

**Leeds City Region Partnership:
Understanding the cross boundary impacts of housing
markets and jointly planning housing provision in
these areas**

Final Report
For the City Region Portfolio Holders
9th May 2014

Introduction

1. The Leeds City Region Partnership has asked for an analysis of the available evidence on housing market geography in the city region and for this analysis to be used to identify where there are cross Plan boundary housing market areas. The City Region also require advice on establishing in what circumstances these cross boundary relationships raise matters of strategic significance and for advice on how joint working on planning for housing provision should be undertaken in areas where this occurs.
2. Since this work was presented to Heads of Planning on the 24th January 2014 the government has finalised the National Planning Practice Guidance. The analysis has been updated to reflect this guidance; along with advice from the Planning Advisory Service (PAS), further experience from EiPs and comments from individual authorities.
3. The proposal to undertake this work is a response to recent experience in the city region and elsewhere of Development Plans either failing the legal test of compliance with the Duty to Co-operate or being identified as being at risk of being unsound because of short comings in their approach to planning for housing. These shortcomings include failure to:
 - properly evidence the housing market geography of the area that is the subject of the Plan and any surrounding areas that could be part of the same housing market;
 - identify where it is appropriate to discuss potential cross boundary issues arising from the analysis of housing market geography;
 - consider the role of policies in the Plan to address the implications of any cross boundary relationships that have been identified.
4. The City Region Heads of Planning group considered this matter at meetings in May and July 2013 and decided that an advice note should be prepared to help Local Planning Authorities address the issues that have been raised at Examinations in Public as set out above and any other such matters arising from national policy and guidance. The note should review the evidence available on housing market geography, explore ways in which cross boundary relationships can be identified and consider where these relationships may require some form of joint action between planning authorities. Finally the process for developing the advice should include opportunity for all local planning authorities to be engaged.
5. The approach that has been taken in this work is to use existing published analysis of housing market geography to identify where housing markets operate across plan boundaries. To then devise a definition of where these overlaps are strategic and test this with the local planning authorities. This definition is then applied to the analysis of the geography of markets and potential strategic overlaps identified. This analysis was then discussed with all the local authorities at a meeting attended by the lead officers for strategic planning and plan making. Finally a review of what good practice exists in planning for housing provision in areas with strategic overlaps has been carried out.
6. To meet the requirements identified above. The report reviews the work undertaken on behalf of the former Regional Planning Body and the evidence base for the Regional Spatial Strategy. It also considered the national study of housing market geography carried out by the NHPAU published by DCLG. It then reviews the findings of the most recent locally

commissioned SHMA for each Plan area. Together this provides the evidence of the geography of housing markets across the city region.

7. However before looking at the studies we need to consider what legislation, the latest national planning policy and associated guidance on SHMAs all say in respect of how the geography of housing markets should be considered when preparing a Plan. It should be noted that National Planning Practice Guidance was finalised in March 2014 as this study as coming to its conclusions. The implications of the finalised guidance are addressed in the study and in the recommendations for further action.

The Localism Act

8. Section 110 of the Localism Act provides the legal framework that underpins the mechanisms for strategic planning through the Duty to Cooperate. The Act defines a strategic matter and included in this definition is 'sustainable development or use of land that has or would have a strategic impact on at least two plan areas'. The Act also states that cooperation should occur throughout the Plan preparation process.
9. A number of Plans have failed the test of compliance with the Duty because they have not effectively cooperated on defining and then responding to cross boundary issues arising from housing market geography. When work commenced in this commission Coventry and Waverly were two recent examples of where a Plan has failed to properly consider the impacts of housing market geography. At the time of finalising the report Aylesbury Vale and central Bedfordshire have joined the list of authorities with Plans that had failed to comply with the duty.

National Planning policy

10. The National Planning Policy Framework offers the following advice in respect of SHMAs and planning across local authority boundaries;

Prepare a SHMA ...working with neighbouring authorities where housing markets cross administrative boundaries (paragraph 159).

Plan with neighbours on 'strategic priorities' including planning for housing provision (paragraph 178).

Decide who to cooperate with drawing on evidence of functional geography (paragraph 180).

11. The combination of the Act and this policy stance require local planning authorities to consider the implications for the Plan of functional geography that their Plan is being prepared within. This would include evidence of functional relationships with neighbouring authorities (or their absence) and analysis of the potential policy implications arising from the identified functional relationships. This analysis should present a clear outcome in the Plan that describes what is required in terms of policies and proposals in the plan to effectively respond to the identified functional relationships such as a shared housing market.

National Planning Practice Guidance

12. National Planning Practice Guidance is the new web based approach to the provision of guidance that was advocated in the Taylor Review. When this study commenced the guidance was on a 'beta test' web site therefore it was not the 'final word' on this matter. However we now have finalised guidance and this report now takes into account the implications of the final guidance.

13. The guidance defines a housing market area as follows: -

A housing market area is a geographical area defined by household demand and preferences for all types of housing, reflecting the key functional linkages between places where people live and work. It might be the case that housing market areas overlap.

The extent of the housing market areas identified will vary, and many will in practice cut across various local planning authority administrative boundaries. Local planning authorities should work with all the other constituent authorities under the Duty to Cooperate.

With regard to defining the geography of housing market areas, the main data types are house price, housing search patterns and migration with travel to work and retail catchment also being referred to as contextual data sources.

14. The advice offered is less prescriptive and in much less detail than the earlier guidance issued in 2007 which has been the template for the local SHMAs that are reviewed as part of this commission. However it continues to refer to the same key data sets – migration, house prices and travel to work. This less prescriptive approach presents a challenge to authorities in ensuring that their approach to preparing a SHMA is comparable with that of neighbouring authorities and enables the alignment of the evidence base of each Plan. The guidance does continue to offer advice on the core outputs which should provide a basis for aligning individual studies. Recent experience of Plan examinations is that Inspectors are increasingly expecting evidence to be aligned in order that the examination can more readily consider the scope and significance of any cross boundary relationships. With this in mind authorities should discuss the methodology for any new SHMA with adjoining authorities to ensure there is alignment with the work of adjoining authorities.

