



# North York Moors Local Plan

## Duty to Co-operate Statement

This document sets out the joint working arrangements that have been put in place and followed when producing the draft North York Moors National Park Local Plan. It details the strategic issues that have been considered with other organisations during production of the plan and how the legislative requirements to demonstrate the duty to co-operate have been met.

**April 2019**



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# North York Moors Local Plan

## Duty to Co-operate Summary

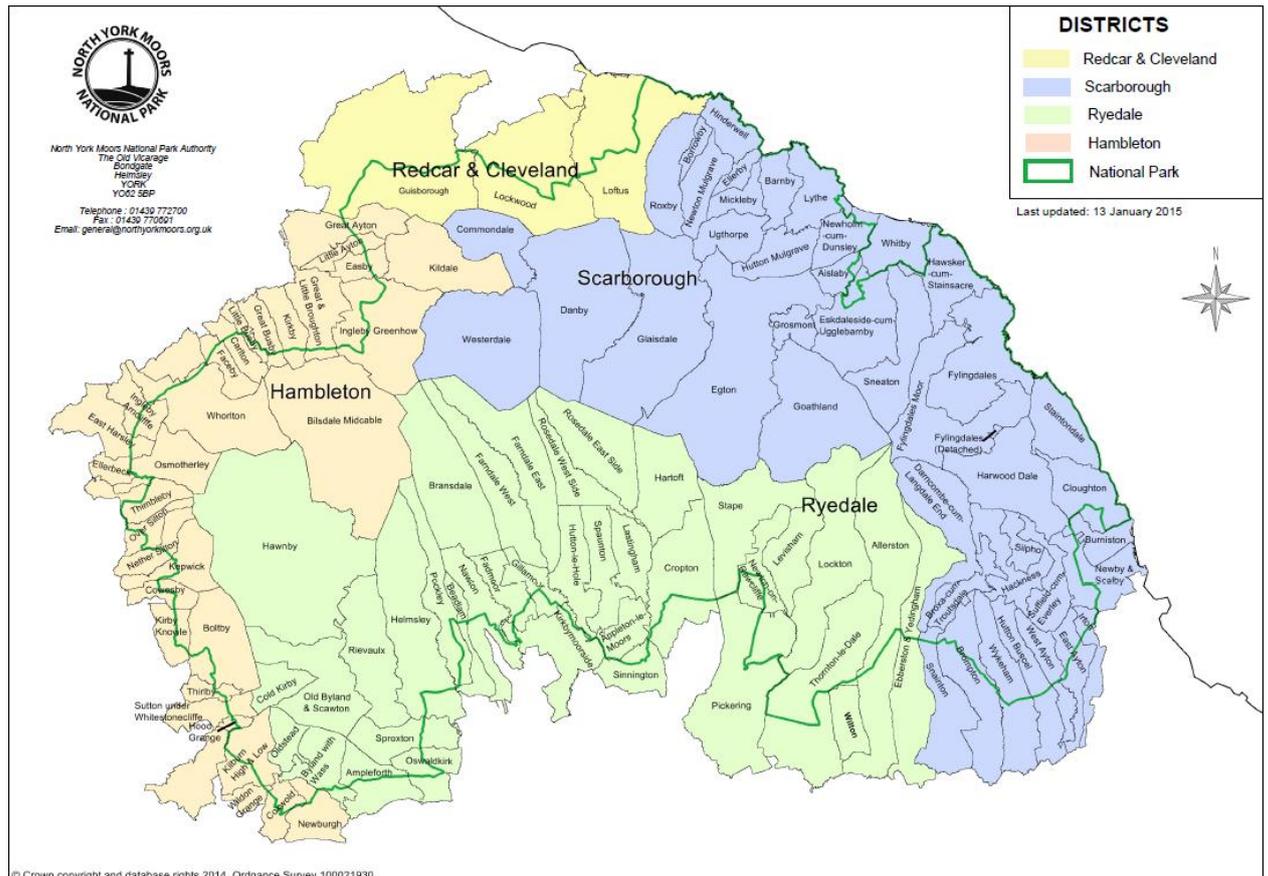
### 1. Introduction

- 1.1 The North York Moors National Park Authority is undertaking a review of the local planning policies covering the National Park – currently contained within the *Core Strategy & Development Policies DPD* (adopted November 2008). This review is in response to changes in national policy and the experiences of applying the adopted planning policies. The review will result in the adoption of a revised Local Plan covering the whole of the National Park.
- 1.2 The revised Local Plan will form the main part of the statutory ‘development plan’ for the National Park and will ultimately guide decisions on planning applications submitted within the National Park. The Local Plan will set out how the planning system can contribute towards the vision for the North York Moors National Park in 2035 and will include detailed planning policies and allocations that seek to deliver the two statutory National Park purposes and related socio-economic duty.
- 1.3 The Localism Act 2011 introduced a legal requirement for local authorities to plan strategically across boundaries. This ‘duty to cooperate’ is enshrined in law through amendments to the Planning and Compulsory Purchase Act 2004 (Section 33a) and is also included within the National Planning Policy Framework (NPPF) and National Planning Practice Guidance (NPPG). The duty applies to all local authorities, National Park authorities and county councils in England, as well as other public bodies including the Environment Agency and Natural England.
- 1.4 The NPPF confirms that planning authorities (including National Park authorities) will be expected to demonstrate how they have effectively cooperated on cross boundary issues when their Local Plan is submitted for examination. The NPPF states that cooperation should be a continuous process of engagement from initial thinking through to implementation. This Statement has been prepared in order to set out the work done by the Authority in response to the requirements of the duty. The NPPF (2018) sets out at paragraph 20 the strategic issues where cooperation might be appropriate. These include:
  - Housing (including affordable housing), employment, retail, leisure and other commercial development
  - Infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat);
  - Community facilities such as health, education, and cultural infrastructure; and
  - Conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure, and planning measures to address climate change mitigation and adaptation.
- 1.5 This statement of compliance with the duty to cooperate sets out how the National Park Authority has cooperated with neighbouring local planning authorities and other prescribed bodies during the preparation of the North York Moors Local Plan 2016-35.

## 2. Geographic Context

2.1 The North York Moors National Park boundary overlies four constituent district and borough Council boundaries:

- Hambleton District Council (HBC)
- Redcar & Cleveland Borough Council (RCBC)
- Ryedale District Council (RDC)
- Scarborough Borough Council (SBC)



**Figure 1 – The National Park and its constituent districts and boroughs.**

- 2.2 The National Park Authority is the Local Planning Authority for the National Park Area. Council services such as housing, waste collection, economic development, environmental health and leisure facilities are provided by the relevant district or borough council within their part of the National Park
