategy. In preparing the guide consultation with Natural England has been undertaken. Category A	Conservation of the natural environment including landscape.
Efficient and cost effective delivery of NYCC infrastructure	Ensure that development is planned alongside infrastructure (<i>NYCC</i>)	Infrastructure Delivery Plan			In consultation with infrastructure providers, including NYCC, Harrogate BC is preparing an Infrastructure Delivery Plan to ensure that the infrastructure necessary to support the level of growth planned for the in the emerging Sites & Policies DPD in the District is identified. Core Strategy Policy C1 and emerging Sites & Policies DPD Policy IN1 expect developers to provide for and/or	Provision of infrastructure

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					<p>contribute towards the provision of community and other infrastructure needs generated directly from their development where this is necessary to make a scheme acceptable in planning terms. Policy IN1 goes on to say that in order to encourage sustainable development the Council will work with infrastructure and service providers to deliver adequate infrastructure and services to support existing and future development across the District</p> <p>Category A</p>	
General						
	<p>There are no immediately obvious cross boundary issues to be addressed <i>(North York Moors National Park Authority)</i></p>					
	<p>It is not considered that the document raises any cross-boundary strategic issues for Scarborough <i>(Scarborough Borough)</i></p>					

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	<i>Council)</i>					
	Craven confirm acceptance of the content in the Harrogate strategic issues sheet as a record of the nature of cross boundary planning issues shared between Harrogate and Craven. <i>(Craven District Council)</i>					