Data sources

15. The national guidance for SHMAs includes advice on appropriate data sets for analysing housing market geography. The main types of data identified are, migration, house prices and travel to work. The most recent information on travel to work is from the 2001 census (the corresponding data for the 2011 census is expected to be released in 2014). Migration data can also be drawn from the 2001 census with more up to date information from GP registrations and primary research for a SHMA (if this has been carried out). However

following the reorganisation of the health services and public health there is currently a problem with accessing up to date GP registration data. House price information is published quarterly by the Land Registry and can be mapped by post code sector.

Leeds City Region Housing Market Geography review of regional and national studies

16. In addition to the local Strategic Housing Market Assessments (which are dealt with later in the report) there are three other pieces of work carried out to a wider geography that are relevant to the study. These pieces of work all offer evidence based views on the overall geography of housing markets in the city region and are (in chronological order)

DTZ Mapping Housing Markets 2007

ECOTEC Strategic Housing Market Assessments for Yorkshire & Humber 2008

DCLG NHPAU study to establish a consistent geography for Strategic Housing Markets across England 2010

17. All three pieces of work provide useful insights into the strategic relationships between districts, plan geography and housing market geography. In particular they offer an opportunity to test and corroborate the relationships between plan geography and housing market geography that are identified in locally commissioned SHMAs. With this in mind the material in these studies will contribute to understanding where strategic relationships between districts are evident because of overlapping housing market geographies.
18. Before we can draw on these pieces of work it is important to establish the context in which they were carried out and to outline their main findings.

DTZ Mapping Housing Markets

19. The DTZ study was commissioned by the Yorkshire and Humber Assembly (the Regional Planning Body) in 2006 to support the completion of the Regional Spatial Strategy and inform a review of the Regional Housing Strategy (RHS) and the sub-regional investment plans that would follow on from the RHS.
20. The study produced a widely shared analysis of the housing market geography of the region and was incorporated into the adopted RSS in 2008. Although the RSS has now been revoked (excepting for York's green belt) the evidence that underpins it remains relevant until such time as new information renders it obsolete.
21. This work was one of the earliest responses to the advice in Planning Policy Statement 3 to plan for housing provision across housing markets. It sought to define the strategic housing markets that provide the geography for most house moves except those associated with a major life style change e.g. a long distance move following retirement. This leads to a working assumption that around 70% self-containment of all household moves in a market area will define the extent of the geography of that market area. A similar level of self-containment is associated with the definition of travel to work areas. Finally the study also recognised that the geography of housing markets in and adjoining the main conurbations is

different to that of the rural areas which are characterised by free standing market towns and their hinterlands.

22. This analysis of the extent of the strategic housing market areas is primarily based on migration analysis supported by journey to work analysis (from the 2001 census) and stakeholder discussions to add the local insight which aids in refining the geography.
23. The mapping of this analysis provides a description of the extent of the individual strategic housing markets, the direction of any growth in the extent of the market and where the core of each market is located. To deal with the rather different geography of the rural market towns, character areas are defined to identify a group of similar market areas based on individual market towns and their hinterlands.
24. The conclusions in respect of the Leeds City Region are of a complex geography arising from the polycentric character of the area with markets based on the cities and larger towns. The map at appendix A illustrates this. The details of the relationships and geography described in this study are addressed later in the report, where the analysis is used to inform the wider consideration of market geography to define where cross boundary relationships exist in the city region.

ECOTEC Strategic Housing Market Assessments for Yorkshire and Humber

25. This study commissioned in 2008 by the Regional Assembly and the Government Office aimed to provide an outline SHMA for each district in the region to inform the work on the RHS review and the partial review of the RSS. An additional output was that the study provided each authority with housing market evidence to a level of detail that was suitable for work on a LDF Core Strategy. There was an expectation that authorities would commission further work to look in more detail at their localities as required. Most of this work by ECOTEC is now superseded by local SHMAs.
26. However there is a value in looking at how they sought to translate the DTZ work on geography into a more practical geography that enable the use of standard data sets for the analysis of the housing market, some of which are only available at a local authority level. This definition of a 'more practical' geography led to individual SHMAs for all districts in the city region except Craven which shares a market area with Richmondshire. However in all cases wider 'reference areas' are defined which draw on travel to work and migration information and seek to establish where there is a strong relationship with an adjoining district that should be taken into account when planning for housing. It is these reference areas that will help in exploring the cross boundary relationships. The study did not produce a composite map of the market geography of the city region.

DCLG NHPAU Study

27. This work originally commissioned by the former National Housing and Planning Advice Unit in 2009 and was published by the current government in 2010 following the closure of the Unit. It is an in depth study of how to define the geography of housing markets for the whole of England. It was carried out by leading academics in the field supported by a steering group drawn from Regional Planning Bodies, RDAs, the house building industry and

government. As such it is fair to say that the methodology developed in this work and the outcome have a high degree of credibility. Recent advice from PAS on analysing housing market geography makes reference to this work as being helpful in describing the broader context within which a local housing market analysis can sit.

28. The work aimed to produce the first rigorously defined geography of housing markets based on migration, commuting and house prices. As with the other studies looked at in this work it used migration and commuting data from the 2001 census.
29. The outcome of the work was to define the top two tiers of a three tier housing market geography (the lowest tier deals with local markets that are shaped by local factors and was not part of the study). The top tier strategic markets are defined by long distance commuting flows and are most useful for sub-regional planning, the middle tier is defined by local migration and are most useful for shorter term planning for housing provision in localities that is associated with statutory Local Plans. The work also showed that it is very difficult to factor in the influence on strategic market geography of house prices, for comparable property types, in an objective way.
30. The findings from the NHPAU work in relation to both tiers of their housing market geography will inform the analysis, in a later section of this report, of where cross boundary relationships exist. The map at appendix B shows the findings of the study as they relate to Leeds City Region.