- 2.3 Around 76% of the National Park area also falls within the North Yorkshire County Council (NYCC) area, the remainder being within the RCBC area. NYCC, along with RCBC provide services such as transport and education for Park’s residents.

## 3. Working with other Local Authorities

3.1 This section highlights how we have cooperated with our constituent local authorities.

## Members

- 3.2 The **20 Members** of the Authority are not directly elected but are appointed by the local councils and the Secretary of State for the Environment, Food and Rural Affairs (DEFRA). The membership includes members from each of the local authorities covering the National Park area. This consists of 4 members appointed by North Yorkshire County Council; 2 appointed by Redcar & Cleveland Borough Council; 2 appointed by Ryedale District Council, 2 appointed by Scarborough Borough Council and; and 1 appointed by Hambleton District Council – reflecting the respective geographical areas of the North York Moors National Park covered by each constituent authority. Between them, these 11 members make up half of the 20 strong membership of the National Park Authority and this enables a strong connection with other authorities at a member/councillor level. In addition, the Authority's membership also includes four members elected by town and parish councils within the National Park, enabling good links to be established between the Authority and these tiers of local Government.

## The Management Plan

- 3.3 Liaison and co-ordination is required to prepare, implement and monitor the 2016 **North York Moors Management Plan**. The Government has described Management/Partnership Plans as the most important plans covering National Parks and they have a key role in co-ordinating the work of a wide range of partners in delivering the two National Park purposes and related duty. Although the work on the Management Plan was led by the Authority, it received direct input by a group of key statutory bodies including the Forestry Commission, Natural England and the Environment Agency.

## The Statutory Duty

- 3.4 **Section 62(2) of the Environment Act 1995** makes it a legal duty for all relevant authorities to have regard to National Park purposes when coming to decisions or carrying out their work in or affecting and within National Parks. The duty means that the Authority has well established relationships with a range of other local and public bodies. The Authority is a statutory consultee on neighbouring authorities' plans and proposals and regular makes representations on emerging Local Plans and planning applications.

## Local Authority Liaison

- 3.5 The National Park Authority is an active member of a number of local and county-wide groups that help to facilitate working across administrative boundaries. These include a Directors of Development Group, the York, North Yorkshire and East Riding Housing Forum and YNYER Spatial Framework Technical Officers Group.
- 3.6 For planning policy and Local Plan development, joint working is co-ordinated through the York, North Yorkshire, East Riding and Hull Development Plan Officer's Group (DPOG). This meets quarterly, and comprises officers from all local authorities.
- 3.7 The aim of DPOG is to provide LPA's in North Yorkshire with a forum that can discuss planning policies, raise awareness of cross boundary issues, and share best practice examples on local issues. The North Yorkshire Development Plans Officers Group is also developing a standard template for Statements of Common Ground. The Statements of Common Ground underpinning the Local Plan are based on this template. A Tees Valley DPOG also operates, with officers from the National Park attending on an occasional basis.

