
North Yorkshire and York Leader's Board

5th October 2009

North Yorkshire and York sub-region joint working and the Integrated Regional Strategy

Summary

1. The purpose of this report is to set out a proposed sub-regional way of working in developing the Spatial Planning strand of the new Integrated Regional Strategy (IRS). It sets out the timescales involved, the new ways of working, the Key Lines of Enquiry for the Spatial Planning strand, and the other key strands of work. It highlights the history of collaborative working in the sub-region then suggests a more formal approach to the IRS, involving input at technical officer, senior officer and Executive member/leader level.

Background

2. The Joint Regional Board (JRB) has established the basic arrangements for the preparation of the IRS and has stressed the important role of the functional sub regions in this. It reflects a more 'bottom up' approach to developing the IRS.
3. To contribute to the preparation of the Spatial Planning element of the IRS the York and North Yorkshire sub-region will need to put in place formal working arrangements to develop its input, including the preparation of a Sub Regional Spatial Planning Assessment. This will be a major contribution to the evidence that will inform early discussion on strategic direction and key issues and opportunities.
4. It is important to get the spatial planning element of the IRS right, as, like the current RSS, it will be part of the Statutory Development Plan and consequently will influence the content of LDFs and decisions on major planning applications. The IRS will need to set out policies for the development and use of land. It will set the framework to guide the activities, plans and investment decisions of key public sector agencies and other partners. It will set out which places and sectors should be priorities for development and investment.

Timescales

5. The draft Project Plan for how the IRS will be prepared is currently out to consultation and is due to go to the JRB for approval on the 23rd October. It identifies **eight key stages** leading to approval and publication of the IRS by the Secretary of State in October 2012. Key elements will be high level outcomes from the review of the available evidence base by December

2009, and consultation on detailed policy options in summer 2010. The key stages are as follows:

Stage 1: Project Planning & Key Lines of Enquiry,	August – October 2009
Stage 2: Initial Evidence & Outcomes	November – December 2009
Stage 3: Further Evidence & Developing Policy Options	January – July 2010
Stage 4: Consulting on Policy Options	August – October 2010
Stage 5: Production of a Draft IRS	November 2010 – January 2011
Stage 6: Statutory Consultation on Draft IRS	February – April 2011
Stage 7: Examination in Public	June - December 2011
Stage 8: Regional Refinement & Finalisation of the IRS	January – October 2012

6. It is important that the sub-regional working arrangements set up now are realistic and workable. They will need to endure for the full period of the IRS preparation – a period of some three years. The timetable for preparation and the scope of this aspect of the IRS will require a substantial amount of work to be carried out over the next three years.

New Ways of Working

7. The RPB has agreed to work in a different way to previous work on the Regional Spatial Strategy (RSS) with the main difference being a stronger emphasis on sub regions as the drivers for the IRS, building on work and decisions made at the local and sub-regional level.
8. The **four functional sub-regions** are:
- The Leeds City Region
 - Sheffield City Region
 - Hull and Humber Ports City Region
 - York and North Yorkshire Sub-region
9. York will have to work within the Leeds City Region and York and North Yorkshire sub-region.
10. Within each sub-region there will be **four key strands of work** to input into the IRS:
- Economy and Skills
 - Housing and Regeneration
 - Transport
 - Spatial Planning
11. **Officer and member groups** have or are being set up to steer each of these strands. The Spatial Planning strand will need to draw upon evidence and issues from the other strands. An informal officer working group,

comprising the key policy leads from each strand, is being set up to ensure the necessary co-ordination between different strands, and to ensure identification of any cross-cutting or common issues.