Conclusions in respect of regional and national work.

31. The work carried out in all three studies on understanding housing market geography provide a valuable counterpoint to the local SHMAs, bringing the wider sub-regional perspective to the interaction between plan preparation geography and housing market geography. The NHPAU work also brings a strong degree of intellectual rigour to the defining of the market geography, confirming the value of travel to work and migration data as key building blocks and the difficulty of using house price data to understand strategic market geography across the whole of England. However unlike the DTZ and ECOTEC work the NHPAU work was not subject to any local stakeholder testing.
32. The main drawback with all three pieces of work is the reliance on the 2001 census for data on travel to work and migration. Clearly these data sets are now quite old however, there is not a more up to date comparable data set for travel to work patterns across the whole city region. This data will be available during 2014. Some local SHMAs include further more recent data on migration drawn from local household surveys carried out as part of the study.
33. By analysing the mapping of market boundaries in the DTZ and NHPAU/DCLG work it is possible to identify where the market geography may be different to the plan preparation geography, though it must be recognised that the geography of these markets do have fuzzy boundaries. Such an analysis provides the first step in establishing where there are significant functional relationships that need to be considered in adjoining Plans. The next

stage is to compare these results with what has been found in the local SHMAs and to test the degree of alignment.

Analysis of local SHMAs

34. The most recent SHMA for each Plan area has been identified and a review undertaken of the analysis of housing market geography in each one. Six of the ten local authorities have commissioned its own SHMA (Barnsley, Bradford, Calderdale, Kirklees, Leeds and Wakefield). York and the north Yorkshire districts commissioned a single SHMA for the sub-region with individual reports for each district as part of the output. The assessments were all carried out between 2008 and 2013.
35. Some studies include an analysis of house prices across the market geography and extend this to the adjoining districts. However as the assessments do not all address this and they were carried out at different points in time, they collectively do not present a single picture of price geography across the city region. At the local level house price geography can be an important consideration in understanding the shape of housing search by individual households and housing market geography. With this in mind a map of price geography in 2012 has been produced - appendix C. This provides a useful additional dimension to the cross boundary analysis as it shows where average prices are comparable in adjoining parts of neighbouring districts. This helps to identify where a household's housing choices can be met by similar priced properties in adjoining districts.
36. Most studies commissioned for individual districts assess the degree of self-containment of the whole district. All studies provide a breakdown of the district into sub areas and explore the character of these areas and their relations with each other. Some also look at how these sub areas interact with adjoining districts.
37. Many districts do have a high degree of self-containment. The previous DCLG SHMA guidance provides a benchmark of 70% self-containment based on migration and travel to work. That said many studies, whilst recognising the self-containment, identify relationships with adjoining district either at the level of the whole District or by looking at sub area migration patterns. This more local analysis of migration along with the house price mapping (referred to above) are both very useful in helping to identify the functional relationships in the housing markets that cross district boundaries. It is an important consideration in those districts which are geographically extensive and include a number of large town in addition to the main settlement.
38. Appendix D is a table that summarises the main findings from each SHMA in respect of defining the geography of housing markets. The identification of the occurrence of cross boundary housing markets is drawn from the analysis in these local SHMAs and compared with the findings of the regional and national analysis dealt with earlier in the report.

What constitutes a strategic relationship between districts?

39. The overall analysis of housing market geography which draws on the regional work and local SHMAs has identified a number of examples where housing market areas cross local authority boundaries – these are described in the next section of the report and more specifically in appendix D. The next step is to establish in what circumstances these examples of cross boundary housing markets lead to a strategic relationship existing between authorities. Because such a relationship is required for the duty to co-operate to apply. This requires consideration of the provisions of the Act, the policy in the National Planning Policy Framework and the guidance in the new National Planning Practice Guidance. By looking at these three sources it is possible to draw out some attributes that could be used to define a strategic relationship. At this point it is important to recognise that this report is providing an analysis and advice which individual authorities will need to then decide how they act on. Leadership on the Duty rests with the Plan Making authority and it is that authority which should maintain sustained engagement with the authorities which share with them the ‘ownership’ of the strategic issue being addressed. That said the City Region Partnership is well placed to fulfil a co-ordination in support of such work.
40. The Localism Act, as previously stated the Act refers to ‘Strategic Matters’ and these are defined as sustainable development (including infrastructure) or use of land which could have an impact on at least 2 planning areas. Therefore if an analysis of housing market geography is able to show that there is a relationship between 2 (or more) districts in respect of the operation of the housing market then this is potentially a strategic matter within the meaning of the Act. However, the Act also refers to sustainable development and use of land. In considering how the spatial operation of the housing market shapes the provision of land for housing. It could be said that this becomes a strategic matter if provision of additional housing, within the confines of a defined market geography, in either of the two (or more) districts can be made sustainable. This means that it is possible for choices to be made about the sustainable location of housing within the housing market that extends into the two (or more) Plan areas. How these housing choices are made will be a matter for joint work between the authorities concerned.
41. Turning now to the policy in NPPF:
- NPPF at paragraph 156 includes the provision of homes as one of a number of strategic priorities that are defined in this paragraph.
- Paragraph 178 makes the connection between strategic priorities and planning across plan boundaries, therefore planning for housing may well be a cross boundary strategic priority. If this is the case then planning for housing falls within the meaning of a strategic matter as defined in the Act.
- Paragraph 179 refers to these strategic priorities being properly co-ordinated and clearly reflected in individual plans – requiring evidence to be gathered and aligned, and policy options considered across the housing market geography with (where necessary) consequent policy responses included in Plans.
- Paragraph 180 refers to taking account of different (functional) geographies such as travel to work areas.