## Demonstrating the Duty to Cooperate

- 3.8 The following table sets out how the Authority has worked with relevant local authorities when drafting the Local Plan. Given that it is cross boundary housing distribution that is

most closely scrutinised at Local Plan Examinations it focusses on the key correspondence around housing numbers and distribution. Housing is included as a strategic topic at Section 5, which contains a table on how housing numbers are apportioned. It concludes that with the exception of a small amount of housing covering objectively assessed need for Ryedale (and being delivered through the Helmsley Local Plan) needing to be within the National Park all other housing need will be delivered outside of the National Park boundary.

| Partner                        | Nature of Co-operation   |
|--------------------------------|--|
| North Yorkshire County Council | <ul style="list-style-type: none"> <li>▪ NYCC provides a number of statutory functions within much of the National Park, including education, highways and flood defence.</li> <li>▪ NYCC appoints 4 of the NYMNPA's 20 members.</li> <li>▪ A statutory consultee on the emerging NYMNPA Local Plan.</li> <li>▪ NYCC and the NYMNPA work closely on the separate joint <i>Minerals &amp; Waste Local Plan</i> (currently at examination with adoption expected summer 2019) and related planning framework).</li> <li>▪ NYCC attend the YNYERH development officer group meetings.</li> <li>▪ NYCC responded to all the Regulation 18 NYMNPA Local Plan consultations:               <ul style="list-style-type: none"> <li>○ First Steps (September 2016)</li> <li>○ Current Thinking (October 2017)</li> <li>○ Tranquillity, Remoteness and Dark Night Skies</li> <li>○ Preferred Options (July 2018)</li> </ul> </li> <li>▪ Their responses highlighted that the level of development proposed in the National Park is likely to result in around 92 primary pupils per year group across the National Park. There are around 350 surplus places at present. Responses offered helpful advice, and no strategic issues requiring further co-operation were highlighted.</li> </ul> <p><b>Summary:</b> <i>No strategic issues requiring further co-operation have been identified.</i></p> |
| Ryedale District Council       | <ul style="list-style-type: none"> <li>▪ Provide a number of statutory functions within much of the Park, including housing, economic development &amp; environmental health.</li> <li>▪ RDC appoints 2 of the NYMNPA's 20 members.</li> <li>▪ A statutory consultee on the emerging NYMNPA Local Plan.</li> <li>▪ Jointly produced the 2015 Helmsley Local Plan. A Joint working group was established with 3 Members representing the National Park Authority and 3 Members representing Ryedale District Council. Without this co-operation development of the nature envisaged in the Helmsley Plan would not normally be considered within the National Park boundary. However Helmsley was designated as a Local Service Centre in the North York Moors National Park Authority's Core Strategy and Development Policies Document and is the focus for new development in broad terms. Regarding the future of the Helmsley Plan, neither authority has identified at this stage when/how the Helmsley Plan will be reviewed/rolled forward.</li> <li>▪ RDC attend the YNYERH development officer group meetings.</li> </ul>   |