12. A key part of this report is to set out how the York and North Yorkshire sub-regional arrangements should work for the Spatial Planning strand.
13. A key element of the new approach will be a **sub regional spatial planning assessment**. Evidence and policy priorities will be developed at the sub regional level drawing on key local authority based studies and information.
14. A **collaborative approach** is being proposed whereby dedicated officers from the LGYH team work with officer groups from each sub-region. For York and North Yorkshire the proposed contact will be Martin Elliot, who prior to working for the regional assembly, then LGYH, was a senior planning policy officer at North Yorkshire County Council. He is fully conversant with sub-regional planning context in York and North Yorkshire.
15. It is proposed by LGYH that the sub regional spatial planning assessments for the four sub-regions will focus on **eight common strategic issues** as follows:
 - **Infrastructure** – physical, green, social, transport
 - **Housing** - scale, distribution and type
 - **Employment land** - type, location, quality and quantity; **and approach to town centres**
 - **Flood risk and water management** – development patterns, climate change
 - **Waste infrastructure** – location and type
 - **Minerals** – supply, renewable and alternative materials
 - **Renewable energy** – capacity, where ?
 - **Settlements and patterns of development** – roles, focus for development
16. The '**Key Lines of Enquiry**' for these eight strategic issues will draw upon the available regional, sub-regional and local evidence bases. A key part of that will be drawing on the local evidence base prepared to inform Local Development Frameworks. It could lead to the further gathering or commissioning of evidence if key gaps are identified. A key issue will be to ensure a clear and consistent approach is taken across the region, where possible. A regional level Task and Finish Group has been set up by LGYH and Yorkshire Forward for this purpose. This will be important when we look at the key evidence base on population, households, and employment growth in particular.
17. It is proposed later in the report that these 'Key lines of Inquiry' act as the project plan for structuring the York and North Yorkshire Spatial Planning work programme. They are attached as Annex 1 to this report.

Previous York and North Yorkshire working arrangements

18. The sub-region has a track record of collaborative working on spatial planning that stretches back to work on the Regional Spatial Strategy and prior to that the York and North Yorkshire Structure Plan. Work on the RSS tended to be on an informal basis with a number of officer and joint officer/member meetings held to understand common issues and try and co-ordinate responses where possible. In terms of wider planning issues there are regular meetings of the LDF key officers from across the sub-region and also the Chief Planning Officers (NYPOG).
19. How we co-ordinate a sub-regional input into the IRS now needs to be put on a more formal footing.

Proposed York and North Yorkshire working arrangements

20. It is proposed that sub-regional working be organised as follows:
 - **Scope**
21. Three levels of joint working involving: Technical Officers; Directors/Chief Executives: Leaders/Executive members.
22. Local Authorities represented: the City of York Council, North Yorkshire County Council, the district councils, and the national parks authorities.
23. It is recommended that at officer meetings that there is normally one officer in attendance, though support officers can attend depending on the nature of the items on the agenda. For member meetings this would normally include senior officer support.
 - **Secretariat**
24. The City of York Council, as lead authority on the spatial planning strand, would provide the secretariat for the sub-regional arrangements, arranging meetings, circulating advanced agendas and papers etc and providing minutes of meetings.
 - **LGYH Policy Manager input**
25. The offer from LGYH for some dedicated officer time to support the sub-regional work should be welcomed. Their key role could be to co-ordinate the Sub-Regional Spatial Planning Assessment work, as well as providing regular feedback on progress and issues in other parts of the region.
 - **A Technical Officer Group**
26. Attendees should normally be either at Head of Planning or LDF-lead officer level. The previous arrangements for RSS involved input from officers at different levels. It is up to individual local authorities to determine the appropriate level to lead on the technical input.

27. Given the scope of the Key Lines of Inquiry, the extent of the evidence base and number of key issues to consider it is suggested that this group meet monthly.
28. In order to manage the substantial workload it may be sensible to identify key priorities from the eight strategic issues identified. We could also choose a different 'lead officer' for each, selected from the local authorities represented. We also need to consider whether there are other York and North Yorkshire specific issues which need to be picked up. Smaller sub-group meetings to consider the individual strategic issues could take place in between the monthly TOG meetings.
29. The working arrangements could be reviewed as the IRS moves from the evidence base to the options and then policy interventions stages.
30. A chair for the technical officer group should be chosen from one of the represented authorities.

- **A Directors/Chief Executives Group**

31. The Directors/Chief Executives group would be there to oversee the work programme, review progress and emerging issues, agree priorities and to also identify any common or conflicting issues emerging from the other key strands – housing, transport and employment. They would engage at key points in the preparation process, for example, when conclusions on the evidence base/ key issues were needed and when options for addressing development requirements are being finalised.
32. It is suggested that this group should meet up every 2/3 months, a week or so prior to the meeting of the Leaders/Executive Members. A decision is needed as to whether this group meets for just the Spatial Planning strand or whether it meets to consider all the strands in a high level co-ordination role.