42. Taking into account all of the above, it is reasonable to conclude that planning for housing provision across more than one plan area can be a strategic matter within the meaning of the Act. If the housing market geography crosses the boundary between 2 (or more) plans and housing provision can be made sustainable in 2 (or more) plan areas within that market geography. It will be for the Local Planning Authorities to decide whether and how significant the relationship is; based on the evidence they have gathered and analysed. Comparisons with experiences elsewhere in the country may well provide help in this matter.
43. It is arguable that for housing provision to be made sustainable there should be settlements with the capacity to accommodate new housing provision, along with local services being available and access to places where jobs are available. Furthermore any environmental constraints on site choice will need to be assessed to determine whether they are of a different magnitude in the locations being considered in the different Plan areas, for example, restrictions arising from flood risk or environmental designations of international importance.
44. The settlement network that is defined in the Development Plan(s) will be the main determinant of whether there are settlements which meet the criteria for a sustainable location within the housing market area. The assessment of the availability and deliverability of sites is also an important consideration. In this context there needs to be genuinely sustainable locations, taking account of environmental constraints, in each of the Plan areas that lie within the housing market area to enable choices to be made about the location of housing. It is possible that a housing market crosses into an adjoining district yet the characteristics of the settlement network and environmental constraints lead to the absence of any sustainable locations for development in that adjoining district. However in most cases it should be possible to identify opportunities in more than one Plan area within the housing market area.

Where do these strategic relationships exist with the Leeds City Region?

45. Analysis of the findings from local SHMAs ‘triangulated’ with the DTZ regional study and the DCLG national study provides the start point for establishing where there are strategic relationships. With the current round of SHMAs providing more local detail and more up to date evidence. Such an analysis begins to bring into focus the areas within the city region where joint work between authorities will be able to explore what sort of action is required in either current plan making or plan review.
46. The analysis of the findings from the SHMAs and wider work on market geography has shown where travel to work patterns create significant cross district flows. Local migration patterns show cross boundary moves, often at a less than district wide level. Finally house price mapping shows where this local migration is aided by similar priced housing being available in the adjoining district. This combination of features provides the evidence to demonstrate that strategic cross boundary relationships may well exist in the operation of the housing market. The next few paragraphs will show how and where from the evidence currently available these relationships are evident in the city region
47. Within the west Yorkshire conurbation the housing markets relationships are dominated by the cities and very large towns that characterise the conurbation. The scale of existing

housing and likely housing growth rates in the adjoining rural districts' of North Yorkshire is much lower, often around a tenth of that of the adjoining cities. This leads to any functional housing market relationship when viewed as a relationship between districts as an asymmetric one. However consideration should be given to what may well be different implications of these relationships for each District and the role of and implications for the County Council as the lead on infrastructure provision in north Yorkshire.

48. In this study analysis of the relationships has been undertaken through looking at the information available for parts of districts – the sub area markets found in SHMAs and the mapping of price geography. These show that there are market relationships between the large west Yorkshire districts – Bradford and Leeds - and their smaller neighbours in north Yorkshire which may have implications in planning for housing. Further work is required to clarify how this should be dealt with. This work should include discussions with the County Council who are responsible for much of the infrastructure provision, particularly in relation to transport and education. Both of which can have an important influence on housing market geography and the capacity of an area to accommodate development.
49. In the case of York work previously carried out (the York sub area study) and the North Yorkshire and York SHMA has shown that the York housing market extends into the neighbouring north Yorkshire districts and the East Riding. The York sub area study has provided a basis for the authorities including the County Council to discuss the implications of this housing market geography. The discussions are continuing and are now being framed by the emerging York Local Plan which has ambitious growth proposals.
50. In Barnsley the analysis has shown relationships with Wakefield within the city region and with Sheffield and Rotherham to the south. The Barnsley Wakefield market relationships are informed by their shared legacy of weak markets in the former coalfield area where there is a history of joint working on regeneration. It is important to continue joint working in this area.
51. Wakefield itself has a strong relationship with Leeds to the north providing housing for people commuting into Leeds. In addition to the relationship with Barnsley described above it also has a relationship with Selby in North Yorkshire which has some similarities with the relationships described earlier between Leeds and Bradford and the north Yorkshire districts to their north and west. It is particularly important for Leeds and Wakefield to work together on in the north Wakefield and south Leeds area.
52. In the heart of the west Yorkshire conurbation - Kirklees Calderdale and Leeds – there are market relationships which have cross boundary implications. These are influenced by transport infrastructure such as the local rail network centred on Leeds and the M62 corridor that traverses the area. The M62 corridor clearly influences the shape and extent of the housing market and joint work will help to secure development sites and manage the consequent traffic impact on this strategic route.
53. The extent to which any of the relationships described above require joint working beyond what is already in place is a matter for debate and discussion between the authorities concerned in the context of policy and guidance on joint working under the duty to cooperate. However the experience across the country has shown that it is important to

fully explore the relationships and all options for joint working to determine the policy responses required. That said, it remains for this commission to explore some of the implications of more extensive joint working should it take place. Any work which seeks to consider how to go about planning for housing in a market that includes all or part of more than one plan should look at both need/demand and supply (i.e. both sides of the housing provision equation). This has been confirmed in the final NPPG which advises joint working across the housing market area to understand need/demand through SHMA and the supply of land through SHLAA.