|                            |   |
|----------------------------|---|
|                            | <ul style="list-style-type: none"> <li>▪ Duty to Co-operate Meeting held 21 October 2016.</li> <li>▪ NYMNPA and RDC jointly commissioned GL Hearn to undertake a Strategic Housing Land Availability Assessment for each planning authority (SHMA) – NYMNPA part delivered March 2016.</li> <li>▪ NYMNPA wrote to RDC 1/11/17 to state there were no outstanding duty to co-operate issues with regard to their site allocations DPD.</li> <li>▪ NYMNPA wrote to RDC 22/08/17 August to ask RDC to confirm that there were no outstanding cross boundary issues relating to housing numbers. RDC reply 4/9/17 confirmed <i>“In respect of the housing strategy, there are no current issues outstanding that may require cross boundary working at this stage”</i>.</li> <li>▪ RDC did not respond to all the Regulation 18 NYMNPA Local Plan consultations. Follow up email 26/10/18 resulted in a meeting 2/11/18. Issue of relationship with the Helmsley Plan was discussed. NYMNPA agreed to take legal advice to confirm there were no outstanding cross boundary issues that could affect the Helmsley Plan. Counsel response indicated that the new Local Plan could include policy for Helmsley (in addition) to that in the Helmsley Plan and could cover the town; however NYMNPA could not unilaterally amend the Policies Map. No additional designations changes to the Map are now proposed at Helmsley.</li> <li>▪ The Helmsley Plan identifies allocations for Market Housing with affordable housing. There is the expectation that, as identified by the other adjacent authorities that the National Park will be looking to address affordable housing need which arises within the National Park area</li> </ul> <p><b>Summary:</b> <i>No strategic issues requiring further co-operation have been identified at this time, although discussions around the life span of the Helmsley Plan will be needed in due course. .</i></p> |
| Hambleton District Council | <ul style="list-style-type: none"> <li>▪ Provide a number of statutory functions within much of the Park, including housing, economic development &amp; environmental health.</li> <li>▪ HDC appoints 1 of the NYMNPA’s 20 members. Cllr Hugill is an HDC Member and also chair of the NYMNPA Planning Committee</li> <li>▪ A statutory consultee on the emerging NYMNPA Local Plan.</li> <li>▪ Duty to Co-operate meeting held 21 October 2016 to discuss the Preferred Options version of the Hambleton Local Plan – attended by Cllr Hugill on behalf of the NYMNPA.</li> <li>▪ NYMNPA wrote to HDC 22/08/17 August to ask HDC to confirm that there were no outstanding cross boundary issues relating to housing numbers. Email reply 14/9/17 stated:<br/><i>“As set out in your table the September 2016 SHMA set out an OAN of 319 dwelling per annum. This figure was an uplift from the 274 dwellings per annum identified in the January 2016 report and was undertaken in response to the publication of the 2014 Household projections and mid 2015 population estimates and the recommendations of the Local Plan Expert Review Panel. However this is likely to be reduced in light of the consultation “Planning for the Right Homes in the Right Places”. This figure covers the need for the whole District including the North York Moors National Park. Hambleton are planning to meet all of this need through allocations and also allow for windfall development in excess of the OAN target in order to ensure there is sufficient flexibility in supply to meet a five</i></li> </ul>   |

|                                    |   |
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|                                    | <p><i>year land supply. The SHMA for the National Park indicates that 21 homes per year would be required to meet the Park's affordable housing need and also highlights the requirement of 5 registered care bed spaces per annum for older people. We would expect that these requirements would be met by the National Park as they are local housing need requirement."</i></p> <ul style="list-style-type: none"> <li>▪ HDC responded to the following Regulation 18 NYMNPA Local Plan consultations: <ul style="list-style-type: none"> <li>○ First Steps (September 2016)</li> <li>○ Preferred Options (July 2018). Statement of acknowledgement received 14/11/18 after 25/10/18 email from NYMNPA asking for any comments following nil response. No issues raised.</li> </ul> </li> </ul> <p><b>Summary:</b> <i>No strategic issues requiring further co-operation have been identified.</i></p>  |
| <p>Scarborough Borough Council</p> | <ul style="list-style-type: none"> <li>▪ Provide a number of statutory functions within much of the Park, including housing, economic development &amp; environmental health.</li> <li>▪ SBC appoints 2 of the NYMNPA's 20 members.</li> <li>▪ A statutory consultee on the emerging NYMNPA Local Plan.</li> <li>▪ Duty to Co-operate meeting held 20 January 2016.</li> <li>▪ SBC responded to all the Regulation 18 NYMNPA Local Plan consultations: <ul style="list-style-type: none"> <li>○ Current Thinking (October 2017)</li> <li>○ Preferred Options (July 2018)</li> </ul> </li> <li>▪ Response to Preferred Options Draft stated: <p><i>"Being the adjoining authority there is some responsibility to provide housing to meet the needs of both the Scarborough Local Plan Area and for persons within the Park Area. In fact, our Objective Assessment of Housing Need used the projected population data for the Borough, which did not distinguish between these areas. As such, the requirement based purely on population projections allowed growth from the Park to be planned to be met in the Scarborough planning area; i.e. the plan area of Scarborough over estimated need albeit by a very small proportion."</i></p> <p>NYMNPA wrote to SBC 22/08/17 August to ask SBC to confirm that there were no outstanding cross boundary issues relating to housing numbers. An email reply 22/8/17 stated:</p> <p><i>There has been ongoing involvement on both authorities' parts in relation to their respective plans. This has been achieved through bespoke meetings, attendance at the Scarborough Borough EiP and also through the regular meetings of the Development Plans Forum and parent group the Spatial Planning &amp; Transport Board.</i></p> <p><i>Through the close working arrangements, modifications were made to the Scarborough Borough Local Plan to ensure that the impact of development was fully considered on the National Park although no</i></p> </li> </ul> |