- **Leaders/Executive Members**

33. It is important that a political steer on key strategic issues is gained early in the plan making process. It is also key that this member group can feed into the Regional Planning Board. It is suggested that this group is briefed by the Directors/Chief Officers Group and meets a week or so after they meet.
34. It will need to be considered whether it works on an informal basis or whether it has voting arrangements for certain key issues. Developing a sub-regional consensus on key issues would be an ideal scenario but nevertheless there will clearly still be scope for individual authorities to make their own representations as part of the IRS process. The key outcome should be a clear understanding of agreements and differences.

- **Co-ordination across strands**

35. The Directors/Chief Executives Group will act at a high level as an over-seer and co-ordinator between different strands. It is also proposed to set up an officer level group of Policy Leads from the four strands to ensure that any

common issues are identified early and then addressed. The Key Lines of Enquiry for the other three strands are set out in Annex 2 to this report. It is clear from these that there are significant number of issues that the Spatial Planning strand will need to take into account.

Work programme

36. The IRS draft Project Plan sets out a number of key strands of work. The Spatial Planning 'Key Lines of Enquiry' attached as Annex 1 gives a possible structure for looking at the evidence and emerging issues over the coming months.
37. A key output should be the Sub-Regional Spatial Planning Assessment. This should preferably be agreed by all represented authorities as the York and North Yorkshire submission into the IRS process. As a minimum it should clearly set out where there is agreement and where there are differences of view on the key issues.

Next Steps

38. The suggested approach as set out in this report will have to be agreed by the respective authorities and LGYH. York will be circulating this report for their input and comment.
39. In order to progress arrangements as soon as possible it is proposed that the first Technical Officers Group should meet by the end of October. The first meeting should address:
 - terms of agreements,
 - agreeing the work programme and any priorities within it;
 - whether we should identify a lead officer or authority for each of the 8 strategic issues;
 - agreeing the agenda and topics for future meetings;
 - clarifying co-ordination issues with the other three key strands of work.

Recommendations

40. It is **recommended** that:
 1. The timescales and scope of work for preparing the IRS are noted
 2. The proposed sub-regional working arrangements for the Spatial Planning strand of the IRS are noted and agreed.
 3. The next steps as described in paragraphs 38 & 39.

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**Report
Approved**



Date 01/10/09

For further information please contact the author of the report

Background Papers:

Integrated Regional Strategy Draft Project Plan

Annexes:

1. Spatial Planning – workstream summary
2. Other workstream summaries – Economy, Transport, Housing

ANNEX 1

SPATIAL PLANNING: WORKSTREAM SUMMARY

Scope – Issues Covered

Physical, green, social and transport infrastructure; Scale and distribution of housing; Scale and distribution of employment land; Flood risk and water management; Renewable energy; Location of waste facilities; Minerals supplies; Settlement networks and strategic patterns of development

Approach

The spatial planning workstream will seek to roll forward the work undertaken on the review of the Yorkshire and Humber Plan but further refine and develop this at the sub-regional level. This work will be undertaken through the Sub-Regional Spatial Planning Assessments. Greater attention will be given to infrastructure constraints and opportunities and potential housing land supply, particularly drawing on work being undertaken through Local Authority Local Infrastructure Studies and Strategic Housing Land Availability Assessment Studies.

Key Lines of Enquiry

1. What are the implications of **infrastructure** constraints, capacities and opportunities on the future scale and location of development?
2. How many and what types of **homes** will be required to meet future population, economic, sustainability and regeneration needs?
3. What type, location, quantity and quality of **employment land** is needed for our future competitive and sustainable economy?
4. How should **flood risk**, water quality and **water** resource management shape future development patterns and help the response to climate change?
5. Where and what is the capacity to increase the provision of **renewable energy**?
6. What type and location of **waste infrastructure** is needed to reduce the reliance on landfill, costs and the effects on our climate?
7. How do we ensure a continuous supply of **minerals** to support the regional economy and increase the use of renewable or alternative materials?
8. What **patterns of development** will best support the continued transformation of cities and towns as quality places and best address climate change, sustainability and longer-term development needs.