54. The demand/need side would require some method of quantifying need/demand in a housing market geography rather than individual local authorities. It can be argued that the current DCLG household forecasts already take into account cross boundary migration as the trends and patterns evident in the previous 5 years of migration is a component of the forecast. Therefore the DCLG projections are a fair representation of how cross boundary need/demand is manifest in each district. Unless there have been significant changes that would influence migration patterns e.g. new transport infrastructure that makes the area more attractive. However it is also possible to use a simple apportionment based on existing population proportions or alternatively commission work to modelling household growth for the market area. Such work would enable more rigorous testing of cross boundary need. But any approach would need to be proportionate in respect of the implications of cross boundary housing provision. Complex modelling should be clearly justified at the outset e.g. through the identification of very significant functional relationships.
55. On the supply side to determine whether the development can be sustainable (in the cross boundary locations) requires an analysis of the evidence of available and deliverable sites in the context of the settlement network, infrastructure constraints and opportunities and the environmental constraints that shape those site choices. This analysis will ensure an alignment of the evidence in the different plans that fall within the market area and to ensure a common approach to determining the the availability of opportunities to make sustainable provision for housing across the market area.
56. That said, it should be recognised that such joint working presents real challenges in terms of both analysis (as set out above) and the alignment of plan preparation timetables.

How should we address the shared impacts of these relationships in each of the District specific Development Plans?

57. There is very little experience elsewhere to draw on. The Plans where cross boundary housing markets has been identified as a key issue have fallen into two categories. Those where the Plan has not adequately addressed the matter and has as a consequence failed to comply with the duty to cooperate e.g. Coventry and Aylesbury. The second category is where the strategic relationships are such that adjoining districts have agreed to prepare a joint Plan for example the Greater Norwich area.
58. At this point it has not been possible to identify any authority where separate Plans which are addressing a shared housing markets and have progressed beyond the Examination Stage.

59. Possibly the best example of where authorities with a complex polycentric geography are working together on planning for housing is the Cambridge Peterborough area. Here the authorities have worked together to devise housing targets for each plan area. Such an approach can be used to show that the deriving of targets has taken account of the housing market geography and presents a joined up approach to planning for housing across a number of housing markets in the sub region.
60. The AGMA group of authorities in Greater Manchester are currently progressing work on a joint approach to planning for housing as part of a wider piece of work on shared strategic issues which also includes employment and the role of centres. A dialogue between the LCR partnership and its Manchester equivalent has been underway for some time and there is a clear value in sharing experience on joint planning for housing.
61. Finally, the work in the city region to agree a common methodology for deriving the objectively assessed need for housing has a clear relationship with this analysis of housing market geography. Together the two pieces of work help to reinforce the cooperation on Plan making and to support the wider dialogue on strategic issues. Furthermore whilst this study has been underway the City Region Partnership has agreed to develop the work on the common methodology to provide an audit of the work of each authority on objectively assessed need for housing that will provide further analysis of the degree of alignment in the evidence of housing need.