|   |  |
|---|--|
|   | <p><i>significant cross boundary issues have been identified other than the setting of the National Park in the wider landscape beyond its borders. Other matters discussed were housing need and supply and green infrastructure.</i></p> <p><i>As you state it is difficult to separate out the data due to the population evidence not distinguishing between the Scarborough Borough Plan area and the NYMNP part of the Borough. To dig down this far into the data to super-output areas or below would be unlikely to bring about reliable results with population in such locations being very sparse and not following any recognised boundaries. As such, the OAN for Scarborough Borough Local Plan confirmed that there would be some overlap in terms of the housing figures for both authorities. This was, however, only in relation to the <u>population or household projections</u> element of the OAN which only made up a small part of the figure finally accepted by SBC. The remainder and the majority of the housing figure was determined from assessing proposed economic growth scenarios in the Plan area.</i></p> <p><i>Whilst this method results in a slight over-estimation in the OAN for Scarborough Borough Plan area it was considered it would be negligible. Furthermore as the housing target finally settled on was a floor not a ceiling this was not considered to represent an issue. SBC planned to meet and surpass this OAN through the allocation of sufficient sites and extant permissions.</i></p> <p><i>I would therefore suggest that any housing requirement that can be attributed to population growth (policy-off) in the National Park part of the Borough could be met through the delivery of sites within the Scarborough Borough Plan area. If there are any other economic drivers within the NYMNP that have been unaccounted for then that could affect the need for housing. The Potash Mine and its likely impacts were, however, factored into our OAN work.</i></p> <p><i>I trust this response is sufficient and that I can confirm that there are no significant cross boundary issues and that the OAN information as set out is largely correct subject to the comments above.</i></p> <p><b>Summary:</b> <i>No strategic issues requiring further co-operation have been identified.</i></p> |
| <p>Redcar and Cleveland Borough Council</p> | <ul style="list-style-type: none"> <li>▪ Provide a number of statutory functions within much of the Park, including housing, economic development &amp; environmental health.</li> <li>▪ RCBC appoints 2 of the NYMNP's 20 members.</li> <li>▪ A statutory consultee on the emerging NYMNP Local Plan.</li> <li>▪ Duty to Co-operate meeting held 26 April 2016. No common issues requiring joint working were identified.</li> <li>▪ RCBC have not responded to Regulation 18 NYMNP Local Plan consultations.</li> <li>▪ Only a small area of the National Park lies within the RCBC boundary (around 14%) and there are few settlements. The only larger village within the RCBC area is Easington, with the other settlements being Charltons, Newton under Roseberry, part of Staithes, Hutton Village and a very small area of Guisborough.</li> <li>▪ NYMNP wrote to RCBC 22/08/17 August to ask RCBC to confirm</li> </ul>  |

|  |  |
|--|--|
|  | that there were no outstanding cross boundary issues relating to housing numbers. No reply received. |
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**Summary:** *No strategic issues requiring further co-operation have been identified.*

## 4. Working with Prescribed Bodies

4.1 For the purposes of the duty, Part 2 of the Town and Country Planning (Local Planning) (England) Regulations 2012 clarifies that the 'prescribed bodies' where engagement under the Duty to Co-operate must take place (outside London) are as follows. All have been consulted at the Regulation 18 stage. No outstanding issues requiring joint co-operation have been identified. The following sections show where responses have been received.

### The Environment Agency

- A statutory consultee on the emerging NYMNPA Local Plan.
- The EA were consulted on and provided responses to the Regulation 18 NFNPA Local Plan:
  - First Steps (September 2016)
  - Current Thinking (October 2017)
  - Tranquillity, Remoteness and Dark Night Skies
  - Preferred Options (July 2018)
- As a statutory consultee, the EA has been consulted on the production of the Infrastructure Assessment, Habitats Regulation Assessment and Sustainability Appraisal
- The EA have been involved in the development of the Strategic Flood Risk Assessment (SFRA).

### Historic England

- HE were consulted on and provided responses to the Regulation 18 NYMNPA Local Plan:
  - First Steps (September 2016)
  - Current Thinking (October 2017)
  - Preferred Options (July 2018)
- As a statutory consultee, HE has input on the production of the Infrastructure Assessment, Habitats Regulation Assessment and Sustainability Appraisal

### Natural England

- A statutory consultee on the emerging NYMNPA Local Plan

- NE were consulted on and provided responses to the Regulation 18 NYMNP Local Plan:
  - First Steps (September 2016)
  - Current Thinking (October 2017)
  - Tranquillity, Remoteness and Dark Night Skies
  - Preferred Options (July 2018)
- Natural England has provided advice throughout the preparation of the Local Plan and has been involved as a statutory consultee, and its advice has been sought on the production of the Habitats Regulation Assessment/Scoping Report.