ANNEX 2

OTHER WORKSTREAM SUMMARIES

- **Economy and Skills**
- **Housing and Regeneration**
- **Transport**

Economy and Skills

Scope

Economic growth, Productivity, Sectors, Employment, Worklessness, Economic inclusion; Enterprise, Business competitiveness and survival, Access to finance, Innovation, Tourism; Trade and investment; Low carbon/environmental economy; Supply chains/procurement; Community economic development; Skills levels and needs; Workplace training; Culture of learning and education, Corporate social responsibility; Links between the economy, health and crime, Urban/rural renaissance; Property and sites; Economic infrastructure (including IT); Spatial economic linkages.

Key Lines of Enquiry

- What is the global and policy context for economic development and what **growth model and aspiration** should the region pursue taking this into account alongside current position and opportunities and ambitions for moving towards a low carbon economy? What are the implications that stem from this?
- What are the key economic and employment growth **sectors** of the future? How can the region best take advantage of these, and what are the issues, threats and opportunities for the business base? What should the sectoral priorities be taking into account issues like growth, employment, skills, trends in tourism and carbon emissions?
- How can the region maximise business **competitiveness and productivity**, promoting trade and investment and supporting businesses survival and growth?
- How far should the region be aiming to promote a culture of **enterprise** and the formation of new businesses? What would be the best ways to achieve that?
- What is the best way to embed **recovery from the recession** and to safeguard the economy from future downturns, e.g. through resilience and diversity?
- What is the likely nature and scale of the future 'knowledge economy', how is the region positioned regarding this and how can it best promote and take advantage of **innovation** in processes, technologies and services?
- How can the region enhance its current position on **skills**? What skills will be most needed by businesses and individuals (generic and subject/sector specific) and what is the role of and connection to education?
- What are future **employment** opportunities likely to be, and how will working patterns change? How can the quantity and quality of jobs be maximised?
- How can the region address **deprivation and worklessness** and their links to issues like health, crime and ambitions? How far would market driven economic growth reach the excluded communities, and what additional action is required to make a difference? What role might community economic development play?
- What **energy and resources** pressures and changes (e.g. re. materials, energy, food) are likely and will these affect businesses and future market opportunities?

Housing and Regeneration

Scope

Housing supply; Housing demand; Access and Affordability; Stock condition and renewal; vulnerable groups; Housing quality; Place shaping; Household formation; Spatial distribution of housing; Regeneration

Key Lines of Enquiry

- What are the **future needs** arising from additional households and to stabilise the housing market?
- How do we ensure that all households have **access to housing**, what are the key issues?
- How do we make the best use of the **existing housing stock**, address climate change and fuel poverty and ensure that the stock matches the needs of this and future generations?
- What is the **type of housing** accommodation required to meet the needs of all communities and what **new models of finance** and delivery will be required to achieve this?
- What type, **mix and offer of housing** is needed to meet the different and future needs of communities across the region and to support a competitive low carbon economy?
- How do we effectively **build on the region's regeneration** achievements to secure, create, deliver and finance development.
- How can we create **sustainable and high quality places** that play strong roles in the economy, addressing issues relating to deprivation and making the region an attractive place to invest and visit?

Transport

Scope

Transport emissions; Connectivity; Journey times and reliability; Road and public transport capacity and constraints; Accessibility of sustainable housing; Inclusive transport; Safety; Transport infrastructure and service development.

Key Lines of Enquiry

These will cover the range of transport modes and focus on how the transport networks, services and infrastructure in the region can be managed and developed to:

- contribute towards the reduction in transport related **carbon dioxide emissions**;
- reduce **lost productive time** including by maintaining or improving the **reliability and predictability of journey times** on key regional and City Region routes for business, commuting and freight
- improve the **connectivity and access to labour** of key business centres;
- support the delivery of **sustainable housing** through the provision of transport;
- enhance **social inclusion** and the **regeneration of deprived or remote areas** by enabling disadvantaged people to connect with employment opportunities, key local services, social networks and goods through improving accessibility, availability, affordability and acceptability; and
- reduce **risk of death or injury** on the transport networks.