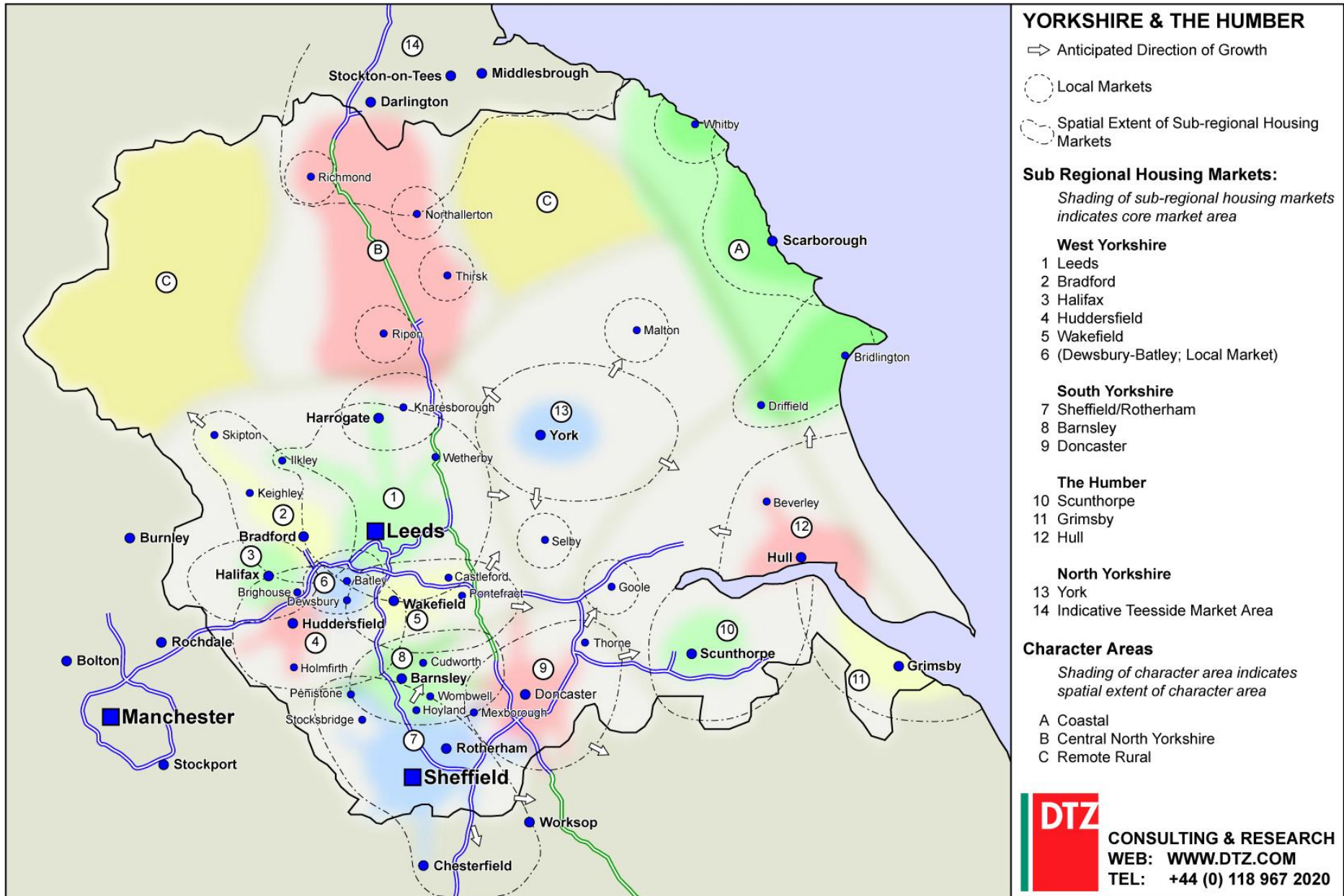
Conclusions

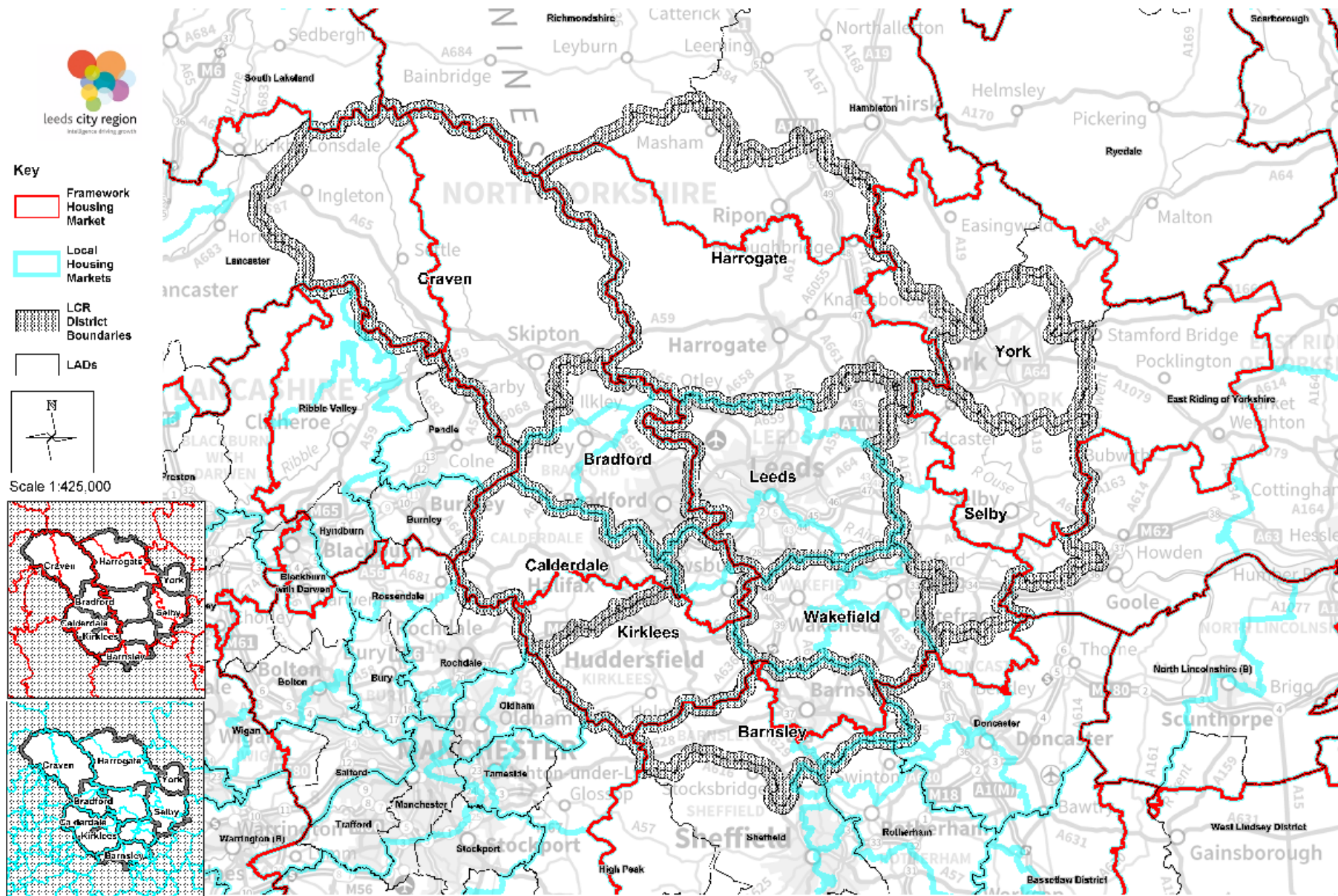
62. The analysis in this report has shown that the housing market geography of the city region is complex and to an extent contested. That said, it is clear that there are cross boundary housing market relationships between Plan areas in the city region and in districts that adjoin the city region. These relationships have been identified in the foregoing analysis and provide a good start point for joint working. However it will be the individual authorities to take forward this work in respect of the local implications and to determine the exact nature of strategic relationships and determine appropriate responses in Plans.
63. The report does provide advice on how to take forward the work. This will need to be kept under review as across the country further Plans are taken to examination and tested on how well they address these cross boundary impacts.
64. The analysis in the report will also help authorities and the partnership as a whole consider how investment priorities for housing can be influenced by the housing market geography that they rest within.