### **Homes England**

- A statutory consultee on the emerging NYMNP Local Plan
- Homes England were consulted on the Regulation 18 NYMNP Local Plan consultation. No responses were received.
- A meeting to discuss the scope of the economic viability work was held with Homes England on 15/01/18. Homes England also hosted and inputted into the viability workshop on 18/07/18.

### **Integrated Transport Authorities –North Yorkshire County Council and Redcar and Cleveland Borough Council**

#### **Highway Authorities –North Yorkshire County Council and Redcar and Cleveland Borough Council**

- Responses to all four Regulation 18 consultations from North Yorkshire County Council as Highways Authority. No strategic issues were identified.
- No responses from RCBC, however very limited transport infrastructure within that part of the National Park.

### **Highways England**

- A statutory consultee on the emerging NYMNP Local Plan
- HE were consulted on and provided responses to the Regulation 18 NYMNP Local Plan:
  - Current Thinking (October 2017)
  - Preferred Options (July 2018)
- As a statutory consultee, the HE has been consulted on the production of the Infrastructure Assessment.
- No strategic highways issues were identified.

### **Other Organisations**

- 4.2 The following prescribed bodies were also consulted. No responses were received to each of the Regulation 18 consultation documents.

### **The Marine Management Organisation (MMO)**

- The MMO have been involved throughout the Local Plan process as a statutory consultee, and have had no comments to make on the plan. NYMNPA Officers attended a Marine Planning workshop at Whitby 14/04/16 and MMO Seascape assessment workshop at Saltburn on 1 May 2018.

### **Clinical Commissioning Groups**

- The three CCGs have been consulted on the production of the Infrastructure Assessment. The draft assessment has not identified any specific shortfalls in healthcare provision

### **The Local Enterprise Partnership**

- For the North York Moors National Park this is the York, North Yorkshire and East Riding Local Enterprise Partnership (YNYER). The LEP is represented on the YNYERH Development Plans Forum. NYMNPA Officers have also attended workshops on the forthcoming YNYER Spatial Framework on 16/11/16, with the Framework also being covered at Directors of Development meetings. The York, North Yorkshire and East Riding Enterprise Partnership and the Leeds City Region Enterprise Partnership have since agreed a merger which is expected to happen in April 2020.
- A Teesside LEP covers the Redcar and Cleveland part of the National Park.

### **The Civil Aviation Authority**

- The Civil Aviation Authority (CAA) is the UK's specialist aviation regulator, established by Parliament in 1972, they do not usually comment on development plans, as they prefer aeronautical sites to represent themselves.
- There are no aeronautical sites within the National Park.

### **Office of the Rail Regulator**

- The Office of the Rail Regulator (ORR) is an independent regulator, and operates within the framework set by UK and EU legislation. The ORR is accountable through Parliament and the courts. The ORR have a number of statutory duties<sup>1</sup> including, promoting improvements in railway service performance, protecting the interests of users of the railway and holding Network Rail to account.
- The ORR work alongside rail infrastructure companies, the Government, other safety bodies and companies in the railway industry.
- There is only one commercial rail line in the National Park – the Esk Valley line.
- It is not considered that the Plan contains any strategic matters, as defined by the Localism Act, in relation to land, safety or operational rail transport matters.

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<sup>1</sup> Section 4 of the Railways Act 1993

## 5. Assessment of Cross Boundary Strategic Issues

- 5.1 The following sections set out the strategic issues where the Duty to Co-operate applies, taken from paragraph 20 of the 2018 NPPF and includes a commentary on how and whether the duty has been met.

### Housing (including affordable housing).

- 5.2 The NPPF states at paragraph 60 that:
- 5.3 *“In determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment, conducted using the standard method in national planning guidance – unless there are exceptional circumstances that justify an alternative approach which also reflects current and future demographic trends and market signals. In establishing this figure, any needs that cannot be met within neighbouring areas should also be taken into account.”*
- 5.4 The North York Moors overlies parts of four local authority areas (Hambleton, Ryedale, Scarborough and a small part of Redcar & Cleveland)
- 5.5 The draft Plan is based on an assessment of need set out in the 2016 Strategic Housing Market Assessment (SHMA) prepared by GL Hearn. This was jointly commissioned with Hambleton and Ryedale District Councils. Separate SHMAs were prepared for the Scarborough and Redcar & Cleveland areas as draft plans were more advanced at the time. Past guidance stated that SHMAs should be prepared for the relevant ‘Housing Market Area’ and should calculate the ‘Objectively Assessed Need’ for housing in that area.
- 5.6 Each of the four SHMAs prepared for the constituent districts that underlie the National Park treat that local authority area as its own ‘Housing Market Area’, with some of the National Park area therefore lying within each. A separate SHMA prepared for the National Park area calculated a housing need of 29 homes per year arising within the National Park area
- 5.7 Since this time the Government has introduced a ‘standard’ method of calculating housing need, which applies at a district or borough level. This does not apply however to National Park Authority areas as the underlying data uses district, borough or unitary geographies as its underlying data is taken from household projections<sup>2</sup>.
- 5.8 Whatever the method of calculating housing need, the onus is on all local planning authorities in the area to meet objectively assessed need within their own areas, and if this is not possible to work with neighbours so that any unmet need within an area is met elsewhere. In the case of the four local authorities where some of their area is within the National Park three have adopted or draft plans which address their full OAN for housing outside the National Park boundary. In the case of the fourth (Ryedale) the current OAN figure assumes a small amount of housing (around six homes per year) will come forward at Helmsley within the National Park. Sites are currently under construction that will meet this need.
- 5.9 The following table shows current plans for meeting need and the latest housing need calculations:

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<sup>2</sup> See National Planning Guidance on Housing Need - Paragraph: 013 Reference ID: 2a-013-20180913

| Authority                          | Latest draft/adopted plan                                   | Plan period | Housing delivery target<br>Dpa = Dwellings Per Annum   | Latest OAN estimate used for most recent plans  | Latest 'Standard method' Need figures 2016-26 (based on 2014 household projections) | Does this meet need outside the National Park? | Will delivery target meet OAN?   |
|------------------------------------|---|-------------|--|---|---|--|--|
| Hambleton District Council         | <a href="#">Preferred Options, October 2016.</a>            | 2014-2035   | 6,720 (based on 21 years)<br><br>315 dpa to be used in the new Local Plan based on latest HEDNA evidence | 6,615 (315 dpa)<br><br>GL Hearn, June 2018.   | 226 dpa   | Yes  | Yes  |
| Redcar & Cleveland Borough Council | <a href="#">Adopted Local Plan, November 2016</a>           | 2015-35     | 3,744 (234 dpa)  | 132 dpa<br><br>Peter Brett Assoc., Sept 2016.   | 142 dpa   | Yes  | Yes  |
| Ryedale District Council           | <a href="#">Adopted Local Plan Strategy, September 2013</a> | 2012-2027   | 3,000 (200 dpa)  | 3,060 (204 dpa - assumes 6 dpa in the NYMNP Area)<br><br>GL Hearn, April 2016.  | 187 dpa   | Yes  | Yes<br><br>(Delivery includes completion of four sites in Helmsley within the National Park, now under construction) |
| Scarborough Borough Council        | <a href="#">Adopted Local Plan, July 2017</a>               | 2011-32     | 9,450 (450 dpa)  | 9,450 (450 dpa)<br><br>Inspector's Modification (para 44 of his <a href="#">Report</a> to adjust SBCs OAN in light of 2014 Household Projections) | 162 dpa   | Yes  | Yes  |

**Table 1. Housing Delivery Targets and Objectively Assessed Needs (OAN) figures for the National Park constituent Local Authorities**

- 5.10 The table above demonstrates that plans are in place or being drafted to meet all of the National Park's housing need outside the National Park boundary (with the exception of a small amount at Helmsley now under construction). This is on the basis that affordable housing need arising within the Park, will be met within the Park. In the case of Redcar and Cleveland planned rates are higher than assessed need due to a desire for additional economic growth and it should also be noted that the housing need for Scarborough is in excess of demographic projections, again to encourage and accommodate economic growth. Need assessments for Scarborough also take into account housing need arising from new employment at Woodsmith mine which is due to generate around 1,000 new jobs. When assessed against the Government's new standardised need methodology planned numbers are around 30% above housing need (1,204 homes per year against a need figure of 849 per year). Any housing delivered in the National Park will therefore be in excess of the stated need figures.
- 5.11 Policy CO16 of the draft Local Plan covers Gypsy, Roma and Traveller Accommodation. Needs assessments are carried out by the National Park's constituent authorities in their role as housing authorities. All four authorities have undertaken to make the necessary provision for Gypsy, Roma and Traveller pitches in the parts of their areas which lie outside the National Park boundary. The most recent need assessments carried out by the four District or Borough Councils reveal that there is either no need for that area (Scarborough and Ryedale) or that where need is demonstrated it can be met through vacancies on existing sites (Hambleton) or on a newly allocated site outside the National Park area (Redcar & Cleveland).

**Conclusion.** Constituent authorities are already or are aiming to respond to housing need by allocating sufficient land outside the National Park boundary. There is therefore no need to explore the need to accommodate need within the National Park boundary, and any housing completions delivered in the national Park will help meet a level of need in excess of local or nationally derived estimates.