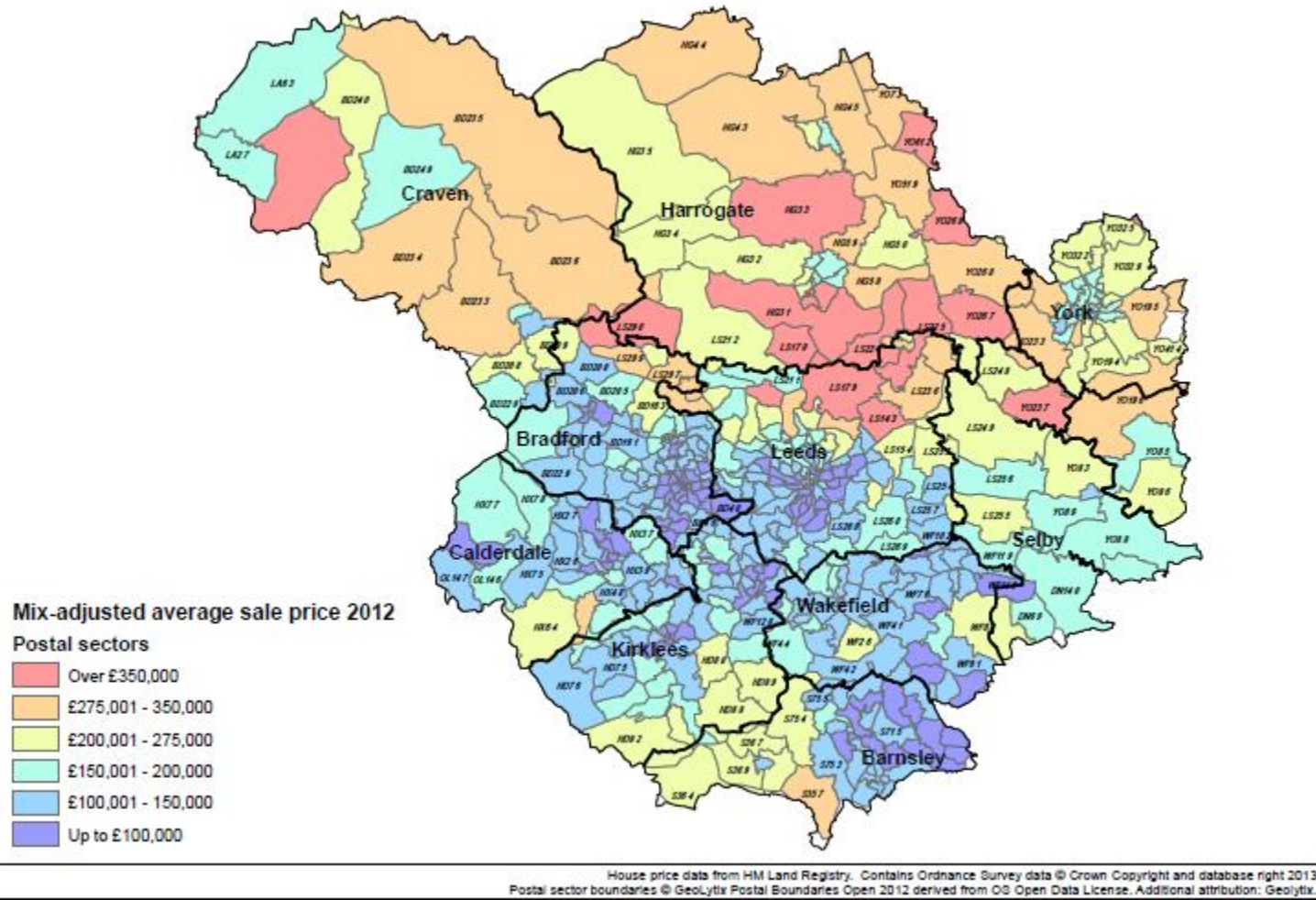
Recommendations

65. There are a number of further actions that flow from the report
66. To update the analysis of housing market geography of the City region and its immediate neighbours when the full results of the 2011 census are released.

67. For the districts where potential cross- boundary relationships have been identified to work together (and with the County Council in the two tier area) to establish the implications of the relationship and what joint action (if any) may be required. The joint work already underway between York and its neighbours provides a good example of how this can be done.
68. Where Local Authorities are proposing to update their SHMA evidence base they should discuss this with neighbouring authorities particularly those authorities where relationships have been identified in this report
69. To maintain the wider dialogue on the implications of housing market geography for Plan making and housing investment in the city region
70. To commission further work on housing land supply to meet the requirements in NPPG to demonstrate that across the city region there is a common understanding of the available and deliverable sites across each housing market area in the city region.







Local SHMA analysis of market geography

Local Authority	Analysis of SHMA	Comments and Action
<p>Barnsley Update new SHMA Arc 4 Sept 2013 (received 25th Oct)</p>	<p>Overall analysis market self-contained when measured by migration. However the analysis of migration shows relationships particularly with Sheffield, Rotherham and Wakefield – strong in and out flows with all three districts. Travel to work analysis demonstrates a wider functional market encompassing Sheffield and Rotherham Sub areas 8 identified migration analysis of these areas shows the Wakefield relationship is strongest with North Barnsley, Rural East and Rural West. Also a relationship between Kirklees and the Pennistone and Dodworth sub area.</p>	<p>Relationship with Wakefield is with an adjoining district and has the potential to be a shared housing market area Relationship with Leeds is a strategic economic relationship which is shaped by the availability of jobs in Leeds that can be reached from locations in Barnsley that are either on or close to the rail link or the M1</p>
<p>Bradford SHMA Acr 4 June 2010</p>	<p>Overall analysis high degree of self-containment (77% of household moves & 79% of travel to work journeys) Migration relationships with Leeds, Kirklees Calderdale and Craven. Strongest relationship is with Leeds Travel to work relationships with Leeds (outflow) Kirklees and Calderdale (inflow) Sub areas 7 identified Bingley Shipley and Wharfedale areas both have strong relationship with Leeds Wharfedale (which includes South Craven villages) has a relationship with Craven. Preferences for future planned moves show similar</p>	<p>Although Bradford district has a high degree of self containment overall there are clearly relationships with both Craven and Leeds when the more local housing markets defined by the sub areas are analysed. Potential for a shared housing market area between Wharfedale sub area and south craven villages and Skipton in Craven District. Secondly potential for a shared market between Bingley Shipley and Wharfedale sub areas in Bradford with north west Leeds</p>