### **Provision of employment, retail, leisure and other commercial development.**

- 5.12 As a National Park, the North York Moors has relatively little employment, retail, leisure and other commercial development. Over a half of Whitby Business Park also lies within the National Park, with the rest lying within the Scarborough Borough planning authority area. It has one small town (Helmsley) with population of around 1,530, half of which lies outside the National Park. The National Park boundary runs along the main retail street in the town. There is an industrial estate at Helmsley; however it lies outside the National Park boundary in the Ryedale District planning authority area.
- 5.13 It is not considered, because of the National Park setting and the small scale of development anticipated in the draft Plan that there are no cross boundary strategic issues relating to employment, retail and leisure development. It should be noted that typical employment land reviews focus on employment sites of 0.25 hectares or more or 500 square meters of floor space (the thresholds set out in 2004 Employment Land Review Guidance) and retail studies focus on town centres and assess larger sites – the impact test required by NPPF paragraph 89 places this threshold at 2,500 square metres which far in excess of any current retail offer in the National Park.
- 5.14 There is also a history of working with neighbouring authorities to address cross boundary employment issues. Joint working in the past on plan-making has focussed on the main areas of retail and employment influencing the National Park, and has led to the recent adoption of two joint plans, jointly prepared with the relevant local planning authority:

- The Helmsley Plan, 2015, jointly prepared with Ryedale District Council. This allocates a further 1.9 hectares of employment land at Helmsley, in the Ryedale District Council local planning authority area and includes policy on retail development.
- The Whitby Business Park Area Action Plan, 2014, jointly prepared with Scarborough Borough Council. This allocates a further 14 hectares of employment land, partly within the National Park.

5.15 As noted at 5.10 above the Woodsmith Mine development within the National Park will provide further job opportunities within the Scarborough Borough Council area.

**Conclusion.** No cross boundary strategic issues have been identified.

**Infrastructure for transport, telecommunications, security, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat)**

5.16 A separate 'Infrastructure Audit' has been prepared and was subject to consultation with Local Infrastructure Providers. No strategic infrastructure issues have been raised with the Authority. A revised flood risk assessment was prepared by North Yorkshire County Council in 2017, and this included an assessment of risk outside the boundary of the National Park at Helmsley and Thornton le Dale, parts of which lie within the Ryedale District Council planning Authority area.

**Conclusion.** No cross boundary strategic issues have been identified.

**Community facilities (such as health, education and cultural infrastructure)**

5.17 As noted above a separate 'Infrastructure Audit' has been prepared and was subject to consultation with Local Infrastructure Providers. This included an assessment of current health, education and cultural infrastructure and no strategic infrastructure issues were identified or raised with the Authority.

**Conclusion.** No cross boundary strategic issues have been identified.

**Conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure, and planning measures to address climate change mitigation and adaptation.**

5.18 In terms of the wider strategic issues of the natural landscape and built environment, the draft plan includes policies of protection and it is not considered that these policies raise any cross boundary issues.

5.19 The Helmsley Plan was drafted to ensure that further growth maintains and enhances the special qualities of the North York Moors National Park and also contains a policy (H11) seeking to create/manage/preserve green infrastructure on all allocated housing and employment sites. This was informed by the Yorkshire and Humber Green Infrastructure Network, which identified the North York Moors as an area of important green infrastructure. Policies H8 'Important Open Views and Spaces' and H9 'Design' also seek to ensure that new development respects the existing character of the town and retains vistas to important historic structures.

5.20 A Habitats Regulation Assessment of the Local Plan was carried out in 2018 this looked at

potential impact on European sites found within 20km of the National Park boundary as this was considered to be the maximum extent that policies and allocations could reasonably be considered to generate measurable effects. It concluded that the North York Moors Local Plan will not lead to any likely significant effects alone on the European sites both within and beyond the National Park boundary and that there are no residual effects and, therefore, no need for an in-combination assessment or appropriate assessment.

**Conclusion.** No cross boundary strategic issues have been identified.

## 6. Overall Conclusions

- 6.1 The Helmsley Plan and Whitby Business Park Area Action Plan are products of ongoing co-operation between the National Park Authority and neighbouring planning authorities, and there is a clear track record of joint plan making between the Authority and adjoining Councils. This demonstrates a commitment to the resolution of cross boundary strategic planning matters. All relevant parties have been regularly consulted on the draft North York Moors Local Plan and no responses have been made which require further consideration to address cross boundary issues.

**If you would like further information, please contact us:**

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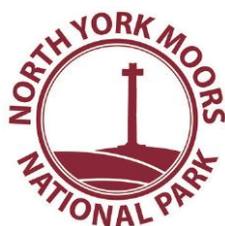


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The text of this document can be made in large print. Please contact the Planning Policy team using the contact information above.



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