	relationships	
Calderdale SHMA GVA & others April 2011	Overall analysis reference to the DTZ study and relatively self-contained housing market Migration relationships with Leeds Bradford and Kirklees Travel to work relationships with Bradford Kirklees and Leeds Sub areas 9 sub areas identified Local migration relationship between Bradford and the Brighouse Southowram and Hipperholme market area	Calderdale has a quite self contained market but there is a more clear relationship with Bradford in the more local housing market defined by the sub area. Potential for a shared market between the Brighouse Southowram and Hipperholme sub area in Calderdale with west Bradford
Craven North Yorks & York SHMA GVA & Edge Analytics	Overall analysis reference to functional areas first defined in RSS – Leeds City Region (part) York sub area, remote rural and Vale and Tees all have a bearing on the overall LCR housing market geography Migration strong relationship with Bradford confirmed by analysis of recent house moves Travel to work strong relationship with Bradford and Leeds Sub areas 4 identified. Skipton and south craven villages being the area having the strongest relationship with the wider city region	Craven has a less self contained housing market with the south and east of the District having a clear relationship with Bradford (the adjoining district) and a strategic economic relationship with Leeds arising from the rail link. Potential for a shared market between Skipton and the south craven villages in Craven and the Wharfedale sub area in Bradford district (which includes Airedale north west of Keighley)
Harrogate North Yorks & York SHMA GVA & Edge Analytics	Overall analysis reference to functional areas first defined in RSS – Leeds City Region (part) York sub area, remote rural and Vale and Tees all have a bearing on the overall LCR housing market geography Migration strong relationship with Leeds confirmed by analysis of recent house moves. Also relationships with Bradford and York Travel to work strong relationship with Leeds Sub areas 16 identified with those centred on and surrounding Harrogate and Knaresborough along with Vale of York having strongest relationship with the wider city	Harrogate has a quite complex relationship with adjoining districts. With Bradford Leeds and York all exhibiting a clear relationship with the District. Potential for shared markets Harrogate Knaresborough and their immediate hinterland with north Leeds and the south east of the district with York.

	<p>region</p> <p>Analysis of moves in these sub areas shows a relationship with Bradford (south west market areas) Leeds (southern market areas, Harrogate and Knaresborough) and York (south eastern market areas)</p>	
<p>Kirklees SHMA GVA & Edge Analytics May 2012</p>	<p>Overall analysis refers to DTZ study which identifies two market areas Dewsbury & Batley and Huddersfield area. Also reference to ECOTEC SHMA which identified relationships with Calderdale, Wakefield and Barnsley. More recent analysis supports this and identifies Leeds as a further important relationship particularly with north Kirklees</p> <p>Migration relationships with Leeds Bradford Calderdale and Wakefield</p> <p>Travel to work relationship parallel those described for migration.</p> <p>Sub areas 6 identified</p> <p>North Kirklees Bradford relationship quite pronounced</p>	<p>Kirklees has a quite complex relationship with its neighbours, particularly the north of the district around Batley and Dewsbury where there are relationships with Leeds Bradford Calderdale and Wakefield.</p> <p>Potential share markets between Batley and Dewsbury in Kirklees and south Leeds; and between Huddersfield and the south east of Calderdale district.</p>
<p>Leeds SHMA GVA & Edge Analytics May 2011</p>	<p>Overall analysis reference to the DTZ mapping markets work for RSS.</p> <p>Migration relationships with Bradford Kirklees Wakefield and Harrogate</p> <p>Travel to work relationships similar to those found for migration</p> <p>Sub areas 11 identified 4 centring on the city of Leeds the remaining ones being geographic segments of the city's hinterland. Analysis of migration between sub areas and adjoining districts not provided.</p>	<p>Leeds district has a high degree of self containment however there is evidence of relationships with adjoining districts (confirmed by the analysis of those districts). However the absence of analysis of moves between the defined sub areas and adjoining districts limits the degree of analysis that can be carried out. Migration and travel to work analysis confirm relationships with Bradford Kirklees Wakefield and Harrogate</p>
<p>Selby North Yorks & York SHMA GVA & Edge Analytics</p>	<p>Overall analysis reference to functional areas first defined in RSS – Leeds City Region (part) York sub area, remote rural and Vale and Tees all have a bearing on the overall LCR housing market geography</p> <p>Migration relationship with Leeds confirmed by analysis of</p>	<p>Selby has a less contained housing market with strong travel to work relationships with Leeds and Wakefield Districts. There are good public transport links with Leeds and good road links with both Leeds and Wakefield. There is also a less strong relationship with</p>

	<p>recent house moves. Also some relationship with adjoining north Yorks authorities, York and East Riding</p> <p>Travel to work strong relationships with Leeds and Wakefield in the city region</p>	<p>York, that is confirmed by analysis of migration.</p>
<p>Wakefield SHMA Arc 4 August 2011</p>	<p>Overall analysis Housing market 72% self-contained</p> <p>Migration relationships with Leeds Barnsley Bradford Selby and East Riding. The strongest being with Leeds</p> <p>Travel to work very strong commuting relationship with Leeds</p> <p>Sub areas 7 identified 1 for Wakefield city, 3 for the Five Towns area with the remainder covering the rural parts of the district. All markets sub areas across the north of the district have strong relationships with Leeds.</p>	<p>Wakefield has a quite self contained housing market. The north of the district has a strong relationship with Leeds – there are good public transport and road links. The north east of the district has a relationship with Selby district. There is also a relationship with Barnsley district to the south</p>
<p>York North Yorks & York SHMA GVA & Edge Analytics</p>	<p>Overall analysis reference to functional areas first defined in RSS – Leeds City Region (part) York sub area, remote rural and Vale and Tees all have a bearing on the overall LCR housing market geography</p> <p>Travel to work inflows from Selby (and East Riding)</p> <p>Sub areas 3 concentric rings radiating out from the city</p>	<p>York has a quite strong relationship with all its neighbouring districts. The hinterland of the city stretched beyond the administrative boundaries along the main communication corridors. With Selby and the East Riding having the strongest relationships when measured by travel to work flows.</p>